



TÜRKİYE POPULATION MOVEMENT

CASE STUDY REPORT

COMMUNITY BASED MIGRATION PROGRAMME

TÜRKİYE, JUNE 2022

TÜRKİYE POPULATION MOVEMENT- CASE STUDY REPORT

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TÜRKİYE, AUGUST 2022

EXECUTIVE SUMMARY

Turkey started to receive large number of refugees from Syria shortly after the outbreak of the Syria war in 2011. Turkish authorities pursued an ‘open door’ policy with temporary protection status given to those arriving from Syria, through which access to humanitarian support and basic services was ensured. Initially, people arriving from Syria were accommodated in camps managed by the Disaster and Emergency Management Presidency (AFAD) with high quality shelter, WASH, food, non-food (later in the form of vouchers) as well as security services available. TRCS shared with authorities its international experience obtained through its active participation in the Red Cross Red Crescent Movement. TRCS soon also started to provide food and non-food items to a growing number of people from Syria seeking protection. The number of people continued to grow and reached more than 110,000 in November 2012. As the influx of Syrians grew exponentially, the TRCS required additional resources and an Emergency Appeal MDRTR003 – Turkey Population Movement in response to Syrian crisis (EA) was launched in November 2012 by IFRC for CHF 32.3 million. As the number of arrivals continued to grow to 225,000 and additional camps were established, the EA was revised for CHF 44,2 million in May 2013, with the focus changing from winterization to mid-term relief. As the number of camps was increasing with over 250,000 residents, and with more than 2,5 million people residing in urban areas, TRCS programmatic focus shifted towards supporting refugees living in urban areas and their host communities. Consequently, TRCS launched the Community Centre Project in January 2015 with continued support from the EA. The set-up of various Community Centres in Turkey’s most populated provinces where majority of the refugee communities reside helped offering complex services in various sectors including protection, livelihoods, health, education, PSS and social cohesion. Just before the closure of the EA in June 2021, an evaluation was commissioned by the IFRC Turkey Delegation between April – June 2021 and focused on processes designed and implemented to ensure the relevance, efficiency and coherence of the implementation. The evaluation found that the TRCS through the implementation of the EA further strengthened its auxiliary role and is seen as a trusted and reliable partner in the implementation of Government of Turkey protection and migration policies. The EA has supported a relevant and coherent programme based on accurately identified needs and timely adjustments corresponding to changing vulnerabilities, which led to successful transition from an early disaster management approach to a sophisticated and high-quality community-based programme focusing on protection, health and PSS, livelihood and social cohesion based on the Community Centre model piloted in Sanliurfa. Much can be learned from this evaluation for the design and implementation of other EAs in well-developed national societies in middle-income countries with strongly developed government institutions.

The purpose of this study is to address the above recommendation of the Final Evaluation about a presentation of a model within the Movement with regards to transition from a service delivery (disaster management) approach to a protection and resilience-oriented approach in Türkiye. This will be achieved by capturing best practices and learning elements noted during this transition. The main sources of information for this study are various monitoring, evaluation, and review studies conducted during the lifetime of the EA. Any information gaps were filled using the findings from primary sources which include the key informant interviews (KIs) and focus group discussions (FGDs). According to the findings, the most prominent external factors that led to the transition from emergency response to long-term programming are related to the nature of the crisis, Government policies, movement of refugees to urban areas and the approach of different stakeholders on the ground. On the other hand, internal factors are linked to staff and capacities in place and additional resources required to respond to the continuing needs of people as the crisis became protracted. The introduction of the community centre model proved relevant and effective in the sense that it served various needs of people in need who have been dispersed in many locations, especially, in urban areas across Türkiye. Needs were identified at the local level through engagement with local authorities and regular satisfaction surveys with the communities which informed programme design and evolution in time. Adoption of the holistic approach including internal and external referrals to complementary services ensured effectiveness. One important challenge noted was related to recruiting various kinds of expert staff including psychologists, case workers, social workers, interpreters needed for the community centres. Regarding social cohesion and resilience, findings show that activities in the community centres have led to substantial increase in integration and social cohesion between Syrian refugees and host communities. Although endline study indicates that the efforts to increase employability of refugees were successful, some other sources such as monitoring missions note challenges with regards to job placements following vocational trainings. Among the recommendations to address this challenge are provision of employment-guaranteed vocational trainings and in-kind entrepreneurship support to start a home-based micro business. With regards to sustainability, while training across livelihoods, health and PSS, social cohesion, and community engagement and accountability (CEA) has led to upskilling of staff and volunteers useful for current and future roles; more engagement, support and commitment from volunteers and localization have been noted as important factors to ensure sustainability of the community centres.

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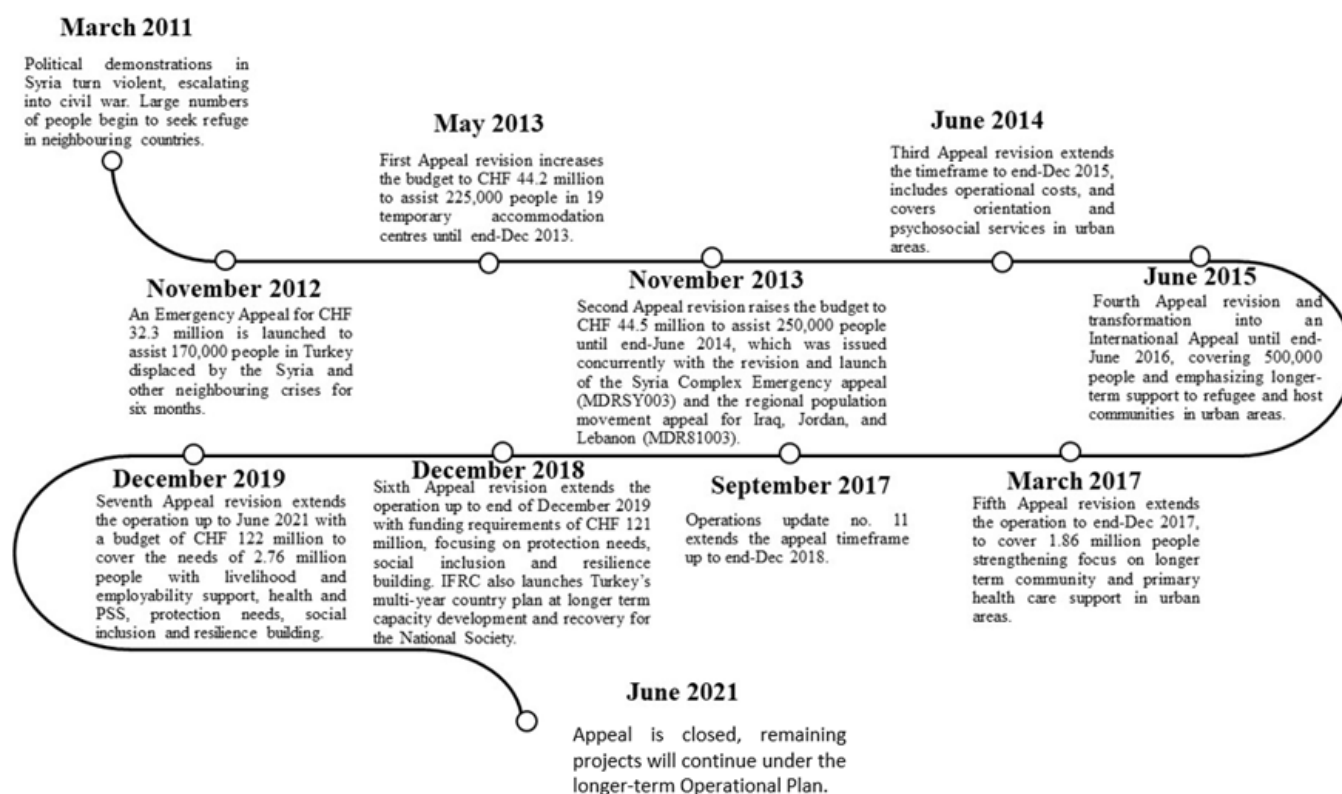
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ABBREVIATIONS

AFAD	Disaster and Emergency Management Presidency
BSS	Beneficiary Satisfaction Survey
CEA	Community Engagement and Accountability
DGMM	Directorate General of Migration Management
EA	Emergency Appeal
FEEL	Final Evaluation, Endline and Learning
FGD	Focus Group Discussion
KII	Key Informant Interview
MTR	Mid-Term Review
NFI	Non-Food Item
PMM	Provincial Migration Management
PSS	Psychosocial Support
ROM	Results-Oriented Monitoring
TRCS	Turkish Red Crescent Society

1. BACKGROUND

The Emergency Appeal (also referred to as the 'International Appeal'), launched in 2012, enabled the IFRC to support the Turkish Red Crescent Society (TRCS) in assisting some 2.76 million people in Türkiye who were affected by the Syria crisis and other neighbouring conflicts. At the time of the launch, the TRCS activities mainly focused on camps and Türkiye-Syria border areas. The Appeal went through several revisions to extend both its duration and scope as the situation deteriorated in the following years with continuing influx of refugees into Türkiye from Syria. Programmatic focus gradually shifted from provision of relief items to meet refugees' urgent needs towards meeting longer term needs of both refugees and their host communities. The following timeline provides an overview for the International Appeal for Türkiye Population Movement including some key milestones during its implementation period of more than eight years.



In April 2014, a new Directorate General of Migration Management (DGMM) was created within the Ministry of Interior to increase the Turkish government's management and coordination capacities at the provincial level. DGMM took over the responsibility from AFAD (Disaster and Emergency Management Presidency) in 2018, while AFAD remained responsible for the coordination of cross-border humanitarian activities in Syria and elsewhere. The TRCS started to focus on needs outside the camps, requiring a revision of the Appeal in June 2014. These developments shifted the community-based migration programme' focus to protection, resilience (livelihoods), social inclusion, health and psychosocial support services (PSS). In January 2015, TRCS launched the Community Centre Project where services were provided to both people seeking protection and host communities. Programmatically, the new approach started in earnest with the pilot community centre in Eyyubiye (city of Sanliurfa) which opened its doors in January 2015 to assist refugees and host communities to address socio-economic, language, health education and PSS needs. TRCS opened new community centres in three major urban areas by December 2015. Four more community centres were opened by November 2016, by when all community centres started to address protection needs including information on registration and services, psychosocial support provision including set-up of child friendly spaces, promotion of social cohesion through language and culture classes, and healthy lifestyle promotion through health education. Emergency needs such as food and non-food items (NFI) support continued as needed. By November 2017, the programme was extended to five more community centres and by January 2020, TRCS was running 16 community centres, 15 of them supported by IFRC mainly through EU TF MADAD funding.

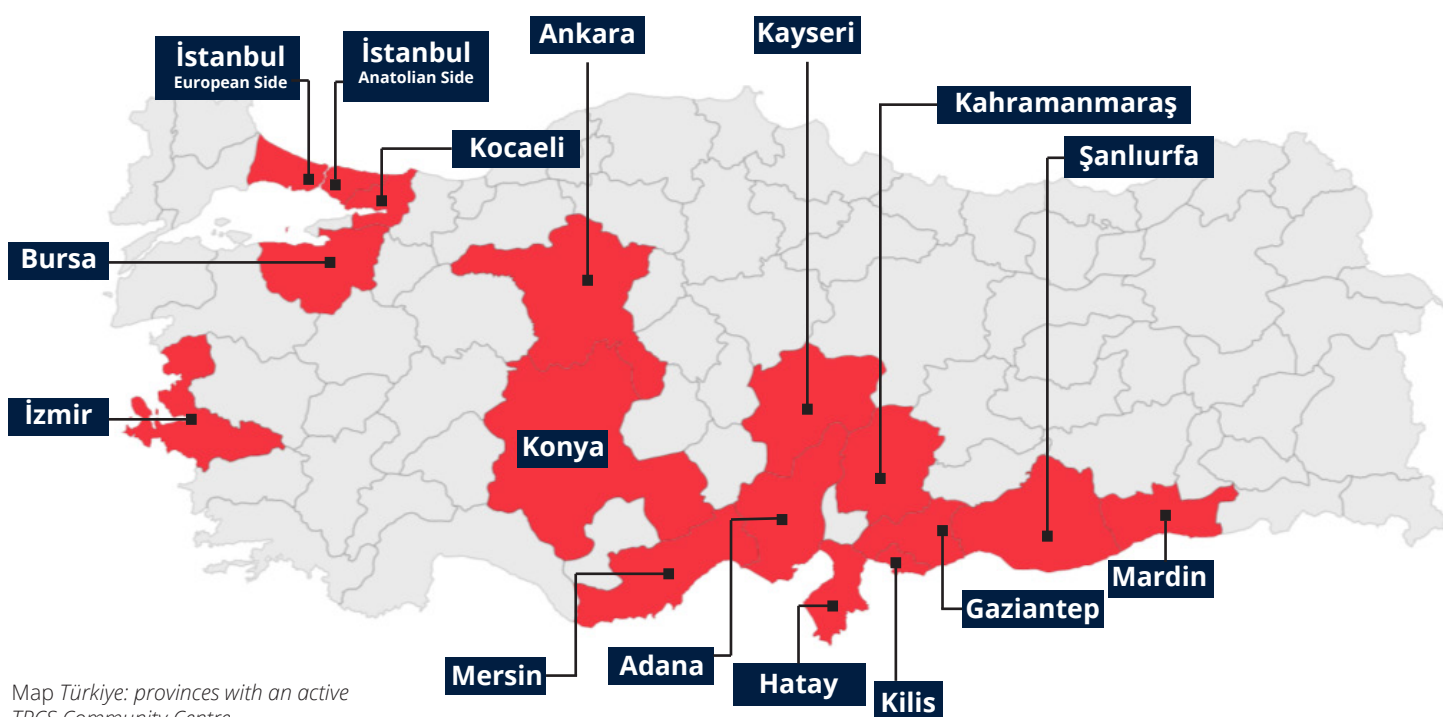
2. Scope and Purpose

The purpose of this study is to address the Recommendation 2 of the Final Evaluation of the Appeal which took place between 15 April and 15 June 2021: The transition from a service delivery (disaster management) approach to a protection and resilience-oriented approach in Türkiye, should be considered and presented as a model in the Movement. Through this study, best practices were captured and lessons learned were noted during the transition from emergency response of relief distributions to community centre model offering integrated services which include protection, health, PSS and employment focused livelihoods activities among others. The community centre model was analysed specifically from the following key angles which are also explained in detail under section 4 of this report:

- i. Transition from emergency response to longer term programming;
- ii. Community centre model including integrated services;
- iii. Community centre model for sustainable pathway for protection and resilience from shocks including increased integration and social cohesion between refugee and host communities;
- iv. Sustainability and future of the community centres.

In line with the Recommendation 2, the aim of this study is to inform similar programmes including large number of refugees with a focus on transition from relief to recovery and from camps to urban contexts. In particular, this study looked at the transition from acute emergency between 2012 and 2015 to longer-term support to refugee and host communities from 2015 to 2020, leading to annual country plans (instead of revised emergency appeals).

Although the sustainability aspect of the community centre model is not within the scope of Recommendation 2, it is assessed that the compiled best practices and key lessons will be useful for the design and implementation of future programmes by TRCS and IFRC in Türkiye. The community centre model is currently transitioning to a new role within the community from service provider to “enabler” at the time of undertaking of this study with the piloting of the first sustainable community centre in Osmaniye province. If successful, the same approach will be replicated to all community centres across Türkiye gradually to make them self-sufficient and sustainable mainly with support from volunteers and community members. Therefore, the sustainability aspect of the community centre model will be explored in order for the study to also serve the current needs of programming in Türkiye.





3. Methodology

This study included the following primary and secondary data collection methodologies:

1) A desk review of key documents as mentioned below:

- *Final Evaluation of the Appeal conducted for the whole duration from 2012 to 2020 and finalized in June 2021;*
- *Final Evaluation, Endline and Learning (FEEL), which covered all MADAD funded activities from 2017 to end-2020 (Livelihoods, Health and PSS, Social Cohesion and National Society Capacity Building);*
- *Mid-Term Review (MTR) of the MADAD project;*
- *Results-Oriented Monitoring (ROM) of the MADAD project;*
- *SUMAF monitoring missions conducted in 2019 and 2020;*
- *Internal Evaluation and Beneficiary Satisfaction Survey (BSS) conducted periodically for different community centres;*
- *Documentation from sustainable community centre project in Osmaniye*

2) Key informant interviews (KIIs) with a total of 12 selected IFRC and TRCS staff.

3) FGDs with community centre participants in two locations, namely Adana and Kayseri. Participants who have been benefiting from the community centre services for a long time were primarily selected as FGD participants. Participation from different gender and age groups was ensured when possible. FGDs were organized separately for refugees and host community members.

The main source of information for this study was the various monitoring, evaluation and reviews conducted during the lifetime of the Appeal. Best practises and lessons learned identified were compiled and presented under thematic areas. Any information gaps were filled using the findings from the KIIs and FGDs as primary data sources.

Regarding limitations, key informant interviews were not conducted with stakeholders such as Government authorities, UN or NGOs as representatives of these were already interviewed as part of earlier evaluations. FGDs were not conducted in each community centre location due to time and capacity related restrictions.

4. Analysis

4.1. Transition from emergency response to longer term programming - factors and tools

Analysis on transition from emergency response to longer term programming is carried out individually for external and internal factors. A separate section is dedicated for successes, challenges and lessons learned out of these.

4.1.1. External Factors

The most prominent external factor that led to the transition from emergency response to long-term programming is related to the **nature of the crisis**, as primarily mentioned in the key documentation and during key informant interviews (KIIs). Syrian crisis by its nature is a protracted crisis that has been ongoing for 11 years now at the time of writing this report. Starting as an emergency with the arrival of around 300 families in 2011 at Cilvegözü border gate in the district of Yayladagi, Hatay, very soon the number of people seeking protection across the border in Türkiye grew to approximately 5,000. As the war inside Syria intensified, the number of Syrian people seeking refuge in Türkiye continued to increase over the years, reaching to millions. As the circumstances have not improved in terms of security as well as socio-economic stability and infrastructure, Syrian people have opted not to return to their homeland. Instead, they have started settling down in Türkiye, which required transition from emergency response including distribution of relief items and provision of basic information to long term programming in line with the changing needs of the people such as social integration through social cohesion activities and vocational trainings provided mainly through the community centres. At this point, through its experiences, TRCS had already been aware of the fact that the needs of the refugees would be changing over the course of time. For example, while refugees were asking for information about their family members who were lost and unreachable in the beginning, they started to ask for ways to bring them to Türkiye at a later stage.



" TRCS was providing first line services with the onset of the refugee influx and crisis. The crisis continued in protracted manner which compelled TRCS and other organizations to embrace long term sustainable solutions considering the on-going needs." – Quote from KII

The second most important external factor is related to the **Government policies**. Although Syrian refugee influx was a very intense population movement and thus the public institutions were not really prepared to respond to it effectively, the Government maintained an open border policy including respect for non-refoulement and provision of humanitarian assistance in line with international human rights standards. It was clear that the Syrian migration flow was not perceived to have a potential to turn into a protracted crisis. Therefore, the focus was initially on border aid and the establishment of Temporary Accommodation Centres. Soon, it was understood that the crisis was bigger than expected, not temporary at all and required a long-term intervention. Also, the EU Türkiye deal signed in 2016 stopped the transit possibilities for many of the Syrians to Europe. This has contributed to Türkiye becoming a country of migrants and residence not only for Syrian people but also for other people from the MENA region, Balkan countries, Afghanistan, Iraq, Somalia and Pakistan. Accordingly, the government authorities shifted their response policy for the refugee crisis from a temporary solution perspective to a more sustainable approach. The government was unwilling to continue with the camp life and makeshift centres mainly due to its high cost. Therefore, refugees started to live in urban areas through renting houses in less wealthy parts of the cities.

This made Türkiye unique in terms of refugee crisis response because many countries do not allow refugees to reside elsewhere but camps. After refugees started to move to urban areas, public institutions had to develop policies and migration management process became the main agenda of the political parties.

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“Turkish language courses helped us to a great extent to improve our language skills. Thanks to these courses, we are able to use a variety of vocabulary during our daily lives, which made our lives much easier. Further, these courses helped us a lot to strengthen communication with the host community.” – Quote from FGD

As a result, public institutions took several actions to this end, albeit belatedly, such as integration of refugee law and legal framework within the existing legislation (introducing Temporary Protection status); establishment of the Directorate General of Migration Management (DGMM) under the Ministry of Interior; and designing regulations to facilitate Syrians’ access to education, healthcare, and labour market - through work permits under temporary protection. In line with these actions, Government authorities also encouraged TRCS to have a resilience-oriented approach including implementation of alternative urban based solutions and more sustainable programmes such as those offered by the community centres. For instance, protocols were signed with the Directorate General for Lifelong Learning for the Turkish language courses provided to refugees.

With the movement of refugees to the **urban areas**, the needs started to diversify. Whereas TRCS was providing non-food items in camps, they saw the need for a more complex and expanded assistance for the urban areas. While the community center model already existed in different countries such as the UK, their scale was smaller. Therefore, TRCS had to shape the model in accordance with the large refugee population and their diversified needs such as protection, PSS and livelihoods. The need for social cohesion increased when refugees shared the same neighbourhood with the host community. Thus, they were supported to have peaceful coexistence with the host community in urban areas through language courses

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“Syrian refugee influx was a very intense population movement in the world and public institutions were unprepared to respond to it. As the presence of Syrian population became persistent in the country, the need for developing long term programs became apparent while the emergency operations were still priorities.” – Quote from KII



Some twenty young men and women are sitting around tables in a colourful room immersed in their text books. The group has gathered for one of the weekly Turkish language classes offered by a trained teacher at the Ankara community centre. Language skills offer an important bridge for integrating into the Turkish society and making local friends.

Another important external factor for the transition is related to **stakeholders on the ground**. As the crisis quickly escalated, it attracted the attention of the international actors such as the EU, foreign governments, UN agencies and international NGOs, and expanded the work of the national NGOs. They particularly showed interest when it became clear that the crisis would not come to an end any time soon. Therefore, stakeholders in the field including donors decided to embrace long term sustainable solutions considering the ongoing needs. IFRC and TRCS exchanged need assessments and consultations with them to understand the changing needs. As a result, response was shaped according to the needs of the donors and also to complement the activities of the other actors providing response.

4.1.2. Internal Factors

With its auxiliary role to the government and being the largest national humanitarian organization in the country, TRCS already had **staff and capacities in place** in the early days of the Syrian crisis. Therefore, the sources were mobilized immediately to respond to the situation as well as to share with Government agencies the international experience and cultural awareness obtained through TRCS' active participation in the Red Cross Red Crescent Movement. TRCS played a crucial role in the camps providing food initially and e-card based conditional cash for the supermarkets in the camps, which later expanded to provision of food (hot meals) and NFIs (with WFP support) to a growing number of people from Syria seeking protection.

As the influx of Syrians grew exponentially, TRCS required **additional resources** through launching a DREF and then an Emergency Appeal (EA) was launched in November 2012 by **IFRC**. The Appeal supported TRCS to scale up its capacity by recruiting and training new staff and volunteers. Signifying the protracted nature of the crisis, **the name of the emergency appeal was later changed to international appeal**. Needs assessments, changes in programme approach and launching a pilot of a community center signified a new understanding of vulnerability. Building a community centre including sustainable approaches for different sectors and services proved meaningful. People seeking protection formally had access to social, economic and health services but faced obstacles to have full access, such as a stagnating economy, language barriers in the education system, overstretched health services, and housing cost inflation. Community centres played a very important role in that regard by raising awareness about people's rights and also from refugees' perspective it was easier to approach community centres at the time rather than approaching state authorities directly.

Programmatically, as an organization having an existence in the field, TRCS inherently knew that they needed to adapt themselves to the situation as it unfolded. **Observations from staff and volunteers** working in the camps and later in urban areas indicated at the time that TRCS needed to adapt their services according to the changing local needs. For example, when focusing on the urban areas, it was observed that the host community was also affected alongside the refugees. Hence, TRCS shifted its approach to cover both host community and refugees in the operations.

Staff and volunteers helped TRCS to develop a long-term humanitarian response through identifying and analysing the needs of Syrian refugees as well as the host communities, which resulted in the opening of the first community centre in Sanliurfa in 2015 that later cascaded to other provinces with high refugee concentration. The community centre programme started to develop and plan interventions for urban refugees with a focus on specific sectors such as protection, resilience (livelihoods), social inclusion, health and PSS. In other words, the shift from camps to urban areas inspired a shift from a disaster management to a protection-oriented approach. As there was a team and structure in place that had already existed with some experience from Afghan refugee influx in 1980s and 1990s and from community centres abroad, it was relatively easier to realize this transition.

The transition can also be referred as a period in which the **fund-raising efforts** were actively carried out. When new gaps were identified in line with the needs analysis, it was necessary to develop different projects and to find new donors. For example, when there was a growing need for special education, cooperation was made with the Canadian Red Cross. Collaboration was ensured with other National Societies such as Norwegian Red Cross and German Red Cross in working with vulnerable groups in a migration context. The need for alignment with the requirements of the donors shaped TRCS' and the community centres' structure. TRCS evolved into an organization that had a better understanding of international terminology and sectoral distinctions. Learnings and practices from international institutions as well as organizational learnings helped administrative and internal processes to be revised and refined as needed.

4.1.3. Successes, Challenges, Lessons Learned

Good practices

Programmes were able to adapt to the needs of the refugees and host communities which started to become more complex as time passed.

Having a variety of services increased the quality in terms of providing a holistic response and speedy intervention.

Mainstreaming of CEA was ensured through integration to already existing activities such as raising awareness around CEA as part of capacity building trainings for the staff and management.

Quality documentation and capacity building activities were important components of creating a learning culture from the start.

Challenges

Mainly due to limited capacity in terms of staff who were not experienced in working with refugee groups (in terms of case management procedures), and the political atmosphere of the country, establishing a trust relationship between the state and I/NGOs was challenging.

Sectoral distinctions made by the donors did not always correspond to the needs identified in the field.

As a newly developing area, there was a competition in the humanitarian sector to hire and retain qualified staff and volunteers to conduct community-based activities. Internally, the rapid growth was challenging in terms of carrying out timely administrative and human resource processes.

Document review + KIIs

Learning points

It was important to make advocacy for the needs on the ground as well as fundraise to ensure the sustainability of the services when they were most needed.

Planning and taking action proactively were the key learnings. Preparing alternative solutions for different scenarios strengthens the coping mechanisms.

Needs and trends change in time in migration settings. This change itself is a process which needs to be monitored and observed regularly although the target population remains the same. The two-way dialogue should be maintained with community to ensure the needs are relevant and accessible.

In migration settings, it is highly likely that the situation will change from emergency to long-term programming due to the political context. People might not be able to return their homeland so soon and this should be taken into consideration when planning in the beginning.



A young boy carries a relief package provided by Turkish Red Crescent at Aksahrinc near Sanliurfa. During June 2015, some 24,000 Syrian people crossed the Akcakale border that is currently closed. In the beginning, Turkish Red Crescent carried out energy biscuits and water distribution for then to proceed with food parcels distribution in rural and urban areas for Syrians hosted by friends and families.

4.2. Community Centre Model – Provision of Integrated Services

Analysis on community centre model with regards to provision of integrated services is carried out individually for relevance and effectiveness. A separate section is dedicated for successes, challenges and lessons learned out of these.

4.2.1. Relevance

Following the emergency interventions at Türkiye-Syria border and assistance provided throughout the refugee camps (Temporary Accommodation Centers) in south-eastern Türkiye, more needs were identified around health, education, livelihoods, accommodation, registration and access to basic needs in **urban areas**. Additionally, and most importantly, while refugees started to settle in the cities, rumours and false information about them started to spread with a potential to create social tension between refugees and host communities. The aid organizations were relatively less and insufficient considering the large refugee population. Services were fragmented and providing only one service at a time was not sustainable, for example, providing only PSS was not tackling the issue of gender-based violence by itself. In such a setting, a holistic service provision approach needed to be developed including a safe space to bring people together. As a result, the community center model was designed taking into consideration the most required services such as PSS, livelihoods, protection, and social cohesion. The MADAD fund allowed TRCS to deliver specialised services for the target population with a flexible and long-term design.



“The services that we receive in the community centres correspond to our needs. Our needs are met to a great extent.” – Quote from FGD

In its first two years (2015 and 2016), community centres operated more like a pilot model because identifying and meeting different needs was not entirely possible at the time. Skills and professionalism gained through practicing the model allowed the community centres to make needs assessment, case management and follow up as well as the to establish internal referral mechanisms among the programmes operating under the community centres. With the presence of professional staff, **a holistic approach** was adopted which enabled all programmes to interact with each other. By this way, the target population could be identified properly, and inclusive services were provided not only to individuals but also to their family members as needed. In some cities, there were outreach activities through which TRCS could reach people in remote locations so staff did not only wait in the community centers for people to approach. Through outreach activities, needs were identified, and awareness raising activities were conducted related to community centers.

Community centres are usually located near the neighbourhoods where refugee population is concentrated. While this ensures the community centre model's relevance for meeting the needs of the refugee communities, it also helps the identification of the **needs at local level**. For example, while the focus was more on providing basic information to communities in the beginning, services expanded to protection and livelihood supports over time based on changing needs observed on the ground. Even the livelihood support underwent a change from social cohesion oriented small-scale activities to income generation activities.

The community centre model was limited mostly to refugees in the beginning and inclusion of the host communities was slow but steady. Once the host community started to become more involved in the activities, the centers worked better towards their objectives. Also, in terms of gender, the FEEL report indicates that gender-sensitive monitoring data indicated that women far outnumbered men when it came to participating in programme activities, so activities were adapted to enable more men to participate.

The relevance of community centres to the needs of the people they served was also ensured through **consultation with local stakeholders** such as Provincial Migration Managements (PMMs) and other government authorities and NGOs. Due to its auxiliary role, TRCS mainly supported the government when there was a gap identified in the field. As noted in the FEEL report, there are strong relationships between TRCS and the respective Ministries for education, labour and social services, which allowed for good synergies in terms of identifying needs and providing services. Strong relationships with academic institutions were also useful, including the joint efforts of TRCS and the University of Ankara in developing Turkish language modules for Syrian beneficiaries.

In July 2015, the TRCS commissioned an external **needs assessment**, which informed the design of the first pilot community center in Sanliurfa. Other TRCS community centers were established in areas with the largest number of people seeking protection, using official data. Initially the centers followed the piloted model, but services were adapted to local needs and capacities identified through regular engagement with the visitors of the center and the beneficiaries of outreach activities. To ensure all activities conducted at the community centres were in line with the communities and their specific needs, TRCS conducted **regular satisfaction surveys**. Additionally, advisory committee meetings, monitoring and evaluation activities as well as CEA and community feedback mechanism building efforts were in place to check the relevance regularly. Satisfaction surveys conducted for each community centre reported more than 50% overall satisfaction with the services offered at the centres. To support this, the Final Evaluation indicates that there is significant evidence that TRCS conducted and used needs assessments, satisfaction surveys and regular focus group discussions for monitoring and adaptation of the programme in particular after the transition to the community center model.

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“It is very important to have visits from Community Centre Protection Programme staff. Through these visits, they assessed our needs, assistance and support has been provided based on these assessments.”
– Quote from FGD



It was also highlighted in the ROM report that the community centre model responded well to the needs of the target groups notably the refugees from Syria, and the needs of the host communities started to be considered and integrated into the project design. Different needs assessments conducted under various modules demonstrated high relevance at outcome level. SUMAF monitoring mission reports and the FEEL report refer to the relevance of the community center model especially during the COVID-19 pandemic.

Feedback from the FGDs indicates that the services were relevant and well-tailored to the specific needs of the beneficiaries. Participants benefited from various services offered by the community centres which would be almost impossible for them to have access to due to economic difficulties such as PSS, child development and legal services. FGD participants stated that they were able to develop ways to cope with the negative impacts of the war trauma that they were suffering from when they first arrived in Türkiye; they were able to identify special needs of their children such as dyslexia and get support from the specialist at the community centres; and a female participant received effective legal support during her divorce process.

4.2.2. Effectiveness

In general, the integrated services approach worked effectively due to the fact that the needs of the target population were addressed with **a holistic approach through internal and external referrals**. In community centres, beneficiaries could access various services corresponding to their several needs and requests. As all the services were provided under the same roof (in the same community centre building), referrals between programmes such as protection, livelihoods, education, health and psychosocial support could be done easily and in harmony. In this way, vulnerable groups (women, children etc.) could be identified and were provided with necessary assistance. Feedback from FGDs also indicates that beneficiaries were satisfied with the integrated service provision, emphasizing the positive attitude of the community centre staff when they were taking care of their needs and the fact that their feedback was taken into consideration to improve the services.



“Having integrated services under the same roof has made our lives much easier. I can receive information about any subject matter when I come to the community centres. Even if I cannot meet some of my needs there, through information provision and referral services I am able to get the services I need.” – Quote from FGD



Through provision of integrated services, FGD participants mentioned that they were able to cover for their urgent needs and at the same time learn new things and improved their abilities to do things on their own (even if the community centres were not providing a specific service, they referred people to the relevant authorities/service providers and supported them as needed during the process). Parents approaching community centres were aware that they could also benefit from community centres' services when they needed support for their children. This approach was also very important in terms of establishing trust and making community centres places that can meet individuals' and family's multiple needs. For example, with this trust relationship in place, it was easier for women to engage and participate in the activities of the community centres without being interrupted and restrained by gender norms. FEEL report along with the KIIs pays particular attention to the effectiveness of the PSS services offered at the community centres. The community centre model in Türkiye was conducive to PSS activities. The community centres were intentionally set up to provide a safe, private space for PSS activities. Furthermore, PSS was a niche area for TRCS which contributed to its effectiveness from the outset of the programme. Provision of the free-of-charge services through the community centres would otherwise be prohibitively expensive for beneficiaries. Related to livelihoods, FEEL report highlights provision of Turkish language classes, vocational language classes and work permit support as activities to ensure livelihoods interventions were effective and meaningful for the beneficiaries.

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“Thanks to the per diem support provided during the vocational training, I was able to meet my transportation costs. Community centre staff referred me to a job after finishing the course. I can now work and meet my own needs.” – Quote from FGD

Final Evaluation, FEEL and ROM reports point out to delays in setting up all community centres and make them operational as originally envisaged. There were difficulties with recruiting the various kinds of staff (psychologists, case workers, social workers, interpreters) needed for the community centres. The recruitment process was centralized at the TRCS HQ and the existing recruitment procedures did not facilitate a rapid mobilization of staff. There were staff positions that remained vacant, increasing substantially the workload for the already deployed staff. Community centre staff were working beyond their scope of duties, faced also with serious cases of beneficiaries who had had serious and often traumatic experiences. This issue was later addressed by providing mental well-being support to staff in cooperation with IFRC to ensure effective service provision. Also, when TRCS continued to face challenges to recruit the required staff, IFRC, in agreement with ECHO, hired staff and seconded them to TRCS. According to the Final Evaluation and FEEL reports, the operation facilitated an impressive expansion of the TRCS technical capacities to ensure programme implementation, management and support capacities. Training ran through the entire nine (9) years of the EA and greatly facilitated the transition from a disaster management to a protection-oriented approach.



Traditional Turkish cooking course offered at a community center for refugee and host communities. Food has always been a central part of Houda Al-Fadil's life. Some of her fondest childhood memories center around preparing dishes such as makdous (pickled or oil-cured, stuffed eggplant) with her mother in her home town on the outskirts of Damascus.

4.2.3. Successes, Challenges, Lessons Learned

Good practices

Diversity of communication platforms

Innovative use of technology and different tools for programme support and delivery like the example of developing a mobile app to provide PSS support to Syrians

Seeking beneficiaries' real time feedback on services together with large or external review and learning processes

Challenges

Delivering comprehensive protection services to vulnerable individuals in faraway locations

Monitoring and reporting around health component tended to be at the activity/output level, with less emphasis on outcomes and impact. There was also no mechanism in place to follow up on health referrals

Slow internal processes around procurement and recruitment were cited as sometimes hampering the programme.

Retention of staff and volunteers

**Document review
+
KIIs + FGDs**

Learning points

Outreach activities to remote areas is key to provide services to people

Proper analysis and intervention plan is key before starting off an intervention to provide a meaningful impact. The design phase can then be utilised to identify where procurement is likely to be time consuming and plan accordingly, ensuring that these processes are underway before the programme is due to begin implementation.

In the integrated service approach, it is important that different programmes work together in harmony. Staff should have an opinion, at least at a minimum level, how other programmes function as there are crosscutting issues which should be tackled jointly.

As there were a variety of agencies providing different kinds of assistance for the multiple needs of the communities, it was important to be alert about possible duplication of services which was prevented through regular coordination and communication with the stakeholders including tracking other agencies' activities in a central spreadsheet as well as the established external referral mechanism.

4.3. Community Centre Model – Resilience and Social Cohesion

Analysis on community centre model from resilience and social cohesion aspects is conducted by examining the improvements in the lives of the target communities and the added value of the community centres. A separate section is dedicated for successes, challenges and lessons learned out of these..

4.3.1. Improvements in the lives of the target communities

MADAD Endline survey conducted as part of FEEL study showed a **substantial increase in integration and social cohesion** between Syrian refugees/IDPs and host communities. Both the MADAD baseline and Endline studies showed high levels of interaction in social settings. However, there was a marked increase in interaction between host and refugee communities in work settings, community projects and in casual interactions. The relationship between refugees and host communities also appears to have improved. At baseline, 52% of respondents reported the relationship as being “good,” compared to 55% at Endline. At the same time, the proportion of respondents who rated the relationship as “poor” decreased from 10% at baseline compared to 4% at Endline. Children from host communities reported helping Syrian children with the Turkish language, working together in classroom settings and playing together both at school and at home. Children from refugee communities were positive about the impact of the community centres in their lives and on their general integration, including Turkish lessons, education support and recreational activities.

Beneficiaries participating in **livelihoods activities or training courses** provided by TRCS also noted a significant improvement in community relations as the main result (as also noted in the beneficiary satisfaction surveys conducted earlier), although job prospects (27% increase) and household income (21% increase) were also reported as having improved. ROM and MTR reports, both prepared in 2018, also acknowledges that livelihoods activities were implemented in the earlier periods with a focus on social cohesion; in that, people from both refugee and host communities gathered together to learn new skills. It was only after 2018 and in line with the Government intentions that TRCS prepared more sophisticated skills development and vocational training activities based on local labour market analysis. In the MADAD Endline survey, beneficiaries reported that livelihoods support was relevant to their needs, with variety and availability of training improving over the course of the programme. The Endline survey as well as the SUMAF 2021 monitoring report also highlights that Turkish language training was reported as one of the most relevant and useful courses.

The baseline study in 2017 found that refugee unemployment was particularly high at 73%, with respondents citing language barriers and the lack of recognition of Syrian qualifications as constituting the main barriers for securing employment. The livelihoods component of programme sought to address this to increase **employability of refugees**. The Endline survey showed that these efforts were successful, since there was an increase in the number of respondents reporting they were in formal, informal and temporary employment. At the same time, there was a decrease in respondents reporting that they were unemployed. There was also an increase in respondents reporting ‘salary from employment’ as their main source of income, and a decrease in those responding ‘I do not have a main source of income’.



Figure 1 :Türkiye - Baseline-Endline comparison: Relationship between Syrian refugees/IDPs and host communities

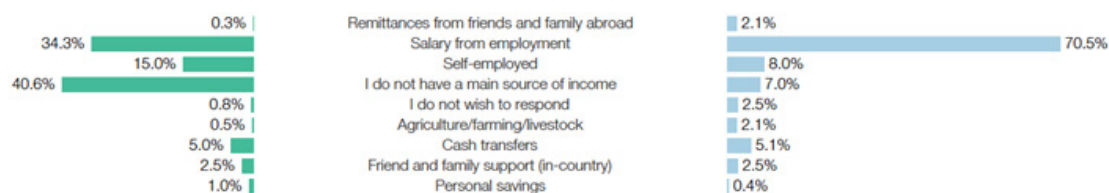


Figure 2: Türkiye - Baseline-Endline comparison: Respondent income sources

EU-SUMAF 2021 monitoring report points out to challenges faced with regards to job placement following vocational trainings. Feedback from the FGDs supports this; in that, participants accepted that they gained the skills but this did not automatically meant that they would be placed in jobs. Participants suggested the extension of the vocational trainings to make sure they can effectively learn the skills for the job and the provision of employment-guaranteed vocational trainings whereas the SUMAF reports suggests **in-kind entrepreneurship support to start a home-based micro business**. Entrepreneurship support is intended for those who do not manage to realise a transition into paid employment. Entrepreneurship support foresees the provision of in-kind support to facilitate beneficiaries to earn a living, for example by equipping them to start a small sewing business at home or to cultivate some land or engage in animal husbandry.



“The agriculture training was very useful. I am able to do agriculture in my garden. However, I wish there was additional income which would contribute more to my socio-economic situation.” – Quote from FGD

4.3.2. Added value of the community centres

The most direct added value of the community centres on the lives of the beneficiaries is that there are **physical places** where people can go to for their needs. In most other projects, assistance is provided in one area for one time, for instance providing a vocational training in a public place provided by the authorities. When the training is completed, there is usually no reference points where people can still visit for their questions and follow-up requests. The other most important added value of the community centres is apparently related to **social cohesion**. Despite many challenges related to implementation of a social cohesion programme such as related to its definition, measurement, and in the absence of a baseline study, TRCS puts a lot of effort in various social cohesion activities to build an understanding society where there is mutual respect between host community and refugees.

The social cohesion approach and activities were useful and had positive impact for those who joined the activities as well as their family, friends and neighbours. In a cascading nature those who received accurate information in the community centres disseminated it to others (non-beneficiaries) of the community centres. FGD participants also emphasized the added value of the community centres in their lives especially in the areas of **PSS and social cohesion**. Many participants stated that they were able to adapt to their environments better, cope with depression and build positive relations with other people which they maintained even after the activities. Through these activities, communities built a strong sense of trust towards the TRCS. Having staff with different cultural backgrounds also helped creation of spaces of cultural and social interaction which gathered successfully several nationalities under a single roof.



Muhammed is a talented 19 year old young juggler, fled to Türkiye in 2014 due to the war in Iraq. He lives with his parents and siblings in Mardin. He has dreams and ambition about being the best juggler in the world. His way of coping with hard times was teaching kids and teenagers in Turkish Red Crescent Community Center in Artuklu, Mardin. He says whenever a kid smiles, he forgets all about the struggles and hard times.

Social cohesion activities included:

- Advisory committees where refugees and host communities have a chance to interact on the issues that affect them both;
- False facts seminars, videos, brochures and two-way dialogues to prevent disinformation about refugees which helped to eliminate the prejudices;
- Bringing together the communities and officials from different authorities such as PMM and provincial directorates of various ministries to facilitate the dialogue between the two.
- Youth clubs comprising male and female youth aged 14-18 organized different activities and feedback was provided to TRCS staff on youth engagement activities.
- Activities were implemented in schools to address peer bullying and stigma faced by Syrian children. Parents, teachers and students were engaged in a holistic manner to allow parents and teachers to identify signs of bullying and safe ways to intervene, and to allow false facts and misconceptions amongst children to be countered. Age-specific modules were delivered for children and youth over several sessions to ensure uptake of key messages.



“Thanks to the PSS sessions that I am attending at the community centres, I can cope with the challenges I am facing in my daily life. I have also become more socialized with the help of the sessions.” – Quote from FGD

Another important added value of the community centres is related to **resilience**. All services provided by the community centres contributed to resilience because they eventually focused on empowering people. Communities felt valuable in the community centres. Having people who cared about their needs gave them a sense of belonging to the society in which they lived. PSS services offered to beneficiaries played an essential role in this regard. Even the support that community centres provided to beneficiaries on scheduling appointments from health facilities helped the beneficiaries to be engaged in the daily practices of the society, leading to better adaptation to society and empowerment in the long run. Related to **livelihoods**, each community centre tailored its livelihoods activities to the context, based on a labour market analysis, such as developing vocational trainings for rural areas with high demands for agricultural skills, and for industrial areas according to the need and demand of the city they are located.

Gender was mainstreamed across the livelihoods component:

- Understanding of Syrian cultural norms for women to work, income generating activities were designed that could be used within the home, or the home of other women to allow women to work collaboratively if they wished like hairdressing, sewing, tailoring and handicrafts. Childcare was made available to allow women with children to participate in the sessions.
- For men, additional classes were offered in the evenings to accommodate men's working hours and allow them to attend.

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“I have been communicating with people more easily since I started having sessions with the psychologist at the community centre. I am feeling better. I can overcome my problems. My social life completely changed.” – Quote from FGD



4.3.3. Successes, Challenges, Lessons Learned

Good practices

Advisory Committees at the community centers comprising of refugees and host communities as a means to social cohesion

Building bridge between people and other stakeholders contributed to resilience in the sense that even if the projects ended, beneficiaries would know where to apply for their different needs

The monitoring process was adapted over the course of the programme to try and capture the information about whether participants of vocational trainings were subsequently able to secure employment or increase their income, and if they did whether this was helped by the training they undertook.

Challenges

Not being able to measure the impact of the social cohesion programme

Maintaining social cohesion and promoting resilience requires active communication with the communities and tackling misinformation effectively as it becomes more challenging with the rapid growth of digitalization. It should also be taken into consideration that social cohesion can be used as a political instrument and dealing with the social tension in a mass migration context could be much more challenging.

Although proportionally more women than men participated in livelihoods activities, they did not always experience the same benefits as men.

**Document review
+
KIIs + FGDs**

Learning points

The number of target beneficiaries can be decreased to enhance the quality of livelihoods services. This would have allowed the budget allocation per beneficiary to be higher, and to expand the range of services for individual beneficiaries. MADAD livelihoods interventions were considered very helpful where beneficiaries could set up their own businesses or initiatives, but less so for securing employment or work opportunities, or teaching new skills.

Profiling of beneficiaries for livelihoods initiatives is very important in order to understand what skills they bring rather than considering them all at the same level;

A wider variety of vocational trainings should be provided for women. focus on providing training that allow women to work from home is good in principle, but it also led to a surplus of hairdressers and tailors, which makes it difficult for women to actually earn an income from these activities.

Women should be engaged more when it comes to support beneficiaries for turning knowledge and skills to income generation.

4.4. Community centre model and sustainability

Analysis on community centre model in relation to sustainability focuses on capacity strengthening aspect and the sustainable community centre model.

4.4.1. Capacity strengthening

As referred in the FEEL report, capacity building was considered a key enabler for sustainability. A substantial portion of MADAD funding was invested in upskilling staff and volunteers in various technical and thematic areas, and to provide transferrable skills that participants reported would improve their future performance and opportunities. **Training across livelihoods, health and PSS, and social cohesion** has led to an increase in confidence for TRCS staff and volunteers in both their day-to-day activities and their interaction with beneficiaries. Staff and volunteers were positive about the variety and quality of training provided. Capacity building activities were considered relevant to support the MADAD programme, and also developed new, transferrable skills that were useful for their current activities and future roles.

According to TRCS staff, **PSS training** was well received and was sufficiently tailored to the context to deal with Syrian refugees in Türkiye. Adapting to overcome the inherent language barrier by providing interpreters for training and PSS sessions is a good practise. Training of Trainers were provided for qualified Syrian beneficiaries so they in turn could train other beneficiaries in Arabic. **CBHFA training** was equally well received, especially by volunteers and community members. Once trained, they were able to become community mobilisers, identifying health issues and needs in the communities and sharing information with peers. There is a good support system and on-the-job training in place. TRCS health officers initially supervise the volunteers, for example on household visits, and provide feedback for improvement, before they operate on their own.

CEA training for staff and volunteers was also considered relevant and effective. The cascade nature of the training worked well logistically; staff were trained centrally and then in turn ran sessions with smaller groups at the community centres. The skills learned helped with social cohesion and allowed this to be mainstreamed across other activities, including health and livelihoods. Training included a focus on cultural awareness and how to communicate and engage effectively with different demographics within the communities, as well as behaviour and social change communication strategies to encourage more positive attitudes and behaviour within the communities. Accountability to beneficiaries was also a highly valued, emphasising the importance of feedback and complaints mechanisms and how to deal effectively with arising issues.

Monitoring uptake of skills from training sessions both formally and informally is a good practise. Beneficiary satisfaction surveys conducted once per year in every community centre and indicating how activities were going, and satisfaction with services provided helped inform volunteer and staff training needs, both in terms of new training sessions and refresher training. Staff were encouraged to report their perceived training needs, and this was taken into account when developing training plans.

4.4.2. Sustainable community centre model

The key element of the sustainable community centre model is to create a sense of ownership among the community to support the operations of the community centre. This includes **more engagement, support and commitment from volunteers** together with increased recognition for their efforts as well as forums such as advisory committees. Focusing on **localization**, the context and opportunities are analysed based on each location according to needs as determined by the communities themselves. TRCS' role will be to support the areas where there are still gaps after the successful mobilization of the local sources. When communities are more engaged in identifying their needs and how to find solutions, they really become empowered in the long run.

According to the FEEL report, the **community volunteer approach** is a good practise in order to embed independent, sustainable change within communities. In addition to providing knowledge and transferable skills it is critical that communities are equipped with the tools to put their learning into practice. Budget should be allocated for these resources and plans should be developed with communities to understand how resources can be leveraged beyond the programme. Strategic investment should be made in volunteer recruitment and management.

Clear processes for recruiting and training volunteers lead to high levels of confidence in their work and improved knowledge and skills. Volunteers should be recruited from the communities, including Syrian refugee communities. This will build the capacity of both communities and individuals for whom more opportunities in the country will be available. The investment in volunteer recruitment and management improves sustainability in two fronts. First, knowledge and skills are embedded in communities meaning they are likely to continue to be used beyond. Second, this has developed a sustainable volunteer recruitment practice as volunteers are highly likely to refer their peers and beneficiaries as volunteers. This means they are likely to maintain a high-quality volunteer base.

Some ideas from the KIs and FGDs conducted regarding how to sustain the community centres are given below:

- **Volunteering policy and capacity building opportunities** for volunteers should be in place. Feedback from FGDs suggest establishing a leadership office where volunteers can receive consultancy and provision of English language trainings;
- **Turnover of volunteers** also occur. For the continuation of the work, there should be a pool of volunteers to be able to replace the ones who leave especially without any notice (which is not a requirement for volunteers to provide notice);
- While planning, it should be considered that some **staff** will still need to be maintained to support and guide the activities during and after the transition ;
- The structure of the community centres that responds to all needs must be preserved during the transition to the sustainable community centre model. **Key services which should be maintained need to be identified with the communities;**
- **Operational costs** should be minimized, and alternative ways should be discovered to implement activities and manage community centres;
- It is also very important to focus on **local fundraising** because some investment would still be a requirement, such as for simple needs like electricity. Fixed expenses, general expenses, activity budgets etc. should be mapped for appropriate planning;
- It should also be taken into account whether the target group, the community, is **prepared** for this, i.e. whether the community is in a position to become self-sufficient;
- The target population should be motivated to be more resilient, and independent as an equal partner. **Raising awareness in this regard and building the capacity of the communities** should be managed as a process rather than a quick change. It should be well planned not to cause any harm to communities. Communities would need professional guidance and some basic tools;
- Since refugee populations get more benefits from the centres, it easier to mobilize them compared to the host communities. For this reason, the ways should be explored to mobilize and motivate the **host communities** to maintain the activities of a community based sustainable centre;
- As for **advisory committees**, committee members should take more active roles and discover new networks to build community resilience rather than only providing advice. Therefore, resources can be collected in solidarity, and cooperation can be ensured to find a solution to locally identified needs by assigning different tasks to committee members;
- The ways of working with the **public institutions** should be analysed in detail for the sustainable community centre model, i.e. whether the authorities will see the communities as partners to work with. NS' flexible relationship with the public bodies can be considered as an advantage for such cooperation opportunities. Local authorities and other stakeholders in the area where sustainable community centre will function should be listened to, their feedback should be gathered, and theses should be integrated to the process.

5.Conclusion

The Emergency Appeal (or the International Appeal) for Türkiye population Movement is a unique one in the history of NSs and IFRC in terms of its duration and the magnitude of the operation. Therefore, it provides valuable learnings for future operations in Türkiye and globally as covered in detail in this report. Although partially different in nature, community centres in Türkiye can be considered as a rich reference point for the established or to-be-established humanitarian service points elsewhere in the world. Since migration is obviously one of the biggest crises of the 21st century, this study has been prepared to be useful for population movement related operations. It can also help the future programming in Türkiye in the sense that it provides recommendations for how to make the community centres sustainable so that they continue serving people in need. The sustainability of the community centres is very critical in Türkiye where the needs have grown in the recent years mainly due to COVID-19 and the subsequent economic downturn. In the absence of long-term, comprehensive and sustainable funding which is currently the case due to the different crises that the world is dealing with, it is important to bring in creative approaches.

Key Documents

Click here for:

- [Turkish Red Crescent Society| Community Centres](#)
- [MDRTR003 International Appeal: Türkiye Population Movement Documentation \(Emergency Appeal and Emergency Plan of Action together with Revisions, Operations Update, Final Report](#)
- [Turkish Red Crescent - Community Centre project - needs assessment report :](#)
- [Mid-term evaluation report - Community centre project for Syrian people under temporary protection in Türkiye](#)
- [Beneficiary Satisfaction Survey and Evaluation Report - Istanbul Community Centre project for Syrian people under temporary protection in Türkiye](#)
- [Evaluation Report - Bagcilar \(Istanbul\) Community Centre project for Syrian people under temporary protection in Türkiye](#)
- [A Red Cross Red Crescent Guide to Community Engagement and Accountability \(CEA\)](#)
- [Community Engagement and Accountability \(CEA\) Assessment Report - Community-Based Migration Programme - Turkish Red Crescent Society \(TRCS\)](#)
- [Homebased Production Support, Small-Scale Agriculture and Livestock Production Supports Project Final Report](#)
- [Entrepreneurship Support Project Final Report](#)

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TÜRKİYE POPULATION MOVEMENT

CASE STUDY REPORT

