3RP
REGIONAL REFUGEE & RESILIENCE PLAN
IN RESPONSE TO THE SYRIA CRISIS

IFRC

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TASK TEAM ON REFERRAL AND TRANSITION TO LIVELIHOODS OPPORTUNITIES

Output Paper

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Accronyms

3RP	Regional Refugee and Resilience Plan
ALMPs	ISKUR's Active Labour Market Programmes
B2B	Business-to-Business
BoT	Board of Trustees
CSOs	Civil Society Organizations
DRC	Danish Refugee Council
ESSN	Emergency Social Safety Net Programme
EBRD	European Bank for Reconstruction and Development
FAO	United Nations Food and Agriculture Organization
FGDs	Focus Group Discussions
FRIT	EU Facility for Refugees in Turkey
IARF	Inter-Agency Referral Form
ICMPD	International Center for Migration Policy Development
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	United Nation International Labour Organization
IOM	United Nation International Organization for Migration
IsDB	Islamic Development Bank
ISKUR	Turkish Employment Agency
IVS	Inter-Sectoral Vulnerability Study
JVCs	ISKUR's Job and Vocation Counsellors
KfW	Kreditanstalt für Wiederaufbau
KIGEP	ILO's Transition to Formality Programme
KOSGEB	Small and Medium Industry Development Organization
KVKK	Law No. 6698 on Protection of Personal Data
LGBTI+	Lesbian, gay, bisexual, transgender and intersex
MM	Metropolitan Municipality
MoFSS	Ministry of Family and Social Services
MoH	Ministry of Health
MoIT	Ministry of Industry and Technology
MoL	Ministry of Labour
MoNE	Ministry of National Educations
M&E	Monitoring and Evaluation
NGOs	Non-Governmental Organizations
PDMMs	Provincial Directorates of Migration Management
PMM	Presidency of Migration Management (former DGMM)
SASFs	Social Assistance and Solidarity Foundations
SBGV	Sexual and Gender Based Violence
SGK	Social Security Institution
SMEs	Small and Medium Entreprises
STF	3RP Syria Task Force
TISK	Turkish Confederation of Employer Associations
TRC	Turkish Red Crescent
TURKSTAT	Turkish Statistical Institute
TVET	Technical and Vocational Education Training
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
VET	Vocational Education Training
WFP	United Nations World Food Programme

Photo Credit: UNDP

Executive Summary

In a context where vulnerability levels among refugees are worsening and humanitarian assistance only partially responds to their basic needs, the issue of enhancing access to sustainable livelihoods for refugees and host communities alike is of strategic importance for the future of the refugee response in Turkey. However, ten years into the Syria crisis, there is still no clear mechanism outlining how to refer, and facilitate the transition of, recipients of social assistance, protection and other forms of humanitarian assistance to self-reliance and livelihoods. While clear strategic and policy guidance is still to be agreed upon, technical partners from 3RP, Türk Kızılay (TRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC), and other key stakeholders of the refugee response in Turkey (World Bank, GIZ) formed the Task Team on Referral and Transition to Livelihoods Opportunities to facilitate exchange between key partners at technical level. The objective was to identify common approaches, promising good practices, principles, possible technical resources, criteria and mechanisms to facilitate such transition. Co-chaired by UNDP and Türk Kızılay with IFRC technical support, the Task Team convened nine times from December 2020 to October 2021 to systematically discuss the key focus areas of the transition process. This paper summarizes key take-aways, recommendations and tools to consider for the way forward.

Overall, it will remain crucial to maintain robust support to the transition model for the foreseeable future despite the challenges to reduce aid dependency and promote self-reliance and resilience solutions. Additional funding of transition programmes will only be efficient if it only addresses policy and regulatory barriers to transition, and explore options to introduce flexibility taking into account the high level of vulnerability of refugee households. The priority should therefore be to find policy solutions facilitating a transition at scale for target groups by addressing existing structural barriers to the labour market and facilitating the creation of new opportunities, with employment programmes focusing on supporting those lagging behind. Transition assistance requires both providing additional incentives to social assistance recipients to engage in formal work, and looking at other limitations on access to work (one-year permits, ceiling for foreign employees, provincial registration requirement and mobility restrictions). This is especially the case considering that the most vulnerable are still recovering from the additional shock of COVID-19 severely impacting the livelihoods of both refugees and host communities and undermining the capacity of many businesses to create or maintain jobs.

The Task Team first recommends to continue working on the supply side of the referral and transition processes, i.e. to continue enhancing the employability of refugees and host communities. In order for such employability process to be efficient from a referral and transition perspective, the first step is to conduct an improved profiling of the potential target group. This requires updating the collective understanding from pre-pandemic assessments of the capacity to work and employability of refugees (beyond the ESSN caseload), focusing particularly on identifying who is willing to work and who has the capacity and skills to do so. The target group of any transition process should fulfil these two criteria among the most vulnerable. In addition to a comprehensive profiling of potential individuals, a transition process should also capitalize on previous livelihoods interventions and other promising good practices, which provide a more easily reachable caseload of individuals who have already benefited from employability assistance and demonstrated their willingness to look for formal work.

These include vocational and language trainees and attendees of skills development programs, but also individuals currently registered with the Turkish Employment Agency (ISKUR), and the beneficiaries of Livelihoods and Community Centres programmes implemented by partners. In order to expand the potential caseload of individuals to be transitioned to self-reliance, the Task Team also points out the need to address some of the existing barriers to engaging in formal work – notably the need to increase motivation and develop skills to engage in the labour market for those not currently working, particularly for women and young people, and raise awareness on the benefits and requirements of formal work for those already working informally. Increased and more systematic investments into the skills development, vocational training, lifelong learning and livelihood transition of vulnerable communities and refugees in Turkey is not a cost but rather a productive investment across humanitarian/developmental nexus, which is the key characteristic of situation in Turkey. The more this investment is inclusive, adolescent- and gender-sensitive, the more sustainably it will contribute to wellbeing of communities and social cohesion in Turkey. At the same time, increasing the pedagogical content and inclusiveness of skills-provision to adolescents through TVET has a strong potential to increase the demand for TVET in Turkey; because, for the most disadvantaged adolescents, exit from TVET means entry (or re-entry) into child labour.

On the demand side of the transition process – i.e. facilitating access to new job opportunities in the private sector, the Task Team recommends to continue scaling up successful job creation, skills development and placement programmes that have demonstrated evidence of impact in the past few years. Such programmes should focus on a dual-track approach. The first track should include endeavours to formalize current informal workers and businesses to provide stability, rights and improved income to informal workers, which can mostly be undertaken through working with small businesses and implementing entrepreneurship and skills development programmes. The second should focus on creating new jobs, which may be better achieved by working with large businesses which should create pathways for incorporation of informal workers into the formal work-force as well as with entrepreneurship and skills development programs. The paper details the range of already proven and successful financial (partial wage subsidy, coverage of social contribution) and non-financial incentives (legal support, business development services) that have been provided to employers.

In order for this dual approach to bear fruit, it should be based on an improved understanding of the labour market in areas identified to have a concentration of and high demand for potential target group members. Private sector umbrella organizations, including Syrian and non-Syrian refugee business associations, have a key role to inform and facilitate such local referral and transition process.

A transition process needs to consider gender disparities in the labour market, particularly the low participation rates of women. In that respect, available evidence points out that more employable and ready-to-work refugee women prefer finding opportunities in the public and social spheres, e.g. education, health or social workers positions. It will also be necessary to maximize engagement in those sectors in addition to creating jobs through the private sector.

The Task Team recommends that the implementation of such a transition approach be guided by two overarching principles. The first is coordination, as the current socio-economic inclusion programmes will only impact a limited number of people: the cumulative total of 3RP results from 2017-2021 and additional interventions from IFIs and other actors, including through FRIT 2 programming, adds up to around 30,000 new jobs created, 10,000 businesses supported, and 270,000 individuals benefiting from employability assistance. This calls for strong coordination amongst stakeholders to create synergies and facilitate complementarity of programming. The second is social cohesion which calls for equitable targeting of host communities, given the concerns over rising social tensions between the refugee and host communities, which are particularly high related to job opportunities. Such concerns require an inclusive approach to refugees and host community members targeting all those able to work in the labour market, including women and young people, thus also contributing to the long-term productivity improvement of the Turkish economy.

There are already several key tools available to facilitate a referral and transition process, including among others the large TRC database, i.e. Kizilaykart Information Exchange Mechanism, 3RP Inter-Agency Referral Form (IARF), new livelihoods profiling form, and Service Advisor. These need to be complemented by significant investments into a common M&E system based on a consolidated database of potential target groups, and harmonized inter-agency tracking of individuals post job placement, and a harmonized approach by livelihoods partners on outreach, communication, and programme modalities.

Given ISKUR's strong role and mandate on job placement and on-the-job training, the Task Team recommends continuing to support and complement the ongoing efforts of ISKUR to target refugees. This includes first improving coordination and complementarity of the assistance provided to ISKUR by international partners, and providing additional assistance to ISKUR in provinces not included in the upcoming World Bank project to be implemented also with TRC. In addition, other partners can play a key role through referral for additional assistance to pre- and post-enrolment with ISKUR for increased impact. ISKUR may coordinate such efforts to ensure their complementarity, which should reduce the burden on the agency by involving other actors into taking responsibility for referral. In this framework, the Task Team further recommends taking advantage of the potential demonstrated by other local actors to facilitate referral and transition in specific areas, notably by increasing the role of municipalities, chambers, private sector umbrella organizations, CSOs, NGOs.

As for immediate next steps, the Task Team recommends using this paper for the senior management of key partners (3RP, Türk Kızılay and IFRC and others) to engage and coordinate with key ministries and agencies (MoFSS, MoL, MoNE, PMM, ISKUR) to ensure government leadership of the transition process. Engaging the private sector will be critical as well in order to identify win-win opportunities through private sector platforms (B2B, financial literacy and inclusion) but also to promote expansion of opportunities by investing in new/emerging markets (e.g. digital livelihoods, green and care economy) as well as regional and global value chains.

I. Introduction and Background

A. Background on Referral and Transition to Livelihoods in 3RP and Associated Response

Key Points

- Turkey currently hosts the largest refugee population in the world, and has been providing humanitarian assistance to Syrian and other refugees for more than ten years, notably through the notably through the European Union (EU) funded Emergency Social Safety Net (ESSN) and the Conditional Cash Transfers for Education (CCTE) which targets recipients through cash transfers.
- While nearly two million refugees are of working age, it is estimated that one million are actually actively participating in the labour market.
- The main priority of the refugee response is to outline a strategy reducing the dependence of individuals on humanitarian assistance and to facilitate cohesion with host communities.
- This particularly entails gradually working on a transition from basic needs assistance to livelihoods.
- The COVID-19 pandemic has severely impacted this process as it increased humanitarian needs, limited job opportunities, and hindered many activities from livelihoods partners.

Considerations for Future Actions

While the impact of the COVID-19 has primarily exacerbated humanitarian assistance needs of refugees and host communities and stalled efforts to operationalize any overall transition strategy, it is crucial for various stakeholders involved in providing cash, protection, and livelihoods assistance to refugees to continue exploring options for a common approach to a consolidated referral and transition system to employment.

Turkey has been hosting more than 3.6 million registered Syrian refugees[1] and nearly 400,000 refugees of other nationalities who have fled the civil war in their countries since 2011. As a way of coping with the refugee influx, the Turkish response initially focused on facilitating access to/inclusion in national systems and services provided through public institutions (health, education, social and employment services) as well as providing humanitarian assistance to the affected population. The latter entailed a wide range of protection programmes as well as provision of direct humanitarian assistance, including cash transfers, particularly through ESSN, funded by the EU and implemented by the TRC and IFRC, helping 1.5 million refugees with monthly cash assistance and the CCTE for refugees that assisted families of more than 700,000 refugee children with bi-monthly cash transfers. However, as the presence of refugees in Turkey is prolonging significantly reducing their dependence on social assistance, and facilitating their access to livelihoods have become more crucial.

1. Retrieved on 23 June 2021: https://www.goc.gov.tr/gecici-koruma5638. The term "refugee" as used in this paper refers to international protection applicants, international protection status holders (refugees, conditional refugees, and subsidiary protection status holders) and temporary protection beneficiaries pursuant to the Law on Foreigners and International Protection (2013).

Supporting access to the labour market and providing capacity development programmes both for vulnerable refugees and host communities to enhance their employability and self-reliance are also considered an important contributing factor to social cohesion with host communities.

While it is difficult to obtain a precise socio-economic profile of the refugee population, the available pre-pandemic data showed that approximately 900,000 to 1 million (predominantly male) of the 2.1 million of Syrian refugees of working age were employed, though only a small fraction (65,000) formally as of 2019.[2]

Graduation from humanitarian and cash assistance came to the forefront in the humanitarian response agenda upon the Government's (Vice-Presidency of FRIT Office and Ministry of Family, Labour and Social Service) Exit Strategy from ESSN Programme issued in December 2018 which laid out a transition from humanitarian assistance to enhancing the competencies and skills of the most employable refugees, directing them to sustainable employment and self-reliance. The strategy aimed to address the dual challenge of limited skills of refugees on one hand, and the fact that many are already engaged in informal work on the other. The Exit Strategy noted that 167,000 ESSN recipients who are aged 18-65 and with certain levels of employability can be transitioned to the labour market. An equivalent number of Turkish citizens should also be supported.

It is estimated that out of the two million refugees of working age, around one million are participating in the labour market – predominantly male refugees working informally.[3] The ESSN Exit Strategy aimed to enhance formal job opportunities and enable their formal adaptation to the labour market which would also contribute to social cohesion. The ESSN Exit Strategy and its target figures are considered outdated and an update is not expected. Yet, the issue of transition remains as one of the focus areas of basic needs and livelihoods sectors; however, the COVID-19 pandemic's restrictive effects must not be overlooked.

In particular, the transition issue has also long been on the agenda and among the long-term strategic objectives of the 3RP, with multiple discussions and joint meetings between agencies and sectors in recent years. In addition to facilitating transition from basic needs assistance to livelihoods, 3RP partners have also identified the referral of individuals with protection needs, protection cases especially those related to economic assistance to livelihoods activities as a crucial need. This opened the door for a joint transition strategy from basic needs assistance to livelihoods, including by expanding the existing inter-agency referral mechanism to include referral to livelihoods programming. Furthermore, the 3RP partners, especially within the education sector, identified employable skills development and vocational training as important programmatic aspects that contribute to this transition, especially for young people and women.

Even though the strategy for transition from basic needs to livelihoods was planned to be put into effect gradually since the end of 2018, the socio-economic impacts of the COVID-19 pandemic in 2020 and 2021 largely put these long-term objectives of all stakeholders involved in the refugee response (government, donors, 3RP partners, IFIs, civil society and other partners) on hold, hindering also more concrete steps. However, some of the key partners involved in the refugee response in Turkey, namely 3RP partners, IFRC and TRC, as well as the World Bank, were keen on not letting the pandemic prevent exchanges of fruitful ideas, practices and experience and remained keen on developing a holistic approach to the existing problems and possible next steps which would strengthen the way for referral and transition to livelihoods.

2. UNDP and Atlantic Council, Turkey's Refugee Resilience, Expanding and Improving Solutions for the Economic Inclusion of Syrians in Turkey, July 2020, https://www.tr.undp.org/content/turkey/en/home/library/corporatereports/Turkey-s-Refugee-Resilience.html
3. ILO, overview of Syrian workers in the Turkish labour market https://www.ilo.org/ankara/publications/WCMS_738618/lang--en/index.html
See also: UNDP and Atlantic Council, Turkey's Refugee Resilience, Expanding and Improving Solutions for the Economic Inclusion of Syrians in Turkey, July 2020, https://www.tr.undp.org/content/turkey/en/home/library/corporatereports/Turkey-s-Refugee-Resilience.html

B. Background on "Task Team on Referral and Transition to Livelihoods Opportunities"

Key Points

- The complexity of the referral and transition process called for the set-up of a dedicated technical working group in addition to regular 3RP meetings.
- The Task Team's mandate is to facilitate sharing of experience, identifying common approaches, and possible coordination mechanisms with relevant public institutions for referral, harmonizing all gathered information by considering the relevant government policies/strategies and frameworks.

Considerations for Future Actions

The Task Team was set up to provide a dedicated space for exchanges on the topic between technical staff form the 3RP, ESSN Programme, and other key livelihoods actors (GIZ, World Bank). This output papers summarizes key take-aways from the meetings held in the first half of 2021.

The issue of referral and transition was one of the main collective priorities of the Syria Task Force (STF) workplan for 2020. It was then discussed in more detail in the June 2020 meeting of the Livelihoods Working Group, and in the Syria Task Force meeting in July. Given the scale of needs and the complexity of the task coupled with the multi-faceted impacts of COVID-19, it is crucial for the 3RP and other partners of the refugee response in Turkey to strengthen collaboration to design a collective and coherent approach.

In the STF meeting in July 2020, it was proposed to form a Task Team (TT) of technical experts from various 3RP sectors and stakeholders in charge of outlining key elements of a collective and coherent approach to the issue of referral and transition of refugees and host communities to livelihoods.

The Task Team is co-chaired by TRC and 3RP Inter-agency coordinators with IFRC technical support. UNDP, World Bank, ILO, UNHCR, UNICEF, FAO, WFP, GIZ, IOM and CONCERN have been contributing to the Task Team and participated in the meetings. The 3RP sector coordinators were also involved in the process.

The main functions of the Task Team are to (i) strengthen the dialogue among all parties by exchanging past experience, promising good practices and various approaches including lessons learnt from other countries, related to the referral and transition of recipients from humanitarian (protection, basic needs and various forms of cash assistance) to decent and formal livelihoods in all sectors (including agriculture) in Turkey, (ii) define common approaches, principles, technical resources, criteria and mechanisms in order to facilitate this transition, and (iii) document all the outputs arising from the collaboration and meetings to inform the relevant partners, and outline support to the government's efforts on access to employment and improved social cohesion, which are (or will be) mainstreamed into the 3RP framework constituting also a platform for engagement with other partners, including potential future deliverables of the Task Team.

In addition, the Task Team helps focus on and refine the ongoing discussions on transition in order to inform the 3RP 2021-22 planning process and development of other relevant strategies and programmes, and recommends field research and related policy work and advocacy. This output paper is the first deliverable by the Task Team presenting the key conclusions and recommendations from over six months of joint discussions between members.

C. Referral and Transition to Employment in Turkey Outside Refugee Context

Key Points

- Referral pathways for Turkish citizens under the Ministry of Family and Social Services are in place at central and local levels.
- The Turkish Employment Agency (ISKUR), as the employment office of Turkey, has a leading role to match employers and employees and supports tens of thousands of Turkish citizens for job placement every month.
- The TVET system in Turkey also offers several mechanisms to help unqualified individuals be equipped with the right sets of skills.

Considerations for Future Actions

There are strong policies and schemes in place in Turkey to provide social and employment assistance to Turkish citizens which should be used as a reference point for transition assistance to refugees in order to facilitate alignment with national systems and social cohesion between communities.

Turkish national system for providing social assistance

Before going deep into the Turkish national system for social assistance, it may be useful to define the means of 'social assistance' for better understanding the context of the national mechanism. Social assistance is provided by the relevant government agencies or humanitarian organizations as in-kind or cash assistance based on the needs of individuals and capacity of the service provider. The selection criteria are based on the vulnerabilities of the affected population. In Turkey, there are two kinds of social assistance given by the government authorities: assistance under the authority of the Ministry of Family and Social Services (MoFSS), and assistance under the authority of Social Assistance and Solidarity Foundations (SASFs) under governorships:

- **Assistance Under the Authority MoFSS – Central Level:** Central level assistance is managed by the MoFSS by which those meeting the criteria receive the relevant assistance, or if not, they are removed from the system automatically at household level.
- **Assistance Under SASF Authorization – Local Level:** SASF assistance is decided by the SASF Board of Trustees (BoT) after a household (HH) visit where household conditions are evaluated by a social examiner. If the status/condition of the HH does not require social assistance, the assistance is rejected/cancelled by the BoT.

ISKUR referral mechanism in terms of vocational and on-the-job training for nationals

ISKUR is the Employment Office of Turkey which has a leading role in protection, development, and expansion of the labour market. Its mandate is to assist employers and employees in matching the most relevant training programmes with the most convenient/suitable job opportunities based on preferences, skills, and capabilities in terms of labour demand and supply. Besides, it also has the responsibility for supporting the referral of unemployed Turkish citizens to livelihoods.

ISKUR has two distinct referral mechanisms across Turkey:

- Employers themselves find the right candidates for the vacant job positions, and then submit the names of these individuals in order to benefit from ISKUR programme. ISKUR provides assistance for a term of 3 months to many sectors, and of 6 months to the manufacturing sector. It provides assistance by paying the Social Health Insurance and daily wage of the employees on behalf of employers. The employer commits that s/he will employ the hired people via ISKUR system after the programme is over, for an equivalent time as the assistance is initially provided. In addition, the employer commits to employ 50% of the people in the programme.

Table 1:
ISKUR's assistance scheme

	Step 1	Step 2	Step 3
ISKUR	**Assistance for a term of 3 months for 4 employees:** daily wages, health insurance	Employer commits to employ the employees for 3 months after assistance is over (3+3 months)	Employer commits to EMPLOY the 50% of total employees after 6 months with a minimum 2 employed individuals at the end.

Source: ISKUR

- ISKUR can support institutions (such as private employers and public institutions like MoNE, municipalities, and I/NGOs) which will open vocational, language or on-the-job training by referring applicants. The objective is to identify capable individuals for such programmes who are then financially supported by ISKUR. Private employers and public institutions can apply to ISKUR Provincial Directorates to benefit from the ISKUR support. After the acceptance of the application by the relevant ISKUR Provincial Directorate, the programme is being informed by district-level ISKUR Service Centres. Then, both ISKUR and employers announce their programme terms and conditions and receive the applications. ISKUR conducts interviews with the most suitable and capable individuals based on the job applications. The wages and health insurance of selected individuals are paid by ISKUR during the programme.

ISKUR coordinates with private sector representatives for job placements and provide assistance to match the most relevant/suitable employees with employers. Based on such collaboration, ISKUR has been publishing the statistics on employment and vacancies on a monthly basis.

Table 2:

Turkish citizens placed in jobs through ISKUR and vacancies available, 2021 to October

Month, 2021	Jan[4]	Feb[5]	Mar[6]	Apr[7]	May[8]	Jun[9]	Jul[10]	Aug[11]	Sep[12]	Oct[13]
Placed in Job by ISKUR	70,589	63,328	91,267	100,369	63,454	106,625	123,531	146,730	206,546	123,317
Vacancies	96,482	102,975	147,192	117,033	126,160	179,298	160,926	229,655	242,204	185,685

Source: ISKUR, see footnotes by month.

It is worth mentioning that the IT systems of MoFSS on social assistance and ISKUR services are linked. That linkage can be further improved to provide referral for refugees as well.

The Technical and Vocational Education and Training (TVET) system in Turkey

Another possible mechanism to help unqualified individuals be equipped with the right sets of skills could be the utilization of TVET system in the country. The Government of Turkey recognises the increasing importance of TVET and bases TVET on: (i) demands and requirements of the labour market; (ii) a participatory-approach; (iii) international employability of TVET graduates; and (iv) continuous development and quality-improvement.

In Turkish education system, TVET programs are available for students in secondary education and higher education levels. At secondary education level, VET is structured as a four-year education and training program. In secondary VET education, students can select two types of VET institutions: vocational and technical Anatolian high schools (VTAHs) and vocational training centers (VTCs).

VTAHs present both academic and vocational skills to students, and it is expected that graduates from VTAHs can both select to participate in workforce directly and/or continue to higher education. In the first year in VTAHs (9th grade), the common curriculum, which is academically weighted and valid for all high school types in Turkey, is implemented. At 10th grade, students can select their vocational fields due to their interests and level of academic achievement. After choosing vocational field, branches can be selected by students in 11th grades and students have diplomas when they completed all courses successfully in 12th grade. VET is presented around 50 fields and over 100 branches in VTAHs. Program types in VTAHs can be grouped in Anatolian technical programs (ATPs) and Anatolian vocational programs (AVPs). ATPs include an intensely theoretical education program while AVPs mainly present applied training to students. In four years of education and training interval, students in ATPs do internship for 40 days, while students in AVPs do internship for three days in each week in last year. ATPs and some of project-based AVP programs, which are selected by MoNE, accept students according to their central examination scores.

The second school type in VET system in Turkey is vocational training centers (VTCs). Students in VTCs take courses in schools one day per week, and they do on-the-job training at workplaces in other four days for four years. VET is presented in around 30 fields and over 100 branches in VTCs. Students select their fields and branches in the beginning of 9th grade. Students who enrol in the VTCs and who successfully complete the courses and on-job training in the first three years are entitled with certificate of journeyman. When they complete four years, they have certificate of master-ship. VTC students receive incentive payment at least one third of the minimum wage, are insured against job-related accidents and illnesses and are awarded Journeyman Certificate at the end of Grade 11 and Master-man Certificate at the end of Grade 12 together with a Europass certificate upon successful completion of the programme.

4. Retrieved on 02.07.2021, https://media.iskur.gov.tr/01/43602-ocak-2021-aylik-i-statistik-bu-lteni.pdf
5. Retrieved on 02.07.2021, https://media.iskur.gov.tr/02/44249-subat-2021-aylik-istatistik-bulteni.pdf
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12. Retrieved on 15.11.2021, https://media.iskur.gov.tr/09/49267-eylul-2021-aylik-i-statistik-bu-lteni.pdf
13. Retrieved on 15.11.2021, https://media.iskur.gov.tr/10/49940-ekim-2021-aylik-i-statistik-bu-lteni.pdf

While discussing the potential contributions of TVET in general and vocational training in particular to upskilling and livelihoods transition, stakeholders should pay specific attention to pedagogical quality, inclusiveness, and market-relevance of supply side of TVET offers. For the most disadvantaged adolescents exit from TVET means entry (or mostly re-entry) into child labour. Thus, in recent years, UNICEF sought to improve the acquisition of skills at workplaces aligned with rights and needs of adolescents. To that end, in partnership with TESK and MoNE, UNICEF produced (i) Master Trainers Handbook, (ii) TVET Counselling Teachers Handbook, (iii) Coordinator Teachers Handbook; (iv) Psycho-Social Support Modules for VEC Students, and (v) Master Trainer Work Pedagogy Hand Book. All of these products are officially available and can be deployed in efforts to fill the gaps in the rights-based provision of skills within wider efforts on improving livelihood transitions.

KOSGEB assistance for entrepreneurs and SMEs

KOSGEB is an agency of the Ministry of Industry and Technology, which has been operating under private law with its own legal entity and a special budget since April 1990.[14] The mandate of KOSGEB is to increase the potential of businesses in terms of technological development and adapt to free competition environment by improving the survival rate of new enterprises, enhancing export capacity, transforming innovative ideas into technology, and providing financial support and credits for projects and SMEs which serve national objectives. KOSGEB has been providing support services under six categories namely (i) Entrepreneurship Support, (ii) Research & Development, Technological Production and Domestication Support, (iii) SME Finance Support, (iv) Business Development, Growth and Internationalisation Support, (v) Laboratory Services, and (vi) ISGEM/TEKMER Programme.[15]

D. International Best Practices & Lessons Learnt Relevant to Turkish Context

Key Points

- Economic inclusion programmes have been an increasing area of focus worldwide, with 219 programmes identified through which 90 million program participants have been reached in 75 countries.
- Turkey is currently the country where the World Bank Partnership for Economic Inclusion has documented the largest number of economic inclusion programmes for refugees.
- The evidence base on the results of economic inclusion programmes targeting refugees is limited.
- Proper profiling of individuals is the key to tailoring economic inclusion support.
- Latin America offers several examples of programmes aiming to transition refugees from cash assistance to the labour market.
- The 'graduation approach' does not seem directly applicable to the Turkish context given its original focus on rural, non-refugee population, and its potential cost at a scale like Turkey.

14. Retrieved on 02.07.2021, https://webdosya.kosgeb.gov.tr/Content/Upload/Dosya/Mevzuat/2020/Te%C9%5Fkilat_Y%C3%B6netmeli%C9%4Fi_(G%C3%BCncel).pdf
15. Retrieved on 05.07.2021, https://en.kosgeb.gov.tr/site/tr/genel/destekler/3/supports-services

Considerations for Future Actions

Any transition process implemented in Turkey should capitalize on lessons learnt and experience from other countries, but also feed into global exchanges on the topic.

While there is only limited evidence of similar processes for displaced populations, the articulation and sequencing of graduation and transition programmes implemented elsewhere (notably in Latin America, but also through UNHCR graduation approach or World Bank programming for host communities in Lebanon) can provide useful references to the Turkish context.

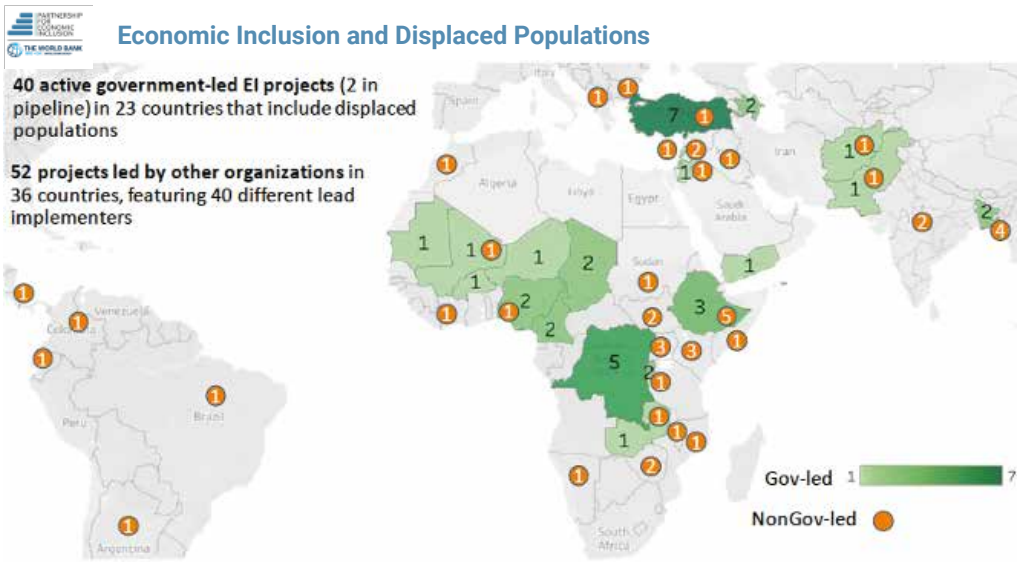
The World Bank's Partnership Economic Inclusion (PEI) in its 'State of Economic Inclusion Report' is a global partnership programme that provides valuable resources related to lessons learnt and best practices on global experience of programmes aiming to increase the earnings and assets of vulnerable households.

Economic inclusion programmes have been an increasing area of focus worldwide, with 219 programmes identified through which 90 million program participants have been reached in 75 countries, including livelihoods, social safety nets, and financial inclusion programmes. In Europe & Central Asia Region, various programmes have been implemented in Turkey, Uzbekistan, Cyprus, Kosovo and Bulgaria targeting women and displaced affected persons. Most of these programmes demonstrate positive impact (especially inclusion programmes) on income, assets, consumption or saving levels, but their overall scale remains small, typically targeting 0 to 5% of the total population in need.

About a third of economic inclusion programmes serve displacement-affected populations, including refugees. Most programmes working with refugees are led by NGOs or multilateral organizations (71% of the programmes including refugees) and often built on humanitarian assistance cash transfers (from UNHCR and WFP). Cash transfers act as a social safety net upon which economic inclusion components are built, notably to facilitate access to markets or to create paid job opportunities.

Turkey is currently the country where the World Bank Partnership for Economic Inclusion has documented the largest number of economic inclusion programmes for refugees (see map below).[17]

Figure 1:
Economic Inclusion Programmes and Displaced Populations



Source: Partnership for Economic Inclusion

16. www.peiglobal.org
17. www.peiglobal.org/pei-data-portal

Unfortunately, evidence from economic inclusion programmes targeting refugees is limited to one randomized evaluation in a refugee settlement (Uganda), and four in conflict-affected areas (Afghanistan, Burkina Faso, DR Congo, Niger). However, such evidence as available still suggest that such programmes did deliver on the expected outcomes, with good results in conflict-affected and non-conflict-affected settings, and for refugees and host community members. For example, in Afghanistan, the programme showed that consumption and food security improved substantially, poverty rate fell by 25% and mental health improved for men and especially for women. While such results are to be expected from economic inclusion efforts, there is more substantive and detailed research in the pipeline to provide further insight, notably with a randomized control trial of a large NGO-led programme upcoming in Uganda.

Nevertheless, the overall thinking on economic inclusion emphasizes that understanding various types of profiles is of great importance. Elements of profiling should be included in the programming as well as making use of various information systems at hand.

In terms of similar programmes that are most relevant to the Turkish refugee context, Latin America provides some of the best examples. A programme in Ecuador focused on economic inclusion of refugee population into the national system, building on a WFP cash-based intervention. Linkages between refugees and national systems were established through multi-dimensional interventions, notably through referral where refugees were referred to entrepreneurship options rather than to job placement. While Turkey has already put in place similar programmes and may be more advanced on this front, regular exchange of experience and best practices may still be beneficial.

Finally, the 'graduation approach' originating from Bangladesh to lift the ultra-poor out of poverty by providing gradual coaching and mentoring towards sustainable livelihoods does not seem directly applicable to the Turkish context. Indeed, the said approach is geared towards rural, non-refugee population (even if UNHCR is adapting in other countries), and may not be scalable to the target population involved in Turkey, especially for a potentially non-permanent population which does not enjoy full labour rights. Furthermore, the graduation approach does not focus primarily on wage employment as is the case in Turkey.[18]

18. DRC, Facilitating Access to Labour Markets for Syrians Under Temporary Protection, August 2021

Photo Credit: Türk Kızılay

II. Supply Side of Transition: Who is being referred?

A. Profiling and Identifying The Most Employable Affected Population

Key Points

- Livelihoods partners combine vulnerability and employability criteria to identify and select potential individuals.
- The livelihoods sector consolidated a harmonized profiling form to facilitate joint identification by partners.
- The determining factor from an employability point of view is the actual motivation to work.
- Turkish language skills are an important factor in accessing stable/sustainable employment.
- The employment rate and work experience of refugee women is extremely limited.
- Key information on the work profile of the refugee population was collected before the pandemic.
- While 80% of ESSN households have a working member, only 40% of those not working want to work.
- Education level has an impact on access to the labour market. According to a survey, women who completed advanced language training appeared to be more employable.
- Female refugee job-seekers are particularly interested in finding opportunities in the education, health, and other public or para-public sectors which are the main sectors where refugee women are already working, or used to work in Syria.

Considerations for Future Actions

The pre-requisite for any transition or referral strategy is to update the profiling of the refugee population to understand their current employability profile and status.

This profiling should help identify how many refugee members of vulnerable households can be targeted by a referral and transition process, i.e. primarily those interested in working and with some capacity to do so.

Key criteria identified by partners for employability relate to limited household duties, education level, previous work experience, and language and technical skills.

Refugee women interested in joining the labour market are a critical target group given their limited activity. However, the profile of refugee women who have taken some initial steps towards employment (such as graduating Turkish language classes) indicates that they will be looking for opportunities in the health and education sectors in the public sector rather than private sector.

This overall profiling should then help identify in which specific areas the potentially target individuals for a transition process are located, and the specificities of the labour market in each of these areas.

Local referral and transition strategies should be tailored to these labour markets and benefit local host communities as well.

The harmonized profiling form should be used to profile the potential individuals.

Refugees appear to become increasingly aware of the benefit of formal employment, but additional information and awareness may help further increase the number of refugees interested in joining the formal labour market.

In addition to awareness on the rights, transition programmes should focus on the language barrier, both by targeting Turkish language graduates or providing on-the-job language training.

Profiling and identifying the most employable refugees and host community members necessitate determining parameters and criteria to target those who have or are acquiring appropriate skills or have the capacity to participate actively in the labour market. In addition, the targeting approach should be revised in line with the existing data on refugee profiles and identify which barriers to overcome (including specific groups like education personnel) based on the labour market needs, profile of already employed refugees and vulnerable communities based on the available datasets.

A survey of Task Team members indicates that livelihoods partners typically combine vulnerability and employability criteria to select the suitable individuals for their programmes. For employability, the main factor underlined by partners is to assess motivation to work. This was confirmed by all Task Team members as both their main criteria and main success factors in facilitating access to employment. This is especially the case as partners do not systematically check whether program participants earlier benefited from other training (which should be difficult to verify in any case due to data protection concerns).

The willingness is assessed through interviews with the affected population. Other criteria to determine employability include education level, previous work experience in areas identified by the private sector, and language skills. Based on the discussions with Task Team members and livelihoods partners, the 3RP livelihoods sector developed a harmonized profiling form (Annex 3) outlining how these various criteria can be captured when interviewing potential individuals/referees.

In terms of profiling of the overall refugee population, the most detailed and up to date information was collected before the COVID-19 pandemic. Several surveys have since then confirmed that the overall poverty/livelihoods of refugees has been drastically impacted by the socio-economic consequences of the pandemic, in particular as refugees were overwhelmingly relying on informal work as their main source of income. Nevertheless, some of the pre-pandemic studies remain valid in terms of actual employability potential.[19] In particular, the ESSN Survey[20] on the livelihoods capacity of ESSN recipients shows that there is at least one working member in 80% of the households of ESSN recipients (data collected in 2019). The key findings are summarized in the info-box below.

In addition to the findings of the assessment, field partners report that refugees' attitudes are evolving towards considering formal employment more favourably. First, they are increasingly aware that the humanitarian and cash assistance will not go on forever. Informally employed refugees also face the consequences of not enjoying labour rights, particularly in terms of protection against dismissal: refugees are often losing their jobs and therefore constantly looking for new opportunities, which severely interrupts steady income, reduces self-reliance, and is very time consuming. They are paid very low wages and have no paid leave. Such challenges are increasingly incentivizing them to find a formal job.

The pandemic has certainly had an impact on many refugees as they were unable to access government assistance schemes, or have been laid off despite the ban on furlough for they were working informally. This is also visible in the findings of the Inter-Agency Protection Needs Assessment (most prominently from Round 3 conducted in September 2020 and Round 4 in June 2021) in which information on formal work in Turkey, including procedures around obtaining work permits and labour rights, has been identified to be one of the main areas where information is needed by refugees across all nationalities interviewed. DRC research on the perception of the formal labour market by Syrian refugees also shows that a significant proportion of refugees, including the ESSN recipients, are interested in the benefits of formal employment. This proportion can be further increased if more relevant information related to formal employment is provided systematically and misinformation and misperceptions are addressed also.[21]

Key findings from the ESSN Survey on livelihoods capacity of ESSN recipients

- Only 40% of those not working want to work (are actively looking for). The majority of people who state that they do not want to work are women and identify their domestic responsibilities as the primary reason. Only 8% of adult female household members are working.
- Male respondents mostly have work experience 6 to 10 years, while most of the female respondents (80%) have no prior work experience. Livelihoods and Food Security and Agriculture Partners confirm that women's employability remains an overarching challenge, with the importance of providing childcare facilities to remove at least one barrier to employment.

19. Notably the ESSN Survey on Livelihoods Capacity of ESSN beneficiaries, but also Aysegul Kayaoglu and M. Murat Erdoğan: "Labour Market Activities of Syrian Refugees in Turkey," Economic Research Forum Working Paper Series, No. 1290, February 2019, and Turkish Red Crescent and WFP, Refugees In Turkey: Livelihoods Survey Findings, 2019, https://reliefweb.int/report/turkey/refugees-turkey-livelihoods-survey-findings-2019.
20. Livelihood Transition of the ESSN: Capacity Mapping and Understanding the Potential (August 2020) https://reliefweb.int/report/turkey/livelihood-transition-essn-capacity-mapping-and-understanding-potential-august-2020
21. DRC, Syrian Refugees' Perception of the Formal Labour Market in Southeast Turkey, August 2021, available at: https://data2.unhcr.org/en/documents/details/88119

- As for the Turkish language, the ESSN survey as well as other livelihoods assessments confirm that the majority of respondents have no or very limited knowledge of Turkish. More men have intermediate level of Turkish language proficiency than women, which can be attributed to the fact that men are exposed to Turkish more because of their relatively active participation in the labour force. In addition to work experience and education, linguistic adjustment is also a crucial indicator of income. In the sustainability of employment, the level of Turkish language proficiency undeniably plays an important role. As a result, livelihoods programmes should also include a Turkish language course for adults, and in an ideal scenario, fluency in Turkish should be a prerequisite to start vocational training.

- There is no strong statistical relationship between age and employment status. Analysis shows that there is no clear indication that education has an impact on income. However, most of the skilled workers are still employed in their sector in Turkey and utilizing their skills. Workers with day-wages are mostly unskilled hence these people should be trained according to the labour market needs and industries in their provinces of residence.

- The low education level of ESSN recipients is also apparent in the Inter-Sectoral Vulnerability Study (IVS) conducted by IFRC and TRC, published in April 2021. According to the IVS, the education level is generally higher for ineligible households with twice more bachelor's degrees and vocational training compared to eligible ones which mostly have high school or less education.

Overall, this calls for a highly tailored approach to livelihoods transition, tailored to the local context, rather than a blanket approach. **However, partners generally identified the following profile as 'more employable' based on their programme experience:**

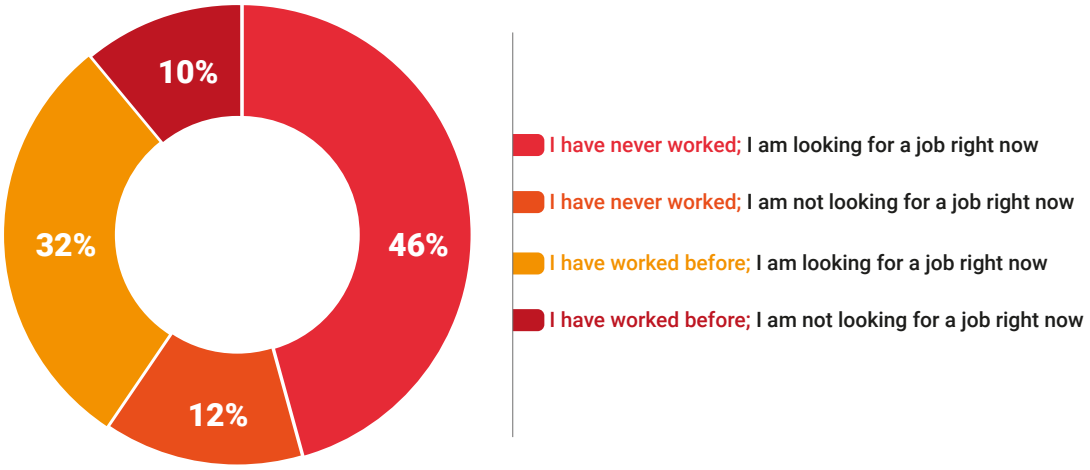
- Women aged 18 to 35, single or married with no child needing immediate maternal care, non-ESSN recipients as it is not based on skills, having previous work experience, having Turkish language skills, willing to work long hours, needing regular income, willing to stay and adapt in Turkey,
- Men aged 18 to 45, non-ESSN recipients, already skilled or having ability to learn and work, married, having children and/or having dependents, being bread-winner of the household, having previous work experience, willing to work.
- Refugees willing to start their own businesses.

In addition, given that language remains an overarching barrier, language proficiency is a critical employability factor to select the potential individuals – with two implications: On the one hand, as it is unrealistic to require fluency in Turkish for any training participants, partners should focus on providing occupation-specific language training and on-the-job language training. As such, partners should advocate for the possibility to dedicate working time to language classes for participants of on-the-job training and job placement programmes. On the other hand, it appears obvious that the trainees of previous language training programmes remain among the best suited to be transitioned or referred to employment. In that respect, UNDP has been implementing the largest adult language training programme in Turkey, reaching over 50,000 Syrians through a blended learning modality implemented jointly with MoNE and TRC. This programme is particularly relevant as 70% of program participants are female and 5,071 persons completed B2 level which was critical for employability. TRC cross-checked that 40% of program participants of adult language training were ESSN recipients.

The initial profiling of the applicants for B2 level highlights that around 40% of the total caseload is suitable for referral to livelihoods and further employability assistance (i.e. not working but willing to work). A follow-up survey on women participants who completed B1, B2 level training[22] investigating their motivation in learning the language and participation in the labour market shows that the caseload of graduates appears to be more employable than the average female refugee population. Indeed, the education level of respondents was high (over 80% beyond high school) with 70% not benefiting from the ESSN. While the survey was conducted only on program participants of a specific project, it should indicate that people committing to completing the language courses would be more suited for further employment and transition assistance.

While the primary motivation of participants in language training is more related to social(ization) considerations than economic inclusion, most graduates are already economically active: 26% are already working and two-thirds of those not working are looking for jobs. This latest share could increase further as COVID-19 related concerns were the first reason for women not to want to work – as these concerns are mitigate by the ongoing vaccination campaign, more women could consider joining the labour force.

Figure 2:
Employment Status of Female Language Training



Source: UNDP Survey of Female Participants of Adult Language Training

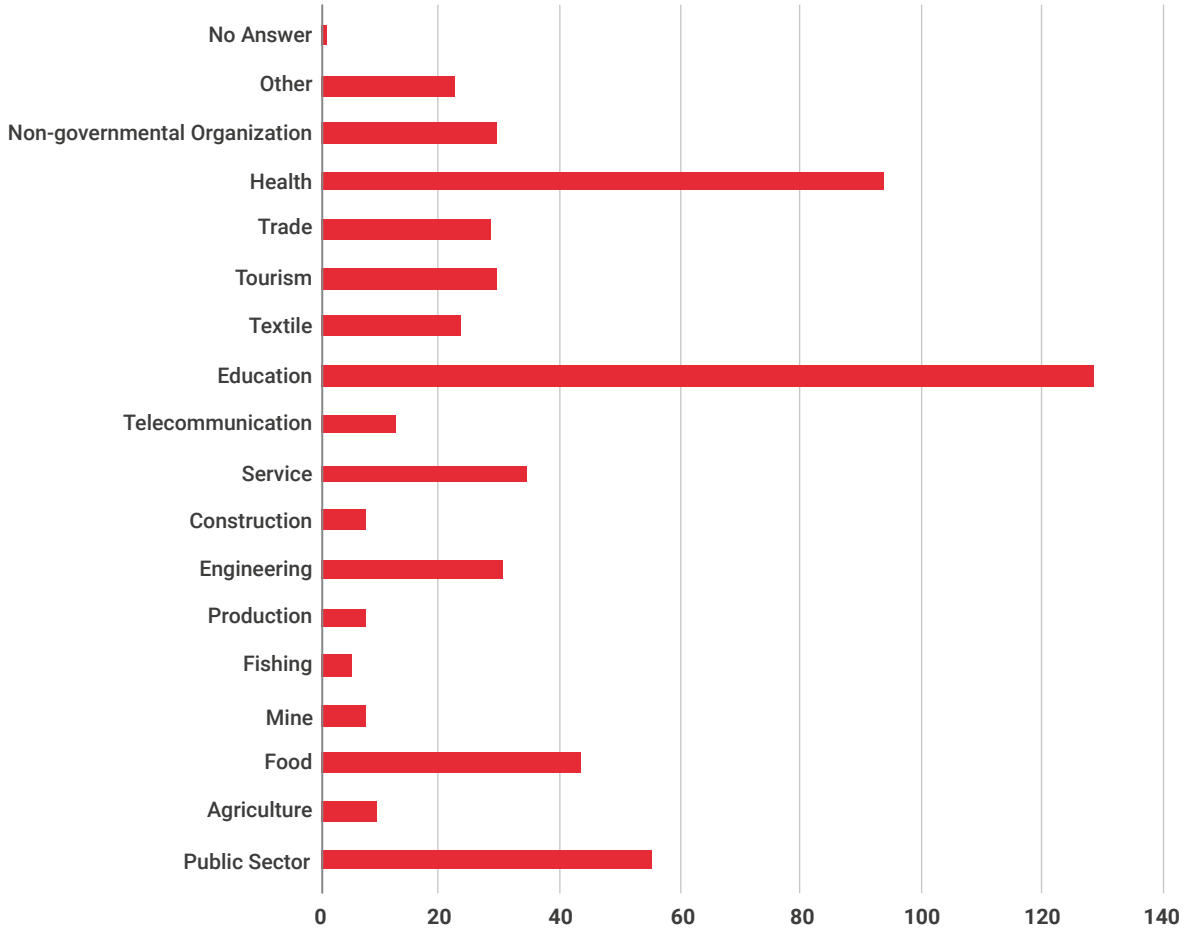
Online sources including social media and acquaintances are the primary source of information used to find work, which indicates that there is room for improvement and increased referral to actual opportunities from partners. The main challenges and additional assistance needs for female participants to access employment relate to unwillingness of employers to hire refugees, need for flexible working hours and/or childcare support, access to social security benefits, but also further skills and language training.

Another striking finding from the survey is that education, health, and other public or para-public sectors are the main sectors where refugee women participants are interested in working or are already working.

22. This survey was conducted by Anadolu University through public education centres. A total of 431 women responded to the questionnaire which contained three parts namely demographics, language training and livelihoods.

Figure 3:

Economic Sectors in which Unemployed Women participants are Seeking For a Job



Source: UNDP Survey of Female Program Participants of Adult Language Training

Moreover, this finding also reflects that Syrian women are willing to work in the public-related sectors (e.g. health, education and social work) in which they used to work in Syria. The finding also shows that they do not have the "private sector focus" when it comes to access to livelihoods. This may be a reflection of differing business cultures and labour market structures between Turkey and Syria, with Syrian female employment being more concentrated in the 'care' sectors. Searching jobs in the public sector for Syrians – beyond working as translators/interpreters – especially in the relevant ministries and their field services may serve as another way for transition.

Experience from Task Team Members

At the beginning of our livelihoods interventions, we were giving priority to most vulnerable refugees, however it was very difficult to match them with the labour market, because they were not eligible nor matching the criteria set by employers. Later we discussed with employers and understood their eligibility criteria, and combined them with vulnerability and developed our vulnerability + eligibility criteria for formal employment.

B. Considerations for Vulnerable Individuals

Key Points & Considerations for Future Actions

For the most vulnerable groups (female headed households, persons with disability, chronic diseases or with specific protection needs, SGBV survivors, LGBTI+ individuals among others), the employability assistance needs to be more comprehensive, with a heavy emphasis on soft skills.

Referral should also target specific employers/businesses or aim to increase home-based (including digital) opportunities.

The prioritization of vulnerable groups in terms of livelihoods interventions is challenging since it is difficult to match them with the labour market. This was discussed during the Task Team meetings by partners and it was learnt that for the prioritization of vulnerable people, the eligibility criteria were taken into consideration.

A significant part of the referral process is expected to come from protection partners that work with the most vulnerable groups. Providing tailored livelihoods assistance to such groups towards employment should entail emphasizing the following aspects of assistance:

- A more comprehensive counselling process, meeting their specific needs throughout the process before and after the employment: counselling on work permit procedures, labour rights, how to search formal job opportunities etc. and also aiming at identifying assistance needs from an employability, soft skills and psycho-social perspective (including support for other dependent household members).
- Provision of both technical/vocational/language training paired with soft skills, emphasizing the responsibilities and obligations of work.
- Provision of relevant skills development, especially deployable skills, targeting young people and adolescents nearing the transition from education to employment.
- Stronger targeting of potential employers to ensure that the most vulnerable groups are referred to safe/enabling environment. Where this is not feasible, new opportunities such as freelance work for people with disabilities need to be explored – while in many cases this will benefit only a limited number of skilled refugees, recent initiatives to look at unskilled coding work can open up more opportunities.
- This is also the case for LGBTI+ individuals as well, as many FGDs and assessment reports indicate that when it comes to securing formal or informal employment, LGBTI+ are among the most disadvantaged group.
- Similarly, before providing job opportunities to SBGV survivors, strong community engagement needs to step in which will increase acceptance of the choice to seek employment by the individual, his/her employer and the broader community.
- For female-headed households, support to establish home-based businesses and engagement in cooperatives type of programmes appears to be more effective by considering the concerns of the female target group like childcare support or a place to leave their children, flexible working hours, etc.
- Special attention should be given to ensuring formal work arrangements and decent work conditions when supporting home-based business and freelance work.

The balance between vulnerability and employability seems to revolve around the number of dependents, with the key being to support employable members of vulnerable households.

C. Available Databases of Potential Individuals and Opportunities for Consolidation

Key Points

- There is no inter-agency or unified system to track who is receiving humanitarian assistance (cash, protection) and livelihoods or food security and agriculture programming (skills training, language courses, entrepreneurship) support.
- TRC KIZILAYKART Information Exchange Mechanism already enables critical information exchange between partners regarding the ESSN status of program participants.
- TRC Case-Tracking System also allows internal referral and tracking the support provided to protection provided individuals, including on livelihoods.
- A few other partners have similar systems but many rely on the capacity of their implementing partners to keep track of program participants.

Considerations for Future Actions

All Task Team partners have agreed to use the KIZILAYKART Information Exchange Mechanism for their livelihoods projects participants who receive ESSN and inquired about their ESSN status.

For the supply side of the transition from humanitarian assistance to livelihoods, it is of great importance to determine those who will be referred. At this moment, due to the national legislation and limitations arising from data protection principles as well as the need for enhanced coordination between sectors, there is no inter-agency or unified system to track who is receiving humanitarian assistance (cash, protection) and livelihoods (skills training, language courses, entrepreneurship) support. However, some partners or sectors have such internal mechanism in place. In this regard, making use of available databases and mechanisms provides a basis for strengthening inter-sectoral referral and making them more systematic. Building on available mechanisms will be the key to more harmonized and consolidated databases.

As an actor with its essential role to co-implement many cash programmes under its KIZILAYKART Platform, TRC uses its capacity and technological infrastructure to operate with a data pool of 2.8 million individuals in compliance with their rights to the protection of personal data. This metadata pool has already proven a great source of information and is crucial for the effective and efficient operation as well as coordination and collaboration with various humanitarian actors. Indeed, since 2017, TRC runs its KIZILAYKART Information Exchange Mechanism with many NGOs, INGOs and UN Agencies. The mechanism allows TRC to cross-check the available data of individuals under Temporary and International Protection who are receiving assistance from the programmes implemented under the KIZILAYKART Platform. The exchange mechanism plays an important role in confirmation of the updated eligibility of individuals and thus contributes to many organizations to make the best use of their resources and reach their goals specific to the context.

The main objective of maintaining the KIZILAYKART Information Exchange Mechanism is to systematically prevent the duplication regarding the cash assistance provided to individuals under Temporary and International Protection by humanitarian actors from various sectors. This in turns ensures coordination among organizations and contributes to meaningful use of funds by controlling the relevant data.

To operate such control, official letters (Annex 4) along with the lists of individuals are shared with TRC by the respective agencies via e-mail[23] on the last week of each month. The consent of the individuals within the shared lists must be obtained by these agencies in order for TRC to run the controls and the lists should be shared in a standardized data format. TRC then uploads the lists to the GÖÇMEN System and cross-checks the data in line with the designated procedures and finally, shares the outputs with the relevant organizations again via e-mail. This system is highly reliable thanks to TRC's safeguards related to data protection and safety issues under the Law on Protection of Personal Data. However, TRC is also exploring ways to see whether an alternative platform is technically feasible.

It is aimed to further develop this mechanism to make it more sustainable and functional in meeting the increased information demands of actors, allowing a more cross-sectoral engagement of various organizations and strengthening inter-sectoral referral. A further improved mechanism is expected to contribute to the existing joint efforts between the specific sectors and working groups under 3RP, to be helpful within all the transition structure and to promote an effective humanitarian action linked to the existing social protection networks and development actors. As a first step of such improvement, all Task Team partners have agreed to use the KIZILAYKART Information Exchange Mechanism for their livelihoods projects participants who receive ESSN and inquired about their ESSN status.

To serve as a model for a well-functioning platform, it is important to note TRC Case-Tracking System as well. It is an internal web-based recording and tracking platform designed and developed by TRC to register all identified outreach issues, protection cases, socio-economic empowerment, referral, field visits and outbound calls conducted by the relevant staff to the system. TRC utilizes the system to ensure accountability to donors as well as to the affected population. Issues identified for each individual is registered into this system which also allows registration of more than one issue/case for any individual, and the case status can be monitored at any time. This database is being used by TRC's variety of programmes such as basic needs assistance, protection, language training, and vocational training in the scope of livelihoods. As such, it allows necessary referral to be made directly to the related in-house programmes and various services depending on the type of identified cases. Thanks to its adaptive and tailor-made system architecture, it can be customized in accordance with various thematic areas such as cash transfer, reconciliation and data management. With the Case-Tracking System, data loss is prevented, activities and actions are recorded and personal data is protected. Since registered cases have a sensitive nature, associated information must be kept secure and confidential, and thanks to the role-based authorized user system, the data fields that each user can access are limited; only the relevant unit within TRC is able to track the status of all referred cases in detail which contributes to data security and protection.

In relation to the above-mentioned Turkish language training participants, it is also worth noting that MoNE keeps track in its own database of individuals receiving various vocational and language courses – this includes the large-scale adult language training programme mentioned above and implemented with UNDP, as well as the regular adult and vocational training support provided by MoNE through other programmes.

Among other Task Team members, UNHCR, IOM, CONCERN and their partners also use their own database and tracking tools for their livelihoods programmes. Through their tools, it is possible to identify potential livelihoods individuals and make internal referral from other programmes to their livelihoods programmes. The organizations which are not actual implementing entities usually do not have databases for livelihoods programmes, rather their implementing partners have the relevant tools and databases.

23. [ESSNdatacheck@kizilay.org.tr], [SUYveritakip@kizilay.org.tr]

Photo Credit: IFRC

III. Demand Side of Transition: What are individuals referred to?

A. Main Findings of Available Labour Market Analysis & Information Gaps

Key Points & Considerations for Future Actions

The lack of updated labour market assessment is the main barrier to implementing any strategy to facilitate referral and transition on a large scale.

Considering the profound economic impact of COVID-19, there is need for updated surveys outlining the current labour demand across economic sectors, in provinces hosting a large number of refugees, to be able to tailor local transition strategies.

Several actors in the field have worked for estimation of the impact of COVID-19 on the economy of Turkey which encompasses livelihoods activities, poverty, inequalities and vulnerabilities. Studies of these actors are mentioned in detail in this section to illustrate the current impact of the pandemic to some extent.

In order to estimate the impact of COVID-19 on poverty, child poverty and inequality in Turkey, UNICEF developed a model to assess the effects of the pandemic on jobs and sectors of the labour market that may be more vulnerable to the employment and income shock induced by COVID-19.[24] The model estimates that reductions in monthly household expenditure led to significant increases in poverty: From a baseline rate of 9.1 per cent, population poverty increases to 12.3-15.3 per cent, and child poverty increases from a baseline rate of 15.4 per cent to 20.4-24.7 per cent, depending on the shock level assigned in the model. The model confirms the importance of maintaining humanitarian/cash assistance to factor in poverty and deprivations of families with children as a pre-requisite of any livelihood transition of vulnerable communities in Turkey. While a universal child grant for 0-17 years old children is found to have the highest poverty and child poverty reduction impact overall, while scenarios targeting the bottom 20-30 per cent of households are found to be more cost-effective in terms of poverty reduced given the allocated budget.

While there has been detailed assessment on the impact of COVID-19 on the living conditions of refugees, notably through the 3RP Protection Needs Assessment and TRC surveys, there is less data available on the impact on host communities or on the actual demand side of the labour market. The Turkish Statistical Institute (TURKSTAT) has been conducting research on the employment and unemployment statistics for Turkish citizens to follow up the developments in the labour market in a better way. The statistics have been published in a monthly basis since the beginning of 2021. The following table presents a summary of relevant employment statistics between January and September 2021.

24. How to Assess the Child Poverty and Distributional Impact of COVID 19 Using Household Budget Surveys: An Application Using Turkish Data (2021) - https://link.springer.com/content/pdf/10.1057/s8-00451-021-41287.pdf - https://link.springer.com/content/pdf/10.1057/s8-00451-021-41287.pdf. The Assessment is building a microsimulation model and using TURKSTAT's Household Budget Survey as the primary data source, while examining further the possible poverty alleviating impact of a number of hypothetical cash transfer programs including a universal child grant: seven different cash transfer scenarios are included in the model to assess how to best support various population groups in order to combat the poverty impact of the COVID-19.

Table 3:

Summary of relevant employment statistics between January and September 2021

Month, 2021	Jan[25]	Feb[26]	Mar[27]	Apr[28]	May[29]	Jun[30]	Jul[31]	Aug[32]	Sep[33]
Employment Rate	48.8%	43.4%	44.3%	44.2%	43.8%	44.9%	45.1%	51.2%	45.8%
Unemployment Rate	12.2%	13.4%	13.1%	13.9%	13.2%	10.6%	12%	12.1%	11.5%
Sectoral Segregation									
Service Sector	54.5%	55.8%	54.3%	54.2%	55.2%	54.5%	56.2%	55%	54.9%
Industry Sector	21.2%	20.8%	22%	21.3%	21.3%	21.8%	20.7%	21.5%	21.5%
Agriculture Sector	18.6%	17.4%	17.3%	18%	16.9%	17.2%	17.2%	17.2%	17%
Construction Sector	5.8%	6%	6.4%	6.4%	6.6%	6.4%	6%	6.3%	6.2%
Informal Employment (Except Agriculture)	16.8%	16.7%	17.8%	16.4%	15.6%	17.3%	17.4%	18.7%	18.6%

Source: TURKSTAT, see footnotes by month.

ILO published assessments estimating the losses of working hours during the pandemic, suggesting that the equivalent of 2.3 million jobs were lost during the December 2020 restrictions, with stronger impact on young women, informal workers, and the hospitality sector.[34]

There is some indication that despite initial concerns that many Syrian businesses may not survive the pandemic, most have managed to stay operational, albeit severe impact on revenues and need for additional financial support.[35] This also led to a reduction by 12% of the workforce employed by Syrian businesses. As for the refugee workers, recent assessments all converge to point out that up to 70% have seen a deterioration of their working conditions due to the pandemic (reduced hours, job loss, etc…) – see the following dashboard from the protection need assessment round 4.[36] It should also be noted that refugees working formally would typically not match the criteria to benefit from the employment retention and support schemes put in place by the government during the pandemic.

Figure 4:

3RP Turkey Protection Needs Assessment Round 4: Work and Income Dashboard

Source: 3RP Turkey Protection Needs Assessment Round 4, see footnote

25. Retrieved on 02.07.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Ocak-37486-2021
26. Retrieved on 02.07.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Subat-37487-2021
27. Retrieved on 02.07.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Mart-37481-2021
28. Retrieved on 02.07.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Nisan-37488-2021
29. Retrieved on 29.09.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Mayis-37489-2021
30. Retrieved on 29.09.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Haziran-37482-2021
31. Retrieved on 29.09.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Temmuz-37492-2021
32. Retrieved on 15.11.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Agustos-37490-2021
33. Retrieved on 15.11.2021, https://data.tuik.gov.tr/Bulten/Index?p=Isgucu-Istatistikleri-Eylul-37483-2021
34. ILO, https://www.ilo.org/ankara/publications/research-papers/WCMS_775757/lang--en/index.htm
35. Building Market, The Impact of COVID-19 on Syrian Businesses in Turkey, January 2021, https://buildingmarkets.org/sites/default/files/pdm_reports/building_markets_turkey_COVID-19_assessment_210105_compressed.pdf
36. http://www.refugeeinfoturkey.org/repo/Protection/ia_pna4.html

As for Turkish market, the impact seems to have been similarly hard, with 70% reporting decrease in business volume and 57% reporting decrease in workforce (particularly for women employees), citing lack of demand (domestic and foreign) and of investment as key risks at the moment.[37] There are some indications on the recovery prospects by sector from the Business4Goals' recent survey of Turkish businesses.

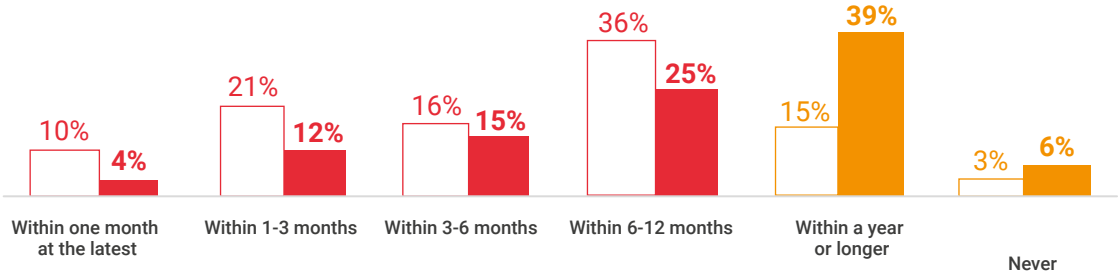
Figure 5:

Enterprises' expectations on COVID-19 Recovery

Recovery expectations have further been deferred to the future compared to Q2.

39% of enterprises foresee that the crisis will last mote than a year, whereas it is only 15% of enterprises reported so in Q2.

When do you think the negative effects COVID-19 crisis on your enterprise will completely go away? **(Figure 59)**



- 16% of enterprises foresee that the negative effects of COVID-19 will go away within 3 months at the latest, and 31% of enterprises thought that its effects would disappear within 3 months at the lastest, and 56% within 6 months at the latest. **(Figure 59)**

- 25% of enterprises reported its impact might disappear in 6 to 12 months, whereas 39% reported it could take longer than a year. The proportion of those that believed the effects would take longer than a year to go away was approximately 15% in Q2. 6% of enterprises think that the effects will never go away. **(Figure 59)**

Future Projections by Sector **(Table 5)**

	Within one month at the latest	Within 1-3 months	Within 3-6 months	Within 6-12 months	Within a year or longer	Never
Other Services	4%	14%	14%	30%	31%	6%
Manufacturing Industry	3%	7%	17%	24%	43%	6%
Construction	5%	7%	10%	37%	36%	5%
Accommodation and Food Services	4%	18%	13%	15%	41%	10%
Wholesale-Retail Trade	5%	17%	19%	22%	33%	5%
Transportation and Storage	0%	6%	10%	19%	63%	2%

- The transportation and storage sector had the highest rate of enterprises that reported the impact of the crisis would go away in a year or longer, which was 63%. Accommodation and food services had the highest rate of enterprises that reported the effects might never go away, which was 10%. **(Table 5)**

Source: Business for Goals, see footnote.

The survey shows that recovery expectations are increasingly being deferred to the future. A quarter (25%) of enterprises reported that the pandemic's impact might disappear in 6 to 12 months, whereas 39% reported it might take longer than a year. The proportion of those believing that the effects would take longer than a year to go away was approximately 15%, whereas 6% of enterprises felt that the effect would never go away.

Nevertheless, the available assessments do not provide much detail in terms of the labour market demand by economic sector or province. While it is anticipated that almost all economic sectors have been severely impacted by the pandemic, there is need for updated analysis of the labour market needs and demand. As underlined above, any referral and transition process needs to be tailored to the local context, with detailed labour market surveys constituting the starting point of such processes.

37. Business4Goals, Survey on the Impact of COVID-19 on Enterprises in Turkey, Final Report, February 2021, https://www.business4goals.org/wp-content/uploads/03/2021/B4G_COVID-19-Q4-Survey-Report_ENG.pdf

B. Best Practice & Lessons Learnt From Job Placement Programmes in Private Sector

Key Points

- Efforts to enhance access to employment have proven capability to deliver results in terms of people accessing jobs. However, this overwhelmingly benefited males.
- The cumulative impact of international assistance programmes on employment (within and outside the 3RP) remains too limited to envisage supporting a large-scale transition process.
- The approach of 3RP partners which generally entails support to employers, strong job matching, and incentives and coaching for a limited period (6 months) post job placement (work permit fees, social security contributions, possibly wage support) has demonstrated strong impact.
- This approach works well in terms of employee retention, employer satisfaction, and generates ripple effects where supported employers are more likely to employ additional refugees, once the barrier to trust is broken.

Considerations for Future Actions

There is now experience of sophisticated and comprehensive job creation interventions which demonstrated their ability to speak to results and which should be capitalized upon and replicated/expanded to further boost job opportunities available for vulnerable groups.

However, the total number of people benefiting from such interventions remains limited compared to the scale of needs and the caseload currently dependent of humanitarian assistance.

This requires all potential actors involved in supporting job creation to be aligned through a coordinated strategy on transition, as no one single actor or partner can facilitate any referral to livelihoods at a large scale.

As such, any transition strategy needs to be based on a precise joint targeting approach between livelihoods actors and on clear communication and expectations on the intended outcome.

Since the inception of 3RP, Livelihoods and Food Security Sector partners have gradually scaled up job creation and job matching programmes. The 3RP Outcome Monitoring Reports highlight that overall, partners have facilitated access to job opportunities for about 22,000 people since 2017. This includes individuals who placed into jobs or finding employment following skills training – while there has been no consolidated tracking of the employment outcomes of such training since 2017, the 2020 results from the Livelihoods Working Group point out a job placement rate of 20%. It is important to underline that the overwhelming majority (86%) of people placed into jobs through 3RP support are men.

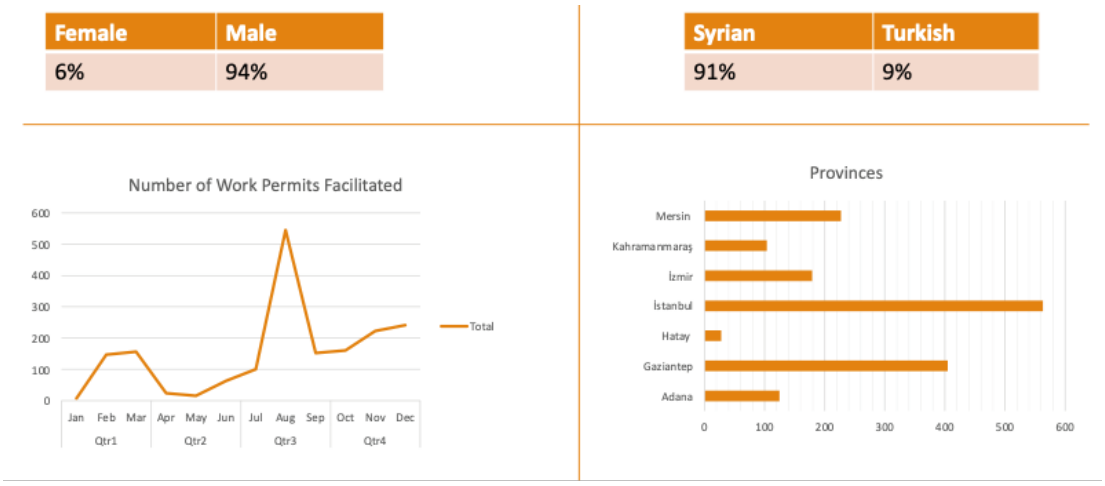
As outlined in the section on complementarity with other actors, additional large investments in the field of socio-economic inclusion are underway. However, the total employment targets of these programmes amount to around 18,000 additional individuals placed into jobs. The cumulative efforts of international partners will then amount to only around 12% of the (now outdated) ESSN Exit Strategy target of 167,402 Syrians (one person in about 3/2 of ESSN eligible households) and an equivalent number of Turkish citizens transitioned to livelihoods. Additional efforts to support the employability of job-seekers will reach a significantly larger scale (107,000 individuals from non-3RP actors on top of 169,000 already reached by 3RP partners), but their impact will be constrained by the lack of job opportunities in the labour market.[38]

Nevertheless, as some partners have recently been concluding major multi-year programmes, important lessons learnt are now available on placing vulnerable individuals into jobs to make these efforts as efficient as possible. These programmes are among the largest to date for which evidence of impact is available, but certainly not the only ones implemented to date – other 3RP livelihoods partners and government institutions such as KOSGEB have also implemented similar programmes, but impact analysis is not readily available. However, the lessons learnt mentioned below were enriched by contribution from other Task Team members to reflect the overall recommendations of key actors.

The first of such programmes is UNDP's "Turkey Resilience Project", whose job creation component includes establishing Innovation Centres and Model Factories to address root causes of inability to create new jobs in the local market. Aiming to boost the digital skills of new SMEs to produce more efficiently, the project was implemented with chambers of commerce and industry, supporting existing and newly established businesses owned by host communities and refugees, providing counselling to individuals and employers, advocating decent job opportunities and gender balance in the workplace, and services to increase productivity and innovation capabilities of SMEs in target provinces. About 1,800 people benefited from employment support through the project.

UNDP conducted a follow-up survey of both employers and successfully placed employees, looking at the continuation of employment and feedback on employee performance, satisfaction with workplace, language barrier, and ability to cover basic needs.[39]

Figure 6:
General Scope of UNDP Job Creation Results



Source: UNDP Syria Crisis Resilience Response Programme

38. 3RP Inter-Agency, Mapping of IFIs Syria Crisis Response Programmes, https://data2.unhcr.org/en/documents/details/85524
39. Of these employers, 6% are women and 94% are men; 91% are Syrians and 9% are Turkish citizens. The number of work permits facilitated drastically increased in the Q3. In addition, employers are namely from Istanbul, Gaziantep, Mersin, Izmir, Adana, Kahramanmaraş, Hatay.

The findings highlight the successful outcome of the project in terms of satisfaction of both employers and employees and their willingness to remain in employment, extend work permits, and openness to hiring additional refugees. 94% of the employees continue to work and 90% of the employers declared their intention of work permit renewal. Only 3% of the employers negatively assessed the performance of refugee workers while 95% were open to work with refugees again.

The level of satisfaction is similarly high with employees, where 82% of the employees are optimistic about their future career in their current workplaces, 94% satisfied with their wages, and 97% happy with working hours and their employers.

While language remains an issue for 70% of Syrian employees, access to formal employment has positive impact both in terms of the ability of employees to meet basic needs but also in terms of general well-being. As for newly established businesses by Syrian refugees supported by UNDP, 75% remain operational, but only a limited number have established business partnerships with others , particularly Turkish ones. In terms of labour market challenges, the low participation of women remains a notable issue as they represent 6% of new employees and 9% of new entrepreneurs. Another issue was the suspension of work permit issuance during the first round of COVID-19 restrictions.

On the employer side, 3RP partners concur on highlighting the importance of support for regulatory compliance in terms of financial services, financial advice, understanding the work permit importance and procedures, and labour rights.

ILO also conducted an impact evaluation of their large transition to formality programme (KIGEP) promoting access to the formal labour market, providing social protection to all workers. KIGEP is being implemented in partnership with SGK (Social Security Institution) targeting 50% Turkish citizens, 50% Syrians, focusing on low-skilled individuals. The assistance covers social security premiums for six months both for Turkish and Syrians, and work permit fees for Syrians.

The impact evaluation shows that the programme has contributed to:

- **Employment creation:** Businesses that received KIGEP assistance had 16% greater employment increase than those that did not; the number of new hires increased by 20.5% in participating establishments, while in similar establishments not supported through KIGEP increased by 4.5%.
- **Formal employment of Syrians:** 85% of Syrian workers hired by the employers receiving assistance under KIGEP had a formal employment for the first time. The number of formally employed Syrians in the provinces where KIGEP was active increased substantially from 1,000 to 3,000.
- In addition to KIGEP assistance, the employers benefiting from KIGEP employed 983 Syrian workers additionally. Such an increase also demonstrates the multiplier effect of the Programme.
- **Benefits for businesses:** Cost reduction, new investments, qualified workers, no lay-offs.
- **Sustainability:** 97% of participating establishments continued to employ all or most of the Syrian workers after KIGEP ended.
- **Social cohesion:** Increase in positive perceptions.
- **Economic impact:** Increase in national income, tax revenues and SGK premium revenues.
- **Self-reliance:** 93% of program participants stated that they preferred working formally to receiving ESSN assistance.

C. Opportunities and Mechanisms for Direct Referral to Private Sector and to Supported Businesses

Key Points & Considerations for Future Actions

Overall, transition to self-reliance will require pursuing **a dual track:**

- Formalizing the already employed refugees in their work as almost one million of Syrians have been working informally, by supporting small businesses – this will support their self-reliance by giving them access to minimum wage, labour rights, and to some degree of employment security.

- For those not working, referral or transition to employment will mean working for employers who need skilled workers, particularly in medium- and large-businesses, and supporting them to either match potential workers profiled in a livelihoods database, or find them directly.

Track One (formalization) should primarily target small businesses while Track Two (job creation) should rely on the capacity of medium and large businesses.

For each track, the process requires the following steps: Identification of priority sectors and provinces, outreach and awareness-raising to private sector entities, provision of incentives which can divided into two broad categories:

- Direct financial incentives, particularly in the form of support for wages and social security contributions for the initial period of employment

- Support for finding qualified labour. Actual connection between employers and the target population will remain dependent on having a comprehensive database/profile, and mobilizing the right umbrella organizations, especially chambers and Syrian business associations.

The new project from the World Bank and TKYB on Formal Employment Creation will commit USD 430 million in the next four years, aiming to create 9,000 jobs, half of which in SMEs. Similarly, the Employment Support Project implemented with MoFSS and ISKUR will offer many lessons learnt on job placement following on-the-job training.

Private sector targeting

In terms of the private sector entities to be targeted, experience from livelihoods partners shows that medium and large businesses have made multiplier effects on job creation, tax revenues, social security premiums, national income. Small businesses, which generate nearly three-fourths of total employment in Turkey (TURKSTAT 2019), have had more impact in terms of job retention when targeted by livelihoods actors. As such the former should be expected to create new opportunities while the latter should primarily be supported to formalize existing jobs.

Large and multinational companies are an interesting target as their compliance level is much higher than smaller ones: when they hire refugees, they formally register employees with the social security system. However, the issue lies with their hiring potential for refugees which is very low since skill levels are very high compared to small- and medium businesses – TISK (the Turkish Confederation of Employer Associations) for example was not employing any refugees recently among all its members because of low skill levels.[40] There is also a potential reputational risk for such establishments as employing a large number of refugees will not be popular in the current economic context. However, multinational companies can still be involved in the transition process particularly to reach their subcontractors who may be more likely to engage refugees. They need to comply with social norms and standards at work to remain as subcontractors for multinational companies. This linkage can be used for formalization and recruitment of new employees. Pointing out the Corporate Social Responsibility components of large businesses that are "socially responsible" but not yet employing refugees can also be targeted.

In any case, all private sector entities will need assistance to identify the refugees that may be suitable for employment. In particular, continuing awareness-raising on the refugee profiles and conditions in Turkey will be helpful to support these entities to better understand the context and the steps to be taken for employing refugees.

In any case, partners strongly emphasize the need to use robust labour market research at local level as there is not one answer for all of Turkey. For instance, in the Southeast Turkey, chambers and business associations may be suitable intermediaries both to support labour market research and reach member establishments; however, in Istanbul Metropolitan area, multinational companies should be targeted within the context of corporate social responsibility.

In terms of economic sectors, the exemption from work permit requirement in the agriculture sector can make it a priority sector for employment. While the sector is also affected by the overall macro-economic situation, it does provide opportunities for refugees looking for semi-skilled jobs. FAO also gives assistance to businesses on livestock husbandry, fisheries and agricultural production by projects, which aim to create innovation in the agricultural sector. In general, working as an agricultural worker just provides seasonal and day jobs to refugees in which the total annual income is low and work conditions are mostly informal and difficult. For this reason, engagement with large agri-food businesses provides more job opportunities to refugees. FAO has experience with an implementing partner in Manisa which have collaborated with large businesses resulting in 60% rise in the employment rate. Other sectors (textiles, manufacturing, furniture, services) will be more suitable to promote formal, decent and sustainable job opportunities.

Outreach & raising awareness of employers

Most employers belong to an employers' organization/private sector umbrella association such as chambers of commerce or industrial associations which are generally hubs of knowledge about the pressing needs in the labour market. Involving them in referral has proven highly beneficial to Task Team members. Working with these groups enables information flow to employers through a trusted source, which can also play a motivating role for the business owners in employing refugees.

Involving Syrian business associations in this process can foster cooperation opportunities between the two business communities as it is likely to build on creating jobs both for host community members and refugees.

As such, a first step followed by partners is often to organize meetings with private sector actors to understand the challenges and demands from their sides, involving ISKUR, chambers and Organized Industrial Zone (OIZ) directorates to facilitate collaboration with private sector actors, first to increase awareness on work permit, formalization and incentives on employment.

40. UNDP and Atlantic Council, Turkey's Refugee Resilience

Such approach has helped raise interest from the private sector in the referral of potential employees from partners, including refugees. Partners also note that public organizations, such as the Social Security Institution, with enforcement power on private sector can be very effective tools to directly reach employers. Furthermore, trying to involve Syrian business owners may increase labour demand. The strategy should vary by province as the context seems to vary.

Experience from Task Team Members

We reached out mostly to chambers of commerce and chambers of tradesmen to find out what skills were needed. Once these were identified, we were able to place people with those skills in those positions. Business owners need time and discussion to understand the value of hiring migrants, so the sooner this process starts, the better. Once the outreach to their professional associations sets the process in motion, it pays dividends down the line.

Providing incentives

Financial incentives

Providing financial incentives has demonstrated results: work permit (application process and fees), SGK premium payment of refugees, duration or paying part of the salaries of the individuals remain a pre-condition to any success in job placement – as illustrated by ILO and UNDP experience above. It is however crucial to only pay part of the salary, so that employers take some responsibility, especially when they are supposed to build skills of their employees on the job. This should also include actual assistance on how to apply for the work permit (executing the process itself).

In any case, establishing trust between employers and employees is the key, so the first step should include establishing a monitoring/assistance mechanism for 3 months to support both employers and employees during the orientation period after placement. This is particularly the case as Syrians working habits/culture is often noted as not suitable for the working environment in Turkey, which creates reluctance to employ refugees.

Experience from Task Team Members

Experience from Task Team members "In many of our projects, we are providing wage, SGK premiums and/or work permit support to our partners.Honestly, it would be really challenging to receive the same level of support from employers without such financial support.

The assistance may first aim to facilitate the formalization of informal employees by covering work permit fees and then referring new Syrian employees by covering their salaries/social insurance for a certain period of time. The main challenge is of course the reluctance or the resistance of business owners due to the taxation and other related costs. Many business models are built on paying very low wages and keeping other costs low, e.g. taxes, insurance, registration fees, which makes it hard to convince employers to formalize their staff when that process makes their cost structure unsustainable. But when explained in detail the benefits of registration and the shortcoming of informality, some business owners usually comply and register their businesses. On the other hand, ESSN recipients working informally (80% of ESSN households have a working member) may also be reluctant to formalize their employment if it means losing ESSN assistance. As detailed below, while the formalization period may include flexibility initially on keeping or compensating for ESSN assistance, this should go hand-in-hand with tackling other barriers such as the work permit process and reluctance of employers to formalize their workforce.

On-the-job training and work permit support will incentivize employers to retain and formalize workers. However, one issue is that this requires agreeing to allow partners to formally conduct on-the-job training, short-term employment and other relevant assistance programmes. To date, only ISKUR has been able to implement on-the-job training in collaboration with private sector, and other organizations can only implement such activities after signing a protocol with ISKUR HQ which requires completion of a long and challenging process. Alternatively, several partners have been working directly with private sector establishments or through chambers of commerce to provide work-based learning to workers. ILO ISMEP programme recorded a strong interest from the private sector for such modalities, but highlighted the difficulty of skill matching particularly for in-demand occupations without an adequate number of implementing partners.

In order to create jobs, employers need more structural access to finance and close engagement with financial institutions to provide banking, loans and other financial services and mentoring on financial literacy, marketing, advertising, etc. Task Team members observe that a surprising number of people can be highly entrepreneurial, but lack the funds to start a business. Facilitating connection with a bank is the key. For large businesses, facilitating access to the required financing needs may be difficult for 3RP partners and more suitable for IFIs loans or blended projects. Incentives can still be provided through Organized Industrial Zones or Special Economic Zones which in return will have higher competitiveness due to incentives in the global market.

Finding qualified labour and bridging the skills gap

For Turkish employers, one of the biggest constraints seems related to the skill deficiencies of their workforce. On average, 46% of employers state that inadequate workforce is a challenge and 18% consider it their biggest challenge.[41] As such, once the outreach to the private sector is successful, contacted entities should be actively engaged in all phases of livelihoods projects including deciding on the training topics, selection of the participants. An in-person meeting is incredibly valuable to help employers understand the value of hiring refugees. Training delivery should be carried out in cooperation with the private sector. Large numbers of inexperienced, untrained or uncertified people are looking for jobs while employers lack funds to pay for training of new staff.

41. EBRD-TEPAV, Syrian Entrepreneurship, 2018.

Experience from Task Team Members

We achieved issuing 1,500 work permits in a year and despite COVID-19. Without incentives and support on application processes, it would not have been possible.

Once jobs are created or identified, the considerations related to selection of individuals to be referred identified in the first section of the paper should be taken into consideration. The key is to interview the potential individuals to assess their motivation to work, and provide counselling on the labour market requirements and Turkish work culture before enrolment into on-the-job or classroom training. Working with labour market-oriented vocational training centres (GESOB,[42] GSOMEM,[43] ASOSEM,[44] etc.) may be an efficient way as the private sector approaches them to find suitable employees.

Last but not least, the fact that according to the Turkish Labour Law, employers can hire foreigners only up to 10% of their workforce. While in some cases, this ratio can be increased, this constitutes a potential additional obstacle to refugee employment at scale. However, it appears that given the government's strong focus on formalization of existing jobs, the relevant authorities have demonstrated a high level of flexibility regarding the ceiling for foreign employees.[45]

Overall, overcoming these challenges calls for a coherent strategy to engage the private sector, public institutions, and workers in terms of job placement, formalization, encouraging the private sector for formal employment, more financial incentives and responsibility sharing with the private sector to increase the number of formally employed refugees, and differentiation on expected impact outcomes for categories of small, medium and large businesses. As most employers view the challenges of recruiting qualified workforce and accessing finance as the main obstacle to recovery, there is an opportunity for 3RP and other partners to help overcome some of these challenges.[46] The role of national institutions such as ISKUR and other relevant public institutions to establish more sustainable formal job placement for refugees will be important in the long term since financial incentives cannot be provided for the long term by livelihoods actors. In this regard, demand- and supply-side interventions should go hand-in-hand. Skill training courses and/or on-the-job training programmes should be designed in line with the needs of the labour market which should be monitored carefully. ISKUR can play a central role in assessing and updating the demand for labour (not only by occupations but also in terms of skills).

42. Gaziantep Union of Chambers of Tradesmen and Craftsmen
43. Gaziantep Chamber of Industry, Vocational Training Centre
44. Ankara Chamber of Industry, Vocational Training Centre
45. UNDP and Atlantic Council, Turkey's Refugee Resilience, 2020.
46. Business4Goals, Survey on the Impact of COVID-19 on Enterprises in Turkey, Final Report, February 2021

D. Opportunities and Mechanisms for Direct Referral to Other Livelihoods in Education, Health and Social Services.

Key Points & Considerations for Future Actions

In order to provide suitable opportunities to refugee women interested in joining the labour market, employment programmes in the health and education sectors need to be considered to match the preference of potential refugees.

Hiring of additional labour has already been an important component of the assistance provided to health and education systems.

However, such components either target high-skilled individuals (e.g. medical doctors) or workers on a temporary/volunteer basis.

Community work type of programmes in the health or social sectors can provide more suitable contribution to the transition process, noting that current efforts remain at a relatively small scale.

As highlighted above, many potential refugees of a transition process, particularly refugee women, are primarily interested in opportunities in the health or education sector. The assistance provided in these sectors have actually been providing direct and indirect opportunities to refugees through their education and health programmes.

In the health sector, refugee and migrants without Turkish citizenship are mostly hired by SIHHAT Project which is an EU-funded project implemented by the Ministry of Health (MoH) outside 3RP. The majority of the staff are Syrians and employed as of medical doctors, nurses, and support staff. There are around 3,400 medical personnel currently hired under the project in 180 refugee/migrant health centres in 19 provinces. Since the project is implemented by MoH, the legal procedure is handled by the Ministry. Therefore, there are no challenges for formal employment in SIHHAT Project, work permits are renewed every year.

In addition, WHO has been piloting a community/homecare programme which aims to train community workers who provide non-medical health service such as measuring the blood pressure, delivering outreach messages to communities mostly to Syrian women. This project is currently in a piloting phase, and targeting a pool of 400 participants (86% women) in 7 provinces. 700 people are expected to be involved in total including translators/interpreters. A study is underway to demonstrate the effectiveness of the programme in supporting household income. The government will still need to 'absorb' these people into the system.

In the education sector, another specific group to be potentially targeted by transition programmes is the former Syrian Volunteer Education Personnel that have not been successfully integrated into the education system. Out of the 12,000 former Syrian Volunteer Education Personnel, around 4,500 failed to match the criteria outlined by MoNE to remain in the programme, which included being under 65, having A2 level in Turkish, and holding a bachelor's degree relevant to education. The majority of this caseload are vulnerable people, with an important proportion of female heads of households. With over 600,000 Turkish citizens with bachelor's degrees in teaching profession awaiting appointment to public educational institutions, prioritizing refugee employment may be extremely sensitive. In addition, diploma equivalency is also an important issue in this process. Nonetheless, given their experience in educational institutions, they could also provide services to refugee families outside the education system in municipalities and other such institutions.

Photo Credit: Türk Kızılay

IV. Transition Tools: How are individuals referred?

A. Opportunities for a Harmonized Inter-Agency Referral System to Livelihoods

Key Points

- The Inter-Agency Referral Form (IARF) offers a strong basis for improved inter-agency referral.
- It needs to be complemented by livelihoods specific guidance to be relevant to a process of transition to employment, notably a livelihoods profiling annex and specific considerations for livelihoods referral.
- Current referral for livelihoods assistance is limited and mostly on an ad hoc basis.
- However, there are more links among livelihoods partners which enable a connection for complementary livelihoods referral between partners (e.g. work permit support for vocational training participants, business grants for entrepreneurship program recipients, etc).
- The livelihoods assistance provided in TRC Community Centres is among the most advanced and demonstrates that successful referral to livelihoods is feasible, including among basic needs/protection recipients.
- The Service Advisor remains a key tool for referral and should include as many livelihoods services as possible.

Considerations for Future Actions

A coordinated inter-agency transition process needs to build on current efforts related to referral, namely IARF and internal livelihoods referral of specific partners.

The IARF needs to be complemented by the following, once a person is identified as needing livelihoods assistance: The livelihoods profiling form developed by the 3RP Livelihoods Working Group, a specific guidance to be added to the Advised Basic Operating Principles summarizing the recommendations from this paper, a mapping of all relevant livelihoods/food security and agriculture support services listed on the Service Advisor.

A critical missing point for livelihoods referral and programming in general is adequate tracking of individuals post job placement to understand the trajectories of individuals successfully referred.

The issue of inter-agency and inter-sectoral referral is not unique to the issue of livelihoods. The acute needs of many refugees and host communities actually mean that referral between more humanitarian sectors has actually been a key issue of the refugee response in Turkey. This includes examples such as protection partners referring out-of-school children to education partners or persons needing medical assistance to health partners. Among 3RP partners, such referral was taking place on an ad hoc basis until 2018, based on personal connections or awareness of other services. This undermined the ability to refer individuals systematically and appropriately to appropriate services. In response to this, the 3RP inter-agency coordination led efforts to develop a harmonized IARF and guidance package, which has recently been updated and is being rolled out in 2021.

The IARF package will strengthen referral pathways and establish minimum standards, facilitate protection-sensitive referral (including informed consent), ensure predictability in referral, harmonize information fields, prevent breaches of confidentiality and ultimately deliver inter-sectoral response for individuals.

The form and guidance are in strong adherence to national data protection laws and global principles. The 'package' of including a Sample Consent Form and Advised Basic Operating Principles.

The actual IARF focuses on collecting basic information that any sector/partner needs such as type and priority of referral, issues requiring notification to UNHCR, information on referring and receiving organization, individual information (including separate for children), reason for referral; requested services, considerations for safe contact, feedback mechanism and SGBV and sensitive information. The Advised Basic Operating Principles is providing more background and practical details on the terminology and case referral modalities, guiding principles for referral and transfer.

The IARF is currently paper-based and strongly linked to the Service Advisor where partners can find information on services available in the area. Partners who have identified a person needing referral can then find and contact an adequate partner from the Service Advisor Platform and pass on the referral form. The next step will be to digitalize the form, which means adhering to strict data protection safeguards, so that no personal information can be accessed, while enabling some form of tracking.

Experience from Task Team Members

Referral can be only improved in sharing detailed overviews about the various projects, defining target groups, training content, employment objectives and kind and duration of the support.

From a livelihoods perspective, one key aspect of the IARF is that it is built around the key principles of confidentiality and need-to-know basis. As such, a livelihoods partners may only know (1) basic bio-data of the referral case and (2) that the person needs livelihoods assistance.

However, current referral from livelihoods partners is also undermined by the current individual tracking system by partners. While most organizations keep a list or anonymous ID of their program participants, there is limited internal referral from other programmes to livelihoods. Referral from other organizations are typically ad hoc. However, there is more systematic referral after a person has been engaged in livelihoods programmes, for complementary assistance (work permit etc). Partners are then typically following with their program participants after the assistance has been provided (typically 6 to 12 months after assistance). An additional issue is that livelihoods partners typically work with partners with intermediary institutions like United Work and implementing partners like INGEV to refer people to other available opportunities which complicates tracking and data sharing.

Experience from Task Team Members

We need designated Referral Focal Person(s) at each organization and at community level; documentation of the referral; and a feedback loop to track referral (i.e. to determine if people are satisfied with the service received and whether their needs have been met). Then we need to establish community-based linkage facilitators through the municipalities. These linkage facilitators will be trained to have skills and knowledge on livelihoods service delivery and operations, and information and resources on linking people to more services, advocating for more services, and leveraging other available government resources. The rationale will be to enhance these various linkage facilitators' skills, motivate them to participate in the referral process, and strategically place or connect them to the UN system to improve the referral system.

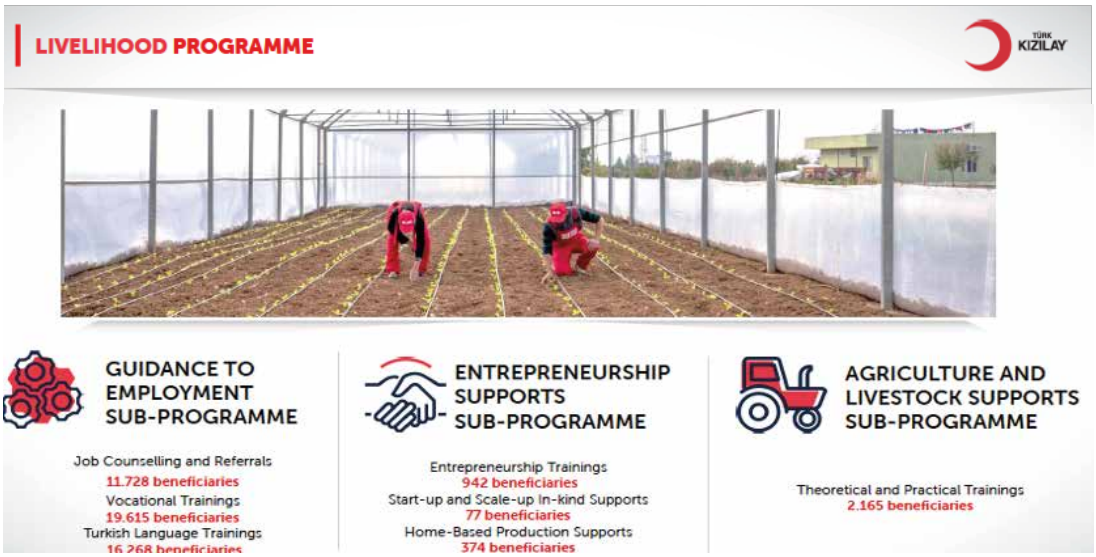
As such, the IARF needs to be complemented by the following, once a person is identified as needing livelihoods assistance (including by public institutions such as PDMMs, ISKUR Service Centres, chambers etc.):

- A livelihoods profiling form, to collect enough information both for selection and potential matching of individuals to livelihoods – focusing on work-related skills, language proficiency, education level, employment history. The form was developed by the 3RP Livelihoods Working Group during the first half of 2021 and is in Annex 3 to this paper.
- A specific guidance to be added to the Advised Basic Operating Principles summarizing the recommendations from this paper.
- Ensuring complete mapping of all relevant livelihoods/food security and agriculture support services listed on the Service Advisor.
- Referring job opportunities directly to the Service Advisor may be difficult, but linking pages listing such opportunities seems more feasible.
- Specific roll-out of the IARF livelihoods package to familiarize partners and local institutions.

In order to guide such a referral and transition process, it is important to capitalize on the experience already available of targeted support to transition refugees from humanitarian assistance to self-reliance. One of the most advanced system in that respect is operated through TRC Community Centres. Indeed, the Centres provide not only protection, health and psycho-social support, and social cohesion activities but also livelihoods assistance as highlighted below.

Figure 7:

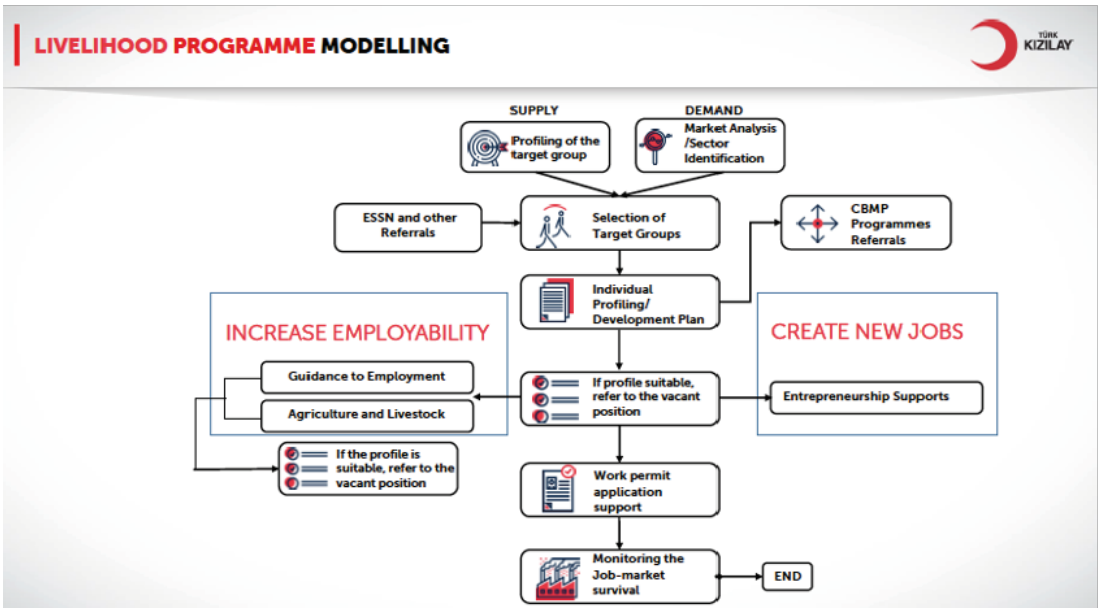
TRC Community Centres Livelihoods Programmes



Source: TRC

Figure 8:

TRC Livelihoods Support Process



Source: TRC

As underlined above, TRC Community Centres are conducting profiling for each individual prior to livelihoods interventions. TRC uses the Sakarya University Certificate Programme for "Job and Vocational Counselling" recognized by ISKUR to provide employment guidance and counselling. TRC already has ad hoc referral to other actors including ILO, TOBB, SADA, ISKUR, KOSGEB, UNDP, UNHCR.

Around 15% of the participants from livelihoods activities in TRC Community Centres are ESSN recipients, or 10,199 ESSN recipients supported to date, out of whom 1,803 have found employment.

In order to encourage formal employment through convincing ESSN recipients, TRC Community Centres put emphasis on promoting labour rights, notably social insurance, legal rights for workers, and minimum wage. Soft skills on business and work culture in Turkey are also important and a best practice to enhance employability and TRC Community Centres' livelihoods staff provide such training after they first receive training of trainers. In terms of outreach to employers, TRC's added value is the huge database of potential workers available, and the fact that TRC can cover work permit fees, including through joint support from other partners.

As mentioned above, partners observe that refugees' attitudes are evolving towards considering formal employment more favourably as they realize that humanitarian assistance may not go on forever, and that formal work means enjoying labour rights.

B. Potential Links to National Systems: ISKUR, Local and Municipal Institutions, Public and Private Platforms

Key Points

- ISKUR is the main actor and official agency for job placement and on-the-job training.
- The institution has been receiving substantial assistance both from 3RP partners and World Bank to increase its capacity and improve its services, which is expected to result in improved efficiency of its overall employment assistance services.
- The World Bank's upcoming project, in partnership with TRC, will maximize ISKUR' capacity to refer refugees to employment in eight provinces: Adana, Gaziantep, Istanbul, Konya, Izmir, Şanlıurfa, Kocaeli, and Bursa.
- The total absorption capacity of ISKUR is not sufficient to support the large size of refugee population in Turkey who need job placement and job matching.
- Municipalities have been playing a key role in referring refugees to services and opportunities, including to livelihoods, and established fruitful partnerships with partners in that respect.
  - Municipalities will be critical in providing preliminary coaching and information to refugees to direct them to employability and job placement assistance.
  - Some municipalities have also developed promising partnerships with the private sector and livelihoods initiatives that can be replicated elsewhere.

Considerations for Future Actions

ISKUR remains the central actor to facilitate future referral and transition process and is receiving substantial assistance to expand and improve its services. However, the total caseload that ISKUR can handle is limited compared to the volume of employment services needed by refugees.

ISKUR's efforts can be best supported by:
- Referring to ISKUR those individuals that are already profiled/identified as more employable, including by having been trained on language and other soft and vocational skills based on the sectoral demands identified by ISKUR at local level,
- Expanding similar assistance in other provinces than those identified by the World Bank project,
- Supporting the tracking of ISKUR program participants post job placement.

In addition, ISKUR's role should be complemented by strengthening the capacity of other actors at local level, namely municipalities and chambers.

ISKUR's role on referral and transition

ISKUR was founded with a mandate of facilitating the processes of protection, development and promotion of employment and preventing unemployment as well as delivering unemployment insurance services.[47]
The institution has a structure that enables implementing active and passive labour policies along with its regular job placement services.

For Turkish citizens, the digitalized referral system by SASF of the Ministry of Family and Social Services (MoFSS) is being utilized to refer recipients of social assistance through the system for job matching. ISKUR accepts such referral based on the sectoral and provincial needs and conducts the job matching, but in-depth profiling and capacity assessment activities still need further improvement. This system relies heavily on the relevant authorities' capacity at local level. ISKUR has "Job Guaranteed Programmes" in which employers commit to hire some percentage of all employees provided by ISKUR. For instance, if an employer receives six employees through ISKUR Job Guaranteed Programme and commits to hire 50% of them, the employer must employ three employees. Otherwise, the employer will be fined based on the assistance payments by ISKUR. This can be seen as one of ISKUR's ways of tracking Job Guaranteed Programmes.

Even though ISKUR has an existing operational system for its employment services, with the inclusion of vulnerable refugees in the processes, the institution's workload has considerably increased. For this reason, it has been receiving substantial assistance to increase its capacity to place both vulnerable refugees and host communities into jobs. UNDP's "Employment and Skills Development Project Component" supports the development of ISKUR's institutional capacity and digital transformation to expand the active labour market policies to respond to demands from the members of host communities and Syrians under temporary protection. The project is being implemented in seven provinces: Adana, Ankara, Gaziantep, Hatay, Istanbul, Kilis and Şanlıurfa. It entails conducting an Institutional Capacity and Digital Maturity Assessment of ISKUR to identify priority areas for capacity development.

47. https://www.iskur.gov.tr/en/corporate/history/

The assistance in terms of process improvement relates to customization of processes in electronic form so as to ensure traceability of the work and enhancement of services, as well as a data analytics strategy both for internal and external data, involving data analytics and business intelligence analysis. In parallel, the IT infrastructure of ISKUR will be upgraded (the institution has been using the same infrastructure for 15 years), which will among others enable accessing services not only from a computer but also from a phone/tablet. This is expected to increase in the accuracy of the orientation of the users to the correct services on the ISKUR website by a rate of 60 to 70%. The assistance to ISKUR Job Clubs will also help prepare individuals to the labour market especially in terms of soft skills.

UNDP is also supporting 11 Job Clubs in the targeted provinces and another will be established in Kilis. Their primary role is to motivate people for employment with JVCs playing the role of club leaders to assess their ability to become employable. Individual guidance, group sessions and peer counselling are methods being used in Job Clubs. Since the main objective is to create self-confidence in individuals, it is different than standard counselling services. Specific training programmes for 3 to 4 days on self-recognition and Turkish labour market makes the Job Clubs special. The project will help standardize such assistance.

The largest assistance is provided by the World Bank's "Transition to Labour Market Programme" which is soon to enter its second phase.[48] The first phase focused on (i) employment services and active labour market programme for refugees and Turkish citizens; and (ii) institutional support to ISKUR and MoLSS for delivery, monitoring and evaluation of active labour market programmes and employment services. The upcoming phase is expected to strengthen the capacities of MoFSS, MoLSS, ISKUR and TRC to implement the proposed project, and enhance and use monitoring and evaluation data on the labour market and social assistance interventions. The ultimate objective will be to inform evidence-based policy making, that is to provide ISKUR with a strengthened M&E system. The project is also expected to support the improvement of communications among TRC, ISKUR and World Bank through the development of necessary IT infrastructure and the design of new, flexible and timely modes of information exchange among the three partners.

The project currently intends to be implemented in Adana, Gaziantep, Izmir, Konya, Izmir, Şanlıurfa, Kocaeli, and Bursa targeting two types group of people: a larger set of individuals who will benefit from TRC services and a subset of those will be referred to ISKUR for placement into on-the-job training programmes. The subset of individuals is projected to be 22,000 to 23,000 including refugees as well as host communities. For the larger group who will come through TRC, the figure will be around to 50,000.

The World Bank was initially intending to support the development of ISKUR Profiling Tool. However, ISKUR is receiving separate assistance to do so and waiting to see the results of profiling studies by various agencies to build up a full-fledged profiling mechanism in the end. Institutions conducting studies should be in communication in order to prevent duplication of efforts, through the Livelihoods Working Group or relevant coordination platforms.

In addition, UNHCR is currently improving ISKUR's job-matching software to the benefit of both supply and demand sides. It is also added that, some IT equipment such as computers and headsets are supplied to ISKUR. The security of the software is expected to be finalized and put online in 2021. This will benefit everyone served by ISKUR, including refugees and host communities.

48. At the time of writing, the project is still pending signature. Available project documents can be found here: https://projects.worldbank.org/en/projects-operations/document-detail/P171471?type=projects

The local branches that are responsible for employment services in Turkey have encountered some challenges, such as differing practices and processes applied in various branches, misinformation among refugees about the existing services (e.g. if they are registered, they lose entitlement to ESSN assistance) or host communities (e.g. Syrians have the priority in job placement), and limited number of available staff (e.g. translators/interpreters). There are also deficiencies in outreach or awareness-raising activities stemming from the sensitivities surrounding refugee employment along with the lack of interest from private sector to recruit refugees. In this sense, the above-mentioned projects will address such challenges which ISKUR is facing together with other authorities. In terms of referral, a proper mechanism to track the individuals is missing in the current system, which counts someone who has worked for one single day as employed without running a follow-up process.

As mentioned above, due to the additional workload brought by the inclusion of Syrians in the processes of job placement, coping with the increased demand in employment services has naturally given rise to capacity issues (limited human resources) and the need to receive capacity-building assistance. Providing additional staff is a delicate issue, as ISKUR data should only be accessed by ISKUR staff. ISKUR is not inclined towards the placement of external staff for they have internal procedures for their counsellors, including a code of conduct. Some recently recruited Job and Vocational Counsellors, who constitute the backbone of ISKUR, are also still pending appointment. Therefore, most of the assistance provided by external actors will be in the form of project assistants and translators/interpreters.

Overall, in terms of ISKUR's capacity to deliver, currently there are around 27,000 program participants including both host communities and Syrians under the Active Labour Market Programmes (ALMPs). The assessment from the World Bank is that the capacity of ISKUR to absorb additional individuals will be fully met through their ongoing intervention. However, as it currently targets 8 provinces, there is room to provide similar assistance in other provinces. Nevertheless, this also shows that the total absorption capacity of ISKUR is not sufficient to support the large size of refugee population in Turkey who need job placement and job matching.

Considering that the heavy workload on ISKUR offices which makes standardized operations more difficult, livelihoods partners can play a facilitating role to prepare individuals prior to reaching ISKUR JVCs so that ISKUR employees can deal with less difficult situations as the applicants will have been trained and ready. In addition, one recommendation would be to discuss with ISKUR to refer some of the ALMP participants under its large project to Job Clubs to prepare themselves for jobs if they are not retained by their employers after on-the-job training.

Municipalities and other local actors

As one of the key frontline institutions, local authorities such as municipalities have been playing a crucial role in providing information and referral services to refugees and host communities. They have notably helped refugees navigate access to services and basic needs assistance. They have also been particularly proactive in actually helping refugees access jobs and services, as they are directly aware of the consequences of lack of self-reliance at community level. Municipalities and local actors are also particularly well placed to gather information on the needs of local businesses and help tailor livelihoods interventions. They can therefore play a strategic role in the referral and transition process.

The lessons learnt on the partnerships of Task Team members with municipal institutions for livelihoods programmes underline the positive role that municipalities can play in livelihoods programme, notably on:

- Providing land for supported businesses/cooperatives to use (ILO partnership with Adana Metropolitan Municipality (MM), UNHCR partnership with Ankara MM).
- Linking up municipal vocational training and/or employment centres with private sector (UNHCR and Ankara MM, ILO and Istanbul MM).
- Providing soft skills and job search coaching to individuals (UNHCR in Sultanbeyli Municipality).
- Potentially referring or informing individuals on ISKUR's role and services.
- Direct job opportunities in providing municipal services, including through sub-contractors (WFP soup kitchen services in Ankara, Istanbul, Izmir, Adana, Mersin and Kilis Municipalities).
- Cash for Work interventions for municipal public and recreational space or restoration of agricultural areas (GIZ and FAO experience).

In terms of challenges and assistance needs, the most common ones faced by partners revolve around the following:

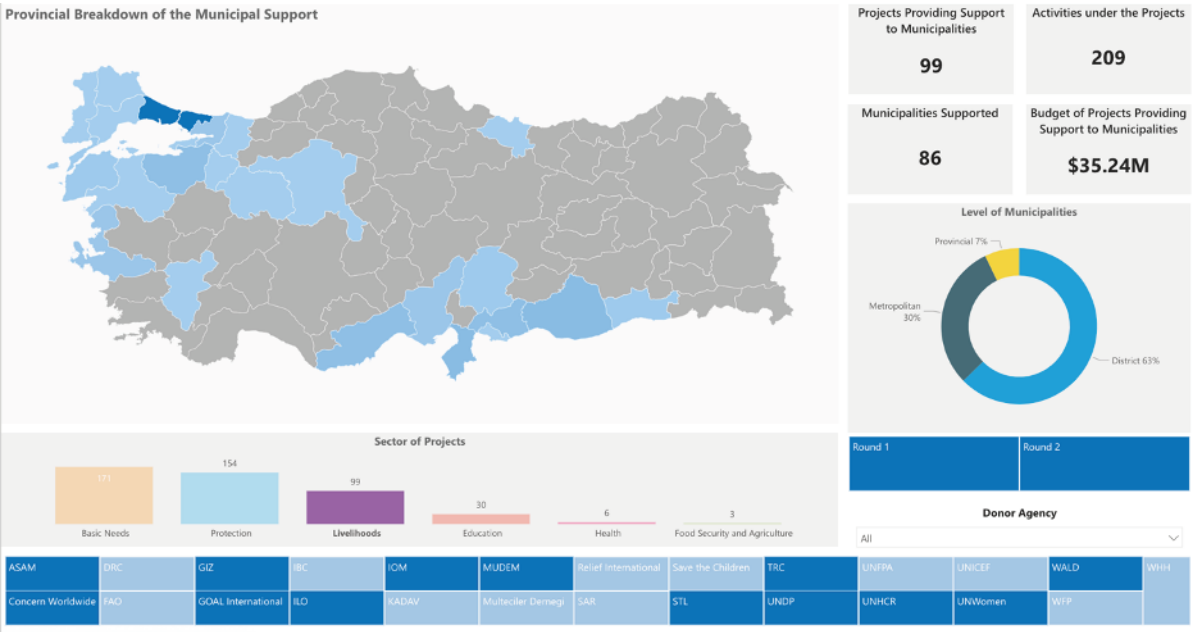
- Not all municipalities have similar experience and implementation capacity.
- Standardization and exchange of experience in terms of the operations of municipalities. For instance, Ankara MM took initiative during the pandemic and established a network with the private sector. Such practices can be mainstreamed into other municipalities as well in terms of standardization.
- General access and referral from the refugee community to municipal livelihoods services.
- Internal coordination and referral between services provided by various departments of the same municipality.

Overall, partners also underline that the critical factor for a positive role of municipalities in livelihoods is the will of the leadership, particularly that of the mayor, and their ability to understand the refugee presence not only as a burden or a purely humanitarian matter but also as an opportunity.[49]

The 3RP coordination has recently published a full dashboard on projects of 3RP and other partners with municipalities, including on livelihoods – see below.[50] This will be complemented by a subsequent database from the Union of Municipalities of Turkey which will take stock of all initiatives undertaken by municipalities with regard to refugees and migrants.

Figure 9:

Mapping of Municipal Support Programmes by 3RP and other Partners



Source: 3RP Municipal Support Dashboard, see footnote for details

49. UCLG Global Task Force on Migration, GTFM Meeting "Migrants & Refugees access to labour markets: towards equality for displaced workers", April 2021, https://www.gtfm.uclg-mewa.org/
50. 3RP Inter-Agency, Turkey - Mapping of Municipal Support by Partners, https://data2.unhcr.org/en/dataviz/75?sv=4&geo=113

Information, tools, and public and private platforms to find job vacancies

In order to actually disseminate information on available job opportunities and livelihoods, the following good practices have been identified by partners:

- Continuing to use the 3RP Service Advisor[51] where all partners can provide their updated livelihoods interventions and eligibility criteria, number of total program participants and remaining vacancies/capacity, which may ease the referral mechanism.
- Working with provincial ISKUR Service Points to draw individuals" attention on job opportunities available in the sector.
- Organizing periodic regional round-table meetings with public, private and NGO sector leads to keep updating each other in terms of labour market needs and progress.
- Organizing capacity-building training and workshops with public, private, NGO partners to support developing standard guidelines on refugee employment which reflect the implementation processes, address the needs of each actor and provide a more comprehensive response.
- Providing capacity assistance to chambers which play an important role to match individuals with job opportunities. Partners are working particularly on increasing chambers' capacities to reach informal businesses and refugee workers.
- Conducting regular field visits in Organized Industrial Zones, collaboration with ISKUR, relevant chambers.
- Reading Help Wanted ads, connecting through business councils/chamber of commerce/professional chambers.
- Using INGEV's most updated database of Syrian SMEs including 5,115 businesses as of June 2021 in Turkish and English.

C. Potential Links to Other Livelihoods Actors

Key Points & Considerations for Future Actions

There are comprehensive programmes ongoing related to economic empowerment implemented by various stakeholders (3RP, IFIs, other international partners).

Their overall impact on employment is significant but remains short of the necessary scale as many focus on the supply rather than demand side of the labour market.

The priority should therefore be to find policy solutions facilitating a transition at scale for target groups by addressing existing structural barriers to the labour market and facilitating the creation of new opportunities, with employment programmes focusing on supporting those lagging behind.

A joint reference policy and strategic framework will be necessary to muster various stakeholders around a common goal.

In the absence of such strategy, the 3RP platform and this paper provide a basis for enhanced coordination

51. https://turkey.servicesadvisor.org/en

In addition to 3RP actors and TRC's own livelihoods activities, International Financial Institutions (IFIs) such as the World Bank, KfW, JICA, EBRD, EIB, or AFD, as well as bilateral partners and international organizations like GIZ, Expertise France, ICMPD, have been delivering a growing proportion of the refugee response in Turkey, especially following the FRIT 2 allocation from the EU. The 3RP has conducted a detailed mapping of their interventions. Specifically, on livelihoods, a total of over USD 1bn is being delivered by such actors, through the projects listed in Table 4 below.

Table 4:

Main ongoing non-3RP projects focusing on economic inclusion of refugees

Partner	Institution Supported	Project Title	Indicative Budget (Modality)
World Bank	ISKUR	Employment Support Project for Syrians Under Temporary Protection and Turkish Citizens	**$53,000,000** (Grant)
World Bank	ISKUR	Turkey: Support for Transition to Labour Market for Syrians under Temporary Protection and Turkish Citizens Project	**$88,000,000** (Grant)
World Bank	Private Sector	Inclusive Access to Finance	**$400,000,000** (Loan)
World Bank	MoIT	Development of Enterprises and Entrepreneurship for Syrians under Temporary Protection and Turkish Citizens	**$2,000,000** (Grant)
World Bank	TKYB	Formal Employment Creation for Refugees and Turkish Citizens	**$430,000,000** (Blended)
World Bank	MoIT	Social Entrepreneurship, Empowerment and Cohesion in Refugees and Host Communities	**$48,041,875** (Grant)
World Bank	ACC	Formal Employment Support in Agriculture Sector	**$56,451,000** (Grant)
KfW	MoNE	Economic and Social Cohesion through Vocational Education	**$58,662,100** (Grant)
EBRD	Private Sector	Business Advisory Services	**$1,173,574** (Grant)
EBRD	Chambers	Capacity Building for Business Associations	**$487,000** (Grant)
EBRD	Private Sector	Improving Entrepreneurship Activities through Mentoring, Accelerator and Training Programmes	**$528,000** (Grant)
EBRD	Private Sector	Syria Palestinian Employment and Entrepreneurship Development (SPEED) Project	**$8,500,000** (Blended)
ICMPD[52]	MoIT	Enhancement of Entrepreneurship Capacities for Sustainable Socio-Economic Integration (ENHANCER)	**$31,000,000** (Grant)
Expertise France	MoNE	Improving Employment Prospects for Syrian Refugees and Host Communities by High-Quality VET and Apprenticeship in Turkey (VET4JOB)	**$23,400,000** (Grant)

Source: 3RP IFI Mapping

52. ICMPD has now formally included its project in the 3RP but was not a partner when ENHANCER was developed.

Overall, based on inputs provided directly by IFIs and other partners, the 3RP estimated that the projects listed in table 4 would contribute to creating about 18,000 jobs directly, and assistance for the employability of over 100,000 Turkish citizens and refugees, and supporting about 8,000 businesses.[53]

The following table 5 including 3RP progress and targets demonstrates that only working jointly across partners types and modalities is a precondition to international assistance to deliver significant results on the issue of employability. Nevertheless, even if substantial new resources are provided to socio-economic inclusion programmes in Turkey, it is unlikely that the total results will reach a scale comparable to the estimated needs (i.e. nearly 1 million refugees working informally and at least an equivalent number of host communities to be targeted). This calls for focusing first on finding policy solutions facilitating a transition at scale for target groups by addressing existing structural barriers to the labour market and facilitating the creation of new opportunities, with employment programmes focusing on supporting those lagging behind.

Table 5:

Potential Cumulative Employment-Related Results of Ongoing Economic Inclusion Programmes (3RP and non 3RP)

Key Indicator	Total Targeted Through Non-3RP Programmes	Total 3RP Results 2017-2020	3RP Target 2021-2022 (if the appeal is fully funded)	Total Potential Impact
# of People Benefiting from Employability Assistance	107,234	168,896	69,980	346,110
# of People Benefiting from Language Training	31,850	124,478	69,450	225,778
# of Jobs Created/People Placed in Jobs	17,990	22,081	55,335	95,406
# of Enterprises, MSMEs, Cooperatives Supported	7,886	4,215	25,660	37,761

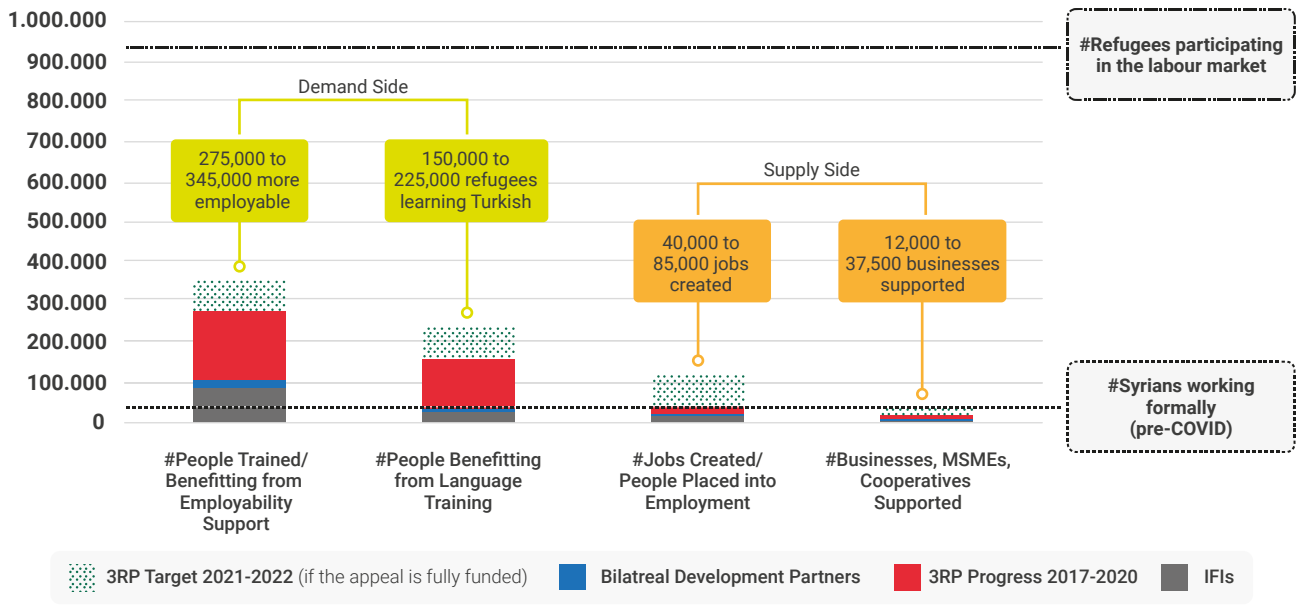
Source: 3RP IFI Mapping

The previous section outlines how projects aiming specially at facilitating transition by supporting existing systems (ISKUR) can be articulated in practice. For other projects, the 3RP coordination structure offers the appropriate spaces (Syria Task Force inter-sectoral meeting, Livelihoods and Food Security and Agriculture working groups) for such partners to meet, exchange information and operationalize this roadmap in practice. However, a joint reference policy and strategic framework will be necessary to muster various stakeholders around a common goal. In the absence of such strategy, the 3RP platform and this paper should provide a basis for enhanced coordination and articulation of such efforts. The above-mentioned potential total cumulative results remain insufficient with the total scale of needs in terms of transition to employment, as illustrated by Figure 10 below. While additional assistance to Turkey from the EU has been announced[54] , particularly in the socio-economic field, it will be crucial that such assistance not add to the current fragmentation of livelihoods interventions but support a coordinated referral and transition approach so as to maximize its impact on the most vulnerable.

53. 3RP Inter-Agency, Mapping of IFIs Interventions in Turkey, March 2021, https://data2.unhcr.org/en/documents/download/85524
54. European Council Conclusion, 25-24 June 2021, https://www.consilium.europa.eu/en/meetings/european-council/24-25/06/2021/

Figure 10:

Total Potential Cumulative Impact on Employment of International Support Programmes



Source: 3RP IFI Mapping

D. Data Protection (privacy) Considerations

Key Points

- By law, personal data (any information that relates to an individual) may only be collected, processed and transferred based on the explicit consent of the individual in question.
- Transferring data to other institutions is also governed by law. In order to legally transfer data to other parties, receiving explicit consent will not suffice, and other criteria need to be met.

Considerations for Future Actions

All humanitarian organizations obtain the consent of individuals through informed consent forms.

Inter-agency referral should build on existing systems from partners and integrate external actors information and queries in line with these data protection considerations.

In 2016, a new law on the protection of personal data entered into force in Turkey, namely the Law No. 6698 on Protection of Personal Data (Turkish acronym: KVKK). According to that Law, personal data which is any type of information that relates to an individual may be collected, processed and transferred based on the explicit consent of the individual in question.[55] Although receiving explicit consent is the obligation for all such processes, some exceptions are provided under Article 4 of KVKK. There are three different components of explicit consent: it must (1) relate to a specific issue, (2) be based on information, (3) be declared by free will. Transferring data to other institutions is also governed by KVKK.

55. According to Article 3, processing data means "series of operations that are carried out on personal data such as collection, recording, storage, retention, alteration, re-organization, disclosure, transferring, taking over, making retrievable, classification or preventing the use thereof, fully or partially through automatic means or through non-automatic means only for the process which is a part of any data registry system set out in the Law".

In order to legally transfer data to other parties, receiving explicit consent will not suffice; and in addition to explicit consent, it is also stipulated that:

- It is mandatory for the protection of life or to prevent the physical injury of a person, in cases where that person cannot express consent or whose consent is legally invalid due to physical disability,
- Processing of personal data belonging to the parties of a contract is necessary provided that it directly relate to the conclusion or fulfilment of that contract.
- It is mandatory for the controller to fulfil its legal obligations.
- The data is made manifestly public by the data subject.
- Data processing is mandatory for the establishment, exercise or protection of any right.
- It is mandatory for the legitimate interests of the controller, provided that such processing not violate the fundamental rights and freedoms of the data subjects.[56]

Accordingly, all humanitarian organizations obtain the consent of individuals through informed consent forms by explaining all rights and obligations of the data owners. In addition, transferring data is a challenging process. Since making referral is also a data-transferring process, all institutions must meet these conditions. During the pandemic, receiving informed consent has been challenging due to the remote working modality practiced by organizations.

In addition to these articles, even if the personal data is received with consent; there is an obligation of registration to the Data Controllers Registry System (VERBIS) which belongs to the Personal Data Protection Authority for any acts on data processing in accordance with Article 16 of KVKK. However, in 2018 and 2019, two additional decisions were circulated stating that associations established in accordance with the Law on Associations were to be excluded from this obligation as long as (1) data would be obtained and processed in accordance with the Turkish Law, and (2) data collected and processed must be limited to the activities of the association and be only for their own employees, members and donors (has many loopholes – can be interpreted in various ways).

With regard to these decisions, INGOs are under the obligation to be registered with the VERBIS system. As an example of a running referral system and its relationship with the above-mentioned considerations, TRC has been utilizing its internal system which respects data protection and data security under the national law. Each employee of TRC must sign a data privacy agreement to use this system. Moreover, internal audit mechanisms are operated to audit the compliance of systems with the national laws and software is designed to be in line with data protection requirements.

For instance, all protection cases are registered in the system with consent of the related individuals who are informed about the future processes. The system comprises a data field related to the consent of the case-holder. Since the cases have sensitive nature, the related information must be kept secure. Therefore, once registered in the system by the identified staff, they are directly referred to the protection unit to avoid any possible risks. The authorization of the referring staff is only limited to access to the status of the referred protection case. Only the protection unit can see the detailed version of the actions taken. When required, details on interventions are only exchanged between the focal points. These processes followed in protection cases can be applied in other types of referral cases as well.

Nevertheless, for the inter-agency referral, this system needs further enhancement to make the integration of external actors easier yet still strongly aligned with data protection considerations. In this respect, it may be useful to build on the existing system and align it with other actors' systems.

56. https://www.kvkk.gov.tr/Icerik/5389/Data-Protection-in-Turkey, pp. 5-6.

E. Towards a Coordinated Implementation and Communication on Referral and Transition

Key Points & Considerations for Future Actions

For a consolidated implementation of referral to livelihoods, all actors must have a mutual understanding and demonstrate a common approach.

Messages to be delivered to the affected population must be as standardized as possible, focusing on:
- Assistance provided during the transition period to individuals will be supported via language and skills training, career planning and counselling,
- Benefits and requirements of formal employment in terms of sustainability of income, social insurance, and labour rights,
- An overview about the business environment and work permits.

Further coordination of the ongoing support provided both in terms of livelihoods and humanitarian assistance requires addressing the following issues:
- Possibility of incentivizing formal employment among social assistance recipients, including exploring possibility for a transition phase of 3 to 6 months until refugee/host community gains stability in formal employment and confidence in the employer (alongside transition incentives support to the employer as described previously).
- Possibility to be enrolled again in social assistance schemes if refugees lose their formal employment and Harmonization/alignment of the modalities of livelihoods assistance provided across livelihoods actors.

Conflict-sensitive communication and information to host communities to alleviate potential social tensions resulting from misinformation about assistance provided to refugees.

In line with the transition goals, the question comes to the forefront on how individuals will be referred to livelihoods. In this sense, communicating with targeted population is an essential step to take because, only when individuals are informed and encouraged for benefiting from livelihoods can the long-term objectives of the government, 3RP and other partners be accomplished. During referral and transition to livelihoods, the balance between humanitarian assistance conditions and formal employment to be reached should be explained to individuals in the best way possible.

In the context of outreach, regular sensitization and advocacy activities should be carried out, such as raising awareness of target groups along with local authorities such as municipalities and chambers, NGOs and related organizations by giving the most updated and accurate information on the relevant sectors and services. Deriving from the relevant experience in such communicative activities, outreach plays an important role in strengthening the referral mechanism. However, it is paramount for all actors involved in the referral process to adhere to the same key messages with potential participants, to ensure consistency and clarity in communicating on the access to livelihoods.

It is understood that from the individuals' side, there are concerns about losing regular assistance which serves as a means of subsistence, because there is a lack of information about formal employment which will give them the opportunity to have steady, regular and better-paid jobs. On the other hand, as mentioned above, people are becoming increasingly sensitive to the disadvantages of informal employment, particularly in terms of job security. This has become even more acute during the pandemic where informal workers directly bore the brunt of economic difficulties.

The new study from DRC notably shows that there is still limited awareness on the benefits of formal employment, such as the minimum wage, health insurance, legal protection which can help further raise the number of people interested in transition to formality. The study also points out that perceptions of formal employment varies by province, with respondents in Hatay and Kahramanmaraş more interested in working formally than those in Kilis or Şanlıurfa.[57] In addition, the positive impact of livelihoods programmes related to job creation or formalization provide some initial indication that people placed in formal jobs clearly see the advantages of formal employment.

Therefore, for a consolidated referral process to livelihoods, carrying out advocacy and informative activities is a must. During these activities, all parties must have a mutual understanding and demonstrate a common approach; thus, the messages to be delivered should be standardized. These messages should comprise information on how during the transition period individuals will be supported via language and skills training, career planning and counselling, how formal employment will provide more sustainable income than social assistance while reducing dependency and what kind of benefits the formal employment with social security in Turkey will bring to individuals, as well as an overview about the business environment and work permits.

The ongoing work of the livelihoods sector to harmonize support schemes, for example, have better aligned training stipend rates so that competition as well as the creation of parallel systems are prevented. Otherwise, people will go for the training that 'pays' most and not the training that is most beneficial for employment prospects.

At policy level, some of the key issues that need attention revolve around flexibility and current relation between formal work and social assistance. This will require exploring incentive mechanisms for the household during the first months of formal employment, while employers are also incentivized to formalize work, and/or a fast-track pathway to re-enrol into social assistance if formal employment does not last. Such mechanism can only be effective if other barriers are also addressed, such as the one-year term of work permits, ceiling of foreign employees, or provincial registration requirement and mobility restrictions.

Last but not least, although most of the steps and assistance should apply equally to refugees and members of host communities, it is necessary to engage in conflict-sensitive communications towards the Turkish communities to prevent any misinformation or misperceptions on preferential treatment of refugees in a context where access to employment is the primary need of all vulnerable groups.

57. DRC, Syrian Refugees' Perception of the Formal Labour Market, 2021.

Photo Credit: UNDP

V. Conclusions, Recommendations and Way Forward

The work of the Task Team on Referral and Transition to Livelihoods Opportunities has contributed to consolidating key technical recommendations to enhance the access of refugees and host communities to livelihoods and self-reliance. The paper outlines that such a transition process should capitalize on existing programmes, both from the humanitarian and resilience dimensions of the response to date, which have already achieved significant progress in identifying and empowering the most employable individuals. A successful transition strategy needs to combine a sound profiling to identify a specific target group with employability assistance, and generation of opportunities in suitable sectors of the labour market through the provision of tailored incentives to private sector entities and generation of opportunities in relevant public services providers.

The Task Team has identified key tools and approaches that need to be further elaborated to actually refer and match the identified recipients of humanitarian and social assistance to livelihoods. This includes, first and foremost, ISKUR's job counselling and matching activities, but also the improvement of other processes, notably within the 3RP (better tracking of livelihoods programs' participants, IARF), and with local institutions (networking of municipalities, chambers and other private sector umbrella organizations including refugee associations).

The above-mentioned approach will be critical to maximize the efficiency of current international and national assistance programmes related to social assistance and socio-economic inclusion, if implemented in a coordinated and conflict- and gender-sensitive way. However, a transition process will only be effective in significantly reducing the number of refugees and host communities on social and humanitarian assistance if set up within a broader policy framework that will address some of the existing barriers to self-reliance. This will require tackling structural issues particularly related to the low labour force participation of women and drivers of informality in the labour market by considering to introduce some flexibility around existing criteria and standards. Incentivizing recipients of social assistance to work formally by temporarily combining assistance and employment, and further simplifying access to work permits should be explored. Last but not least, transition to self-reliance will only occur with strong buy-in and engagement of the private sector, beyond the provision of incentives to targeted employers and local coordination outlined in the paper. In particular, win-win partnerships including opportunities to facilitate and reward private sector entities engaged in a transition strategy by facilitating access to new markets and value chains should be assessed.

In addition to the above-mentioned recommendations, the following immediate next steps should be considered by Task Team partners:

In the short term:

- Task Team to disseminate the output paper to the wider 3RP constituency, including the full Livelihoods Working Group partners and local NGOs, in order to further refine the key tools and procedures to implement a referral to livelihoods.
- Based on these consultations, the Task Team should provide additional guidance to be included in the IARF and training materials/sessions to field partners to improve existing linkages between protection, basic needs, and livelihoods programming.
- 3RP and other partners should continue to expand the use of available key tools relevant to transition, such as IARF, KIZILAYKART Information Exchange Mechanism, Service Advisor, or livelihoods sector profiling form.

In the medium term:

- Senior management of Task Team partners (3RP, ESSN partners, World Bank, GIZ) to engage with key government decision makers and donors on the recommendations of the output paper, and explore opportunities to build into the paper towards a more comprehensive policy framework on self-reliance.
- The 3RP and other Task Team partners should take advantage of the current efforts to develop private sector engagement in the 3RP, particularly through the Business for Goals Platform, to also discuss the role and perspective of the private sector in the transition process, including through access to new markets and linkages with global value chains.
- The 3RP and Task Team partners should conduct studies to fill some of the key information gaps highlighted in this paper, but also to assess the potential feasibility and impact of changes in the policy framework, including amendments to the work permit regulations, and mechanisms to access new markets and opportunities for employers supporting the transition process.

In the long term:

- Task Team partners and other socio-economic actors programming on transition should capitalize on the recommendations laid out in the output paper in designing and implementing future projects.
- Government and international decision makers should foster an enabling policy environment to support such programmes by addressing key barriers to accessing sustainable livelihoods for refugees and host communities alike.

Annex 1: Terms of Reference

3RP STF Task Team on Referral and Transition to livelihoods opportunities

Background:

Facilitating access of vulnerable refugees and host communities to employment opportunities and self-reliance as an important contributing factor to social cohesion, has been a long-standing issue in the response to the Syria crisis in Turkey and in the region.

In Turkey, the issue of graduation from humanitarian and cash support came at the forefront with the release by the Government of the Exit Strategy from the ESSN Programme in December 2018, which laid out how some of the more work-able beneficiary households from the ESSN programme could be supported towards employment. This has in turn become one of the focus areas of both the ongoing ESSN programme implemented by TRC and IFRC, and of other socio-economic support programmes.

The issue has also long been of the agenda of the 3RP, with multiple discussions and joint meetings between agencies and sectors over the past years. In addition to facilitating transition from basic needs support toward livelihoods, 3RP partners have also identified the referral of protection cases towards livelihoods support as a crucial need.

This resulted in identifying the issue of transition and referrals as one of our main collective priorities of the STF workplan for 2020. It was then discussed in more details in the June 2020 meeting of the Livelihoods working group, and in the Syria Task Force in July.

Yet, initial discussion, consultation and strategic reflection have not yet resulted in articulating a practical way forward. Given the scale of needs and the complexity of the task combined with the COVID 19 multiple impacts, it is crucial for the 3RP and other partners of the refugee response in Turkey to strengthen collaboration to come up with a collective and coherent approach to the above.

In its July 2020 STF meeting, it was proposed to form a Task Team of technical experts from the different 3RP sectors and stakeholders in charge of outlining key elements of a collective and coherent approach to the issue of referral and transition of refugees and host communities to livelihood opportunities. The task team would help focus and refine discussion and look at the issue in more details, in order to inform the 3 22-2021RP planning process and the development of other relevant strategy and programs and to recommend field research and related policy work and advocacy.

The Task Team would ensure mutual information exchange and discussion on a topic of common interest targeting to feed into partners' respective plan and strategy, the. In addition, considering both the experience of 3RP partners on provision of basic needs assistance but also the 3RP continuous involvement in protection programme and the growing scale of the 3RP Livelihoods and Food Security and Agriculture Sectors, the Task Team could also be beneficial to programme outside the 3RP by providing more options for future referrals.

Objectives:

More specifically, the Task Team will be tasked with the following:

- Exchange respective approaches, including lessons learnt from other countries, related to the referral and transition of beneficiaries from humanitarian (protection, basic needs and various forms of cash assistance) to decent and formal livelihoods opportunities in all sectors (including agriculture).
- Identify key issues and liaise with available innovation labs, academics/think tanks and private sector platform to collect ideas, inputs, suggestions and recommendations
- Define joint principles, approach, criteria, possible technical resources and mechanisms /options to facilitate such referral/transitions in Turkey. The Task Team would not go into the detailed actions plan or activities to be put in place, which would remain the prerogative of each partner.
- Draft a brief paper on joint approach to the issue of referral/transition to livelihoods opportunities to inform the programming of relevant partners, to outline support to the Governments efforts on access to employment and harmonization. This should also outline potential next steps for 3RP and other partners, including potential future deliverables for the task team.

The paper will be the main deliverable of the task team, while the 3PR 2021/2022 will include a reference to the ongoing work of the Task Team.

Composition:

The Task Team will be co-chaired by TRC and by the 3RP Inter-agency coordinators.

The Task Team will involve the relevant following stakeholders:

- Coordinators of the relevant sectors: livelihoods, food security and agriculture, basic needs, education and protection, as well as the inter-sector coordinators.
- Technical staff of key 3RP partners / STF members working directly on the issue of referral/transition to livelihoods opportunities. As of October 2020, UNDP, ILO, UNHCR, UNICEF, FAO, WFP, IOM, and CONCERN have expressed interest in having technical experts contributing to the Task Team.
- TRC and IFRC, as the issue of referral and transition is very relevant to TRC and IFRC work in the context of the ESSN programme.
- Technical staff from other stakeholders (IFIs, bilateral development partners) working on the issue of referral/transition to livelihoods opportunities. As of October 2020, GIZ expressed interest to become part of the task team.

Reporting:

The Task Team will report to the STF as the coordination platform gathering all relevant stakeholders, and inform the different 3RP working groups accordingly. The SRG and TRC will approve outputs of the Task Team directly relevant to the 3RP 2021-2022.

Timeline and meetings:

The Task Team will initially meet for an initial period of three months, until end of Q1 2021. Its work might be extended beyond this timeframe pending agreement of all of its members, STF support and SRG and TRC agreement. The Task Team will meet every three weeks, and be co-chaired by the 3RP Inter-agency coordination team and TRC (with technical support of IFRC). Given its role as co-lead of the 3RP on resilience and chair of the livelihoods working group, UNDP coordination team will act as the secretariat of the task team with TRC.

ANNEX 2: Inter-Agency Referral Form – Turkey

Date of Referral: Click here to enter a date.
Priority level: Choose an item.
Case number: Click here to enter text.

Consent
Read this section with the client/caregiver and answer any questions before s/he signs below. **Tick the boxes that apply to the consent given.** I, Click here to enter text., understand that the purpose of the referral and of disclosing this information to Click here to enter text. is to ensure the safety and continuity of care among service providers seeking to serve me. I authorize referral to specialized agencies and understand this agency will contact me directly **(note to interviewer: if there is any objection to this please list the reasons below)**.The service provider, Click here to enter text., has clearly explained the procedure of the referral to me and has listed the exact information that is to be disclosed. By signing this form, I authorize this exchange of information and form of contact by the receiving agency.
☐ Consent to share the information in this form with a specialized organization for the purpose of service and/or provision of assistance ☐ Consent to being contacted directly by the specialized organization If no consent, please list reasons: Click here to enter text.
Signature of responsible party *(client or caregiver, if a child)*: _____ **Date:** Click here to enter a date.

Contact UNHCR (with consent of the client) if the case meets *any* of the below criteria:

- ☐ Immediate physical threat
- ☐ Threat of deportation
- ☐ Push back/Western Border
- ☐ Unaccompanied child
- ☐ Threat of detention

Referring Organization	**Receiving Organization**
Organization name: Click here to enter text.	Organization name: Click here to enter text.
Contact name: Click here to enter text.	Contact name: Click here to enter text.
Phone: Click here to enter text.	Phone: Click here to enter text.
E-mail: Click here to enter text.	E-mail: Click here to enter text.
Address: Click here to enter text.	Address: Click here to enter text.
Referral delivered by: ☐Phone (emergency only) ☐E-mail☐In person☐Electronically (app or database)	

Client Information			
Name: Click here to enter text.			
Date of birth: Click here to enter a date.	**Sex:** Choose an item.	**Client ID type:** Choose an item. **ID number:** Click here to enter text.	**Client ID type:** Choose an item. **ID number:** Click here to enter text.
Address: **House number:** Click here to enter text. **Street:** Click here to enter text. **Neighbourhood:** Click here to enter text.			

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District: Click here to enter text. **Province:** Click here to enter text.
Nationality: ☐Syrian☐Turkish☐Iraqi☐Afghan ☐Iranian ☐Other. Specify 'other': Click here to enter text.
Language(s) ☐Arabic☐Turkish☐Farsi☐Kurdish☐English☐Other. Specify 'other': Click here to enter text.
E-mail: Click here to enter text.
Phone: Click here to enter text.
Alternate phone: Click here to enter text.
Relationship to alternate contact: Click here to enter text.

If client is a child *(under 18 years)*
Is the child unaccompanied? ☐Yes *(If yes, contact UNHCR. See above)* ☐No
Is the child separated? ☐Yes☐No
Name of primary caregiver *(or no caregiver?)*: Click here to enter text.
Caregiver's relationship to child: Click here to enter text.
Contact information for caregiver: Click here to enter text.
Is the caregiver informed of the referral? ☐Yes☐No *(If no, explain why):* Click here to enter text.

Reason for Referral
NOTE: Do not share SGBV or other sensitive information in pages 1-2 of this form. Use page 3 and then password protect the entire document when any inter-agency referral requires sensitive information to be shared.
Describe the problem *(duration, frequency, etc.)* **needs and priorities:** Click here to enter text.
Describe the services already provided by your, or any other, organization: Click here to enter text.
Note any referrals to other organizations *(to the best of your knowledge):* Click here to enter text.

Services Requested			
☐Medical ☐Mental health ☐Education	☐Protection ☐Legal ☐Family tracing/reunification	☐Material assistance ☐Financial assistance/livelihoods ☐Shelter	☐Other
Specify 'other': Click here to enter text.			
Explain any requested services and indicate priorities, if any: Click here to enter text.			

Referral Checklist
☐The client has been **informed of the referral**. *If not, explain.* Click here to enter text.
☐The client has **signed consent** to release information *If not, explain.* Click here to enter text.
Any **restrictions** on contact or information release? ☐Yes ☐No *If yes, explain.* Click here to enter text.
Feedback to Referring Organization
The referring organization requests **feedback or follow up information**: ☐Yes ☐No *If yes, explain.* Click here to enter text.

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For inter-agency referral of SGBV survivors, please complete this page and password protect the document. This page may also be used for other case types where sensitive information must be shared for the purpose of the referral. To set a password, go to the 'file' tab at the top left of this page, select 'info' on the bar at the left hand side, select 'protect document', select 'encrypt with password' and enter password when prompted. Note: If you lose or forget the password, it cannot be recovered and you will lose access to the document. It is advisable to keep a list of passwords and their corresponding document names in a safe place. Share the password in a separate email from the email with the referral form. Remember, passwords are case sensitive.

Client Information			
Is the client an SGBV survivor?		☐ Yes, the client is a confirmed SGBV survivor.	
☐ Maybe. I suspect that the client is an SGBV survivor.		☐ No, the client is not an SGBV survivor. Other sensitive protection.	
Specify non-SGBV or other comments, if any: Click here to enter text.			
Did the client volunteer any information on his/her emotional state? *If so, record below in the client's own words.* Click here to enter text.			
What are your observations of the client's emotional state at the end of the intake/assessment interview? Click here to enter text.			
Safe contact can be made by *(in order of preference):*	During these days:	During these hours:	Contact details:
Choose an item.	M T W T F S S	Click here to enter text.	Click here to enter text.
Choose an item.	M T W T F S S	Click here to enter text.	Click here to enter text.
Choose an item.	M T W T F S S	Click here to enter text.	Click here to enter text.
If other, please explain: Click here to enter text.			
Is there anything that the service provider should be aware of (ex. trigger stimulus) or other special care instructions? Please explain: Click here to enter text.			

Details of incident		
Account of the incident / description of the incident (summarize the details of the incident in client's words). *Only complete if the incident details are relevant to the services being requested. Limit information to what is necessary for the receiving organization to know.* Click here to enter text.		
Type of incident violence: *(Refer to the GBV classification tool or intake/assessment form).*		
☐ Rape	☐ Physical assault	☐ Denial of resources, opportunities or services
☐ Sexual assault	☐ Forced marriage	☐ Psychological / emotional abuse
☐ Non-GBV. Please explain: Click here to enter text.		
Is the client willing to file an official complaint? ☐ Yes ☐ No		

Services requested		
Service:	Priority level:	Consent given:
☐Safe shelter	Choose an item.	☐Yes ☐No
☐Medical	Choose an item.	☐Yes ☐No
☐PEP/STI prevention	Immediately to 72 hours maximum	☐Yes ☐No
☐Emergency contraceptive	Immediately to 5 days maximum	☐Yes ☐No
☐Psychosocial support (PSS)	Choose an item.	☐Yes ☐No
☐Legal	Choose an item.	☐Yes ☐No
☐Security/police	Choose an item.	☐Yes ☐No
☐Cash or material assistance	Choose an item.	☐Yes ☐No
☐Livelihood	Choose an item.	☐Yes ☐No
☐Education	Choose an item.	☐Yes ☐No
☐Other:	Choose an item.	☐Yes ☐No

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ANNEX 3: Livelihood Sector Key Profiling Questions

Individual Information-1			
Name: Click here to enter text.			
Date of birth: Click here to enter a date.	**Gender:** Choose an item.	**Individual ID type:** Choose an item. **ID number:** Click here to enter text.	**Second Individual ID type:** Choose an item. **ID number:** Click here to enter text.
Address: District: Click here to enter text. Province: Click here to enter text.			
Nationality: ☐Syrian ☐Turkish ☐Iraqi ☐Afghan ☐Iranian ☐Other. Specify 'other': Click here to enter text.			
Native language(s) ☐Arabic ☐Turkish ☐Farsi ☐Kurdish ☐English ☐Other. Specify 'other': Click here to enter text.			
E-mail: Click here to enter text.			
Phone: Click here to enter text.			
Alternate phone: Click here to enter text.			
Relationship to alternate contact: Click here to enter text.			

Individual Information-2
The city that the beneficiary is registered to: Click here to enter text.
The city that the beneficiary currently lives in (if different than the registered): Click here to enter text.
The year of arrival to Turkey: Click here to enter text.
Educational Background ☐Illiterate ☐Primary Education ☐High School Diploma ☐Associate Degree (Vocational School-2 year programmes) ☐Bachelor Degree ☐Master Degree ☐PhD ☐Other. Specify 'other': Click here to enter text.
For University Graduates University of Graduation: Click here to enter text. Department: Click here to enter text. Year of Graduation: Click here to enter text.
Does the beneficiary have educational diplomas and certificates?: ☐Yes ☐No
Does the beneficiary have the official equivalence for the educational diplomas and certificates?: ☐Yes ☐No
Does the beneficiary need a vocational qualification certificate to practice their occupation?: ☐Yes ☐No ☐Will be referred to VQO information sessions and certification exams
Employment Status ☐Working with a work permit ☐Self-employed ☐Informally working ☐Seasonal work ☐Unemployed
Current occupation: Click here to enter text.

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Employment History
1) Company: Click here to enter text.
Position: Click here to enter text.
Duration and years of employment: Click here to enter text.
2) Company: Click here to enter text.
Position: Click here to enter text.
Duration and years of employment: Click here to enter text.
3) Company: Click here to enter text.
Position: Click here to enter text.
Duration and years of employment: Click here to enter text.

Does the beneficiary have any unpaid work experience that can support employability?:
☐Car services ☐Farming ☐Repair work ☐Other Specify 'other': Click here to enter text.

Does the beneficiary have relevant language certificates?:
☐Yes. Please specify Click here to enter text. ☐No

Did the beneficiary attend to any vocational courses? (Apprenticeship training, Public Education Center courses, vocational training courses):
☐Yes. Please specify Click here to enter text. ☐No

Language skills and level:

	Beginner	**Intermediate**	**Upper-intermediate**	**Advance**	**Native**
Arabic					
Turkish					
Kurdish					
Farsi					
English					
Other(Please Specify) Click here to enter text.					

Does the beneficiary have relevant vocational training certificates?:
☐Yes. Please specify Click here to enter text. ☐No

Does the beneficiary have a valid driving license?:
☐Yes. Please specify Click here to enter text. ☐No

Has the beneficiary been registered to İŞKUR?:
☐Yes ☐No

Does the beneficiary benefitted from another employment services (job placement and counselling)?:
☐Yes. Please specify Please specify the dates, the kind of service and the institution Click here to enter text. ☐No

Computer Literacy
☐Illiterate ☐Poor ☐Medium ☐Strong
Please specify the softwares here: Click here to enter text.

Has the beneficiary been actively looking for a job? If yes, how?
☐Asking acquaintances, friends ☐Individual outreach to potential businesses ☐Checking online/newspaper vacancies ☐Other Specify 'other': Click here to enter text.

Does the beneficiary have motivation/willingness to work formally? If not, why?: Click here to enter text.

Individual Information-3

How many people live in the beneficiary's household?: Click here to enter text.

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How many dependents does the beneficiary have in the household? Please specify: Click here to enter text.

Does the beneficiary need any childcare assistance?: ☐Yes. Please specify Click here to enter text. ☐No

	No – no difficulty	Yes – some difficulty	Yes – a lot of difficulty	Cannot do at all
Do you have difficulty seeing, even if wearing glasses?				
Do you have difficulty hearing, even if using a hearing aid?				
Do you have difficulty walking or climbing steps?				
Do you have difficulty remembering or concentrating?				
Do you have difficulty (with self-care such as) washing all over or dressing?				
Using your usual (customary) language, do you have difficulty communicating, for example understanding or being understood?				

How many persons work in the household (both formally and informally)?: Click here to enter text.

What is the monthly average household income?: Click here to enter text.

Does the beneficiary plan to leave Turkey in the near future?: ☐Yes. Please specify Click here to enter text. ☐No

Did the beneficiary apply for resettlement/is the beneficiary is in the process of resettlement?: ☐Yes. Please specify Click here to enter text. ☐No

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Individual Information-4
Does the beneficiary the beneficiary receive any social assistance? ☐Yes ☐No
If yes what is the type of support received? ☐Food Aid ☐Heating ☐Clothing ☐Hygiene Products ☐Cash ☐Shelter ☐Other. Specify 'other': Click here to enter text.
Has the household benefitted from ESSN/Kızılaycard in the past year? ☐Yes. Click here to enter text. ☐No
Has the household benefitted from Conditional Cash Transfer for Education (Child/Education Aid) (CCTE) (Regular education) in the past year?? ☐Yes. Click here to enter text. ☐No

Other social assistance programmes and Support Frequency								
Supporting institution	**2-3 times a month**	**Once a month**	**Every 2-3 months**	**Every 6 months**	**Once a year**	**Irregular**	**One time**	**Other (specify)**
Municipality								
Social assistance and Solidarity								
Socio-Economic Support (SES) (Aid in kind or irregular payments provided by Social Service Center)								
Monthly old-age pension								
Monthly patient and disabled payment								
Relatives								
Neighbours								
Other individual aids (Voluntary individuals)								
Mukhtar								
NGOs (Please specify)								
Other (Please specify)								

Date of Referral (if the profile is used for referral): Click here to enter a date.

Referring Organization	Receiving Organization
Organization name: Click here to enter text.	Organization name: Click here to enter text.
Contact name: Click here to enter text.	Contact name: Click here to enter text.
Phone: Click here to enter text.	Phone: Click here to enter text.
E-mail: Click here to enter text.	E-mail: Click here to enter text.
Address: Click here to enter text.	Address: Click here to enter text.
Referral delivered by: ☐Phone (emergency only) ☐E-mail☐In person☐Electronically (app or database)	
Referral Type: ☐Language Training ☐Vocational Training ☐VQO information sessions and certification exams ☐Apprenticeship/on the job training ☐Entrepreneurship Training ☐Soft skills Training ☐Other Specify 'other': Click here to enter text.	

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ANNEX 4: KIZILAYKART Information Exchange Mechanism – Official Letter Sample

Number: Date:

Subject:

Turkish Red Crescent
Kızılaykart Cash Based Assistance Programme Coordinatorship

To whom it may concern,

Hereby with this official letter, we would like to request the attached list of our beneficiaries to be checked against the current caseload list of the Emergency Social Safety Net Programme, which has been implemented by your organization.

Please note that the listed beneficiaries are informed and have given permission for their personal information to be used and shared.

Kindly submitted for necessary action.

Name Surname

Title

Signature

Draft - Do Not Circulate

Standart Format of Data Field

TASK TEAM ON REFERRAL AND TRANSITION TO LIVELIHOODS OPPORTUNITIES

Output Paper

23 December 2021

3RP
REGIONAL REFUGEE & RESILIENCE PLAN
IN RESPONSE TO THE SYRIA CRISIS

IFRC

TÜRK KIZILAY