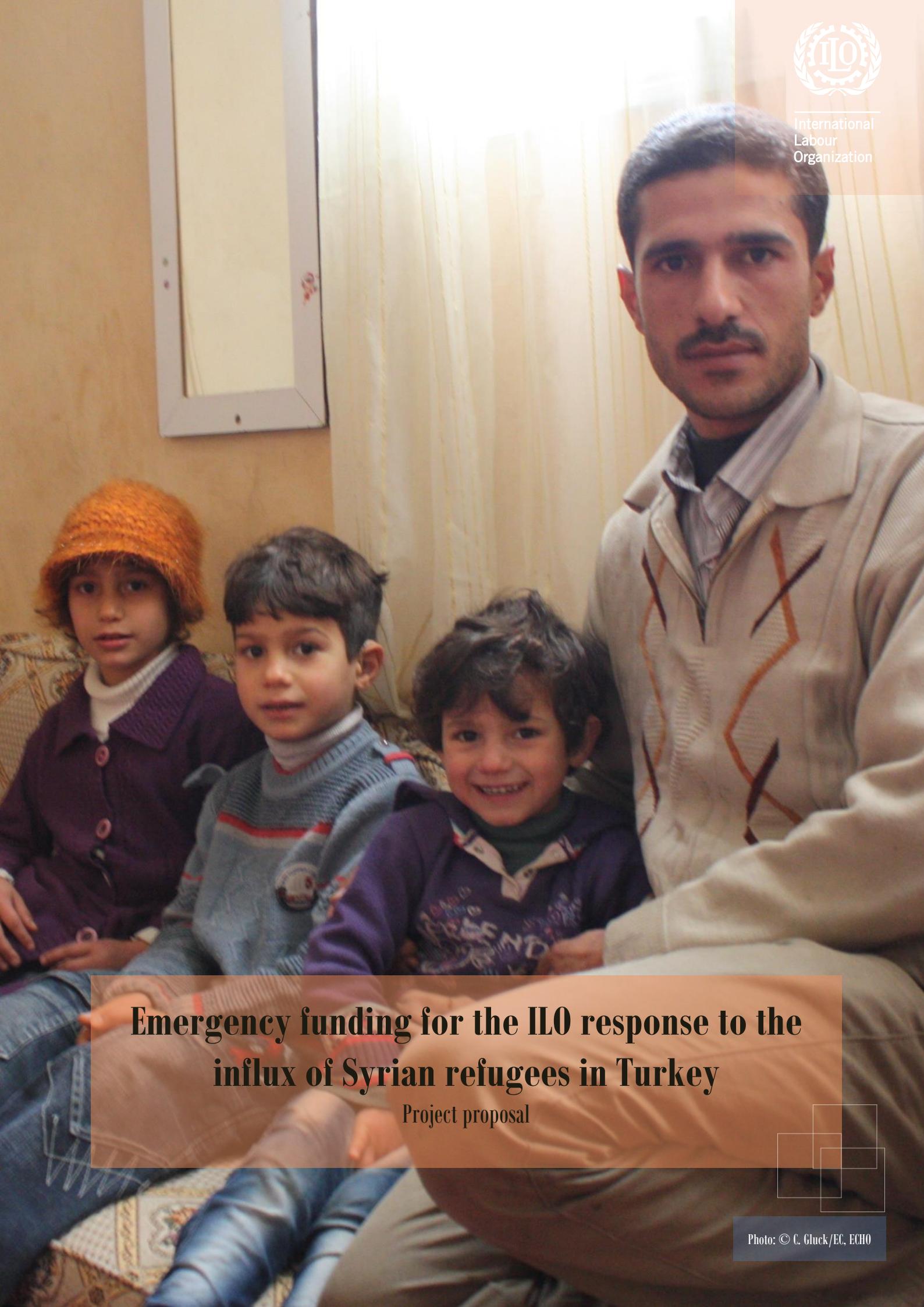




International  
Labour  
Organization



# Emergency funding for the ILO response to the influx of Syrian refugees in Turkey

Project proposal

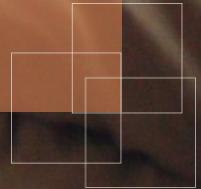


Photo: © C. Gluck/EC, ECHO

*Note: This proposal forms the basis for Phase I of an ongoing, ILO-funded project aiming to respond to the influx of Syrian refugees in Turkey. Note should be taken of the fact that subsequent phases and/or a potential scaling-up is foreseen and in need of funding.*

# TURKEY, THE ILO AND THE SYRIAN REFUGEE CRISIS

1932

Turkey became a member of the ILO in 1932.

**\$3.69 million**

The ILO's current development cooperation portfolio in Turkey exceeds USD 3.69 million.

1976

The ILO Country Office for Turkey (CO-Ankara) was established almost 40 years ago.

**1.7 million**

Turkey hosts more than 1.7 million registered Syrian refugees, as of March 2015.

**2013 & 2014**

A law on foreigners and international protection was adopted in April 2014 followed by a Temporary Protection Regulation in 2014 which specifically addresses Syrian Refugees.

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The ILO Department of Partnerships and Field Support (PARDEV)  
[www.ilo.org/pardev](http://www.ilo.org/pardev)

11 May 2015

## Emergency funding for the ILO response to the influx of Syrian refugees in Turkey<sup>1</sup>

### Background and justification

As a result of the Syrian refugee crisis, more than 1.7 million refugees have now fled to Turkey and this number is increasing every day. To this end, finding solutions to this massive influx is a priority issue for the Turkish Government and constituents.

The crisis in neighbouring Syria has been ongoing for almost four years and with no end in sight, much needed relief to the displaced women, men and families and host communities, alike, in Lebanon, Jordan, Egypt and Turkey must be provided. In addition to obvious risks facing Syrian refugees, host communities have also become increasingly vulnerable to poverty and violations of human rights and rights at work. As the conflict approaches its fifth year, the influx can be seen to have had a significant impact on the Turkish labour market.

The crisis has captured international attention for its unprecedented scale of population displacement. Countries on the receiving end face major challenges in dealing with the situation and in providing adequate support to host communities. In December 2014, the international community launched the Regional Refugee and Resilience Plan (3RP) 2015-2016 as a framework for a coordinated response among countries that receive and host refugees, the UN and all other development partners. While addressing humanitarian needs has, naturally, been at the forefront of the response, the focus is increasingly shifting to the importance of sustained livelihoods support.

### Countering the crisis with decent work

The ILO plays a significant role in the Livelihoods Cluster of the 3RP response and has initiated immediate action on the ground (in Jordan and Lebanon) and is now starting its support in Turkey. The response to the crisis within Turkey's 3RP is coordinated by UNHCR and UNDP. Within the framework of the 3RP, a Syria Response Group (SRG) – in which the ILO is a member – has been established within the UN system in Turkey and is led by the two agencies mentioned above.

<sup>1</sup> Cover photo: Waddah, a father of three, came to Kilis in late 2011. He works irregularly as a car mechanic, with no fixed salary, and worries now how the family will pay the rent which has just doubled since the landlord insisted his brother's family move out of the apartment because it was overcrowded. The two families shared the rental costs before. "Lack of regular work is the hardest thing and the low salary", said Waddah. "Rent is very expensive." Credit: ©EU/ECHO/Caroline Gluck.

The Organization is committed to support the crisis response in Turkey – based on the provision of field review and analysis, the identification of employment and training opportunities and the promotion of fundamental principles and rights at work – for both refugees and host communities.

While constituents (governments, workers and employers) have expressed their appreciation for ILO actions following the mining accident in the town of Soma in May 2014,<sup>2</sup> they have also requested the ILO to step up its engagement in Turkey with similar zest so as to provide much needed technical and financial support to deal with the impacts of the Syrian crisis in Turkey.

With this aim, the ILO Office for Turkey (CO-Ankara) has provided input to a UN-wide proposal (looking at livelihoods, protection and education) and has, progressively, been working on social integration and inclusion issues that involve child labour, women's empowerment, to name a few. In order to respond the requests of the constituents on the influx of Syrian refugees and to sustain a continuous support, there is a need to improve the Office's internal capacity while benefiting from its' existing strengths. In addition, the ILO needs to plan for technical activities – as a result of requests from constituents – that are outside the scope of any potential UN wide proposal.

The rapidly deteriorating living and working conditions of Syrian refugees and host communities are reasons alone for earmarking emergency ILO funds for immediate action, while simultaneous actions are taken for seeking larger funding sources for a more extensive programme of support.

It is also important to recognize that Turkey holds a strategic and influential position in the region, straddled between Europe and the Middle East, and has assumed a number of important positions in 2015. Turkey has been awarded the G-20 Presidency for this year, and is also the Chair of the Global Forum on Migration and Development for 2014-15. It will host the first World Humanitarian Summit next year. In June 2014 Turkey became a Member of the ILO's Governing Body. The ILO is providing extensive support to the G-20 Presidency and is in dialogue with the Chair on extending strong support for the GFMD.

Strengthening the ILO's capacity to respond the Syrian refugee crisis and providing technical assistance for an employment rich response is an urgent task. To respond in line with the national



Photo: © Emre Karapinar/Flickr

<sup>2</sup> On 13 May 2014, an explosion at a coal mine in Soma, Manisa, Turkey, caused an underground mine fire, which burned until 15 May. In total, 301 people were killed in what is the worst mine disaster in Turkey's history.

commitment to do so, the ILO contributes by addressing world of work issues expressed by the constituents in cooperative process with the Government and the social partners.<sup>3</sup>

A number of priorities and challenges have been raised by the constituents. As a result of these numerous challenges and issues, constituents have also voiced a number of preliminary areas where ILO support would be particularly valued. These, set out in the next section, will form the framework for the ILO's approach to prioritise activities and allocation of resources. These are based on initial discussions and observation, while further in-depth analysis is required which will be part of the project itself.

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## **Proposal objectives, outputs and activities**

- 1. The objective of this proposal is to strengthen the ILO's response to the Syrian crisis in Turkey by: enhancing local capacity and delivering initial crisis impact assessments and a pilot demonstrative project aiming to enhance decent work opportunities for both refugees and host communities, to facilitate tripartite consultations to support an employment rich response with better working and living conditions, and to protect vulnerable Syrian refugee population categories. The project will also develop a communication strategy, and covers a larger follow-up project. On the basis of this inception phase, the ILO will have enhanced opportunities to mobilise resources for providing technical support through mid-term and long-term programmes.**

### **2. Outputs and milestones**

#### **Output 1: National and local capacities strengthened to deal with refugee crisis in Turkey (May 2015-April 2016)**

##### **Milestones:**

- Capacity development needs of İŞKUR, MoLSS and local Government institutions identified and reported.
- On the job training programmes for MoLSS organized.
- Technical support for implementation of legislation on working refugees provided and a strategy paper prepared on implementation of work permits.
- Local and Central Level Steering Committees are established in collaboration with MoLSS, DGMM, Social Partners, Local Governments and UN Agencies.

##### **Activity 1.1. Provide technical support for the implementation of legislation on work permits for Syrian refugees<sup>4</sup> (September 2015-April 2016).**

<sup>3</sup> The ILO Office for Turkey has consulted with the following partners: the Ministry of Labour and Social Security (MoLSS), the Ministry of Development (MoD), the Ministry of Family and Social Policies (MoFSP) and the Directorate General of Migration Management (DGMM) of the Ministry of Interior (MoI). For the social partners the consultations have included: the Turkish Confederation of Employers Association (TİSK), the Confederation of Turkish Trade Unions (TÜRK-İŞ), the HAK-İŞ Trade Unions Confederation (HAK-İŞ), the Confederation of Progressive Trade Unions of Turkey (DİSK), the Confederation of Public Servants Trade Unions (Memur-Sen), the Confederation of Public Employees Trade Unions (KESK), and the Turkish Confederation of Public Employees (Türkiye Kamu-Sen).

**Activity 1.2.** Identify **capacity development** needs for the Turkish Employment Agency (İŞKUR) in dealing with Syrian refugees in the labour market (June-July 2015). (Funded by RBTC)

**Activity 1.3.** Identify needs and **contribute capacity enhancement** of the respective department of Directorate General of Labour of MoLSS namely the Unit of Migration Policies. This would involve on the job training as well as preparation, implementation and evaluation of in-focus training programmes to be developed on the basis of assessed needs (May 2015-February 2016).

**Activity 1.4.** Facilitate **tripartite consultations** both at the local and national levels to support an employment rich response to the crisis. The referred consultation process will ensure flow of quality information between the field and central level representations of the Employers and Workers Organizations as well as the Government Institutions. It is envisaged to contribute establishment of local level action committees in collaboration with the constituents and local stakeholders within the most affected locations (May 2015- April 2016).

**Activity 1.5.** Identify **capacity development** needs of Local Government institutions (Municipalities and Governorates) within the most affected provinces and districts. (May 2015-September 2015)

**Activity 1.6.** Establishment of a Central Level Steering Committee on Syrian Influx on Labour Market in Turkey in cooperation with the MoLSS and DGMM and facilitate a discussion platform on policy matters (May 2015-April 2016).

**Activity 1.7.** Strengthen **collaboration with the UN Agencies** under the 3RP initiative and UN Syrian Response Group to mainstream ILO's norms and decent work agenda into the UN response to the Syrian Refugee crisis (May 2015-April 2016).

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## **Output 2: Knowledge-base on the Syrian refugee crisis and its impact on the labour market and child labour improved (June 2015-April 2016)**

### **Milestone:**

- Assessments on child labour and the impact of Syrian refugee crisis on the demand side of the labour market carried out and reported.

**Activity 2.1.** Carry out a **situation analysis on child labour in a selected province** with specific focus on Syrian refugee children, and discuss with the MoLSS and social partners, innovative protection and prevention mechanisms to combat worst forms of child labour in the most affected provinces (June 2015-August 2015).

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<sup>4</sup>A secondary legislation proposal to regulate working conditions for the Syrian refugees was prepared by the Ministry of Labour and Social Security and submitted to the Council of Ministers for approval. It is expected that this will be adopted after the General Election in June 2015.

**Activity 2.2.** Contribute to a **labour market assessment** by making use of ILO experience as a part of broader socio-economic impact assessment to be conducted by the World Bank (October 2015-April 2016).

**Activity 2.3.** A field research on the demand side of the labour market regarding the Syrian labour force together with a desk review on the basis of the existing and ongoing studies on Syrian refugees' crisis on the labour market to be carried out. (June 2015-November 2015).

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**Output 3: Labour market integration of Syrian refugees and host communities promoted (September 2015-April 2016)**

**Milestone:**

- Initiatives to integrate Syrian refugees and host communities into the labour market identified and implemented

**Activity 3.1.** Identify initiatives to promote labour market integration of Syrian refugees and host communities with a view to increase the income of both men and women among refugees (both in camp and off camp) and in host communities (September-October 2015).

**Activity 3.2.** Implementation of small scale activities for both refugees and host communities to increase employability of target groups and to facilitate employment of target groups in decent jobs with a view to promote livelihoods and social harmony between the host communities and refugees in collaboration with local actors and İŞKUR (November 2015-April 2016).

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**Output 4: Raised awareness among refugees, host communities and wider stakeholders on the new legislative measures and its implications on labour market (July 2015-April 2016)**

**Milestones:**

- A technical cooperation proposal for a longer term ILO intervention is prepared and submitted to donors.
- Communication strategy developed and implemented.

**Activity 4.1.** Develop and implement an inclusive **communication strategy** targeting both the Syrian workers and host communities. This will include raising awareness on the application of Temporary Protection Regulation and dissemination to a wide audience on its provisions. The communication materials would involve provision of detailed and understandable information on working conditions, labour rights and responsibilities of Syrian workers as well as the establishment of communication channels between Syrian refugees and host communities using variety of communication tools. (July 2015-April 2016)

**Activity 4.2.** A larger and longer term project proposal will be developed for the EU or other donor funding by taking into account the identified needs and new available data targeting both refugees and host communities in the most impacted areas. (September 2015-April 2016).

**Milestones:**

- Capacity development needs of İŞKUR, MoLSS and local Government institutions identified and reported
  - On the job training programmes for MoLSS organized
  - Technical support for implementation of legislation on working refugees provided and a strategy paper prepared on implementation of work permits
  - Communication strategy developed and implemented
  - Local and Central Level Steering Committees are established in collaboration with MoLSS, DGMM, Social Partners, Local Governments and UN Agencies
  - Assessments on child labour and the impact of Syrian refugee crisis on the demand side of the labour market carried out and reported
  - Initiatives to integrate Syrian refugees and host communities into the labour market identified and implemented
  - A proposal for a longer term ILO intervention is prepared and submitted to donor(s).
- 

## **Duration**

The duration of the project will be 12 months. Due to anticipated recruitment process which may last one month, the project will be operational in May 2015. Therefore, the project is expected to start in May 2015 and end in April 2016.

## **Partnerships and in-house arrangements**

Partners at the country level include the Ministry of Labour and Social Security (MOLSS), the Ministry of Interior, other government agencies as appropriate, national and sectoral organizations of employers and workers and relevant research and other specialized institutions. The EU and in particular the EC and UN Agencies will be key partners in this work. Within the ILO, the close collaboration already in place (an inter-departmental team has already met several times and is in constant email contact) will continue. This will be a flexible arrangement based on the technical, political and logistical needs of the programme, as well as the ongoing work of the relevant departments.

For the implementation of all the activities, a social dialogue approach will be taken where the participation and contribution of the constituents - both at national and local level – will be sought.

## **Implementation Framework**

A project team will be established for the implementation of the above mentioned activities (please see required details regarding the human resources and the budget below) which will be technically supported by international national employment experts with crisis and migration experience and continuously backstopped by respective departments of ILO headquarters within the first phase of initiatives.

**Senior Programme Officer (NOB) (6 w/m):** The incumbent will be responsible for overall coordination of the ILO's response to the influx of Syrian refugees in Turkey under direct supervision of the Director of ILO Office for Turkey. The position also involves development of new partnerships and resource mobilization for medium and long run ILO interventions in response to Syrian Influx and management of ongoing PPP project on the elimination of WFCL in seasonal agriculture in Turkey. The incumbent provides a share of 50% of work time to the coordination of Syria response activities while providing 50% of work time for Child Labour project. The cost of the national professional will be equally shared (by 50 % each) between ongoing Child Labour project of ILO Office for Turkey and Syria project.

**Programme Officer (NOA) (12 w/m):** The incumbent will be responsible for timely materialization of the activities in order to achieve the expected outputs of the project on Syria response. S/he will be working under direct supervision of the Senior Programme Officer and continuously provide assistance to the international & national expert (employment specialist with crisis and migration experience) to be assigned to provide technical inputs for project initiatives.

**Administrative and Finance Assistant (G5) (12 w/m):** The incumbent will be responsible for administrative and financial duties, logistical arrangements of field operations and assume translation responsibilities within the project.

**International/National Experts/Employment Specialists (External Collaborators):** The incumbents having crisis and migration experience will bring their technical expertise on international models of technical support, building an infrastructure on livelihoods under crisis conditions as well as job creation and other incentives on local economic development.

Aside from the project team at the ILO Office for Turkey, substantial and continuous backstopping support will be provided by the relevant departments of the ILO's headquarters.

### Possible follow-up action

Some funds have already been allocated by the EU to the UNDP, the UNHCR and IOM. The UNHCR and IOM are able to sub-contract some funds to other agencies. However, the funding is limited and does not cover ILO mandate areas, directly.

A EU donation of a substantial amount (ca. EUR 40,000,000) is expected to be allocated to the UNHCR as principal recipient. It is expected that the UNHCR will further sub-delegate the components of the project to the relevant agencies. Therefore, this project (PHASE-I) will provide the necessary ground work for the preparation of the EU-funded project, as well as by providing invaluable data and information for a solid ground.

Further assistance where ILO would be more active could be: livelihoods and social protection models such as cash-for-work, or conditional cash transfers as well as short-term grants to small and medium-sized enterprises (SMEs) to be designed to respond to the short-term needs of host communities directly impacted by hosting Syrian families. Larger scale livelihoods initiatives focusing on improved value chains as well as business

development for SMEs with financing components would be critical to address the lost livelihoods and social/public service provision.

## Budget

Total requested budget in total is **USD 510,000** The break-down of the total budget is as below:

### BUDGET

<b>Code</b>	<b>Expenditure Type</b>	<b>RBTC in USD</b>	<b>RBSA in USD</b>	<b>TOTAL</b>
51620 (11815)	Senior Programme Officer NOB/8, (6 w/m) (To be cost shared with Child Labour project 50%)		50,000	50,000
516101 (1815)	Programme Officer NOA/1 (12 w/m)		60,000	60,000
517501 (1802)	Administrative and Financial Assistant GS-5/1, (12 w/m)		35,000	35,000
531515 (3900)	External Collaborators	45,000	15,000	60,000
581100 (8200)	Seminars	40,000	20,000	60,000
531115 (3500)	Subcontract/Service Contract	75,000	100,000	175,000
521100 (2300)	Travel	15,000	15,000	30,000
539114 (3400)	External Printing and Binding	5,000	5,000	10,000
544100 (4900)	Miscellaneous/Other Operating Expenses	10,000	10,000	20,000
561101 (6100)	Office equipment and furniture	5,000		5,000
561162 (6200)	Computer equipment	5,000		5,000
	<b>TOTAL</b>	<b>200,000</b>	<b>310,000</b>	<b>510,000</b>

**GRAND TOTAL**

**USD 510,000**

## **ABBREVIATIONS**

<b>3RP</b>	Regional Refugee and Resilience Plan
<b>AFAD</b>	Disaster and Emergency Management Presidency of Prime Ministry
<b>ALMPs</b>	Active Labour Market Policies
<b>CSO</b>	Civil Society Organization
<b>DDG</b>	Deputy Director General
<b>DG</b>	Director General
<b>DGMM</b>	Directorate General of Migration Management
<b>EU</b>	European Union
<b>GAP RDA</b>	South Eastern Anatolia Regional Development Administration
<b>ILO</b>	International Labour Organization
<b>İŞKUR</b>	Turkish Employment Agency
<b>MoFSP</b>	Ministry of Family and Social Policies
<b>MoLSS</b>	Ministry of Labour and Social Security
<b>RAPS</b>	Rapid Assessment Study
<b>TPR</b>	Temporary Protection Regulation
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	The United Nations Refugee Agency
<b>UNICEF</b>	United Nations Children's Fund
<b>UN RC</b>	United Nations Resident Coordinator
<b>WG</b>	Working Group