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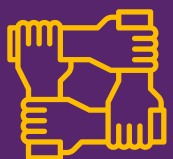
report

Social Cohesion Roundtables: Contextualizing Social Cohesion for Different Sectors and Actors in the Refugee Response in Turkey



Promotion of
Economic Prospects

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The Promotion of Economic Prospects for the Host Community and Refugees in Turkey (PEP) Programme works within the Refugee Response in Turkey and is commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ). The overall objective of PEP, which evolved from the previous GIZ Cash for Work Programmes (2016-2019), is to enhance the employment prospects of members of the Turkish host community and Syrian refugees.

The PEP Programme has three components that contribute to the overall objective of the programme:

1. Increasing access to short- and medium-term skills development and employment measures,
2. Enhancing Micro, Small and Medium-scale Entrepreneurships (MSMEs), start-ups and self-employment,
3. Reinforcing market-oriented business services to MSMEs and enterprises.

Mainstreaming social cohesion measures is an inclusive part of all three components to actively foster diverse learning and working environments.

PEP Programme's Approach

The PEP Programme carries out its projects by partnering with the public sector at national, provincial and local governmental levels and the private sector including chambers of commerce and industry as well as national and international NGOs. Activities are implemented in urban and rural areas in the provinces of Adana, Gaziantep and Istanbul requiring a coordinated and complementary approach in the above-mentioned key areas. Programme participants of PEP are members of the Turkish host community and refugees over 18-year of age and part of the working-age population. In particular, PEP Programme targets vulnerable groups including people with disabilities, marginalised groups, single female-headed households and women in line with the Leave No One Behind (LNOB) principle of the Agenda 2030 as well as the Sustainable Development Goals (SDGs). PEP further supports MSMEs, start-ups, business service providers, public and private organisations to contribute to sustainable private sector development.

Adopting an integrated employment promotion approach, PEP works on both the supply and demand side of the labour market. The supply side support involves a series of measures such as the provision of vocational trainings and skills development, supporting decent employment measures in private and municipal sectors. On the demand side employment creation is promoted through business development services for MSMEs and start-ups as well as promoting and accompanying informal businesses during their registration process. At the same time these measures are supported by strengthening the business environment for MSMEs in urban and rural areas by means of developing capacities of key business development service providers and facilitating Public Private Dialogue (PPD).

PEP widens its portfolio through new and innovative thematic areas such as green economy and digital transformation for sustainable employment prospects: green jobs are designated to contribute to preserving or restoring the environment in traditional sectors and new, emerging green sectors. Digital transformation can be a competitive advantage for MSMEs to manage their production, organisation, supply chains as well as better access and entry into markets. Working on these topics contributes to building back better after the economic impacts of the Covid-19 pandemic and reinforcing the resilience of MSMEs.

Abbreviations

3RP	Regional Refugee and Resilience Plan
ACI	Adana Chamber of Industry
ASAM	Association for Solidarity with Asylum Seekers and Migrants
BMZ	German Federal Ministry for Economic Cooperation and Development
CCTE	Conditional Cash Transfer for Education
CoE	Council of Europe
CSO	Civil Society Organization
DERBIS	Associations Information System
DG	Directorate General
DGHC	Directorate General of Harmonization and Communication
DGLLL	Directorate General of Lifelong Learning
DGMM	Directorate General of Migration Management
DGRCS	Directorate General for Relations with Civil Society
DHC	Department of Harmonization and Communication
DISK	Confederation of Progressive Trade Unions of Turkey
DGTVET	Directorate General for Technical and Vocational Education and Training
EBRD	European Bank for Reconstruction and Development
ECHO	European Civil Protection and Humanitarian Aid Operations
ESSN	Emergency Social Safety Net
EU	European Union
FRIT	Facility for Refugees in Turkey
GCC	Gaziantep Chamber of Commerce
GIZ	German Corporation for International Cooperation
HRDF	Human Resource Development Foundation
HSNAP	Harmonization Strategy and National Action Plan
IFRC	International Federation of Red Cross and Red Crescent Societies
IGO	Intergovernmental Organizations
ILO	International Labor Organization
INGEV	Human Development Foundation
IOM	International Organization for Migration
IPA	Instrument for Pre-Accession Assistance
İŞKUR	Turkish Employment Agency
KfW	German Investment and Development Bank
KOSGEB	Small and Medium Enterprises Development Organization of Turkey
LFIP	Law on Foreigners and International Protection
MOI	Ministry of Interior
MOFSS	Ministry of Family and Social Services
MOLSS	Ministry of Labor and Social Security
MONE	Ministry of National Education
MUDEM	Refugee Support Center
NEET	Neither in Education nor Employment
NDP	National Development Plan
NGO	Non-governmental Organization
NICD	Network International Cooperation in Conflicts and Disasters
OECD	Organization for Economic Cooperation and Development
PDMCB	Provincial and District Migration Coordination Boards
PDMM	Provincial Directorate of Migration Management
PEC	Public Education Center
PEP	Promotion of Economic Prospects Programme
PICTES	Project on Promoting Integration of Syrian Children into the Turkish Education System
PMM	Presidency of Migration Management
PSS	Psychosocial Support
QUDRA	Resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises
RASAS	Refugees and Asylum Seekers Assistance and Solidarity Association
RESLOG	Resilience in Local Governance Project
SCM	Social Cohesion Mainstreaming Unit
SGBV	Sexual and gender-based violence
SME	Small and Medium Sized Enterprises
SRHC	Support to Refugees and Host Communities
STF	Syrian Task Force
STGM	Civil Society Development Center
SUKOM	Syrian Coordination Center Software
SuTP	Syrians Under Temporary Protection
TEC	Temporary Education Center
TEPAV	Economic Policy Research Foundation of Turkey
TESK	Turkish Tradesmen and Artisans Confederation
TOBB	Union of Chambers and Commodity Exchanges of Turkey
TRC	Turkish Red Crescent
TÜSEV	Third Sector Foundation of Turkey
TVET	Technical and Vocational Education and Training
UMT	Union of Municipalities of Turkey
UN	United Nations
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
VR	Virtual Reality
WB	World Bank
WFP	World Food Program
YÖBİS	Education Information System for Foreigners
YÖK	Higher Education Council
YTB	Presidency for Turks Abroad and Related Communities

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Executive Summary

Turkey's "significant efforts to host and meet the needs of the largest refugee community in the world" since 2014 has been widely acknowledged by the international community (European Commission, 2021: 6). The latest numbers for refugees in Turkey show 3.7 million Syrians under Temporary Protection and close to 320 thousand persons as applicants for and beneficiaries of international protection from other nationalities.[1]

The said efforts to host such a large number of people from different communities, backgrounds, ethnicities and religions, as well as to ensure that individuals with special needs can access essential services have required the work of numerous public institutions in addition to international organizations, international and national civil society organizations (CSOs) and municipalities throughout Turkey. The Government of Turkey has allocated massive funds for this endeavor, and what has been called the Refugee Response has also been financed by the European Union (EU) as part of the March 2016 deal through the Facility for Refugees in Turkey (FRiT) along with several bilateral contributions, the largest being established with Germany.

The German Federal Ministry for Economic Cooperation and Development (BMZ) finances a number of programs dealing with different sectors of the refugee response in Turkey, and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) implements many of the programs and projects to assist Turkey in responding to the refugee influx, specifically through the Support to Refugees and Host Communities (SRHC) where programs focus on employment and skills development, education, capacity development and social cohesion. In fact, fostering dialogue and social cohesion among communities is central to all activities of the SRHC Cluster. With its holistic and inclusive approach, the Cluster promotes equal access to services, while also aiming to strengthen the social solidarity and sense of community both within and between different groups, thus touching on both the vertical and horizontal dimensions of social cohesion respectively. In all of its work, the GIZ works in close cooperation with the UN led regional support mechanism for the Syrian Crisis, the Regional Refugee and Resilience Plan (3RP), which has since 2018 included social cohesion as a main topic for cooperation and coordination among all stakeholders working as implementing partners in the refugee response.

Coordination among the very large number of actors implementing projects dedicated to or including activities for promoting social cohesion has become imperative in light of the findings from several national surveys that have shown an increase in social distance among the host community and the Syrian community, exacerbated by the COVID-19 pandemic, its negative impact on the economy and the social distancing measures taken against it. According to Turkey's Law on Foreigners and International Protection (LFIP), the leading public institution responsible for promoting social cohesion under the preferred umbrella concept of "harmonization" was designated as the Department of Harmonization and Communication (DHC) under the Directorate General of Migration Management (DGMM).[2] It was under the leadership of the DHC, in collaboration with various stakeholders, that the Harmonization Strategy and National Action Plan (2018-2023) was drafted and made public in mid-2020. The publication of the HSNAP has given actors working in the refugee response an overarching policy instrument to which they can refer and with which they can align their work. Such alignment of social cohesion work with the main policy instrument of the Government of Turkey is indeed a primary goal of the 3RP mechanism.

[1] Official figures can be found here: ULUSLARARASI KORUMA (goc.gov.tr); The term "refugee" is used here in line with the general principle of the declaratory nature of the refugee status as put forward by the UNHCR Handbook as follows: "A person is a refugee within the meaning of the 1951 Convention as soon as he fulfills the criteria contained in the definition. This would necessarily occur prior to the time at which his refugee status is formally determined. Recognition of his refugee status does not therefore make him a refugee but declares him to be one. He does not become a refugee because of recognition, but is recognized because he is a refugee" (UNHCR Handbook Par.28). Therefore, in line with the Law on Foreigners and International Protection, the categories covered in Turkey under the umbrella term of "refugee" includes applicants and beneficiaries of international protection status including subsidiary protection, and beneficiaries of temporary protection.

[2] The DGMM's status was recently changed to the Presidency for Migration Management, and the DHC was upgraded to the status of Directorate General for Harmonization and Communication by Presidential Decree numbered 85, published in the Official Gazette on 29 October 2021 number 31643. As the roundtables were implemented before this date, the sections referring to the DGMM and the DHC in the corresponding sections of this report are kept as they are. The new names of the institution are used in the final recommendations section.

The GIZ SRHC cluster, under the initiative of its largest program (Promotion of Economic Prospects), aimed to support this coordination process with a series of structured roundtables with representatives from relevant stakeholders working in different sectors of the refugee response at both the national and local levels. The GIZ set out with the general objectives of creating a mutual understanding on the contours of social cohesion in different sectors of the refugee response by identifying common solutions to common problems faced by different types of implementing actors, and building a basis for future coordination and cooperation among all stakeholders. Towards this end, the topics of the roundtables were selected so as to ensure the representation of different sectors of the refugee response, the different types of actors involved as well as the different levels in which these actors operate in Turkey. Following a kick-off meeting, topics included the promotion of social cohesion:

:: in the education and youth sector,
:: in the livelihoods sector through the work of chambers of industry and commerce,
:: in the protection sector through the work of civil society organizations,
:: through the work of municipalities.

A permanent panel with representatives from the main stakeholders in the refugee response was established with the understanding that its members would attend all meetings, while national and local actors were invited to answer questions separately for different roundtable meetings, which formed the temporary panelists. A support unit comprised of social cohesion advisors from the PEP program, two academic consultants and two representatives from the Association for Solidarity with Asylum Seekers and Migrants (ASAM) helped with the preparation, implementation and follow up of the meetings. The rigorous preparatory phase involved the drafting of background documents laying out the context in Turkey along with the discussion of the issue at hand, as well as suggestions for three questions to be posed to the temporary panelists. Following feedback from the permanent panelists, briefing sessions were held with the temporary panelists to ensure a common understanding of the contents of the questions. During the roundtables, temporary panelists answered one question in turn in one session, with three sessions for three questions assigned for each roundtable. The answers to the questions as well as the discussions that followed during the question and answer sessions in the roundtables were collated into common themes and recommendations in the outcome reports. In addition, insights gained from all roundtables and cross-cutting recommendations were developed by the Support Unit. Below is a brief account of the highlights from the discussions:

Promotion of social cohesion in the education and youth sectors:

:: Activities conducted both within and outside schools that go beyond the formal curriculum are integral to promoting social cohesion.
:: Parental engagement is critical to ensure that the education sector effectively contributes to the promotion of social cohesion.
:: Support to teachers, who may feel overwhelmed and despondent is imperative.
:: Placement of foreign students at correct levels in schools and support for greater interaction between Turkish and Syrian students is necessary.
:: Coordination with CSOs, through protocols signed with the appropriate authorities, will increase the effectiveness of the initiatives recommended.
:: Syrian volunteers have been seen to be very beneficial in creating connections between families and schools, and their continued contributions should be secured.
:: The CCTE stands as one of the most important instruments in preventing drop-outs.
:: The involvement of not only teachers but also principals (headmasters), counsellors and other staff members of schools in order to create an inclusive learning environment is emphasized as integral to promoting social cohesion in learning environments.
:: Innovative instruments exist to identify red flags for drop-out risks. Their use should be expanded.
:: Peer-to-peer support mechanisms have been known to prevent drop-outs by ensuring emotional and academic support and guidance to students, especially through role models.
:: Availability of scholarships for higher education and vocational trainings are critical to draw in NEETs to ensure skills development in line with market demands.

Promotion of social cohesion in the livelihoods sector through the work of chambers of industry and commerce:

:: The availability and effective analysis of trustworthy data is critical for service providers such as chambers of industry and commerce to be able to effectively match skills of potential employees with the right jobs, offering the right pay.
:: The ESSN system needs to be reformed so that it does not obstruct formal employment.
:: Chambers of industry and commerce need to increase their efforts to lobby for the lifting of travel restrictions for Syrian businesspersons.
:: Employers should be made aware of the rights and responsibilities of refugee workers in general and the labor law in particular to prevent the exploitation of Syrians as cheap labor, while developing incentives for respect for diversity, equality and inclusion in the workplace.

:: More investment in soft-skills trainings (work culture in Turkey, rights and responsibilities in the workplace, etc.) for SuTPs is necessary.
:: The failure to teach/learn Turkish continues to be one of the most significant obstacles for the economic integration of SuTPs. Innovative methods for teaching Turkish, as well as more emphasis on vocational language and conversation skills is necessary.
:: There is a lack of knowledge on the part of Syrians on how to access credit, which is made more difficult since the institutions offering financial support do not operate through a standard plan.
:: Tailored services for women and youth should be developed, with further diversification for women and youth entrepreneurs and those who can be placed in more traditional skills building programs.
:: A positive message backed up by data as regards the contribution of Syrians to Turkey's economy should be communicated to the larger public in cooperation with leading public institutions (especially the DGMM and corresponding PDMMs) and NGOs in the province.
:: Collaboration and partnerships between Turkish and Syrian owned businesses would be mutually advantageous.
:: The establishment of consultation and referral desks in chambers of industry and commerce are necessary to ensure that Syrian owned businesses know about the support services available to them, and that they can work without overdependence on accountants.

Promotion of social cohesion in the protection sector through the work of civil society organizations:

:: Knowledge about and ownership of the HSNAP should be increased among CSOs.
:: Awareness raising needs to also include the district police force and the district directorates of public institutions, and the process should aim towards establishing a common understanding of social cohesion and agreement on terminology.
:: Reaching certain disadvantaged groups still remains a challenge for many CSOs, especially individuals with disabilities, the elderly, women and children facing domestic violence (a situation exacerbated due to the pandemic quarantine measures), victims of human trafficking, sex workers, seasonal workers, irregular migrants, single mothers, children who have been pushed into crime and youth who are "neither in education nor in employment".
:: A community-based program design approach is necessary to ensure the active participation of individuals and groups receiving the support provided by CSOs, especially in identifying problems, as well as finding and implementing common solutions.
:: Trainings provided by CSOs, especially on legal rights and access to services, need to be accessible for the entire SuTP population, including the visually impaired, hearing impaired and illiterate individuals.
:: To ensure sustainability of services, CSOs gradually need to transfer resources developed for the most disadvantaged groups over to public institutions.
:: Establishing cooperation between Turkish and Syrian CSOs still faces challenges. Issues related to trust can be overcome through increased transparency in the types of work done by CSOs, which is an issue that ties in with CSOs' capacity to communicate their work, as well as increased interaction in coordination networks.
:: Smaller CSOs have made significant use of capacity development and mentorship support provided by large and experienced CSOs. Big-small CSO partnerships should be encouraged.

Promotion of social cohesion through the work of municipalities:

:: The decision not to count Syrian refugees and asylum seekers from other nationalities as well as migrants within the population of residents within the jurisdiction of municipalities places a great burden on the budget of municipalities, a situation that is exacerbated by the legal ambiguity in the Municipality Law as regards who can benefit from the services of municipalities. These should be addressed at the policy level with concentrated lobbying efforts.
:: The number of mobile units to provide services to difficult to reach groups (e.g. refugees in rural areas) should be increased. Direct communication with community leaders is an effective way of ensuring outreach.
:: Easily accessible Community Centers operated by municipalities or CSOs tied to municipalities have been an important tool in reaching the most vulnerable persons who readily see these centers as safe spaces.
:: Migrant assemblies under City Councils of municipalities have been important platforms in a number of municipalities to ensure the participation of migrants and refugees in being consulted on their needs as well as their positions on issues that may have potential effects on them.
:: Institutionalization through establishment of specialized units within the municipality structure is an important step to increase capacity to access funds.
:: Municipalities need to be closely involved in the agenda setting and design stage of project development with donors. Such close cooperation in the planning and design phases pays dividends down the line in the form of more ownership from the upper administrative cadres of public institutions.
:: An oft-cited issue is the significance of collecting information on the projects implemented by municipalities throughout Turkey to show areas of complementarity, to identify the underserved areas and populations, and to report against the Harmonization Strategy and National Action Plan.
:: Migrants and refugees tend to concentrate in certain neighborhoods according to nationality, religion, religious sect, ethnicity, etc. Most spatial separation is also combined with socio-economic divides within society, and class divide is combined with or contributes to national, ethnic or cultural divides. Cooperating with public institutions and chambers of industry and commerce is key for promoting local development, which may induce social mobility and break up the needs-based concentration in neighborhoods.

Cross cutting recommendations:

:: **Data sharing and use needs to be improved:** In order to support evidence-based policy making in general, and targeted service provision in particular, a system of data sharing should be designed among public and non-public institutions. Targeted service provision would not only include the distribution of basic needs, health care and education services, but would also include the design of vocational trainings that respond to market needs and matching the right jobs with the right employees. Machine learning systems can be employed for forecasting of specific services that may be requested in the future by specific communities and help with risk analysis and risk mitigation.

:: **A practicable system of multi-level, multi-stakeholder coordination should be established based on the regeneration of the Provincial and District Migration Coordination Boards (PDMCBs):** The need for greater coordination among stakeholders to identify needs and develop policy to more effectively promote social cohesion has been a common theme in all roundtable meetings. Justifications for such coordination tailored for each sector can be seen in the outcome reports of the sessions. The coordination of work among public institutions, municipalities, chambers of industry and commerce, bar associations, international and national organizations and CSOs, universities and community leaders at the provincial and district levels is imperative to ensure the inclusion of local knowledge into policy decisions concerning social cohesion-related activities as well as to generate ownership of the decisions taken and to develop context-specific and targeted services/activities serving an overarching strategy of social cohesion. The recent upgrade of the status of the DGMM to the Presidency of Migration Management and of the Department of Harmonization and Communication to the Directorate General of Harmonization and Communication, together with the regulation allowing the establishment of Provincial and District Migration Coordination Boards under Presidential Decree number 85, presents a valuable opportunity to develop local migration governance.

1 Introduction

1.1 Background to the initiative

March 2020 marked the tenth anniversary of the outbreak of the Syrian Civil War and the triggering of its devastating consequences. March 2020 also marked the application of the first confinement measures following the Covid-19 pandemic outbreak. The GIZ Social Cohesion Roundtables took place in this historical timeframe of a global health emergency, thus taking on the additional challenge of generating consensus on social cohesion in the unprecedented reality of social distancing, home confinement and virtual interactions.

The original idea of the roundtable exchanges on social cohesion came at the meeting of the GIZ SRHC Cluster Social Cohesion Task Force with representatives from ASAM and RET, two main national and international non-governmental organizations active in the promotion of social cohesion within contexts of forced displacement worldwide and in Turkey. At the meeting, a series of exchanges among all stakeholders active in the refugee response was identified as a measure to address the perceived need to build consensus on the conceptual framework and practices to promote social cohesion from different sectors of the Refugee Response in Turkey.

The boost towards a more coordinated approach to social cohesion came from the publication of the DGMM Harmonization Strategy and National Action Plan 2018 – 2023 (HSNAP) in late 2020. This important document presents the operationalization of Article 96 of the Law on Foreigners and International Protection (LFIP) entitled "Harmonization" (as the preferred concept and alternative to what is mostly referred to as "integration" in the relevant literature) the purpose of which is defined as ensuring the ability of foreigners, through the provision of knowledge and skill, to act independently in all areas of life without dependency on third parties. The HSNAP identifies 6 thematic areas to be addressed towards the objective of harmonization, which include social cohesion, information, education, and health, access to the labor market and social services and assistance. As such, many of the thematic areas in the HSNAP correspond to the "sectors" in the Regional Refugee and Resilience Plan (3RP), which is a coordination and appeal for funds tool among UN organizations/agencies and various international organizations, international and national NGOs working in the refugee response in Turkey. The 3RP produces yearly "country" chapters or reports specific to the work done by the different stakeholders (called "implementing partners") in the different countries that are included in the response, namely Turkey, Egypt, Iraq, Jordan, and Lebanon. For Turkey, the traditional sectors delineated have been Protection, Food Security and Agriculture, Education, Health, Basic Needs, and Livelihoods. In 2018, however, 3RP partners initiated a comprehensive consultation process among themselves covering all sectors and field locations specifically on the issue of social cohesion, and extended this consultation process to Provincial Directorates, local government representatives, and other UN agencies and NGOs in 2019 (3RP 2021b: 3). In addition, a dedicated meeting on social cohesion was held in 2019 by the Syria Task Force (STF) with the participation of the Department of Harmonization and Communication, and a second one in 2020 to present and discuss the outcomes of the 2019 Syrians Barometer Report commissioned by the UNHCR. Starting from the 2020-2021 report, therefore, "Social Cohesion" has been accorded a separate chapter in the Turkey country chapter.

The publication of the HSNAP and the focus of various donor and implementing organizations in Turkey on social cohesion correspond to findings from several national surveys that have shown an increase in social distance between the host community and the Syrian community, including increased anxiety as regards the perceived effects of Syrian refugees to Turkey's economy, peace and public services, among other factors (Erdogan, 2019; WFP, 2020; IOM, 2020).

In this context the need for coordinating disparate social cohesion activities implemented by various actors throughout Turkey became apparent. Above all, a more structured process of knowledge sharing between the major actors in the refugee response was seen as necessary to elucidate common obstacles to and solutions for towards social cohesion and generate consensus on what has and what has not worked in the field, without losing sight of the peculiarities, advantages and disadvantages of contexts, sectors and actors. To kick off this endeavor to generate consensus on how to conceptualize and operationalize social cohesion in the refugee response among different actors, a common starting point was the clear acknowledgement of the HSNAP as the overarching framework for all social cohesion activities in Turkey. Initial meetings held between the social cohesion unit of GIZ's Promotion of Economic Prospects Programme and the Department of Harmonization and Communication confirmed the need to develop a platform through which different contexts, sectors and actors could be represented in mapping out the knowledge and experiences as regards the promotion of social cohesion within the framework of the vision and missions outlined under the HSNAP. The methodology, outlined below, was then developed and agreed with the academic consultants and the DHC.

In the unique times of social distancing, the GIZ Social Cohesion Roundtables kept the momentum going in the debate on social cohesion in the different sectors

of the Refugee Response in Turkey, by pro-actively involving the implementing actors and stakeholders through a structured methodology and by connecting the outcomes to policy through the open dialogue and coordination with the DGMM Department of Harmonization and Communication and the 3RP Inter-Agency Coordination. The Roundtables showed us, once again, that building social cohesion is possible only through the collective collaboration and commitment of all stakeholders and through trust, respect of diversities and open honest dialogue. GIZ PEP Programme is very grateful to all the colleagues and institutions that eagerly collaborated during the Roundtables and hopes that new coordinated efforts will follow.

1.2 Methodology of the Roundtables

In light of the objective born out of the understanding of the context outlined above, the roundtables needed to be designed so as to ensure the representation of different sectors of the refugee response, the different types of actors involved as well as the different levels in which these actors operate in Turkey. The methodology decided on is explained as follows.

1.2.1 Participants

An important aspect of the methodology is the separation of the participants into two groups: the permanent and temporary panelists. The first group, the "permanent panelists", included representatives from the Department of Harmonization and Communication of the DGMM, the program and projects of the GIZ SRHC cluster, UN organizations and agencies (UNDP, UNHCR, IOM and UNICEF) leading different sectors of the refugee response within the 3RP Turkey, the Turkish Red Crescent and the Association for Solidarity with Asylum Seekers and Migrants as the biggest NGOs working in the greatest number of provinces in Turkey to support forcibly displaced populations, along with the EU Delegation to Turkey, the World Bank, the British Embassy and representatives of other international and national organizations funding or implementing projects in migration management and refugee response in the country. Due to their work in different sectors in subject areas to be addressed by the roundtables, the permanent panelists were expected to attend all the roundtables and be actively involved in the preparation of the background documents and questions to be posed towards the "temporary panelists" prior to each meeting.

The temporary panelists, on the other hand, were composed of the national and local level actors working in the relevant subject area of each roundtable. For instance, the roundtable focusing on the issues faced by municipalities as local governance institutions in terms of the promotion of social cohesion included representatives from the Union of Municipalities of Turkey, the organization mandated by law to represent and support municipalities throughout the country, as well as various municipalities of provinces hosting the largest population of refugees in Turkey, representing government and opposition political parties equally. A list of participants for each roundtable is presented in Annex 1.

1.2.2 Topics of the roundtables

When choosing the topics of the roundtables several options were considered. The first was to make it sector based, that is, to concentrate on sectors of the refugee response in which the SRHC cluster programs and projects worked and could therefore provide meaningful contributions. As noted above, these included the education, protection and livelihoods sectors. A focus on sectors would have the advantage of looking into specialized service areas and the specific challenges and opportunities actors face operating in these areas. Another option was to concentrate on actors, specifically on those with which the SRCH cluster worked closely, meaning civil society organizations, municipalities and chambers of industry and commerce. The upshot of this approach would be the ability to look into the specific advantages and disadvantages faced by different actors in their operations, that is, the different structural opportunities/constraints and the possibilities that exist for them to exhibit agency, including good practices or workarounds to existing constraints. In addition, many of the actors simultaneously work in different sectors. A case in point here is that of municipalities, which have a very broad mandate under law, and work in every sector of the refugee response.

To ensure that the advantages of both options were utilized, a mixed approach was taken in determining the topics to be discussed. Where viable, sectors were paired with actors that were predominantly operating in these sectors, or, in other words, actors whose priority mandates matched the sector in question. For instance, chambers of industry and commerce were paired with the livelihoods sector, while CSOs were paired with the protection sector. The education and youth sector was not paired with a specific type of actor, as nearly all types of actors place prime importance in this sector, especially due to the primacy of Turkish language trainings. On the other hand, the municipalities were accorded their own roundtable due to the fact that they operate in all sectors of the refugee response. The choice of topics was finalized as follows:

SECTOR / ACTOR FOCUS	CONTENTS	DATE
Kick-off session	Setting the context. Presentation of the major national, regional, and international policy documents, surveys, needs analysis, reports and resources related to social cohesion.	23 March 2021
Social cohesion in the education and youth sectors	Introduction of the conceptualization and programming of social cohesion in the education and youth sectors.	13 April 2021
Social cohesion in the livelihoods sector	Introduction of the conceptualization and programming of social cohesion in the livelihoods sector.	04 May 2021
Social cohesion in the work of civil society organizations	Introduction of the conceptualization and programming of social cohesion in the work of civil society organizations.	25 May 2021
Social cohesion in the work of the municipalities	Introduction of the conceptualization and programming of social cohesion in the work of municipalities.	15 June 2021
Wrap-up session	Wrapping up of the sessions and way forward.	29 June 2021

1.2.3 Preparatory phase

The support unit of the roundtable-exchanges was composed of a team of specialists and practitioners, including two social cohesion experts from the Promotion of Economic Prospect (PEP) Social Cohesion Mainstreaming (SCM) Unit, two academics, namely political scientist Associate Prof. Dr. Özçürümez and social psychologist Prof. Dr. Cem Şafak Çukur, along with two experts from the CSO SGDD/ASAM. The support unit was responsible for collecting the necessary information to ensure the successful completion of the preparatory stage prior to each roundtable. The support unit conducted a literature review of the topic to be discussed in the coming roundtable session, and drafted what were called "background papers" outlining the main discussion points and the state of play concerning the topic at hand. These background papers also included three suggested questions to be answered by the temporary panelists during the roundtable. The background paper and the suggested questions were then shared with the permanent panelists to receive their input and feedback, which were used to revise the papers and finalize the questions. In addition, permanent panelists were consulted as regards which institutions/organizations would be chosen as temporary panelists for the upcoming roundtable. Once the temporary panelists were chosen they were invited to a briefing session in which a social cohesion expert from the support unit reviewed the questions together with the participants, making sure that all participants understood and agreed on the content of the question. These briefing sessions proved to be very useful to enable temporary panelists to prepare for the questions.

1.2.4 The flow of the roundtable meetings

Each roundtable meeting started with a short introduction of the participants, followed by introductory remarks from a member of the support team, which included some of the information from the respective background paper. This was followed by the first session of the roundtable, whereby each participant provided their answers to the first question. The answers, as explained in the briefing prior to the roundtables, were limited to five minutes. Following the completion of the replies, the remaining period in the hour allocated for the first question would be reserved for contributions from the permanent panelists as well as any further questions directed towards the temporary panelists, who provided further succinct answers. Following a break, the process was repeated for the second and third questions. After the end of the third session, the two academic consultants on the support team would provide a wrap up of the issues discussed throughout the day and provide an account of the insights they gained following these discussions. The common agenda for the roundtables is presented below:

SCHEDULE	CONTENT	METHODOLOGY	RESPONSIBLE
10:00 – 10:20	Introduction of participants	Presentation of the context and main discussion points around the topic, brief introduction of temporary panelists	Support unit (PEP social cohesion expert)
10:20 – 11:20	First round	Answers to the first avenue of inquiry by each participant. Max 10 participants with 5 minutes each	Moderator / temp. panelists
11:20 – 11:30	Break		
11:30 – 12:30	Second round	Answers to the second avenue of inquiry by each participant. Max 10 participants with 5 minutes each	Moderator / temp. panelists
12:30 – 13:30	Lunch		
13:30 – 14:30	Third round	Answers to the third avenue of inquiry by each participant. Max 10 participants with 5 minutes each	Moderator / all
14:30 – 15:00	Wrap up	Wrap up of the day's discussions and conclusion of roundtable	Support unit (consultants)

1.2.5 Follow up

The support unit convened a day after each roundtable to review and analyze the notes taken during the exchanges of the previous day, along with any feedback received from the permanent panel. Within a week of the roundtable meeting an "outcome report" was drafted by the support unit that compiled the answers to the questions in each session under common categories/ themes. These were drafted in English and translated to Turkish, and shared with all permanent and temporary panelists. In the final 'wrap-up' session, the support unit presented the outcomes of each roundtable to the permanent panelists, alongside newly developed recommendations based on the discussions.

This report presents each background and outcome paper of the roundtable sessions, as well as the general findings of the roundtables and practicable recommendations to the permanent panelists for the way forward in promoting social cohesion in the refugee response in Turkey.

1.3 Strengths and Limitations of the Methodology

The specific methodology adopted for the roundtable meetings provided certain advantages and disadvantages, as specified below:

Strengths:

:: The preparatory phase prior to each meeting allowed participants to review the existing knowledge in the respective topic, use this information to build on and formulate the questions to be posed to the temporary panelists. Feedback provided to the background papers based on the expert and current knowledge of specialized organizations helped improve the accuracy of the depiction of the current situation, and ensured that the most relevant and urgent questions would be formulated. The pre-meeting briefings concerning the content of the questions aided the temporary panelists to dispel any misunderstandings and fill in any areas that required further explanation, thus ensuring that all were answering a common understanding of the questions.

:: Helped along by the preparatory phase, the format of the roundtables were very structured, leading to precise answers to the questions by all participants. With participants taking turns to answer the same questions, they were able to build on each other's answers. The answering turn was alternated for the second and third questions, thus preventing one participant from continuously being the first, second…or last to answer.

:: Giving the floor to local actors as practitioners (temporary panelists) in each roundtable allowed them the opportunity to discuss the opportunities and challenges, problems and suggested solutions as they saw them in the field in front of international organizations with specialized mandates, some of which were donor organizations. Along with the question and answer sessions within the roundtable meetings, this allowed everyone to gain a better understanding of the issues on the ground, in different sectors, and the challenges faced by different actors.

:: Due to measures taken to prevent the spread of COVID-19, all meetings were held online. This, however, provided the advantage of being able to bring together

experienced and knowledgeable representatives of organizations working in different cities throughout Turkey, with some participants joining from countries around the world.

:: The briefing session prior to the roundtable meeting as well as every roundtable meeting was held in Turkish, which was the mother tongue for most of the temporary panelists. This allowed actors to be more precise and explanatory in their answers. Simultaneous translation to English and Turkish was also provided to ensure that international participants could understand the discussion and pose further questions.

Limitations:

:: While the preparatory phase allowed for a structured format that elicited precise answers from the temporary panelists, it is necessary to consider the degree to which such structuring guided or boxed in participants' response. Although participants were by no means limited in their responses, the specificity of the questions and the time limit may have led them to discard mentioning relevant issues around the topic.

:: Some permanent panelists were more actively involved than others, as some did not attend all meetings. This was due in part to the fact that different departments within an organization deal with different roundtable topics. Separate invitations to different departments/units of the same organization may have increased the representation of some organizations whose specific departments did not feel some of the roundtables to be in their field of expertise/interest.

:: Choosing the temporary panelists proved to be one of the most difficult parts of the preparatory process, due to the large number of significant actors active in the field. However, the time limitation and the active participation format did not allow for inviting more than 6-7 organizations for each meeting.

1.4 A brief note on defining and contextualizing "social cohesion"

A standard definition for social cohesion applicable across different sectors of international development cooperation does not exist. It is a broad, multi-dimensional concept that needs to be adapted to different contexts and different sectors for it to be of any practical use. One view is that the ambiguity of the concept lends itself to such adaptability as the process of debating what social cohesion entails also contributes to its tailor-made implementation to a specific context (UNDP, 2020: 7). Efforts of coming up with a one-size-fits-all definition have therefore resulted in conceptualizations that describe an "ideal-type" society. The Council of Europe, for instance, means by social cohesion "the capacity of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation. A cohesive society is a mutually supportive community of free individuals pursuing these common goals by democratic means" (Council of Europe, 2004). The Organization for Economic Cooperation and Development (OECD) states that a society can be described as cohesion in case it "works towards the well-being of all its members, fights exclusion and marginalization, creates a sense of belonging, promotes trust and offers its members the opportunity of upward social mobility" (OECD, 2012: 51). The World Bank defines social cohesion as follows: "Social Cohesion describes the nature and quality of relationships across people and groups in society, including the state... at its essence social cohesion implies a convergence across groups in society that provides a framework within which groups can, at a minimum, coexist peacefully" (World Bank, 2012: 6). In a more recent publication, the UNDP has suggested a definition, albeit with the reservation that this is not a "formal" definition", of social cohesion as "the extent of trust in government and within society and the willingness to participate collectively toward a shared vision of sustainable peace and common development goals" (UNDP, 2020: 16).

The GIZ draws on the definition put forward in the working paper developed within the Competence Center Peace and Emergency Aid (KC 4C40) and the NICD Working Group on Social Cohesion in (Post-) Conflict and Displacement Contexts. This definition encapsulates many of the traits of social cohesion noted by other IGOs, and includes some additional characteristics of social cohesion:

> "Social cohesion is a descriptive trait of a society; it expresses the quality of co-existence within that society.
>
> A cohesive society has close social relations, a strong feeling of connectedness/focus on the common good as well as positive state-society relations (core dimensions). These can be strengthened directly by fostering enabling elements, which are positive living conditions for all, equality and human-rights-oriented values, such as tolerance and non-discrimination.
>
> Social cohesion is a graduated phenomenon, meaning that societies can be more or less cohesive. The peaceful co-existence of social groups is a milestone on the road to a robustly cohesive society" (GIZ-NICD, 2020).

As can be seen, definitions of social cohesion put forward by IGOs refer to society as a unit that works in favor of all its members, underlines the necessity to reduce differences to a minimum, prevent polarization, and increase trust. They usually refer to an ideal situation, thus underlining what social cohesion ought to be (i.e. normative approach). In this sense, a common trait of many of the definitions proposed for social cohesion is that they include the two dimensions of social cohesion, namely the "social capital" dimension and the "inequality dimension" (Berger-Schmitt, 2002 qtd. in Jenson, 2010: 3). The former can briefly be defined as "the accumulation of trust and willingness to cooperate in a society, based on past experiences of cooperative interactions, networks and ties, and mutually beneficial economic exchange" (UNDP, 2020: 18). Social capital itself is in turn generally broken down into two dimensions, including the horizontal dimension, denoting trust in society across divisions of racial, national, cultural, social class aspects, etc.; and the vertical dimension, which refers simply to the trust between society and service providers. Definitions of

social cohesion also invariably emphasize the promotion of human rights and equality, especially in terms of equal access to resources, taking into consideration groups with special needs and the mantra "leave no one behind" of Agenda 2030. Equal access to opportunities is critical for cultivating trust for service providers, and a sense of belonging in society by reducing disparities and divisions. The fostering of "enabling elements", as stated in the definition provided by GIZ, is a good example of the emphasis on this dimension.

How these targets should be reached is not readily available in the definitions, which is understandable in the light of the continuous emphasis on the adaptation of the concept to the context in which it is used for it to be tractable and operational. The importance of contextualization or the consideration of specific historical and current factors (political, economic, cultural, etc.) in the shaping of relationships and attitudes to the understanding of social cohesion cannot be overstated. The involvement of national and local stakeholders at the initial stage of promoting social cohesion to generate a shared understanding of the concept is noted as a significant factor in ensuring conflict sensitivity of interventions aiming to promote social cohesion, as well as sustainability as a result of the development of "a new vocabulary to redefine shared destiny" (UNDP, 2020: 24). The notion of contextualization is also tied strongly to the understanding that "social cohesion is not a fixed endpoint but, rather, a dynamic and evolving state that fluctuates with events, relationships and attitudes" (Ibid.) and the issue referred to in the GIZ definition as social cohesion being a "graduated phenomenon".

The roundtables have once again proved the significance of contextualization of the concept of social cohesion for it to be operationalized. In effect, the background documents drafted during the preparatory stage contributed to the elucidation of the different elements commonly understood as relevant to and necessary for social cohesion in a specific sector and by different types of actors working in that sector. The priorities and objectives specific to each sector and the abilities and constraints of actors primarily working in that sector have been shown to be different enough to warrant definitions of social cohesion that emphasizes different dimensions of this multi-dimensional concept. The PEP Program, for instance, focusing as it does on the livelihoods sector by working on employment and skills development, entrepreneurship and start-up support, and strengthening the business environment, has chosen to operationalize social cohesion by describing its objective as regards promoting social cohesion as: "Individuals and groups from different backgrounds are able to earn their living in dignity, coming together around and benefiting from inclusive working and learning environments that promote resilience, respect for diversity and equal access to opportunities". The exposition of the different nuances of social cohesion within each sector and the specific challenges and opportunities each context brings to different types of actors has therefore been key in the attempt of the roundtable meetings to generate consensus on solutions to challenges in front of promoting social cohesion in a holistic manner.

1.5 Structure of the report

The structure of the report follows the sequence of roundtable meetings implemented, starting with the education and youth roundtable, then moving onto the livelihoods sector and the work of the chambers, the protection sector and the work of CSOs, and then to the work of municipalities. The final chapter of the report is allocated to the general insights gained and findings attained throughout the roundtable sessions, along with recommendations that would apply to the promotion of social cohesion equally in all sectors.

The individual chapters include the background papers and the questions posed to the temporary panelists and are followed by the outcome reports from each roundtable session in each chapter under the heading "Conclusions from the roundtable discussion". It should be noted that the support unit review all the notes taken from the discussions as well as the recordings of the discussions and structured the discussions under common headings to prevent singling out or attributing comments to certain actors. Where disagreement existed the arguments for and against certain points are presented without naming specific organizations. In cases where a specific innovative instrument or guideline is referenced by an organization during the discussion, however, organizations owning the instrument and/or guideline are specified.

2

Promotion of Social Cohesion in the Education and Youth sectors

2.1 Significance of education for the promotion of social cohesion

Broadly speaking, policymaking in the education sector as part of migration governance is also observed to rest on objectives that reflect the social capital and dimensions of inequality mentioned above. In a forced displacement context, these are framed as the development of meaningful relationships between host community students and students who have arrived in Turkey after having been forcibly displaced from their countries as well as their parents and teachers, and ensuring that both Turkish and refugee students enjoy equal rights and access to opportunities (Özçürümez and İçduygu, 2020: 110). The effective inclusion of refugee children in the education system that would come about as a result of the fulfillment of these two objectives is doubly important, considering the additional vulnerabilities faced by children in forced displacement situations, compounded by a constant poverty-induced threat of early marriage for girls and child labor for both boys and girls. The role of education is paramount for social cohesion, as it accelerates cohesion into society by enabling inclusion in the public space (Keddie, 2012). Schools are appropriate environments for young refugees to learn Turkish and Turkish culture and it seems that the earlier children are included in the education system the better.

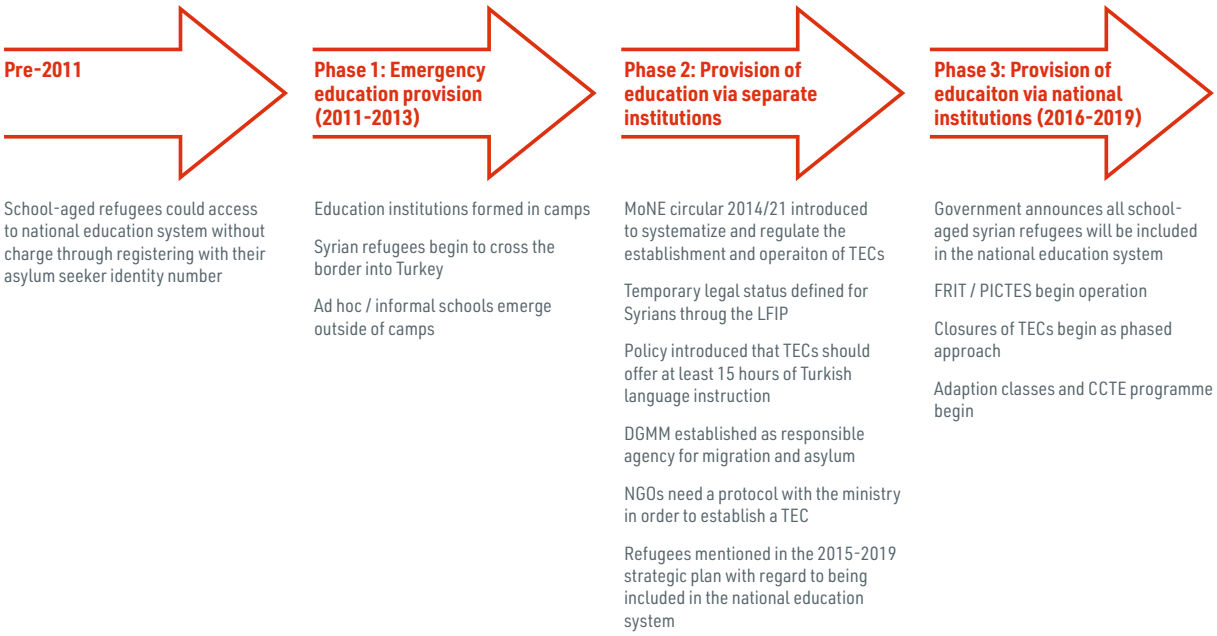
Studies on the economics of education point out that the returns from early investment, especially before school starts, are higher than those from later investment and that the gains from early childhood education are the highest for children from disadvantaged- and low-income families, which refugee children usually come from. Quality early childhood education for refugee children translates into substantial economic, social, educational and developmental benefits, while enabling mothers to access the labor market, which has multiplier effects as regards economic integration. Moreover, schools are spaces in which friendships are developed, thereby creating a social support basis for children and youth, with clearly advantageous effects in terms of reducing anxiety, protection from depression, and supporting academic success, which in turn leads to feelings of self-efficacy and self-respect. Provided that bullying and corporal punishment can be prevented, schools can also be considered safe spaces, especially as alternatives to child marriage and forced labor, helping children and youth overcome traumatic experiences in the forced displacement process and gain the necessary social and emotional skills to become resilient individuals. An inclusive learning environment has also been shown to help cognitive development for all students (Özçürümez and İçduygu, 2020: 116).

Reform processes target the development of concerted action by relevant stakeholders bringing to bear their specific strengths on the issue at hand. Yet such action also requires a strong understanding of underlying structural issues. A good case in point is the generally accepted significance of education for serving the compensatory function of increasing social mobility and contributing to equality. However, schools may also reproduce inequalities and reinforce existing cultural differences through their functions of socialization and allocation, with potentially compromising effects on social cohesion. Neither is retention in the educational system or a recognized educational qualification guaranteed. Therefore, issues regarding economic and political inequality and social class that make up the environment in which schools operate should be closely examined, and a holistic approach that understands the connections between policies in the education sector with those in health, shelter and work life should be adopted as much as possible.

2.2 The evolution of education policy for refugees in Turkey

The evolution of the Turkish Government's policies as regards the inclusion of refugees in the education system has been periodized into three distinct phases.

[3] The word "refugee" is used here to denote applicants to and beneficiaries of international protection, as well as "temporary protection" status holders as defined by the Law on Foreigners and International Protection numbered 6458 and dated 04.04.2013. When referring specifically to the latter, the term "Syrians under Temporary Protection" (SuTPs) will be used.



The first phase, which starts with the entry of Syrian refugees in Turkey in 2011 and ends in 2013, is characterized by reflexive policies suitable to emergency situations, such as the setting up of ad-hoc Temporary Education Centers (TECs) in and outside refugee camps for the provision of short term and temporary education programs with a Syrian curriculum (revised and approved by the Government of Turkey), mainly targeting the prevention of disruption to Syrian children's education in the expectation that they would continue their education following return to their country.

The second phase is marked by the adoption of the Law on Foreigners and International Protection which codified the right of applicants to and beneficiaries of international protection to primary and secondary education (Article 89), and defined the status of "temporary protection" for those forcibly displaced from their countries and whose arrival in Turkey occurs through mass influx (Article 91). The rights and responsibilities of those to be granted temporary protection is left to a complementary regulation, which came in the form of the Regulation on Temporary Protection in 2014, giving the right to access to education for those under temporary protection within the control, responsibility and rules of the Ministry of National Education (MoNE) (Article 28). MoNE itself took important steps through the publication of a number of circulars in 2013 and 2014, ensuring the inspection of informal schools operated by civil initiatives outside the camps and establishing the rules under which TECs could operate, implementing a Syrian curriculum with an additional 15 hours of Turkish classes for Syrian refugee children in cooperation with the Syrian National Coalition, and removing the requirement for a residency permit to enroll Syrian children in Turkish schools (Brugha et al.: 16-17). It should also be noted that as early as 2013 UNICEF began to run programs that covered maintenance costs in schools, while providing support for transportation, trainings for teachers and remedial education, and can therefore be said to have adopted a more social cohesion focused programming from the beginning.

The adoption of a more social cohesion oriented education policy for refugee children by the Government of Turkey, however, is said to have been initiated in the third phase, which is seen to start in 2016 with the launch of the flagship project financed by the EU Facility for Refugees in Turkey, entitled the "Project on Promoting Integration of Syrian Children into the Turkish Education System" (PICTES). The said project extended support to MoNE to address a number of identified challenges in the earlier phase by UNICEF, including, inter alia, Turkish language training for refugee children on a mass scale, the training of teachers, administrative and other personnel in schools in methods of working with disadvantaged children, remedial teaching for out of school refugee children, provision of school materials for students, transportation services to and from schools, awareness raising and counseling services (Özçürümez and İçduygu, 2020: 152-153). The initiation of the PICTES project was also accompanied by a gradual closure of TECs in the 2016-2017 school year, with new enrollments to TECs for grades 1, 5 and 9 being stopped and the transfer of refugee children to public schools for these classes realized. TECs were to be completely shut down by 2020. In addition, the Conditional Cash Transfer for Education (CCTE), a scheme providing cash support to families sending their children to public schools, was expanded in 2017 to include Syrian and other foreign children through funding by EU ECHO (European Civil Protection and Humanitarian Aid Operations) and the partnership of the Ministry of Family, Labor and Social Services, the Ministry of National Education, the Turkish Red Crescent (TRC) and UNICEF. The CCTE program targeted the reduction

[4] As regard the box in the diagram stating that NGOs were required to have a protocol with the ministry in order to establish a TEC, please note UNICEF Turkey's correction: "NGOs were actually not requested to have a protocol to establish TECs but to support TECs and/or to provide any type of informal education".

of financial barriers on vulnerable families to ensure that vulnerable learners were provided sustainable access to education. The major decision to transfer Syrian children into the Turkish public educational system, supported by the CCTE program, is seen as a clear attempt to serve the objective of social cohesion, due mostly to the acknowledgement of the envisaged prolonged stay of Syrians under temporary protection (SuTPs) in Turkey (Makovsky, 2019: 20). Another explanation of the shift, which need not contradict the first, is stated as ensuring greater control of the field of education to the legally mandated institution, namely the Ministry of National Education (MoNE).

According to Turkish law, Syrian youth also have access to higher education. Relevant state institutions, primarily the Higher Education Council (YÖK) and the Presidency for Turks Abroad and Related Communities (YTB) have taken steps to facilitate this. YÖK has enabled the transfer of Syrian university students whose education at undergraduate and graduate degrees were disrupted due to the war to Turkish universities, and created a "special student" status for those who could not provide the necessary documentation. Meanwhile, the YTB has provided 5,536 scholarships to Syrian youth since the onset of the crisis and pays the university contribution fees of approximately 8000 Syrian students each year (3RP, 2021: 52).

This policy shift in the education sector has been further consolidated through clear commitments in the 11th National Development Plan (NDP) covering the years 2019-2023 –which holds objectives and activities across a plethora of sectors and topics on which the Presidency reports annually– and the Harmonization Strategy and National Action Plan (HSNAP), covering the years 2018-2023, where harmonization in the education sector is one of the 6 sections under which objectives and activities are identified for fulfillment by various stakeholders. In addition, "Turkey's Education Vision 2023", drafted as a roadmap by MoNE for Turkey's education strategy envisaged for the same period covered by the HSNAP, sets out significant goals for the education sector as a whole. While it is beyond the scope of this background paper to provide an exposition of all the different interventions envisaged by these documents in the education sector, it is important to highlight the commitment made in the NDP regarding the "adaptation of people under temporary and international protection into social life... through Turkish language skills development" (par. 662.2) as well as an increase in the number of children under temporary and international protection to lower and upper secondary schools, and their direction to vocational and technical education according to their interests and abilities (par. 662.3). Drafted in a similarly inclusive way to the NDP with the participation of the most relevant stakeholders, the HSNAP promises financial support to impoverished families to send their children to schools, increased scholarship opportunities, and monitoring the continuity of education. It also commits to providing extra-curricular activities including migrant and Turkish children to facilitate harmonization, the inclusion of migrant families into parent-teacher associations, and Turkish language lessons for Syrian students transferring to public schools from TECs. In addition, the HSNAP foresees the promotion of migrant children's access to pre-school education, alternative education schemes to aid children whose education has been discontinued, psycho-social support in schools and encouragement to migrant children to participate in arts and sports activities in schools. The HSNAP also promises improved capacities for non-formal education centers, intensive and evening Turkish language courses, non-formal education courses and vocational training for working migrants, and the training of trainers to roll out harmonization training programs through PECs. Finally, MoNE's Vision 2023 document addresses significant areas of engagement, including, among others, data-based management, measurement and evaluation, human resources development, foreign language education, and goals for every stage of formal education, along with vocational and technical education. Coupled with an approach that emphasizes inclusiveness, steps taken in the mentioned areas of engagement can be expected to strongly contribute to the promotion of social cohesion in Turkey.

2.3 The current situation and remaining challenges

Using official figures from MoNE, the latest 3RP report shows the number of Syrian children under temporary protection enrolled in Turkish public schools as 79.5% for primary school, 78.9% for middle school, and 39.7% for secondary school. This means that approximately 35.8% of Syrian school aged children remain out of school, with a concerning drop in the number of children in pre-primary and primary levels compared to previous years (3RP, 2021: 52). Moreover, many out of school children include those who work, those with disabilities and those experiencing "other protection risks" (3RP, 2021: 53). These figures are especially worrying in light of the rapid increase in the number of Syrian school-age children, and the fact that many cannot access internet and other IT equipment necessary to continue their education due to conditions imposed by the COVID-19 pandemic. Despite the steps taken by the Government with extensive support from international donors and massive efforts on the ground by IGOs, as well as international, national and local NGOs to address the difficult set of challenges in the education sector, certain challenges remain. A non-exclusive list may be listed as below:

Poverty: Research consistently points to poverty as the most serious obstacle to access to education and the resulting increase in social exclusion. A recent survey conducted for a study commissioned by the Istanbul Metropolitan University has shown that 28% of the respondents from the Syrian community in Istanbul have decided not to send their children to school in the 2020-2021 academic year due to financial obstacles, while 23% have stated the same on grounds that the child is

[5] The quoted study is based on surveys conducted with 1215 SuTPs and 1235 Turkish residents of Istanbul representing the host community. The sample size for the host community is based on the population distribution as presented by the 2019 TUIK Address Based Registration System, while the sample for SuTPs was developed taking into consideration the 2019 Istanbul Provincial Directorate of Management data.

currently working, thus also signifying a poverty related variable (Dogan et al., 2021: 37-38).[5] Poverty is the biggest reason for pushing underaged boys to work and girls into early age marriages. In addition, while education is free of charge in public schools in Turkey, indirect costs related to education such as educational materials, meals and transport costs continue to be a heavy burden on many indigent refugee families. Finally, it should be noted that child poverty should not only be considered in terms of lack of means, but also the inability to live one's childhood, compounded by the emotional insecurity and social exclusion that results from not being able to access education (UNICEF, 2011).

The language barrier: Despite MoNE reports that over 300,000 Syrians have taken Turkish language courses between 2014-2019, research shows that a large majority of Syrians consider their knowledge of the language as "very little" or "non-existent", with the latter figure dramatically increasing for women (Dogan et al., 2021: 44-45). This is corroborated by anecdotal evidence from GIZ partners, who consistently note the insufficiency of the completion of A1 and A2 level Turkish language courses, which provides nothing other than the most basic communication, let alone being sufficient for accessing employment. In schools, lack of a command of Turkish leads to lack of communication with peers, academic failure and ultimately to the discontinuation of attendance. Outside of schools, lack of language hinders connection with the host community, leads to a failure to effectively access services as well as learn about and seek one's rights, all of which are integral to social cohesion.

Social exclusion: Various national level surveys (e.g. Syrian Barometer, IOM Social Cohesion Survey, WFP Social cohesion in Turkey survey) have concluded a strong negative perception of the Syrian community held by the host community. The association of Syrians with poverty and the consequent reproduction of negative stereotypes of Syrians being "sick" or "dirty" have led to the exclusion of children in schools, so much so that 29% of Syrian respondents to a recent survey have stated exclusion by Turkish students as the most frequent problem experienced by Syrian children in school, with 9% stating exclusion by teachers, and 5% bullying (Dogan et al., 2021: 41). The problem is further exacerbated by the continuing practice in some schools of placing Syrian children in separate classrooms (Ibid, 42). These insights into social exclusion clearly point to the continuing need to train teachers on dealing with multicultural learning environments, and to equip school counselors with the necessary tools to provide the necessary psycho-social support to children. The issue of social exclusion is also a prominent theme among Syrian youth, due to their unique position of being stuck between Turkish and Syrian cultures, leading to difficulties in communication not only with their peers in the host community but also their parents and extended families.

Gender inequality: Boys remain prioritized for access to education as evidenced by the lower rates of literacy among Syrian women and girls. Alongside discriminatory cultural beliefs, norms and practices, boys are generally favored to receive an education in the Syrian community over girls due to the belief that they can find higher paid jobs in the market easier. Girls are also affected to a much greater degree from common obstacles to accessing education, such as difficulties in getting to school due to lack of transport, and the reluctance of Syrian parents to allow their girls from taking public transport (Coşkun et al., 2017, qtd. in Özçürümez and İçduygu, 2020: 164).

Data collection, use and management: Despite the efforts by UNICEF to assist MoNE in the development of the Education Information management System for Foreigners (YOBIS) and then to migrate the data collected there into the E-Okul program used by public schools, along with an analysis of the data, a consistently underlined challenge concerning the development of policy and planning for the education sector is the lack of quality data. The need appears to be especially urgent to track out-of-school children and conduct follow up on children who drop out of the education system.

COVID–19 pandemic: Aside from its significant negative socio-economic impact, the COVID-19 pandemic has seriously put at risk the gains made in the education sector as regards inclusion of refugee children, who have been even worse affected by the discontinuation of face-to-face learning. It is reported that up to 50% of Syrian children enrolled in formal education did not have access to distance learning due to limited Internet access and lack of equipment, with limited Turkish language skills making distance learning for those who did (3RP, 2021: 53). The pandemic has also necessitated greater care in data management; it also prompted 3RP partners working in the education sector to focus more on:

> "advocating with MoNE to generate and share disaggregated data on participation and quality indicators… especially with the new needs to improve data management systems to follow school attendance in distance learning, grade level completion and learning outcomes" (3RP, 2021: 56).

2.4 Conclusions from the roundtable discussion

Recommendations for addressing challenges regarding the effective inclusion of refugee children and youth in the education sector and the development of the skills of the refugee population through Turkish language and vocational trainings converge on several points. The most prominent of these include the adoption of a holistic approach (considering policy areas such as shelter, health, education and work life together) and a "scaled-up, multi-sectoral response" with close coordination with responsible public institutions (Özçürümez and İçduygu, 2020: 163; 3RP, 2021: 52). Other significant recommendations include the necessity to collect and use data for evaluation of implemented programs with a view towards developing evidence-based policies, and capacity building of relevant public institutions to ensure sustainability of these policies and freedom from dependency on foreign funds and expertise (Ibid.). This is nicely encapsulated in Objective 3 of the 3RP 2021-2022 report on the education sector, which reads: "Support a resilient national education system to facilitate the provision of quality education".

The following questions aim to draw out knowledge, experiences and views from the roundtable participants to search for ways to concretize these recommendations.

1. How can teaching, learning and classroom management (including online) be improved through measures inspired by the exigencies of promoting social cohesion?
   Please consider
   a. how the negative effects of protracted e-learning on social cohesion be mitigated.
   b. social interaction between children, teachers and families in the school environment as well.
   c. how resources (material and human) developed during the first phases of the refugee response can be usefully and positively incorporated into the current harmonization informed education policies.

Extra-curricular activities:
Activities conducted both within and outside schools that go beyond the formal curriculum are integral to promoting social cohesion. These include the teaching and activities that promote pro-social behavior, tolerance and problem-solving skills. Stakeholders are already engaging students and youth through such programs, both within schools and youth centers. An important finding to mention here is that a lack of sense of belonging has been connected to lower academic performance. In addition, one issue underlined was the necessity to ensure that the sense of belonging of not just Syrian students, but also Turkish students who share the learning space with Syrians should be strengthened.

Engagement of parents:
Parental engagement is critical to ensure that the education sector effectively contributes to the promotion of social cohesion. Appreciation of the significance of education by parents as regards future prospects for their children, both in terms of social mobility and social cohesion, is an integral motivating and support factor for children. In addition, parents' close engagement with the school environment provides an important source of knowledge and perspective about the existing challenges as regards social cohesion and views concerning possible solutions. A recent survey with parents conducted by UNICEF, for instance, has shown cyber-bullying to be an important challenge that has emerged with distance learning due to the pandemic.

Support to teachers:
Recent studies conducted by the World Bank have shown that teachers feel overwhelmed and despondent, many holding the belief that there is little that teachers can do to solve existing problems. Trainings and awareness-raising activities conducted for teachers by various programs and projects that have focused on teaching a class of students from diverse backgrounds have been well received. Nonetheless, these need to be continued, especially when taking into consideration the way in which teachers are at times challenged with queries from host community families regarding the presence of Syrian students in school, and their concerns regarding how this could affect their own children's education. Innovative ways of providing this support need to be explored. In this respect, the holding of peer-to-peer groups sessions under the supervision of psychologists, whereby experienced teachers can transfer their know-how to inexperienced teachers, can be considered.

Innovative solutions to supporting teachers need to be developed. A good example is the Virtual Reality (VR) initiative by the World Bank, which has created a number of VR simulations in various languages that aim to place teachers in the shoes of and empathize with Syrian students. Such programs and support mechanisms are important to imbue teachers with a strong feeling of self-efficacy and the feeling of being able to contribute to positive change.

Redesigning Turkish language teaching in schools:
Despite efforts by various stakeholders, the language barrier remains the biggest challenge for social cohesion, both in and outside schools. Participants suggested that one of the main reasons for this is the years lost at the first stages of the mass influx from Syria in starting widespread Turkish language programs and the fact that the Temporary Education Centers taught the Syrian curriculum in Arabic. The actual development of the Turkish curriculum also took a couple of years, further adding to the delay. The issue is made more difficult due to low interaction between Turkish and Syrian children and the fact that Syrian children speak Arabic in their homes. It should be noted that the PICTES project is actively tackling the issue and has identified a redesigned Turkish language teaching system for schools as an output of the project. In addition, social cohesion classes were introduced as an important instrument to ensure that foreign students in the Turkish educational system are placed in the right level of education, with evaluations conducted for students from grades three to twelve. Although plans were made to place students in the appropriate class level based on the evaluations, this has not been possible due to the closure of schools because of the pandemic.

Stronger coordination with and inclusion of CSOs in the education sector:
CSOs possess significant added value in terms of the perspectives and experiences they bring to promotion of social cohesion, also in the school environment. They have been involved in all of the headings mentioned above. Coordination with CSOs, through protocols signed with the appropriate authorities, will increase the effectiveness of the initiatives recommended.

Syrian volunteer educators:
Syrian volunteers in the education sector were an important asset in the operation of Temporary Education Centers (TECs). Following the closure of the TECs, many volunteers were trained by MoNE DG Teacher Training and Development, then tasked with supporting extra-curricular activities in public schools, vocational training centers, Guidance and Research Centers (GRCs), as well as provincial and district directorates for education. Syrian volunteers were seen to be very beneficial in creating connections between families and schools, and participants agreed that they have contributed strongly to social cohesion efforts in the education sector. Ways to encourage their continued contribution should therefore be sought.

2. What can be done to prevent children and youth from dropping out of school, and what innovative and practicable solutions exist to pull youth who are not in employment, education or training (NEET) into the education system?
   a. Please consider the necessity of the continuation for CCTE and the impact of withdrawals from ESSN.

Continuation of the CCTE with better monitoring:
Acknowledgment of the benefits of the CCTE program for increasing school attendance of children of the most vulnerable families of the host and Syrian communities, and especially girls is unequivocal. The CCTE stands as one of the most important instruments in preventing drop-outs. In fact, serious problems are envisaged regarding access to education in case the program is terminated, leading to questions about how the support mechanism can be made more sustainable in case foreign funding is reduced in the future. Alternative support streams need to be designed and implemented. PICTES is leading the way, having initiated a program for technical vocational training scholarships this year, providing monthly stipends for both Turkish and Syrian students attending vocational schools tied to DG TVET.

Extra-curricular activities:
The importance of extra-curricular activities, including sports, art, environmental awareness-raising such as planting trees together, and informative seminars have been stressed as an important factor in preventing drop-outs due to the contributions of such activities to emotional well-being as a result of continuous quality social interaction and the improvement of Turkish language skills. Weekend courses that have been planned by PICTES on visual arts, sports and music through protocols with DGLLL have the objective of promoting social cohesion and guiding children who are out of school but who participate in these activities into formal education. UNICEF's "Global Framework on Transferable Skills" is an important instrument that could guide policy and practice as it highlights the importance of developing a range of skills for children that would allow them to positively engage with their communities across formal, non-formal and community-based pathways. Activities that promote emotional well-being are also recommended separately for students, teachers and parents as well as in formats that bring these three groups together.

Involvement of principals (headmasters) and other staff members in social cohesion work:
The involvement of not only teachers, but also principals (headmasters), counsellors and other staff members of schools in order to create an inclusive learning environment is repeatedly emphasized as integral to promoting social cohesion in learning environments. The role of school principals (headmasters) in schools was especially singled out as figures who are respected as opinion leaders in the school environment and as administrators who have the ability to ensure that interventions are structured around the needs of the context, while also being able to convey information about the locality to MoNE provincial and district directorates. Counselors could also be given the role of supervising the peer-to-peer exchanges mentioned as support mechanisms for teachers in answer to the first question.

Employing instruments to identify red flags and risk factors signaling drop-outs:
Taking into consideration that the pandemic has increased the risk of drop-outs exponentially, with vulnerable families having become even more vulnerable throughout the pandemic, and also the fact that once a child drops out of schooling it becomes very difficult to resume schooling, it is necessary to provide teachers and school administrators with tools to identify risk situations to mitigate drop out risks. The World Bank has developed algorithms that signal red flags when a student passes thresholds set on attendance, participation, and other variables. The advantage of such tools is that they respond to the necessity for real time information. Combined with toolkits that allow teachers to connect with students at a personal level, thereby allowing them to be proactive in their engagement, drop-outs may be prevented.

Setting up peer-to-peer support mechanisms:
Peer-to-peer support mechanisms have been known to prevent drop-outs by ensuring emotional and academic support and guidance to students, especially through role models. The older brother/sister system has been known to guide and motivate children to see positive examples to emulate in their lives. The engagement of role models from the Syrian community is another suggestion envisaged as being very beneficial, with Syrian university students as volunteers possibly taking on this role.

Increasing scholarship opportunities for children and youth neither in education nor employment (NEETs):
Data on the number of NEETs in Turkey both in the Turkish and Syrian communities does not exist at a level of accuracy that would enable targeted policy-making. The existing data shows that as age increases, the percentage of youth in this category also increases, with larger increases recorded for women. It is estimated, for instance, that around 50% of women in the age group 30-34 are categorized as NEET. The EU already funds projects –for instance PICTES and KfW– that provide support packages such as stationary, lunch and other necessities to ensure school attendance. Vocational training is also critical to draw in NEETs to ensure skills development in line with market demands. Another option is to keep higher education as a real possibility for students both in formal education and in vocational trainings, by continuing to provide scholarships.

3. How can assessments and follow-up mechanisms be used systematically and through multi-stakeholder involvement/ cooperation to collect information on good practices and challenges, and ensure that common solutions are generated and forwarded to decision/policymakers?
   a. Please consider what worked and what did not in coordination mechanisms in the field of education that were set up to date.

A manageable multi-stakeholder and multi-level approach including public institutions should be adopted:
Coordination within central and provincial directorates of MoNE were ongoing before the pandemic, with MoNE officials able to monitor the work conducted in the field, speak to teachers directly, and convey the information thus gained to headquarters. At a broader level, Migration

Board meetings, chaired by the Minister of Interior with line ministries represented at the highest bureaucratic level, as well as the meetings to first draft and then to monitor the implementation of the Harmonization Strategy and National Action Plan were provided as examples of existing coordination mechanisms. It was also noted that UN agencies and organizations and other IGO and NGO stakeholders did coordinate their efforts in the education sector of the refugee response through the 3RP, with UNICEF leading the education sector since 2019. The 3RP education sector has also formed coordination groups in the Southeast, Istanbul and Izmir, enabling the sector to collect feedback from NGOs working in the field and conveying them to MoNE at the central level. Also mentioned was the establishment of a Social Cohesion Education Task Force from within the 3RP education sector actors that held its first meeting in December 2020. The Task Force looks to focus on different aspects of social cohesion on education and is willing to expand by including more stakeholders.

Nevertheless, all participants acknowledged the need for greater coordination in the education sector along with the difficulty of coordinating a sector with such a large number of stakeholders operating at various levels and during restrictions posed by the pandemic. Furthermore, difficulties coordinating the work of a large number of DGs within MoNE due to the sheer size and workload of the institution was underlined. Coordination with stakeholders should encompass both the national (central) and local (provincial) levels, including at both levels, first and foremost representatives of MoNE as the responsible authority, along with the MoI DGMM and the relevant experts from the MoLSS and the MoFSS, together with representatives from IGOs, relevant INGO and NGOs and academia. Considering the fact that an increase in the number of stakeholders leads to difficulties in organizing and managing such meetings, the possibility of convening smaller groups was raised. The smaller group option, in turn, raises the risk of excluding important stakeholders. Therefore, a model of coordination is required that includes the most relevant actors without foregoing effectiveness.

Suggestions to facilitate coordination within and across public institutions included the creation of a DG under MoNE that specifically deals with the issue of social cohesion, the creation of social cohesion units in all ministries (akin to the EU affairs departments existing in most ministries) and an umbrella organization including the participation of non-state actors tied to the Presidency.

Establishing a proactive sharing of knowledge and data among different stakeholders:
A number of qualitative studies have been conducted as regards the education sector in Turkey, collecting critical information that can be utilized to further develop the promotion of social cohesion in the education sector. It is important, therefore, that these studies are shared first among the different DGs of MoNE, then with other stakeholders, with the flow of information being directed centrally, preferably by MoNE. As regards data collection and sharing, the database of MoNE was noted as being sufficiently large and disaggregated. However, it was also stated that the data is not used as efficiently as possible, leaving some room for improvement as regards the use of data for evidence-based policy making. A word of caution was also made as regards the importance of ensuring that data is used in line with data protection legislation and standards.

3

Promotion of Social Cohesion in the Livelihoods Sector through the Work of Chambers of Industry and Commerce

3.1 An operational definition of social cohesion for the livelihoods sector

Taking into consideration the lack of a clear consensus on a definition of social cohesion, a starting point is to operationalize the concept as regards different sectors/areas of work in international development. As noted in Section 1.4, the two significant commonalities that exist in most definitions developed for social cohesion by IGOs can provide some guidance in terms of what needs to be included in the definition. The first common dimension in definitions of social cohesion is that of "social capital", denoting networks established within and between different communities (horizontal) and between communities and service providers (vertical). The second can generally be referred to as the human rights dimension, which underlines non-discrimination and equal access to resources, with a special emphasis on ensuring such services are designed in line with the needs of, and are accessible for, those with special needs.

The UNDP, the leading UN organization in the livelihoods sector of the 3RP that coordinates the refugee response across the region, has recently proposed a definition for social cohesion that touches on these dimensions while promoting Agenda 2030's vision: "Social cohesion is the extent of trust in government and within society and the willingness to participate collectively toward a shared vision of sustainable peace and common development goals" (UNDP, 2020: 7). As the program focusing on the livelihoods sector within the GIZ SRHC cluster, the "Promotion of Economic Prospects for Refugees and Host Communities in Turkey" (PEP) Program similarly understands social cohesion as the ability of Individuals and groups from different backgrounds able to earn their living in dignity, to come together around and benefit from inclusive working and learning environments that promote resilience, respect for diversity and equal access to opportunities. The chambers of industry and commerce, municipalities and NGOs that constitute the program's partners are "enablers" of social cohesion and therefore critical agents in facilitating the establishing of networks transcending differences between communities. This means creating inclusive working environments respectful of diversity, "leaving no-one behind" by ensuring that the most disadvantaged and marginalized individuals can access services with dignity and to create platforms of deliberation and participation to defuse conflict and come to shared understandings regarding the most salient issues.

This background paper serves to outline the existing situation and challenges in the livelihoods sector of Turkey's refugee response as regards social cohesion, with a special emphasis on how chambers of industry and commerce are contributing to efforts at promoting social cohesion and the challenges they encounter.

3.2 The impact of the Syrian influx on Turkey's economy and opportunities introduced by Syrian businesses

The mass influx of Syrian refugees into Turkey, which started with the beginning of the Syrian civil war in 2011 and escalated dramatically in 2014, has had a major impact on Turkey's economy. In late 2019 the Government cited the figure of 40 billion USD in the third quarter of 2019 as an estimate of the cost of financing the refugee population in Turkey,[6] which includes the running of temporary accommodation centers (refugee camps), humanitarian aid and expenses related to municipal services and the aid provided by municipalities.

Acknowledging the prolonged stay of refugees in Turkey, the Government of Turkey along with international and national stakeholders have started to shift from a humanitarian approach to a more resilience-based development approach emphasizing the need to ensure that Syrians are integrated into the Turkish economy on the basis of developing greater self-reliance. The objective is to equip members of the refugee and host communities with skills that qualify them for jobs in sectors in the market that most require the labor, to ensure relevant and decent work for laborers and to enable the growth of entrepreneurship and businesses through effective access to services provided by public institutions and the relevant chambers. This objective has necessitated the active inclusion of the private sector in the refugee response and specifically the chambers of industry and commerce as business service providers to which SMEs are required by law to be members.

[5] The quoted study is based on surveys conducted with 1215 SuTPs and 1235 Turkish residents of Istanbul representing the host community. The sample size for the host community is based on the population distribution as presented by the 2019 TUIK Address Based Registration System, while the sample for SuTPs was developed taking into consideration the 2019 Istanbul Provincial Directorate of Management data.

In terms of the business environment and the impact of the Syrian influx, it is important to take into account the fact that the Turkish economy is dominated by the operation of small and medium sized enterprises (SMEs), which account for 99.8% of the total number of enterprises in Turkey and 72.4% of employment (TUİK, 2020). In July 2020, 9041 companies with Syrian owners were registered in Turkey, accounting for approximately 562 million USD of capital (Building Markets Report citing TOBB figures, 2020). In its survey titled "Mapping of Syrian Owned Enterprises", UNDP notes that the largest area of operation for Syrian businesses in Turkey is that of the wholesale and retail sectors, followed by manufacturing and the food and beverages sector (UNDP 2019a: 13). This is corroborated by TEPAV, which lists the sectors in descending order as wholesale, real estate, retail, administrative center activities, travel agencies and tour operators (TEPAV, 2018). Syrian businesses are generally micro-enterprises, employing less than 10 individuals, and have been shown on average to employ 7-9 employees. Considering that there are 6 family members per Syrian household, it can be estimated that 250,000 Syrians benefit from income provided by these companies (Ibid: 8).

The TEPAV survey also shows that 75% of Syrian respondents used to run a company before arriving in Turkey, with a majority of these being in Syria, followed by GCC countries, while the survey also reveals that Syrian entrepreneurs are generally more export oriented compared to their Turkish counterparts, so much so in fact that trade with Syria reached its pre-2011 levels due to the export realized by Syrian run businesses (Ibid: 9). In this sense, the growth of Syrian businesses in Turkey also brings with it new opportunities for the Turkish economy. As many Syrian businesspersons (mostly businessmen as the number of women entrepreneurs are very limited, please see next section) were exporting their products across the MENA region prior to their arrival in Turkey, they continue to hold a customer base in this region. Holding the advantage of speaking the same language as most of the countries in the region, Syrian businesses are already leading Turkey's economy into a new export market even without an organized effort or special state support (Building Markets, 2020: 6). This is also a factor in making the employment of Syrians attractive for Turkish owned companies. A UNDP survey cites the export-oriented approach of Syrian businesses as a driving motive for the Turkish private sector to employ Syrians or partner with Syrian enterprises (2019a: 7).

Syrian businesses have also introduced new products into the Turkish market generating fresh demand from both Syrian and Turkish consumers, while Syrian human capital in the shape of software developers, engineers and programmers are bolstering Turkey's growing technology sector. Certain economic sectors have also been revived with help from Syrian owned businesses, with Gaziantep's shoe manufacturing industry being a prime example (Building Markets, 2020: 6). Lastly, SuTPs are expected to prove to be important assets for the Turkish economy once the conflict in Syria ends and when reconstruction work starts. A number of Syrian owned businesses are expected to be the first to cross the border to reclaim the capital and assets they have left behind and to work in reconstruction efforts. One survey has shown that 76% of these businesses intend to keep their businesses in Turkey during this process, thereby creating a strong economic link between the markets of the two countries, potentially guiding Turkish businesses into the Syrian market (Building Markets, 2018: 7).

3.3 Challenges for social cohesion in the livelihood sector

Certain serious challenges remain for the healthy integration of the Syrian community into Turkey's economy, which often translate into obstacles to or risks for the promotion of social cohesion in the livelihoods sector. The most prominent of these challenges are listed below:

3.3.1 Informal employment and informal businesses: Syrians under Temporary Protection (SuTPs) have had access to the labor market since January 2016, when the Council of Ministers adopted the "Work Permit Regulation for Foreigners under Temporary Protection". However, most SuTPs work informally: out of 2.16 million working age Syrians 1 million are estimated to be participating in the labor market, mostly in informal work, in low-skilled and low-paid jobs (ILO, 2018). A number of reasons can be cited for the fact that a vast majority of Syrians work informally. According to the Turkish Statistics Institute, an estimated 31% of the Turkish economy is already operating informally, in terms of persons working without any social security, and that unemployment in Turkey has increased from 9.7% in June 2015 to 12.9% in November 2020 according to official figures from the Turkish Statistics Institute. Certain studies state that the real unemployment rate, using the broader definition as those who are not actively looking for work and are seasonal workers, is around 28.8% (DISK-AR, 2021). Aside from the fact that informal labor is a structural problem of the Turkish economy with many Turkish citizens working informally as well, there are specific reasons for the pervasiveness of informal employment among Syrians. These include the fact that jobs tend to be in big cities rather than the provinces to which SuTPs are forced to reside in, pushing Syrians to violating their restrictions on residence to work informally in the big cities. Also, under temporary protection a Syrian can receive a work permit only with the backing of a prospective employer and after having been registered under temporary protection for at least six months, and the cost of the work permits, despite having been reduced, is still not negligible. In addition, a job in the formal economy usually spells the end of direct assistance under the Emergency Social Safety Net program. This limits the incentive for refugees to work formally for minimum wage. It is also important to note that despite the fact that refugees have access to free

[7] While TEPAV's data is not gender disaggregated, considering the low number of Syrian women entrepreneurs in Turkey (please see next section), it should be assumed that very few of the respondents were women.

health services, their interest in obtaining health insurance is limited, while the uncertainty of their future in Turkey may contribute to a disinterest in pensions. On the other hand, disincentives on the side of the employers to apply for work permits for Syrians include the possibility of hiring Turkish citizens who can be trained easier due to their knowledge of the work culture and language for the same minimum wage and maximum working hours along with the requirement that they prove that 90% of their company's employees are Turkish. Furthermore, according to a report by the Atlantic Council, "Other concerns include perceptions of the relative unreliability of Syrian employees due to their mobility and different work ethics, notably in terms of commitment to regular working hours" (2020: 12). The Atlantic Council pertinently observes point that companies in Turkey use acquaintances and personal networks to obtain references for those who they employ, but that refugees "lack this crucial social capital, which makes their employment risky in the eyes of local businesses" (Ibid: 13).

The informal economy harms the Turkish economy as the inability to receive taxes negatively impacts the overall development of the country as a result of, inter alia, diminishing state capacity in terms of investing in infrastructure, engaging in strategic investment or ensuring better social coverage for the most vulnerable.

More importantly as regards social cohesion, workers employed informally are exposed to risks and multiple vulnerabilities due to lack of insurance and job security, with the situation of informality preventing them from seeking their rights. Furthermore, Syrians informally employed create downward pressure on wages overall, leading to resentment from the host community and risks heightening social tensions. Another important challenge for establishing valuable inter-community partnerships between SMEs is the presence of informal Syrian businesses, which has led to accusation by Turkish owned businesses of unfair competition, due to the former being seemingly exempt from tax inspection and health codes.

The anxiety felt by the host community due to the perceived threat Syrians pose to the economy in general and the job market in particular is evidenced in the national surveys conducted to date. Among the 9 statements purportedly measuring "anxiety" regarding Syrians in the latest Syrian Barometers survey, for instance, the statement "I think that Syrians will harm our country's economy" places first, with 74.1% of respondents responding "worried" or "very worried" (2019: 82). A majority of respondents (and at an increased rate in comparison with earlier Barometer surveys) responded positively to the statement "under no circumstances should they be allowed to work/given work permits" (Ibid: 90), while agreement with the statement "Syrian refugees are good for our country's economy" stood at only 6% (Ibid: 102). The latest IOM survey also notes that "anti-migrant sentiments are often fueled by suspected effects of the refugee/migrant community on the economy especially with regards to employment", evidenced by the majority of respondents agreeing to the statement "My family and I feel economically threatened by the presence of Syrians (e.g. Syrians take jobs away from Turkish people)" (IOM, 2019: 27). The WFP report "Social Cohesion in Turkey: Refugees and the Host Community" reveals the finding that the percentage of agreement with the statement "Syrians should be paid the same wages as Turkish people" among host community members has fallen by 4% from July 2017 to June 2019, "probably due to the increase in unemployment rates and the ensuing competition for jobs between the host community and refugees" (WFP, 2020: 16). It is generally agreed that the risk of tensions related to the labor market in general "has the potential to undermine…the prospect of social inclusion and self-reliance of Syrians under temporary protection" (UNDP, 2019: 59).

3.3.2 Low rate of employment of and entrepreneurship among Syrian women:

An important issue that needs to be underlined as regards challenges for social cohesion in the livelihoods sector is the very low rate of employment among Syrian women. A study by UN Women and ASAM states that only 15% of Syrian women work in income-generating jobs (UN Women and ASAM, 2018: 6). A similar figure is noted by Caro, who, in a study conducted for ILO, observes that that only 11.2 % of Syrian women aged 15-65 work compared with 71.0 % of men (2020: 6). The latest 3RP reports also quotes figures revealing that while most Syrians earn below the minimum wage, Syrian women earn less than men, and that while on average 16% of households among persons under temporary and international protection do not have any working members, this figure increases to 31% among women-headed households (3RP, 2021: 89-90). The low rates may be induced by such factors as girls being pulled out of education at an early age to be married off, the traditional gender roles that overburden them with household duties and pressure from members of the household shaped by culturally gender-discriminatory attitudes forcing women to stay at home, among other manifestations of patriarchal (and therefore structural) limitations on women forming glass ceilings for their economic integration into society. Economic independence is an integral component of the empowerment of women, along with their active participation in the public sphere, and gender equality is an indispensable dimension of social cohesion, especially as regards the equal and independent access to services and opportunities.

3.3.3 Limited knowledge of and access to business services and credit by Syrian owned businesses:

Two of the most pressing problems faced by Syrian owned businesses as regards their integration into the Turkish market are the lack of knowledge regarding domestic regulation and lack of access to financial institutions. To illustrate, a UNDP survey shows that Syrian owned SMEs most frequently mention developing better ways of accessing capital as an improvement area and that 97% of the Syrian respondents to the UNDP survey state that they have never been aware of any incentives or grants provided by business development services, with a majority stating that they have no contact with Regional Development Agencies, KOSGEB, Universities or the Turkish Employment Agency (ISKUR) (2019b: 59). The positive impact of Syrian owned SMEs to the Turkish economy can be exponentially increased if their full potential is unlocked through facilitated access to state incentives and partnership with Turkish owned SMEs. According to some estimates, Syrians have invested between $290-330 per capita to the Turkish economy

since the onset of the crisis. However, in Egypt's relatively smaller but more "Syrian-friendly market" (possibly due to similarities in language and culture), the presence of only 120,000 registered Syrians has resulted in over $6,500 of investment per capita (Building Markets, 2018: 6).

3.3.4 Limited interaction between Turkish and Syrian owned businesses and limited access to corresponding markets:
Only 3.4% of the Turkish owned enterprises responding to UNDP's "Mapping of Syrian Owned Enterprises" survey are recorded as having Syrian business partners, leading the UNDP to conclude that "despite the fact that Turkish businesses have the intention of accessing the Arabic speaking countries, they do not see more than 3.5 million Syrians in Turkey as customers or Syrian businesses already exporting to those countries as partners" (3RP, 2020b: 19). In addition, the number of Syrian-owned SMEs that buy from or sell to their Turkish owned counterparts remains very low, with only 20% of Syrian-owned SMEs stating in a survey conducted by INGEV that they buy goods or services from Turkish suppliers, and only 27% stating that Turkish clients make purchases from them (INGEV, 2019). The lack of partnerships between Turkish and Syrian-owned businesses has the potential of deepening perceived divides and reducing the potential for the positive impact reaping the benefits of cooperation may contribute to promoting social cohesion.

3.3.5 The effects of the COVID-19 pandemic:
Similar to its effects on the rest of the world, the COVID-19 pandemic has also dealt a serious blow to the Turkish economy. As SMEs account for over two thirds of employment and consist mostly of family businesses, their resilience translates directly into societal resilience. According to a report by the trades union confederation DISK, using the full-time equivalent job loss method used by ILO, the total number of jobs lost in Turkey due to COVID-19 reached 5.6 million and the broadly defined unemployment rate (including current job losses) is 39% (DISK-AR: 2020). Overall, the pandemic has had a comparatively greater effect on certain groups, businesses and regions than others. Eastern and Southeastern provinces have been worse affected than Western provinces of Turkey, micro and small enterprises than large enterprises, refugees more than Turkish citizens, women and youth more than men, and vulnerable groups more than the less vulnerable. A rapid-assessment study/survey conducted by UN Women in 2020 posited, among other key findings, that women experience higher levels of job loss than men after the spread of COVID-19, that the burden of domestic work on women increased in comparison to men, and that women experienced worse negative effects on their mental and emotional health due to COVID-19 (UN-Women, 2020: 9-10). Refugees are among the worst hit, with the most strongly felt effects of the pandemic being the loss of income and jobs, as even before the pandemic refugees earned less than nationals in the same occupations, leaving them less prepared to face the loss of this meager income while at the same time trying to meet the costs of rising prices and health services. Similarly, the pandemic had a serious negative economic impact on enterprises and entrepreneurs, with small businesses with already limited access to finance and low rates of savings being the most susceptible to this shock (Business for Goals, 2020). Access to social protection services have also been affected, with lockdowns interrupting or reducing the services enjoyed by refugees, while the fact that many are informally employed have left them without the means to access state support for income, paid leave, etc.

The Government of Turkey has introduced certain stimulus packages to support the economy, protect jobs and keep the cash-flow to businesses and workers. As regards efforts to maintain employment, the use of the "short-time work allowance" was greatly expanded. This is an income-allowance support for employees working limited hours or not being able to work at all due to a crisis situation. Eligibility for this support is based on certain conditions such as having paid unemployment insurance for at least 450 days in the last 3 years and employment for 60 days prior to application. A majority of refugees, therefore, have been unable to benefit from the short-time work allowance, as only a small proportion of refugees and migrants are in formal employment; however, even these individuals would not meet the requirement to benefit from the allowance as only few of them would have worked formally for the required period of time.

The government has also enabled employers to send employees who are unable to benefit from the short-time work allowance on unpaid leave without their consent, doling out a very low monthly cash support widely criticized by trade unions for being very much below the hunger threshold. The use of what has been called "Code-29", which refers to an article in Turkey's Labor Law, by companies to let go of workers on the basis of "inappropriate conduct" without severance payment and unemployment benefits, has also been widely criticized, leading to amendments to legislation made by the Social Security Institution of Turkey. Following the amendments, the number of workers fired from their jobs reportedly decreased from 176,662 to 17,000 (Hurriyet Daily, 8 April 2021).

The loss of jobs due and the deterioration in emotional and mental health owing to the prolonged crisis caused by the pandemic poses a real risk for social cohesion, with fears that the widening social distance between the host and refugee communities may be exacerbated on account of lockdown conditions.

3.4 The contribution of business chambers to local economic development

A business chamber can be defined as "an organization of businesses seeking to further their collective interests, while advancing their community and region. Business owners voluntarily form these local societies/networks to advocate on behalf of the community at large, economic prosperity and business interests" (Association of Chamber of Commerce Executives, 2016). The primary aim of business chambers is to protect the interests of the business community and to represent and promote the local economy, encourage investment, broaden the local tax base and create employment. Business chambers function as intermediary organizations between individual firms and local role players, such as local

government. Local economic development, on the other hand, is defined as a process of participation where local actors, including formal business organizations, from all sectors within a specific area, work together to activate and stimulate local economic activities, with the aim of ensuring a resilient and sustainable local economy (Trousdale, 2005). In this respect, business chambers have an integral role in promoting local economic development as they play an intermediary role between their members and the local government.

The main actors in the private sector in Turkey are the Businesspersons Associations at the national (e.g. TUSIAD; TURKONFED; MUSIAD), regional (e.g. ESIAD; MARSIFED; DOGUNSIFED) and local levels. Confederations of Unions also exist for employers (e.g. TISK), workers (e.g. TURK-IS; HAK-IS; DISK) and tradespersons (TESK). The Union of Chambers and Commodity Exchanges of Turkey (TOBB) is the highest legal entity in Turkey representing the private sector, established by the Constitution. It includes 365 members, including Chambers of Commerce and Trade, Chambers of Industry and Chambers of Maritime Commerce and Commodity Exchanges. Its duties include counseling government on needs of the private sector and recommending solutions, among others, leading and pioneering entrepreneurship work, consultancy and knowledge transfer to SMEs, Informing members on commercial, economic and international cooperation areas.

In general, chambers of industry and commerce in Turkey work to unify members, expand markets, and advocate for collective interests. They perform sector analyses, monitor the market price of certain products, organize or attend domestic and foreign expo services, establish and manage organized industrialized zones and technology development zones, and provide mediation services for their members. Chambers are also tasked with preventing unfair competition and cartelization, and informing investors as regards state support/incentives. Recently, chambers have also engaged in non-commercial activities, such as training, human resources, environmental initiatives and cultural activities. However, their priority is first and foremost to ensure that the business environment is conducive to growth (Yılmaz & Efşan, 2019: 319-320).

3.5 Potential Growth Areas in Turkey

Recently conducted market research (SPARK 2020) shows the following developments and growing sectors, which have important implications for the type of labor and skills that is or will be required in the future:

:: Digitalization: skills for computational numerical control (CNC) machining, computer-aided design (CAD) and computer aided manufacturing. This is a market for designers, stylists, textile engineers and chemists.
:: Information and Communication technologies: huge demand for programmers, incentives to establish businesses in Technology Development Zones. Web developers, front-end developers, JavaScript C++ and PLC programmers, mobile app developers and AI programmers are in high demand.
:: Agriculture industry: Rise in the processed food industry in relevant provinces including Gaziantep, Hatay and Şanlıurfa has increased work towards product development and branding. Therefore, demand is on the rise in these cities for food engineers, technicians and engineers in agricultural machinery and technologies.
:: Alternative energy sources: Turkey is clustering energy production within the Ceyhan Energy Specialized Industrial Zone. The Ceyhan region is expected to be a center of the petrochemical industry. Therefore, biochemical and process engineers, technicians, chemists, and chemical technicians have a chance to be employed in Adana. Turkey is also investing in new technologies in renewable energy and promoting sustainable energy production. Solar energy is one of the priorities of Turkey's 2023 development strategy. Professions in solar panel installation for private usage, solar farms for mass electricity production, solar energy-based product development, and maintenance staff are therefore in high demand.
:: Pharmaceutical/health sector: Turkey's 2023 goal is to be one of the world's top ten economies in health services. Towards this end, the State will fund startups and promote R&D to increase competitiveness in pharmaceutical and medical products. Companies developing such products exist in Gaziantep, Adana, Mersin and Hatay in the pharmacological and medical device industry.
:: Gaziantep Province: Establishment of a Footwear and Sub-industry Specialized Zone in Gaziantep is planned in the near future to provide employment for 10,000 people. In addition, biochemical industry and solar energy industry are expected to grow in Gaziantep thanks to the likely rise of State incentives. Also, e-commerce is popular in Gaziantep due to digital transformation and promotion of exports, with a concomitant rise in demand for professional with online marketing and process management skills.
:: Adana Province: The Ceyhan Petrochemical Industrial Zone is to be established to meet the country's needs of intermediate chemical goods and increase exports, to be completed in 2023 as part of the Ceyhan Energy Specialized Industrialized Zone. Cukurova University is prompting entrepreneurs and consumers to create a market for solar energy production and consumption. Engineers and technicians will be employed in the energy sector in Adana. In addition, the Adana Vocational Training Center will be constructed in cooperation with the UNDP and ACI * with financial support from Cukurova University. The Center will provide vocational training to increase the supply of CNC (computational numerical control) operators and programmers, machine operators, stylists and designers for the textile industry, knitting machine operators and welders. Finally, the newly established Adana Entrepreneurship Center is set to provide entrepreneurship and marketing training programs.

3.6 Remaining challenges in the work of chambers of industry and commerce

Alongside the challenges faced by Syrians as regards inclusion in formal work and Syrian businesses in accessing capital, coupled with the major difficulties of running a business during restrictions imposed to curb the

pandemic, chambers of institution and commerce have also faced specific difficulties when carrying out projects that have aimed to provide skills to Syrians and Syrian owned businesses. The following are the most frequently cited issues:

3.6.1 Vocational training programs:
Studies conducted on vocational trainings provided to SuTPs in Turkey have reported less than desired effectiveness and "little rigorous assessment of the programs' fidelity of implementation and impact", with causes ranging from the low quality of the programs to the failure to base trainings on employers' demands, few links with employment, and little coordination among implementers (RAND, 2018: 63). The payments made to participants to incentivize attendants seems also to have led to some Syrian trainees to attend multiple trainings to receive the cash subsidies (Ibid.). Some chambers of industry and commerce have remarked that the length of vocational trainings, sometimes lasting 3 months, is seen as overly long by companies that require employment right away, and, therefore, are not willing to wait until the trainings are complete. Certain chambers have developed their own "fast-tracked" curriculum for vocational trainings, while also implementing "vocational identification tests" prior to trainings in order to ensure that applicants are directed towards suitable vocations. In addition, it should also be pointed out that women usually participate in trainings and workshops that are seen as "feminine" vocations (e.g. sewing), thus reproducing traditional gender roles and having little effect on women's empowerment.

3.6.2 Insufficient data quality and level of disaggregation:
Chambers of industry and commerce have noted that while they use the databases from ISKUR, PDMMs, other chambers and IGOs, while also using their own databases, the quality and level of disaggregation of the data is found lacking. The data usually does not specify vocational training, experience or the Turkish language level of the applicants, and at times the information is shared in a way that cannot be categorized or sorted. The problem, therefore, is not the sharing of data per se but the type of data shared and the ability to extract useful information from the shared data. Certain chambers have instructed their Turkish language teachers to collect information from students as regards their vocational experiences, as well as the types of machinery they can use and other information that may be of help in setting them on the right path for gainful employment.

3.6.3 Chambers' continuing need for capacity development:
As a result of the increased workload due to the influx of Syrian refugees and the effort to meet the demands of existing and new members, chambers of industry and commerce require further support as regards infrastructure and human resources (especially staff with Arabic language skills). In addition, capacity development for relevant staff has been noted as necessary to increase knowledge on the status and rights/obligations of Syrian business owners, outreach and awareness-raising activities.

3.6.4 Difficulties experienced by Syrians in adaptation to work life:
Chambers have also noted that Syrians have trouble adapting to the working hours in Turkey, as well as certain requirements such as arriving at work on time. Certain chambers have used ILO's "Basic Labor Market Skills" training or have developed their own workplace adaptation curriculum to tackle the problem. Chambers also find themselves in a mediating position between employers and Syrian employees when such issues come up in the workplace.

3.6.5 Turkish language courses:
Another major challenge that chambers of industry and commerce indicate concerns Turkish language courses, criticized for being too long and teaching too little. Certain chambers have teamed up with UNDP to implement shorter curriculums that also incorporate blended learning mechanisms, while others have added extra days to the obligatory PEC curriculum in order to teach Turkish phrases relevant to specific vocations. All have noted their desire to apply a more communication-oriented curriculum.

3.7 Conclusions from the roundtable discussion

Chambers of industry and commerce have found innovative ways of dealing with many of the challenges stated above. A very good example is the "Syrian Desk" that has been established by the Gaziantep Chamber of Commerce and that has been working for 3 years now under the management of a Syrian employee. The desk finds solutions for problems faced by Syrian SMEs, lobbies for their interests, guides them towards suitable capacity building programs and sets up meetings with businesspersons associations to facilitate networking. The following are possible questions that could be posed to temporary panelists in the third Roundtable Exchange to enable discussion on such innovative solutions as well as challenges faced by the chambers, with a specific emphasis on how these affect the promotion of social cohesion in the private sector.

1. What are some of the ways that chambers of industry and commerce (and business associations in general) can most effectively employ the increased human resources and create opportunities for entrepreneurship in their provinces to contribute to sustainable local development? Please share your experiences as regards the following:
   a. What are some of the best ways to overcome employers' reticence to hire Syrians?
   b. What kind of soft skills are key for positive integration of job seekers in the workplace? Would a standardized training on these soft skills be desirable?
   c. What kind of special measures are or could be taken to increase the active involvement of women and youth in the livelihood sector?
   d. What type of communication activities can be pursued to convey the impact of Syrian labor and entrepreneurship on Turkey's economy to the public?
   e. How can regional and local cooperation with other institutions and organizations working in the area of industry and trade be developed?

Protracted temporariness:
The concept of "protracted temporariness" was cited to describe the main impediment to the successful economic integration of SuTPs in Turkey. Normally used to denote the situation in which refugees staying in refugee camps without guarantees against deportation or action towards local integration, the term in the Turkish context denotes the "temporary protection" status of refugees, which has its legal basis in the Law on Foreigners and International Protection as a status accorded to those arriving to Turkey as a part of a mass influx and where individual refugee status determination procedures are not possible. Although non-refoulement is guaranteed under the same Law, and despite national surveys stating that most Turks believe that Syrians will stay in Turkey and most Syrians noting their preference to do so, panelists have noted that the prevailing perception of "temporariness" makes employers reluctant to hire Syrians for fear that they may leave Turkey and the belief that they do not devote themselves to learning Turkish in expectation of returning.

Lack of social interaction between SuTPs and the host community:
The lack of social interaction between SuTPs and Turkish society was noted as a cause of a lack of trust felt by employers towards Syrians, leading to the reproduction of negative stereotypes of Syrians as lazy and undisciplined. Recruitment by owners of small and medium sized businesses in Turkey is usually done through references from networks and connections in social circles. Syrians, however, do not posses this social capital. We are therefore presented with a vicious circle, in which a lack of social interaction leads to decreased employment likelihood for Syrians, which in turn translates into a lack of social interaction.

Responsibilities of service providers and lack of data:
The availability and effective analysis of trustworthy data is critical for service providers such as chambers of industry and commerce to be able to effectively match skills of potential employees with the right jobs, offering the right pay. Examples were given of master craftspersons or those attaining high scores in vocational qualification exams being reluctant to accept minimum wage jobs. Furthermore, a more rigorous identification of economic sectors that require labor should be made and vocational trainings should be developed accordingly. The process of job-skills matching that is relevant to the sustainable economic development of the province concerned can be aided with effective data collection at the first points of registry (i.e. at the PDMMs) and the sharing of this data with relevant service providers in line with data protection rules and regulations.

ESSN (Emergency Social Safety Net):
Several chambers noted that the ESSN system, whereby refugees receive a monthly stipend per family member, though initiated with good intentions, is now blocking the system by deterring refugees from seeking formal employment. This is due to the fact that in case a family is formally employed the ESSN payment is stopped. Industrialists are calling for the planned ESSN exit strategy drafted in 2018 to be implemented. While policies were proposed that involved removing only the formally employed member of the family from ESSN while keeping other families on, the change has not come to pass for reasons that were not clearly specified.

Travel restrictions as an obstacle to the growth of companies:
As the main actors among business service providers, chambers of industry and commerce offer the services of engaging their members in international business fairs, sending delegations abroad to create connections important for building import-export networks. However, Syrians are restricted from traveling, mostly because of countries unwilling to issue visas to Syrian passports. Chambers of industry and commerce need to increase their efforts to lobby for the lifting of travel restrictions for Syrian businesspersons.

Awareness raising for employers:
Employers should be made aware of the rights and responsibilities of refugee workers in general and the labor law in particular to prevent the exploitation of Syrians as cheap labor, while developing incentives for respect for diversity, equality and inclusion in the workplace. Negative stereotypes should be dispelled through evidence based awareness-training initiatives in coordination with respective PDMMs.

Investing in soft-skills training for Syrians:
Many SuTPs have come from agricultural areas of Syria and are not familiar with the requirements of industrial work. Employers complain that Syrians are not familiar with Turkish work culture, exemplified by non-compliance to work hours, emotional responses to directives from managers, failing to notify managers before taking leave and overtime work. SuTPs need to be trained regarding code of conduct in the workplace, upkeep of instruments of production and cleanliness in the workplace. Another area in which SuTPs are reported to lack knowledge is the system of social security and pensions, a critical issue that needs to be explained if SuTPs are to be encouraged to pursue formal employment, with examples showing that a mentality change as regards preference for formal employment can occur in case the system is explained plainly and clearly.

ILO and IOM have training programs for prospective employees that focus on work culture in Turkey, rights and responsibilities, including occupational health and safety. ILO has also initiated a peer-pairing scheme whereby Syrian prospective employees are paired with Turkish employees for on the job trainings, thus facilitating adaptation to the workplace.

Chambers of industry and commerce also conduct their own self-created trainings, which include sections on workplace adaptation, conflict resolution techniques, and communication skills. All chambers are in agreement, however, that standardized trainings on common issues such as work culture in Turkey would be beneficial, as long as vocational trainings are diversified according to the needs of the province in question. Emphasis is also placed on the importance of occupational health and safety trainings, especially in view of the fact that Syrians form a significant number among the work related fatalities in Turkey.

Gender equality in the workplace is also an important issue that needs to be stressed for SuTPs. A number of chambers have noted the reluctance of women or their husbands to allow women to work side by side with men

in the workplace. The separation of men and women in the workplace is difficult and such separation can become obstacles to social interaction.

The language barrier:
The failure to teach/learn Turkish continues to be one of the most significant obstacles to the economic integration of SuTPs. The modules followed by the Public Education Centers (PECs) are said to be too long, theoretical, and insufficient to meet the daily needs of communication. While certain chambers have provided Turkish language courses above the A2 levels, the lack of demand by SuTPs have forced them to close these courses down. Aside from Turkish language courses in general, the teaching of occupational Turkish, that is, Turkish that for specific vocations, is also not at the necessary level, despite the efforts of certain chambers to introduce Turkish phrases relevant to the workplace for prospective employees.

For effective Turkish teaching/learning, the active participation of beneficiaries has been emphasized as a critical point. A learning process that allows the implementation of what is taught is crucial to practicing and retaining the language. IGOs report that beneficiaries request social activities to enable them to practice the use of Turkish in real settings. The UNDP has found success with its blended learning system, through which 55,000 individuals were certified, 4500 of which were certified at the B2 level, over the course of 2 years despite the pandemic conditions and in large part due to the ability to transfer the training online. Automatic text messages are sent to remind individuals of classes and raise motivation. TOMER and TRC courses are also available, with the former providing accredited certification and the latter providing short, effective and focused Turkish courses.

Access to information:
Access to financial support and credit remains a big problem for Syrian businesses. Syrians lack knowledge on how to access credit, which is made more difficult by the fact that the institutions offering financial support do not operate through a standard plan. Some chambers have developed online instruments to filter and identify the most relevant state support mechanisms, among hundreds existing. Adana Chamber of Industry has put such a system in use in its website and plans to translate into Arabic the different support plans available for SMEs through KOSGEB.

Employment of women and youth:
Although certain chambers have quota systems in place for women and youth in projects implemented with international organizations, some have noted the difficulties in pulling Syrian and Afghan women into work. This is partly explained by the fact that women are mostly unemployed in their country of origin and that the patriarchal culture subsists in Turkey. All chambers agree that tailored services for women and youth should be developed, with further diversification for women and youth entrepreneurs and those who can be placed in more traditional skills building programs. This translates into preparing especially youth for jobs that are likely be on the rise owing to automation, AI and digital technologies in the next decade.

Experience has shown that follow-up of women and youth placed into jobs is very important, including taking stock of the current situation of their working conditions (thereby monitoring respect for worker's rights), establishing mechanisms to receive anonymous complaints, making available a system for legal referrals, as well as monitoring the work of enterprises and referring enterprises to other funding mechanism or organizations (e.g. Regional Development Agencies).

Communication to the larger public:
Chambers agreed that a positive message backed up by data as regards the contribution of Syrians to Turkey's economy should be communicated to the larger public in cooperation with leading public institutions (especially the DGMM and corresponding PDMMs) and NGOs in the province. One example that was provided noted the large contribution of Syrian exporting companies to the income gained by Gaziantep from exports. Data exists, for instance, regarding the growth of the shoemaking industry in Gaziantep following the arrival of Syrians. In total since February 2010, Syrian entrepreneurs have established 9375 businesses in Turkey with a combined capital of 1.97 billion TRY.

Cooperation with other institutions:
All chambers agreed that the accomplishment of the actions described in the headings above required cooperation and coordination with different stakeholders. Cooperation with the DGMM is especially important as regards finding novel ways of collecting, analyzing and sharing data, and PDMMs have signed protocols with chambers to refer refugees to vocational training and job placement facilities operated by chambers of industry and commerce. Officials from the PDMM also participate in harmonization trainings delivered under the roof of chambers, providing information on the rights and responsibilities of refugee workers. Cooperation with CSOs is critical to ensure referral paths for beneficiaries looking for trainings, jobs, legal advice, mediation, protection services, etc. Cooperation with vocational secondary schools and universities was also mentioned as important for creating opportunities for practical trainings in the former and the placement of Syrians in universities to internship positions in jobs for early adaptation to the work culture.

One suggestion for coordinating between different actors in the field was the creation of a national or regional digital platform, possibly under the control of governorships if established at the province level, which could serve as a posting board for donors and institutions/organizations implementing projects such as international organizations and chambers of industry and commerce, and as a one-stop access point for Syrian and Turkish job seekers and entrepreneurs.

2. How can data collection, analysis and data sharing among relevant actors be improved to increase employment and entrepreneurial activities?
Please share your experience as regards the following:
   a. Recording existing skills and abilities of prospective Syrian employees and capacities of businesses
   b. Vocational training programs and outcomes
   c. Entrepreneurial support activities
   d. Efforts to improve jobs and skills-matching

Data on refugees exists. The real problem is the sharing and effective use of data:
Many different public institutions, notably the DGMM, as well as chambers of industry and commerce and NGOs have databases holding data on SuTPs and applicants to international protection in varying degrees of disaggregation. Due to the difficulty of collecting data during the large influx of refugees, the DGMM has also been updating the data of all SuTPs in Turkey for the past 5 years to ensure that the data held is accurate. It should also be noted that information as regards competencies of individuals and previous work experience has in most cases necessarily been recorded based on the declarations of individuals themselves, with chambers reporting that such information has been shown to be false on many occasions.

In addition, chambers of industry and commerce can access data on their member SMEs, although what seems to be missing is an inventory of companies that also show their capacities for employment and a real time interface that can identify requests for labor as they arise. Finally, while market research is conducted by regional development agencies and NGOs (such as SPARK), the work does not seem to translate into calibration of action for the development of province – specific strategies for vocational trainings, job-placement and guidance for entrepreneurs.

Despite the fact that data exists, the use (i.e. analysis for policy making, referrals, development of trainings, etc.) and the sharing of this data is problematic. Examples from other countries (Germany was cited) show us that the needs of the labor market can be forecast a few years in advance, thereby leading to necessary revisions in migration policy. On a more local scale, the implementation of market research and effective analysis of the data obtained can lead to developing vocational trainings targeting the sectors that have or are expected to have a demand for labor power. Therefore, while the most useful vocational trainings are made available, healthy data collection from individuals will ensure that the most appropriate candidates are guided towards these trainings. Data collection should also be continued following vocational trainings and job placement to monitor and evaluate which vocational trainings have real effect, and which trainings are superfluous. This may also be an answer to the problem of professional traineeship, which chambers of industry and commerce say has arisen among SuTPs, in the form of individuals signing up for various trainings just to receive the stipends provided by international organizations for their attendance.

Sharing of data has also proven to be a difficult issue to solve. The data made available by public institutions are either outdated or not disaggregated enough. The availability of disaggregated data is especially important when taking into consideration the need to create inclusive training models or guidance and mentorship programs suitable to age, gender, etc.

Innovative digital solutions:
Several digital solutions were proposed by panelists to overcome the challenges concerning the sharing of data in different media, including a digital platform such as Facebook or LinkedIn, where prospective employees can voluntarily upload their CVs, certificates, diplomas and other documents proving their skills, declare their interests, while public institutions and NGOs can upload announcements of vocational trainings. The said digital platform could be developed with an interface where CVs and a tool categorizes workers according to the appropriate economic sector; thus companies could more easily select their employees amongst the candidates. Another initiative, already in progress and connected to the first suggestion, is the UNDP's "Digital ID" program, developed with the support of the Ministry of Foreign Affairs of Turkey and with the Vocational Training Center of Gaziantep Chamber of Commerce. The pilot project on "Digital ID" aims to create digital "wallets" holding certificates that will be presented by the SuTP in question when necessary. The digital ID can also help form a path to receiving financial services for companies. While the potential for digital solutions is great, however, so are the risks. Any digital solution should ensure strict adherence to data protection laws and regulations.

3. What are some of the ways in which chambers of industry and commerce can encourage Turkish and Syrian businesses to help each other thrive in the private sector? Please share your experience as regards the following:
   a. Comparative advantages and disadvantages of Syrian and Turkish owned businesses
   b. Lessons learned on developing partnerships between Syrian and Turkish businesses
   c. Improving accessibility of foreign markets by Turkish owned businesses through the network and knowledge of Syrian owned businesses
   d. Encouraging trade between different communities

Challenges for collaboration between Turkish and Syrian owned businesses:
All panelists agreed that collaboration and partnerships between Turkish and Syrian owned businesses would be mutually advantageous. Thus, Turkish owned businesses could utilize the knowledge, networks and experiences of Syrians in foreign markets, especially to access the markets in the Gulf States and North Africa, while Syrian owned businesses could likewise benefit from the networks and knowledge of Turkish owned businesses as regards European markets. Moreover, linking Turkish and Syrian owned enterprises using a value chain approach would have the potential of strengthening those value chains. Turkish businesses are also knowledgeable about the Turkish bureaucracy, which could help reduce transaction costs for Syrian businesses. Furthermore, Syrian enterprises run into difficulties when attempting banking transactions. These issues are ameliorated when they partner with Turkish owned businesses. Certain partnerships have already taken shape, with examples given from Istanbul where Syrian real estate firms provide consultancy to their Turkish counterparts about real-estate markets in the gulf region. Other "solution partnerships" can also be seen, where one firm markets the products of another firm.

An important point raised as a potential obstacle to development of partnerships between Turkish and Syrian owned enterprises is the dependence of Syrian enterprises on Turkish accountants. Turkish accountants are placed in charge of all types of engagement with

public institutions as well as chambers of industry and commerce, including all types of applications to programs and projects. This dependence is explained by the differences in the tax systems between Syria and Turkey and the difficulties of learning about the complicated tax system in Turkey. Another reason put forward is the fact that Syrian business owners buy real-estate under the name of their accountants as they are not allowed to buy property according to Turkish law. The situation has left accountants as the main focal points to interact with Syrian owned businesses, which limits communication possibilities with business owners on how partnerships with Turkish owned businesses can be created and maintained for the benefit of both sides as well as local economic development.

In terms of the prevention of a compartmentalization of the domestic market into Turkish and Syrian sellers and consumers, the solution proposed is that of increasing social interaction so that consumers feel comfortable buying from sellers from different communities, and sellers can market their products to consumers from different communities. The problem remains, however, that one of the most significant ways in which social interaction is promoted is through interaction in the market.

Establishment of consultation and referral desks:
The Syrian Desk established at the Gaziantep Chamber of Commerce has been cited several times as a good practice from which Syrian businesses have benefitted, especially as regards gaining information on export markets, rules and regulations for businesses in Turkey, and business networks relevant to their economic sector of operation. Such consultation / referral desks were presented as an important counterweight to the dominance of accountants in the work of Syrian owned businesses. Establishing links with the Revenue Administration, possibly through the Syrian Desks, could also be an important step to ensure that Syrian business owners are aware of the tax system in Turkey. In addition, the ILO is currently in the process of establishing consultation desks in 10 provinces for small businesses in cooperation with the Turkish Tradesmen and Artisans Confederation (TESK), an important actor to include seeing that many Syrian owned businesses are micro-enterprises whose interests are represented by TESK.

Digital solutions:
Several chambers of industry and commerce are in the process of establishing or developing their online platforms. Trainings of all sorts, including business trainings such as lean production and e-trade among others, as well as soft skills such as personal development, social skills, etc. are being carried onto online platforms, which also include forums for discussion and the possibility for live interaction. A consensus exists regarding the importance of finding new ways to effectively using these platforms for facilitating social interaction between Turkish and Syrian owned businesses.

4

Promotion of Social Cohesion in the Protection Sector Through the Work of Civil Society Organizations

4.1 Civil Society Organizations as Agents for Social Cohesion

Civil society organizations have generally been seen as integral for social cohesion. Bringing together different groups of people around common goals, they clearly aid in the development of "bridging social capital". CSOs are thus important actors in building social solidarity, trust, responsibility and social stability. CSOs are also seen as critical for developing participatory democracy, and by virtue of being actors autonomous from politics and the market, they are seen as agents holding the state accountable for its actions.[9]

With the influx of Syrian refugees into Turkey, the civil society scene has shifted, with many existing CSOs expanding their operations to include the most vulnerable of the Syrian community, INGOs entering Turkey and new CSOs having been created. Especially in the protection sector, CSOs have provided services complementing those of public institutions, particularly as regards the identification and referral of persons with special needs.

All face challenges as regards the environment in which they work in general and issues relating to servicing the humanitarian and/or development needs of the context created with the influx in particular. This background paper serves to briefly delve into these issues and set the context by presenting a brief exposé of situation as regards CSOs and the promotion of social cohesion in the protection sector as part of the refugee response in Turkey.

4.2 Requirements for an Enabling Environment for CSOs

In order for CSOs to fulfill their potential as democratizing actors integral to good governance and bridging social capital, certain conditions need to be in place as regard the environment in which they operate. This environment must be "enabling", that is, characterized by legislation that is supportive of the development and operation of CSOs, the availability of sufficient resources for CSOs to continue their existence and create social goods, as well as comprehensive, effective and continuous cooperation between civil society and public administration along with existence of effective cooperation channels between different civil society groups. In its "Monitoring Matrix on Enabling Environment for Civil Society 2019 Turkey Report" the Third Sector Foundation of Turkey (TÜSEV) defines these three areas as follows:

Area 1 - Basic Legal Guarantees of Freedoms: Protection of the fundamental freedom of everybody to gather, improve their lives and to pursue common goals and dreams, i.e. freedom of association guaranteed and exercised in conjunction with freedom of assembly and the freedom to express one's opinion.

Area 2 - Framework for CSO Financial Viability and Sustainability: The ability of CSOs to access resources to carry out their activities, including financial aid (tax advantages, income-generating activities, donations and public funding) and human resources (employees and volunteers). Public funding for CSOs should be transparent and be based on the principle of the accountable use of funds.

Area 3 - Public Sector – CSO Relationship: The relationship between the central government and CSOs as well as the relationship between CSOs and parliament and local administrations. The strengthening of cooperation, the active participation of citizens and CSOs in the formulation of policies and legislation, and the provision of various services by CSOs such as health, social services, research, etc.

Participatory democracy is possible only through the creation of an enabling environment for CSOs and the increase in their capacity as effective, accountable and autonomous actors, able to act as a social force for good governance, promoting the principles of inclusiveness, accountability and transparency vis-à-vis the state. To this one must add the ability of CSOs to deliberate and their willingness to come to agreements to address challenges in attaining public good.

[9] Such a view of civil society, however, is once again an ideal type. When looking into how civil society organizations can function as promoters of social cohesion, it is worth bearing in mind that civil society is not always and everywhere comprised of organizations that have internalized the principles of liberal democracy, but rather a field of struggle between competing faith groups, political groups and minority groups, with sometimes diametrically opposed world views. Different CSOs have varying distances towards public institutions and markets, thus pushing us to question the normative view that CSOs are by definition non-state and non-market actors.

A general observation concerning the environment in which civil society organizations operate in Turkey as regards the basic legal guarantees and freedoms is that while the most important rights and freedoms are protected by international human rights instruments to which Turkey is party as well as the Constitution, more can be done in terms of ensuring that these rights and freedoms are respected in administrative regulations as well as practice.

The financial environment for civil society in Turkey also presents room for improvement. One such area concerns the rules governing CSO owned enterprises, which are the same as private companies as regards tax, and which lead to CSOs facing frequent monetary fines for failing to regularly keep books. Tax exemption is only given to associations deemed to be working for the "public good", which is a title that is vaguely defined in law, the elucidation of which the 11th Development Plan includes as an objective. In addition, while associations in Turkey have the right to receive donations from within or outside Turkey, as well as from public institutions, certain procedural limitations are introduced through administrative circulars, such as the requirement that donations need to be made in the locations where the HQs or branches of the association or foundation are situated, and must be made in person. Otherwise, donations fall under the "Collection of Aid Law" which requires permission from governorates or district governorates. Only Associations Working for the Public Good can collect aid without prior permission (STGM, 2020: 25-27).

Public institutions can support CSOs; while many have budget lines allocated to this purpose, some do report on the amount of support provided in their activity reports. However, there is room for improvement in terms of systematic collection of data, the development of a standardized approach in the implementation of funding, the provision of information on the reasons for allocation (a legal requirement), and monitoring of the way in which the funds allocated are used (Ibid: 32).

It should also be noted that improvements are required in the participation of CSOs in decision-making mechanisms. While the Presidential Decree No 17 published on September 13, 2018 establishing the Directorate General for Relations with Civil Society (DGRCS) within the MoI states that the main task of the DG is to ensure coordination and cooperation between public institutions and civil society, and requires the establishment of a Civil Society Consultation Board for this purpose, the Board has not yet convened (TUSEV, 2020: 34, STGM, 2020: 33); this issue was also raised in the 11th Development Plan. One important mechanism for ensuring that CSOs' voices are heard in decision making processes is the option of inviting CSOs to Parliamentary Commissions for discussion of legislation, a process that was used to good effect during the drafting of the Law on Foreigners and International Protection (LFIP). Yet the participatory process during the drafting of the LFIP has not been applied in many cases, as there is no obligation in law to invite CSOs to Commission meetings. Similarly, the Metropolitan Municipality Law and Municipality Law enables but does not make compulsory the invitation of CSOs to specialized commissions and strategy and planning processes (STGM, 2020: 33).

While the relationship between the public institutions and CSOs in Turkey have not necessarily been mutually trusting (Mackreath and Sağnıç, 2017: 12), the continued interaction between public institutions and CSOs in the framework of programs and projects funded by international organizations has served, to a degree, to bridge the divide, with good practices as now seen in cooperation between CSOs and municipalities and governorates (GIZ, 2021). In a recently published report, the GIZ notes, "possibly one of the most important positive contributions of the refugee crisis in Turkey has been the strengthening of public sector–NGO cooperation to provide needs-based services to refugees and host communities in a complementary and integrated manner" (2021: 15).

4.3 Types of Civil Society Organizations in Turkey

Turkish law accepts as legal persons the following: associations, foundations, federations, confederations, trade unions and cooperatives. Non-profit companies, social initiatives, social cooperatives and networks are not included in Turkish legislation, and can therefore be termed "informal". The preference towards establishing associations and foundations in Turkish society is to make use of rights that are accessible through being legal persons. The following two diagrams depict the formal and informal types of CSOs in Turkey:

[10] For a comprehensive account of issues related to the freedom of association, expression and assembly, please see TÜSEV, 2020 and STGM, 2020.

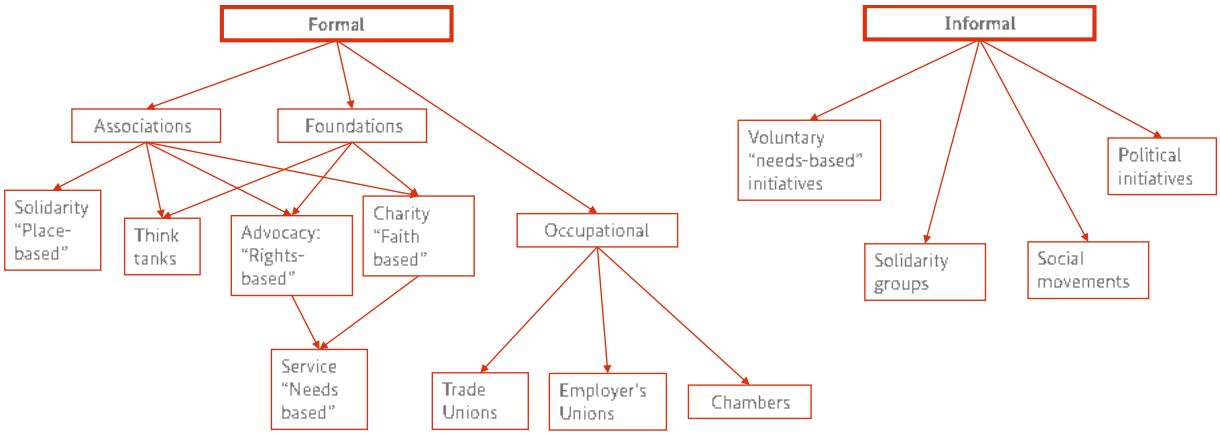


Figure 1: Types of formal and informal CSOs in Turkey

Formal CSOs (i.e. defined by Turkish legislation), associations, foundations, as well as trade unions and employers' unions are the types of civil society organizations that fulfill the requirements of being organizations for which membership is voluntary and which are legally autonomous from governmental institutions. Both associations and foundations can be "place-based", "rights-based", "faith-based" and "needs-based", thereby bringing together individuals in society around solidarity, advocacy, charity and services, respectively. Generally speaking, the work undertaken by needs-based CSOs in the refugee response falls under "humanitarian" support, such as the provision of food, shelter, and support to access education and health services. Rights-based CSOs, on the other hand, work towards securing access to rights, for empowering vulnerable groups, ensuring equal access to resources, preventing discrimination and holding service providers to account in terms of human rights. The long-term perspective work for advocacy places rights-based CSOs in a special position as regards the field of development and social cohesion, since equal access to rights and non-discrimination are legal, institutional and societal goals that are longer term and sustainable rather than ad-hoc and temporary. As such, CSOs that adopt a rights-based approach to their work inevitably politicize the process of refugee response (Mackreath and Sağnıç, 2017: 12). However, many CSOs work within a framework that combine these different types of modus operandi, such as CSOs that produce "rights-based" and "needs-based" services. This situation arises out of a multi-layered context in which refugees who have been living in the country for some time and are therefore looking to secure livelihoods and access to social security are coupled with refugees who have arrived later and who are still dependent on humanitarian aid (Ibid). Therefore, during an influx of refugees such as the one seen in Turkey and considering the existence of donors who provide funding for both humanitarian and development-based projects by CSOs, the categorizations of needs-based and rights-based cannot be seen as mutually exclusive.

4.4 Areas of improvement identified for CSOs

Certain areas of improvement have been identified depending on the way in which CSOs operate in Turkey, including issues that are very relevant for the inclusiveness of civil society and its claim as an integral actor for social cohesion.

A significant issue is the low rate of participation of women and youth in civil society: only 3% of the overall population in women in Turkey participate in CSOs, and only 19% of the members of the mandatory management units within associations and foundations are women. Similarly, only 2.9% of the members elected to the legal organs of associations are between the ages of 18 and 20 (TUSEV, 2020: 9). In addition, the geographical distribution of CSOs in Turkey is uneven, with 34.7% of associations and 41.5% of foundations located in the Marmara (with most operating in Istanbul) and the Central Anatolian regions (i.e. mostly in Ankara). Another important issue relates to the type of work CSOs undertake in Turkey. While the number and visibility of rights-based organizations is increasing, they still make up a very small segment of civil society organizations in Turkey, with a large majority of CSOs working in the fields of education, social assistance, social solidarity, sports and religious services. In fact, official figures show that only 1.2% of all registered associations are active in the field of human rights and advocacy (Ibid). The low capacity of human resources of CSOs is also striking. Employment by CSOs correspond to only 0.2% of overall employment in the country, and the number of employees per association stands at 1.8 (Ibid.) Finally, it is important to mention the communication problems that exist between CSOs that compete over resources or have different ideological views (Mackreath and Sağnıç, 2017: 12).

4.5 Relevant government policies on civil society organizations and their roles in social cohesion

The 2019 Presidency Annual Program states the following objective as regards CSOs: "Comprehensive legal and institutional measures to strengthen the institutional capacity of CSOs, ensure their sustainability and accountability". One measure introduced for the fulfillment of this objective was the amendment to the Regulation on Associations in October 2018 which made it compulsory for all association to inform the State through Associations Information System (DERBIS) within 30 days of the personal information of everyone who is accepted or who leaves the association. This has led to the voicing of major concerns of breach of privacy and personal data protection from human rights advocates and the EU (EU, 2020: 37). Nevertheless, the Law Making Amendments to Certain Laws, published in the Official Gazette on March 26, 2020, codified the obligation to notify the names, surnames, dates of birth and ID numbers of those admitted to membership and those whose memberships were terminated with 45 days of admission or termination (TUSEV, 2020: 16).

The 11th Development Plan, on which the Presidency Annual Reports will report from 2020 onwards, however, has a specific section on civil society with the following stated objective: "Develop civil society mentality, strengthen organized civil society, ensure that CSOs are structured around the principles of transparency and accountability, and ensure that CSOs effectively participate in the state's decision-making processes". The 12 measures to make this happen are generally viewed as comprehensive and as having the potential to contribute to the growth of civil society in Turkey (STGM, 2020: 19). Furthermore, the 2020 Presidency Annual Program, which reports on the objectives set out in the 11th Development Plan, acknowledges the significance of CSOs' local expertise and their contribution to policy-making, calls for studies on the qualitative characteristics of CSOs and regular collection of data regarding their activities, notes the need to increase the capacity of the DGRCS and the activation of the Civil Society Consultation Board, as well as acknowledging the need to address administrative and financial issues for civil society and volunteerism (Presidency Office, 2020). The Presidency Annual Program also accepts the need to clarify the legal status of platforms and social initiatives, revise the definition of "CSOs working for the 'public good'", diversify state-CSO cooperation models and facilitate financial activities for CSOs (Ibid). The specific measures specified in the 11th Development Plan as regards CSOs and the progress reported for each is presented in Annex I of this Background Paper.

The Harmonization Strategy and National Action Plan also includes important measures to increase the role of CSOs in the harmonization process:

RELEVANT "ACTIVITY" IN THE HSNAP (STRATEGIC PRIORITY 1: SOCIAL INCLUSION AND HARMONIZATION)	INDICATOR
1.2.2. Increase of awareness on migration and migrants in public institutions and CSOs	Activities undertaken to increase awareness
2.2.4. Mapping of work conducted by municipalities and CSOs on social cohesion and dissemination of good practices	Rate of compilation and mapping of good practices
3.1.1. More active functioning of City Councils, establishment of Migration and Harmonization Assemblies within the Councils and participation of representatives of the local public in these assemblies	Increase in the rate of inclusion of migrants in local decision-making mechanisms and acceptance of decisions taken
3.2.1. Development of programs to support CSOs established by different migrant groups and support to training programs to increase their capacity	Number of trainings conducted. Number of CSOs having benefitted from support programs
3.2.2. Development of the capacities of local CSOs working for migrants to contribute to social cohesion	Number of NGOs working in the area of migration. Rate of increase in the capacity of NGOs
3.2.3. Regular coordination meetings to be held between ministries, municipalities and CSOs	Number of coordination meetings held

Table 1: CSO and social cohesion activities set out in the HSNAP

Increasing awareness on migration and migrants, the mapping of work conducted by CSOs on social cohesion and the dissemination of best practices, the development of programs to support CSOs established by different migrant groups, along with the development of the capacities of local CSOs working for migrants to contribute to social cohesion can be seen as critical steps to ensure that CSOs operating in the field of refugee response have the capacity to act as bridging and linking social capital. The Department of Harmonization and Communication of the DGMM has taken major steps since 2018 in fulfillment of these objectives, especially to explain the rights and responsibilities of migrants and refugees by conducting harmonization meetings with specific groups of migrants and refugees in provinces all across the country, along with neighborhood meetings and meetings with migrant and refugee women. In addition, the Department has, together with international organizations, been active in helping develop the capacities of local CSOs working for migrants. Coupled with the objectives set out in the 11th Development Plan, therefore, it is possible to say that a blueprint exists for CSOs to become effective agents in promoting social cohesion in Turkey.

4.6. The roles of CSOs in the refugee response and certain challenges

CSOs have taken on critical roles throughout the refugee response, with many filling the gaps for provision of protection and other services outside refugee camps. While many existing organizations adapted or changed their areas of activity following the influx of Syrian refugees (Mackreath and Sağnıç, 2017: 31), many new CSOs were formed as well. Already in 2016, approximately 5 years after the influx began, 42 national and 14 international non-governmental organizations provided support to Syrian refugees in Turkey, while over 90 NGOs were founded by Syrian refugees themselves (Dilek, M., and Erdogan, M., qtd. in GIZ, 2021: 15). As regards INGOs, the DGRCS lists over 140 organizations currently active in Turkey, with a large number of these supporting refugees and host communities in need (GIZ, 2021: 16). Both international and national CSOs provide, inter alia, the following services: individual and community-based protection through counseling, case management, solidarity groups, advisory group sessions, psychosocial support, legal advice, etc.; trainings and educational activities such as Turkish courses and vocational trainings; social cohesion activities, such as art and culture projects; research and reporting for advocacy purposes. The Community Centers established by CSOs such as ASAM provide a multitude of services with a human-rights-based, non-judgmental approach. This is critical for marginalized groups who otherwise may not be able to receive such support, such as the LGBTQI+ community. In addition, CSOs lend their expertise to enable beneficiaries to navigate bureaucracy.

Aside from challenges concerning the legal and political environment noted above, CSOs face specific challenges in their areas of operation in relation to the refugee response. For instance, the increase in the number of INGOs in Turkey to take up position in the refugee response has had advantages and disadvantages for local CSOs. The presence of INGOs has helped increase the capacity of local CSOs through resources brought in by INGOs, including in the areas of visibility, finding donors, human resources and budgeting. However, the presence of INGOs has also fueled competition for resources, and has pushed CSOs to professionalism and away from the voluntary ethos that marks their work. INGOs are also accused of pulling in qualified human capital from both the host and Syrian communities, and of using local CSOs to gain information regarding the local context without transforming this knowledge sharing to partnerships (Mackreath and Sağnıç, 2017: 42-43).

A more relevant challenge in terms of the capacity of NGOs to promote social cohesion is the lack of communication between Syrian and Turkish CSOs. Syrian CSOs blame Turkish CSOs for not treating them as equal actors, while Turkish CSOs note the language barrier as a problem in creating connections (Ibid: 60-61). Networking among CSOs representing different communities holds the potential of establishing bridging social capital, whereby individuals from different communities are brought together for common advocacy, training and other types of activities.

Other challenges encountered by CSOs include the overly grammatical teaching of the Turkish language by the MoNE Public Education Centers, and the short duration of projects that do not provide sufficient time to learn Turkish at a level required to take the vocational trainings. In addition, social cohesion activities are sometimes felt as "tacked on", with activities between language classes or vocational trainings reducing the quality of the classes. Ad-hoc social cohesion activities also do not translate into sustained interaction. Finally, a major challenge is the restrictions placed on certain activities by public institutions with which CSOs work with, including a continuing aversion to providing gender equality trainings.

4.7 Conclusions from the roundtable discussion

The following are possible questions that will be posed to temporary panelists in the Roundtable Exchange to enable discussion on innovative solutions as well as challenges faced by CSOs, with a specific emphasis on how these affect the promotion of social cohesion in the protection sector:

1. What steps can be taken to effectively cooperate and coordinate with public institutions (national and local) and other stakeholders to achieve the activities that have been set out in the HSNAP that CSOs are expected to support? Please share your suggestions as regards the following:
   a. Principles for cooperation
   b. Agenda-setting
   c. Inclusion in decision making and implementation processes
   d. Sharing of resources and data as regards implementation
   e. Monitoring, evaluation, and follow up mechanisms

Knowledge about and ownership of the Harmonization Strategy and National Action Plan (HSNAP)
The Harmonization Strategy and National Action Plan (HSNAP) is seen by CSOs as a very relevant and useful reference document for social cohesion activities drafted in an inclusive way with the active participation of CSOs. While the larger and more well-established CSOs are aware of the HSNAP and use it as a reference document when developing their strategies and project proposals (e.g. TRC and its 2030 Strategy), smaller CSOs are not as aware of its contents. There is also agreement that awareness as regards the HSNAP should be increased to a much greater degree in the field, that more ownership is generated to ensure the achievements of its objectives. Specifically, the Strategic Priorities of the HSNAP concerning Social Cohesion, Awareness-Raising and the Labor Market need to be placed front and center in the coming period. It is important to underline that the whole of the HSNAP overlaps with the objectives of NGOs working in the refugee response.

Outreach remains a challenge, and difficulty is experienced in reaching the most disadvantaged groups. Explaining the necessity of social cohesion to the groups that have been reached also continues to be difficult. Awareness-raising needs to include also the district police force and the district directorates of public institutions, and the process should aim towards establishing a common understanding of social cohesion and agreement on terminology.

Progress as regards the achievements of the objectives of the HSNAP should be assessed twice a year by a broader range of actors, similar to the 3RP process. It is important to receive regular and structured feedback from the field with regard to the implementation of the HSNAP and the different challenges encountered, as well as good practices employed to overcome those challenges.

Finally, an update of the HSNAP may be considered. The HSNAP covers the period between 2018-2023, and a new HSNAP will be needed in the near future. Work towards the HSNAP should emulate the inclusive and participatory approach adopted in drafting the first HSNAP, including a clearly defined process for agenda setting, the principles of work, etc. The new HSNAP should preferably include clearly defined roles and responsibilities in the fulfillment of its theory of change, along with time frames for the completion of each activity.

The development of structured processes of cooperation and coordination with the establishment of local technical working groups or expansion of existing local coordination platforms
Acknowledging the fact that local issues can differ according to provinces and even districts and neighborhoods in large cities, the provision of targeted services by municipalities necessitate the establishment of structured, multi-stakeholder coordination mechanisms in localities. Rather than panels or ad-hoc workshops, these units should be formed through a protocol signed among the participating institutions and organizations and should operate continuously through regular meetings and a functioning secretariat. These local technical working groups should preferably meet under the coordination of the governorates and the provincial directorates of migration management (PDMMs) and should include the relevant public institutions, NGOs, municipalities, chambers of industry, commerce and artisans/small-tradespersons, as well as universities and opinion leaders from the different migrant/refugee communities. It is also of great importance for local residents knowledgeable about issues relating to the place of residency, such as mukhtars, to be included in this working group, especially to aid in the identification of challenges and the development of common solutions to promote bridging social capital. Small CSOs, especially those established by the migrant/refugee communities, should be included in the working group, as experience shows that they can be overlooked in such coordination platforms. A special working relation should also be established, within and outside the working groups, between CSOs and municipalities, on account of their roles as first lines of contact and knowledge as to the needs appearing in localities.

The operation of these working groups may follow the example of the 3RP and the Syrian Task Force structures already functioning to coordinate the refugee response among non-state actors. Both these mechanisms can be emulated in terms of the clear division of labor, decision-making processes, regular reporting and assessment of needs that they have adopted.[11] It is important for the secretariat of the working group to be established in order to ensure a memory of operations, planning as well as accountability, and to ensure that data protection rules are implemented.

The main reference document and general framework on which the work of the local technical group is based should be the current Harmonization Strategy and National Action Plan and any updated versions of the Plan in the future. The local technical working group should conduct local needs-assessments and identify local indicators for the specific social cohesion objectives of the HSNAP. All outputs from the local technical working groups should be shared in a web-based portal in order for all actors to see where their contributions and services stand in regard to the other actors and to see how they can coordinate such services to promote social cohesion in the future.

2. Please assess the effectiveness of activities undertaken by CSOs to ensure that disadvantaged groups are aware of their rights and to increase their capacities as regards reaching and making use of services to meet their needs. Please share your suggestions as regards the following:
   e. Groups that are difficult to reach
   f. Community based protection and ensuring participation in decision-making and implementation processes
   g. Sustainability issues
   h. Coordination with public institutions

[11] Such types of multi-stakeholder working group mechanisms coordinated under the governorates already exist in provinces. Examples include the Provincial Employment and Vocational Training Boards, established in 2008 through a regulation published by the Ministry of Employment and Social Security. The technical working group may be established independently or tied to an already existing board.

Difficult to reach groups
Reaching certain disadvantaged groups still remains a challenge for many CSOs. Different reasons for this difficulty can be cited for different groups. There are certain common reasons as well, however. These include the lack of awareness and means to reach services provided by CSOs, and a lack of capacity and human resources of CSOs in dealing with such cases, with burnout and mental health issues prevalent in overworked CSO staff. In addition, CSO's outreach activities are impaired as a result of the necessity to receive permission from governorates prior to outreach activities. All CSOs attest that this permission is exceedingly hard to obtain, although close relations of trust with authorities in certain localities have led to some short-term permissions being granted.

The most difficult to reach disadvantaged groups include individuals with disabilities, the elderly, women and children facing domestic violence (a situation exacerbated due to the pandemic quarantine measures), victims of human trafficking, sex workers, seasonal workers, irregular migrants, single mothers, children who have been pushed into crime and youth who are "neither in education nor in employment".

Community based program design and the establishment of committees
A community based program design approach is necessary to ensure the active participation of individuals and groups receiving the support provided by CSOs, especially in identifying problems, as well as finding and implementing common solutions. The establishment of cooperatives and committees comprised of individuals from the refugee population is a method that has been taken up widely in Turkey by CSOs. Cooperatives provide groups of refugees to pool their resources to gain income and increase their resilience, with CSOs providing trainings and technical support during the establishment and initial phase of operation.

Various CSOs operating community centers have committees made up of refugees under their roofs. CSOs only help facilitate the creation of these committees in the beginning, presenting to committee members certain guidelines for operating, then leaving the committee to function on its own. Committees can be made up of community leaders, volunteers or members of a specific disadvantaged group (e.g. disabled refugees). Women have also been included in various committees within a number of community centers operated by CSOs. Committees serve various functions. First and foremost they are empowering mechanisms as they are consulted in project design, implementation and evaluation. They also allow their members to share knowledge and information, including as regards the services available in the area and how to access these, and information regarding rights and responsibilities. Being involved in committees promotes rights-seeking and the desire to be included in municipal structures to ensure that their voices are heard. In addition, committees have the advantage of being low maintenance. Not requiring financial assistance due to the voluntary nature of their operations allows committees to act autonomously.

Other types of solidarity programs emulate the operation of committees. For instance, women solidarity programs run by HRDF have seen women from various nationalities, ethnicities and religions coming together, following a brief initial reluctance, to form support networks. The support they provide each other includes sharing flats, establishing businesses with each other, helping each other access services provided by the state, and share their children's clothes. The important point to underline here is that ad-hoc and one-off activities usually do not produce the desired results of decreasing social distance. CSOs note that social interaction should be designed in the form of a "journey" of working and getting to know one another, learn each other's culture and develop trust. This is possible either through activities involving numerous sessions or organizing into committees.

Accessible trainings and Syrian trainers
Trainings provided by CSOs, especially on legal rights and access to services, need to be accessible for the entire SuTP population, including the visually impaired, hearing impaired and illiterate individuals. The use of podcasts and applications has been cited as alternative communication mechanisms to reach a greater number of refugees. In addition, SuTPs should be trained as trainers. Such training of trainers programs have yielded good results, as learning from trainers who share the same language and culture has been seen to support the empowerment process and facilitate communication. The importance of volunteerism is also apparent here.

Support and auxiliary services
Auxiliary services that facilitate access to services provided by CSOs are key to reaching the most disadvantaged groups. These include facilities or parallel activities for children to ensure the participation of women refugees, as well as transportation services to and from community centers in the form of shuttles or stipends for public transport.

Diversification of communication tools
Social media has become the most frequent communication tool to reach out to refugee groups as regards services available. Refugee committees also utilize these tools to communicate and share knowledge within their smaller cohorts. Web portals such as UNHCR's Turkey Services Advisor are useful instruments that should be updated frequently. Diversification of feedback mechanisms still remains as a necessity. A good reference is the "communication for development" approach, emphasizing informal dialogue, sensitivity to local culture, support for social change through the promotion of participation and giving a voice to the excluded.

Multi-actor cooperation
Coordinating work with public institutions, municipalities and bar associations is imperative to reach the most disadvantaged refugees. Concretely, district directorates of public institutions such as the provincial directorates of migration management (PDMMs) have important resources and capabilities to reach the most disadvantaged refugees, especially through the protection desks established in over 50 PDMMs with the UNHCR. These desks, supervised by social workers and psychologists, are critical points to identify persons with special needs, who are provided with counseling

and referred to specialist public institutions or CSOs. Protection desks do refer persons with special needs to CSOs such as ASAM in certain provinces. The systematization of these referrals throughout the PDMMs with protection desks would be beneficial for the most disadvantaged refugees. A model that could be emulated is the inter-agency referral forms that UN agencies, INGOs and NGOs in Turkey use to refer persons with special needs to specialist services provided. In addition, the "Persons with Special Needs Identification Forms" filled out by the protection desks enable collection of important data regarding the types of services needed to for disadvantaged groups in a province. Sharing of anonymized data in accordance with data protection rules would allow CSOs to determine how much resources to spare, which areas to prioritize, and what measures to take and where to take these measures to service the most disadvantaged groups. Cooperation with bar associations to refer those with legal needs to legal aid bureaus is another critical component of social cohesion as it makes access to justice possible.

An important lesson learned in cooperating with public institutions is to include them from the very beginning in the design of projects, rather then approaching them with a pre-developed project proposal. Designing projects together with public institutions by taking into consideration their needs for the near future leads to greater ownership from the side of these institutions and results in greater success for the project objectives. In addition, donors may consider creating a social cohesion activity fund pool from which activities can be easily and quickly organized in response to the demands of the public institutions, since to include these into projects takes an inordinate amount of time.

The importance of working in close cooperation with municipalities is frequently cited. Not only does this enable the pooling of resources, it also brings together vital local expertise and outreach potential. Municipalities are also known to have established or worked through CSOs to increase the effect of their work in the refugee response, as CSOs are also able to conduct research and implement activities that municipalities may not easily implement due to legal, political or financial reasons. Such cooperation should be increased in number and developed in quality.

To ensure the achievement of objectives on increasing the resilience of refugee populations in livelihood projects, cooperation with chambers of commerce and industry is important, especially to understand which economic sectors require what types of qualifications from workers. Chambers have also contributed to trainings with expert trainers in the past along with supporting CSOs in the development of curriculum that is tailored to the requirements in the sectors.

Sustainability

Acknowledging that social services are the primary responsibility of the State, and that NGOs fulfill a complementary role in their provision, the ultimate aim of CSOs is to transfer the resources established to service the most disadvantaged groups over to public institutions. A good example of this is the transfer of the Safe Spaces for Women and Children in İzmir, Bursa and İstanbul established and operated first by the UNFPA and MUDEM to the Ministry of Health.

Another important point is that while social initiatives tend to stop when projects are finalized, income-generating modalities such as cooperatives continue. Formulas to ensure the continuity of committees need also to be researched.

3. What are some concrete suggestions to encourage CSOs with members from various communities, of different sizes and capabilities to work together to promote social cohesion processes?
   Please share your suggestions as regards the following:
   a. Biggest challenges
   b. Knowledge / experience transfer
   c. Possibilities for joint activities
   d. Possibilities for referrals among CSOs
   e. Diversification of membership of CSOs

Biggest challenges

Face to face meetings or the continued online meetings during the pandemic have been crucial to enabling CSOs to learn about each other's work and seek out synergies and cooperation routes. Special mention is made of the usefulness of the local coordination networks under the 3RP led by the UNHCR, UNDP and other UN agencies, as well as the "peer-review" mechanism and networking possibilities made possible under GIZ programs. CSOs have also been involved in certain large-scale programs that have been invaluable as regards gaining experience working together, such as the TRC-WFP cooperation experience during the first stage of the ESSN. The TRC is now sharing its experience and all that it has learned from the WFP with the IFRC.

Challenges in front of establishing cooperation between Turkish and Syrian CSOs can be stated as issues of trust, capacity and legal ambiguity with regard to membership of SuTPs to associations and volunteerism. Trust issues have to do with the lack of knowledge regarding the operations of counterparts. This can be overcome through increased transparency in the types of work done by CSOs, which is an issue that ties in with the capacity of CSOs to communicate their work, as well as increased interaction in coordination networks. The issue of capacity is another challenge. Small CSOs sometimes lack the capacity to produce professional financial documentation, reporting, etc., which becomes an obstacle to working with them as partners in projects. This may be overcome through the "big-small mentorship" method (please see below). Finding Arabic speaking staff with the technical capacity required by CSOs is also mentioned as a difficulty. This issue, in turn, ties in with the ambiguity in the Turkish legislation about the ability for SuTPs to become members of CSOs. According to Turkish law, SuTPs can be members of associations providing that they possess residence permits. However, Article 25 of the Regulation on Temporary Protection states that the Temporary Protection Document issued to SuTPs does not count as a residence permit, thus excluding all SuTPs from membership in association. The issue of volunteerism is also not regulated in Turkish legislation, which makes it difficult to employ refugee volunteers in CSOs for fear of it being construed as illicit work according to the law. Advocacy work is necessary to push for legislative amendments to clarify these issues.

Mentorship and capacity building (big-small cooperation)
Smaller CSOs have made significant use of capacity development and mentorship support provided by large and experienced CSOs. These include trainings on budgeting, program and project development, monitoring and evaluation, access to funds, community-based programming, outreach and services tailored to disadvantaged groups, etc. GIZ's CLIP program is frequently cited as a good practice example in this regard, and CSOs agree that donors should give consideration to making such big-small cooperation obligatory in projects. It is expected that big-small CSO partnerships will continue of their own accord once the practice is established.

It is also important to note that several well-established CSOs in Turkey have started to extend their services to refugee response. One example is the Mor Çatı Foundation, which has considerable experience in working for women's human rights, SGBV issues, and which operates shelters for women. Donors may be able to encourage links between such rooted CSOs and refugee women, to ensure that the latter can make use of the deep experience of the former, as issues such as the protection of survivors of SGBV and advocacy of rights cuts across all community divides.

Tools to promote cooperation among CSOs
Various tools exist that have been instrumental in developing the cooperation and coordination among CSOs working in the area of refugee response in Turkey. These include, for instance, the continuously updated Services Advisor developed by the UNHCR where services provided by all organizations for refugees are marked according to type of service and location. The "inter-agency referral form" is another tool that facilitates the referral of persons with special needs to specialized services provided among non-state institutions. Another good practice is the "ASAM academy", which provides trainings for any interested party on migration and refugee related issues. The ASAM academy has been emulated by TRC, which has formed its own academy. Community based programming and community center operation guidelines are also available for widespread use, produced by UNHCR and TRC respectively. Support to Life (STL) and GIZ are in the process of developing social cohesion guidelines and toolkits. Such initiatives should be continued and the tools that come out of these processes should be disseminated among all actors willing to use them.

5

Promotion of Social Cohesion Through the Work of Municipalities

5.1 Municipalities as frontline agents of social cohesion:

The role of municipalities in social cohesion is acknowledged by a number of landmark international instruments, including the UN Agenda 2030 for Sustainable Development, to which Turkey is a signatory. In addition to the fact that many, if not all, of the 17 Sustainable Development Goals (SDGs) can be seen as direct prerequisites for social cohesion (e.g. no poverty, zero hunger, quality education, gender equality, decent work and economic growth, etc.), two SDGs stand out as regards cities and urban life, namely SDG 11 "Make cities and human settlements inclusive, safe, resilient and sustainable", and SDG 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels" (UNGA, 2015). Drafted close to the UN Agenda 2030, the New Urban Agenda, an outcome of the UN HABITAT III Conference in 2016, promises international solidarity with cities hosting refugees in the framework of human rights with a specific focus on vulnerable groups (UNGA, 2016). Similarly, the 2018 Global Compact on Refugees affirms the role played by local government in providing services to refugees, commits the international community to share the responsibility with cities on the front line by means of increasing their capacity and infrastructure, and invites networks of municipalities to share their best practices and innovative solutions with each other (UNGA, 2018).

Answering this call, the International Forum on Local Solutions to Migration and Displacement was held in Gaziantep in November 2019 a few weeks ahead of the first Global Refugee Forum. The event was attended by nearly 40 municipalities (with representatives from cities around the world) and a number of UN agencies, IGOs and NGOs, and resulted in the adoption of the Gaziantep Declaration. This document reflects an important consensus as regards the steps to be taken to build "a successful pathway of refugee and migration responses at the local level from emergency to resilience and development", including the importance of protection and social protection as a foundation for successful integration, multi-level governance including effective data sharing, inclusive access to quality services and "civil society, gender equality and social cohesion as an anchor for long-term success".

As place-based actors, municipalities hold a unique position in the humanitarian-development nexus, especially since they provide a wide range of services for residents under their jurisdictions, including housing, social services, vocational courses, arts and culture activities, as well as activities for youth and sports. When adhering to good governance principles (i.e. inclusiveness, accountability, transparency), they are important platforms for dialogue and deliberation among residents of a certain area, and are instrumental to ensure that socially excluded groups can participate in decision making mechanisms, thus making possible a more effective governance of cities through the ability to address complex and diverse needs. As such, municipalities are crucial to building a common civic culture, especially by encouraging participation in community life and spreading the democratic processes in decision making to communities.

5.2 Municipality responses to mass influx situations

Over the past decade, municipalities across Europe and Turkey have often had to respond to mass influx of refugees and migrants with no real previous experience of managing diversity, scarce resources and the difficult task of mitigating the risk of rising negative opinion and anxiety over competition for these scarce resources, a limited say over decision making at the central level as regards local integration, and the need to stay abreast of changing national legislation (Patuzzi, 2020: 1). Several studies into the experiences of a number of municipalities across Europe have compiled a number of lessons-learned and good practices by municipalities in providing services to and empowering refugees (Gebhardt: 2014; Gidley, 2016; OECD: 2018; Patuzzi: 2020).

5.2.1 Provision of services:

:: Smart mainstreaming: refugees should be included in services normally provided by municipalities to host communities. Targeted services may result in stigmatization of refugees as a drain on resources. Care should be given, however, to not overlook the needs of vulnerable groups.

:: One-stop-shop model: Popularized by Portugal and applied in numerous EU countries, this model brings all services related to refugees under one roof, such as registration, social security, work permits, health, education, family reunification, legal counseling, etc. In contexts where public authorities do not have a record of working effectively with each other, however, this model may not be advisable.

5.2.2 Multi-stakeholder coordination

:: A multi-stakeholder strategy based on a shared understanding of human rights should be adopted. Services should be designed with the active and effective participation of central level state institutions, NGOs, the private sector and academia. Care should be given not to work with the same partners all the time ("path dependency") and to take measure to prevent "coordination fatigue".

:: Sharing of responsibilities between municipalities is also recommended as a good practice.[12] Such a division of labor (e.g. one municipality providing language classes while others provide transportation costs to that municipality for their residents) ensures that scarce resources are used more efficiently and that the capacity of small municipalities is built in the process. It also ensures a better and more efficient outreach.

5.2.3 Inclusive and participatory approach

:: Improving refugee participation in local decision-making is a staple of all good practice studies throughout Europe. The ability of refugees and migrants to choose representatives among themselves to voice their requests is critical for good governance. Aside from the normative justifications, it should be noted that the voicing of concerns in an open manner early might prevent bigger problems and conflicts down the line. Such councils should be heard and their opinions should be systematically incorporated into a city's policy-making process. Ineffective councils may lead to disillusionment and further insulation, thereby hurting the prospect of social cohesion.

:: If possible, the workforce of municipalities should be diversified. If this is not possible (due to the laws of a country), then diversity and equal treatment should be included into the standard training for municipal workers and civil servants.

5.2.4 Social cohesion work and place-making

:: Social cohesion policies should be backed by strong leadership, in the form of a clear endorsement by the mayor or the appointment of an integration commissioner with broad powers.

:: Research in social psychology shows that inter-group contact reduces inter-group prejudice, breaking down fears and anxieties about "the other", resulting in greater understanding and tolerance. This is called "contact hypothesis" and is critical to understand the potential of municipalities to foster "bridging social capital" (i.e. the coming together of persons with different backgrounds around common spaces and goals). However, it should be stated that contact alone "does not always lead to reduced prejudice or improved relations between the groups" (Farley, 1982: 42 qtd. in Gidley, 2016: 4). Rather, success in fostering social cohesion is dependent on certain preconditions being fulfilled, including the different groups being of equal status, for there to be cooperative activities pursuing common goals, and the sustained support of authorities or norms such as effective anti-discrimination laws in place (Ibid). Ad-hoc initiatives on their own are therefore insufficient and may even enforce prejudice. A repetitive and naturally evolving conviviality is necessary. This is underscored in the literature as the insufficiency of "fleeting contacts" to break down prejudices, and the necessity for long duration contact marked by repetition and strong intensity of interaction (Ibid). Cities provide places with which different communities can find a common ground to identify with over the duration of their residency, and are therefore suitable grounds to promote a salutary form of inter-group contact. Qualitative measurements to gauge the effects of interactions, the moderation of activities by experts such as social workers and the engagement of municipal staff trained in respect for diversity and promotion of inclusion may be considered as steps to facilitate such contact.

:: Cities can encourage "bonded social capital", that is ethnically segregated communities in specific neighborhoods. While such concentration of communities in specific areas leads to reduced costs for newly arriving refugees (and the possibility to circumvent the language barrier) and may facilitate access to employment, it risks insulating the refugee community, thereby harming its chances of integrating socially into the host community and reducing opportunities for the creation of bridging social capital.[13]

:: Art and culture should be used as much as possible as a social cohesion tool. Art has the ability to create safe, neutral spaces in which differences and potential conflicts can be raised and explored without creating antagonism, but rather by focusing on shared projects and shared futures. Participatory art projects can be empowering by encouraging people to become more active residents and strengthening support for local and self-help projects.

:: City branding or neighborhood branding is a great way to market the ethnic, artistic and cultural diversity of a city or a neighborhood, while developing a sense of belonging and pride in the place of residence.

:: When building community cohesion in an area, it is important not to start with labeling of communities (e.g. "Muslim community", "Syrian community", "host community"), as this assumes that people's primary identification is with their ethnic or cultural difference, and encourages residents to focus on differences that separate them. These differences can become highly politicized and radicalized in "deprived" communities where people are effectively competing for scarce resources. Instead, starting intervention from the common place of residence or a place-based approach, gives an opportunity for people to find common ground and common purpose outside of their social identity.[14]

:: Images of shared local landmarks and objects should be brought together with narratives of the place (neighborhood, district, city) in question. Once communities are brought together around a shared ownership of place, then the more difficult questions, such as inequality, can be raised as an issue that needs a collective response.

[12] This may translate into cooperation between municipalities operating at different levels, such as those existing in Turkey (i.e. metropolitan, provincial and district municipalities).
[13] A study conducted by the think-tank TEPAV in 2018, for instance, notes that Syrians living in the Fatih district of Istanbul "prefer not to speak Turkish, avoid establishing contact with Turkish citizens, and rather do their shopping at Syrian businesses" (2019: 48).
[14] Indigenous concepts such as "hemşehrilik" in Turkish, which can be translated into "fellow town(wo)manship" and which is articulated in the Municipality Law, is an excellent example of this type of discourse.

5.3 Context in Turkey:

5.3.1 Main legal issues

Municipalities are public legal entity institutions, with autonomy over decision-making, authority to establish profit-gaining enterprises and to allocate their budgets as they see fit. However, in the last resort, municipalities are under the hierarchical supervision of the central government.

A new legislative framework was introduced in 2012, resulting in the restructuring of the levels of municipalities and the expansion of the metropolitan municipalities, which caused the larger municipalities to become more distant from their residents/citizens. The average populations of municipalities increased from 20,000 individuals to 50,000, with 20 of the 30 metropolitan municipalities serving over 1,000,000 inhabitants each.

There are two major issues as regards the services that can be provided to refugees by municipalities in Turkey:

1. The legal ambiguity concerning the mandate of municipalities in the Municipality Law. While Article 13 of the Law talks of all residents being labeled as towns(wo)men who are entitled to take part in municipal decision-making and access to municipal services, Article 14 states that services shall be provided at the closest places to "citizens". Certain studies cite municipalities' concerns about legal sanctions they may face should their expenses be challenged by the Court of Accounts. However, it should be noted that the Budget Preparation Guideline of the Ministry of Treasury and Finance specifies budget lines that should be used to provide aid and in-kind assistance to refugees and migrants (Dura and Karakoç: 2019).
2. The second issue concerns the fact that the tax revenues transferred to municipalities by central government are calculated in a way that makes no allowance for the additional refugee populations. This leads to a situation where municipalities need to use the same resources to provide services for a vastly increased population. The lack of resources commensurate with their populations, especially in provinces that are already lagging behind in growth, lead to limitations in the potential contributions municipalities can make to local sustainable economic development. This is because the ability to tap into the potential introduced with increased human resources is partly dependent on the capital and infrastructure that is placed in their service.

5.3.2 Policy framework

Aside from the Law on Foreigners and International Protection (LFIP), at the policy level the two main documents guiding the responsibilities of municipalities under social cohesion are the Harmonization Strategy and National Action Plan (HSNAP) and the 11th Development Plan together with the annual Presidency Report which reports on the targets developed therein.

The Harmonization Strategy and Action Plan, drafted by the DGMM in consultation with stakeholders, including the Union of Municipalities of Turkey (UMT), contains important tasks for stakeholders relevant to local governance as regards the promotion of social cohesion, while also addressing some of the legal issues noted above. These include the following stakeholders and their corresponding tasks:

1. UMT: scanning of legislation; identification of challenges through workshops at central and local level; information and experience exchange between municipalities with high number of refugees; awareness raising on roles of municipalities on harmonization including upper management of municipalities; analysis and mapping of social cohesion activities undertaken by municipalities and NGOs and disseminating good practices.
2. ILBANK: increasing municipality budgets in consideration of number of refugees/migrants; facilitation of project financing in provinces with high numbers of migrants/ refugees.
3. Ministry of Environment and Urbanization: amendments to legislation to clarify municipalities roles on migration; ensuring a more active functioning of municipal councils and establishment of Migration and Harmonization Assemblies within councils with the participation of representatives of the local community (including refugees and migrants).
4. Presidency Strategy and Budget Office: obligation to include migration and harmonization in municipality strategic plans included in Regulation on Strategic Plans for Public Institutions.
5. Ministry of Interior, DG of Civil Society Affairs: programs incentivizing the creation of NGOs by different migrant groups and training programs to increase their capacity; increase in capacity and support to local NGOs working for migrants to serve social cohesion.
6. Municipalities: establishment of migration and harmonization units in provinces with high numbers of refugees; employment of knowledgeable and multilingual personnel to better manage diversity; ensuring that social and cultural centers of municipalities also used by migrants/refugees; participation of refugees and migrants alongside host community in social and cultural activities; information campaigns on cultural diversity directed towards the host community; research on city planning to encourage cohabitation in the city starting with public areas; creation of volunteering programs for migrants to increase social cohesion and solidarity.

While the 11th Development Plan includes specific roles on harmonization, issues which are integral to social cohesion but which are usually not mentioned under social cohesion headings per se are also worth considering. For instance, municipalities are responsible for increasing knowledge about and the practice of cooperatives, to establish design and skills workshops for students of all levels, job placement of vulnerable groups, and especially combating violence against women. Government programs such as the "City Cherishing Our Civilization" and "Unique Neighborhood Certificates" that aim to promote a sense of belonging to a city, neighborhood culture and smart urbanization may also be viewed as relevant to social cohesion (par. 679.2).

5.3.3 The work of municipalities in Turkey in the refugee response

The duties of municipalities fall under two general categories[15]:

1. Infrastructure and basic services: land development; municipal infrastructure (roads, walkways, squares and parks); urban transport; water and sewage; waste management; firefighting
2. Socio-economic support and assistance: poverty reduction; education (construction and maintenance of schools); culture and sports; social services and assistance (including home care fore the poor and sick); skills development and vocational training; municipal policing.

Although municipalities have access to significant resources, the scale and number of services provided places a great strain on these resources even without taking into account the Syrian population in provinces (3RP, 2018: 20). Under the 3RP framework, UN agencies and organizations have provided the following types of support to municipalities throughout Turkey to deal with the influx of refugees:

SUPPORT TO MUNICIPALITIES (CAPACITY BUILDING)	SUPPORT THROUGH MUNICIPALITIES (SERVICE PROVISION)	WORK WITH AND IN MUNICIPALITIES
:: Solid waste disposal :: Roads, parks, playgrounds :: Firefighting :: Waste water management :: Staff costs and secondments :: Knowledge and provision of information :: Policy development :: Strengthening internal procedures (referrals, SOPs) :: Coordination among municipalities, ministries and NGOs :: Training and capacity building (e.g. project management)	:: Language classes :: Social protection through identification and referrals :: Information campaigns and awareness raising activities :: Transportation services enabling access to services :: Education, skill-training, vocational training :: Distribution of direct assistance	:: IOM Municipal Migration Centers (MMCs) :: Embedded units in municipalities :: Service provision - counseling and referrals (legal, health, educational, vocational, social services, PSS + interpretation) :: Capacity building – effective design and operation of MMCs, training of staff :: Social cohesion – educational and social activities, cultural and art activities :: Keçiören, Şanlıurfa, Adana :: UNHCR – social protection desks for identification, referral, information

Source: Adapted from 3RP, 2018: 21-24

Other international organizations, such as GIZ and specifically the QUDRA I and II programs not operating under 3RP have also provided significant support to municipalities throughout Turkey, including through capacity development and grant schemes for community support projects in partnership with the Union of Municipalities of Turkey.

Municipalities host 90% of Syrians under temporary protection in Turkey, with four provinces in the Southeast region of Turkey hosting over 1.4 million Syrians under temporary protection, representing a 20 percent increase in the population of the region on average, leading to the additional consumption of 70 billion liters of water and the production of one million tons of solid waste per year (3RP, 2021: 10). It should also be mentioned that Syrians outnumber the host community populations in certain municipalities. Although support by 3RP partners has been vast, reaching over 1.2 billion USD (including IFI interventions) since 2017, this only covers 30 percent of the additional needs for service delivery (Ibid: 78).

Despite the legal ambiguity regarding the obligation to provide services to foreigners within their jurisdictions as well as budgetary restrictions on top of the rising strains on infrastructure due to an exponential rise in population, many municipalities in Turkey have provided indispensable services for SuTPs alongside the host communities, many of which are integral for the promotion of social cohesion. These include buildings and resources for community centers that have become a second home and safe spots for women, youth and children. Municipalities have also provided Syrians with vocational trainings on numerous topics as well as temporary income channels in cooperation with international organizations. Some municipalities have established specialized units to serve migrant/refugees under their roofs and/or have allocated their human resources to ensure guidance for migrants/refugees and referrals to the required social services. Servicing another critical component of social cohesion, some municipalities in Turkey have opened up dialogue and exchange platforms to refugees in the shape of assemblies in City Councils.

[15] Please note that this categorization is the one made by the 3RP. The Union of Municipalities of Turkey uses a categorization based on "obligatory services" said to be defined under Article 14-a of the Municipality Law numbered 5393 including, inter alia, social services and support, shelter, youth and sports activities, vocational training and women's shelters (for municipalities with populations over 100,000), and "voluntary services" listed under 14-b of the same Law, which include such services as construction of schools, provision of utilities for students, support for amateur sports clubs, operating food banks and opening health centers.

5.3.4 Different models employed by municipalities in the refugee response in Turkey

Research into municipalities that are widely regarded to have successfully included refugees into their services have shown that these municipalities operate in ways that employ multi-level and multi-stakeholder governance models that systematize and facilitate coordination among different actors in the field (Özçürümez and İçduygu, 2020: 238-239). One such model identified by Özçürümez and İçduygu is called "Coordinated Small World Networks", characterized by close cooperation of municipalities with other actors, especially with NGOs. This is the case with the Istanbul Sultanbeyli District Municipality, which has established close relations with the Refugees and Asylum Seekers Assistance and Solidarity Association (RASAS). The cooperation is strengthened by the fact that the Deputy Mayor of Sultanbeyli Municipality is the head of the association, while the Director of the Strategy and Development Unit of the Municipality is in the management board of the association. The close cooperation between the municipality and RASAS has resulted in the creation of a Refugee Community Center, which provides social services, counseling on health and education services as well as legal counseling, and vocational trainings. A coordination office of the Istanbul Provincial Directorate of Migration Management is also housed within the Refugee Community Center, which brings this center close to operating as a type of "one-stop shop" for refugees. Most of the services provided by the RCC have been made possible with joint initiatives and projects with international organizations and INGOs. In turn, RASAS has supported the Sultanbeyli Municipality in establishing contact with community-based organizations, obtaining financial support from international actors and including them in local projects. Another way in which the municipality and RASAS cooperate has been the creation of the Syrian Coordination Center Software (SUKOM), which serves as a database accessible by both actors to be used for communicating with refugees making use of the services provided by the association, and to identify the needs of different groups and match them with services provided (Ibid: 256-257).

Another version of this model can be seen in Adana Seyhan District Municipality, which is the fifth biggest municipality in Turkey and which has established the Women Solidarity Center in its premises, covering the overhead costs, as well as the costs related to security services, while also providing staff for the center. In this example, the Women's Solidarity Center is an offshoot of the municipality, rather than a separate NGO, but acts as a hub through which projects conducted with international organizations can be undertaken. Various services are provided to women SuTPs in the Women's Solidarity Center in Seyhan through these projects, including language courses, vocational courses, life skills courses, social cohesion activities and protection activities. With GIZ support, the Center is now evolving into a cooperative in order to achieve self-sustainability and produce gainful employment for its members.

A second model identified, termed an "Integrated Small-World Network", is characterized by the establishment of a specialized unit within the municipality that is tasked specifically to cooperate with other stakeholders in providing services for refugees (Ibid: 258). One of the first examples in Turkey to adopt this model was Gaziantep Metropolitan Municipality, which established the Migration Management Unit under its Directorate of Health and Social Services in 2015. A migrant center can be established either as a "Department" or a branch under a department through a municipal council decision.[16] Alternatively it can be a unit under a branch through the order of the mayor. For Provincial/District Municipalities a migrant/refugee center can be a unit under a branch through the order of the mayor. The IOM has established Municipal Migrant Centers in several metropolitan and district municipalities and has published a guideline detailing how a center can be created and the standards for services. The advantage of the integrated small-world network is the direct connections that can be established and developed between the municipality and national/international actors, including easier coordination with governorates to review provision of local services, especially considering the fact that municipalities are natural members of several relevant boards in provinces alongside governorates such as the Provincial Employment and Vocational Training Boards. A specialized unit within a municipality also helps develop the expertise and institutional memory necessary to manage migration, a complex and multi-dimensional field.

5.4 Conclusions from the roundtable discussion

Despite their adaptability to deal with the mass influx of refugees in difficult conditions, municipalities in Turkey displayed continue to face certain challenges, including: the concentration of refugees in particular neighborhoods; low coordination with local representatives of central government institutions; perfunctorily drafted 5 year plans; a lack of a project management approach; and the preference given for highly visible short term projects over long-term investments (e.g. roads instead of treatment of solid waste). The municipal staff's lack of experience and training in dealing with migrants and refugees and the lack of interpreters to overcome the language barriers that form an obstacle to access to services are among oft-cited issues (Adıgüzel and Tekgöz, 2019: 64). The following are possible questions that might be posed to municipalities chosen as panelists in the fifth Roundtable Exchange in order to explore the most effective ways to promote social cohesion in localities:

1. What kind of challenges do you face while providing services to refugee populations?
   Please share your suggestions as regards the following:
   a. Biggest challenges in reaching the most disadvantaged sections of the Syrian community?
   b. Innovative ways to reach the most disadvantaged?

[16] Under GIZ's QUDRA 2 program the Şanlıurfa Metropolitan Municipality is making preparations to establish a "Migration Department", which will be the first of its kind in Turkey.

Legal and budgetary obstacles
Municipalities in Turkey are allotted budget from the central government based on the size of the Turkish population in each city. The discounting of Syrian refugees and asylum seekers from other nationalities as well as migrants places a great burden on the budget of municipalities, a situation that is exacerbated by the legal ambiguity in the Municipality Law as regards who can benefit from the services of municipalities. Although Article 13 of the Municipality Law specifically refers to "towns(wo)men" as entitled to take part in municipal decision-making and access to municipal services, Article 14 states that services shall be provided at the closest places to "citizens". While no charges have been brought against municipalities providing services to refugees by the Court of Accounts for misspending funds to date, and despite the clear guidance by the Union of Municipalities of Turkey (UMT) to the effect that the spirit of the Municipality Law justifies such services being rendered, there is a consistent demand for the legal ambiguity to be resolved. UMT also agrees that reaching the most disadvantaged among the refugee population will be made easier once the legal and budgetary obstacles are resolved. Towards this end, mayors from various municipalities around Turkey, together with the UMT, have created the Migration Platform of Mayors under the Resilience in Local Governance (RESLOG) project and signed a policy document that identified financial issues, legislation, coordination and social cohesion as the four priorities for lobbying efforts. Spearheading this initiative, the UMT is also calling for those in leadership positions in municipalities throughout Turkey to support to this effort.

Capacity of municipalities
One of the biggest contributions of international donors working in cooperation with the UMT to municipalities has been the increase in the capacity of municipalities to apply to and implement projects, while increasing service capacity from a social cohesion perspective. Projects such as RESLOG have promoted the institutionalization of migration management and refugee response in municipalities by facilitating different types of needs assessments, such as resilience assessments, which lay bare municipalities' level of capacity on several fronts, while also showing the level of coordination between different units in municipalities. These assessments pave the way for institutionalization by way of the creation of specialized migration units in municipalities under different names (e.g. "Migration Services Center; "Harmonization Desk", etc.). However, disparity exists in the human resources of these units. While the Kecioren Migration Services Center operates with 16 staff including interpreters and caseworkers, for instance, the Sisli migration unit has only 2 staff, a discrepancy that cannot be explained merely by the workload.

Language continues to be a major hindrance for refugees in understanding and making use of municipality services. Some help desks operating under municipalities that provide guidance for would-be users of services do not have a working language of Arabic, Farsi or other languages most often used by refugees. Another issue of concern is municipality staff's lack of experience in working with vulnerable groups. Certain municipalities have implemented their own trainings and awareness-raising sessions on diversity and non-discrimination.

Difficult-to-reach groups and possible solutions
An important insight in this matter is that vulnerable groups are usually in a state of vulnerability since they are difficult to reach. Therefore, vulnerable Turkish citizens are also among the "difficult-to-reach" category. There are certain groups who are especially difficult to reach, however, such as refugees living in rural areas. Municipalities have formed mobile units to reach these groups, particularly to distribute humanitarian aid. Another effective way of ensuring outreach has been seen to be direct communication with community leaders, whether Turkish or Syrian. Both communication with community leaders and knowledge about where the most vulnerable reside are directly connected to the issue of participation and effective access to data, discussed below.

Easily accessible Community Centers have also been an important tool in reaching the most vulnerable persons, who readily see these centers as safe spaces. Other more specialized centers exist, such as the Women Solidarity Center in Seyhan and the orphanage in Reyhanli. An important point to note is that existing services need to be made more inclusive rather than targeting only migrants, as the latter option has been seen to lead to social tensions on account of the host community viewing the services provided as being discriminatory to them, and of stigmatizing refugees.

Active and effective participation in consultative mechanisms
Migrants' assemblies under City Councils of municipalities have been important platforms in a number of municipalities to ensure the participation of migrants and refugees in being consulted on their needs as well as their positions on issues that may have potential effects on them. While initiatives of this kind have been very successful with regular participation from community leaders from different backgrounds, and have actively operated as a platform for deliberation and a willing group to provide awareness-raising and training activities, others have not been as active or have stopped working due to the COVID-19 pandemic. Efforts are underway to revitalize these assemblies. When they operate effectively, migrants' assemblies play a critical role in flagging important issues, as well as cases of vulnerable individuals and SGBV cases. The employment of migrants' assemblies in the decision making structure of the operation of Community Centers is also another way in which to ensure their vitalization.

Access to data
There is a great need for more detailed data to be shared with municipalities in line with data security guidelines. More detailed data usually means anonymized information on individuals at the neighborhood level, and disaggregated in terms of demographic data, vulnerability, level of income, education, etc. Certain community centers and municipalities have created their own database with information obtained from beneficiaries of the services they provide through surveys. This falls short of actually providing an accurate picture of the situation in which refugees live and work in their jurisdiction, however, and thus obstructs evidence-based service provision.

Cooperation with other stakeholders
As in all sectors, cooperation with other stakeholders is key. Work with Provincial Directorates of Migration Management and Provincial Directorates of Family and Social Services are especially highlighted as crucial to reach the most vulnerable groups within the refugee population. An effective referral system has been established among international organizations. INGOs and NGOs that can coordinate their work through their inclusion in 3RP platforms use the "inter-agency referral form". Some municipalities have also been using these forms due to their close connections with certain active NGOs working in the field of protection. Referrals also exist between municipalities and provincial directorates to the same extent, but an inter-agency referral form is not used in these referrals. Mukhtars are also mentioned as important actors to cooperate with in order to identify the most vulnerable refugees.

2. How can programs and projects funded by international donors be improved to ensure that work done by municipalities helps promote social cohesion?
Please share your suggestions as regards the following:
a. Do you face any obstacles in accessing project funds?
b. What are the biggest challenges in front of working with a project methodology?
c. How do the social cohesion activities required by projects affect the services provided by municipalities?
d. How do you ensure the sustainability of achievements following the completion of projects?

Technical capacity
Despite trainings provided by international organizations and the UMT in the field or by bringing municipalities together in digital platforms to provide trainings on project design and implementation, including project financial and narrative reporting, there is still a dearth of technical capacity in many municipalities as regards these issues. In practice this translates into an inability to access international funds, a critical issue taking into consideration the lack of additional budget to service the needs of the refugee and migrant population. In other words, access to project funds is important to finance areas that cannot otherwise be financed. This is especially necessary in the Eastern parts of the country, as most project funding is provided to municipalities in the more industrialized Western region (a point made by UMT). There is still a need, therefore, to create capacity in municipalities operating in underserved cities.

One way that seems to have worked quite well in the process of gaining technical capacity is institutionalization, which invariably starts off with a needs assessment of one type or another. The initial process is aided by cooperation with a university or research institute, and progresses with the installation of a specialized unit within the municipality structure. The next stage of institutionalization is aided by the establishment of a community or solidarity center that brings together persons with similar special needs from one or more communities together to identify their common problems and work together to find solutions. At this stage, close cooperation with a CSO is a strong facilitator for outreach and implementation.

Paying attention to donor requests and good planning
The way in which donors formulate the actors and the type of work eligible for funding can be an obstacle to meeting the real needs on the ground if the design of the funding mechanism is not undertaken in close cooperation with actors on the ground. During the first years of the refugee response in Turkey, funds were mostly provided for humanitarian aid, and social cohesion was not included in the theory of change. This short-sighted approach may have cost valuable years in the effort to promote social cohesion in the country. In addition, municipalities have found that they could not apply to many funds during the initial phases and thus had to establish CSOs directly or work with CSOs to implement projects, which in turn may have postponed their gaining of the necessary technical capacity to apply for and implement their own projects. An added challenge has been the slow pace of the project application and acceptance process, which is now pushing municipalities to seek donors with more flexible and accelerated processes that are more suitable to servicing current needs. Certain required procurement and financial processes from municipalities have in the past not taken into account the financial procedures to which municipalities are tied to legally or have developed in practice.

In short, municipalities need to be closely involved in the agenda setting and design stage of project development with donors. Such close cooperation in the planning and design phases pays dividends down the line in the form of more ownership from the upper administrative cadres of public institutions and internalization of the outcomes decided on, translating to a smoother implementation of activities to achieve these outcomes. Moreover, while implementing projects, a results-based method focusing on outcomes should be preferred over an activity-based method, and activities should be able to change to serve the outcomes as required by contingencies and developments in the current context.

In terms of social cohesion activities, it is crucial for donors to stress that social cohesion is not only constituted of a horizontal dimension, that is, bringing together members of different communities in social interaction settings. While this is an important type of bonding and bridging social capital, it must be noted that social cohesion also has a vertical dimension which underlines the equal access to services by different communities, thus highlighting what has been called the linking social capital between communities and service providers, namely municipalities in this case. For example, by clearly emphasizing this dimension of social cohesion, the QUDRA 2 project has been able to generate interest for cooperation in a large number of municipalities and to raise awareness as regards the effects of service provision in promoting social cohesion, such as building parks and areas of recreation.

A database of municipality projects
An oft-cited issue is the significance of collecting information on the projects implemented by municipalities throughout Turkey to show areas of complementarity, to identify the underserved areas and populations, and to report against the Harmonization Strategy and National Action Plan. This is why a

database of projects implemented by municipalities is being developed under QUDRA 2, with a clear line of communication with a similar and more comprehensive 3RP initiative.

3. What are some of the ways that municipalities can encourage members of the host and refugee communities to come together around common development goals with respect to their areas of residence? Please share your suggestions as regards the following:
   c. Innovative mechanisms to ensure the active participation of refugees in decisions taken at the municipal level that relate to their access to services?
   d. What types of initiatives do you have concerning evidence-based service provision? What are the biggest challenges in this regard?
   e. Concentration of refugee communities in neighborhoods – pros and cons

The importance of both vertical and horizontal social cohesion

The horizontal dimension of social cohesion, that is, work towards the building of trust among people in society across such divisions as race, nationality, culture, and class, should go hand in hand with work towards the building of trust between society and service providers. Municipalities contribute to horizontal social cohesion through the establishment of community centers, knowledge hubs, etc. and bringing different groups (women, children, disabled, etc.) from different communities together in trainings and certain common endeavors. Equally important is the creation of vertical social cohesion, which requires the establishment of transparent, accountable and inclusive institutions that reject discrimination and are trusted by the population as safe spaces where they are heard and respected. This requires ensuring equal access to services, mindfulness regarding how unequal access to services can create social tension among disadvantaged groups, and personnel who are able to work with individuals from different backgrounds and cultures, and who employ an inclusive language and behavior towards them. Such "diversity and inclusiveness" trainings are planned by the UMT, and the potential for support from the National Institution for Human Rights and Equality of Turkey will be explored.

A critical aspect of vertical social cohesion, which intertwines with the horizontal dimension, is that of active and meaningful participation in decision-making. As noted also in the answer to the first question, a number of migrants and refugee assemblies have been set up under the City Councils of municipalities, some more active than others. Other methods and instruments to increase the involvement of refugees in processes leading to decisions that affect them include bringing together informal Syrian "mukhtars" or community leaders who know Turkey and can effectively communicate issues regarding their communities to the right authorities with Turkish mukhtars or elected neighborhood leaders. Experience has shown that this meeting of community leaders has helped alleviate tensions even during the election period. Other municipalities have chosen the route of identifying migrant "mediators" or individuals with a strong sense of responsibility for their community members to help with identifying problems in the community and referring cases to the right service providers. Very few cases of self-organization into assemblies or committees have been reported however, showing the importance of an initial push and some guidance by municipalities and CSOs.

Concentration in neighborhoods

Migrants and refugees tend to concentrate into certain neighborhoods according to nationality, religion, religious sect, ethnicity, etc. While most spatial separation is also combined with socio-economic divides within society, class divide itself is combined with, or contribute to, national, ethnic or cultural divides.

Concentration in neighborhoods of refugees and migrants from similar backgrounds does provide some advantages. For instance, it becomes easier to provide services to individuals who are grouped in a certain space in the city or to choose a location to open community centers or any other type of center providing services. In addition, a culture of solidarity tends to form in these neighborhoods, which manifests itself in networking to find jobs and lower rent. The negative affects of concentration, however, are even more apparent such as social isolation and a lack of cultural interaction with the host community. Certain vulnerabilities also increase for individuals who do not conform to the norms and traditions of closed cultural groups.

An important point to bear in mind is that municipalities also have the duty to reduce inequalities between districts. Cooperating with public institutions and chambers of industry and commerce is key for promoting local development, which may induce social mobility and break up the needs- based concentration in neighborhoods.

6 General Findings and Recommendations

This final chapter of the report will attempt to briefly present the findings from discussions that were common to all roundtables. Expounding the common and recurring themes in all roundtables will present us with action points that can be taken in the promotion of social cohesion by all stakeholders in cooperation with each other and can provide a road map to follow for the near future. In addition, two general recommendations will be provided for possible projectization to representatives of the permanent panel.

6.1 General findings and insights from the roundtables

The following pages list the main findings and insights gained from nearly 16 hours of structured discussions in the roundtables.

:: **Ad-hoc activities should be abandoned in favor of quality and sustained interaction:** The horizontal dimension of social cohesion is said to encompass trust in society that traverses racial, cultural, class and other divisions among different groups in society. Today, many projects implemented in the refugee response include "social cohesion" activities that aim to promote social interaction by bringing communities together in ad-hoc and one-off social mixing events. These range from picnics, sightseeing, cultural tours, etc. The roundtables have clearly shown, however, that there is a general awareness of the inadequacy of ad-hoc activities in promoting social cohesion. This actually confirms social psychology literature on the subject (please see IOM, 2021 for a clear and concise literature review). 3RP implementing partners emphatically agree about the same point: "Moving forward, 3RP partners emphasize the need to move away from ad-hoc events towards a more structured form of interaction. The most effective approach so far has been not only to get different communities together but also to get them to identify common issues and to work together to address these" (3RP, 2021: 21). The need for structured, sustained and quality interaction has pushed implementers to formulate and encourage certain modalities for working to promote social cohesion more effectively. In the protection sector, for instance, the creation of committees and solidarity programs among refugees has proven to stimulate the development of strong and lasting support networks among refugees with different backgrounds, while community centers and safe spaces have been integral for those who feel marginalized even within their own communities. In the education sector, sustained peer-to-peer interaction sessions among teachers have been shown to yield positive effects for the coping ability of teachers having difficulty in dealing with mixed learning environments. In the livelihoods sector, business-to-business (B2B) activities have been beneficial in bringing together Turkish and Syrian owned businesses around common goals, such as accessing new export markets. The importance of cooperatives as a business model was also stressed within the framework of promoting social cohesion.

:: **A greater emphasis should be placed on the vertical dimension of social cohesion:** Simply put, the vertical dimension of social cohesion denotes the trust existing between different communities in society and service providers. This dimension of social cohesion does not receive the same amount of attention in projects as social mixing activities. Yet knowledge about and equal access to services was consistently underlined as an indispensable aspect of social cohesion by the participants of the roundtable. The building blocks for equal access to services was said to include an understanding of the special circumstances of vulnerable groups in order to better promote: accessibility; a strong system of referrals including the relevant public institutions; access to banking services and especially to credit; the inclusion of refugees to services provided for the host community rather than developing refugee-specific services. Furthermore, the importance of continuously raising awareness regarding gender discrimination in the learning and working environments, and the existence of anonymous complaint mechanisms that are consistently followed up was emphasized. Another aspect of vertical social cohesion noted by the participants was the empowerment of refugees and the promotion of

rights seeking behavior, through a clear account of their rights and responsibilities in Turkey, an objective clearly shared by the HSNAP. Refugees' active and meaningful participation in decision-making processes and mechanisms was also stressed as an important component to empowerment, and warnings were made as regards activities that promoted ineffective participation or rather activities that only nominally included refugees without any real effort to respond to their views in decision making processes.

:: **A greater engagement with the HSNAP is necessary by all actors:** While some of the participants, especially those from the temporary panelists stated that they knew of the HSNAP and referenced it as justification for their work in many instances, other smaller organizations stated lacking awareness as regards the details in the document. A greater awareness and ownership of the HSNAP as the overarching strategy for social cohesion is therefore necessary to ensure coordination in the work to promote social cohesion and support from the relevant public institutions. A regular and structured feedback mechanism from the field addressing the objectives and targets stated in the HSNAP would also be beneficial to monitor progress and to record good practices. Consideration should be given to establishing such a system for the next phase of the HSNAP, covering the period after 2023, which is the year the current HSNAP ends.

:: **Initiatives that promote sustainable solutions should be favored:** The Emergency Social Safety Net implemented with EU funds by the Turkish Red Crescent and the International Federation of Red Cross and Red Crescent Societies (IFRC) provides cash assistance support for over 1.5 million refugees living in Turkey. Some temporary panelists have pointed to the fact that the program leads to disincentives for formal employment, as refugees with formal employment forego their and their family's right to the cash support. Nonetheless, programs such as the ESSN continue to be a lifeline for many of the most vulnerable, while others such as the conditional cash transfer for education encourages families to ensure that their children go to school. Humanitarian aid thus continues to be too vital to phase out from, especially in the context of measures against the pandemic, which has put many refugees and vulnerable persons out of work. While the ESSN remains a difficult issue to solve in terms of sustainability, participants have noted some of the measures they have taken in order to ensure the sustainability of outputs and outcomes of their projects. The establishment of cooperatives and facilitation of access to state support mechanisms for businesses constitute the main mechanisms spoken about in the livelihoods sector, while the training of trainers among the Syrian community is a go to solution for many protection and education sector related initiatives. Several organizations have also noted the development of instruments and community centers that they operate and then hand over to public institutions as an effective sustainability measure.

:: **Awareness about and use of innovative instruments, practices and guidelines should be increased:** With a plethora of experienced and specialized actors working in the refugee response in Turkey, there have been numerous innovative instruments and practices that developed to circumvent structural obstacles to social cohesion. Unfortunately, many of these innovative instruments and practices are not well known to all stakeholders, and even if they are, their common use or emulation is not always possible. The innovative tools and solutions presented in response to questions posed in the roundtables by participants can be categorized as "ad-hoc solutions", "organizational solutions", "digital solutions", "tools for referrals and access to services", and "guidelines and toolkits". Ad-hoc solutions for lack of data include data collection methods such as surveys for beneficiaries and the use of services of teachers and facilitators at events organized by an organization. Certain chambers of industry and commerce are also using state of the art vocational identification methods to ensure that individuals are matched with vocational trainings in which they show interest and aptitude. Notwithstanding, some other chambers also implement fast-tracked and on the job curriculum for vocational trainings to address concerns from businesses in regard to the length of the trainings and the deficits in trainees' practical skills. Another ad-hoc solution implemented by some chambers to address the lack of Turkish language skills required for the workplace despite having taken the A1 and A2 Turkish language classes available from the Public Education Centers is to include extra days to the PEC curriculum to integrate phrases and vocabulary necessary to converse in a workplace or business environment.

Organizational solutions for the most part include workarounds found by municipalities to restrictions or ambiguities remaining in legislation as regards their ability to accept funds from donors to be spent for services for SuTPs, to employ and include SuTPs in city councils. Municipalities have been able to establish NGOs as a solution to these limitations, which in turn have gained expertise in services for SuTPs, with many establishing community centers. An increasing number of municipalities have also established "migration units" through the approval of mayors. In addition, migrants' assemblies have been formed under city councils to ensure that the demands and issues of migrants and refugees are included in decision-making processes of the municipal council.

Another important innovation, which can in part be called "organizational", is that of the big-small partnerships in civil society. Smaller CSOs have made significant use of capacity development and mentorship support provided by large and experienced CSOs. These include trainings on budgeting, program and project development, monitoring and evaluation, access to funds, community-based programming, outreach and services tailored to disadvantaged groups, etc. Building the capacity of small CSOs in these areas allows them to access funds from donors, and provides a more varied representation of and services for refugee/migrant communities in Turkey.

Digital solutions have also been developed throughout the course of the refugee response, even before the pandemic, but they have been most useful and further developed as a response to the difficulty of providing

services to refugee communities during pandemic measures. A well-known and very comprehensive mapping of services for refugees provided throughout the country has been developed by the UNHCR with its "Turkey Service Advisor", and other programs such as QUDRA 2 have also developed such service maps. Certain chambers have established digital directories to guide Turkish and Syrian businesses to state support provided by various institutions for small and medium sized businesses and are in the process of translating these into Arabic. The UNDP has led an initiative to create digital IDs whereby SuTPs can upload formal certificates and accreditations to present to employers. Trainings have also for the most part become fully or partly digitalized, including UNDP's Blended Learning platform for Turkish language classes provided by PECs, with which thousands of refugees were able to continue their Turkish trainings during the pandemic through online learning platforms. ASAM and the TRC have both established online "academies" to train any interested persons on fundamental issues in migration management and forced displacement. Certain municipalities and chambers, not to mention MoNE, are now developing online vocational trainings. Innovative solutions for the education sector include the World Bank's dropout risk analysis software that raises red flags to prevent potential student dropouts from schools, as well as their virtual reality application that allows teachers to increase their empathy towards the difficulties faced by foreign students in classes.

An important instrument for access to services, especially individuals with special needs, has been the referral system. 3RP implementing partners have developed an "inter-agency referral form", which is continuously updated and frequently used to refer migrants and refugees to the appropriate addresses to receive a number of services related to health, education, basic needs and protection. The protection desks at the Provincial Directorates for Migration Management also refer refugees with special needs to services provided by other public institutions, IGOs and CSOs, and a more systematic connection between these and the inter-agency referral system was an important recommendation to improve the network of referrals.

Several IGOs and CSOs have also mentioned guidelines and toolkits developed within their relevant areas of expertise that can be accessed and used by everyone. These include, for example, UNICEF's Global Framework on Transferable Skills, the TRC's Community Center Operation Guidelines, UNHCR's Community Based Programming Guide, among others. Storing valuable experience and lessons-learned, the widespread use of these guidelines would help disseminate good practices to increase the quality of interventions across all sectors of the refugee response.

6.2 Recommendations from the roundtables

Two themes have consistently been voiced in all roundtable meetings, namely the issue of the collection, sharing and use of data, and the issue of coordination among stakeholders to produce more effective interventions to promote social cohesion.

:: **Data sharing and use needs to be improved:** In order to support evidence-based policy making in general, and targeted service provision in particular, a system of data sharing should be designed among public and non-public institutions. Targeted service provision would not only include the distribution of basic needs, health care and education services, but would also include the design of vocational trainings that respond to market needs and matching the right jobs with the right employees. Machine learning systems can be employed for forecasting of specific services that may be requested in the future by specific communities and help with risk analysis and risk mitigation. While the potential is great and it is known that many different actors collect their own data, the data collected is not shared or used adequately to fulfill this potential in evidence-based policy making. Conceding that security concerns, time allocation, and capacity of staff are among the most significant obstacles to the more effective sharing and use of data, participants have nevertheless noted the pooling of anonymized data under the leadership of a public institution as a possible solution.

The Presidency of Migration Management (formerly the Directorate General for Migration Management under the Ministry of Interior) is the most viable candidate for this task due to its mandate and leading role to support the formulation of migration policy in Turkey and promote harmonization. It is also necessary to factor in the strong provincial and district organization that becomes in many cases the first point of contact with authority for forcibly displaced persons throughout Turkey. PDMMs have already been forwarding disaggregated data to the DGMM to use in formulating policy suggestions to the Migration Board. Two units under the PMM are especially well placed in terms of their mandate under law to lead the effort for a more effective and efficient system of migration data collection, sharing and use. First, the Directorate General of Harmonization and Communication (DGHC), which is tasked, among other things, to conduct, commission and evaluate analyses, research and implement impact analyses on migration, prepare annual migration reports and to collect, report and analyze national and international statistics in the field of migration. Next to the DGHC we can mention the Migration Research Center, which is tasked to conduct scientific research and analyses in the field of migration, assess regional and international developments as regards their impact on Turkey and to monitor migration practices and provide recommendations. The Migration Research Center is also given the authority to cooperate with other public institutions, universities and CSOs.

A systematic sharing of data can therefore be established under the leadership of the DGHC and in cooperation with the Migration Research Center in line with the following suggested steps:

1. Conduct a needs assessment for which type of data is required to address one or more dimensions of social cohesion;
2. Develop a list of data headings (disaggregations) from the needs assessment;
3. Disseminate the list to all relevant stakeholders to ensure data is collected under common headings;
4. Establish rules for anonymity in line with data protection regulations;

5. Ensure adequate staff in PDMMs;
6. Direct all stakeholders to send anonymized data categorized under the headings determined under point 1 to PDMMs;
7. Establish a central web portal to collect this data (the DGHC e-migration portal may be used to this effect);
8. Conduct surveys in select points in Turkey to follow up on the effectiveness of the activities or provision of services;
9. Analyze the data to identify needs by place, type and participants;
10. Communicate results of data analyses to stakeholders;
11. Develop recommendations for targeted services and activities in places and sectors that show risk of social tensions;
12. Present the data analyses and recommendations to the consideration of the Migration Board.

:: Establish a practicable system of multi-level, multi-stakeholder coordination based on the regeneration of the Provincial and District Migration Coordination Boards (PDMCBs): The need for greater coordination among stakeholders to identify needs and develop policy to more effectively promote social cohesion has been a common theme in all roundtable meetings. Justifications for such coordination tailored for each sector can be seen in the outcome reports of the sessions. The coordination of work among public institutions, municipalities, chambers of industry and commerce, bar associations, international and national organizations and CSOs, universities and community leaders at the provincial and district levels is imperative to ensure the inclusion of local knowledge into policy decisions concerning social cohesion related activities as well as to generate ownership of the decisions taken and to develop context-specific and targeted services/activities serving an overarching strategy of social cohesion.

An important advantage accruing from the Turkish administrative structure is the coordinating role of the governorates in each province under the authority of the governor as the highest public authority. Several provincial boards have been established in the past under law to coordinate the work done by public institutions and other local actors (including national CSOs) to develop policy, improve implementation of policy and to provide feedback to central institutions. Two relevant examples are the Provincial and District Human Rights Boards and the Provincial Boards for Employment and Vocational Training. Usually convening under the leadership of a vice-governor with delegated responsibility in the area of work concerned, such Boards have the advantage of being based in law and therefore of having a clear mandate of operation binding for public institutions. The actual effectiveness of these Boards in practice have varied across provinces from exemplary to under par performance, based on numerous structural and agent-based factors.

Significantly, the Department of Harmonization and Communication under the DGMM has noted their efforts to use Provincial and District Migration Coordination Boards to increase the efficiency and effectiveness of social cohesion activities and to coordinate ongoing work in this regard among the most relevant stakeholders since 2019. Experts from the DHC have noted that 28 provinces actively held Board meetings that year. Unfortunately due to the pandemic the number of provinces holding Board meetings fell to 8 in 2020. Nevertheless, the recent law amending the status of the Directorate General of Migration Management to the Presidency of Migration Management and in so doing changing the former Department of Harmonization and Communication into the Directorate General of Harmonization and Communication (DGHC), specifies the following mandates for the DGHC:

1. Carrying out work related to the mutual harmonization of foreigners with society;
2. Informing society as regards the scope of work of the Presidency and implementing awareness-raising work;
3. Cooperating when necessary with public institutions, local administrations, civil society organizations, universities and international organizations on issues related to harmonization activities for foreigners;
4. Operating, coordinating and inspecting communication center for foreigners;
5. Planning and implementing institutional communication work;
6. Monitoring and coordinating policies and strategies in the field of migration;
7. Carrying out the duty of secretariat on behalf of the Presidency for the Migration Board, keeping track of implementation;
8. Implementing, monitoring and coordinating projects in the field of migration;
9. Supporting public institutions in programming and projectizing activities in the field of migration, evaluating and approving project proposals, monitoring ongoing projects, supporting the implementation of these projects in line with international standards;
10. Undertaking or commissioning assessment, research and impact analyses in the field of migration and assessing such work;
11. Drafting and publishing the annual migration report;
12. Compiling, reporting and analyzing national and international statistics in the field of migration;
13. Carry out other tasks requested by the President.

All of the above tasks specified under law make the DGHC the primary actor in establishing and leading any structured multi-level and multi-stakeholder effort in coordinating social cohesion activities throughout Turkey. A very significant addition to the legislation by the same law includes the following article:

> **Provincial and district migration coordination boards**
> **ARTICLE 164/C – (1) In provinces and districts where deemed necessary, provincial and district migration coordination boards may be established. The procedures and principles of the work of the coordination boards will be determined by the Ministry (of Interior).**

The addition of this article to the legislation confirms that the necessity of employing the PDMCBs as coordinating units in provinces and districts has been accepted as a policy at the highest level of decision-making in Turkey. This policy is completely in line with calls made throughout the roundtable meetings by actors working

at every level for more local coordination in designing and implementing migration policy. The following steps are suggested en route to piloting a modality for the functioning of these Boards:

1. Undertake a needs-analysis to provinces with active and inactive PDMCBs (Provincial and District Migration Coordination Boards) to understand the elements or lack of that cause differences in activity and identify effective and ineffective practices;
2. Identify criteria together with experts of the DGHC to determine suitable candidates among PDGCBs to include in the pilot project, with special attention on reports drafted by the DGHC describing efforts from previous years. 3-5 provinces should be included in a control group and 3-5 provinces in the experimental group;
3. The composition and working procedures of the PDMCBs in the experimental group (not the control group) should be drafted in detail together with experts of the DGHC, with consideration towards emulating the methodology of the Roundtables as described in this report, including:
   a. Prior to the meeting (preparatory phase):
      i. Identification of the permanent members of Boards;
      ii. Determination of the issues to be addressed in the Board meeting by the DGHC (following consultation with the Migration Research Center and other PMM units);
      iii. A brief background paper including what is expected of the meeting and the suggested questions to pose to temporary members drafted by DGHC experts in consultation with the Migration Research Center, other PMM units and other stakeholders such as relevant CSOs, IGOs, etc.;
      iv. A preparatory period in which the permanent members of the Boards provide feedback to the background paper and questions, along with suggestions for the temporary participants to be invited to the meeting;
      v. Finalization of the background paper and questions by the DGHC and approval of temporary panelists to be invited;
      vi. A briefing session by the DGHC for the PDMMs to explain the points that may remain unclear in the questions;
      vii. A briefing session by the PDMMs for the invited temporary panelists to explain the finalized questions that will be posed to them during the meeting as well as the flow of the meeting;
      viii. Collection of the necessary data by the temporary panelists to be able to provide evidence-based answers to the questions during the meetings.
   b. During the meeting:
      i. Brief presentation of the background paper by a PDMM expert;
      ii. A one-hour session with 5 minutes given to each temporary panelist to answer the first question, followed by questions from the permanent panel;
      iii. A repeat of the first session for the second and third questions, making sure there are breaks in between;
      iv. Wrap-up by PDMM expert.
   c. Following the meeting:
      i. Compilation of the notes taken from the meeting under common themes and categories including the data provided under an outcome report;
      ii. Sharing of the outcome report with the DGHC;
      iii. Briefing of the DGHC on the outcomes of the meeting.

The Boards in the control group will not be expected to follow points (a) and (b) outlined under the above methodology to prepare for and conduct roundtable meetings. Rather, they will be expected to be completely autonomous in terms of the topic decided on, organizations invited, and questions asked/answered if any. They will, however, be expected to complete the points under (c), so as to provide outputs from the meetings that can be compared with those of the experimental group.

4. The following points should be taken into consideration for the implementation process of the PDMCB roundtable meetings:
   a. The pilot implementation should span at least a year, with four meetings for each province included (i.e. one roundtable meeting every three months).
   b. The Boards should ideally include representatives from the relevant public institutions, municipalities and the Turkish Red Crescent as permanent members, with relevant NGOs, chambers of industry and commerce and professional chambers, the bar association, universities, mukhtars, and opinion leaders from different migrant/refugee communities; other stakeholders can be included as temporary members depending on the topic at hand.
   c. Cooperation modalities with other Boards convening under the governorates, especially the Provincial Boards for Employment and Vocational Training should be sought, on account of the relevant stakeholders participating in their meetings.
   d. Consideration should be given to the use of the reports from the roundtable meetings by the DGHC to formulate policy suggestions and propose these to the Migration Board. It is important to note that the issue with data sharing can be partly solved through the sharing of data by members of the Boards in response to specific questions. The data shared should be anonymized.
   e. The reports from the roundtable meetings from the control group should be compared with those of the experimental group. The resulting assessment should be used to inform whether and how the process can be upscaled to other PDMMs.

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ANNEX I: Participants List

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KICK-OFF - 23.03.2021 - Hilton Hotel, Ankara

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2nd Roundtable Exchange - Promotion of Social Cohesion in the Education and Youth Sectors - 13.04.2021

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3rd Roundtable Exchange - Promotion of Social Cohesion in the Livelihoods Sector - 04.05.2021

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4th Roundtable Exchange - Promotion of Social Cohesion in the Work of Civil Society Organisations - 25.05.2021

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5th Roundtable Exchange - Promotion of Social Cohesion in the Work of the Municipalities - 15.06.2021

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ANNEX II: Objectives set out for CSOs in the 11th Development Plan and the 2020 Presidency Annual Report on progress achieved

11th Development Plan Objectives	Progress as Stated in 2020 Presidency Annual Report
776. Regulations will be made to strengthen the development of a democratic, participatory, pluralist, transparent and accountable organized civil society.	
776.1. A comprehensive framework that strengthens the field of civil society and volunteering will be established.	Identification of amendments in domestic legislation through assessment of examples from other countries.
776.2. Efforts to establish a CSO (NGO) database in line with international standards will be completed, secure and regular data will be collected and published in the field of civil society.	Completion of the categorization of associations in order to assign COPNI and NACE codes
776.3. The internal and external audit processes of CSOs will be reregulated within the framework of the principles and practices of transparency and accountability.	Work towards increase of transparency and accountability of current processes through the participation of relevant stakeholders.
776.4. Efforts will be carried out to increase the participation and effectiveness of CSOs in decision-making and legislation processes.	Study of other country examples and national legislation, review of current mechanism to increase CSO participation and strengthen efficiency, develop new participatory mechanisms
777. Regulations in administrative and financial fields will be made to contribute the sustainability of CSOs.	
777.1. Tax regulations regarding support of natural persons or legal entities to the CSOs will be reassessed in order to increase social and economic benefits.	Study of other country examples and national legislation to identify areas in need of revision. Development of working groups and initiation of legislative process.
778. Civil society-public cooperation will be strengthened and the capacities of the public and CSOs will be improved.	
778.1. The institutional capacity of the General Directorate of Civil Society Relations will be strengthened in line with its mission,	
in order to ensure that policies, programs, activities and services for CSOs are carried out holistically.	
778.2. Capacity building trainings for CSOs, particularly in the fields of project preparation and fund raising will be expanded.	4 capacity building trainings will be implemented
779. Public awareness of civil society activities will be increased and research in this field will be supported.	
779.1. Visibility of CSOs' in the society will be increased via introducing their successful activities to the public.	Good practices in civil society will be researched and the resulting publication will be distributed throughout the country.
779.2. Data on the economic and social dimensions of the activities of NGOs will be compiled and studies will be conducted to measure the impact of these activities.	
779.3. Practices will be initiated in schools for children to get acquainted with civil society activities from an early age and to create awareness of volunteering.	Workshop with the participation of educators, academics, relevant public institutions and CSO reps. Curriculum and models on volunteerism will be studied to implement in schools
779.4. The participation of higher education students in volunteering and civil society activities and facilitating internship opportunities in CSOs will be encouraged.	A working group comprised of reps from relevant organizations will be created, and models will be identified for volunteerism and internship opportunities in NGOs of university students
779.5. Efforts will be carried out to expand civil society centers at the universities and to open civil society certificate and graduate programs.	Two CSO centers will be established with the joint work of relevant organizations.

NOTES

NOTES

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