

Bridging refugee protection and development

Policy Recommendations for Applying a Development-Displacement Nexus Approach

Maegan Hendow

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Uniting against Poverty

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Acronyms

3RP	Regional Refugee and Resilience Plan
CCTE	Conditional Cash Transfers for Education
CRRF	Comprehensive Refugee Response Framework
CRSF	Comprehensive Regional Strategic Framework
DAC	OECD Development Assistance Committee
DAR	Development Assistance for Refugees
DG DEVCO	European Commission Directorate-General for International Development and Cooperation
DG ECHO	European Commission Directorate-General for European Civil Protection and Humanitarian Aid Operations
DG NEAR	European Commission Directorate-General for European Neighbourhood Policy and Enlargement Negotiations
DGMM	Republic of Turkey Ministry of Interior Directorate General of Migration Management
EC	European Commission
ESSN	Emergency Social Safety Net programme
EU	European Union
GAMM	Global Approach to Migration and Mobility
GDP	Gross Domestic Product
ICMPD	International Centre for Migration Policy Development
IDPs	internally displaced persons
ILO	International Labour Organization
IOM	International Organization for Migration
JRP	Jordan Response Plan
JRPSC	Jordan Response Platform for the Syria Crisis
LCRP	Lebanon Crisis Response Plan
MICIC	Migrants in Countries in Crisis initiative
NGO	non-governmental organisation
OCHA	UN Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Co-operation and Development
OFID	OPEC Fund for International Development
OPEC	Organization of the Petroleum Exporting Countries

RACE	Reaching All Children with Education programme
RDPP	Regional Development and Protection Programme
RPP	Regional Protection Programmes
RRP	UNHCR Regional Response Plans
TEC	Temporary Education Centre
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief Works Agency for Palestine Refugees in the Near East
WASH	Water, sanitation and hygiene
WHO	World Health Organization

1 Introduction

Return, resettlement and local integration are considered the three main durable solutions for refugees, and serve as the overarching framework for the United Nations (UN) High Commissioner for Refugees' (UNHCR) response to refugees, particularly those in protracted situations. According to UNHCR, as of end of 2017, two-thirds of all refugees, or 13.4 million refugees, were in protracted refugee situations (UNHCR 2018f: 22)¹. A protracted refugee situation, as defined by UNHCR, is one in which “25,000 or more refugees from the same nationality have been in exile for five consecutive years or more in a given asylum country” (UNHCR 2018f: 22). Despite the global responsibility to respond to international protection needs, when examining the data on both protracted displacement, it is clear that there is an imbalance. As a whole, neighbouring countries in a region experiencing a conflict have taken on a disproportionate share of the responsibility of hosting refugees in protracted situations.

The Syrian conflict and subsequent refugee displacement depicts this situation clearly. Seven years since the unrest in Syria began, over twelve million Syrians have been displaced, both within Syria and to countries within the region (UNHCR 2018i, 2018m). As of 1 November 2018, 5.6 million Syrian refugees were hosted within their region, with approximately 3.6 million registered² in Turkey, 950,000 in Lebanon and 670,000 in Jordan (UNHCR 2018i). In contrast, from 2014-2018, the number of resettled Syrian refugees globally totalled 116,308 (UNHCR 2018l). From 2014 to 2017, across all 28 Member States of the European Union (EU), 37,075 Syrians were resettled and 765,460 received positive asylum decisions (Eurostat 2018). Over the latter part of 2018, media reports have highlighted the (primarily self-organised) return of several thousand Syrians from Lebanon (Reuters 2018a; Jansen 2018), and several hundreds of thousands from Turkey (Bilgehan 2018; Reuters 2018b). Side by side, these numbers paint a stark contrast, clearly demonstrating the burden shouldered primarily by countries within the region. This trend is not unique: prior to the Syrian conflict, in fact, Syria itself was a major host country for Iraqi refugees, hosting over a million Iraqis in the mid to late 2000s (Hendow 2010).

It is within the context of responsibility-sharing, thus, that we position this policy report, which focuses on development-displacement nexus approaches for major refugee-hosting countries. Although the focus of this report can be clearly related to the third prong of local integration as a durable solution, we acknowledge that these approaches can only be successful when comprehensively implemented within a broader global response that takes into account the other durable solutions of return and resettlement. The policy options presented here highlight the recommendations, needs and lessons learned put forward by policy makers of major refugee-hosting countries themselves, based on their own experiences. In adopting this approach, this report actively acknowledges the significant role played by first countries of asylum and major refugee-hosting countries, particularly those in the developing world.

With this in mind, the following report aims at providing indications and recommendations – based on identified good practices and lessons learned – for policy makers, as well as other key stakeholders such as donors or implementing partners (whether international organisations or non-governmental organisations (NGOs)), to integrate development-oriented thinking into humanitarian response plan-

¹ This data excludes 5.2 million Palestinian refugees, who fall under the mandate of the UN Relief Works Agency for Palestine Refugees in the Near East (UNRWA), not UNHCR, and have been displaced since 1948 or 1967. See: UNRWA 2018.

² These numbers represent the number of Syrian refugees UNHCR has registered. When taking into account unregistered Syrian refugees in the respective countries, the total number is likely much higher.

ning for refugees. Decision makers lack promising policy options in the context of forced migration, protection and development: options that are based on the priorities and challenges of all stakeholders involved, tested in practice and brought together in a systematic, analytical and policy-relevant way. In response to this need, the International Centre for Migration Policy Development (ICMPD), with support from the OPEC Fund for International Development (OFID), initiated a research project to assess policy options aimed at: mitigating the adverse effects associated with forced displacement, building the resilience of refugees and host communities and stimulating various aspects of development. Desk and empirical research – including 45 interviews and stakeholder consultations with government institutions, NGOs, chambers of commerce, UN agencies and the donor community – was conducted from March to November 2018.³ The research focused in particular on Jordan, Lebanon and Turkey, but also covered global and theoretical approaches to development and displacement. Based on that research, this policy report has been prepared to present the key areas and policy-related actions that desk research, policy makers and other stakeholders have identified as essential to achieving those goals, as well as examples illustrating those approaches.

The report begins first with a background to the conceptual basis for the research, including the development-displacement nexus and examples of regional and national programmes developed with this approach. The bulk of the report then follows, outlining policy options related to designing a development-displacement approach, communicating needs and raising awareness, integrating a development perspective into service provision and boosting business and employment. These policy options are complemented by good practice examples from the research and practical guidance for implementation. The final chapter concludes with a summary of main lessons, and opening up to where policy and research can proceed from here.



3 For more information on the methodological approach, see the Methodological Annex.

2 Background

As a policy concept, the notion of integrating a development approach into humanitarian responses (humanitarian-development nexus) is not new,⁴ although it has recently been revitalised, particularly within the context of large-scale refugee movements and policy developments in response to these movements. Forced migration has been linked to negative development outcomes, and studies have documented the impact of large-scale refugee arrivals on the infrastructure and other relevant sectors of the host economy (Zetter et al. 2014). A development-displacement approach thus builds on the humanitarian-development concept, taking into account the development-related aspects of displacement, which has traditionally been dealt with through short-term humanitarian assistance and/or camp-based⁵ approaches.

The concept of “resilience”⁶ has also been used within the context of a development-displacement approach, to highlight the need to build refugee self-reliance, while also ensuring that host communities not only cope and recover from crisis but improve the longer-term development prospects needed to move towards lasting peace and prosperity (UNDP 2016b, 2016c; EC 2016b, 2017d). In consideration of protracted displacement situations and the longer-term impacts they have had, thus, longer-term policies for refugees and the communities hosting them would be needed. Such policies focus not only on mitigating the negative impacts, but also maximising the potential opportunities that refugees can present to the economy of a host country, including through local integration (Betts 2009, 2010; Feldman 2007; Zetter 2014), that “the presence of refugees can turn from a burden to a stimulus leading to an economic growth and development.” (Kibreab 1985, cited in Dunbar and Milner 2016: 119).

To implement a development-displacement approach, the international community has recognised that the silos between humanitarian actors responding to refugee crises and development actors working with host communities and others must be broken down. The Organization for Economic Co-operation and Development (OECD)’s recent Guideline on Humanitarian Development Coherence emphasises the added value of humanitarian and development actors working together: it increases efficiency and reduces costs, can increase government involvement and partnership and can increase the sustainability of the action. (OECD 2017b) For these reasons, broad international frameworks have been developed or re-tooled in recent years to better address the need for a development perspective in humanitarian responses, and increasingly address these needs in the context of protracted displacement.

The 2030 Agenda and the Sustainable Development Goals provide a clear reference point for both humanitarian and development actors and put forth an approach focused not only on immediate needs but also longer-term risk-reduction. Moreover, the World Humanitarian Summit of 2016 included a clear call to transcend the divide between humanitarian and development actors and funding, by focusing more on collective outcomes through differentiated (but coordinated) action.⁷

⁴ Notably, the concept emerged in the context of refugee displacement in African states in the 1960s and 1980s. See: Holborn 1975; Brooks and El-Ayouty 1970; and Betts 2009.

⁵ Although encampment approaches to large-scale refugee arrivals are not implemented in all cases, they are still a common approach and belie an assumption of a short duration of displacement.

⁶ For a broader discussion of the concept of resilience and crises, as well as resilience as related to EU humanitarian aid and civil protection policies see: Perchinig 2016; and Perchinig, Rasche and Schaur 2017.

⁷ In particular, see Agenda for Humanity 2018a, for which one foreseen transformation is to “Transcend humanitarian-development divides”.

This call has been reflected in the New Way of Working and Commitment to Action, signed by the UN Secretary General Ban Ki-Moon and eight UN Agencies (including the UNHCR, the UN Development Programme (UNDP) and the UN Office for the Coordination of Humanitarian Affairs (OCHA)), as well as endorsed by the International Organization for Migration (IOM) and the World Bank. The New Way of Working approach aims at better streamlining actions (humanitarian and development-focused) across UN entities, international and national NGOs and other civil society organisations, the private sector and governments. Indeed, already in the lead-up to the World Humanitarian Summit, the Inter-Agency Standing Committee established a specific Task Team on Strengthening the Humanitarian/Development Nexus with a focus on protracted contexts, which now includes representatives from 32 UN agencies, donors, international organisations and NGOs (Inter-Agency Standing Committee 2018). Consequently, these broad frameworks have translated into a number of global and regional cooperative approaches – including for example between UNHCR and the World Bank⁸ – and will be further discussed later in this chapter.

Similar frameworks have been developed at the European level. The European Commission's (EC) 2012 Communication on its approach to resilience (EC 2012) emphasised the need to address chronic vulnerability by embedding humanitarian responses in broader development frameworks and approaches. In 2016, the EU launched their new Global Strategy, two pillars of which were improving the resilience of conflict-affected states and societies, and implementing a more integrated approach to conflicts and crises and post-crisis reconstruction (EC 2018d). The European Consensus on Development, released the same year, aligns the EU's development policy with the 2030 Agenda and Sustainable Development Goals, as well as cites the importance of improving the resilience of displaced persons in protracted situations and their host communities. These strategies have fed into the EU's policy approaches to humanitarian response and development cooperation, linking them more concretely and harmonising policy approaches among humanitarian and development actors at the EU level. This is demonstrated in the EU's approach to forced displacement and development and its approach to resilience in EU external action, where policy coherence in response to protracted refugee situations is emphasised and the traditional linear division between humanitarian aid and development cooperation is renounced (EC 2016a, 2017b). EU policy development in this vein has also been echoed in the evolution of its Regional Protection Programmes (RPPs), discussed in the next section, as well as its development of national Joint Humanitarian-Development Frameworks. The latter are developed as a basis for EU humanitarian and development planning and programming at the national level, and have been developed in a number of countries affected by crises and conflicts (EC, DG DEVCO 2018).

Finally, in the context of better understanding the development challenges and opportunities for major refugee-hosting countries and regions, it is also important to reiterate the uneven distribution of this issue globally. Developing regions carry the majority of the responsibility of responding to refugees: as of 2017, developing regions host 85% of the world's refugees, and one-third of the global total of refugees are hosted by the least developed countries (UNHCR 2018k). Those countries and regions already facing the strongest challenges in terms of development thus are doubly challenged with large-scale refugee arrivals and protracted displacement. Solidarity and responsibility-sharing (whether through financial support or resettlement) are often discussed in the context of large-scale refugee movements, by humanitarian and development actors and also historically in academia (Wagner and Kraler 2016). Several proposals have been developed over the years to improve the protection regime, related to resettlement quotas, asylum processing and geographic approaches. In the mid-1990s, Hathaway and Neve (1997) and Schuck (1997) proposed a system of bilateral negotiation of refugee quotas. Hathaway

⁸ See for example their joint publication: World Bank 2017.

recently built on this previous work by (re-)emphasising a proposal for a reordering of the global refugee regime, including the concept of “common but differentiated state responsibility” regarding refugee protection, where the country of arrival of a refugee could be divorced from the decision as to country of asylum (Hathaway 2016). Finch, building on some of Hathaway’s arguments, argues for “managed protection” in a step-by-step manner first in regions of origin or transit, prior to resettlement (Finch 2016).

Such proposals emphasise the necessity of responsibility-sharing for the successful functioning of the global refugee regime and with it the objective of ensuring protection for refugees across the world as set out in the 1951 UN Refugee Convention. Indeed, the 2018 global compact on refugees⁹ aims to establish concrete measures to better arrange responsibility-sharing regarding refugees, to ease the pressure placed on major host countries. As Betts argues, “While Southern states have had to open their borders to refugees fleeing conflict or human rights abuses in neighbouring states, Northern states have had little obligation or incentive to contribute to protecting refugees in the South” (Betts 2009). Responsibility-sharing measures, based also on the durable solutions for refugees discussed in the introduction, are therefore considered as essential elements to a functioning global refugee regime. Some of the recent models being tested, at the regional and national levels, do also frame development aid to refugee-hosting countries and regions as one form of (financial) responsibility-sharing.

Regional Models

A number of regional models have been recently developed that aim to implement a development-displacement approach, and provide lessons as to the opportunities and challenges in implementing such an approach at the regional level. The concept of RPPs emerged in the early 2000s especially in the European context (Betts 2004; Haddad 2008; Papadopoulou 2015). RPPs’ main aim is to enhance the capacity of countries in regions of origin or transit for refugees, and particularly in terms of protection and asylum regimes. Although they have been linked to proposals to promote extraterritorial processing, improving access to and levels of protection in first countries of asylum has been a major objective of the concept, and it can also be understood as a financial responsibility-sharing approach, in supporting major refugee-hosting countries.

UNHCR proposed such an approach in its 2003 “Three-Pronged Proposal”, which was developed in relation to broader UNHCR-EU dialogue,¹⁰ and outlined approaches for regions of origin, national governments and the EU. For regions of origin, the proposal highlights the need to improve asylum and protection capacities within regions of origin, and already emphasises the need to strategically use development assistance to support refugee self-reliance and also as a responsibility-sharing approach to support host countries.

For the EU, discussion regarding RPPs emerged at the same time (EC 2002, 2003a, 2004) and in the context of a growing recognition of the need to work with countries of origin and transit in the areas of migration, border control and readmission. The Commission’s June 2004 Communication (EC 2004)

⁹ At the time of writing, the global compact on refugees has been proposed by UNHCR in his annual report to the UN General Assembly, but not yet been endorsed by the General Assembly. It is expected to be endorsed by the General Assembly by the end of 2018.

¹⁰ That dialogue fed into the three-pronged proposal, in particular through its third EU-focused prong on improving asylum processing in the EU, including return of economic migrants and in the context of EU enlargement, the new Dublin II system and the Eurodac system. UNHCR’s three-pronged proposal was subsequently revisited and the EU prong revised, see: UNHCR 2003.

first proposed the establishment of RPPs, and the European Council requested an action plan for piloting the programmes in its Conclusions of 2-3 November 2004. The Hague Programme for 2005-2010 also focused on protection in regions of origin, as a complementary approach to asylum within Europe.

Against this backdrop, RPPs were proposed by the Commission in a 2005 Communication (EC 2005) with the aim of “enhancing the protection capacity of the regions involved and better protecting the refugee population there by providing Durable Solutions (the three Durable Solutions being repatriation, local integration or resettlement in a third country if the first two Durable Solutions are not possible)” (EC 2005). Framed as a flexible and situation-specific “policy toolbox”, and developed in coordination with UNHCR, efforts were very much focused on capacity building and technical assistance as related to protection, for example refugee status determination procedures and structures, humanitarian support to refugees related to reception conditions, protection-oriented training programmes, refugee registration, etc. The RPPs began in two regions, before expanding to two new regions: Eastern Europe (Belarus, the Republic of Moldova, Ukraine) and the African Great Lakes Region (especially Tanzania), and subsequently the Horn of Africa (Kenya, Yemen, Djibouti) and eastern North Africa (Egypt, Libya, Tunisia). As of end of 2017, projects related to the RPPs in Eastern Europe, Horn of Africa and North Africa were still being implemented (EC 2018c).

In the context of the ongoing Syrian crisis, the concept was relaunched as Regional Development and Protection Programmes (RDPPs) for Iraq, Jordan and Lebanon¹¹ in 2012 (implemented as of 2014), highlighting the potential of using such approaches – and combined humanitarian and development funding – to further developmental goals in the context of longer-term Syrian displacement (Zetter et al. 2014; Papadopoulou 2015). The RDPP for Iraq, Jordan and Lebanon has four main pillars: research, protection (capacity building, as well as legal support to refugees and community empowerment), advocacy and socio-economic development. The Valletta Action Plan of 2015 also called for the establishment of RDPPs in the Horn of Africa and in North Africa, projects for which have since been launched under the leadership of the Netherlands and Italy, respectively.

This adjustment was in line with a broader shift in the EU’s approach in 2012 and 2013 (Papadopoulou 2015). In particular, while the Global Approach to Migration of 2005-2011 focused on migration rather than protection (although international protection was considered a cross-cutting theme), the 2012 Global Approach to Migration and Mobility (GAMM) explicitly included RPPs and refugee protection as one of its four pillars, and recommended that development programmes for refugees and other displaced persons be developed complementarily. The new RDPP approach largely follows the RPP model for protection, namely capacity building for national asylum systems. Its socioeconomic development component focuses on boosting employment and business development, through skills development, vocational training, social infrastructure development, financing of small and medium-sized enterprises, and other activities. Such support is provided not only to refugees but also local communities.

While representing a shift in approach (i.e. integrating development approaches more closely in refugee-related humanitarian action), the relaunched concept also represents a reaction to some of the critiques and challenges faced by RPPs. In particular, many of the key weaknesses of the RPPs have been connected to their limited impact (and therefore the need to link them more closely with larger initiatives including development programmes) and insufficient coordination with national development and humanitarian policies as well as among the various components (Papadopoulou 2015). Moreover, while RPPs provided obvious added value in terms of funding classical UNHCR services and



¹¹ More information on the RDPP for Iraq, Jordan and Lebanon is available at: RDPP 2018.

capacity building to key countries in need, they did not differ greatly from regular UNHCR activities in refugee-hosting countries (Papadopoulou 2015). Thus they have been criticised for having a limited scope, rather than an approach that would promote integration, enhance resilience and enrich the potential positive impacts on human and social development (Betts 2009, 2010; Feldman 2007). RDPPs, on the other hand, extend the approach into development-oriented activities, which have not been the traditional purview of UNHCR.

Finally, despite the framing of action as “regional”, RPPs have been critiqued for having an inadequate “regional” approach in terms of coordination, defined aim and added value and scope:

“Presently, the RPP examples in different regions have demonstrated a predominance of national level projects funded by the EU and implemented by UNHCR, most of which have been providing classic UNHCR services. It would be misleading to call them a regional programme due to the fact that regional activities were limited and may not have included all countries impacted by either the initial refugee flow, or secondary movements occurring in the search for self-reliance.” (Papadopoulou 2015: 16).

It is as of yet unclear how the new RDPPs address all of these concerns. Naturally, their overt inclusion of development aims expands their impact into the development sphere and also requires increased coordination with development actors (both at the national and international level). Indeed, UNDP has become an important partner for RDPPs as well. However, the “regional” aspect of the RDPPs can still be challenged: projects are still very based on single countries and contexts, and cross-national approaches are rare. For the RDPP for Iraq, Lebanon and Jordan, it is clear that a regional approach for these three countries would be difficult, considering the vastly different challenges, institutional needs and political approaches. This is reflected in the varying national projects implemented under the RDPP for the respective countries.¹²

RPPs and RDPPs are not the only regional model of relevance for a development-displacement approach, however. Regional programmes are also being developed at the international level, in particular via the work of UNHCR and UNDP. In the context of large-scale refugee displacement, UNHCR develops Refugee Response Plans (RRP), with the aim of supporting inter-agency humanitarian planning and coordination in response to a refugee crisis.¹³ These RRP take into account the regional impact of a refugee crisis, across various countries within the region of origin, and UNHCR develops the RRP to help prioritise and channel humanitarian support to the areas with greatest needs.

In response to the Syria crisis and refugee displacement within the Middle East region, in 2014 the EC developed a Comprehensive Regional Strategic Framework (CRSF) to include humanitarian, development and macro-financial support for Syrians displaced within Syria and in neighbouring countries (EC DG ECHO 2014) – echoing again the need for more development planning in response to protracted displacement. While the CRSF was criticised for being unsuccessful in achieving a comprehensive and sustainable response (EC DG ECHO 2014: 13; Voluntas Advisory 2016: 11), the Regional Refugee and Resilience Plan (3RP) was developed to implement the CRSF principles across Turkey, Lebanon, Jordan, Iraq and Egypt. The 3RP is a “nationally-led, regionally coherent framework”, with country plans “developed, coordinated, and implemented with the full involvement of the respective governments” to ensure the buy-in of all countries engaged (3RP 2018). These country-level plans outline each country’s

¹² See, for example, the projects funded by the RDPP for Iraq, Jordan and Lebanon: RDPP 2018.

¹³ More information on UNHCR’s RRP is available at: UNHCR 2018j.

needs, targets, approaches and resources and thus frame efforts to respond to Syrian refugees (Refugee Component) and host community needs (Resilience Component) in each country.¹⁴ An umbrella structure across the country-level plans is managed by both UNHCR and UNDP regional coordinators, together with partners at the regional level, which advise, guide and support the 3RP at the regional level (3RP 2018). As with the development of RPPs into RDPPs, the 3RP does represent a new step in integrating development planning into refugee response frameworks (i.e. the original RRP framework). However, despite the fact that the 3RP does aim to provide a broader strategic framework for action and platform for advocacy, fundraising and monitoring across the five countries, the country-level approach does persist. This is not to suggest the need to divorce approaches from the national context, but to highlight the level at which regional planning can realistically implement regional approaches.

The final approach to be discussed here is UNHCR's Comprehensive Refugee Response Framework (CRRF), which also highlights the need for development planning in response to protracted refugee displacement and is outlined in detail in the New York Declaration on Refugees and Migrants of September 2016 (UNHCR 2018a). Its main objectives are to: "1. Ease pressure on the host countries involved; 2. Enhance refugee self-reliance; 3. Expand access to third-country solutions; 4. Support conditions in countries of origin for return in safety and dignity" (UNHCR 2018b). It does so through the development of national (or regional) strategies, advocacy on these issues within existing national frameworks and the implementation of relevant projects aimed at refugee and host community resilience. The CRRF is already being applied within 15 countries in Central America, Central and Southern Africa, Horn of Africa and Central Asia. It is also applied in two regions: "Central America and Mexico" and the "Somali Situation" (UNHCR 2018b). In terms of the latter, the regional approach engages the Somali government and its neighbours to improve responses to Somali refugees and internally displaced persons (IDPs), as well as to promote economic development in the host countries in the region. Based on a summit among Heads of States of the countries concerned in March 2017, the countries adopted the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of returnees in Somalia and a Plan of Action to implement the Declaration, which outlines a common approach for the region (Intergovernmental Authority on Development 2017a, 2017b). On the basis of the lessons of the CRRF, as well as consultations with UN Member States and relevant stakeholders, UNHCR developed the global compact on refugees, presented by UNHCR to the General Assembly in 2018. Due to the recent nature of the CRRF approach, comprehensive and independent analysis of its implementation is not yet available.

The Jordan Compact

With the aim of promoting development for refugee-hosting countries, new forms of public-private partnerships and approaches have also been piloted, focused largely on refugee employment in specific (primarily labour-intensive) sectors. Access to the labour market for refugees has been highlighted as an important approach that can benefit both refugees and host communities (TENT and Center for Global Development 2018a, 2018b). For host communities, the positive impacts include: less competition in the informal sector, increased productivity of host country businesses, job creation, upskilling of host country workers into higher paying jobs, economic stimulus to the host country economy, increased tax revenues (TENT and Center for Global Development 2018b).

¹⁴ This is done through two components, the "Refugee Component", which focuses on addressing the protection and assistance needs of refugees, and the "Resilience Component", which focuses on addressing the resilience and stabilisation needs of host communities.

The most quoted example of such an approach is the so-called Jordan Compact and a pilot project that was based on the EU commitment to provide trade concessions for particular products exported from special economic zones in Jordan where refugees were granted access to work. Special economic zones were also created in Ethiopia to provide 100,000 jobs, 30% of which were allocated for refugees (World Bank 2018a, n.d.; UNHCR 2018b). New forms of cooperation between states, markets and society have also included, for example:


- the Ikea Foundation and Better Shelter (a Swedish social enterprise) with UNHCR to create a flat pack of a refugee housing unit (Betts and Collier 2017; Hope 2018);
- LinkedIn in job matching attempts in Sweden (Betts and Collier 2017);
- the World Food Programme has piloted the use of block chain technology for disbursement of humanitarian aid in Pakistan and Jordan (Reed 2018);
- the Vodafone foundation piloted tablets for camp based refugee education called ‘school in a box’ and installed a mobile 3G tower inside a refugee camp to tap into the refugee market (Betts and Collier 2017; Reed 2018);
- job placement of refugees as part of corporate social responsibility programmes in Costa Rica (UNHCR 2018e);
- UNHCR partnership with Equity Bank to provide refugees in Kenya with a wallet debit card for cash assistance, as well as to provide financial services to refugee entrepreneurs (UNHCR 2018d; Aglionby 2018).
- International Finance Corporation funding for refugee and local social entrepreneurs in the refugee camp Kakuma in Kenya (UNHCR 2018h).

The Jordan Compact in particular has become a much debated model for a new approach to incentivising protection-oriented policies and promoting refugee employment, in the context of potential economic development. However, it has come up against a number of implementation issues related to its design, most notably the difficulty in reaching its target of job permits provided to Syrian refugees in the country. One main criticism has been concerning the mismatch between the policy approach of job provision in the garment sector and the lack of both skills in this sector and desire for low-skilled and low wage work among the Syrian refugee community in Jordan.¹⁵ Other criticisms highlight the lack of engagement of refugees, Jordanian research experts, NGOs and the private sector in the design process; bureaucratic obstacles and high costs of registration; the unclear potential advantage of favourable tariffs for Jordanian businesses in comparison to the effort of employing Syrian refugees; and – importantly – the focus on output indicators of work permits issued rather than socio-economic ones (Howden, Patchett and Alfred 2017; Lenner and Turner 2018a; Couldrey and Peebles 2018; Overseas Development Institute 2018) . At the same time, the Jordanian government highlights also the reticence of and misinformation within refugee communities – despite the government’s efforts to provide access to work permits, refugees are afraid to lose their humanitarian aid and benefits.


Nonetheless, the Jordan Compact is an important innovation in this area. However, new approaches need to account for the problems it has encountered due to flaws in design or implementation, and account for differing contexts (Center for Global Development and International Rescue Committee 2017). In the case of Turkey, interviews conducted for this study noted the difficulty in applicability of such an approach in the country, considering the role of tariffs and EU market accession, as well as an existing asylum framework and legislation in the Turkish case. Ethiopia is already foreseen as the next



¹⁵ For more in-depth analysis of the Jordan Compact, see for example: Howden, Patchett and Alfred 2017; and Lenner and Turner 2018a.



version for such a compact (World Bank n.d.), and a Lebanon Compact already exists (EC 2017a), although less concrete as compared to the Jordanian one, and with stronger national impediments to the concept of refugee job creation or integration.¹⁶ As noted in an in-depth special issue by News Deeply on the Compact: “these agreements have nonetheless been game-changing – not only for the Syrian crisis, but also as a model for refugee response around the world. The Jordan and Lebanon Compacts should therefore be improved upon and learned from, not deserted. Abandoning these compacts or the model altogether would be a mistake” (Huang and Ash 2018).



¹⁶ For more information on the Lebanon Compact, see Kabbanji and Kabbanji 2018. See also: Huang and Ash 2018; Howden, Patchett and Alfred 2017; and Betts, Ali and Memişoğlu 2017.

Policy Options



3 Policy Options

This next chapter focuses concretely on policy options for major refugee-hosting countries, based on desk research and stakeholder engagement. Stakeholder engagement involved both one-on-one interviews with policy makers, international organisations, NGOs, donors and private sector representatives, as well as through a roundtable during which these policy options were presented and reviewed.¹⁷ Thus, these policy options directly reflect priorities emphasised by these stakeholders as essential to keep in mind; they are not meant to be fully comprehensive, but rather to advance the priorities as emphasised by major refugee-hosting countries. These policy options focus on and are reflective of the needs of host countries, and how host countries can better respond to displaced populations and promote development in their respective countries.

There are a number of comprehensive reports and policy guidance documents available in the public sphere that also outline strategies for implementing a development-displacement approach (or humanitarian-development more broadly), including:

- OECD’s “Guideline on Humanitarian Development Coherence,” “Addressing Forced Displacement through Development Planning and Co-operation Guidance for Donor Policy Makers and Practitioners”,¹⁸ and policy paper “Financing for Stability: Guidance for Practitioners” (OECD 2017b, 2018d, 2018e). The guideline and guidance documents echo the need for more policy coherence and coordination among humanitarian and development actors; it sets out both why this coherence is so important, as well as how to best implement based on joint objectives and principles, in a step-by-step manner. The policy paper focuses more on how to develop a tailored financing strategy to respond to protracted crisis situations. While primarily focused on financing for fragile states, many of the same principles apply.
- UNHCR’s Emergency Handbook and Handbook on Development Assistance for Refugees (DAR)¹⁹ Programmes. The Emergency Handbook outlines UNHCR’s responses to refugee crises, as well as how and where such responses do and should intersect with development actions.²⁰ The DAR Handbook provides guidance to UNHCR and partners (both humanitarian and development actors) for planning and implementing DAR programmes (UNHCR 2005). It lays out the process, from consultations and institutional set-ups, to conducting assessments, to implementing a DAR strategy and action plan, to monitoring and evaluation.



¹⁷ See the Methodological Note in the Annex for more information. Policy options are not attributed to specific interviews or stakeholders, rather the policy options have been holistically developed in a two-step process with stakeholders: 1. Input was triangulated from among stakeholder interviews and desk research into distinct draft policy options, and 2. Policy options were revised based on group stakeholder engagement in a roundtable event and in-house ICMPD expert reviews.

¹⁸ This guidance document was developed based on an OECD Working Paper by Ruadel and Morrison-Métois (2017). It was developed by the OECD Development Assistance Committee (DAC), which established a Temporary Working Group on Refugees and Migration in 2016 to study ways to improve programming and cooperation on development assistance for situations of protracted displacement, refugees and migration. The Working Paper examined evaluations of programming to identify key lessons and recommendations to improve OECD DAC programming. See also:

¹⁹ DAR is defined by UNHCR as “a programming approach which aims to place refugee concerns and those of the host communities in development agendas, mobilize additional development assistance and improve burden-sharing with countries hosting a large number of refugees.” See: UNHCR 2005.

²⁰ In particular, discussed in the section “International coordination architecture (humanitarian and development) in: UNHCR 2018g.

- UNDP Guidance Note, “Development Approach to Migration and Displacement”, which set out UNDP’s approach to development assistance in the context of migration and displacement. It directs the organisation’s efforts in three main areas of work as related to displacement, as well as provides programming options based on best practices collected from UNDP experience (UNDP 2016a).

Many of the policy options included in this section reiterate these guidance documents, demonstrating the common ground among policy makers in major refugee-hosting countries, donors and implementers of programmes and projects aimed at implementing a development-displacement approach. They are also often paired with good practice examples collected over the course of the research and suggestions for practical application of the policy option. The following are organised thematically, rather than temporally, as firstly protracted crises and development issues – and needs and opportunities related to them – shift over time, thus approaches should be continuously evaluated and adjusted in line with national priorities. Secondly, the decision to integrate a more development-oriented approach does not always match up temporally with first arrivals of refugees – development impacts of arrivals, and opportunities to maximise the potential of this population for the host country, are not always immediately discernible nor feasible.

In the context of mass arrivals and protracted refugee displacement, it is clear that prioritisation of responses and integration of development approaches must be defined by national stakeholders, ideally prior to a crisis through contingency plans.²¹ This prioritisation, including of the below policy options, will be based on an assessment of immediate, mid-term and longer-term needs, as well as the available funding. It is clear that not all of the below policy options may be possible from the start – thus smaller-scale versions (e.g. assessments), piloting options, or allowing for gradual implementation should be considered, again based on host country prioritisation. In this regard, donor’s actions and priorities are key: their decisions on funding areas can have a major impact on which policies, programmes and projects can be implemented in refugee-hosting countries.²² However, the interests and needs of the host country should remain paramount.

The four main themes to be covered here, which include policy options directed towards both refugee and host populations, as well as towards the donor community and implementing agencies, are:

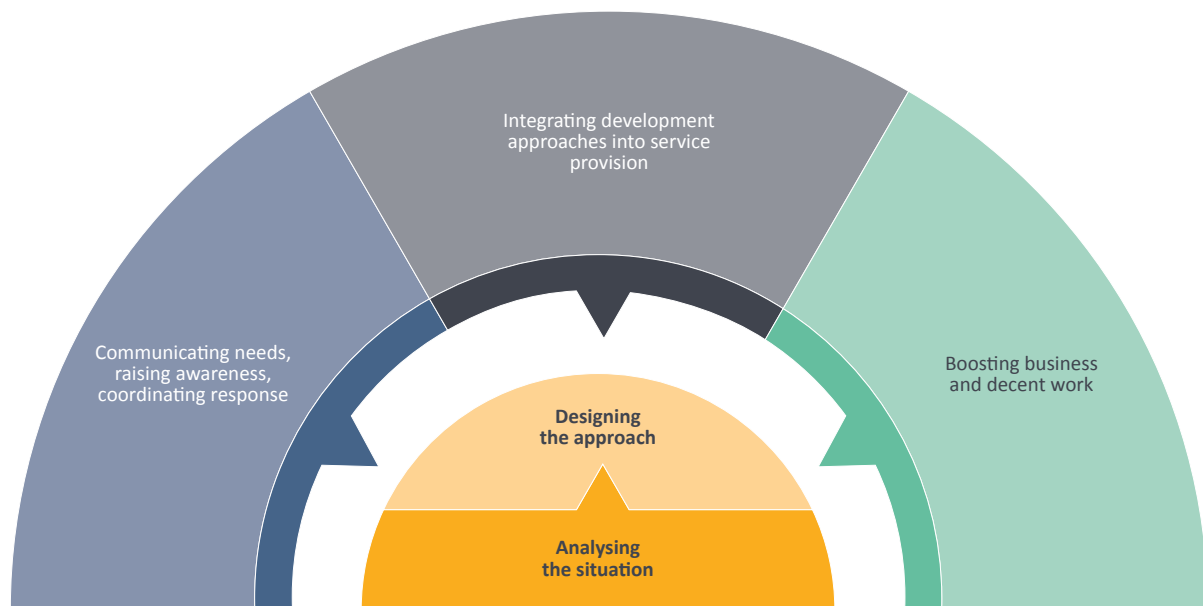
- Analysing the situation and designing the approach: ensuring that all relevant information has been collected and assessed, in order to design and prioritise the most appropriate actions. This includes not only aspects related to national policy making, but also for donors who have at times acted as priority-setters and thus should also (re-)consider their approaches. Situational analysis should be the basis for the subsequent design and implementation of development-displacement approaches: analysing the needs and current circumstances in the host country and of hosted refugees must be the basis for all further action (See Figure 1).
- Communicating needs and raising awareness: ensuring that the appropriate entities are engaged, and communicating one’s approach within and outside the national context.

²¹ See for example UNHCR’s guidance on scenario-based contingency planning for refugee emergencies in its Emergency Handbook, which calls for cooperation with development actors already from the start: UNHCR 2018n.

²² Donor priorities can become problematic when there is a mismatch between them and the host country’s needs. This can be seen in the funding by sector in Jordan. As of October 2018, across 12 sectors, “livelihoods”, an issue of high donor priority, has been overfunded in comparison to required funding, at 149%. In comparison, the sectors of environment and transport have not received any funding, food security has been funded at 2% of needed funding, energy at 3%, education at 17%. See: Gharaibeh 2018.

- Integrating development perspectives into service provision: practical applications of a development-displacement approach in policy implementation and social service provisions, in particular.
- Boosting business and decent work: matching efforts in service provision with business development.

Figure 1: From analysis to implementation: Policy options workflow



Analysing the situation and designing the approach



Analysing the situation and designing the approach

Register all arrivals and collect information on skillsets and needs

Registration of refugees (including also new-borns²³) is an essential first step often impacting on refugees' access to services and protection. For host countries as well, it is necessary to know the scope and skill levels of people hosted and their specific needs.

In conjunction with a labour market assessment (see "Conduct a labour market assessment"), host countries require information on refugees' basic skillsets and characteristics in order to tailor their responses (e.g. vocational training programmes, language training, social welfare programmes, labour matching programmes, etc.) and policies accordingly. Lack of knowledge on the basic skillsets and abilities of the refugee population to respond to the countries' needs can hamper policies aimed at implementing a nexus approach. At the same time, additional information on those with special needs can also support host governments, donors and humanitarian agencies in responding more effectively to those in need (e.g. specific potentially vulnerable groups, such as the elderly, disabled and children).²⁴

Registration should cover all relevant data needed from a developmental standpoint such as skills (e.g. education level, certification or training, language/s) and other basic characteristics from the start (e.g. name, gender, age, country/region of origin, address), although in situations of mass arrivals this may not be possible. In such cases, effort should be made to re-register or update the data, in order to appropriately adapt services and longer-term development approaches based on population changes and needs. Humanitarian and migration management agencies (e.g. UNHCR, government migration departments) already collect information on refugees during the usual registration process, and thus can be used as a means to collect or update information on skillsets and characteristics of relevance for the labour market. For data collected across government agencies, centralising this data would facilitate its usage.²⁵

Updating Turkey's data

Due to the mass arrivals of Syrians in previous years, Turkey was unable to gain comprehensive data during the registration process – only having been able to collect someone's name and basic details. Therefore, the Directorate General of Migration Management (DGMM) of Turkey, in cooperation with UNHCR and a Turkish NGO (ASAM), has undertaken a major registration upgrading exercise with the objective of updating all the data (personal and biometric) they have on registered Syrians in a new database. At the time of the fieldwork, this exercise was nearing completion, with the aim to finalise and publish results by the end of 2018 or early 2019. At the moment, 3.5 million Syrians have been registered with their personal and biometric (fingerprints) data in the system.

Over 100 lines of detail have been collected, covering age, gender, education, skillset, profession, qualifications, place and regions of origin and special needs. The focus has been on collecting

²³ Registration of births among the Syrian refugee population has been identified as an essential means of reducing vulnerabilities to exploitation and trafficking. See: Healy 2015.

²⁴ As for example has been done in recent UN Women surveys, such as: UN Women 2017.

²⁵ This is with the understanding that such data sharing and access rights on the system would be implemented according to international data protection standards – whether data sharing or centralisation is intra- or inter-institutional.

information on vulnerable groups and those with special needs (particularly as this has implications for social aid), but also on understanding the skillsets of Syrians in the country.

The database is interoperable with all Turkish Ministries of relevance: information on education would be available to the Ministry of Education, information related to profession and employment to the Ministry of Labour, health-related information to the Ministry of Health, etc. Ministries can then cater their responses at the national and provincial level, based on the information available. Moreover, information is cross-checked and shared across Ministries, facilitating communication and information-sharing as related to the response (e.g. how many registered Syrians attend school, have visited a hospital, are applying for jobs, etc.).

Based on this, the Government of Turkey aims at being better able to cater responses to those with special needs, while simultaneously better understanding what skills and educational profile could be capitalised on for the benefit of Turkey, and how to best support the integration process.

While not included in this approach, such a registration process could also be used for complementary pathways, i.e. return and resettlement, to support those with special needs and identify areas where skills can be capitalised upon for the benefit of the country of resettlement or return.

Practical application

- Register refugees' (either upon arrival or as an updating exercise) relevant information for protection and integration purposes, i.e. needs as well as skills.
- Make refugees' basic information centrally accessible and related databases interoperable with relevant authorities and stakeholders, in line with data protection principles.

Ensure a participatory approach

In developing and implementing a development-displacement approach, it is necessary to talk to and meaningfully engage all relevant stakeholders in the country – from donors to policy makers to humanitarian agencies to refugees to businessmen – in order to shape an approach that can be successful and that is tailored to the needs and opportunities unique to that country. This should be done not just during implementation but – crucially – in the design and development process of an approach, so there is ownership from the start.

Although participatory approaches have long been advocated, particularly in development programming, involvement of refugees and of private actors in the design and programming stage is less typical. Each stakeholder group has a unique position, approach and added value to the conversation. While donors, policy makers and humanitarian actors are more traditionally engaged, civil society, businessmen and entrepreneurs and refugees are less so, even when they can provide input necessary to an approach's success. Businessmen, entrepreneurs, civil society and refugees are well suited to clarifying humanitarian, development and business needs, potential obstacles, and opportunities from their own perspective and experience. Refugees themselves can provide input as potential investors, employers,

employees, recipients of services and customers. NGOs with long-standing presence and experience in the country (particularly national NGOs, but also for example international ones such as the Red Cross or Red Crescent) are particularly well-placed to highlight the needs of the host community, and successful ways to respond to (protracted) crisis situations.

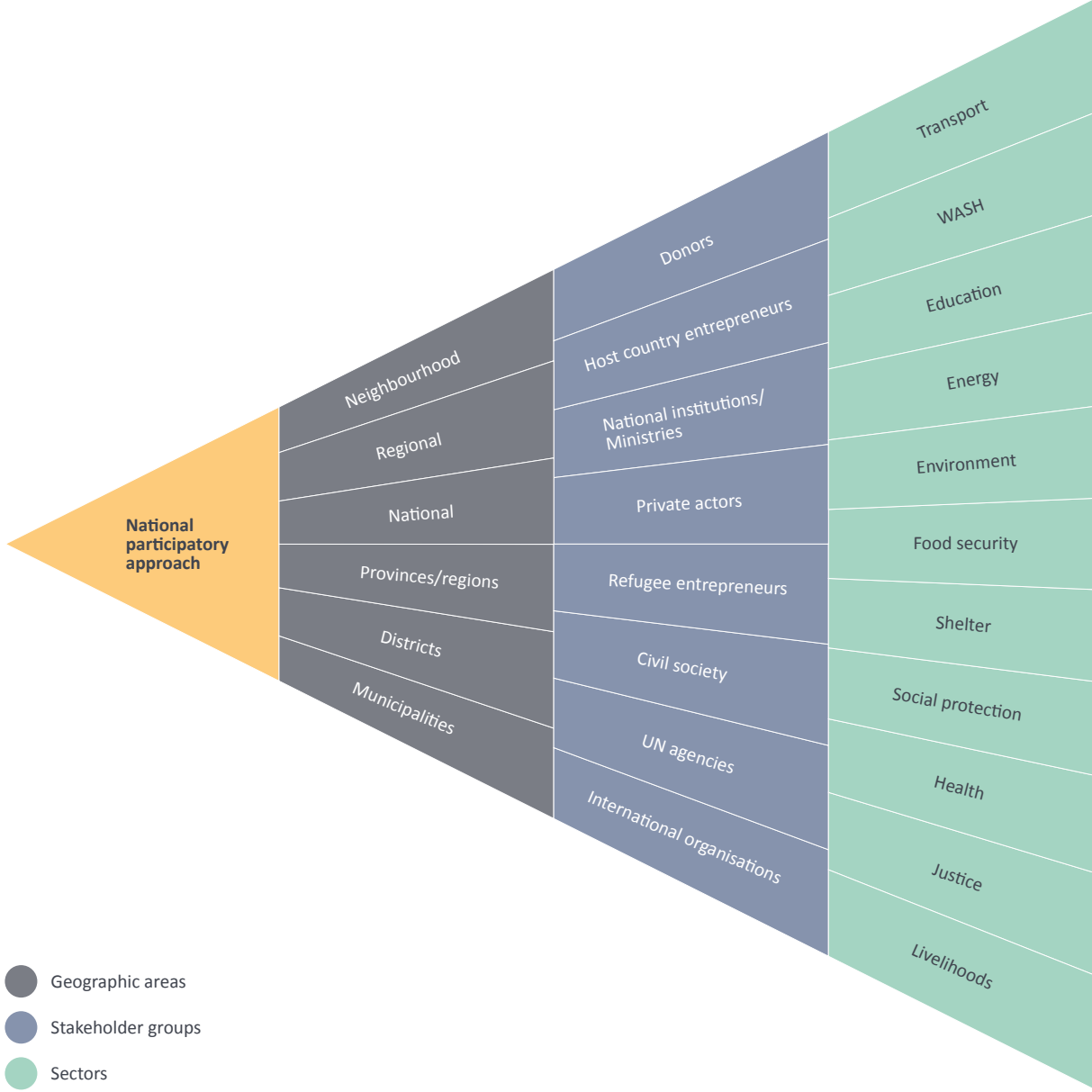
Lack of engagement of refugee and business perspectives can significantly undermine a development-displacement vision and approach. When these perspectives aren't taken into account, policy makers are faced with (avoidable) difficulties in implementation, such as lack of recruitment of refugees, low numbers of employable refugees, or lack of willingness of refugees to work in a specific sector.

For some groups consultations will be straightforward and they will readily identify their roles and inputs. For others, the situation may be totally new and they may not immediately perceive where their engagement would be of added value. For such groups, therefore, awareness-raising for example on protection and refugee needs or on development aspects, and capacity building may be required to ensure they are fully engaged and participating in the design and implementation process. Moreover, where civil society or international organisations are not traditionally involved directly with policy makers or their interactions have in the past been contentious – trust-building is necessary to promote their involvement and cooperation.

Similarly, involving municipalities, provincial authorities or border communities from the start has been emphasised by international organisations and policy makers for being essential to both implementation and understanding the market situation at the local level (see also “Establish and empower coordination structures”).²⁶ They are well situated to collect information on the circumstances at the local level and feed this information up to the central level, as well as to feed or adapt national policies to the local level. They are also better able to identify and access vulnerable host communities to provide them with necessary support or tailor an approach to them (e.g. vocational training or certification). Interviews highlighted that, in some cases, without inclusion of local governments or actors, it can be very difficult to implement projects. This of course depends on how the country is politically organised, and should be tailored to each country's situation.

²⁶ The Center for Mediterranean Integration has established a Mediterranean Host Municipalities Learning Network to share experiences and best practices among municipalities hosting Syrian refugees in particular. They have collected these experiences into a compendium of practices, see Center for Mediterranean Integration 2018.

Figure 2: A participatory approach: engaging stakeholders across geographic and sectoral areas



Engaging Chambers of Commerce in Turkey

The umbrella organisation for all Chambers of Commerce in Turkey (TOBB), together with a Turkish policy development organisation (TEPAV), have begun a new project entitled “Living and Working Together: Integrating Syrians under Temporary Protection to Turkish Economy”. The main purpose of the project is to improve the employability of Syrian refugees in Turkey, by certifying their vocational skills and matching them with employers in need of workers with those skills. The project aims at securing jobs for 3,000 people – 65% Syrians and 35% from the local community – and covers the 12 provinces of Turkey in which the Syrian population is highest.

The project applies an assessment approach focused on finding ways to better benefit from Syrians’ current skills (i.e. supply-side approach). The project first assesses Syrians’ skills and then will examine whether those skills are needed by Turkish employers currently, and whether they could be employed in those sectors. It also guides Syrians who need certification exams through the proper certification process, as well as those without specific skills and looking for vocational training programmes – linking up to the other services available to them. Thus, the project links up to the wide range of vocational training programmes (many of which are also doing certification) implemented in Turkey at the moment by and through cooperation between international organisations (including e.g. the International Labour Organization (ILO) and the EU), NGOs, government agencies (e.g. the Turkish employment agency) and private actors (e.g. chambers of commerce).

Practical application

- Ensure the following stakeholder groups are included or consulted prior to implementation of larger policies/programmes: refugees, businesses, civil society, international organisations, local and regional governments, national institutions.

Conduct a labour market assessment

An assessment of the host country’s labour market – at the national and regional or sub-regional (municipal) level – is an essential tool that can be used by the host country, donors and humanitarian and development actors to target their efforts related to the labour market. Conducting such an assessment at the start of a crisis would be the most useful, in order to shape regulated employment opportunities for refugees from the start. However, even in the midst of a protracted displacement such an assessment would be useful.

A labour market assessment may have multiple levels and may have the purpose to assess:

- which type of skills and qualification is needed in the country of asylum
- in which region or municipality a workforce is needed,
- how refugees have impacted the market (i.e. through new consumption patterns, needs),
- where refugees are working and how long it takes them to enter employment,
- the potential to formalise their work, and others.

The assessment could then shape vocational training programmes (see “Certify and Train”, below) and inform employment strategies (see “Employ refugees”) for both host country citizens and refugees, while simultaneously supporting local businessmen to grow their businesses and gain access to (qualified or skilled) workers and/or new markets in the longer-run, once the crisis has come to an end and refugees return. Indeed, in both Turkey and Lebanon, interviews with policy makers highlighted the potential for trade routes (re-)opened to the rest of the Middle East via Syria and via Syrian returnees from Turkey and Lebanon. At the same time, a labour market assessment can shape government policy on labour market opportunities – this was also highlighted by policy stakeholders in Turkey and Lebanon.

A labour market assessment could also encompass an assessment of migrant- and refugee-owned or supported businesses (SMEs or larger-scale), to better understand their success factors and better tailor support or investment measures for them, for the benefit of the host country (e.g. job creation), businessmen themselves, and potentially for the refugees’ home country (regarding reconstruction and development post-crisis) (Building Markets 2017). Better understanding their barriers is equally important, in order to promote business growth, such as those barriers related to regulatory burdens, language barriers, business training, access to capital and investment, etc. (Building Markets 2017).

It is important in the context of a growing informal market and/or high unemployment rate to establish a system that matches skills and jobs, and engages with all the relevant and right stakeholders from across the spectrum. Thus, such efforts should also be linked with data gathering efforts on the skillsets and basic characteristics of the refugee population, as well as with skill-certification efforts (see “Register all arrivals and collect information on skillsets and needs”).

Provincial-level training programmes in Turkey

In each province in Turkey, there are provincial education and employment boards, which come together under the chairmanship of the governor. The boards include all the relevant stakeholders in the province, such as the governor, Chamber of Commerce, Chamber of Trade, Ministry of Education, Ministry of Health, academia, etc. – under the secretariat of the provincial representation of the Turkish employment agency. These boards discuss and shape policy on how to respond to the labour issues for the region.

Through these provincial boards, the authorities establish a list of training programmes offered, based on needs and trainers available on the topic. The programmes are developed by the provincial council with the Turkish employment agency. Members of the local chambers of industry and commerce and academia are also involved, as is the Ministry of Higher Education (General Directorate Lifelong Learning). These have been highlighted as a useful indicator of needs in the region, and serve as an important resource for Syrians looking for vocational training programmes.

According to UNDP in Turkey, while it is important to focus on vocational and skills training, which is the current focus of international stakeholders in the country, there is also a need to think ahead in terms of market demand and absorption capacity and for which sectors, industries and regions. This analysis could then drive further interventions. For this, cooperation is also needed with the private sector to match the right skills with the jobs. According to stakeholder interviews, UNDP is in the midst of such an analysis and plan to shape its activities to match in this regard.

Practical application

- Conduct a labour market assessment at an early stage of a crisis to prepare for labour market integration of refugees as early as possible.
- Conduct the assessment with a view to generally needed skills and qualifications, specific regional needs, existing trajectories of refugees' employment, refugees' potentials in specific economic sectors as well as for their formal inclusion in the labour market.

Assess and adapt your own service provision to refugees and host communities

For host country institutions, assessing their needs and outreach to refugees and host communities or groups is essential at all times, not least during situations of mass and protracted displacement. An internal self-assessment of an institution's outreach to refugee and host communities was identified by stakeholders as necessary both to improve their service provision to their target populations (whether it's health, education or social services) as well as to communicate their needs to international donors and shape responses. Knowing where one's own gaps are can improve an institutions' response and adaptation strategy, for example as related to barriers to reach the target populations (language, structural), human resource capacity of the relevant departments and issues related to access to or knowledge of the refugee population. This encompasses coverage at the national policy level, as well as at the regional and sub-regional level. Conducting such an internal assessment ensures that institutions are then better equipped to tailor responses to local or regional integration and protection needs.

Multidisciplinary teams can be particularly effective for targeting and identifying groups with specific needs and/or responding to specific challenges (e.g. child begging, child school enrolment, awareness-raising, etc.). Different teams can be established to target specific groups (or different members of an outreach group who can respond to various issues), such as those at risk for various types of trafficking or exploitation (e.g. sexual or labour exploitation, child begging, child labour, etc.). Such outreach teams should not only target refugees, but also vulnerable host populations (see "Integrate host populations into programmes and projects").

Understanding the needs of the vulnerable displaced population is an essential aspect of a protection and human rights-oriented approach. However, it also is developmental in nature in terms of preparing the services appropriate to the target population, to ensure that host country infrastructure is not overwhelmed and that services maintain a certain level of quality for all, as well as in order to reduce barriers to integration related to e.g. child education, inclusion of women in the labour market, language and cultural barriers.

Non-state actors are best placed in terms of response to irregular populations due to the sensitivities involved²⁷ – but outreach and information gathering should be coordinated and/or shared for further action with government actors (e.g. Ministries charged with social services) so they can adjust their planning.

²⁷ The important role NGOs and other non-state actors have played in outreach to migrants in an irregular situation, as well as enabling their access to services, information and justice, has been highlighted in a number of studies, including European Union Agency for Fundamental Rights 2011.

Child Protection Outreach Teams in Turkey

Hand-in-hand with Turkey's measure to provide cash transfers to Syrian refugees to promote child enrolment in school (Conditional Cash Transfers for Education (CCTE)) – Turkey has also implemented an outreach programme. The CCTE programme was originally designed for outreach to the Turkish population, to provide cash incentives to support families sending their children to school, and was extended to Syrians and other refugees in the country.²⁸ The expansion of the programme to the Syrian population is implemented cooperatively by the Ministry of Family and Social Policy, the Ministry of National Education, the Turkish Red Crescent and the UN Children's Fund.

At the regional and local level, multi-disciplinary outreach teams conduct family visits and case management services to support (re-)enrolment of Syrian children in the education system (including also vocational educational programmes). Figure 3 outlines the process of outreach and screening by these teams. As of 21 June 2018, 36,341 families visited by protection teams (Turkish Red Crescent 2018) Identification of potential children in need (those who have missed school days and whose cash payment for education has been paused or is at risk of being paused) is made through the beneficiary list provided by the Turkish Ministry of Family and Social Policies.

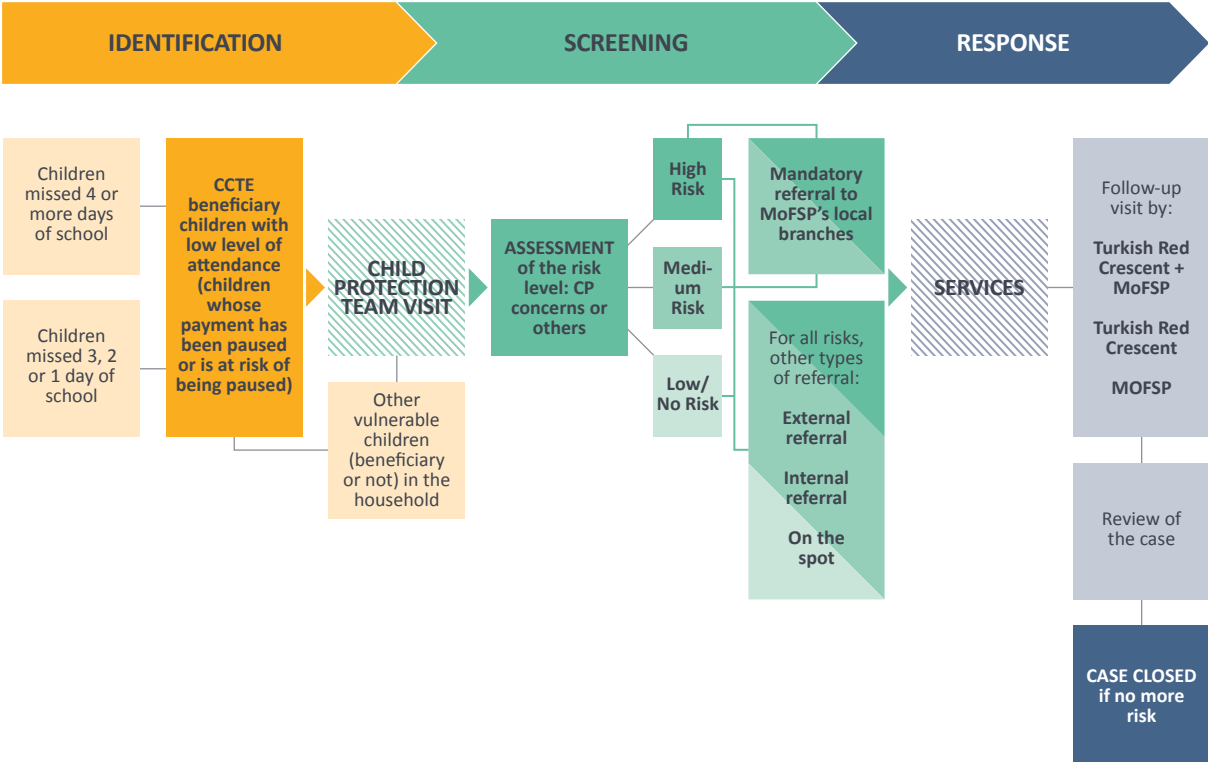
The teams also assess and identify relevant child protection issues (e.g. domestic violence, child marriage, child labour), for referral to specialised services. The outreach team has information on the availability of a wide range of services and rights available in the country, and can provide both on the spot information, as well as referral to services provided by the Ministry of Education or Ministry of Family and Social Policies and other services provided by other actors (e.g. NGOs, civil registry, health services, etc.).

Similarly, the Ministry of Family and Social Policies also has home visits to temporary accommodation centres, in order to identify vulnerable groups and provide guidance on access to services. Ministries have established coordination mechanisms to refer relevant cases to each other and prioritise. For example, if an unregistered vulnerable Syrian has been identified by the Turkish Ministry of Family and Social Policies, they have an agreement with DGMM for the latter to prioritise the Syrian's registration. The Ministry of Family and Social Policies also received an exemption from the Ministry of Labour in order to employ Syrians in their outreach and service provision activities, as their engagement has improved the effectiveness of the Ministry's outreach to the Syrian population.



²⁸ The extension of the CCTE programme to Syrians is funded by EU Directorate General European Civil Protection and Humanitarian Aid Operations, the US Bureau of Population, Refugees, and Migration and the Government of Norway.

Figure 3: CCTE multi-disciplinary team outreach and screening



Source: Turkish Red Crescent. 2018, June 21. "Update on CCTE for Refugees" presentation given in the Emergency Social Safety Net (ESSN) programme TF Meeting. Ankara, Turkey.

Practical application

- Implement a "satisfaction survey" with service recipients to identify areas where service provision could improve.
- Identify a limited number of relevant provinces or municipalities and conduct a needs analysis assessment.
- Develop a specific outreach programme and referral mechanism to enhance access to service provision for members of the target group.

Consider large-scale and multi-year funding from the start

The traditional short-term approach of humanitarian crisis response and aid means a huge monetary "investment" with little "return", whereas a longer-term approach from the start would enable humanitarian actors to integrate a development approach in the country. Waiting until the crisis becomes protracted means that years and a significant portion of aid have been applied to short-term approaches, when the country could have already been seeing results if a development approach had been implemented from the start. The financial viability and sustainability of existing short-term (likely humanitarian in nature) funding for refugee programmes should be reviewed and revised in the context of longer-term needs. This does not necessarily imply that development-oriented funding should be

implemented within the first weeks or months of initial displacement, but that host countries and donors should perhaps reconsider the thresholds for development funding, and integrate development approaches where they can as early as is feasible within the national context.

In this context, international organisations and NGOs interviewed and consulted in this study strongly called for multi-year funding and reporting,²⁹ and the reduction of earmarking of donor contributions, which allows for a development approach to be integrated into humanitarian response. Donors should recognise and address the inherent difficulty in developing and implementing a development- or resilience-focused project within budgeting and reporting guidelines that are humanitarian in nature (i.e. 1-2 year projects vs. 3-4 year results). Finally, even with such funding and programming, stakeholders from host countries highlighted that efforts must also be sustained, particularly in the context of “donor fatigue.”

At the same time, the differences in budget cycles, planning modalities and planning speeds between humanitarian and development actors responding to a refugee crisis should also be considered during the design process. This can be a challenge, as there are different horizons and methodologies applied by the different actors. Therefore, in the context of longer-term funding modalities, mutual understanding of mandates, planning cycles and methodologies should be clarified already during the design process of a programme. This feeds in also to the reporting processes (see “Balance expediency and accountability”).

EU Regional Trust Fund in Response to the Syrian Crisis

Already some efforts have been made in facilitating funding with a development-displacement approach, as with the EU Regional Trust Funds. Established in 2014, the Trust Fund aims to support Syrian refugees and their host communities in Egypt, Iraq, Jordan, Lebanon, Turkey and the Western Balkans. It is meant to be a bridge between humanitarian aid and long-term development by supporting programmes and projects addressing the two main priorities of:

1. “Promoting educational, protection and engagement opportunities for children and young people in line with the No Lost Generation initiative
2. “Reduce the pressure on countries hosting refugees by investing in livelihoods and social cohesion and supporting them in providing access to jobs and education that will benefit both refugees and host communities” (EC DG NEAR 2018).

With contributions from EU Member States and Turkey, the Trust Fund has a volume of EUR 1.5 billion to date (EC DG NEAR 2018). Already the Trust Fund has allocated EUR 1.4 million to refugees and host communities in the region, on education and child protection, training and higher education, access to healthcare, water and waste infrastructure and support to resilience and social inclusion (EC DG NEAR 2018). Such funding is operationalised in the context of Joint Humanitarian Development Frameworks for specific countries (discussed in the Background section), which have already been developed for Jordan, Lebanon (2015, with updates in 2018) and Iraq (2018).



²⁹ This is in line also with the World Humanitarian Summit’s “Grand Bargain Goals”, which includes “Increase collaborative humanitarian multi-year planning and funding.”

In Lebanon, the Trust Fund has programmed EUR 52 million for social assistance to vulnerable Syrians and Lebanese in the country – the former through Multipurpose Cash Assistance, the latter through the National Poverty Targeting Programme, both of which are already-existing programmes. Operating under the Ministry of Social Affairs of Lebanon, the Programme targets children under five, women of reproductive age, older persons, persons with disabilities, persons with mental health issues (Government of Lebanon and UN 2014; EC 2018a).

World Bank financing for refugee-hosting countries

The World Bank’s approach has been described as “game-changing” in terms of the scale and breadth of support for refugee-hosting countries, as well as the role they have played in providing multiyear financing the context of humanitarian refugee crises and in policy dialogue on refugees (Charles et al. 2018). In 2016, the World Bank, in cooperation with the UN and the Islamic Development Bank, launched the Global Concessional Financing Facility (Global Concessional Financing Facility 2018a) to provide development support (concessional loans) to middle-income countries hosting refugees. The Facility focuses on development projects that support Syrian refugees in Jordan and Lebanon, as well as host communities, especially in the areas of sustainable infrastructure, job creation, health, education and social services. As of 2018, USD one billion worth of projects have been supported and USD 200 million funding has been approved (Global Concessional Financing Facility 2018b). Moreover, for its International Development Association funds “IDA18”, the Bank decided to commit USD two billion – the largest in its history – to finance development projects in low-income refugee-hosting countries (World Bank 2018b).

Practical application

- Donors: Facilitate project prolongations or subsequent phases of programming (tied to funding tranches), in order to capitalise and build upon successes of initial actions.
- Donors: design longer-term programmes, with funding broken up into yearly or phase-related tranches.

Consider multi-country approaches

Although migration and refugee policies are national in nature, a multi-country development approach can broaden the impact of joint humanitarian and development funding and approaches, by capitalising on the added value of various countries, particularly within a region. Engaging a number of countries within a region, who have differing capacities and resources within a single supply chain, could apply a refugee resilience approach across a region and varying skillsets. Particularly for smaller, lower- to middle-income countries, promoting a regional production or trade approach could be beneficial. UNDP is currently in the midst of developing such approach for across the Middle East and Western Balkan region, with the aim of maximising the potential for development across various countries. UNHCR’s CRRF also foresees implementation of a regional approach, and is testing this approach already

in the Horn of Africa region (UNHCR 2018b). The EU's Regional Trust Fund also takes such an approach, see previous section.

Practical application

- Donors and implementing partners: design programmes across multiple countries, in view not only of their needs but also in terms of added value and impact.
- Use regional fora to discuss how countries can cooperate in terms of development-displacement approach, based on lessons learned from bi- or multi-lateral trade agreements, Compacts, or others.
- Establish or engage existing bi- and multi-lateral frameworks for coordinating programmes, creating synergies and mutual learning by exchange of good practices and lessons learned.

Balance expediency and accountability

Implementing partners have highlighted the challenge of operating in a complex and urgent environment, with the varied requirements of multiple funding streams, where harmonisation and simplification of reporting would have a positive impact on their resources available for more urgent needs. In a context of a multitude of funding mechanisms, particularly in the case of protracted refugee crises, implementing partners have to fulfil individual requirements based on the respective donors that are not fully comparable, which represents an additional burden in their work (UNHCR Inter-Agency Coordination Lebanon 2017). Moreover, as noted in “Consider large-scale and multi-year funding from the start,” humanitarian and development actors have very different planning modalities and methodologies, thus funding of development-displacement approaches should facilitate a mutual understanding of measurements of success and progress. Accepting some “leakage” in funding, understanding that at times this allows implementing partners to work more efficiently, can support the implementation of humanitarian-development programming.

World Humanitarian Summit's call to facilitate humanitarians' work

The LCRP Annual report of 2017 explicitly highlights the main commitments of the World Humanitarian summit, the “Grand Bargain” goals, signed by NGOs, UN agencies and donors, including: Australia, Canada, the EC and several EU Member States, Japan, the United States of America. The ninth commitment was for signatories to “Harmonise and simplify reporting requirements” (Agenda for Humanity 2018b).

As outlined in the LCRP report, this goal has not yet been met: “With the establishment of the LCRP Monitoring & Evaluation framework and reporting calendar, considerable efforts have been made to ensure that each sector log frame is complementary to the others and that all the indicators are linked to the results chain moving from the four over-arching strategic objectives, through to the impact statements, and outcomes and outputs at sector level. However, partners still have to fulfil their individual reporting requirements to their donors and in the case of the UN to the UN Strategic Framework, often using similar, yet not fully comparable indicators. This adds a considerable burden on partners” (UNHCR Inter-Agency Coordination Lebanon 2017).

In 2018, an independent report was issued outlining the progress of the “Grand Bargain” (Metcalf-Hough et al. 2018). In particular, it highlights some progress in terms of establishing “a common reporting framework that meets the needs of donors and reduces the reporting burden for aid organisations in the field” (Metcalf-Hough et al. 2018). This template is currently being piloted in Iraq, Myanmar and Somalia until mid-2019 by seven donors, seven UN agencies and 17 international NGOs, after which point it will be reviewed and its usage potentially expanded (Metcalf-Hough et al. 2018).

Practical application

- Follow a results-oriented approach and allow for the highest possible degree of flexibility in the implementation of programmes.
- Streamline financial reporting by establishing and implementing a joint reporting template across donors and implementing partners, which meets the needs of all parties and reduces the reporting burden.
- Consider using the template created under the Grand Bargain goals, once it has been reviewed and revised following the pilots.

Communicating needs, raising awareness and coordinating response



Communicating needs, raising awareness and coordinating response

Establish leadership

In a multi-stakeholder context, where a large number of international players are interested in engaging and supporting host countries and refugees in host countries, it is necessary for host countries to establish a unified approach to communication and engagement with the international community. Otherwise, both donors and international organisations have challenges in understanding where best and who best to engage on implementing a development-displacement approach according to the host countries' needs. Interviews highlighted the added value of policy guidance from the central and Ministerial level, as well as engagement at the international level. At the central level, in the context of a protracted refugee crisis for host countries, one institution should take the lead as regards coordination (discussed in the next policy option) and also communication: communication with donors and implementing agencies, so these institutions conduct their activities in line with national priorities, as well as in political agreements and negotiations, to strengthen the country's position vis-à-vis external powers. Guidance at this level implies formulating positions (based on feedback across government institutions and levels and in line with national contingency and development plans) – on funding needs, humanitarian responses and development-oriented approaches – that can then be communicated with a unified voice no matter the institution engaged. At the regional and international level, engagement on the country's priorities and in areas where countries could take a central role and thus drive or influence broader approaches and frameworks has included for example: on the Sustainable Development Goals, in the World Humanitarian Summit, in the Global Compact on Refugees consultations and through regional consultative processes.³⁰ Such guidance allows international organisations and donors to better align with the national framework and approach.

Practical application

- Assign a specific focal point responsible for collecting existing views, needs and challenges from all relevant authorities and stakeholders and streamlining them in a unified position.
- Develop a communication strategy that allows for communicating a unified position towards the public, donors and the international community and for responding to questions and requests in a consistent and coherent manner.

Establish and empower coordination structures

Policy makers and international organisations (both implementing agencies and donors) highlighted the importance of having a coordination mechanism to discuss needs and identify responsibilities, on the one hand, and ensure against repetition and gaps, on the other. In terms of longer-term integration processes, all actions involve and intersect with the responsibilities of multiple parties: Ministries, international and local NGOs, international organisations and UN agencies, donors, refugee communities and private sector, as well as regional and municipal authorities. Thus clarifying responsibilities and

³⁰ For an analysis of how regional migration dialogues have been important drivers of migration policy development, as well as in which areas they can be improved, particularly with regard to migration and development issues, see: Perchinig and Noack 2016.

mandates, and planning actions implemented across the field, is best done with both a vertical (i.e. local, regional and central levels) and horizontal perspective (i.e. stakeholder types).

Establishing a unit and focal points within institutions and across the country, tasked with dealing with migration and/or displacement issues at the decision-making and working levels, and establishing regular working relations and coordination among these at the institutional (rather than personal) level has been important in terms of coordinating actions and ensuring they're more effective. With such an approach, stakeholders are all aware of what the others are doing to avoid overlap and ensure complementarity, can more effectively engage with NGOs and international organisations in implementation and are more committed through initial involvement (i.e. "buy-in").

In the context of a crisis response plan, second-level coordination groups, based on sectors of engagement (e.g. water, livelihoods, education, etc.), can coordinate more directly to avoid overlaps or gaps in services, as well as to have a comprehensive view of all actions taken for a specific sector. Such groups can then feed back into the broader overall approach of a national crisis response plan.

Coordinating – donors and host countries

Turkey has established several migration and refugee policy-related boards, which have helped coordinate its approach within the country and improved communication on migration policy. The Law on Foreigners and International Protection established the Migration Policy Board, chaired by the Ministry of Interior and including the Under Secretaries of various relevant Ministries (Ministry of Family and Social Policies, Ministry of EU Affairs, Ministry of Labour and Social Security, Ministry of Foreign Affairs, Ministry of Development, Ministry of Culture and Tourism, Ministry of Finance, Ministry of National Education, Ministry of Health, Ministry of Transport, Maritime and Communication). Having engaged stakeholders from across the field, the Board has coordinated efforts in response to the Syrian refugee crisis as it relates to public services. As such, it has also made an effort to identify and allocate the responsibility of each stakeholder, to ensure the proper engagement of all relevant stakeholders in any action related to the response to the Syrian refugee crisis.

With the transition to the current presidential system, however, this board has been abolished and restructured as the Migration Board as of September 2018. The Board is still chaired by the Ministry of Interior, and maintains participation from representatives of line Ministries, institutions and organisations as determined by the Ministry of Interior. The Board's responsibility is maintained for formulating, coordinating and implementation of Turkey's migration strategies concerning foreigners.

In Jordan, the Jordan Response Plan (JRP) has been developed under the supervision of the Government of Jordan (Ministry of Planning and International Cooperation as lead), through the Jordan Response Platform for the Syria Crisis (JRPSC).³¹ The JRPSC is a platform for cooperation between the Government of Jordan, donors, UN agencies and NGOs, with the aim of coordinating humanitarian and development responses as related to the Syrian refugee crisis in the country, namely through the JRP. To better coordinate, the JRPSC has implemented an online information management system where information is collected on all projects and funding across the various sectors of engagement of the JRP: all implementing partners must upload their project information on the system, which is the sole government-owned system for tracking projects

³¹ For more information on the JRPSC, as well as the current and past JRPs, see: JRPSC 2018.

related to the JRP. Lastly, the JRPSC has established 12 Task Forces for technical discussion and policy advisory support across the various sectors of engagement of the JRP (education, energy, environment, food security, shelter, social protection, health, justice, livelihoods, municipal services, transport, WASH (water, sanitation and hygiene)).

Practical application

- Establish a broader coordination platform with participation of all relevant stakeholders involved in refugee response: governmental, international, non-governmental.
- Establish focal points within all Ministries holding responsibilities in refugee protection, integration and development, with set working and reporting lines among them.
- Design the cooperation platform in a way that it allows for a) the exchange of experiences and lessons learned and b) the compilation and listing of all programmes and initiatives, to avoid repetition and gaps.

Promote awareness and advocacy

Raising awareness and countering misinformation about the refugee community and the impacts (positive and negative) on the host community are necessary steps to ensure and promote social cohesion. In terms of humanitarian and development responses implemented in the context of a refugee crisis, it is necessary to communicate to the host community the added value and potential benefits of development-oriented support towards refugees, as well as to counter false narratives. Strategic awareness-raising communications campaigns, media trainings and joint community events, and engaging trusted local sources in the design and implementation of such measures, represent just some of the ways in which host countries can promote social cohesion.

For international organisations and civil society organisations, such platforms can also offer the opportunity to cooperate on advocacy, linking protection- and development-oriented partners. Such advocacy cooperation can advance efforts further than done separately, for example in the area of right to work, creating an enabling environment for refugee investment and entrepreneurship, or ensuring labour rights safeguards. The leverage of individual development partners, together with protection-oriented ones, can better promote the aims of both, thus should be promoted.

Media training in Turkey

The Turkish NGO SGDD-ASAM, with the support of the British embassy, have implemented an awareness-raising programme with local Turkish media and press on reporting on migration and refugee issues. Over the course of five two-day seminars, the programme trained over 600 media staff. Trainers from the UN Population Fund, UNHCR and UNICEF participated to help explain the need to be careful with the language used in the press with regard to refugees in the country, and the potential impact on social cohesion and inclusion.

Qudra: strength, ability, resilience³²

In Jordan, Lebanon and Turkey, the project “Resilience for Syrian refugees, IDPs and host communities in response to the Syrian and Iraqi crises”, supported by the EU Regional Trust Fund and the German government, includes a specific module on social cohesion (QUDRA 2018b). This module focuses on different areas for each country. For Jordan, they have developed information campaigns (videos for distribution on television and social media) to provide accurate and reliable information on Jordanian and Syrian workers’ rights and responsibilities in the workplace (QUDRA 2018a). In Turkey, the project aims at building up multi-service centres and mobile outreach units, to provide information but also services (e.g. non-formal education, sports, culture, psycho-social counselling, skills training, etc.) for use by all within the community (Turkish and Syrian). Intercultural activities taking place at these centres concentrate on including Syrian and Turkish youth, children and women in particular (QUDRA 2018c).

Practical application

- Factor in awareness raising and advocacy in protection and development programmes to inform the public and address concerns among local populations.
- Conduct media trainings with local journalists on terminology and sensitivity related to reporting on refugees and migrants.
- Adapt community events to include refugees, through dual language programmes and/or outreach to refugee communities to participate.

Acknowledge the host country’s provision of a global good

Major refugee-hosting countries are providing a global good, and those in developing regions carry the majority of the responsibility worldwide (UNHCR 2018k). As such, financially, but also politically and rhetorically, it is important for the international community (donors, international organisations, civil society) to provide credit where it is due, and to hold up the good practices of host countries in regions of displacement at the international level. This principle was asserted in interviews with international organisations in Turkey and Lebanon, as well as with policy makers themselves, who at times compared their own efforts with that of the international community, in the context of limited resources available to them.

Practical application

- Donors: Ensure that the efforts of host countries are politically acknowledged and that the resulting funding needs of major refugee-hosting countries are met.
- Meet resettlement needs globally, by ramping up processing times and increasing resettlement quotas nationally – before the number of hosted refugees becomes substantial and the situation untenable.



³² This is the Arabic word (and its meaning) used within the project “Resilience for Syrian refugees, IDPs and host communities in response to the Syrian and Iraqi crises”, funded by the EU Regional Trust Fund.

Integrating development perspectives into service provision



Integrating development perspectives into service provision

Adapt relevant policies to enhance service provision and development planning

In the context of crisis response, host countries should re-examine or implement strategies and broader policies that plan for needs and responses in the context of mass arrivals and protracted displacement – at both the national and regional level. Such policies need to be re-adapted to the new situation, which includes increased burdens, particularly on national infrastructure, services and resources, increased responsibilities, especially in terms of protection needs, but also certain opportunities for development of the country itself. This includes in particular contingency plans, national (and regional) development plans, migration and refugee policies, and sector-specific plans (e.g. on education, health, energy, etc.), where existing. For UN institutions, the UN Development Assistance Framework should also be assessed, as the main medium-term framework that shapes the UN's response in a country based on the national development priorities and the 2030 Agenda (UNDG 2018). It is necessary to re-evaluate these policies as they were likely developed prior to the refugee influx and thus the situation is expected to have changed. For protracted crises, a specific plan that integrates humanitarian and development needs as related to the crisis can be useful in terms of planning (for national stakeholders, donors and implementing partners) as well as fundraising across various sectors with needs (see box on the Lebanon and Jordan Crisis Response Plans) – see Figure 2 which outlines a participatory approach by geographic and sectoral area.

Contingency plans may need to be updated based on geographic dispersal of refugees and to evaluate whether specific responses such as evacuation plans are still relevant.³³ They should encompass not just immediate emergency response but also crisis preparedness and post-crisis response, to prepare already for mid- and long-term impacts of mass arrivals.³⁴ Countries' contingency plans also establish the conditions for their triggering (temporal, numerical or proportional³⁵) and the areas of intervention (technically, geographically and over time), based on a national approach and specific needs.

In terms of migration and refugee policies and strategies to implement them, migration- and protection-related structures (public administration, infrastructure, services) may have been overburdened due to the extent of arrivals. Alternative strategies may be required, particularly in the context of ensuring and maintaining protection, including ways to facilitate access to documentation or lengthen periods of renewals of documents to decrease pressure on migration-related structures.

Due to their nature, national development plans take a longer-term approach (5- or 10-year plans). Therefore, integrating recent changes, despite their large impact, is complicated: for example, estab-

³³ For example, in a recent study on the longer-term impacts of the 2006 bombardment of Lebanon by Israel, particularly for migrant domestic workers, policy makers highlighted that the previous strategy – evacuation of the country through Syria – was no longer feasible due to the ongoing conflict going on there. Therefore, their response and contingency planning for such potentialities have needed to change in view of the recent conflict and refugee influx. See: Mansour-Ille and Hendor 2017.

³⁴ The International Federation of the Red Cross and Red Crescent Societies has published a guide to contingency planning, which outlines how to plan and takes into account displacement (internal displacement and refugee flows) as a potential emergency to be planned for. See: IFRC 2012. Such plans are relevant not just for host countries but also for sending and transit countries, and should also cover mixed flows. The Migrants in Countries in Crisis initiative (MICIC) has developed guidelines to support states' planning and response to migrants caught in situations of crisis in host countries. See: MICIC. 2016. The EU-funded MICIC project has also supported contingency planning and crisis coordination, through targeted capacity building initiatives. For more information, see: ICMPD 2018.

³⁵ For example amount of time elapsed since first arrivals, the number of refugees having entered the country or the proportion of refugees having entered the country in comparison to the national population.

lishing economic reforms to deal with a current situation but without knowing how long the situation will last is difficult. Where possible for ongoing development plans, the principles of the existing plans should be adapted for refugees as a separate component or strategy. For newly developed plans, they need to account for increased pressure on infrastructure and resources, thus targets and prioritisation may need to be adjusted. They can also account for potential positive development impacts (e.g. job creation through investments). In general, national development plans should address migration needs, particularly those of refugees in protracted situations – in line with the approach of the 2030 Agenda for Sustainable Development – as it is a cross-cutting issue. This was emphasised in particular in interviews with international organisations.

Adjusting these plans and policies are especially significant as they also guide donors, UN agencies and other implementing partners to better organise their approach to support development and humanitarian responses in the country.³⁶

Lebanon Crisis Response Plan (LCRP)

The LCRP is a joint plan between the Government of Lebanon and its international and national partners for the response to the Syrians displaced in the country. It is led by the Ministry of Social Affairs for the Government of Lebanon, and is co-led by UNHCR and UNDP. Approximately 160 partners, encompassing Lebanese Ministries, UN agencies and international and local NGOs – are partner to the plan. Within the plan, sectoral operational response plans are outlined, covering: basic assistance, education, energy, food security and agriculture, health, livelihoods, protection, shelter, social stability and water.

The LCRP approach from the start aimed at implementing an approach that jointly deals with humanitarian as well as development needs, and the rhetoric used in the plan has highlighted the need for holistic, comprehensive and long-term responses. While much of the approach is still very much focused on responding to immediate needs, the plan does channel much-needed support to Lebanese road, water and waste infrastructure, municipalities, health centres, hospitals and schools, all of which have been impacted to varying extents by the Syrian influx.

Developed for the 2017-2020 time period, the LCRP is founded on a needs-based, bottom up and cross-sectoral approach – and as such, is updated every year in line with an annual review of needs. Each year detailed targets and budgets for the upcoming year are included, as well as indicative plans for the following year, and key achievements from the previous year are highlighted.³⁷

³⁶ See for example the UN Development Cooperation Strategy Turkey for 2016-2020, which establishes a framework under which all UN agencies should coordinate their development-related work in the country. In particular, it identifies its starting point as Turkey's Tenth Development Plan (2014-2018), based on which the UN strategy was developed to identify key areas for cooperation and support to the Plan. The Syrian refugee crisis is already noted in terms of: the need for flexibility and to account for new developments and challenges; the burden placed on public administration, infrastructure and services as related to migration and international protection; and potential risks for the set goals and targets. See: Government of the Republic of Turkey and UN Turkey 2015.

³⁷ See the most recent plan at: UNHCR Inter-Agency Coordination Lebanon 2018.

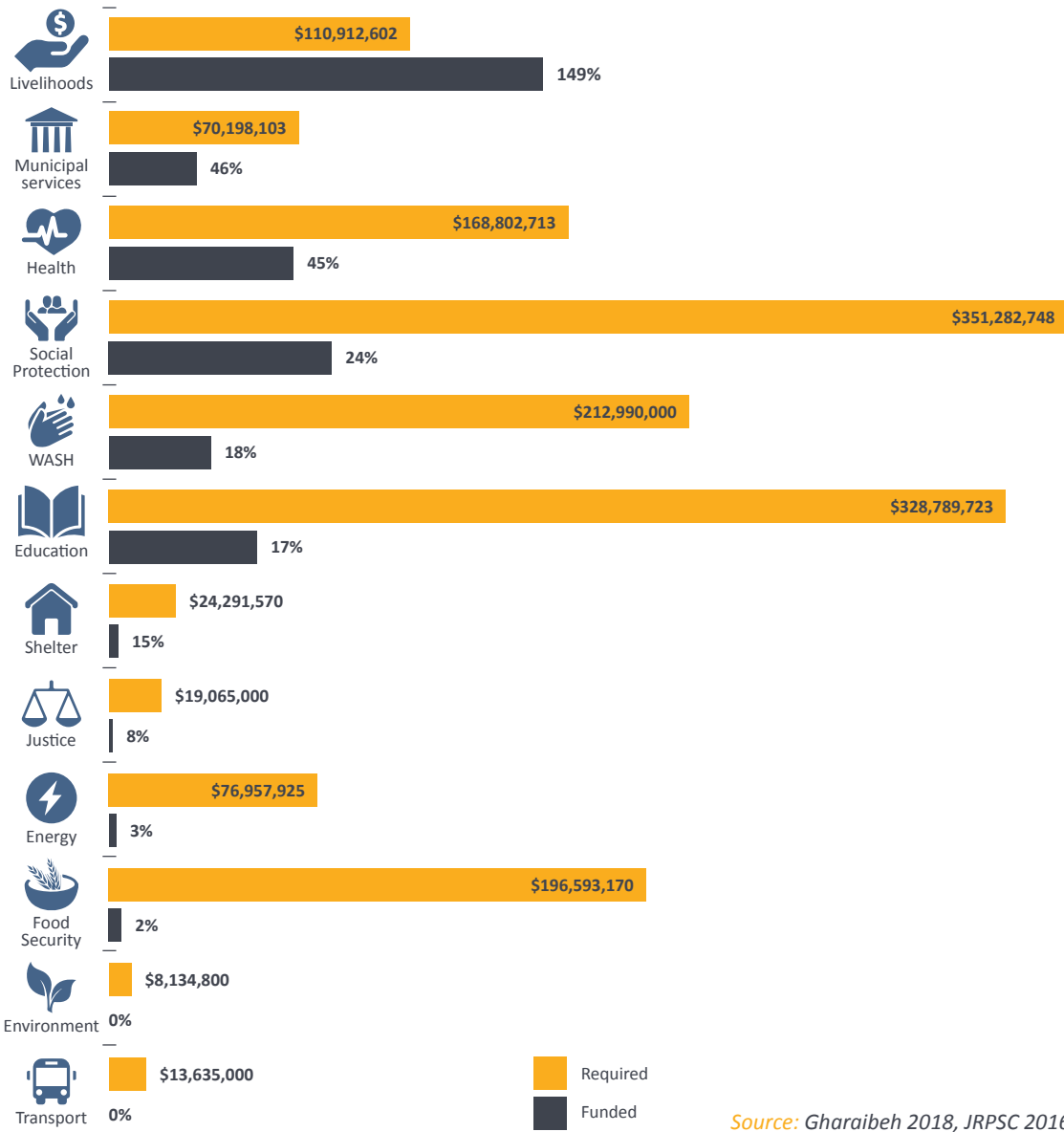
Jordan Response Plan

Similar to the LCRP, the JRP has been developed to coordinate actions taken by the Government of Jordan and the international community in response to the Syrian refugee crisis in the country. The JRP adopts a development-displacement approach, emphasising resilience of Syrians and Jordanians in the country, especially in terms of maintaining living standards and access to quality services, as well as assuring decent job opportunities.

The JRP (like the LCRP) also has a three-year approach, but across 12 sectors: education, energy, environment, food security, shelter, social protection, health, justice, livelihoods, municipal services, transport, WASH. It is prepared within the framework of the broader JRPSC (see box “Coordinating – donors and host countries” under section “Establish and empower coordination structures”), which coordinates international response to the Syrian refugee crisis in Jordan.

Based on these 12 sectors, specific needs for the functioning of each sector, and related funding needed, are set. Yet Jordan’s response has been hindered by the reduction of international aid, which is unevenly dispersed across the various sectors. Figure 2 highlights the funding gaps for the JRP in 2018 (as of October 2018). This logically entails the assumption of the costs by the Government of Jordan. However, if it cannot cover all such costs, a reduction in quality or availability of services and infrastructure in one or a few of the sectors is likely.

Figure 4: Jordan Response Plan required funding as compared to received funding for 2018 (as of October)



Source: Gharaibeh 2018, JRPSC 2016.

Practical application

- Review existing contingency plans, development plans, sector-specific plans and migration and refugee policies with a view to flexibility and preparedness in case of large-scale arrivals of refugees.
- Donors: support the development and implementation of specific plans for protracted refugee situations with particular emphasis on arising long-term economic and development needs of host countries.

Enrol refugee children in school

Enrolment of refugees and other displaced or vulnerable populations (i.e. longer-term refugee flows, vulnerable migrant workers, vulnerable and poorly accessible host communities) into the national education system as soon as possible once the situation has become protracted maximises the benefits for both the refugee community and the host community. Such an approach allows children's full and active participation in the community.³⁸ Furthermore, in cases of protracted displacement, the country avoids a young refugee population without the skills (and in some cases also language) to contribute to the host country's economy, while at the same time increasing the potential productivity of the population. This productivity can be capitalised on to respond to the host country needs, and/or to (re-)invigorate trading relations within and via the origin country once conflict ends. Finally, the country also avoids creating an unsustainable and burdensome separate structure – both financially, and in terms of identifying and implementing specific solutions and strategies for a newly created structure. To do so, however, states (and the international community as donors) will have to account for additional costs related to longer working days for teachers or employment of additional teachers, unpaid or subsidised registration fees, provision of necessary equipment, impacts on educational infrastructure, etc. Where temporary education facilities have been set up, they should be phased out slowly and paired with efforts to shift pupils onto the national curriculum and to support their language learning, where needed.

This policy approach goes beyond a simple enrolment of children, but also encompasses efforts by Ministries of Education to examine and respond to children's specific needs related to language, literacy and grade level. For young adults who have aged out of the system, opening up the possibility for them to also achieve a diploma and (vocational) skills are also important in the mid- to long-term. Vocational training programmes are also an important element (see "Certify and train").

Enrolling children into the national education system may not always be immediately possible, for example in cases where children arrive in the middle of a school year, or the inability of a school to absorb additional pupils, or the need for children's education to be "topped up" before enrolment to achieve the level expected of the curriculum, or in a camp setting where a separate school structure may be unavoidable. Nonetheless, usage of the host country curriculum, integrating language courses when needed into curriculum, preparing host country teachers for the new profile of students and working towards integrating children into the national system should be a main aim due to the positive impacts on the labour market and society at large noted above, and efforts concentrated around this aim.

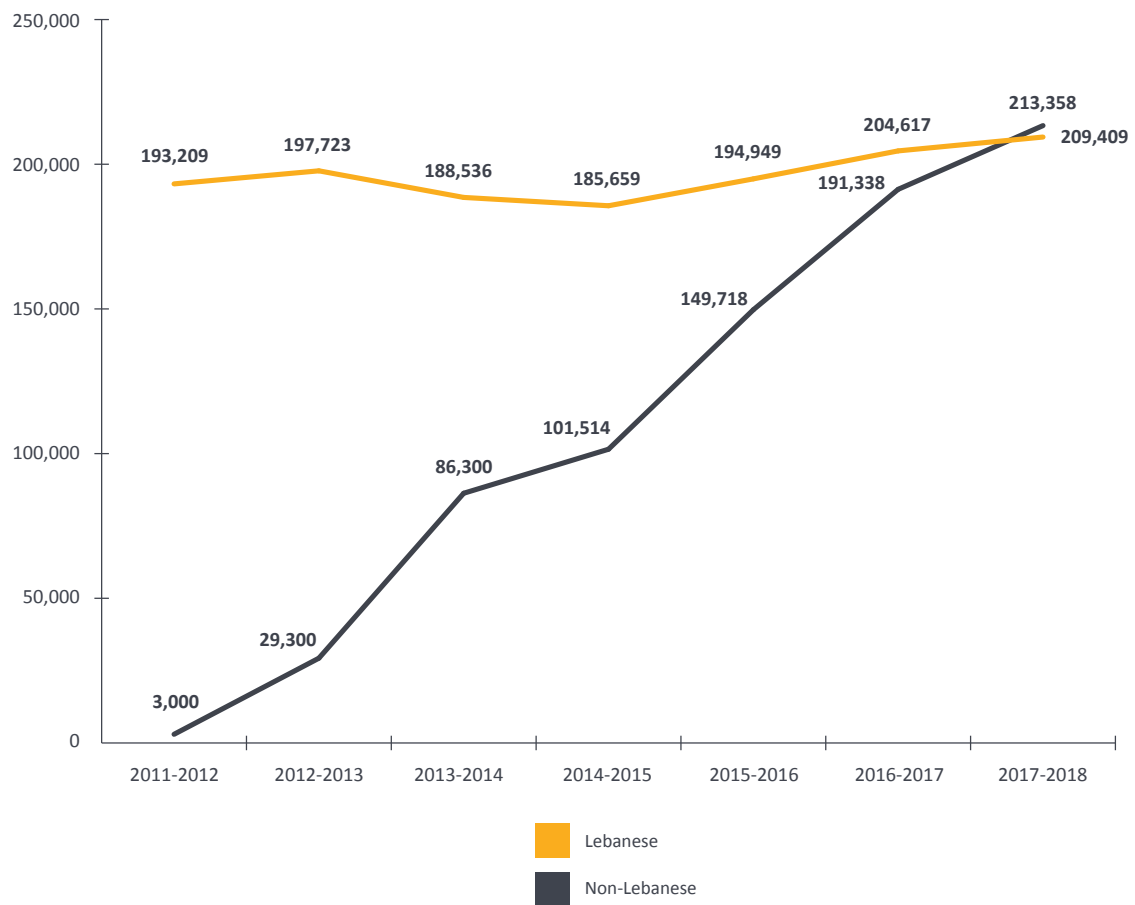


³⁸ In line also with Article 28 of the Convention on the Rights of the Child on the right of the child to education and on the basis of equal opportunity.

Lebanon's experience with second-shift schools

As of 2014, Lebanon's Ministry of Education and Higher Education began implementing the Reaching All Children with Education (RACE) programme (Lebanon Ministry of Education 2018c), which focused on outreach to all children in the country in need of education (both Lebanese and non-Lebanese, including Syrians). As the public schools reached full capacity, they established a second shift to accommodate the growing number of Syrian children in need of education, using Lebanese teachers and curriculum. As of mid-2018, 349 public schools opened up second shift schools to Syrians across Lebanon (Lebanon Ministry of Education 2018a). In the first few years of implementation, there was already an observable increase in enrolment in formal public education of both Lebanese and non-Lebanese (Syrian) children (see Figure 5) (Lebanon Ministry of Education 2018b). Ongoing efforts are focused on improving the quality of education and ensuring children's access to education in the country.

Figure 5: Enrolment Trend of Lebanese and non-Lebanese (Syrian) Students in Lebanese Public Schools



Source: Ministry of Higher Education, Lebanon, RACE project

Even while increasing enrolment of Syrian children into the education system, new challenges emerged in responding to the needs of Lebanese and non-Lebanese (particularly Syrian) students. In particular, Syrian students had challenges related to gaps in learning due to the conflict. In response, the Ministry implemented a number of programmes, particularly non-formal education programmes. The Basic Literacy and Numeracy programme and the Accelerated Learning Program, for example, provide accelerated and focused support to students with lower levels of education as compared to their age, or with difficulties in literacy and numeracy.

Such an approach responds to the needs of Syrian children, but also to Lebanese: it improved outreach to Lebanese children (increased enrolment), invested in Lebanese public schools (infrastructure and services provided)³⁹ and supported employment of Lebanese teachers. As such, the approach has been lauded as a success, with documented improved progress among the students and a positive reaction of parents with children enrolled in the schools.

Turkey's experience with educational cash transfers

Turkey's educational cash transfers system – Conditional Cash Transfer for Education Programme – provides cash support to families to encourage them to enrol their children in school. The support is provided per school-age child: 35-60 TL per child per month, the same amount as for Turkish families eligible for the programme (EC 2017c), more for girls and for secondary school-age. It is aimed at countering the incentive for child labour and child marriage through the provision of an economic incentive for school enrolment. The educational cash programme has been implemented in addition to the emergency humanitarian aid they receive if registered and in need, thus eligibility for one programme does not exclude someone for another.⁴⁰

The programme has had a significant positive impact of increased enrolment of children in school. Families have reportedly been more convinced about sending their children to school because of the payment and are increasingly allowing their children to go to or to go back to school. As of June 2018, 356,611 children's families have received at least one CCTE payment (Turkish Red Crescent 2018).

However, challenges still remain: attendance still doesn't cover the entire population, so work is ongoing. For those children who start missing school or drop out (potentially for reasons related to child labour), their families may be visited by child protection teams (see box "Child Protection Outreach Teams in Turkey") to further support their re-enrolment. According to the Turkish Red Crescent, even if they have not been able to access all children who should be going to school in the country, especially among 13+ year olds, they are still able to identify them and collect data and feedback to the Ministries and others to better design programmes to respond to them.

³⁹ This is particularly significant considering chronic underfunding of the education system of Lebanon since at least 2005 and the related negative impact that had on the quality of the education provided. This underfunding has been related to: "dated approaches to pedagogy, unfavourable allocation of public resources to the education sector, low investment into education infrastructure and premises, and noticeably absent discourse towards investment in preprimary and post-primary education." See: Lebanon Ministry of Education 2018b: 6.

⁴⁰ The ESSN programme was established in December 2016. At its start, it reached 3,900 beneficiaries, and as of May 2018, 1.8 million beneficiaries. Beneficiaries receive 120 TL per person, per month.

Finally, some students are still not aware of their eligibility for cash transfers, while others apply but still don't meet the criteria. So for the Ministry of Education, awareness remains an important challenge.

Practical application

- Adapt programmes for students with special needs (lower levels of education, language, literacy, numeracy).
- Develop outreach programmes to encourage enrolment of refugees and vulnerable citizens in the public school system.
- Donors: examine your funding strategies related to education and assess whether funding can be applied more sustainably, for example through educational infrastructure (school buildings).

Integrate refugees into the existing service infrastructure, where possible

As a general approach, service provision to refugees should go hand-in-hand with those services already provided to the local host community, and particularly to vulnerable citizens. This concerns all relevant service sectors, such as water and waste services, health services, social services, welfare services, education, etc. – and should encompass services provided not only by the state but also by non-governmental and international organisations in the country. Humanitarian or development-focused NGOs (e.g. Red Cross/Red Crescent) and international organisations who have a longstanding and positive reputation in the country for their service provision should be engaged, to capitalise on those positive relationships already established and their experience.

Creating new (parallel) structures should be avoided – this benefits neither the host community nor refugees and has been strongly argued against by national and international policy stakeholders interviewed in Turkey and Lebanon. This is due to the fact that parallel structures funnel funding (often international aid) into unsustainable structures that will need to be dismantled once the funding dries up (whether due to donor fatigue, new priorities or cessation of the conflict and shift of funding to reconstruction). The host community is the biggest loser in this scenario, as it has not been able to capitalise on the funding to improve the quality and scope of its outreach and service provision to its own nationals. For refugees, parallel structures can hinder integration in the longer term.

Rather, using existing structures ensures that the approach and funding for support to essential services is directed towards sustainable structures that can respond to the local population in the mid- to long-run, as well as can promote the employment of the local population (as the services and infrastructure for it would need to expand). On the other, it also ensures that the refugee population has access to a similar level of (essential) services as the local population (and vice versa). One NGO interviewed in Lebanon advocated for re-visualising traditionally humanitarian actions as actually development-oriented to a certain extent, considering that a large part of humanitarian work is also focused on supporting the existing system and state structures in the country.

At the same time, based on the political or structural limitations in place in the host country, integration of services to refugees and displaced populations may not be possible in every sector or – as with education, discussed in the previous section – may not be immediately feasible. Nonetheless, efforts should be made by the international community (operational actors and donors) to clarify where development efforts can be focused. For example, where connecting water and sewage services to informal camps may not be possible, development and construction of a waste management system may be possible, in lieu of short-term waste removal efforts.

Supporting the Lebanese health care system

Lebanon's middle income country status has traditionally excluded it from eligibility for support in terms of development funding.⁴¹ However, due to the Syrian refugee crisis, donors and international organisations are better able to engage in new areas related to development – to the benefit of Lebanese institutions. One example of this has been international engagement supporting and reinforcing the Lebanese health care system and access to universal healthcare coverage in the country, through various projects funded or implemented by the EU, World Bank, Agence Française du Développement, the American University of Beirut, UN agencies (the World Health Organization (WHO) and the UN Children's Fund in particular) and NGOs (Amel Association).⁴²

This support has been focused on increasing the resources of Lebanon's primary healthcare centres, which have been overburdened by the influx of Syrian refugees, to ensure they can still respond to the needs of the local and vulnerable populations in the country (both Syrian and Lebanese). Services focus on essential healthcare, including e.g.: child vaccinations, maternal health (pre- and post-natal) services, mental health services, breast cancer screenings, screening and services for those with noncommunicable diseases (including hypertension and diabetes) (Republic of Lebanon, Ministry of Public Health 2018b). One project has also implemented support via mobile clinics, to respond to inaccessible areas and populations (Amel Association International 2018). Another project has already reached around 280,000 Lebanese, 255,000 Syrians and 7,000 other nationalities with essential healthcare services (Republic of Lebanon, Ministry of Public Health 2018b).

Such projects bring together humanitarian and development goals: reinforcing healthcare institutions in the country, and improving Lebanese citizens and Syrian refugees' access to essential and emergency health services. Such an approach will have longer-lasting positive impacts on Lebanese institutions and is an example of a way for a host country to capitalise on the support they receive from the international community to respond to the needs of displaced populations, for the benefit of their own country.



⁴¹ Some donors use the classifications of “middle income”, “low income” to determine the type of aid for which a country is eligible. As a follow-up to the World Humanitarian Summit, the OECD has put out a guideline on how to better support middle-income countries impacted by crises, in terms of humanitarian aid and development assistance. See: OECD 2018b.

⁴² See, for example: Republic of Lebanon, Ministry of Public Health. 2018a, 2018c; Amel Association International 2018.

Practical application

- Donors: examine your short-term funding strategies and reassess whether a more sustainable application can be applied.
- Enrol refugees in national programmes, when possible (e.g. social protection, health, etc.).
- Ensure that national infrastructure reaches refugee communities (e.g. energy, water, shelter).

Integrate host populations into programmes and projects

The necessity of including or reaching out to host populations – particularly the most vulnerable, as well as children, youth and women – in project and programme design and implementation was strongly emphasised by policy stakeholders in Jordan, Lebanon and Turkey, and should be a basic tenet of all projects targeting displaced populations. This can entail a wide range of inclusionary approaches, such as:

- vocational training or job placement programmes, especially for youth and women,
- awareness raising and communication activities within both communities,
- community-building programmes aiming at bringing the host and displaced populations together,
- employing local citizens in projects,
- purchasing products from local businesses whenever possible, and
- inclusion of vulnerable citizens in basic service provision services provided to refugees.

Indeed, in many of the Syrian response projects currently implemented in Jordan, Lebanon and Turkey, particularly those related to skills and business development, host communities already make up a significant portion of the required target group (e.g. between 30-50%).

These approaches diffuse tension and can counter false or prevalent narratives about refugees, the services provided to them by humanitarian actors and the impact on host communities. Such narratives and tension are counter-productive to the efforts of humanitarian (and development) actors, as host communities and government policy can become hostile to refugees as well as to aid agencies based on such (false) perceptions. At the same time, these efforts go a long way to improving social cohesion in the country.

Lebanese job creation in the Syrian crisis response

Interviews in Lebanon highlighted also the employment and business opportunities provided to Lebanese by the Syrian crisis response, including as suppliers contracted by humanitarian NGOs or agencies, employers and landlords. A recent study has also highlighted the contribution of the 3RP multi-country refugee response and resilience plan to economic growth and job creation in the region: for 2017 and 2018, the potential of the 3RP (and its USD nine billion budget) has been estimated as a projected gross domestic product (GDP) impact of USD 17-25 billion and the creation of 75,000-110,000 jobs (Schillings 2018).

Under the (LCRP) to the Syrian crisis (see box “Lebanon Crisis Response Plan”), the inter-agency coordination group publishes information on job creation through LCRP-related projects. In 2016, USD 1.14 billion was provided to support the response to the Syrian crisis. Through this

funding, 22,502 jobs (temporary, full-time and part-time positions) were created in Lebanon in 2016 (UNHCR Inter-Agency Coordination Lebanon 2016):

- 10,181 full-time jobs, such as those created in small businesses benefitting from financial support, employees hired in World Food Programme-contracted shops, staff in public institutions, local staff in UN agencies, international organisations and NGOs and contractor jobs working in the various sectors.
- 12,321 part-time jobs, such as first and second shift teachers and part-time staff hired in World Food Programme shops (UNHCR Inter-Agency Coordination Lebanon 2016).

Practical application

- To avoid negative sentiment towards support for refugees among local populations and to the extent possible, design programmes that involve and benefit these populations as well.
- Donors and international organisations: procurement of products and services should be done with local businesses and partners whenever possible.
- Include a (realistic) quota of host country citizens in any training programmes.
- Include vulnerable host country citizens in provision of essential services.

Strengthen the national institutions

In line with previous policy options outlined in this chapter on integrating displaced populations into the national services and on integrating the host population into programming – applying a development or resilience-based approach requires donors to examine how to best strengthen and support national institutions' mandates and responsibilities as regards international protection. This was called for by a wide range of stakeholders interviewed and consulted. This includes not just migration governance systems, but also other systems involved in the response, such as health, social services and education, but also justice and security. Donor actions should focus on sustainable efforts related to capacity building and technical assistance that will have longer-term impacts, such as construction of infrastructure, staff training and development, etc. Finding ways to accommodate or support the capacity needs of institutions, even given funding requirements, help ensure a longer-term development perspective. Funding of unsustainable structures or human resources should be avoided, or should be implemented with a limited temporary time frame, until institutions' capacities have been strengthened to deal with the new influx.

Practical application

- Donors: fund programmes and projects that integrate refugees into existing national programmes.
- Donors: provide funding for sustainable capacity building and technical assistance to institutions (at the national, regional, municipal level) that are involved in the refugee response.

Boosting business and decent work



Boosting business and decent work

Certify and train

Vocational trainings are a major approach employed by donors and implementing agencies in the context of support provided to refugees in host countries. Indeed, there are so many across so many different types of skills, across cities and regions in host countries, by a variety of donors across the globe, and for various target groups (e.g. women, youth), that some interviews highlighted their ubiquity, as well as the need to better coordinate them. Nonetheless, they are an important step in promoting employment of refugees in host countries, especially in areas with human resource needs (which can be determined by a labour market assessment, see “Conduct a labour market assessment”) and according to host country needs (including regulations regarding “open occupations”).

Trainings should not be implemented in one-off approaches, but, when possible, as continuous coaching services, especially for entrepreneurs of small businesses. Moreover, training programmes should encompass not only vocational skills but also soft skills, especially in cases where refugees may come from a different business culture and may not yet be familiar with business norms in the host country. Such soft skills training could include business culture and norms, how to do taxes, how to avoid grey markets, etc.

At the same time, training programmes need not be focused solely on host country (first country of asylum) markets, but rather could also be expanded to potential future markets in view of resettlement and return. Such approaches ought to be coordinated with resettlement countries to ensure that the training programmes match their needs, as well as with international partners in view of potential reconstruction and post-conflict needs in the country of origin.

In addition to training programmes, certification of refugees’ skills is an important step in the process, as they may lack documentation of these skills. Ministries of Education, in line with targets and priorities set based on a labour market assessment, should open already existing certification processes to refugees in the country, to ease refugees’ entrance into the labour market and the host country’s ability to capitalise on their existing skills.

Apprenticeships and vocational training programmes go hand-in-hand with both certification and employment processes (see “Employ refugees” below). As such, they should be tailored to regional or local needs (or needs in the country of resettlement or return) and integrated within existing national programmes (i.e. the same curricula and courses).

Lessons from vocational training in Turkey

For Syrians in Turkey, training programme demands vary from region to region, but across the board are higher for those professions that allow the person to establish his or her own business (e.g. hairdressing). Vocational and language courses are the most popular, and the vocations differ from region to region based on the local market. For example in Gaziantep, leather production vocational trainings are popular.

The Turkish public education centres have a list of 3,000 courses they can provide across the board. Any group of at least 12 can come to the centre and request for a course to be opened and then the centre is required to open a course, if they're able to provide an appropriate certified trainer on the subject. Therefore, local availability of course are aligned with the availability of trainers and the popularity of the course for a region. Courses are not restricted to citizens, and thus are available also to Syrians.

For those Syrians who have a diploma certificate with them, a Turkish board can also provide them already with the equivalent certification. For those without, they can apply to a provincial commission or do a test with the Professional Competencies Authority under the Turkish Ministry of Labor, who would then assess the person's qualification and provide them with the equivalent certification.

At the high school level, Turkey also has vocational education centres. While they previously had an upper limit of 18 years old, they have now opened enrolment to all ages, keeping in mind young adults who lost years of their education due to the conflict in Syria and/or their displacement.

Practical application

- Open national certification processes to refugees and devise specific skills assessment and recognition programmes, allowing them to receive documentation of their formal and informal skills and qualifications.
- Design vocational programmes based on a labour market assessment, to ensure skills training matches the labour market needs of the host country.
- Design vocational programmes for refugees as ongoing processes and include soft skills training.
- Cooperate with actual/potential resettlement countries on integrating skills training components into vocational training programmes that match the labour market needs of the destination countries.

Employ refugees

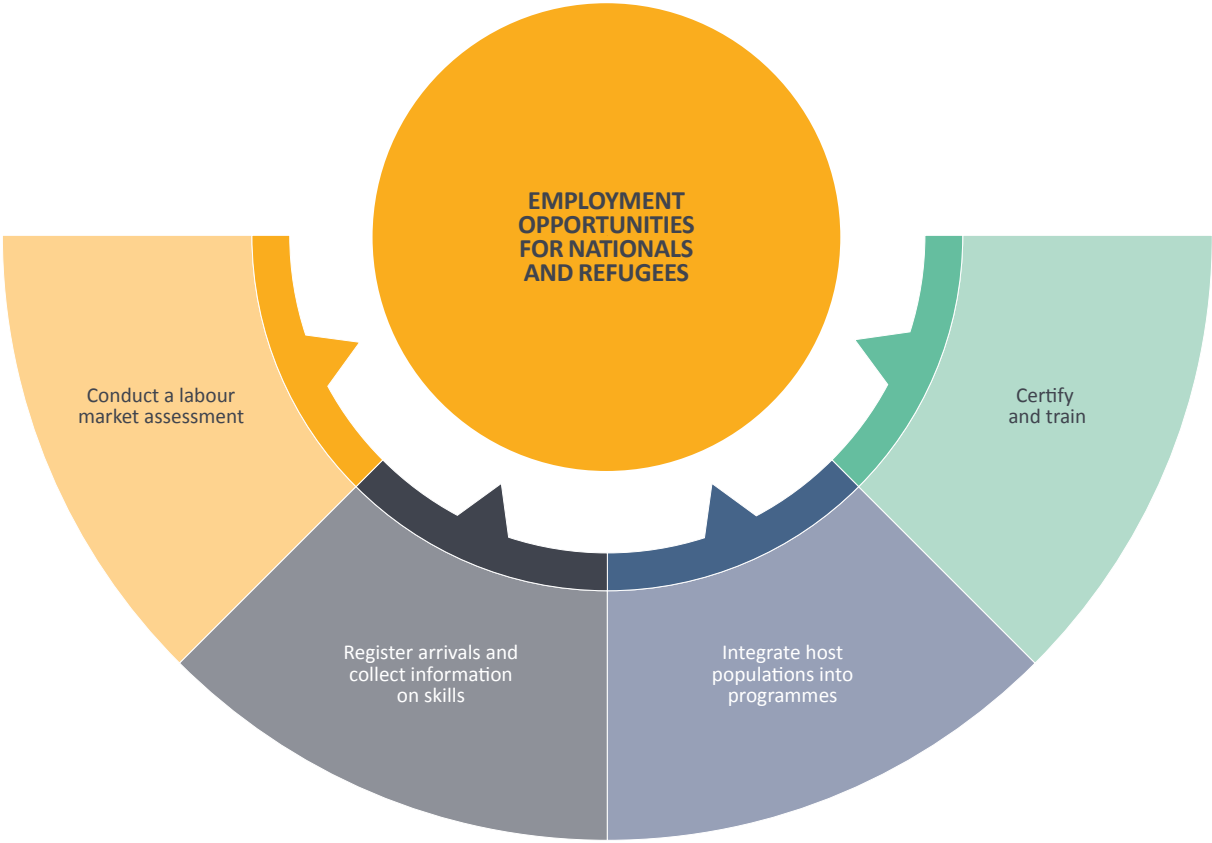
Based on a labour market assessment, as well as information collected on the human, social and economic capital refugees possess and have brought to the country, host countries should permit and promote employment of refugees.⁴³ In areas where women's economic participation is low, this should be encouraged in particular. Figure 7 demonstrates how the various policy options outlined under previous sections feed into this option and can promote employment for both host community nationals and refugees. Formal employment and access to work permits are key, as without access to the labour market refugees would likely work in the informal market. This can have negative implications for both

⁴³ Granting refugees formal labour market access can have positive impacts for both refugees and host communities (citizens, businesses and the broader economy). See: TENT and Center for Global Development 2018a, 2018b.

refugees and the host country government, such as labour violations or exploitation for the former and loss of tax revenue for the latter.⁴⁴ By identifying areas of potential growth, where refugees can be employed, refugee innovation used or refugee capital invested, the host country can capitalise on access to a new pool of skills and capital.

One NGO interviewed also highlighted the importance of employing refugees for social cohesion. Access to formal employment and work permits is important for refugees' health (particularly mental health) and integration process (through contribution to the society in terms of taxes, etc.). In parallel, citizens would be able to observe refugees contributing to society by working but also by paying taxes, which can increase social cohesion.

Figure 6: Policy option interlinkages feeding into job creation for refugees and nationals



⁴⁴ Employment in informal markets should not, however, be seen in a purely negative light. Indeed, for migrants and refugees, particularly those with irregular migration status, the informal labour market provides employment opportunities and financial support to those with limited access to it.

Moreover, policy makers have highlighted the added value of employing refugees in services provided to them, particularly outreach teams (see “Assess and adapt your own outreach”), where their linguistic and cultural knowledge can improve service delivery and awareness raising efforts. One stakeholder highlighted previous experience with successful volunteer programs that have used retired nurses, doctors, midwives and teachers, to either provide services or to upscale refugees to deliver those services. Refugees are best placed to communicate with those from their own community, and the use of interpretation can often be a barrier to effective and comfortable communication. Moreover, this can help establish a trusting relationship between government institutions and the target population, who may not be comfortable with government authority figures or institutions.

In particular, interviews highlighted the possibility of employing refugees in sectors or at levels where host country citizens are not interested in working but where there are labour needs of host country businesses.⁴⁵ In some cases, businessmen in certain sectors may have challenges in being able to find qualified staff with the appropriate skills, and refugees would be able to respond to that need, either with their own skills, or following training. However, policy makers should ensure refugees’ willingness and capability to respond to those needs – particularly by employing a participatory approach (see “Ensure a participatory approach”).

Related to this, the country should ensure that procedures and regulations related to business development (see “Support business development”) and refugee employment are clear and simplified. International organisations and NGOs can support in the registration process when useful.⁴⁶ Difficulties can arise when the procedure for registering employment is difficult, when quotas are applied, and when the financial responsibility for the registration lies with employers. For some employers, employing refugees informally would therefore have less cost, thus incentivising informal employment.

Employing Syrians in service provision in Turkey

In Turkey, Syrians have been employed through the Ministry of Family and Social Policies, the Ministry of Education and the Ministry of Health in specific areas of service provision, to capitalise on the linguistic and cultural knowledge, and key expertise they possess. In the case of the Ministry of Family and Social Policies, they have received an exemption from the Ministry of Labour in order to employ Syrians in their outreach and service provision activities, as their engagement has been proven to improve the effectiveness of the Ministry’s outreach to the Syrian population.

⁴⁵ For example a labour market assessment conducted in Istanbul identified key sectors where Syrian youth could be employed, where there is high demand and not a high willingness to work in those sectors from Turkish citizens: retail, textile, construction, hospitality and health sectors. See: INGEV 2017.

⁴⁶ For example, IOM has implemented a project focused on entrepreneurship of Syrians and Turkish citizens, as well as job placement of Syrians (104 since end of 2017; aim is 140 by end of 2018). Entrepreneurship support and job placement was implemented based on the market (manufacturing sector, textile, trade) and also sectors where Arabic speakers could be of added value. At the start, IOM began with outreach to businesses to gain their support. Then IOM helped businesses register refugees for the work permit, and also supported by paying some of the costs (e.g. 6 months of the salary of the worker for the first year, and 3 months of the salary the second year). ILO in Turkey also used an incentive scheme for employers to employ Syrian workers, which was evaluated as successful and will now be formalised as an approach. They paid some of the social security costs and the cost of registration.

Turkey's Ministry of National Education has also employed Syrian teachers in temporary education centres (TECs) in temporary accommodation centres,⁴⁷ to teach according to adapted Syrian curriculum and maintain Syrian children's access to education during their displacement. Syrian teachers began providing services around 2011, but in 2014 this was regulated with legislation to formally employ them in the TECs, through international funding. The Ministry of National Education also made efforts to identify and train Syrian teachers to improve the education services provided in the TECs: Syrian teachers were identified through commissions at the local level and were provided with trainings to improve their instructional and topical knowledge (two week trainings, three times).

There are also discussions on how Syrian teachers could also be integrated into Turkish state schools, if international funds are available to support their employment. Further, more detailed procedure would still be required regarding provision of work permits, and supporting them in terms of adapting to the Turkish curriculum.

An international project implemented by WHO, the Turkish NGO SGDD-ASAM and the Provincial Public Health Directorates of the Ministry of Health, and funded by the Ministry of Health, focuses on training and employing Syrian doctors and nurses in the Turkish health care system, to improve health care services to Syrian patients by accounting for their linguistic and cultural needs (SGDD 2018; WHO 2018). The project aims to address the gaps and barriers in health services provided to Syrian refugees by empowering and integrating Syrian doctors and nurses in Turkish Migrant Health Centres. Since 2016, more than 1,200 Syrian health care workers have been trained and more than 600 medical staff have been hired by the Turkish Ministry of Health (WHO 2018).

Practical application

- Promote the recruitment of refugees in areas where they have professional skills, based on labour market/skills shortage assessments and refugees' skills assessments.
- Provide targeted training for host country employees/supervisors on integrating refugees on the shop floor.
- Upskill or upgrade/promote host country employees already employed within companies where refugees are hired.
- For medium- to large-scale enterprises, source products or services needed from businesses that employ refugees. Integrate such an approach into the company's corporate social responsibility strategy.



⁴⁷ TECs were established in 2014 (new centres as well as formalising those operating under Syrian charities) with the aim of responding to temporary inflows. They primarily used Syrian curriculum, adapted to Turkey, in Arabic but with Turkish language courses also. By 2016 it became clear that the protracted nature of the Syrian refugee crisis required a longer term solution, as their separate nature was considered burdensome for state structures and the approach was considered unsustainable (financially and societally). Thus they began to be gradually phased out. As of mid-2018, they are planned to be phased out by 2020, but exemptions will be granted if provinces need longer to phase them out. For more information on TECs, see: Memişoğlu 2018.

Focus on decent work, rather than number employed

Setting and meeting goals for employing the target population are important to ensure the impact of a policy approach. However, the number of displaced employed should not be the main or only indicator of success. Rather, the focus should be on ensuring a meaningful impact of employment of refugees on the host country and the refugee community, and promotion of decent work should be a primary aim. While highlighting the actual number of work permits issued can be an important way to communicate a host country's efforts to integrate refugees, shifting the focus to purely numeric indicators can undermine the potential of the development-displacement approach (Lenner and Turner 2018a, 2018b). As such, donors and implementing agencies should keep this in mind when monitoring progress and linking targets with funding.

Finally, although there are often limitations in terms of open occupations for refugee employment, as determined by host countries, both host countries and international partners (donors and international organisations in particular) should consider the possibility of widening the opportunities available. In this approach, ensuring livelihood goals for refugees could look beyond employment in labour-intensive sectors and industries (such as construction, agriculture and textiles): while higher numbers of potential jobs may be available in these sectors, they can often be sectors that can be susceptible to exploitation, and are often low-skilled jobs that may not make use of refugees' skills. The refugee population may have other skills that could be used more effectively to the benefit of the host country. Further, employment in these sectors can have a negative impact for host communities by undermining wages for nationals, unless effort is simultaneously made to ensure decent work and enforce labour regulations.

ILO recommendations for ensuring decent work for refugees in Jordan

A recent ILO publication provides recommendations for practical solutions to the challenge of boosting Jordanian employment, incorporating Syrians in to the Jordanian labour market and ensuring decent working conditions. The recommendations are based on comprehensive empirical research in the country with Jordanian government representatives (including also managers, recruiters and officials), employers and employer associations, employees and unemployed workers (Jordanian, Syrian and other migrant workers), trade unions, migrant worker embassies and NGOs. The study also covered five specific sectors: agriculture, construction, domestic work, manufacturing and tourism. The report provides a large number of practicable recommendations, both in general and by sector – only recommendations related to promoting decent work are provided here (Razzaz 2017). For a comprehensive overview of the policy recommendations, please consult the ILO report (Razzaz 2017).

- Support the Ministry of Labour in advocating for and monitoring working conditions,
- Increase enforcement related to labour regulations and inspections (for example as related to payment of overtime wages, health and safety regulations, not as related to immigration status⁴⁸).

⁴⁸ For example, in Jordan, through the Jordan Compact, refugees have gained access to formal employment, where they may have previously been informally employed. This approach was taken in an effort to improve Syrians' access to social protection and their working conditions and wages. Some authors have highlighted implementation issues in terms of attainment of work permits, as well as the persistent issues related to informal employment for other nationalities (including Jordanian). See: Lenner and Turner 2018b.

- Develop and/or improve regulatory frameworks in relevant sectors where needed regarding working conditions (e.g. working hours, minimum wages, health standards, etc.).
- Harmonise wages between refugee and host community employees (and enforcing through inspections), to disincentivise employers from hiring refugees at a lower wage and reduce tensions between the refugee and host communities.
- Promote job placement and certification programmes that match potential employees within the refugee and host community with hiring employers, including for part time and short term jobs.
- Raise awareness among employers and workers on their rights and relevant regulations, during the work permit issuance process, at regular intervals, during inspections and with information campaigns. This can be done through inspection authorities during their visits, as well as through public information campaigns carried out by the Ministry of Labour, international organisations and/or NGOs.
- Look into the development of 'respectful workplace' programmes, to address concerns about high turnover of employees and treatment by employers. Workplace committees, supervisor training and assessments of employees and employers could be implemented through such programmes.

Support business development

In order to boost business development in host countries, in addition to measures directed to refugees regarding employment, efforts should also focus at promoting investment and entrepreneurship, both among the refugee community and the host community. Interviews highlighted the potential of refugee entrepreneurs, particularly for job creation in the host country, and measures that could promote their confidence and ability to invest. This includes reducing or simplifying regulatory burdens and barriers, supporting language learning, business training and improving access to capital and investment (including by raising awareness).

In terms of longer-term development, refugee investors, both in-country and from the diaspora, bring economic capital and can open up new markets, for example with or via their home country following the conflict's resolution, as well as providing products and services to their own community. This can have a positive impact on the labour market and national exports – even with small businesses. One interview suggested that such businesses can employ up to 10 people, and registering and supporting such businesses would be a way to capitalise on this opportunity.

Donors, implementing agencies and host countries should also prioritise communicating the potential opportunities for investment to the private sector. Using positive examples of refugee employment are important for demonstrating the value added to potential investors and employers, as well as to donors. Similarly, private firms could be incentivised to innovate and demonstrate the potential market opportunities by donors and international organisations looking to promote refugee employment in host countries.

Syrian SMEs and job creation in Turkey

Interviews and recent research have highlighted the potential and actual positive impacts Syrian refugee businessmen have had on the Turkish economy and labour market. As of March 2018, approximately 8,000 primarily small-scale businesses in Turkey registered on behalf of or with Syrian partners, an investment of nearly 500 million USD (Daily Sabah 2017). While this represents the registered number, the actual number of Syrian-owned businesses in the country would be much larger. Over the past four years, Syrians were the top nationality for business establishment in Turkey. This suggests a certain capacity among the population, as well as commercial intelligence. In the midterm, this could have an important economic impact for Turkey, especially with regard to job creation. A 2017 study estimates that a Syrian-owned SME, on average, employs 9.4 people, and reported that among those included in the study, SMEs planned to add 8.2 employees on average over subsequent year (Building Markets 2017).

Moreover, recent economic research has also highlighted that Syrian-owned businesses have increased trade with Syria and other Middle Eastern Markets and a limited increase in the inflation rate, and has been identified as a key driver in economic growth in certain regions and at the national level in 2015 (Devranoğlu 2016; Bahcekapili and Cetin 2015). Unemployment in the major refugee-hosting provinces has increased in two provinces, but has decreased in three – indicating that an increase in population (refugee influx) does not always lead to an increase in unemployment rates.

Syrian International Business Association

In 2017, Syrian entrepreneurs established the Syrian International Business Association, to levy the social and economic capital of the diaspora in supporting Syrian refugees in countries of first asylum in the region (Jordan, Turkey, Lebanon, Egypt, etc.). At its establishment, the network set its five main priorities for engagement with Syrian entrepreneurs:

- Regulatory barriers (investment climate, mobility, trade and labour laws)
- Youth empowerment, gender equality, and education (social inclusion, primary/intermediate education, professional training, gender programs)
- Opportunities for investment and matchmaking (identify sectors, markets)
- Solutions to financial sector challenges (access to finance, money exchange and movement)
- Making the strong links between business and philanthropy more systematic

Diaspora efforts have often been highlighted as crucial in post-crisis reconstruction, and have been identified as an important force for improving their co-nationals' economic integration and entrepreneurship (World Bank 2016). Therefore they can be key partners in boosting employment in countries of asylum through support to co-nationals and business development in such countries.

Investment and Matchmaking Platform

The World Bank has set up an “Investment and Matchmaking Platform” to support refugee and host community entrepreneurs, funded by its Partnership Fund for the Sustainable Development Goals (World Bank 2018c). It begins by matching enterprises impacted by the refugee crisis with global actors and investors, who provide assistance such as hiring or training, investing in the business, employing refugees, etc. This includes Sodexo, Citi, Hilton, Ben & Jerry’s, Barilla, Uniqlo, Microsoft and Massachusetts Institute of Technology, among others (World Bank 2018d) The Platform also sets up a programme to support investment and provide technical assistance to upgrade existing small and medium enterprises (Yong Kim 2018).

Practical application

- Establish funding streams for business development by refugee, diaspora and national entrepreneurs.
- Simplify or remove bureaucratic obstacles to refugee and diaspora investment.
- Improve refugee and diaspora access to capital and investment.
- Provide business training to refugees and nationals with capital to invest.
- Communicate and provide incentives to private firms to demonstrate the potential market opportunities among refugee markets or refugee-hosting markets.
- Consider cash-based support for refugees in terms of humanitarian aid.⁴⁹

⁴⁹ This is already in line with Goal 3 of the World Humanitarian Summit’s Grand Bargain. See: Agenda for Humanity 2018b.

4 Conclusions

This report has – first and foremost – aimed at responding to one of the identified policy options: “Acknowledge the host country’s provision of a global good.” Recommendations, feedback and good practices from policy makers and implementing partners in major refugee-hosting countries are held up in this report as examples to take forward to other host countries, to international organisations, NGOs and other implementing partners and to donors. It is important to celebrate the successes – in the form of good practices – achieved in such difficult environments. Such policy options have been identified as key for implementing a development-displacement approach in major refugee-hosting countries in the developing world, but can also be applied to smaller host countries, including the EU.

While all policy options have been identified as significant in terms of the positive added value they bring, it is clear that immediate implementation of all policy options from the start is not feasible. Smaller-scale versions of the policy options, pilots of certain options to test their impact and gradual or incremental implementation of new policies or phasing out of older ones are all ways to implement the policy options more realistically according to national priorities and feasible timelines. Thus, priority-setting of these policy options, in a context of limited resources, immediate, mid- and long-term needs and high international interest, is an essential next step for host countries. At the same time, donors must acknowledge host countries’ priorities as paramount, and follow their lead in priority-setting of funding. Otherwise key needs related to the host country’s development could be overlooked or de-prioritised.

Finally, as mentioned at the start of this report, policy options related to local integration of refugees must be embedded in broader international efforts, solidarity and responsibility-sharing. Countries in developing regions are already shouldering the majority of the responsibility of hosting refugees, thus this report in no way purports to suggest they take on more responsibility in terms of local integration. Rather, the policy options included here will only succeed when they are matched with global efforts related to the two other durable solutions for refugees: safe and voluntary return and resettlement.

Annex

Methodological Note

This report and the policy options presented here are based on desk and empirical qualitative research methods. Desk research was conducted on the development-displacement nexus, the Jordan Compact, and development-displacement responses in Turkey and Lebanon. In-depth desk research was also conducted and compiled into background reports, covering the situation in Lebanon and Turkey in terms of impacts of the Syrian refugee influx, as well as the relevant national policies developed in each case.⁵⁰ Information was also collected through participant observation at international conferences focused on lessons related to the development-displacement nexus.⁵¹

Thirty semi-structured qualitative interviews were also conducted with policy makers, international organisations, chambers of commerce, UN agencies and NGOs in Turkey (16) and Lebanon (13), as well as with a global stakeholder (1). These interviews were conducted in person or by Skype between 25 June and 17 July 2018, based on a semi-structured interview guideline. The researcher selected the institutions to interview based on background research conducted on the institutional framework of the Syrian response in the respective countries, as well as consultations with local experts. Interviews focused on the displacement situation in the country and the development challenges the respective countries face, particularly related to Syrian refugees in the country; policy responses, examples and best practices; longer-term and development needs; and recommendations for future action at the national and the international level.

A first draft of this report was presented on 18 October 2018 at the “Development-Displacement Nexus Roundtable on Policy Options” at OFID Headquarters in Vienna, Austria. The purpose of the roundtable was to receive additional perspectives to be integrated into the report, as well as comments and validation of the various policy options presented. The roundtable brought together a wide range of national and international stakeholders on the issue (15 different institutions), including major refugee hosting countries, UN agencies, NGOs and the donor community. Their feedback and presentations has been integrated into the report.

⁵⁰ These background reports have been published, see: Kabbanji and Kabbanji 2018; and Memişoğlu 2018.

⁵¹ In particular, an EC Ad Hoc Meeting with Partners on Implementation of the EU Approach to Forced Displacement and Development in Brussels, Belgium and the Third International Conference on Refugees in the Middle East in Amman, Jordan, entitled “International Community: Opportunities and Challenges”.

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