

VERSION: MANUAL : 4.0 – MARCH, 2012
PROCEDURE: 1.0 – MARCH, 2012

**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE
HUMAN RESOURCES DEVELOPMENT COMPONENT**

OPERATION IDENTIFICATION SHEET

1. Title of the Operation: Improving Social Integration and Employability of Disadvantaged Persons, TRH4.1.ISEDP/P

2. Operating Structure:

Ministry of Labour and Social Security (MoLSS) – EU Coordination Department (IPA Management Department)

3. Organization Responsible for the Implementation of the Operation:

Ministry of Labour and Social Security (MoLSS)

General Directorate of Labour

Department of Disadvantaged Groups (DDG)

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4. Compatibility and coherence with the Operational Programme:

4.1 Title and Number of the Programme: Human Resources Development Operational Programme (HRD OP) - CCI No. 2007TR05IPO001

4.2 Title of the priority axis: To promote an inclusive labour market with opportunities for disadvantaged people, with a view to their sustainable integration into the labour force and combat all forms of discrimination in the labour market (Priority Axis 4 - Social Inclusion).

4.3 Title of the Measure: To increase employability of disadvantaged persons, facilitate their access to labour market, and eliminate barriers for their entrance into labour market (Measure 4.1).

5. Description of the Operation

5.1 Contribution to the achievement of the Operational Programme: The Operation will focus on the fourth priority axis of the HRD OP (as described above).

This Operation will contribute to the inclusion of disadvantaged persons into labour market by increasing their employability, and by eliminating the barriers in accessing labour market and employment services. To that aim, this operation is structured along a number of convergent actions which include a service and a grant contract.

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The service component will strengthen the institutional capacity of the Department of Disadvantaged Groups (DDG) of MoLSS, relevant institutions and relevant social partners to provide better services in the field of employability of disadvantaged persons.

Under the grant component, innovative activities increasing the employability and facilitating the access to labour market and reaching the objective of creating a more inclusive labour market for disadvantaged persons will be supported.

This operation will create a synergy with “Improving the Quality of Public Employment Services-I Operation” where İŞKUR is the Operation Beneficiary for both. By “Improving the Quality of Public Employment Services-I Operation” İŞKUR is aiming to strengthen its administrative capacity by modernizing its’ provincial directorates to deliver better public employment services, improving labour market information system and ensuring an efficient job matching system; improving job, career and vocational guidance services and establishment of monitoring mechanisms of active labour market policies along with other activities. The grant and service components of this Operation will allow relevant social partners to increase their capacity. By this way, the public service provided by İŞKUR will have a better and parallel reflection among social partners.

The Operation will also contribute and support “Promoting Social Inclusion in Densely Roma Populated Areas” Operation by accepting the Roma citizens as eligible final grant beneficiaries. Therefore, the grant scheme of this Operation will be complementary to the purpose and objectives set out in the "Roma Operation".

This operation will concretely contribute to the achievement of the HRD OP where the result indicators are defined as:

- Number of disadvantaged persons entered into labour market following the services under the measure (OP target: 10000)
- Number of disadvantaged people established their own job after benefiting from the services under this measure (OP target: 50)

5.2 Overall Objective: The overall objective of this Operation is to promote an inclusive labour market with opportunities for disadvantaged persons, with a view to their sustainable integration into labour force and combat all forms of discrimination in the labour market.

5.3 Operation Purpose: The purpose of the Operation is to facilitate access of disadvantaged persons to the labour market and public employment services by eliminating barriers existent for the disadvantaged persons. To attain that final aim, the sub goals are as follows:

- Increasing the employability and labour force participation of disadvantaged persons.
- Increasing awareness on the problems of disadvantaged groups and combatting discrimination against them which results in exclusion from the labour market
- Increasing the institutional capacity of social partners and the Department of Disadvantaged Groups of the Ministry of Labour and Social Security which

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constitutes one of the main public institutions that develop policies and act in favour of disadvantaged persons.

5.4 Location(s):

Service Component:

The base of operation for the service component will be Ankara. All national level activities will be conducted in Ankara while some activities will be implemented in the relevant eligible regions.

Grant Component:

The grant component will be implemented nationwide. The details about priority regions will be explained in the Grant Guideline.

5.5 Duration: The service component will cover a period of 23 months and the range of awarded grants will be a period of maximum 12 months.

5.6 Target group(s)^{1, 2} :

- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in *gecekondular*³ areas
- Ex- prisoners, ex- convicts, convicts and prisoners
- Internally displaced persons (IDPs)
- Working children and their parents
- Roma citizens
- Children at risk of poverty and children in need of protection
- Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, people living in shelters, single parents, homeless people, seasonal agricultural workers and their children, travellers, etc.)

Indirect target groups:

- Ministry of Labour and Social Security
- Other relevant public institutions
- Social partners

¹As known, the Article 66 of the Constitution of Republic of Turkey states that “Everyone bound to the Turkish state through the bond of citizenship is a Turk”. Due to this approach in the Constitution, it is considered that it is not possible to implement Projects which directly target ethnical or cultural groups. Therefore, a spatial approach is accepted and every citizen living in the spaces where Roma citizens live in a high population density is considered as target group of this operation regardless of their ethnicity and cultural values.

² Please note that target groups for Lot-1 in the Grant Scheme will be referred to as “Roma citizens”, while Lot-2 will target (with exception to Roma citizens) the “Disadvantaged Persons”.

³ The term literally means "built overnight", describing illegal constructions, though it refers to a much wider social space / settlement where habitants live on the margins of big cities, with limited access to formal employment and to public services, and facing risk of poverty and exclusion.

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- Employers and other employees at the workplaces

5.7 Description of the Operation and background: The European Commission defines social exclusion as “a process whereby certain individuals are pushed to the edge of society and prevented from participating fully by virtue of their poverty or lack of basic competencies and lifelong learning opportunities or a result of discrimination”. Poverty and social exclusion together form a vicious cycle which if not tackled carefully erodes social cohesion, staggers the stable market and undermines sustainable economic growth.

According to the 2011 Poverty Study conducted by TURKSTAT in Turkey, relative poverty rate was 22,6%, while the EU average was 16,9%⁴. This rate is basically related to educational and work status in Turkey. The harsh and devastating effect of poverty affects mostly disadvantaged groups which are already in an unfavourable situation. As they have lower chances to be employed and educated, they are more likely to be poor and unemployed. Therefore, they must be supported to overcome such difficulties and have equal chances with others who do not face such difficulties. In case of people employed, low incomes, informal working, irregular income and deprivation of social security are the reasons of the poverty problem. Especially in “gecekondu” areas, working poverty is observed and people have difficulties to defray their basic needs. Moreover, the people who live in “gecekondu” areas face with the social exclusion risk due to poverty. There are no concrete data and statistics regarding labour market situation and poverty of people live in “gecekondu” areas.

In 1990s, south eastern and eastern Anatolia experienced forced migration due to security problems which hindered the regional economic growth. An important part of this displaced population generally migrated to the suburbs of urban settlements (namely “gecekondu”) which present unhealthy environmental conditions and are deprived of employment and income opportunities. Majority of the displaced population’s education level proved inadequate for urbanised employment; thus they constituted unskilled labour force. The low demand for unskilled labour force, lack of decent work for those not qualified and general low wages has engendered unemployment among this population; in the long run leading them into poverty which has aggravated their living conditions and pushing them aside from urban life. According to Turkey Migration and Internally Displaced Population Survey, nearly half of (44,5 %) the immigrants are unemployed while the other half (49,7 %) work informally. The share of formal employees in urban areas is 6.1 % and 5.0 % in rural areas. Before migration 18.2 % of households’ income was insufficient to meet basic needs, after immigration it raised to 70.7 %. When the employment and the welfare conditions reviewed together, migration has increased the gap in employment for both female-male and it seems to cause poverty of households. They basically experience access problems on public goods and services, education and health services and the labour market.

Considering the circumstances of ex-convicts and ex-prisoners, in order to hold on to life and not return to prison again, ex-convicts and ex-prisoners definitely need support. Due to insensitive and exclusive behaviour of society, they experience social and psychological

⁴ The persons with an equivalised disposable income below the risk-of-poverty threshold, which is set at 60 % of the national median equivalised disposable income (after social transfers).

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problems. These problems can largely be overcome with the employment of ex-convicts and ex-prisoners. According to TURKSTAT, the number of convicts who was released in 2008 is 72,420 while it was 115,195 in 2007. According to the Article 30 of Labour Law, it is mandatory to employ ex-convicts in public establishments in a number of 2% of the total employed in the establishments. Number of ex-convicts working in public establishments is 5,683 and there is still vacancy for 1,453 persons⁵.

According to TURKSTAT Child Labour Survey (2006), 5.9 % of children between the ages 6-17 are working. 31.5% of the working children continue to education whereas 68.5 % of children dropout of school. The working decision is not a decision made by children themselves but in the direction with the parents' needs, and in general the poverty of the family. Moreover, the low educational level of the families increases the child labour rate.

Domestic violence which causes women to be deprived of their right to take place in social and economic life is a global problem that crosses cultural, geographic, religious, social and economic boundaries. According to researchers, the main reason for domestic violence is the financial problems experienced in family. In respect to the results of the EU funded National Research on Domestic Violence against Women in Turkey, the prevalence of experiencing violence (physical and/or sexual) is 42 %, whereas the prevalence of physical violence is 39 % and the prevalence of sexual violence is 15 %. If the educational level of women exposed to violence is considered, the prevalence of physical or sexual violence experienced by women with no education or who have not completed primary school is 56 %, it drops to 27 % among women having at least high school education. When women have financial autonomy and better educational levels, such problems can be more easily tackled or eliminated. Also, rehabilitation services of women exposed to violence and of their children play an important role (great majority of women are ignorant of what these services are and how they are provided) as well as creating education and employment possibilities which will empower the women in the long term.

According to Turkey Disabled People Survey 2002, 12.29 % of the total population are disabled which demonstrates that the rate of people with disabilities is considerably high in Turkey. With regard to the Problems and Expectations of Disabled People Survey 2010 of TURKSTAT, 14.3 % of disabled people are employed whereas 85.7 % of them are unemployed or not included in labour force. Main reasons of that low employment rate are insufficiency of appropriate job opportunities and physical conditions of working areas in public and private sector and prejudice of society. According to Article 30 of Labour Law, employers who have 50 and more workers in private sector are obliged to employ people with disabilities at appropriate works at the rate of 3% of total workers while the rate is 4% in the public sector. In spite of these developments, new regulations are required.

When it comes to employment and decent work challenges of Roma citizens in Turkey, there are many interrelated challenges which cause a vicious circle of social exclusion. There is no accurate data regarding the number of Roma citizens and there are different estimates which change from half a million to 5 million Roma citizens. According to a Report made on Roma

⁵ İŞKUR Statistics Annual 2011

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citizens in Turkey (European Commission, 2010), it is estimated that most of them are living in Thrace and Marmara Region.

Among major challenges for Roma citizens stated in this Report, *inter alia*, are sub-standard accommodation, unhealthy environment, low school attendance and early school leaving particularly for girls, lack of job skills, high proportion of illiteracy, discrimination and prejudices which are creating a vicious circle of social exclusion and extreme poverty. Although there is no systematic data on employment and education situation of Roma citizens; it is not difficult to conclude that the rate is dramatically low. As they cannot access labour market and suffer from unemployment; children are forced to work rather than attending an education institution. This is one of the reasons for school dropout rates. In that case, children work in unregistered or illegal jobs in order to contribute to the family income. This situation leads to low attendance and early school leaving of the Roma children. Another crucial challenge is that many Roma children do not possess any identity card, therefore, they are not entitled to benefit from public services, a right granted to every Turkish citizen.

The issues that Roma citizens face with increased the attention in the international area and they started to take place in the agenda. One of the key challenges of Europe 2020 strategy is to promote the integration of Roma citizens. The EU aims at providing the inclusion of Roma citizens into the society, economy and labour market and has underlined ten specific objectives and pathways for overcoming the problems of Roma citizens' inclusion under a document of "10 Common Basic Principles for Roma Inclusion". The Government of Turkey started to explore the Roma issue on 10 December 2009 by organizing the First "Roma Workshop" which took place in Istanbul including 120 participants from the Rom, Dom and Lom associations to discuss the situation of these groups. This workshop was followed by a Roma meeting on 14 March 2010 where the measures to improve their situation were declared. Main priorities of Turkish government and the measures were identified as: handling poverty, lack of education, unemployment and housing problems.

Human Resources Development Operation Programme (HRD OP) which is implemented under IPA IV, targets disadvantaged persons and aims to improve their integration into the labour force and society through employment. By its use, the disadvantaged groups and Roma citizens' inclusion in Turkey can be reached by activities included in guidance and counselling services, special rehabilitation programmes, active labour market programmes, awareness-raising activities and supplying equipment for the special usage of people with disabilities.

Department of Disadvantaged Groups (DDG), the beneficiary of this operation, has three branch offices related with children, women and disabled people which were determined as priority vulnerable groups considering European Employment Strategy and the problems of labour market. Six assistant labour experts and two labour experts assigned to DDG in order to work for disadvantaged persons. In an attempt to ensure that the DDG staff work effectively and to the purpose related to the inclusion of disadvantaged groups in labour market and increase their employability, the qualities of staff should be improved in the fields of programming, planning, implementing, monitoring, evaluation and overall coordination within public administration.

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The mission of DDG by law is to eliminate the worst forms of child labour, increase the employment of women and remove the obstacles to the employment of people with disabilities, at the same time, promoting equal treatment and opportunities and through the policies and strategies for the prevention of discrimination, ensuring the employment and employability of disadvantaged groups.

Recently a Decree Law has been put to force by the government with a direct impact on DDG. The Decree Law Number 665 has merged the provincial directorates of İŞKUR and MoLSS under “Provincial Directorates of Labour and Employment Agency” and affiliated them directly to İŞKUR. With this rearrangement two separate institutions providing complementary services in public domain has been assembled under the same roof. İŞKUR is entitled to exercise his power in the provincial areas through the newly established provincial directorates.

In order to realize its mission, DDG implemented projects and programmes. By means of European Union funding and technical assistance of International Labour Organization (ILO), “Elimination of Worst Forms of Child Labour” Project was implemented in seven provinces of Turkey in 2005-2007. Another project with the financial support of USA Ministry of Labour-ILO, “Struggling with Child Labour by Education in Turkey” (From the Farms to School) Project realized between years 2004 to 2008. With the participation of all relevant organizations and institutions, manufacturers and non-governmental organizations, “Action Plan for keeping the children away from the nut farms in the Provinces where nuts are grown” was generated and activities were implemented in 2011 and are still in operation. “Risk Groups in Working Life, Redounding Vocational Skills Project” which aimed at enabling the family of children in risk groups to acquire vocational skills and promoting the children for education was enforced in 2010-2011. “Enabling Local Resources in Elimination of Child Labour” Project, which started to be performed in 2012, targeted at providing support to implement “Time Bound Policy and Programme Framework for the elimination of Child Labour” efficiently and contribute primarily to the elimination of worst forms of child labour.

Given this background, it is generally acknowledged that no sustained improvement of the living standards can be achieved without incorporating disadvantaged persons into labour force.

Furthermore, there is a lack of qualitative and statistical data and social inclusion map in Turkey. The lack in status analysis in this area disables policy making and implementing public institutions to define the situation in all aspects and create appropriate tools of solution. This lack of knowledge undermines any work or policy to be defined by relevant institutions and therefore the problem remains unresolved and in the long run deteriorates.

To tackle these specific problems and contribute to the integration of disadvantaged person in labour force, this Operation has been designed with a service and grant component.

The *service component* will aim at improving the institutional capacity of DDG, other relevant institutions and the social partners which provide employment related services to

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disadvantaged people. The main focus of the component will be to increase the professional capacity of DDG and relevant actors in its mission to:

- design, conduct and monitor policies/strategies encouraging fair and equal treatment while preventing discrimination in occupational life;
- design adjustment policies for the disadvantaged persons in line with EU standards; concerning the programming, planning, implementing, monitoring, evaluation and overall coordination within public administration of the activities and policies related to the inclusion of disadvantaged groups in labour market;
- conduct researches, analysis and evaluation studies with relevant public authorities when necessary;
- carry on awareness raising activities and provide information to general public.

Additionally, the service component will also strengthen the capacity of social partners involved in contributing to and facilitating the social inclusion of disadvantaged persons via supporting and disseminating DDG policies and regulations as well as best practices.

Within the scope of this component, mapping activities will be conducted. These activities are essential to the Operation for it will define the disadvantaged groups which need more intervention and will serve to the designation of future actions and strategies to be embraced by DDG. Mapping activities are suggested to be carried out in tandem with the mapping activities that will be carried out by Union of Municipalities of Turkey under the Operation of “Employment and Social Support Services Coordination and Implementation Model for the Integration of Disadvantaged Persons ” (for all disadvantaged groups listed in the HRD OP) and by the Ministry of Family and Social Policy under the Operation of “Promoting Social Inclusion in Densely Roma Populated Areas” (solely for Roma citizens).

The **grant component** will comprise of two Lots. The first lot will be awarded to projects targeting social inclusion of Roma citizens. 30 % of the total budget allocated to the grant component will be the budget of Lot-1. The second Lot will be awarded to the projects targeting disadvantaged people other than Roma citizens with a budget of 70 % of the total allocated grant budget.

The ***first Lot*** will have a much specific approach aiming at promoting inclusion of Roma citizens in Turkey. The fact that the number of projects and policies implemented for issues of Roma citizens are very limited in Turkey and the lack of sufficient knowledge on them makes it much more logical to make a separate Lot and increase awareness on them. Moreover, there are new Roma organizations in civil society which need support in terms of institutional capacity. Furthermore, there are unique areas for Roma citizens which should be supported, such as lack of identity cards. Therefore, it is more appropriate to launch a separate Lot for Roma citizens. It will aim at easing integration of persons living in the areas where the population of Roma citizens is high into labour market and therefore social life. In this framework, the main areas which will be supported could be summarised as follows:

- Identity Card: Any activity to promote and ease Roma citizens having identity cards.

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- Skill development: Trainings and vocational trainings to increase skills of Roma citizens; providing mobile education centres for them; entrepreneurship trainings, job clubs, on-the-job trainings and internships.
- Education: Any activity to prevent early school leaving and promote education for Roma citizens (including pre-school education); to promote school attainment for those who are not in education, to provide literacy courses, to prevent discrimination against Roma children at school.
- Supporting health services for easing their labour force participation (i.e. providing mobile health control services, combatting against contagious diseases such as tuberculosis, etc).
- Rehabilitation and Guidance: Any rehabilitation and guidance services to increase employability of Roma citizens including children and families.
- Guidance and support services to benefit from public services and social assistance.
- Horizontal issues: Any activity based on raising awareness, preventing and fighting discriminatory practices and prejudices and preventing early marriages.
- Activities for empowerment of grassroot NGOs, working directly with Roma community in fields of education, employment and social services.
- Activities in the field of social innovation and social economy

The *second Lot*, will have a much more general approach aiming at promoting inclusion of all disadvantaged persons other than Roma citizens. It will aim at increasing employment and labour force participation of disadvantaged persons, facilitating their access to labour market, eliminating barriers for their entrance into the labour market, and ensuring sustainable integration into the labour market. Within this scope, guidance and counselling services, special rehabilitation programmes, active labour market programmes, and awareness-raising activities, network creation among social partners are the main activities that will be supported. Since there are interrelated challenges which result in a vicious circle, there appears a need for an integrated response for dealing with these challenges.

Eligible organizations for both grants will be non-profit making organizations having a legal entity as stated below:

- Local and regional public organizations
- Chambers of Commerce and/or Industry
- Professional Organizations
- Trade unions and employers' organizations
- Non-profit cooperatives
- NGOs working specifically in the field of disadvantaged persons (including foundations and associations)
- Organized Industry Zones
- Universities
- Municipalities
- Public Training Centres and Vocational Training Centres
- Vocational Schools of Higher Education and Vocational Secondary Schools

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The final list of eligible organizations will be indicated in the Grant Guideline.

During implementation of both service and grant components of this operation gender mainstreaming will be one of the points that special attention will be paid. Quotas for women participants, adequate content and design of the activities will be used as means of equal participation and benefit of women from the activities. Furthermore a special emphasis will be put on the women empowerment in the grant guideline.

5.8 Results with measurable indicators:

All the indicators will be assessed considering / mainstreaming equal participation of men and women.

Result 1: Awareness of disadvantaged persons about public employment services and public awareness concerning the integration of disadvantaged people to labour market increased.

Result 2: Employability and entrepreneurship for disadvantaged persons' increased.

Result 3: Institutional capacity of Department of Disadvantaged Groups, other relevant public institutions and social partners increased for providing and implementing an inclusive public employment policy.

5.9 Activities:

Result 1: Awareness of disadvantaged persons about public employment services and public awareness concerning the integration of disadvantaged people to labour market increased.

Service Component:

1.1. Develop a comprehensive awareness raising programme with effectively tailored messages, strategies and materials that will target at increasing the employment/employability/entrepreneurship of disadvantaged persons.

1.2. Organizing activities with participation of target groups (during the implementation of the Operation) aiming to draw attention on the existence of disadvantaged groups in society and their will to participate in social and economic life.

1.3. Organizing conferences in Ankara with the participation of representatives from the Beneficiary, stakeholders and social partners in order to present the final results of the operation, the achieved impacts and to underline the importance of the operation sustainability in the future.

1.4. Preparation of material which will serve to disseminate the best practices among grant projects carried out nationwide.

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Grant Component:

1.3. Awareness-raising activities (At least 60 awareness raising activities for informing disadvantaged people about means to access public services; at least 50 actions for elimination of stereotypes and prejudices against disadvantaged persons)

- 1.3.1. Identifying role models who had similar problems in the past and disseminating their success stories.
- 1.3.2. Organizing conferences, seminars, workshops, fairs.
- 1.3.3. Designing activities that inform disadvantaged about their legal rights and services provided by public institutions.
- 1.3.4. Printed materials (brochures, posters, leaflets etc).
- 1.3.5. Press releases and public spots.
- 1.3.6. Awareness raising activities towards local administrations, municipalities, NGOs, etc. on new concepts/practices such as social entrepreneurship, protected workplaces, etc.
- 1.3.7. Awareness raising actions for elimination of prejudices and discrimination against disadvantaged persons in workplaces. This activity also includes information days at workplaces especially to fight against prejudices.
- 1.3.8. Activities aiming at preventing discrimination against Roma children at school.

Result 2: Employability and entrepreneurship of disadvantaged persons' increased.

Grant Component:

2.1. Providing Guidance and Counselling Services

- 2.1.1. Designing and conducting job and vocational guidance services (Job-coaching services and job search assistance).
- 2.1.2. Providing counselling (education, CV preparing, career planning, etc.) and career services.
- 2.1.3. Creating “mobile teams” preferably at sub-provincial level, and composed of counsellors and relevant experts (“mobile single service offices”) reaching disadvantaged people where they live in order to detect especially those who can be guided towards ALMPs/ entrepreneurship within the period of grant scheme.
- 2.1.4. Organising “Career Days” on a regular basis which will bring the employers and the disadvantaged persons together.
- 2.1.5. Any activity to promote and ease the process of getting identity cards without which Roma citizens cannot benefit from public services. (Only eligible under Lot-1).
- 2.1.6. Providing guidance services to benefit from public services and social assistance to Roma citizens. (Only eligible under Lot-1).
- 2.1.7. Providing guidance and counselling services about the public services provided and the means to access them to target groups.
- 2.1.8. Empowerment of grassroots NGOs for provision of such guidance and support services.

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2.2. Rehabilitation Programmes

2.2.1. Developing, providing and/or directing people to medical and/or psychological rehabilitation programmes (i.e. providing mobile health control service).

2.2.2. Designing and providing rehabilitation programmes for people with disabilities, ex-convicts and ex-prisoners with a view to facilitating their access to labour market.

2.3. Education and Active Labour Market Programmes

2.3.1. (Vocational) trainings.

2.3.2. Re-trainings.

2.3.3. Entrepreneurship trainings and guidance.

2.3.4. On-the-job trainings.

2.3.5. Courses to develop key competencies (literacy, basic skills, mathematical skills, science skills, computer skills, etc.).

2.3.6. Providing internships, besides apprenticeships in SMEs.

2.3.7. Designing return-to-work programmes for those who are far from labour market more than 1 year.

2.3.8. Designing ALMPs that can be used in “social entrepreneurship”.

2.3.9. Providing consultancy on financial aids mechanisms for entrepreneurship.

2.3.10. Providing mobile education/training centres.

2.3.11. Providing literacy courses for particularly Roma citizens.

2.3.12 Provision of pre-school education and child care, especially for children in densely Roma populated districts.

2.3.13. Any activity contributing to the reduction of early school dropouts of disadvantaged children.

The core to both Grant Scheme is to provide target groups with a comprehensive and innovative set of activities defined according to their difficulties and living conditions. Therefore, both Grant Scheme will present the same approach. Deriving from the multi-dimensional character of poverty and social exclusion, a person may have various difficulties or multiple disadvantages in access to labour markets. Therefore, they need various services provided consequently or concurrently to be employable/employed depending on their situation in time of intervention.

Result 3: Institutional capacity of Department of Disadvantaged Groups of MoLSS increased for providing and implementing an inclusive public employment policy.

Service Component

The activities concerning service component will focus on increasing the institutional capacity of Department of Disadvantaged Groups and relevant institutions’ staff and social partners in order to better develop national policies for disadvantaged groups. In line with this commitment the service component will comprise the following activities:

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- 3.1. Survey and Mapping Activities
- 3.2. Training Activities
- 3.3. Study Visits
- 3.4. Forums
- 3.5. Network Activity

Grant Component

The activities concerning examination of different approaches and best practices in social inclusion and legal frameworks in EU member countries, training activities, development of a social and virtual networks open to civil society institutions, IT support to existing/on existent websites and periodical/ bulletin creation activities can be applied to the institutional capacity building of social partners.

6. Implementation arrangements

6.1 Institutional Framework:

The overall management of the Operation will be carried out by the following structures:

- Contracting Authority (CA)
- Operation Beneficiary (OB),
- Senior Representative of the Operation Beneficiary (SROB),
- Operation Coordination Unit (OCU).

This operation will be implemented under the Human Resources Development Operational Programme (HRD OP) which is managed by Ministry of Labour and Social Security (MoLSS) as the Operating Structure (OS) which also fulfils tendering and contracting tasks as the HRD Contracting Authority. The OS will be represented by Deputy Undersecretary of MoLSS as the Head of Operating Structure while the CA will be represented by the Head of EU Coordination Department as Programme Authorising Officer (PAO).

Contracting Authority: The CA will be responsible for tendering, technical and financial management of contracts under the operation. It ensures that all the documents, reports submitted by contractors are duly checked /controlled/ read/ approved by the OB which cooperates with the CA in managing the operation and any other aspects with relevance to the implementation of the Operation.

Operation Beneficiary: Department of Disadvantaged Groups (DDG) of MoLSS as the operation beneficiary will be responsible for the implementation of this operation. To that end, DDG will assign a high level manager who will act as SROB that will be the official representative of the OB. OB will establish an OCU which is the responsible body for supervision of implementation of the operation.

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Senior Representative of the Operation Beneficiary: The operation will be implemented under the authority of the SROB on the side of beneficiary. The SROB will act as the formal representative of the DDG and will assume ultimate responsibility for the successful implementation of the operation against the OS. He/she cooperates with the teams responsible to implement contracts (such as grant beneficiaries) ensuring that the tasks are performed in accordance with the pre-defined deadlines and the standards of quality required. He/she will provide preliminary approval of the reports of the contracts, or any technical and financial documents (such as approval of invoices with “read and approved” stamp) or deliverables and outputs, before final approval by the Contracting Authority.

Operation Coordination Unit: DDG will establish an OCU which will be adequately staffed composing of an Operation Coordinator and (at least) five DDG experts. The exact number of OCU staff will be determined through the Operational Agreement which will be signed between SROB and Head of Operating Structure. The existence of a professional and stable staff of OCU is guaranteed by DDG as a crucial factor for the timely and proper implementation of the Operation.

OCU is responsible for supervising the implementation of the operation which may include different types of contracts that will be managed by the CA. It will perform the following tasks (it is not an exhaustive list):

- Following operation activities and working in close cooperation with the teams responsible to implement contracts,
- Coordinate and facilitate processes between SROB, the teams responsible to implement contracts (consultant, contractor, grant beneficiary, TAT, etc.) and the CA regarding any kind of reports, requests, documents which need approval of SROB.
- Ensuring the required coordination with other departments within the DDG or other institutions related to the implementation of the operation.
- Ensuring timely delivery of all electronic and in paper reports, documents, transactions and information from grant beneficiaries as well as first level check and control of administrative, technical and financial aspects of the reports in accordance with the forms and instructions forwarded by the CA. OCU will act in line with the instructions delivered by the CA in terms of on desk and on spot checks/controls.

6.2 Proposed Monitoring Structure and Methodology:

The overall monitoring of the Operation will be performed by the following structures and tools under the daily supervision and secretariat of the OCU:

- Operation Steering Committee Meetings,
- Operation Monthly Management Meetings (and other if necessary),

Operation Steering Committee (OSC): OSC will be established to serve as a platform to share results achieved, follow-up of progress of the Operation (including different types of components/contracts) and exchange experiences, ideas etc. The SROB will initiate the establishment of a core OSC which will be composed of representatives of OCU, the teams

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responsible to implement contracts (consultant, contractor, grant beneficiary, Technical Assistance Team (TAT), etc.), the CA, stakeholders such as the representatives of Ministry of Justice, Ministry of Health, TÜİK, UMT, Ministry of Family and Social Policy, Ministry of Interior, Ministry of EU Affairs, General Directorate of Labour of MoLSS, Labour Inspection Board of MoLSS, Social Security Institution (SSI), İŞKUR, Turkish Trade Unions Confederation (TÜRK-İŞ), Hak-İş Trade Unions Confederation (HAK-İŞ), Confederation of Progressive Trade Unions of Turkey (DİSK), Turkish Confederation of Employers' Association (TİSK), relevant NGO's. Contracting Authority and the European Union Delegation in Turkey (EUD) are ex officio members of the Committee. The OSC will meet on a semi-annual basis. First OSC will be organized within 6 months of the first service or grant contract signed under the Operation. Organization of OSC meetings is under the responsibility of the DDG which may use TAT when available. Agenda of the OSC and brief note on the issues that will be discussed in the meeting will be provided to the members of the OSC at latest 1 week before. Minutes of OSC meetings will be kept by DDG (or TAT when available) and submitted to the participants in the meetings for their approvals at latest 1 week after. Minutes, agenda and brief notes can only be sent to the participants after the approval of the CA.

Operation Monthly Management Meetings (OMMM): It will be convened in order to monitor the activities of the operation, discuss and assess the progress of the operation and provide solution to the problems arising during the implementation of the operation. These meetings will be chaired by SROB. Contracting Authority, EUD, OCU and representatives of the contracts composing the operation (such as TAT) will be participants of the monthly management meetings. Minutes of OMMM will be kept by DDG (or TAT when available) and submitted to the participants in the meetings for their approvals. OCU may organize additional meetings with the teams responsible to implement contracts if necessary.

In terms of grant component of the operation, the CA will perform technical and financial monitoring of grant contracts as well as the verification activities. However, DDG will perform thematic control of grant contracts which is a type of control to be executed on grant projects implemented under this operation. It is complimentary component of technical controls/monitoring/verification made by CA. It is limited to ensure and control to reach quantitatively and qualitatively to the committed outputs and results stated in this OIS and to serve those outputs and results to the institutional, local and national needs, policy and strategies. Strategy to perform thematic controls will be defined and submitted to the CA when the Operational Agreement is signed.

As regards monitoring of operation on the basis of reports;

In terms of entire operation; DDG will submit progress reports to the CA on the overall progress of the operation. The format of the progress reports including irregularity reports will be provided by the CA. Progress Reports (PR) will cover the developments (such as technical and financial progress and indicators, achievements, risks and remedial actions etc.) incurred under the operation. PR will be submitted once in a year. Exact timing of submitting PR to the CA will be defined by the OS through the Operational Agreement.

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DDG will prepare Final Component Reports (FCR) when a component (service contract, grant scheme) under the Operation is concluded. The format of the FCR including irregularity reports will be provided by the CA. FCR will cover all activities and transactions (such as technical and financial data and indicators, achievements, failures, sustainability, lessons learnt etc.) incurred under the operation. Exact timing of submitting FCR to the CA will be defined by the OS through the Operational Agreement.

In terms of contracts; DDG with its OCU will ensure that the responsibilities regarding delivery, check, control and approval of documents as stated in part 6.1 of the OIS are duly performed. Types, frequency and content of the documents and reports will be defined specifically in the relevant tender documents of the contracts.

DDG is aware of its responsibilities as the OB including reporting requirements which will be defined in the Operational Agreement in detail. DDG is also aware that in addition to the reports mentioned above, ad hoc reports may be requested by the Contracting Authority on various aspects or issues related to the implementation of the operation. The content and time of submission of such ad-hoc reports will be agreed between DDG and the Contracting Authority on a case-by-case basis.

7. Risks and Assumptions:

Risks:

- Major break or interruption on the implementation of IPA in Turkey.
- Lack of awareness, willingness, motivation and self-confidence of the target groups.
- Difficulties in reaching the target groups.
- Insufficient participation of relevant stakeholders.
- Lack of sufficient qualified grant applications.
- Unchanged prejudices of society.
- Unexpected economic crisis.

Assumptions:

- Smooth implementation of the IPA instrument all over the period of execution of the Operation is ensured.
- Political and institutional stability is maintained.
- All relevant stakeholders have full awareness about importance of the social inclusion of the disadvantaged persons particularly Roma citizens through labour market integration.
- Target groups are fully committed and willing to take part in the activities.
- Central and local administrators in the regions where the Operation is implemented are supportive.
- The institutions are aware of their roles and responsibilities in the Operation.
- The society has a positive perspective towards disadvantaged people.
- Sufficient number of grant applications will be received through information meetings.

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8. Expected impact of the operation on the target group and multiplier/spill over effects:

The main expected impact of the Operation on the target group, namely the disadvantaged persons, will be increasing their employment or employability and eliminating barriers against their access to labour market.

Anticipated multiplier/spill over effects are the following:

- After the end of Operation, social service/assistance providers will be more accessible for the disadvantaged persons.
- Decreased risk of social exclusion of the disadvantaged persons that will lead to greater social cohesion.
- Improved synergy, coordination and culture of working together among different social service/assistance providers.
- More and accurate information on the target groups that will improve the quality of further projects and policies.
- New mechanisms and practices leading to easier access of the disadvantaged persons to the services.
- Changed attitude towards the disadvantaged persons and Roma citizens with their better integration to both social life and labour market.
- Increased productivity and active participation of disadvantaged persons in both social life and labour market.

9. Sustainability:

Improved capacity of the staff at central level who obtained the necessary skills in terms of communication, policy making and providing better services at the end of the trainings and study visits will contribute to the sustainability of the operation.

Labour force tendency survey that will be done in regular periods will provide to see the situation of disadvantaged people. Thus, policies and regulations will be made according to their needs and expectations.

By means of the Article 4 of Decree law (2011) no. 665 which made amendments in Law on Organization and Duties of Ministry of Labour and Social Security, MoLSS executes the duties in local through the local organizations of the subsidiary and relevant organizations of Ministry. Fortunately to that legal regulation, while policies are made by Department of Disadvantaged Groups, implementation of these policies will be executed at local level and services will become sustainable by this way.

Each and every grant project will include sustainability measures in order to provide sustainability after the end of projects. Furthermore, these grant projects will increase awareness on disadvantaged people and Roma citizens and they are likely to lead innovative policies and projects at national level. The best practices will also be source of inspiration for

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other service providers in this field. Partnership and association approach will be adopted and expected to continue even the Operation comes to an end.

The cooperation will be strengthened among the eligible organizations benefitted from grants. Thus capacity of project designing and policy making of these organizations towards disadvantaged groups will be increased.

The further Operations that will be conducted under Measure 4.1 of the HRD OP will also contribute to the sustainability of the Operation through interventions aiming to enhance labour market participation of the disadvantaged persons, including Roma citizens.

10. Horizontal Issues:

The Operation will take into consideration the following horizontal issues which HRD OP and MIPD for Turkey refer:

Equal opportunities for men and women will be ensured both in the selection and implementation of the grant projects and the principle of guaranteeing equal access to services will be ensured during the implementation of the Operation. Gender mainstreaming will be emphasized throughout the Operation especially in grant projects.

As regards *sustainable development and environmental protection*, necessary actions for ensuring the well-being of environment and society will be taken when appropriate. To that aim, for example, usage of environment-friendly materials and equipment will be encouraged during the grant projects.

As regards *participation of civil society*, it will be ensured that the widest participation of social partners will be involved in the implementation phase of grant scheme. Some of the grant projects may focus on the institutional capacity building of civil society actors which will enable them to address disabled people more effectively, thus empowering them with the knowledge necessary to advocate the claims of the groups they represent.

As regards *geographical and thematic concentration*, the Operation will be implemented at national and local level via service component and grant scheme, whereas geographical and thematic concentration will be ensured. The grant scheme will be implemented nationwide while the service component will be implemented in selected regions.

As regards *good governance*, that issue will be a permanent concern of the Operation at all stages and levels. All administrative procedures concerned with the award of contracts will strictly follow relevant EU rules and procedures. Lastly, transparency of procedures and results will be sought at all times.

11. Links with other IPA component measures:

This operation is linked with IPA component III on “Regional Competitiveness OP (RC OP)” and particularly with the measure M.2.1 of the RC OP which aims at improving the

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entrepreneurial skills. The disadvantaged who will benefit from entrepreneurial trainings and guidance services delivered under the grant component of the Operation can also be supported by the RC OP to start-up their business and to establish their business plans. Furthermore, improving the employability of the disadvantaged people will assist on the improvement of business environment by providing a more skilled labour force. In addition to these issues, attention will be paid to the priorities of the RC OP in order to ensure that trainings and guidance delivered in this operation will be consistent with the local/regional needs of the labour markets. Grant applicants will be guided in this direction in Guidelines.

Total Budget of the Operation: 31.700.000 €