

## HUMANITARIAN IMPLEMENTATION PLAN (HIP)

### TURKEY

**The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2019/01000**

AMOUNT: EUR 640 million<sup>1</sup>

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2019/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for DG ECHO's<sup>2</sup> partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

#### 1. CONTEXT

DG ECHO's Integrated Analysis Framework for 2018-2019 identified high humanitarian needs in Turkey. The vulnerability of refugees is assessed to be high. Turkey's INFORM risk index ranks at 4.9/10<sup>3</sup>, and UNDP Human Development Index at 0.791<sup>4</sup>. The conflict in Syria is now in its eighth year. Some 5 300 000 Syrians are registered as living in neighbouring countries. Within Syria, some 6 100 000 have been internally displaced, with an estimated 13 100 000 in need of humanitarian assistance.<sup>5</sup>

According to the Turkish Directorate-General of Migration Management (DGMM), over the last six years about 4 000 000 Syrians and non-Syrians have been registered by the authorities in Turkey, making Turkey the country hosting the highest number of refugees in the world. Given the unstable security situation in Syria, and with no comprehensive political agreement, conditions for safe, dignified and voluntary returns are not currently in place.

In Turkey, while the economy grew by 7.4% in the first quarter of 2018 according to official data, inflation increased to 17.9% in August 2018, and as of August 2018 the Turkish lira had fallen by 40% compared to the start of the year. The official unemployment rate reached 10.2% in June 2018.

#### 2. HUMANITARIAN NEEDS

##### 1) People in need of humanitarian assistance:

As of July 2018 there were 3 548 273 Syrians under Temporary Protection (SuTP) in Turkey, of which 203 358 are residing in camps. According to DGMM statistics, İstanbul

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<sup>1</sup> **The release of the full HIP amount is conditional on the payment of Member State contributions to the Facility for Refugees in Turkey in 2019.**

<sup>2</sup> Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

<sup>3</sup> [http://iafportal.jrc.ec.europa.eu/Portals/0/Uploads/2018/Annex\\_2\\_INFORM\\_Sep2018.pdf](http://iafportal.jrc.ec.europa.eu/Portals/0/Uploads/2018/Annex_2_INFORM_Sep2018.pdf)

<sup>4</sup> <http://hdr.undp.org/en/2018-update>

<sup>5</sup> 2018 Humanitarian Needs Overview (UN OCHA) <https://hno-syria.org/>

is the largest host province, with 563 963 SuTP registered, followed by Şanlıurfa with 469 215 and Hatay with 442 091<sup>6</sup>. These numbers refer to registered refugees only; there is likely also a large number of unregistered refugees in Turkey.

As of 31 August 2018 there were 368 227 people under International Protection (IP)<sup>7</sup>. In the year to 28 June, law enforcement registered 119,567 apprehensions of irregular migrants. The refugee population is quite homogenous regarding economic vulnerability. Analysis from the Emergency Social Safety Net (ESSN) shows 71%<sup>8</sup> are economically vulnerable, with 86%<sup>9</sup> working in the informal sector and so at risk of exploitation.

There are over 1 500 000 Syrian children under TP in Turkey. Of these, 976 200 are of school age, and more than 350 000 are Out of School Children (OoSC)<sup>10</sup>.

## **2) Description of the most acute humanitarian needs**

Obtaining comprehensive information on acute humanitarian needs remains a challenge. Most of refugees and persons eligible for subsidiary protection cannot cover their basic needs. While the fall in the Turkish lira and rising inflation further increases refugees' vulnerability, the protracted nature of the displacement has eroded their capacity to recover from shocks and to meet subsistence, health and educational needs. Continued regular and predictable support is required to limit the risk of resort to negative coping mechanisms.

Protection remains a major need. Refugees can face difficulties accessing social services and exercising their rights. While SuTP and IP applicants have access to a range of social services provided by and through governmental institutions, this can be hampered by factors such as lack of information, language and cultural barriers, and capacity issues. Some marginalised groups face additional risks. Turkey is building its capacity to provide services to refugees, but some gaps will remain in 2019.

Turkey has recently closed some temporary accommodation centers (TACs). In-camp refugees opting to live outside the camps face additional challenges. Neither a further influx of refugees, nor increased pressure for returns of refugees to Syria can be ruled out.

## **3. HUMANITARIAN RESPONSE**

### **1) National / local response and involvement**

The response from Turkey both at national and local levels is massive. The Turkish Government is the largest provider of assistance to refugees. Turkey states it has invested EUR 31 000 000 000 in support to refugees in Turkey since the beginning of the crisis.

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<sup>6</sup> DGMM August 2018.

<sup>7</sup> UNHCR August 2018.

<sup>8</sup> WFP profiling exercise.

<sup>9</sup> TRC livelihood survey.

<sup>10</sup> This refers to the 2017-2018 academic year for school age children.

The Turkish Government leads the overall response in-country. Its assistance plans include policies to incorporate refugees into government-run health and education schemes and to increase access to services, legal employment and citizenship.

Under the Ministry of Interior (MoI), DGMM registers refugees, and in early 2018 DGMM took over responsibility from AFAD for management of the TACs. The Ministry of National Education (MoNE), Ministry of Health (MoH) and Ministry of Family, Labour and Social Services (MoFLSS) extend services to refugees on a par with those available to Turkish citizens.

Hundreds of Syrian and Turkish Non-Governmental Organizations (NGOs) support relief efforts in partnership with authorities and international humanitarian aid agencies.

## **2) International Humanitarian Response**

The Regional Refugee and Resilience Plan (3RP) brings together the plans developed in response to the Syria crisis under the leadership of Turkey, Egypt, Iraq, Jordan, Lebanon and Syria to ensure protection and assistance to strengthen resilience of Syrians. 57 NGOs, international organisations, civil society organisations and the Government of Turkey are partners under the 2018-2019 3RP.

In Turkey, the aims of the 3RP are protection of vulnerable individuals; enhanced basic service delivery (health, education, social services); immediate assistance to SuTP and vulnerable members of the host community; and expansion of livelihood and job opportunities for SuTP and the host community. As of 25 September 2018, 62.7% of the 3RP for Turkey is covered<sup>11</sup>.

There remains no comprehensive international response plan for non-Syrian refugees, asylum seekers under IP or the specific needs of persons forced to leave their place of habitual residence.

## **3) Constraints and DG ECHO response capacity**

While Turkey is a middle-income country with capacity to integrate refugees into a range of services, there remain gaps in some specific sectors due to the scale of the crisis.

A major constraint is the regulatory environment for NGO partners. NGOs face difficulties receiving permits and authorisations both at the national and local level, including NGO registration and work permit requests for Syrians and foreign workers. NGOs face restrictions on conducting household visits, outreach, and case management, limiting the availability of real-time household level data to inform programming.

## **4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.**

Following approval of a second tranche of EUR 3 000 000 000 for the Facility for Refugees in Turkey (“the Facility”) for 2018-2019, DG ECHO will continue to respond to the needs of the most vulnerable refugees while working towards a transition to

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<sup>11</sup> <https://fts.unocha.org/countries/229/summary/2018>.

programmes managed by the Turkish Government and supported by longer-term development funding or the state budget. The Commission established the Facility to assist Turkey in addressing the immediate humanitarian and development needs of refugees and persons eligible for subsidiary protection and their host communities, and to assist national and local authorities in managing and addressing the consequences of the inflow of refugees and persons eligible for subsidiary protection.

In 2019, DG ECHO's strategy will focus on four pillars: basic needs; education in emergencies (EiE); health; and protection. While standalone protection projects will be considered, protection should be mainstreamed in all pillars. Interventions, particularly in the health sector, will be limited to filling gaps.

#### **a) Basic needs**

DG ECHO will continue to address the basic needs of refugees and persons under subsidiary protection through the ESSN. The ESSN uses a single cash platform to deliver monthly, unrestricted, multi-purpose cash transfers to support basic needs.

Proposals should build on the existing model, improving the targeting approach to mitigate exclusion errors for the most vulnerable refugees who still do not have access to the ESSN and reduce inclusion errors for less vulnerable refugees. In line with DG ECHO's Guidance Note on the Delivery of Large-Scale Cash Transfers proposals should outline, to the extent possible, clear segregation of duties between partners carrying out activities related to component A (such as: needs assessment, targeting, beneficiary registration and post distribution monitoring); component B (the delivery of cash transfers) and component C (independent Monitoring, Evaluation, Accountability and Learning). Partners should be able to demonstrate, in a transparent way, that the amounts transferred to beneficiaries are maximised as compared to the cost of delivery and core support activities.

A clear strategy for transition to the national system will be a vital part of the ESSN under the second tranche of the Facility for Refugees in Turkey. Partners should demonstrate experience in working with the Government of Turkey as well as in social protection and livelihoods.

Humanitarian safeguards and complementary assistance schemes should remain crucial aspects of the ESSN to support and enhance the overall humanitarian response in Turkey. A solid Accountability to Affected Population (AAP) strategy is expected, including transparency and widespread availability of information including eligibility criteria and entitlements. Appeals mechanisms will have to be continuously ensured.

DG ECHO will retain the ability and flexibility to adapt the ESSN depending on context-specific circumstances and the evolution of the situation over time.

#### **b) Education in Emergencies (EiE)**

DG ECHO funding for EiE in Turkey will focus in particular on Out of School Children (OoSC), and reintegrating children into formal education.

DG ECHO will continue to support the delivery of the Conditional Cash Transfer for Education (CCTE) using the ESSN platform. The CCTE aims to increase enrolment of OoSC and improve their attendance and retention in school. The CCTE will continue to include a child protection component to support interventions with families with OoSC. A strategy for transition and integration into the Turkish system will be crucial.

DG ECHO would welcome any comprehensive/global initiative that targets OoSC. Within the framework DG ECHO could consider funding a study into the profile of OoSC, or new actions to identify and enrol OoSC into education opportunities. This could include piloting new initiatives to address barriers to enrolment and attendance.

As part of its focus on OoSC, DG ECHO may also consider continuing funding initiatives that provide NFE opportunities for OoSC, such as Turkish Language Courses (TLC), Basic Literacy and Numeracy (BLN), and Accelerated Learning Programmes (ALP) to facilitate transition to formal education at an age-appropriate grade. Such programmes should fill gaps until development programmes can support such needs.

Any interventions should demonstrate complementarity with ongoing actions or the activities of MoNE, and should be designed in view of integration into the Turkish system. All education actions should include appropriate child safe-guarding mechanisms and consider the child protection needs of children reached by the action.

### **c) Health interventions**

No new primary health care activities will be supported except in case of emergency or unaddressed humanitarian primary healthcare needs. DG ECHO will fund activities that fill gaps in specialised service provision, in particular Mental Health, Psychosocial Support (MHPSS) and Post-operative Care / Physical Rehabilitation. DG ECHO will consider funding actions in Sexual and Reproductive Health and Sexual and Gender-Based Violence (SGBV) only based on the identification of gaps in Turkish capacity.

Funding proposals should refer to assessments and surveys which clearly identify and quantify unmet / unaddressed humanitarian needs. Partners must demonstrate that they will track developments in the regulatory framework locally and nationally, and include plans for sustainability and an exit strategy.

### **d) Protection interventions**

Building on its 2018 protection strategy, DG ECHO may fund actions on information and awareness raising, specialised protection services, targeted protection monitoring and advocacy, psychosocial support, and legal counselling and legal aid. DG ECHO follows a 'one refugee' approach, focused on the protection needs of all vulnerable refugees.

DG ECHO will continue to focus on unregistered refugees and those residing outside of their province of registration, and will consider supporting measures to facilitate registration and to improve the legal documentation of refugees in partnership with DGMM and the Civil Registry, among others. Addressing barriers to social services through referrals and facilitation will also be prioritised.

Partners will be expected to deliver protection services at district level, in collaboration with government and other service providers to avoid duplication and maximise coverage. Projects should include referrals and inter-sector and integrated programming.

DG ECHO will consider continuing support funding a grant scheme managed by a single partner in order to support small and medium-sized local organisations to respond to the needs to specific vulnerable groups, as described in the modified 2018 HIP for Turkey.

#### **e) Rapid response to new emergencies**

In case of new humanitarian emergencies, such as a new refugee influx, DG ECHO will seek to support immediate emergency relief. Certain vulnerable groups may require targeted protection or basic needs assistance until integrated into existing programming.

While the needs of refugees in Turkey continue to outweigh available resources it is not expected that DG ECHO will broaden the scope of direct assistance to host communities. All DG ECHO-funded activities are expected to adopt a do-no-harm approach, and to mainstream social cohesion principles in ongoing programming.

DG ECHO will continue to monitor conditions for returns based on the principles of voluntariness, safety and dignity, informed decision and free choice of final destination. DG ECHO provides humanitarian assistance based on needs and vulnerability, not status.

For the five areas of support detailed above, the following rules will apply:

##### *Partnerships*

DG ECHO encourages actions implemented in partnership with national organisations, including Turkish (and Syrian) NGOs and civil society organisations or government institutions. Partners should demonstrate strategic partnerships built on the principles of equity, transparency and mutual benefit. The state and progress of partnerships should be reflected at intermediate and final reports (using the standard Single Form).

##### *Cost efficiency & effectiveness*

All supported actions will have an overarching emphasis on cost efficiency and effectiveness, including reasonable and justified overhead costs.

##### *Engagement with Turkish authorities*

Partners will be expected to engage and collaborate with relevant departments and line ministries of the Government of Turkey. A regular presence in Ankara is encouraged.

##### *Strategic coordination and information management*

Actions to support an internal coordination and information management platform for the Facility for Refugees in Turkey may be selected under this HIP. This may be implemented directly by the Commission via service contracts.

### *Reporting*

The actions to be financed under this HIP shall include additional monthly and/or quarterly reporting notably to provide information for and complementary to the Facility Results Framework. Harmonised results and indicators are required in certain sectors of activity of the Single Form (in particular protection, health, education and multi-purpose cash). An IT platform to collect and visualise monitoring data is being developed. DG ECHO will continue to provide excel reporting templates through which partners will be able to report until the IT platform is fully operational and tested, including by partners.

## **4. HUMANITARIAN-DEVELOPMENT NEXUS, COORDINATION AND TRANSITION**

While remaining independent and needs-based, DG ECHO actions in Turkey will be implemented in coordination with relevant civil society organisations and the Turkish Government. The intention is to integrate DG ECHO supported services into national and local structures, to support the well-being and dignity of refugees and persons eligible for subsidiary protection in Turkey.

The humanitarian-development nexus will be a high priority as DG ECHO and partners implement the second tranche of the Facility. Partners should consider exit strategies, with transition to either Turkish Government services or longer-term development projects to be intrinsic to project planning and implementation.

### **1) Other DG ECHO interventions**

The full EUR 1 400 000 000 humanitarian envelope under the first tranche of the Facility was contracted by DG ECHO, under the 2015 and 2016 HIP Syria Regional Crisis, and the 2016, 2017 HIPs for Turkey. DG ECHO included EUR 50 000 000 of humanitarian aid under the second tranche of the Facility in the 2018 HIP Turkey. DG ECHO support to cross border operations from Southern Turkey into Syria is addressed under the 2018 HIP Syria Regional Crisis and its Technical Annex.

### **2) Other concomitant EU interventions**

The Steering Committee of the Facility ensures the coordination, complementarity and efficiency of Facility assistance. It provides strategic guidance on priorities for the humanitarian aid provided by DG ECHO and mid- to long-term assistance by DG NEAR. Ensuring complementarity between humanitarian and development assistance is instrumental to the success and sustainability of Facility actions.

### **3) Other donors' availability**

Other donors contributing to the 3RP for Turkey include Germany, the United States of America, Japan, Norway, Canada and Sweden. Other EU donors, including France, the Netherlands, Denmark, Luxembourg, Poland and the United Kingdom, are also providing bilateral support to humanitarian and development interventions in Turkey.

### **4) Exit scenarios**

Facility humanitarian assistance will continue to be developed in close alignment with other EU instruments and national and local systems, while prioritising the integration of humanitarian safeguards. Exit planning is a priority for the second tranche of the Facility.

DG ECHO will work with other EU services and the Turkish Government to consider transition of humanitarian projects to development assistance and Government services. DG ECHO will work with partners, who will consider exit strategies in proposals.