

## **HUMANITARIAN IMPLEMENTATION PLAN (HIP) TURKEY**

The full implementation of this version of the HIP is conditional upon the necessary appropriations being made available from the 2017 general budget of the European Union

**AMOUNT: EUR 782 357 929**

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The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2017/01000 (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 ECHO's 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.

### **0. Major changes since previous version of the HIP**

#### **First modification 13/11/2017**

This modification is necessary to finalise EU and Member States commitment to fund a total of EUR 3 billion under the Facility for Refugees in Turkey. It constitutes an increase for the current HIP of EUR 68 319 929 for the humanitarian leg of the Facility.

Since the writing of this HIP (first quarter 2017), there has been a significant increase (from 3.2 to 3.5 million) in the number of refugees (those under Temporary Protection and International Protection) with over 3.2 million Syrians under Temporary Protection status. The Turkish authorities have made efforts to speed up the process for granting Temporary Protection status to Syrians following their pre-registration, which has led to a clearing of the backlog. The out-of-camp refugees, constituting 93 %, remain the main focus of DG ECHO operations, given their vulnerability.

Despite the funding already allocated under the humanitarian leg of the Facility, targeting the most vulnerable refugees, there are still significant unmet humanitarian needs of refugees. Important gaps in the field of protection, health and education still remain as for example still 370 000 Syrian children out of school, requiring urgently education in emergency.

These funds will contribute to the continuation of DG ECHO's strategy in Turkey by supporting additional activities in the field of protection, health and education and where possible build on existing government systems. In particular, this additional support will go towards consolidating progress under the CCTE (Conditional Cash Transfer for Education) flagship project.

## **1. CONTEXT**

As the conflict inside Syria enters its seventh year, Syrians continue to represent the largest displaced population in the world, with about five million Syrians registered as refugees in neighbouring countries, and close to eight million internally displaced inside Syria. In Turkey, the estimated number of registered refugees reaches 3.2 million. Since 2011, close to three million Syrians have been registered with the Turkish government under the Temporary Protection (TP) Regulation<sup>1</sup>. In addition, Turkey's geographic location makes it both a destination and a transit country for refugees and migrants from other countries in the region, including Iraqis, Afghans, Pakistanis, Iranians and Somalis, among others. Close to 300 000 people (mostly Iraqis and Afghans) have applied for International Protection (IP) with the Turkish government. For the second year in a row, Turkey remains the country hosting the largest number of refugees in the world.

Largely due to Turkey's efforts to curb irregular migration, in 2016 the total number of arrivals to Europe through the Eastern Mediterranean was reduced to fewer than 200 000, compared to 2015 when almost one million people arrived in Europe. The number of deaths and missing at sea in the Aegean Sea was also reduced tenfold between 2015 and 2016.

The 15 October 2015 EU-Turkey Joint Action Plan and the 7 March 2016 EU-Turkey Statement describes the EU and Turkey's cooperation on migration management and shared responsibility for assistance provision to refugees in Turkey. The 24 November 2015 Commission Decision establishing the EU Facility for Refugees in Turkey ("the Facility") mobilized EUR 3 billion to assist Turkey in addressing the needs of refugees and host communities.

The European Commission's strategy described herein represents the humanitarian pillar of the Facility, amounting to almost half of the total EUR 3 billion envelope in 2016-2017. In parallel to the influx of refugees and migrants, the political and security context of Turkey has been evolving rapidly. The breakdown of talks between the government and the Kurdistan Workers' Party (PKK) in 2015 has led to an upsurge in violence, mostly within the East and Southeast Anatolian regions of Turkey, but also elsewhere in the country. The insecurity has forced both Turkish and refugee populations to move from their habitual places of residence. Other attacks in primarily urban centers over recent months have been attributed to or have been claimed by ISIS.

An attempted coup d'état in July 2016 led to the declaration of a state of emergency; a subsequent purge of government services and departments, the military, private sector, media and civil society (among others) affecting tens of thousands continues across the country.

On 16 April 2017, a national referendum proposing to change the structure of governance in the country from a parliamentary system to a presidential one was conducted, with the "Yes" campaign winning the referendum.

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<sup>1</sup> Law on Foreigners and International Protection (LFIP) was adopted in April 2013 and fully came into force in April 2014. The LFIP for the first time introduced a legal concept of "temporary protection" in Turkish law and thereby provided the basic underpinning of a proper domestic law basis for Turkey's de facto "temporary protection" practices in regards to refugees from Syria since March 2011. Since then a "Regulation on Work Permit of Refugees Under Temporary Protection" has been issued in the Official Journal No. 2016/8375, dated 15 January 2016. When it comes to other nationalities of protection seekers outside of the group-based Temporary protection framework, they are subject to the International protection procedure administered by DGMM on the basis of the LFIP.

ECHO's Integrated Analysis Framework for 2016 identified high humanitarian needs in Turkey. The vulnerability of the population affected by the crisis is assessed to be high.

## 2. HUMANITARIAN NEEDS

### 1) Affected people/ potential beneficiaries:

The estimated number of registered Syrians reaches over 2.9 Million refugees, out of these, less than 10% (260 000) of Syrians live in 26 government-managed camps of which approximately 40% are children, and of the remaining 60%, the breakdown among the adults is roughly 47% (women) and 53% (men). There is also an unknown number of non-registered Syrians (according to some estimates as high as 400 000). Almost 80% of Syrians are registered in 10 provinces (in descending order): Istanbul, Şanlıurfa, Hatay, Gaziantep, Adana, Mersin, Kilis, Bursa, Izmir and Mardin. In certain provinces (such as Kilis, Gaziantep, Hatay and Şanlıurfa) the number of Syrians registered represents over 15% of the host population.

The vast majority of Syrian refugees live in urban centres, whether in their province of registration or not, where employment opportunities are higher. Some also live and engage in informal/seasonal work in rural areas.

While the majority of those registered under the TP Regulation are Syrian nationals, they also include others who arrived in Turkey from Syria, such as Palestine Refugees from Syria and Iraqis.

Another 299 589 people are registered with the Directorate General of Migration Management (DGMM) under the Law on Foreigners and International Protection (IP), the majority being Iraqis (~127 000) and Afghans (~116 000), along with Iranians (~30 000), Somalis (~4 000) and other nationals. During the registration process IP applicants are assigned to 'satellite' cities and are expected to register and regularly report to local Provincial Directorate of Migration Management (PDMM) offices.

Finally, about half a million foreigners hold various types of residency permits, including humanitarian residency permits, the latter being mostly Iraqis.

Since March 2015, access to Turkish territory from Syria is tightly controlled with admissions limited to special cases on humanitarian grounds such as medical emergencies or family reunification. Arrivals by sea or air from third countries require visas for Syrian nationals. With limited legal pathways available, irregular crossings and smuggling networks expose civilians to important protection risks.

A number of *Acts of Terror and Counter-Terror* operations in the East and South-East regions of Turkey have taken place, especially since July 2015. Over 350 000 Turkish citizens are reported to have been forced to move from their habitual places of residence due to insecurity and remain displaced since this time. In addition an unknown number of refugees (both Syrians and non-Syrians) that have been residing in these areas are reported to be adversely affected, and at times displaced, from their initial places of residence in Turkey.

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

In spite of the generosity of the assistance and services provided by the Turkish government, given the scale and the protracted nature of displacement and the comparatively modest assistance provided by the international humanitarian community in Turkey up until 2015, the situation for refugees in Turkey remains difficult. Meaningful and formal sources of household revenue remain elusive for the majority due to limited access to the formal labour market, while savings continue to be depleted over time, resulting in a steady degradation of living conditions.

The regulatory framework limits the conduct of needs assessments by humanitarian actors. Therefore, comprehensive information is often lacking and remains anecdotal, especially for non-Syrian populations. Estimates of the World Food Programme (WFP) suggest that up to one-third of the Syrian refugee population in Turkey may be below survival thresholds. As many within this population exhibit physical and psychological trauma and many are single parent households, the potential to earn adequate income is further limited.

For many households, under TP and IP alike, protracted displacement has eroded their capacity to meet their basic survival needs. External support is required to limit the risk of resorting to child labour, debt accumulation, sub-standard accommodation and poor access to food. A key vulnerability is socio-economic: refugees are not able to cover their most basic needs including rent, food and transportation.

While the basic needs of refugees, including access to education and health, are mostly covered in the camps managed by the government, the majority living in host communities continue to face critical challenges to their subsistence, health and educational needs.

Refugees under TP and IP applicants have access to a range of social services provided by and through different governmental institutions, including health, protection, education and socioeconomic assistance. Access is, however, often hampered by a lack of information on the legal framework (rights and responsibilities), language and cultural barriers, transportation and inconsistent application of the entitlements by different service providers across the country.

Having a valid registration being the necessary first step, those who are not registered or are not residing in their province of registration are ineligible to access governmental services. Lengthy registration processes - including for pre-registration and security clearance - in some locations represent an additional obstacle. As a result, a concerted effort is needed on the one hand to bolster the government's efforts, as appropriate, to process new registrations and to verify existing ones. On the other hand there is a need to facilitate refugees' access to registration services, as well as to ensure access to services according to Turkish law.

Subsequently, for the most vulnerable refugees, there is a need to facilitate and accelerate access to existing services for which they are eligible, such as basic needs assistance, primary and secondary health care, primary and secondary education, as well as certain protection services.

While the above services are in principle available across the country, in provinces with high refugee populations, the public services sometimes struggle to meet demand.

According to the latest data from the Ministry of National Education (MoNE), nearly 500 000 Syrian refugee children (252 735 girls and 247 108 boys) are enrolled in formal education across the country (this includes Turkish schools and temporary education centres, TECs), while an estimated 370 000 remain out of school. Although the right to education is guaranteed by the MoNE, and substantial support has been made available by the international community, other EU instruments amongst others, several barriers hinder access to meaningful education for refugee children.

While registered refugees are entitled to primary health care, demand often exceeds the capacity of services. The Ministry of Health (MoH) has established a plan, supported by the Facility, to operate as many as 500 migrant health units across the country in the course of 2017-2018. More specialized services tailored to the specific needs of the refugee population are almost completely unavailable, despite considerable efforts deployed by the Government of Turkey and its humanitarian partners.

While no data currently exist on the numbers of refugees in Turkey in need of physical rehabilitation and mental health and psychosocial services, the World Health Organisation (WHO) estimates globally that up to 20% of a conflict affected population might live with a moderate or a severe physical disability, including 4% with severe functional difficulties. In addition, WHO estimates 25% of adult populations affected by emergencies may suffer from mild, moderate, or severe mental disorders. Indeed, physical rehabilitation and mental health and psychosocial services for a large population affected by violence and conflict, as well as assistance for unaccompanied minors and survivors of sexual and gender-based violence are far from being commensurate to the needs.

Given that it will take time to reconstruct or compensate for destroyed or damaged property, Turkish citizens affected by events in the East and South-East regions of Turkey may require assistance in both the short and medium term. This was particularly the case identified by the Turkish Red Crescent (TRC) in various districts of Mardin, Sirmak, Hakkari and Diyarbakır. Lack of access to information about available services, the specific needs for older persons, persons with disability and other vulnerable individuals have also been identified as gaps that should be addressed.

### **3. HUMANITARIAN RESPONSE**

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

The Government of Turkey leads the overall crisis response in-country, and remains the largest provider of aid to Syrians under TP, as well as other refugee groups. Over time, the situation has evolved from a large-scale emergency, with episodic mass population movements across Turkey's borders, to one of protracted displacement. Recognising that refugees are destined to stay in Turkey until the conflicts in Syria and Iraq are resolved, government assistance plans have evolved considerably to include policies to incorporate refugees into government-run health and education schemes, as well as increased access to social services, legal employment and opportunities for citizenship. The task is complex and vast. Effective public policy solutions require close coordination with and between public institutions, particularly where comprehensive strategies are still under development.

In April 2016, the coordination of humanitarian assistance was assigned to one of four Deputy Prime Ministers and the Disaster and Emergency Management Authority (AFAD)

under the Prime Ministry. AFAD is also charged with establishing and operating currently 26 Temporary Protection Centres (refugee camps) and works to prevent and respond to disasters. This has created a new opportunity for inter-ministerial cooperation to holistically address the protracted needs of refugees in Turkey. Decentralised coordination structures led by provincial Governors facilitate the delivery of assistance by partners at local level.

Under the Ministry of Interior, DGMM directs refugee registration and the implementation of the TP and IP regulations. A refugee verification exercise was launched by DGMM in October 2016, representing a massive effort to regularise persons under TP in their places of habitual residence. This exercise is expected to improve access to services considerably as well as renew critical demographic data.

The MoNE, the MoH and the Ministry of Family and Social Policy (MoFSP) are in the process of extending government services to refugee populations across the country on par with what is currently available to Turkish citizens.

The TRC and hundreds of Syrian and Turkish Non-Governmental Organizations (NGOs) are actively supporting relief efforts across the country in partnership with authorities and international humanitarian aid agencies.

Variably, the Government of Turkey refers to between USD 12 billion and USD 25 billion in support of refugees in Turkey since the beginning of the crisis.

Since the disintegration of the ceasefire with the PKK in July 2015, Turkish citizens and in some cases refugees as well, have been forced to leave their place of habitual residence. Acting within the framework of the 2004 *Law on Compensating Losses Due to Terrorism and Counter-Terrorism*, the Government of Turkey has reported to have processed hundreds of thousands of applications and granted compensation according to its eligibility criteria. In 2016, a USD 3.4 billion reconstruction plan was announced for damaged urban areas.

Immediate relief in the short and medium term may be needed however, as families may require the necessary counselling support to access available public services and resources to cover their basic needs. TRC, Turkish NGOs and civil society organisations are actively supporting relief efforts in that regard.

## 2) International Humanitarian Response

The 2017-2018 Regional Refugee and Resilience Plan (3RP) includes requirements of Governments, UN agencies and NGOs for humanitarian aid and resilience programming with an overall budget of USD 5.575 billion for the Syria regional response. The Turkey chapter of the 3RP aims at providing direct assistance to 2 750 000 Syrian refugees and 1 636 000 residents of host communities for a total of USD 1.690 billion. By late March 2017, USD 918.9 million had been received or 54.4% of total budget requirements for 2017. Elements of this HIP are aligned with or are complementary to the 3RP.

UNHCR and UNDP are leading the inter-agency coordination for the Syrian refugee response mostly aimed at UN agencies, IOM and international NGOs. The 3RP coordination is sector-based, with coordination structures established in Ankara, Gaziantep, Izmir and Istanbul. Efforts to strengthen coordination and information sharing in 2017 are still underway.

The Regional Refugee and Migrant Response Plan for Europe (RRMRP), includes USD 34 million to support the efforts of government institutions as well as non-governmental partners dealing with people on the move through the Mediterranean and western border of Turkey. Four main target groups include: 1) persons intercepted, rescued at the sea and land borders and apprehended inland before reaching a departure point; 2) persons on the move transiting Turkey in an attempt to reach the EU; 3) people readmitted to Turkey from Greece and the EU; 4) and Syrian refugees to be resettled from Turkey.

Of note, there is 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; the needs of host communities are however reflected in the resilience pillar of the 3RP.

### 3) Constraints and ECHO response capacity

The security environment can be described as variable as a result of increased threats of terrorist attacks, terrorist and counter-terror measures, sporadic protests and demonstrations. A deterioration of the security environment could compromise access to refugees and other persons of concern, although there is no history of direct targeted attacks on humanitarian aid workers in Turkey.

Humanitarian access throughout the territory of Turkey is made more difficult by legal and administrative requirements even though physical access is not restricted. As defined by Turkish law, surveys and personal data collection should only take place under certain conditions limiting the availability of real-time comprehensive needs analysis.

Despite willingness to achieve greater equity in the response – apart from the recent expansion to the main urban cities as well as the Aegean coast – most of ECHO partners are still largely concentrated in the South of the country with persistent gaps in assistance provision elsewhere. The absence of a comprehensive mapping of activities and services by humanitarian partners has also hindered the timely allocation of funds. Additional efforts to identify and reach underserved, unassisted or otherwise neglected population groups are needed.

The ability and capacity of ECHO partners to operate at scale in strategic partnerships with Syrian and Turkish NGOs and the Government of Turkey is a continuing limiting factor. Lack of clarity on the regulatory framework governing the presence and work of international humanitarian NGOs in Turkey and its inconsistent application remains a critical barrier to delivering a predictable and effective humanitarian response in Turkey. The limited presence of ECHO partners in the capital lends to limited contact and cooperation with central authorities. Streamlined international NGO registration, with the related work permits and residency procedures, project consultation and authorizations, among others would help facilitate operations described under this HIP.

ECHO partners have struggled to adapt to a changing operational environment, where short-term immediate assistance delivery schemes still prevail over comprehensive solutions that could have a medium or longer-term impact. This is made worse by the absence of a collective strategic framework to accompany the transition from emergency to protracted assistance delivery, and continues to delay the articulation of a durable humanitarian exit strategy.

The Commission Decision establishing the Facility covers refugees and host communities. ECHO's capacity to respond to non-refugee related needs as they are detected, using available Facility funds under this HIP, will therefore be subject to agreement of the Government of Turkey and EU Member States through the Facility's Steering Committee.

4) Envisaged ECHO response and expected results of humanitarian aid interventions

Under the Facility, as part of the Government of Turkey provision of services to refugees, the overall objective of ECHO's strategy for Turkey is to ensure an initial one million vulnerable refugees in Turkey are protected from harm, until lasting solutions are modelled and integrated into government systems – resulting in sustainable and equitable access to services.

All ECHO actions will focus on addressing the needs of the most vulnerable refugees, with a clear focus on creating linkages with and building upon government systems wherever possible. This will be done in such a way as to allow ECHO to test and prove concepts and models that could be eventually adopted by the Government of Turkey and development actors as relevant.

ECHO's primary programme strategy has three pillars: subsistence for basic needs, health services and education support. These pillars are supported by cross-cutting protection activities designed to develop a deeper understanding of beneficiary vulnerabilities and helping to ensure that they are registered. They will serve as an entry point, not only to the services provided through ECHO funds but also to those available through government services and other support.

Inclusive of prevention, reduction and mitigation of risks as well as strengthening the capacity of refugees to cope with threats, actions supported by DG ECHO will aim at reducing the vulnerability of refugees by providing them with:

- The opportunity to ensure that they are registered, and access equitable and appropriate protection support,
- The means to meet every-day basic requirements,
- Access to adequate healthcare, and
- Access to education for their children.

Subject to agreement of the Government of Turkey and EU MS through the Facility's Steering Committee, the needs of other non-refugee population groups described herein will be addressed with same considerations of vulnerability as refugees and by integrating said population groups into existing programmes as listed below.

In particular, this will include the following four main components.

**1. Protection interventions to increase and facilitate refugee access to government systems, including registration and verification, social welfare, health and education services and referrals to other available and specialized support**

The core of ECHO's strategic plan is to invest in outreach, awareness and specialized protection services in the form of Case Management (CM) and Individual Protection Assistance (IPA), Protection Monitoring and Protection Advocacy. The aim will be to



regularize the status of refugees and to link them to a wider network of government services, EU-supported programmes and other national and international service providers.

Protection of refugees requires an understanding of the barriers to ensuring that they are registered, and what their specialized needs may be. It is also critical to seek out, monitor and respond to the particular needs of marginalized groups, including non-registered refugees. Rectifying exclusion will require outreach, information provision and promotion of rights.

ECHO partners will be expected to deliver a complete package of protection services at district level and in close collaboration with government and other service providers to avoid duplication and maximize coverage. Although it is understood that ECHO will not achieve national coverage through its partners, priority will be given to locations with the highest density of refugees and well-documented unaddressed needs.

While a wide network of partners will be required to follow the same approach to conduct outreach and provide referrals (see Technical Annex), a coordinated protection response is needed to generate and consolidate data to monitor and analyze the needs of vulnerable refugees in a systematic way. ECHO will consider supporting an open source service (through the Protection Working Group or other capable mechanism) that will seek, at a minimum, to harmonize and standardize a basic package of protection services delivered by ECHO partners.

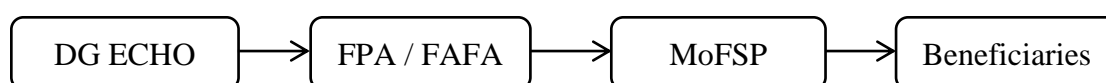
Special Needs' Funds (SNF) will not be supported by ECHO as a stand-alone protection intervention. Documented and justified responses to needs in other sectors and managed by relevant sector expertise (mainly in health sector) may be considered.

To facilitate the timely registration of refugees where bottlenecks or capacity constraints are identified, and in coordination with DG NEAR and the EU Delegation, ECHO will consider support to DGMM through an FPA or FAFA partner.

To enable efficient provision of legal aid to and for refugees, ECHO will consider support to the Union of Bar Associations and the Turkish Justice Academy through an FPA or FAFA partner.

With a view to facilitating access of refugees to and inclusion in social protection services through existing government assistance schemes, ECHO will support a pilot project that, in partnerships with the MoFSP and relevant government institutions, aims to address the specific vulnerabilities of refugees. This will include the effective integration of refugees into existing social welfare and social services and support to the MoFSP to provide supply-oriented services and to respond to the psychological, social and financial needs of refugees living in Turkey.

ECHO will fund a single FAFA/FPA partner to provide direct support to MoFSP at central and provincial levels:



The partner must demonstrate a track record of relevant collaboration with the MoFSP in the area of protection, social protection and inclusion. The partner will have proven technical

expertise in protection and social protection, and robust administrative and financial practices capable of accompanying a future scale-up to national scale. Prior experience with supporting public policies that encourage inclusion is an advantage.

## **2. Facilitating access for refugee populations to the government social welfare system and providing means by which the vulnerable populations can meet their basic needs**

ECHO will continue to address the basic needs of persons under TP and IP due to socioeconomic vulnerability via the Emergency Social Safety Net (ESSN). The ESSN is a humanitarian social assistance programme consisting of a single cash platform that delivers monthly, unrestricted, multi-purpose cash grants in partnership with the MoFSP and the Turkish Red Crescent (TRC) and in close coordination with DGMM, AFAD and the the General Directorate of Civil Registration and Nationality (Civil Registry). The Kizilay Kart will be the favoured delivery modality, with a relevant and adequate transfer value based upon a minimum expenditure basket (MEB<sup>2</sup>).

An initial one million vulnerable refugees will be targeted based on socio-economic proxy criteria demonstrated to have maximum inclusion and minimum exclusion criteria. This target may be adjusted based on vulnerability identification. Approaches that integrate vulnerable refugees with pending registration as well as households or persons who do not fulfil the ESSN beneficiary eligibility criteria who are nevertheless identified as being highly vulnerable into the ESSN platform will be considered.

Having a valid registration being the necessary first step to accessing the ESSN, ECHO 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. Directly addressing barriers to enrollment in the ESSN through referrals and facilitation will also be prioritized.

Particular focus will be placed on humanitarian accountability and compliance with the EU Consensus to guarantee the non-discriminatory nature of the ESSN. Considerations of Accountability to Affected Population (AAP), for both eligible and non-eligible refugees to the ESSN, will be prioritised, including, but not limited to, transparency and widespread availability of accurate, timely, relevant and accessible information pertaining to the ESSN platform, including eligibility criteria and entitlements. Effective, efficient and accountable appeals mechanisms will have to be established.

Crucial to the success of the ESSN are the humanitarian safeguards and complementary assistance schemes that will be its natural corollary, supporting and enhancing the overall humanitarian response in Turkey (and reflected elsewhere in this HIP). Information generated due to the ESSN will highlight the current conditions of vulnerable groups as well as gaps in assistance and protection provision across the country. It is important to stress that the ESSN is one part of a wider, holistic approach to improve the living conditions of the most vulnerable refugees in Turkey. A nation-wide systematic approach through the

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<sup>2</sup> The Minimum Expenditure Basket (MEB) is defined as what a household requires in order to meet basic needs – on a regular or seasonal basis – and its average cost over time. The actual value of transfer is based on the MEB but may also consider the ability of beneficiaries to contribute to overall needs (mainly income) as well as other factors.

application and beneficiary identification process should be established to generate referrals to complementary assistance and protection services.

Relevant elements of ECHO's "guidance to partners funded by ECHO to deliver medium to large-scale cash transfers in the framework of 2017 HIPs and ESOP" will be applied to the ESSN:

- i) Targeting should ensure that the most vulnerable people receive assistance first.
- ii) To enhance independence, accountability and transparency, where appropriate, the principle of segregation of duties will be applied to the ESSN platform. This may include conducting / establishing needs assessments, and monitoring and evaluation. These specific activities may be covered by an agreement (and partner) separate to the partner carrying other activities under the ESSN. Actions selected under this rubric may be those implemented by ECHO's humanitarian partner organisations or directly by the Commission by awarding service contracts.
- iii) Costs associated to the implementation of the ESSN are expected to decrease sharply over time. As such, ECHO will look for ever more efficient delivery of multi-purpose cash, aiming for at least 90% of the value of its contribution to directly reach beneficiaries.

ECHO will ensure the ESSN remains an "open source" platform able to receive and absorb contributions from other donors and with the flexibility to integrate conditionality and/or restrictions as required to achieve (other) programme objectives.

ECHO will continue to work with government partners and development actors to address the overall impact and sustainability of the system. Lessons learned from the ESSN will be actively shared to that end.

ECHO will retain the ability and flexibility to adapt the ESSN depending on context-specific circumstances and the evolution of the situation over time (use of the ESSN in camps, in case of new emergencies, for persons under TP and IP newly released from removal centers, etc.) and through the most appropriate modality, i.e. cash or voucher or a combination thereof.

With the possible exception of in-camp assistance, ECHO will not support direct assistance programmes that aims to address socioeconomic vulnerability through cash or eVouchers outside of the ESSN platform, but rather seeks to enhance and improve the relevance of the ESSN over time.

### **3. Supporting transitional primary health care service delivery and developing models for specialized health services required by the most vulnerable**

ECHO's immediate humanitarian priority is to fill gaps in primary health care service provision until the Government of Turkey is able to absorb the addressed needs (if necessary, supported by other funding instruments such as the EU Instrument for Pre-Accession as part of the Facility). No new primary health care facilities will be supported except in case of emergency (or if justified by dire needs) and endorsed by the MoH.

Priority will be given to services specifically needed by the refugees and other persons of concern and not yet addressed by the MoH or the MoFSP. These include Mental Health and Psycho-Social Support (MHPSS), post-operative and rehabilitative care for war wounded, Sexual and Reproductive Health, and SGBV. ECHO will continue to support these services until such a time as they are integrated into and complementary to other initiatives undertaken by the MoH and other EU instruments. As such, models that are evidence-based with a demonstrated knowledge of needs and gaps and that integrate transition and handover options up-front will be favored. In addition, models should aim to increase and expand the total available supply of services.

In addition, ECHO is encouraging innovative models and partnerships that can bring services to scale in a cost-efficient, sustainable and coordinated way with national policy. These will be critical in the assessment of requests for funding.

#### **4. Facilitating access for refugee populations to formal education systems by reducing barriers and providing the means for at-risk children to be able to go to school**

To complement and enhance the contributions of other EU funding instruments, and to align with the Government of Turkey plans, ECHO will focus on two specific areas of support:

i. Conditional Cash Transfers for Education (CCTE):

In an effort to increase access to education of the most vulnerable refugees ECHO will continue to support the delivery of conditional cash transfers for education through a single provider, particularly through the ESSN platform in partnership with MoFSP and MoNE. The primary aim of the CCTE is to increase the enrolment of out-of-school children, and to improve attendance and retention of vulnerable children within the school system. Other forms of cash transfers for formal education will not be supported by ECHO.

ii. Non-Formal Education (NFE):

ECHO will consider funding pilot initiatives that provide basic literacy and numeracy (BLN) classes for out-of-school children with needs that are not sufficiently or that provide Accelerated Learning Programmes (ALP) for out-of-school children who have missed several years of school, to facilitate their entrance to formal education at their age-appropriate grade.

To ensure a targeted approach of good quality, to enable sufficient development and scale-up of the approach, but also because of the limited “seed funding” available, ECHO will select only one of the two options above. The selection process will consider alignment with MoNE, scalability and contributions to the establishment of a broader NFE framework.

#### **5. Other considerations**

ECHO will apply a “one-refugee” approach and will aim to support humanitarian interventions targeting all refugees irrespective of their country of origin and to the same standards.

Direct assistance to vulnerable host communities is addressed under the non-humanitarian pillar of the Facility and in existing national, provincial and municipal plans of the Government of Turkey.

### *Emergency response and preparedness*

Ensuring the timely, adequate and appropriate provision of humanitarian assistance in the event of new emergencies is a priority. ECHO will seek to support immediate emergency relief in a coordinated, harmonized and integrated manner. To that end, systemic and joined-up approaches that aim to cover specific geographic areas prone to or anticipated recurrent displacement are encouraged. Contingency planning is encouraged. Triggers for assistance and assistance packages able to cover the basic needs of newly displaced people for a minimum period are to be defined with, and by, relevant Technical Working Groups. Multi-sectorial needs assessments should be mainstreamed in order to facilitate targeted follow up actions as required. Coordinated, harmonized and integrated emergency relief in close collaboration with all relevant authorities is expected

### *In-camp assistance*

ECHO will continue to focus primarily on out-of-camp refugees.

Support to refugees residing in camps, given existing levels of support by the Government of Turkey and managed by AFAD, will not be prioritized under this HIP although ECHO interventions to cover direct assistance could be considered. Extending the ESSN to camps, with at a minimum an adapted MEB (Minimum Expenditure Basket) and targeting based on vulnerability criteria is one possibility.

### *Partnerships*

ECHO will favor supporting humanitarian actions that will be implemented in partnership with national organizations, namely Turkish (and Syrian) NGOs and civil society organizations or relevant Government institutions. Any exception will have to be duly justified. Partners should demonstrate strategic partnerships built on the principles of equity, transparency and mutual benefit. Elements of good partnership, such as 1) joint development, planning and monitoring, 2) the relevant contribution and comparative advantage of each partner and, 3) complementarity that achieves tangible outcomes for beneficiaries will be considered. The state and progress of partnerships should be reflected at intermediate and final reports (using the standard Single Form).

Actions selected under this HIP for support to improving the quality of humanitarian partnerships in Turkey may be Actions implemented by ECHO's humanitarian partner organisations or implemented directly by the Commission by awarding service contracts.

### *Engagement with Turkish authorities*

Partners will be expected to engage and collaborate with relevant departments and line ministries of the Government of Turkey at central, provisional and local level. To that end, ECHO partners will be expected to maintain a presence in the capital to facilitate regulatory and operational discussions.

### *Cost efficiency & effectiveness*

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

*Additional studies for comprehensive Needs Assessments and M&E*

Actions selected under this HIP to support ECHO's third-party monitoring and evaluations may be Actions implemented directly by the Commission by awarding service contracts.

*Strategic coordination and information management*

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

*Reporting*

As actions under this HIP are co-financed from external assigned revenues received by the Union from EU Member States under the Facility for Refugees in Turkey which requires more regular reporting towards the said Member States, the actions to be financed under this HIP shall include additional monthly and/or quarterly reporting notably to provide information for the overarching Results Framework of the Facility. To achieve this, harmonized results and indicators will be required in certain sectors of activity of the Single Form (in particular protection, health, education and multi-purpose cash). Appropriate reporting templates and relevant guidance on the reporting content and the specific reporting schedule will be shared by ECHO to all partners receiving funds under this HIP.

*Communication/Visibility:*

Partners will be expected to ensure full compliance with visibility requirements in accordance with the applicable contractual arrangements. This includes prominent display of the EU humanitarian aid visual identity on EU-funded project sites.

The standard visibility budget can go up to 0.5% of the direct eligibility costs, even if this amount exceeds 8 000 euros for projects that exceed €5 million. A detailed breakdown of planned activities and expenses will however be required.

Partners are encouraged to develop Above Standard Visibility communication projects, which could include full-fledged integrated communication campaigns, or videos, events, online campaigns, journalist visits, etc. Further explanation of visibility requirements can be found on the dedicated website: <http://www.echo-visibility.eu/>

Actions selected under this HIP for high-impact communications designed to enhance awareness, knowledge, understanding and support for humanitarian issues, and to highlight the partnership between the EU/Commission its partners and the Government of Turkey in delivering relief assistance to people affected by humanitarian crises may be Actions implemented by ECHO's humanitarian partner organisations or directly by the Commission by awarding service contracts.

#### **4. LRRD, COORDINATION AND TRANSITION**

While remaining independent and needs-based, all ECHO actions in Turkey will be implemented in coordination with relevant civil society organizations and the Government of Turkey with a clear intention to integrate ECHO-supported services for refugees into relevant government systems over time. This will be done in such a way as to allow ECHO to test and prove concepts and models that could be eventually adopted during a transitional period, by development instruments/donors and/or by the government of Turkey.

### 1) Other ECHO interventions:

EUR 595 million has already been contracted by ECHO for the humanitarian response in Turkey under the Facility through i) the 2016 HIP Syria Regional Crisis for 2015 and 2016 for actions with an eligibility start date of 1 January 2016 and ii) the 2016 HIP Turkey with an eligibility start date of 1 July 2016.

ECHO support to cross border operations from Southern Turkey into Syria will be addressed under the 2017 HIP Syria Regional Crisis and its technical annexes.

### 2) Other services/donors availability:

The EU has been leading the international response to the Syria regional crisis with over EUR 9.4 billion of total budget mobilized collectively, including humanitarian aid, stabilization and macro-financial assistance (Commission's humanitarian aid: over €1.4 billion).

Regarding the oversight of the Facility, a Steering Committee ensures the coordination, complementarity and efficiency of the EU assistance. The Steering Committee is chaired by the Commission and composed of EU Member State representatives, with Turkey in an advisory capacity. It also provides strategic guidance on priorities, with what amount, and through which financial instruments. These include the provision of humanitarian aid through ECHO and mid to long-term assistance through NEAR with the Instrument for Pre-Accession (IPA) and the EU Regional Trust Fund in Response to the Syria Crisis ("Madad"), the Instrument contributing to Stability and Peace (IcSP) under the Service for Foreign Policy Instruments (FPI), in close coordination with the EU Delegation in Turkey. The complementarity between the humanitarian and long-term assistance is instrumental to the success and sustainability of the actions implemented through the Facility, where ECHO's close coordination is ensured with the EU Delegation in Turkey to align actions.

To date, the total amount contracted under the Facility is close to EUR 1.54 billion. Over EUR 595 million has been contracted for humanitarian assistance since the beginning of 2016. In addition, EUR 944 million has been contracted for non-humanitarian assistance, through IPA, IcSP and Madad.

### 3) Exit scenarios

Humanitarian actions supported by ECHO under the Facility have been and will continue to be developed in close collaboration with other EU instruments as well as with the Government of Turkey, whilst prioritizing the integration of humanitarian safeguards. As such, the assistance strategies described under this HIP aspire to develop workable models to address the basic needs and protection of vulnerable populations of concern that integrate their transition to development and government ownership.