

## 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 2021 general budget of the European Union**

**AMOUNT: EUR 300 000 000**

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2021/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes<sup>1</sup> is to serve as a communication tool for DG ECHO<sup>2</sup>'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

DG ECHO is updating the present HIP to add EUR 250 000 000 for the continuation of the Emergency Social Safety Net (ESSN) 3. Additional resources for the ESSN will also be allocated under the HIP 2022. According to the Draft Amending Budget No 5 to the General Budget 2021 on humanitarian support to refugees in Turkey, presented by the European Commission on 9 July 2021<sup>3</sup>, the transition of the ESSN to development assistance is planned to take place in early 2023. Consequently, DG ECHO, through the present HIP as well as the HIP for 2022, will provide for the final allocation to the ESSN under the EU humanitarian aid budget, in order to cover the ESSN until early 2023, before the ESSN is taken over by development assistance<sup>4</sup>.

### 1 CONTEXT

DG ECHO's Integrated Analysis Framework for 2020-2021 identified high humanitarian needs and vulnerability in Turkey. Turkey's INFORM risk index ranks at 5/10 (High), and UNDP's Human Development Index at 0.806<sup>5</sup>.

	Value
<b>INFORM Risk Index<sup>6</sup> (rank 52th)</b>	5 / 10
Vulnerability Index	4,9 / 10
Hazard and Exposure	7,9 / 10
Lack of Coping Capacity	3.2 / 10
Projected conflict risk	9,9 / 10

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<sup>1</sup> Technical annex and thematic policies annex

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

<sup>3</sup> COM(2021) 460 final, 9 July 2021.

<sup>4</sup> The allocation of the full additional amount under the present HIP modification is still subject to the approval of the above mentioned Draft Amending Budget No 5 by the EU Budgetary Authority for EUR 149 643 796 and the transfer from the Operational Reserve of EUR 100 356 204.

<sup>5</sup> <http://hdr.undp.org/en/countries/profiles/TUR>

<sup>6</sup> INFORM is a global, open-source risk assessment for humanitarian crises and disasters

Uprooted People Index	9.4 /10
Humanitarian Conditions	6.8/10
Natural Disaster Index	6.2 /10
<b>Global Crisis Severity Index<sup>7</sup></b>	
Crisis severity	Medium 3/5
<b>HDI Rankings (Value)</b>	0.806
<b>Total Population<sup>9</sup></b>	83,429,607

Globally, Turkey remains the country hosting the highest number of refugees, with most refugees in Turkey living in protracted displacement and in need of both humanitarian and development support. The COVID-19 global pandemic has exacerbated standards of living, further increasing needs. With no comprehensive political agreement in sight, conditions that would allow for supporting large scale safe, dignified, voluntary and sustainable repatriation are currently not in place.

Under the Facility for Refugees in Turkey (FRiT), EUR 6 billion of EU humanitarian and development aid was allocated to Turkey from 2016 to 2019. In 2020, the EU ensured the continuation of humanitarian support in Turkey under the regular budget including for the continuation of the Social Safety Net (ESSN) and the Conditional Cash Transfer for Education (CCTE) programmes until the end of 2021.

## 2 HUMANITARIAN NEEDS

### 2.1 People in need of humanitarian assistance:

According to the Turkish Directorate-General for Migration Management (DGMM), there are 3 599 531 Syrians under Temporary Protection (SuTP) in Turkey as of 09 July 2020.

In addition, as of 16 July 2020 there were 324 596 people of other nationalities registered as International Protection (IP) holders and applicants, according to DGMM<sup>10</sup>.

Due to Turkey's geographic location, there are also unknown but most likely considerable numbers of migrants living in, or transiting through, Turkey. With limited access to public services, they include at-risk and particularly vulnerable groups (unaccompanied minors or sex workers, as examples), who are similarly economically vulnerable. In 2019, law enforcement forces apprehended 454 662 migrants, and 65 832 in the first six months of 2020<sup>11</sup>. Data collected within the ESSN programme show that 75% of refugees are economically vulnerable, 87% have jobs requiring lower skills and mostly in the informal sector, putting them at risk of exploitation. A recent rapid assessment by UNHCR found that 61% of households had been affected by job loss as a result of the COVID-19 pandemic.<sup>12</sup>

<sup>7</sup> <http://www.inform-index.org/Global-Crisis-Severity-Index-beta>

<sup>8</sup> Humanitarian Development Index (HDI) developed by UNDP

<sup>9</sup> World Bank data, year

<sup>10</sup> <https://en.goc.gov.tr/international-protection17>

<sup>11</sup> <https://en.goc.gov.tr/irregular-migration>

<sup>12</sup> COVID-19 Pandemic in Turkey, Analysis of Vulnerabilities and Potential Impact Among Refugees, WFP, April 2020

According to September 2019 statistics of the Ministry of National Education (MoNE), out of the total of 1 082 172 school-age Syrian children in the country, 684 919 were enrolled in school as of January 2020, out of which 49% female and 51% male, mostly in the South Eastern Provinces and in Istanbul. This still leaves approximately 400 000 children out of school, as a result of various barriers, such as economic, cultural, or linguistic<sup>13</sup>. For the moment there are no official figures available about children with special needs and disabilities.

## **2.2 Description of the most acute humanitarian needs**

The economic situation in Turkey has further increased refugees' vulnerability, while the protracted nature of the displacement has eroded their capacity to recover from shocks and meet subsistence, health and education needs. As such, continued regular and predictable support is needed.

Assessments conducted by DG ECHO partners showed that COVID-19 has had a toll on refugees' income generation capacity and has led to negative coping strategies such as reduction of food expenses and food intake, borrowing money, reduced hygiene expenses and practices, selling of homebased business assets, and others.

Protection remains a major need as refugees face difficulties accessing social services and exercising their rights. While SuTP and IP applicants have access to a range of governmental social services, this is frequently hampered by factors such as lack of information, language and cultural barriers, capacity issues and the COVID-19 pandemic. Marginalised groups, such as seasonal agricultural workers, LGBTI persons and unaccompanied minors, face additional risks (e.g. Sexual and Gender-Based Violence (SGBV), child labour, fear of discrimination) in accessing services and available assistance, while gaps remain in spite of the increased capacity of Turkish institutions.

In the education sector, the main reasons for children not attending or dropping out of school include economic challenges (child labour), academic barriers (language issues, missing years of schooling, failing exams, being too old for grade levels), administrative reasons, discrimination (peer and teacher bullying), a lack of awareness of options for education services (families) and gender dynamics (child marriage, domestic/caring responsibilities).

Among the above-mentioned vulnerable migrants, many remain unregistered for various reasons, while some never approach the authorities for their status to be determined, are unaware of asylum procedures, or cannot obtain registration. Frequently migrants are unable to access services requiring a regular status (i.e. registration and living in the assigned province) and are therefore unable to meet their basic needs and some may have health concerns.

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<https://reliefweb.int/sites/reliefweb.int/files/resources/Educational%20statistics%20for%20children%20OUTP%20.pdf>

### **3 HUMANITARIAN RESPONSE AND COORDINATION**

#### **3.1 National / local response and involvement**

The Turkish government remains the largest provider of assistance to refugees in Turkey, leading the overall response in-country, with policies to incorporate refugees into government-run health and education schemes and plans to increase access to services, legal employment and citizenship.

In early 2018, the DGMM took over the management of the Temporary Shelter Centers from the Disaster and Emergency Management Presidency (AFAD). The MoNE, Ministry of Health (MoH) and Ministry of Family, Labour and Social Services (MoFLSS) extend services to refugees on par with those available to Turkish citizens. The Turkish Red Crescent (TRC), as an auxiliary body to the Government, is the largest first line responder to most of the refugee needs, and provides a solid network of operational capacity to many international actors. Hundreds of Syrian and Turkish Non-Governmental Organisations (NGOs) further support relief efforts in partnership with authorities and international humanitarian aid agencies.

Municipalities are playing an important role in the humanitarian coordination and responses at local level. More emphasis on sustainability and linkage with central level should be encouraged.

#### **3.2 International Humanitarian Response**

There is no UN coordination of the humanitarian response in Turkey, which is instead ensured by national authorities. The Regional Refugee and Resilience Plan (3RP) brings together the plans developed in response to the Syria crisis in Turkey, Egypt, Iraq, Jordan, Lebanon and Syria. In Turkey, the 3RP covers protection, food security, education, health, basic needs and livelihoods. By April 2020, 37% of the initial 3RP appeal for Turkey (USD 1.175 billion) had been funded (i.e. USD 439 million received)<sup>14</sup> and by June 2020 the updated appeal had reached USD 1.302 billion with additional needs due to the impact of COVID-19.

29 bilateral donors and the EU are contributing to the 3RP, and EU donors among others are also providing bilateral support to humanitarian and development interventions in Turkey. There is however no comprehensive international response plan for non-Syrian refugees, asylum seekers under IP, other forcibly displaced persons.

#### **3.3 Operational constraints**

##### *3.3.1 Access/humanitarian space:*

Turkey is an upper middle-income country with capacity to integrate refugees into a range of services. However, in 2021 gaps in specific sectors will remain, due to the scale of the crisis.

The regulatory environment for NGOs has been a major constraint for EU humanitarian partners. While the situation has improved, as several NGOs were granted registration in mid-January 2020, it remains challenging for NGOs to obtain permits and authorisations at national and local levels. This includes the registration and work permits for refugees

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<sup>14</sup> <https://data2.unhcr.org/en/documents/details/75867>

and other foreign staff, as well as restrictions on conducting outreach, psycho-social support, and case management, limiting the availability of real-time household-level data to inform programming.

### 3.3.2 *Partners (presence, capacity), including absorption capacity on the ground*

The absorption capacity is deemed sufficient to deliver adequate assistance. The geographic spread of refugees across Turkey means NGOs must contextualise their approach to the location.

### 3.3.3 *Other*

A number of restrictions imposed due to the COVID-19 pandemic remain. The uncertainty about the evolution of the pandemic at the global level, as well as its impact on Turkey, will likely continue constraining the capacity of humanitarian partners to assess needs, deliver, monitor and evaluate the assistance. Particular attention will remain to improve the access to data for our partners in order to address one of the key recommendations of the European Court of Auditor's report of 2018.

## **4 HUMANITARIAN – DEVELOPMENT – PEACE NEXUS**

In Turkey, the EU is implementing the Humanitarian, Development and Peace nexus approach through joint programming under the Facility for Refugees in Turkey (FRiT) to address the protracted crisis. As agreed in the Steering Committee of the Facility, transition from humanitarian to development assistance is one of the Facility's objectives. The implementation of actions funded under the development leg of the second tranche of the Facility as from 2021 will be an opportunity to obtain even more synergies and complementarities between the two legs of the Facility. In the health sector, the EU development leg absorbed part of the support to refugees previously provided under the humanitarian leg of the Facility. In other sectors, such as in education in emergencies and basic needs assistance, the transition is scheduled to take place in 2021 and 2022 and the implementation of humanitarian projects in those area need to be closely aligned to corresponding programmes of DG NEAR, implemented by the World Bank and other international actors. Similarly, complementarity between migration management priorities within DG NEAR programming and assistance to the most vulnerable categories of refugees by DG ECHO's partners will be sought. Continuity between humanitarian and development assistance is a prerequisite for the long-term sustainability of EU support to refugees in Turkey. Coherence with national and local systems will also have to be ensured, while preserving humanitarian safeguards.

## **5 ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS**

### **General considerations for all interventions**

The humanitarian response shall be compliant with EU thematic policies and guidelines that are described in detail in the HIP Policy Annex. For instance, mainstreaming of protection, gender (including mitigation of risks of SGBV), age, and disability inclusion should be duly reflected in all proposals.

Furthermore, the increasingly negative consequences of environmental degradation and climate-related challenges and the COVID-19 pandemic will continue to impact

humanitarian crises and the provision of humanitarian assistance for the foreseeable future. For these reasons, in their proposals partners are requested to follow an all-risks assessment approach, to contemplate measures to reduce the environmental footprint of operations and to factor in as appropriate the COVID-19 dimension.

DG ECHO will release an operational guidance on its renewed approach to preparedness in January 2021, for the consideration of its partners as well. This document will be the result of an extensive consultation with partners on the key policy elements and operational modalities of the approach.

## **5.1 Envisaged DG ECHO response**

In 2021, EU humanitarian support in Turkey will focus on the full transition of selected programmes in health, protection, education in emergencies and basic needs.

In line with the transition strategy, EU humanitarian funding in 2021 will focus on filling gaps in these sectors, and a multi-sectoral approach will be encouraged in project implementation as well as strengthening linkages among sectors. A regular update of the risk analysis, including risks related to the impact of COVID-19, is an important element for a successful transition.

DG ECHO will only consider proposals which demonstrate a clearly articulated and sustainable strategy, and encourages continued targeting of unregistered refugees and those residing outside their province of registration. Humanitarian assistance must be based on documented needs and vulnerability and target the most vulnerable.

DG ECHO partners are encouraged to work with specific groups/communities at risk (e.g. LGBTI, sex workers, seasonal workers), for targeted protection and humanitarian programming, in close collaboration with all service providers to ensure complementarity, avoid duplication and maximise impact.

### *5.1.1 Basic needs interventions*

In 2021, DG ECHO will continue to address the basic needs of refugees and persons under subsidiary protection through the ESSN: a single cash platform to deliver monthly, unrestricted, multi-purpose cash transfers. Funding for the continuation of ESSN activities is provided under HIP 2020. Thus, the 2021 HIP will not aim to provide any additional funding for the ESSN.

In line with the Updated Strategic Concept Note of 2018 for the Facility<sup>15</sup>, sustainability of the ESSN will be ensured through a transition to government-led social protection schemes. Accordingly in 2021 a direct grant to the Ministry of Family, Labour and Social Services funded under DG NEAR's part of the FRiT will ensure socio-economic support to the most vulnerable refugees. The ESSN and the direct grant will be strictly aligned to ensure a timely and sound transition of beneficiaries from the ESSN to this national programme to avoid delays, gaps or duplication of funding.

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<sup>15</sup>[https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated\\_facility\\_strategic\\_concept\\_note.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated_facility_strategic_concept_note.pdf)

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

As mentioned above, it is estimated that around 400 000 Syrian children in Turkey remain out of school.

DG ECHO will continue to focus on its operational “niche” by increasing enrolment of out-of-school refugee children into education. This may involve outreach, identification, referral, direct support to facilitate enrolment, or any other appropriate support. Innovative and creative approaches may also be considered for funding, notably in light of DG ECHO’s education in emergencies policy<sup>16</sup> and in line with the above.

Based on the need to complement other EU funding instruments, DG ECHO will no longer support the direct service provision of any education services, such as non-formal education opportunities, Turkish language courses, etc.

The necessary funding to continue CCTE in 2021 falls under the HIP 2020. Any proposed intervention should demonstrate coordination and complementarity with other EU funded initiatives, particularly with the PIKTES programme<sup>17</sup>.

### 5.1.3 *Protection interventions*

DG ECHO, building on its protection strategy outlined under the HIP 2020, will continue to fund information provision and awareness raising, specialised protection services, targeted protection monitoring and advocacy, psychosocial support, and legal counselling. Priority will be given to actions which fill gaps, especially for groups/communities at risk who cannot immediately or easily be integrated into the national system. DG ECHO will support actions addressing barriers to social services, especially through accompanied referral and outreach mechanisms, with the inclusion of systematic follow-up activities.

Partners should consider supporting measures to facilitate access to registration of refugees and migrants, including updating data in governmental systems and improving legal and civil documentation in partnership with DGMM, as well as targeted advocacy to increase protection and access to basic services for non-registered migrants and non-Syrian refugees.

As vulnerable groups reside both in urban and rural settings, DG ECHO protection partners are encouraged to develop a strategy addressing acute needs, including mobile programming when needed.

DG ECHO will consider continuing funding grant schemes managed by a single partner in order to support small and medium-sized local organisations to support specific vulnerable groups, in sectors also outside protection.

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<sup>16</sup> [https://ec.europa.eu/echo/files/news/eie\\_in\\_humanitarian\\_assistance.pdf](https://ec.europa.eu/echo/files/news/eie_in_humanitarian_assistance.pdf)

<sup>17</sup> <https://piktes.gov.tr/Home/ProjeninAmaciENG>

#### *5.1.4 Health interventions*

As the Ministry of Health and DG NEAR increasingly support the availability of health care services for refugees, DG ECHO will exit from supporting the direct provision of health care services.

DG ECHO in 2021 may therefore only provide bridging funding, if necessary, to support current actions that provide primary healthcare and specialised services in the areas of Mental Health (MH) and Post-operative Care / Physical Rehabilitation, until DG NEAR replaces DG ECHO by increasing its support in these sub sectors.

Demonstrated access issues for the most vulnerable refugees may be addressed from a protection perspective, under the objective of facilitating a “safe access to services”.

#### *5.1.5 Rapid response to new emergencies*

In case of new humanitarian emergencies such as a new large-scale influx of refugees, or disasters caused by natural hazards including climate-related ones, DG ECHO will seek to provide immediate emergency relief such as targeted protection, health, or basic needs assistance, including through existing programmes.

For rapid responses to new emergencies, anticipation modalities may be envisaged as a way to be better prepared. As a general point, assistance must be aligned and coherent with recommendations provided by international and national coordination bodies.

## **5.2 Other DG ECHO interventions**

The Emergency Toolbox HIP may be drawn upon for the prevention of, and response to, outbreaks of Epidemics. Under the Emergency Toolbox HIP, the Small-Scale Response, Acute Large Emergency Response Tool (ALERT) and Disaster Relief Emergency Fund (DREF) instruments may also provide funding options.