

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

TURKEY

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/ BUD/2022/01000

AMOUNT: EUR 125 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2022/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes¹ is to serve as a communication tool for DG ECHO²'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.

1. CONTEXT

DG ECHO's needs analysis for 2021-2022 identified high humanitarian needs in Turkey, with a high level of vulnerability of the population affected by the crisis.

	Turkey
INFORM Risk Index³ (rank 47)	4.9/10
Vulnerability Index	4.8/10
Hazard and Exposure	7.6/10
Lack of Coping Capacity	3.1/10
Global Crisis Severity Index⁴	Medium 3.2/5
Projected conflict risk	9.9/10
Uprooted People Index	9.4/10
Humanitarian Conditions	6.8/10
Natural Disaster Index	6.2/10
HDI Ranking⁵ (Value)	0.820 (68th rank)
Total Population⁶	83,430,000

Globally, Turkey remains the country hosting the highest number of refugees, with the majority living in protracted displacement, in need of both humanitarian and growing development support. The COVID-19 global pandemic has deteriorated standards of living, further increasing the needs. Furthermore, with no comprehensive political agreement in sight, conditions that would allow for supporting large scale safe, dignified, voluntary and sustainable repatriation to Syria are currently not in place. Under the Facility for Refugees in Turkey (Facility), EUR 6 billion of EU humanitarian and

¹ Technical annex and thematic policies annex

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

³ INFORM is a global, open-source risk assessment for humanitarian crises and disasters, <https://drmkc.jrc.ec.europa.eu/inform-index>

⁴ <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Severity>

⁵ Human Development Index (HDI) developed by UNDP

⁶ World Bank data, 2020-10-06

development aid was allocated to Turkey from 2016 to 2019 and is about to be successfully implemented. In 2020 and 2021, the EU ensured the continuation of humanitarian assistance to Turkey with additional resources coming from the Union Budget.

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance:

According to the Turkish Directorate-General for Migration Management (DGMM), there are 3 688 093 Syrians under Temporary Protection (SuTP) in Turkey as of 07 July 2021. In addition, as of 16 July 2020, there are 324 596 people of other nationalities registered as International Protection (IP) holders and applicants, according to the DGMM⁷.

	Turkey
People of Concern – PoCs (refugees, migrants and asylum seekers)	4.01 million

Due to Turkey's geographic location, there is also an unknown but most likely considerable number of migrants living in, or transiting through, Turkey. With limited access to public services, they include at-risk and particularly vulnerable groups (such as unaccompanied minors or sex workers, as examples), who are similarly economically vulnerable. In 2020, law enforcement forces apprehended 122 302 migrants, and an additional 72 879 migrants in the first seven months of 2021⁸. From a socio-economic perspective, the restrictive measures introduced to contain the spread of COVID-19 have further deteriorated refugees' already precarious socio-economic conditions.

Data collected within the Emergency Social Safety Net programme⁹ show that 85% of refugees are economically vulnerable, 79% of refugees report engaging in negative coping mechanisms such as reducing their number of meals and portion sizes or buying cheaper less-desired food. In the first quarter of 2021, Turkey's unemployment rate reached close to 13% and youth unemployment rate was recorded as 24.3%. The overall unemployment rates are however expected to be even higher, taking into account data from the informal sector, on which refugees mostly rely¹⁰. The Inter-sectoral Vulnerability Study reports that around 18% of refugees in Turkey are suffering from total unemployment, mainly unskilled or semi-skilled labour. According to June 2021 statistics of the Ministry of National Education (MoNE), out of the total of 1 197 124 school-age Syrian children in Turkey, 771 458 are currently enrolled in school, mostly in the south eastern provinces of the country and in Istanbul. Consequently, more than 400 000 children remain out of school as a result of various economic, cultural and linguistic barriers, among others. For the moment, there are no official figures available for children with special needs and disabilities¹¹.

⁷ <https://en.goc.gov.tr/international-protection17>

⁸ <https://en.goc.gov.tr/irregular-migration>

⁹ Intersectoral Vulnerability Study, IFRC, April 2021

¹⁰ Turkey Inter-Agency Protection Sector Needs Assessment - Round III, May 2021.

¹¹ http://hbogm.meb.gov.tr/meb_iys_dosyalar/2021_07/09200139_Haziran_2021_internet_bulteni_.pdf
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The likelihood of an influx from Syria to Turkey can still not be counted out, while the increasing deterioration of the situation in Afghanistan has seen 30 857 Afghans having fled to Turkey via the border with Iran in the first seven months of 2021¹².

2) Description of the most acute humanitarian needs

The precarious economic situation in Turkey, has further increased refugees' economic vulnerability, while the protracted nature of the displacement has eroded their capacity to recover from shocks and meet subsistence, health and education needs. Moreover, the measures applied since March 2020 to contain the spread of COVID-19 have further impacted refugees' living conditions, their capacity to meet basic needs, as well as their physical and mental wellbeing. Assessments conducted by DG ECHO partners have shown that COVID-19 has had a heavy toll on refugees' access to income, has led to increased negative coping strategies. Evidence gathered by the Inter-sectoral Vulnerability Study¹³ indicates that nearly 25% of households are currently facing moderate or severe humanitarian conditions, with 14% of refugees not being able to meet their basic needs, 59% rarely being able, 61% barely being able to afford enough food and 11% not being able to afford food at all.

Protection remains a critical need, as refugees continue to face difficulties accessing social services and exercising their rights exposing them to protection violations. While SuTP and International Protection (IP) applicants are entitled to access a range of governmental social services, access is frequently hampered by factors such as a lack of relevant and up-to-date information, continued language and cultural barriers despite humanitarian and governmental initiatives, capacity issues and the impact of the COVID-19 pandemic. While moving out of their province of registration in search of livelihoods opportunities, many 'out of province' refugees lose their access to basic services. Marginalised groups, such as seasonal agricultural workers, lesbian, gay, bisexual and transgender/transsexual and non-binary persons (LGBT+) and unaccompanied children, face additional risks such as gender-based violence (GBV), exploitation, child labour or discrimination.

In the education sector, children's main reasons for not attending or dropping out of school include economic challenges (leading to child labour and perception of limited returns on education with constrained labour market prospects); academic barriers (persistent language issues, missing years of schooling, being too old for grade levels); administrative constraints; lack of awareness among family members in respect to options for education services; bullying, including increasing cyber-bullying; dynamics and discrimination based on gender dynamics (child marriage, domestic/caring and other responsibilities) and the inability of parents/guardians to support children with their homework due to inefficient levels of Turkish, illiteracy or competing responsibilities. The impact of COVID-19 has unfortunately added additional challenges to access online education (lack of devices/internet, inability to properly engage in digital learning), and has shown a reverse trend in improving the above challenges and barriers, in addition to a reduction in learning gains and a great difficulty in assessing online learning performance and outcomes.

¹² <https://en.goc.gov.tr/irregular-migration>

¹³ Inter-sectoral Vulnerability Study, IFRC, April 2021
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Among the above-mentioned vulnerable migrants, many remain unregistered for various reasons. Some never approach the authorities for their status to be determined, while some are unaware of asylum procedures, or cannot obtain registration. Frequently, migrants are unable to access services requiring a regular status due to various challenges (e.g. registration, no documentation or not living in the assigned province) and are therefore unable to meet their basic needs, while some face serious health concerns that cannot be resolved.

3. HUMANITARIAN RESPONSE AND COORDINATION

1) National / local response and involvement

The Turkish government remains the largest provider of assistance to refugees in Turkey, leading the overall response in the country, with policies that incorporate refugees into government-run health and education schemes, and plans to increase access to public services, legal employment and citizenship for a limited number of Syrian refugees. Since 2018, the DGMM has taken over the management of all refugee-related tasks including financing the refugee response. The Ministry of National Education (MoNE), Ministry of Health (MoH) and Ministry of Family and Social Services (MoFSS) extend services to registered 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 refugees' 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.

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 May 2021, 53% of the 3RP appeal for Turkey (USD 1.302 billion) had been funded¹⁴. 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, however there is no comprehensive international response plan for non-Syrian refugees, asylum seekers under IP, and other forcibly displaced persons.

3) Operational constraints

i) Access/humanitarian space

Turkey is an upper middle-income country with capacity to integrate refugees into a range of services. Turkey has maintained its inclusive approach to supporting refugees through governmental institutions despite the existing challenges which were

¹⁴ <https://data2.unhcr.org/en/documents/details/86636>

exacerbated by COVID-19. However, in 2022 gaps in specific sectors will remain, due to the sheer scale of the crisis. The regulatory environment for NGOs has remained a constraint for EU humanitarian partners, and although the registration related situation has improved since 2020, it is still challenging for NGOs to obtain permits and authorisations at national and local levels. This includes work permits for refugees and other foreign staff, as well as authorisation to conduct certain protection activities such as outreach, psycho-social support, and case management. DG ECHO will continue to address the issue with the Turkish authorities in order to support further improvements of the regulatory environment.

ii) 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 requires to the humanitarian partners an effort to contextualise their approach to the response, with respect to the sensitivities of each location, in order to avoid doing harm, while at the same time providing the most tailored and appropriate support possible. Although DG ECHO has funded 22 partners to implement 88 basic needs, health, education and protection projects since 2015, there remain many gaps in the response in all sectors, which are now widening due to the pandemic.

iii) Other

Although several restrictions imposed due to the COVID-19 pandemic were lifted mid-2021, the uncertainty at the global level, as well as its impact on Turkey, will likely continue constraining the capacity of humanitarian partners to assess needs, and deliver, monitor and evaluate assistance. This is particularly concerning for the identification of new protection cases in a context of increased risks/threats due to the pandemic (e.g. GBV). While partners and authorities report “a deterioration” in the refugee situation in Turkey, partners face a more challenging environment to implement their response.

4. HUMANITARIAN – DEVELOPMENT – PEACE NEXUS

In Turkey, the EU is implementing the humanitarian, development and peace nexus approach through joint programming initiated under the Facility for Refugees in Turkey to address the protracted crisis. As agreed in the Steering Committee of the Facility, transition from humanitarian to development assistance, and from EU assistance to Turkish-owned systems are the Facility’s objectives. Development actions funded under the second tranche, as of 2021, increasingly offer the opportunity to create stronger synergies and complementarities between humanitarian and development initiatives. In the health sector, the EU development strand absorbed most of the support to refugees previously provided under the humanitarian leg of the Facility. In the basic needs assistance, the transition is taking place through the Complementary ESSN (C-ESSN), an EU funded programme managed by the MoFSS directly that, as of July 2021, will assist the most vulnerable refugees benefiting from the ESSN programme.

The Commission's Draft Amending Budget (DAB) No. 5 to the general budget 2021 tabled in July 2021 (COM(2021)460 final)¹⁵ confirms the objective of transition from humanitarian to development assistance by providing a timeline for the transition of the two EU flagship programmes (see 5.1.1 and 5.1.2).

Humanitarian projects must be closely aligned to corresponding programmes of DG NEAR, those implemented by the World Bank and other relevant international actors. 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

5.1 Envisaged DG ECHO response

In 2022, the EU humanitarian support in Turkey will focus on the full transition of selected programmes in health, protection, education in emergencies (Conditional Cash transfer for education - CCTE) and basic needs (Emergency Social Safety Net - ESSN). In line with the objective of the transition the EU humanitarian funding will focus on filling gaps in the mentioned sectors, while encouraging a multi-sectoral approach will be encouraged in project implementation as well as strengthening linkages among sectors. DG ECHO will only consider proposals which are able to clearly demonstrate needs and vulnerabilities, and target the most vulnerable refugees and migrants. In this frame, under the 'one refugee approach' DG ECHO will continue to targets all refugees, so also non-Syrian refugees including refugees from Afghanistan as it was the case over the last years. Proposals should also demonstrate a clearly articulated and sustainable strategy, paying particular attention to refugees with no or limited access to services (e.g. unregistered refugees, those residing outside their province of registration, those in hard-to-reach areas).

DG ECHO partners are encouraged to work with the most marginalised groups and those most at risk (e.g. LGBT+, seasonal agricultural workers), for targeted protection and humanitarian programming, based on a thorough analysis (multi-sectorial) of the various threats, risks, vulnerabilities and barriers to access essential services, in close collaboration with all service providers, to ensure complementarity, avoid duplication and maximise impact. DG ECHO partners are encouraged to develop a strategy addressing acute needs of vulnerable groups residing in urban and/or rural settings, including mobile programming and remote approaches as appropriate.

Under its localisation agenda, 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.

5.1.1 Basic needs interventions

¹⁵https://ec.europa.eu/info/sites/default/files/about_the_european_commission/eu_budget/com_2021_460_en_dab_5_2021_explanatory_memo.pdf

In 2022, DG ECHO will continue to address the basic needs of refugees and persons under subsidiary protection through the ESSN programme: a monthly cash assistance to allow the most vulnerable refugee families to meet their urgent needs. In line with the updated Strategic Concept Note of 2018 for the Facility¹⁶, and the proposed Draft Amending Budget (DAB) No. 5 to the general budget 2021 (COM(2021)460 final)¹⁷, the ESSN will transition to development assistance in early 2023, keeping the smooth transition between services as an objective throughout 2022.

5.1.2 Education in Emergencies (EiE)

The CCTE would transition to development assistance at the end of the school year 2021/2022, DG ECHO will support it until that point in time. With more than 400 000 Syrian children in Turkey currently remaining out of school, DG ECHO will continue to focus on its operational niche by increasing sustained access to education for out-of-school refugee children. This may involve guidance and referral to relevant education services, direct support to facilitate meaningful enrolment, or any other appropriate support. Integration of child protection activities (such as identification, referral to specialised services, case management of out-of-school children in holistic support of their access to education) is encouraged, as relevant, also to support the education outcome. Innovative approaches may also be considered for funding, notably in light of DG ECHO's education in emergencies policy¹⁸. Bearing in mind that the EU is already funding support to education services provided by the national education system under development assistance, DG ECHO will no longer support the direct provision of any education services, such as non-formal education opportunities, Turkish language courses, etc. Any proposed intervention should demonstrate coordination and complementarity with other EU funded initiatives, particularly with the PIKTES programme¹⁹, and the education system in Turkey.

5.1.3 Protection interventions

DG ECHO will continue to fund information provision and awareness raising on relevant rights and documentation, specialised protection services, targeted protection monitoring and advocacy. As outlined under previous HIPs, priority will be given to actions which fill gaps, especially for groups at risk who cannot immediately or easily be integrated into the national system, and those facing the most serious protection risks, including those exacerbated by the COVID-19 pandemic. DG ECHO will also support actions addressing barriers to access 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

¹⁶https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/updated_facility_strategic_concept_note.pdf

¹⁷https://ec.europa.eu/info/sites/default/files/about_the_european_commission/eu_budget/com_2021_460_en_dab_5_2021_explanatory_memo.pdf

¹⁸ https://ec.europa.eu/echo/files/news/eie_in_humanitarian_assistance.pdf

¹⁹ <https://piktes.gov.tr/Home/ProjeninAmaciENG>
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to increase protection and access to basic services for unregistered migrants and non-Syrian refugees.

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 maintain its exit from supporting the direct provision of health care services. DG ECHO in 2022 may therefore only provide bridging funding, if necessary for projects of transient nature, to support current actions that provide specialised services in the areas of Post-operative Care, Physiotherapy/Physical Rehabilitation for the war-wounded and those without health insurance coverage.

Demonstrated access to healthcare issues for the most vulnerable refugees, especially those without proper legal status or/and health insurance coverage, may be addressed from a protection perspective, under the objective of facilitating “safe access to services”.

5.1.5 Rapid response to new emergencies

In case of new humanitarian emergencies such as a large-scale influx of refugees, or natural disaster, DG ECHO will seek to provide immediate emergency relief such as targeted protection, health, or basic needs assistance, including through existing programmes and only if and when humanitarian gaps are clearly identified.

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

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.