

HUMANITARIAN IMPLEMENTATION PLAN (HIP) TÜRKIYE

AMOUNT: 65 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2023/01000 (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. MODIFICATION 1.0 – FEBRUARY 2023

On 6 February, a powerful earthquake of magnitude 7.8 – one of the strongest earthquakes in the region in more than 100 years – struck the province of Gaziantep in Türkiye, which impacted neighbouring Syria as well. Another powerful 7.5 quake struck the Kahramanmaraş area the same day. As per the UN Türkiye Earthquakes Flash Appeal³, 9.1 million people are affected in the 11 hardest-hit provinces. The scale of devastation is unprecedented and has created massive humanitarian needs. 5.2 million people are reported in need of health and nutrition, 2 million are in need of protection and multipurpose cash, while 1.5 million are in need of shelter and NFIs as well as WASH (Water, Sanitation and Hygiene). Early recovery and debris removal is needed for over 2.9 million people.

Following the earthquake's aftermath, a three-month state of emergency has been declared in the ten worst affected provinces. A powerful 6.3-magnitude earthquake was registered in Hatay Province on 20 February, the impact of which has yet to be confirmed. This comes two weeks after the two quakes of 7.7 and 7.5 magnitude impacted eleven provinces in Türkiye's southeast region on 6 February.

The additional amount of **EUR 15 000 000** will support the most pressing humanitarian needs in food and non-food items including winter tents, shelter units, shelter kits, heaters, mobile toilets, sleeping bags, portable beds, blankets, mattresses, winter clothes, hygiene kits, drinking water, water tanks, portable containers and purification tablets. Main health needs are trauma response, basic health services covering the general needs and considering the severity of the shock, external psychosocial support.

¹ Technical annex and thematic policies annex

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

³ Flash Appeal: Türkiye Earthquake (February - April 2023) - OCHA

2. CONTEXT

DG ECHO's needs assessment for 2022-2023 identified high humanitarian needs in Türkiye. The vulnerability of the population affected by the crisis is assessed to be high.

	Türkiye
INFORM Risk Index⁴	5/10
Vulnerability Index	4.8/10
Hazard and Exposure	7.9/10
Lack of Coping Capacity	3.2/10
Global Crisis Severity Index⁵	Medium 3.2/5
Projected conflict risk	9.9/10
Uprooted People Index	9.4/10
Humanitarian Conditions	6.8/10
Natural Disaster Index	6.1/10
HDI Ranking⁶ (Value)	0.820 (54th rank) “Very High” development
Total Population⁷	84 339 067

Türkiye remains the largest refugee hosting country in the world, with the majority living in protracted displacement, in need of both humanitarian and increasing developmental support. The COVID-19 global pandemic has deteriorated standards of living, further exacerbating the needs. Moreover, with no comprehensive political agreement in sight, conditions for supporting large scale safe, dignified, voluntary and sustainable repatriation to Syria are currently not in place. Under the Facility for Refugees in Türkiye (Facility), EUR 6 billion of EU humanitarian and development aid were allocated to Türkiye from 2016 to 2019 and are being successfully implemented. In 2020, the EU ensured the continuation of humanitarian assistance to Türkiye with additional resources coming from the EU Budget for a total amount of EUR 531.7 million. Following the European Council Conclusions of June 2021, the European Commission is mobilising an additional EUR 3 billion in humanitarian and development assistance to continue assisting refugees and host communities in Türkiye.

3. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance:

According to the Turkish Presidency for Migration Management (PMM), there were 3 636 698 Syrians under Temporary Protection (SuTP) in Türkiye as of 6 October 2022⁸.

⁴ [INFORM](#) is a global, open-source risk assessment for humanitarian crises and disasters

⁵ [INFORM Severity Index](#)

⁶ Humanitarian Development Index ([HDI](#)) developed by UNDP

⁷ [World Bank data](#), year 2021

⁸ <https://en.goc.gov.tr/temporary-protection27>

In addition, as of 7 July 2022, there are 322 420 people of other nationalities registered as International Protection (IP) holders, according to the PMM (3 main nationalities represented are Afghans with 45%, Iraqis with 45% and Iranians with 6%).

	Türkiye
People of Concern – PoCs (Refugees, migrants, asylum seekers)	3.76 million

In addition, there is an unknown non-negligible number of migrants living in or transiting through Türkiye. With limited access to public services, they include at-risk and particularly vulnerable groups such as unaccompanied minors or sex workers who are economically vulnerable. In 2021, law enforcement forces apprehended 162 996 irregular migrants, and an additional 133 116 irregular migrants in the first six months of 2022⁹.

From a socio-economic perspective, the continued depreciation of the local currency and high inflation have further worsened the PoCs' already precarious socio-economic conditions. In July 2022, the annual inflation rate was recorded as 79.6%, whereas the annual food inflation was announced as 94.7%. In addition, increase of the food prices, transportation, utilities, health, education and housing have seriously affected the refugee population in Türkiye¹⁰. The Emergency Social Safety Net (ESSN)¹¹ programme¹² shows that the minimum expenditure basket for the refugees in Türkiye was calculated in Turkish Lira at TRY 674 per person per month and TRY 4044 per family per month¹³ (for comparison the minimum wage was TRY 5500 as of 1 July). Data collected within the ESSN programme¹⁴ also shows that at the beginning of 2022, refugees increasingly resorted to negative coping mechanisms such as reducing food consumption (reduced portion and meals per day), borrowing money and selling assets. In July 2022, Türkiye's unemployment rate was recorded at 10.3%, with youth unemployment rate at 20%¹⁵.

According to a report published by the Ministry of National Education (MoNE) in January 2022, and despite remarkable achievements in integrating two thirds of all school-age refugee children (approx. 800 000) into the national education system, 460°123 refugee children of multiple nationalities remain out of school due to various barriers related to socio-cultural, health-related, and other reasons.

The registration under Temporary Protection for newly arrived Syrians is closed, with more emphasis placed on the return of refugees to Syria. The number of Afghans fleeing to Türkiye and apprehended by the Turkish authorities was 70 252 in 2021 and 62 969 Afghans by 30 June 2022¹⁶. Stricter border management measures have been put in place as well as more police controls over the migration routes.

⁹ <https://en.goc.gov.tr/irregular-migration>

¹⁰ Consumer Price Index, [TURKSTAT](#), July 2022

¹¹ Launched in 2016, the [ESSN](#) is the biggest humanitarian programme in the history of the EU. It provides monthly cash assistance (230 Turkish Lira _around €12.5_ per family member) to the most vulnerable refugees to cover essential needs like rent, utilities, food and medicine. Currently, the European Commission funds the programme until early 2023.

¹² [ESSN Monthly Report, IFRC, April 2022](#)

¹³ For a family of six.

¹⁴ [PDM 14 report](#), data collected in January-February 2022.

¹⁵ Unemployment rate, [TURKSTAT](#), July 2022

¹⁶ <https://en.goc.gov.tr/irregular-migration>

2) Description of the most acute humanitarian needs

In 2022, the socio-economic impact of COVID-19, as well as the hyperinflation, have further increased the refugees' economic vulnerability, impacting in turn their living conditions, capacity to meet basic needs and physical and mental well-being.

Refugees continue to face difficulties accessing social services and exercising their rights, thus exposing them to increased protection risks. While the SuTP and International Protection (IP) applicants are entitled to access a range of governmental social services in Türkiye, this access is frequently hampered by lack of relevant and up-to-date information, continued linguistic and cultural barriers (despite governmental and non-governmental initiatives), capacity issues and financial constraints. The latest Inter-Agency Protection Sector Needs Assessment demonstrates that refugees seeking IP face additional constraints. Many 'out of province' refugees lose their access to basic services when moving out of their province of registration in search of livelihoods opportunities in other provinces. Marginalised groups, such as seasonal agricultural workers, LGBTIQ+¹⁷ and unaccompanied children, face additional risks such as gender-based violence (GBV), exploitation, child labour or discrimination.

Among the above-mentioned vulnerable migrants, many refugees remain unregistered for various reasons. Some never approach authorities for their status determination, while some are unaware of asylum procedures, or cannot obtain registration. Frequently, unregistered migrants are unable to access services and are therefore unable to meet their basic needs, including serious health concerns that cannot be addressed. Furthermore, possible stricter enforcement of the current measures in the future may also significantly affect the access to registration for both SuTP and IP applicants, with an increasing number of provinces being fully or partially closed to registration.

Refugee children continue facing several challenges in enrolling or ensuring continued attendance to school. These challenges are based on, but are not limited to, economic hardship (e.g. increased poverty and cost of living in Türkiye leading to increased child labour, increased mobility in search of employment and reduced ability to afford school-related expenses); academic barriers (e.g. lack of Turkish language skills among children, lack of information on education services and enrolment procedures, inappropriate age vs grade levels); health-related factors (e.g. enrolment and access challenges due to having a disability), in addition to protection-related concerns (e.g. discrimination, bullying, including increased cyber-bullying), and gender dynamics (e.g. child marriage, domestic/caring and other responsibilities). Moreover, the impact of COVID-19 on the education system in Türkiye had a direct effect on the access to education of refugee children.

¹⁷ Lesbian, gay, bisexual, transgender/transsexual, intersex, queer/questioning. The '+' represents minority gender identities and sexualities not explicitly included in the term LGBTIQ.

4. HUMANITARIAN RESPONSE AND COORDINATION

1) National / local response and involvement

The Turkish government remains the largest provider of assistance to refugees in Türkiye, 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. However, stricter enforcement of regulations and restrictive measures are increasingly observed. In October 2021, all refugee-related tasks, including financing the refugee response, were transferred from the Directorate-General for Migration Management (DGMM) to the Presidency of Migration Management (PMM). The Ministry of National Education (MoNE), Ministry of Health (MoH) and Ministry of Family and Social Services (MoFSS) extend some social services that are available to Turkish citizens to registered refugees. The Turkish Red Crescent (TRC), 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

Despite UN-led sectoral working groups, there is no overarching UN coordination of the humanitarian response in Türkiye which is instead ensured by national authorities. The UNHCR-UNDP Regional Refugee and Resilience Plan (3RP) brings together the plans developed in response to the Syria crisis in Türkiye, Egypt, Iraq, Jordan, Lebanon and Syria. In Türkiye, the 3RP covers protection, food security, education, health, basic needs and agriculture as well as livelihoods¹⁸. According to the latest information available, by end of 2021, 51% of the 3RP appeal for Türkiye (USD 1.03 billion) had been funded¹⁹. Many bilateral donors and the EU are contributing to the 3RP. EU Member States and other donors are also providing bilateral support to humanitarian and development interventions in Türkiye. However, there is no overarching international response plan for non-Syrian refugees, asylum seekers under IP, and other forcibly displaced persons.

3) Operational constraints *in terms of:*

i.) access/humanitarian space:

Türkiye is an upper middle-income country with the capacity to integrate refugees into a range of services. Türkiye has maintained its inclusive approach to supporting refugees through governmental institutions, despite the existing challenges which were exacerbated by the COVID-19 pandemic. However, gaps in specific sectors are likely to remain in 2023, due to the sheer scale of the crisis. Particularly, the regulatory environment for NGOs remains a constraint for EU humanitarian partners. Despite the improvements of the registration procedures since 2020, it is still challenging for NGOs

¹⁸ [3RP country chapter, Türkiye](#)

¹⁹ [Turkey: 3RP Funding Update https://data.unhcr.org/en/documents/details/90537](https://data.unhcr.org/en/documents/details/90537)

to obtain the relevant documents enabling them to work at national and local levels. This includes work permits for refugees and other foreign staff, as well as authorization to conduct certain protection activities such as outreach, psycho-social support (PSS) and case management.

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 Türkiye requires humanitarian partners to make an effort in contextualising their approach to the response, with respect to the sensitivities of each location, to avoid doing harm, while at the same time providing the most tailored and appropriate support possible. Additionally, while the restrictions imposed for the Covid-19 pandemic were all lifted by mid-2022, partners have not reached their full field presence, including with respect to outreach and face-to-face support, also due to the administrative impediments described above.

5. HUMANITARIAN – DEVELOPMENT – PEACE NEXUS

As agreed in the Steering Committee of the Facility for Refugees in Türkiye, the transition from humanitarian to development assistance is one of the Facility’s objectives also in the coming period. As of 2021, development actions funded under the second tranche of the Facility have increasingly offered 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 education sector, as part of the transition agenda, DG ECHO handed over the Conditional Cash Transfer for Education (CCTE) programme²⁰ to DG NEAR (with effect as of 2022/2023 academic year). Regarding the basic needs assistance, the transition of the part of the beneficiary caseload has taken place since July 2021, through the Complementary ESSN (C-ESSN), an EU funded programme managed by the Ministry of Family and Social Services directly. The transition of the Emergency Social Safety Net (ESSN) to development assistance is planned to take place in 2023, after the expiry of the current contribution agreement.

The Commission’s Draft Amending Budget (DAB) No5 to the general budget 2021 tabled in July 2021 (COM92021)460 final)²¹ 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).

The humanitarian projects should thus be closely aligned, and fully coordinated to avoid duplication efforts to corresponding programmes funded by other EU instruments and development donors. Linkages/referral pathways between basic needs/protection sectors

²⁰ The [CCTE](#) is a programme that encourages hundreds of thousands of refugee children to enroll and attend school by providing cash assistance to families based on the condition of their children’s regular attendance

²¹ [Draft Amending Budget No 5](#)

and livelihoods are welcome to support the self-reliance of refugees and operationalize the humanitarian-development-peace nexus. The continuity between humanitarian and development assistance is a prerequisite for the long-term sustainability of EU support to refugees in Türkiye. The coherence with national and local systems will also have to be ensured, while preserving humanitarian safeguards.

6. ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS

6.1 Envisaged DG ECHO response

In 2023, the EU humanitarian support in Türkiye will contribute to the full transition from humanitarian to development of selected programmes in health, protection, education in emergencies (CCTE) and basic needs (ESSN). In line with the objective of the transition, the DG ECHO response will focus on increased targeted outreach in the mentioned sectors, while encouraging a multi-sectoral approach in project implementation, as well as strengthening linkages among sectors. DG ECHO will support proposals that promote a more agile response system, such as mobile units and Community Based Child Protection (CBCP), to improve access to protection services through increased targeted outreach.

DG ECHO partners are encouraged to target the most marginalised groups and those most at risk, groups that are marginalised in multiple ways (e.g., LGBTIQ+, seasonal agricultural workers, refugees registered in a different province where they live and work with no access to social services, vulnerable migrants), for targeted programming, based on a thorough analysis (multi-sectoral) 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 based on assessed capacity gaps. DG ECHO partners are encouraged to develop a strategy addressing acute needs of vulnerable groups residing in urban and/or rural settings, including flexible programming and remote approaches as appropriate.

Under its localisation agenda, DG ECHO will consider continuing funding grant schemes managed by a single partner, to support small and medium-sized local organisations and specific vulnerable groups.

DG ECHO will welcome the creation of consortia should they contribute to improved coordination between stakeholders and provide greater coherence and cost-efficiency in the humanitarian response.

6.1.1 Basic needs interventions

DG ECHO will continue under the on-going ESSN programme to address the basic needs of refugees under international and temporary protection, through a monthly cash assistance allowing the most vulnerable refugee families to meet their urgent needs. In the next phase, in line with the updated Strategic Concept Note of 2018 for the Facility²², and the proposed Draft Amending Budget (DAB) No5 to the general budget 2021

²² [Strategic Concept Note of 2018 for the Facility](#)

(COM(2021)460 final)²³, the ESSN is planned to be handed over to DG NEAR in early 2023, after the expiry of the current contribution agreement.

6.1.2 Education in Emergencies (EiE)

After the CCTE programme successfully transitioned to development assistance at the end of the 2021/2022 academic year, DG ECHO will continue its commitment to EiE by focusing on projects aiming at improving access to education for out-of-school refugee children, with a focus on highly vulnerable children such as those who dropped out in Syria and have not had further education in Türkiye, face increased child protection risks or live in hard-to-reach areas. A holistic, quality approach with systematised mechanisms in place (e.g. education-focused identification, case management, education-related child protection activities, follow-up, referrals) is encouraged, to ensure sustained enrolment into relevant formal and non-formal education. Any proposed intervention must demonstrate clear alignment with the CCTE and other EU-funded initiatives, particularly with the PIKTES (Project on Promoting Integration of Syrian Kids into the Turkish Education System) programme and the education system in Türkiye.

6.1.3 Protection interventions

DG ECHO protection interventions will support two main objectives: i) Improving access to protection services through increased targeted outreach; ii) Strengthening prevention and response to the most marginalised populations. DG ECHO will continue to fund information and awareness raising initiatives on relevant rights and documentation, specialised protection services, targeted protection monitoring and advocacy. As outlined in the previous HIPs, priority will be given to actions aiming at filling 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. DG ECHO will also support actions addressing barriers to accessing social services, especially through accompanied referral and outreach mechanisms, with the inclusion of systematic follow-up activities.

The partners should consider supporting measures to facilitate access to the registration of refugees and migrants, including updating data in governmental systems and improving legal and civil documentation in partnership with PMM, as well as targeted advocacy to increase the protection and access to basic services for non-Syrian refugees as well. Coordination structures orientated towards promoting greater coherence and efficiency could also be considered.

6.1.4 Health interventions

DG ECHO will finalise its exit from supporting the direct provision of health care services in 2023 as part of the transition strategy for health. DG ECHO may therefore only provide minimum bridging funding, if necessary, to fill gaps and 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.

²³ [Draft Amending Budget No 5](#)

6.1.5 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.

6.2 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.

In view of the importance of logistics for humanitarian operations, DG ECHO remains also committed to contribute to logistics operations, via funding or any other tool, such as the European Humanitarian Response Capacity (EHRC), at its disposal.

The European Humanitarian Response Capacity (EHRC) is a global initiative aiming at supporting the delivery of humanitarian assistance with a gap-filling approach. Under the EHRC, the Commission has at its disposal several tools that can be activated in case of sudden onset disasters, e.g., a series of Common Logistics Services (including air operations, warehousing services, last-mile ground transportation, etc.), and a stockpile of emergency WASH and shelter items to be pre-positioned in regional warehouses worldwide.