

## HUMANITARIAN IMPLEMENTATION PLAN (HIP)

### TÜRKİYE

**AMOUNT: EUR 26 000 000**

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2024/01000 (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 from DG ECHO<sup>2</sup> to its partners and assist them 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 assessment for 2023-2024 identified moderate humanitarian needs in Türkiye. The vulnerability of the population affected by the crisis is assessed as high.

|  | Türkiye                       |
|--|-------------------------------|
| <b>INFORM Risk Index (0-10)<sup>3</sup></b>    | 5/10                          |
| Hazard and Exposure                            | 6.5/10                        |
| Vulnerability                                  | 6.18/10                       |
| Lack of Coping Capacity                        | 3.2/10                        |
| <b>INFORM Severity Index (0-5)<sup>4</sup></b> | <b>3.5/5</b>                  |
| Impact of the crisis                           | 4.3/5                         |
| Condition of people affected                   | 3.1/5                         |
| Complexity of the crisis                       | 3.5/5                         |
| Number of People in Need                       | 4.1/5                         |
| <b>Human Development Index (0-1)</b>           | 0.838 (48 <sup>th</sup> rank) |
| <b>Total Population<sup>5</sup></b>            | <b>85 341 241</b>             |

According to the Turkish Presidency for Migration Management (PMM), there were 3 329 516 Syrians under Temporary Protection (SuTP) in Türkiye as of 13 July 2023<sup>6</sup>. In addition, as of July 2023, there are 296 880 people of other nationalities registered as International Protection (IP) holders.

Türkiye hosts the largest refugee population in the world, with the majority living in protracted displacement. According to the UN Refugee Agency, over 98% of refugees in Türkiye live outside camps under challenging and often precarious circumstances. The cost of living and lack of access to a regular income make it difficult for vulnerable families to meet their basic needs. Some feel they have

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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> INFORM Risk is a global, open-source risk assessment for humanitarian crises and disasters

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

<sup>4</sup> The INFORM Severity Index is a way to objectively measure and compare the severity of humanitarian crises and disasters globally. <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Severity>

<sup>5</sup> World Bank data, 2022 <https://data.worldbank.org/indicator/SP.POP.TOTL>

<sup>6</sup> <https://en.goc.gov.tr/temporary-protection27>

no choice but to resort to negative coping mechanisms such as child labour, street begging, or early marriage.

Many families have reduced their food consumption and standards of living. In addition to the needs of refugees, on 6 February 2023, two devastating earthquakes struck the South-eastern part of the country affecting 11 provinces. According to the Disaster and Emergency Management Presidency (AFAD), the death toll reached 50 783 (including at least 7300 SuTP present in Türkiye) and 107 204 people were injured (as of 5 April 2023).<sup>7</sup>

The earthquakes struck areas hosting approximately 1.8 million Syrian refugees, which represent 47 per cent of all Syrian refugees in the country. Government officials indicated that 102 000 SuTP were granted temporary travel permits to move to other districts. The number of SuTP displaced following the earthquake without acquiring official documentation is unknown.

The economic crisis and the earthquakes have worsened the living standards and further exacerbated the needs of the refugee population. The price increases in food, transportation, utilities, health, education, and housing have seriously affected the refugee population. Moreover, with no comprehensive political agreement in sight, conditions for safe, dignified, voluntary and sustainable returns to Syria are currently not in place.

Under the Facility for Refugees, the EU has invested EUR 2.4 billion in humanitarian assistance in Türkiye between 2016-2019. In addition to the projects funded via the Facility, the EU allocated EUR 32.5 million in humanitarian funding between 2012 and 2014 as well as EUR 531.7 million in 2020. The EU allocated EUR 425 million in 2021 and 2022, which includes the latest EUR 50 million in humanitarian funding announced in June 2022, and EUR 65 million in 2023. While the humanitarian allocations for Türkiye have been gradually reduced, the humanitarian needs of the refugee population affected by the earthquake remain high<sup>8</sup>.

The overall humanitarian strategy in Türkiye aims to gradually move from humanitarian to development assistance. The first part of the transition finalised successfully in September 2022 with the transition of the Conditional Cash Transfer for Education (CCTE) and in August 2023 with the transition of the Emergency Social Safety Net (ESSN). In 2024, ECHO will continue responding to the most pressing humanitarian needs and working on the transition in the remaining sectors, mainly protection and health.

## 2. HUMANITARIAN NEEDS

### 2.1. People in need of humanitarian assistance:

|  | Türkiye     |
|--|-------------|
| People of Concern – PoCs (i.e. Refugees, migrants, asylum seekers) | 3.6 million |

The registration under Temporary Protection for Syrians, whether newly arriving or unregistered is closed. In addition, there is an unknown number of migrants living in or transiting through Türkiye.

In 2022, law enforcement forces apprehended 285 027 irregular migrants, and an additional 88 158 irregular migrants in the first six months of 2023. According to the available data, the number of Afghans fleeing to Türkiye and apprehended by the Turkish authorities significantly reduced from 115 775 in 2022 to 27 127 Afghans by 13 July 2023<sup>9</sup>. Syrians follow with 16 949 apprehensions. Stricter

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<sup>7</sup> <https://www.sbb.gov.tr/wp-content/uploads/2023/03/Turkiye-Recovery-and-Reconstruction-Assessment.pdf>

<sup>8</sup> <https://reliefweb.int/report/turkiye/humanitarian-transition-overview-turkiye-earthquake-response-august-2023>

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

border management measures have been put in place, as well as more police controls over the migration routes.

According to an OCHA Flash Appeal<sup>10</sup> more than nine million people were affected by the February 2023 earthquakes including four million children, with some three million people displaced. From a socio-economic perspective, the impact of the earthquakes, the continued depreciation of the local currency and high inflation have further worsened the already precarious socio-economic conditions of the people of concern (PoC).

Data collected within the ESSN programme at the end of 2022 and before the earthquakes<sup>11</sup> was already showing that refugees increasingly resort to negative coping mechanisms, such as reducing food consumption (reduced portion and meals per day), borrowing money, and selling assets. In the aftermath of the earthquakes, prices increased drastically, which amplified the vulnerabilities of the refugees.

According to the latest figures over 450 000<sup>12</sup> refugee children of multiple nationalities remain out of school due to various barriers related to socio-cultural, health-related, and other reasons. While the COVID-19 pandemic had already affected the access to education, it is expected that the impact of the earthquakes on education will lead to an increased number of out of school children (OoSC) and dropouts among refugee children living in the affected areas or displaced to other provinces (over 240 000<sup>13</sup> were residing in provinces affected). Resorting to negative coping mechanisms (e.g. child labour and child marriages) among refugee communities, as a consequence of the disaster and the deteriorated economic situation, are expected to impact school enrolment and retention.

A number of health facilities collapsed during the earthquakes and have been substituted by mobile clinics or emergency medical teams (EMTs). According to the Turkish Medical Association, three months after the earthquake, access to health services was deemed insufficient in terms of first application, coverage, and durability<sup>14</sup>.

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

Following the February 2023 earthquakes, the government has taken steps to establish temporary settlements for those with damaged or destroyed homes, trying to reduce the number of informal and formal tented sites and transitioning towards container sites. Despite these efforts, it is expected that some groups, including SuTP, will still not have adequate access to shelter solutions or to basic services (including WASH, Health, and Education) in 2024. Several SuTPs were referred to available Temporary Accommodation Centres (TACs) that are not always close to their initial province of residence or livelihoods.

The needs for mental health and psychosocial support (MHPSS) as well as physical rehabilitation and provision of medical assistive devices have also shown an increase in earthquake-affected provinces.

Anticipated protection risks such as consequences of loss of documentation, psychological distress, risks of sexual and gender-based violence (SGBV) due to the confinement of displaced people in the tented and container sites and family separations, as well as the risks of Sexual Exploitation and Abuse (SEA) are among the main protection risks identified in the earthquake affected areas. In addition, specialised protection mechanisms have been weakened because of the earthquakes. Deterioration on social cohesion, widespread anti-refugee rhetoric and politicisation of the refugee are worsening factors.

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<sup>10</sup> [Humanitarian Transition Overview - Türkiye Earthquake Response \(August 2023\) | OCHA \(unocha.org\)](https://www.unocha.org/turkey/en/flash-appeal)

<sup>11</sup> ESSN PDM16 Report, March 2023, [https://platform.kizilaykart.org/en/Doc/rapor/PDM16\\_Report.pdf](https://platform.kizilaykart.org/en/Doc/rapor/PDM16_Report.pdf)

<sup>12</sup> <https://reliefweb.int/report/turkiye/humanitarian-transition-overview-turkiye-earthquake-response-august-2023>

<sup>13</sup> <https://reliefweb.int/report/turkiye/humanitarian-transition-overview-turkiye-earthquake-response-august-2023>

<sup>14</sup> [Turkish Medical Association, https://www.ttb.org.tr/userfiles/files/3ayraporu.pdf](https://www.ttb.org.tr/userfiles/files/3ayraporu.pdf)

Most vulnerable groups, such as seasonal agricultural workers, LGBTIQ+<sup>15</sup> and unaccompanied children, face additional risks such as SGBV, exploitation, child labour or discrimination. All these risks have been exacerbated by the impact of the earthquakes.

An undefined number of refugees remains unregistered for various reasons, with little or no access to basic needs and services, such as health or education. Furthermore, the enforcement of strict measures affects 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 will face challenges in enrolling or ensuring continued attendance to school due to the impact of the earthquakes, whether in their provinces of origin or where they were relocated. These challenges include, but are not limited to: economic hardship (e.g. leading to increased child labour); academic barriers (e.g. lack of Turkish language skills, inappropriate age vs grade levels); health-related factors; protection-related concerns (e.g. discrimination, (cyber) bullying); and gender inequality (e.g. child marriage).

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

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

The Turkish government remains the largest provider of assistance to refugees in Türkiye, as well as to survivors of the earthquakes, leading the overall response in the country. Turkish government policies incorporate registered refugees into government-run health and education schemes, and other public services. However, stricter enforcement of regulations and restrictive measures are increasingly observed.

The Turkish Red Crescent (TRC), an auxiliary body to the Government, is the largest first-line responder to most of the refugees' survivors of the earthquakes' needs. Mandated by the government, TRC provided more than 361 million hot meals in the earthquake affected areas via 439 mobile kitchens<sup>16</sup>. Hundreds of Syrian and Turkish Non-Governmental Organisations (NGOs) further support relief efforts in partnership with authorities and international humanitarian aid agencies.

Local civil society organisations (CSOs) have demonstrated their capacities over the past years in response to the refugee crisis and were among the first and most active responders following the earthquakes. Encouraging the equitable inclusion of local actors in the response is therefore deemed appropriate in the Turkish operational context.

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

Considering the massive needs resulting from the earthquakes, the Government called for international assistance. The international humanitarian community launched a Flash Appeal requesting USD 1 billion to enable humanitarian partners to complement and support the government-led response over an initial three months. The Flash Appeal is funded at 44.5% (USD 448 million) as of July 2023.

While OCHA led on the earthquake response, the UNHCR-UNDP Regional Refugee and Resilience Plan (3RP) maintains its coordination structure around the following sectors: protection, education, health, basic needs and economic empowerment (covering Livelihoods and Food Security and Agriculture sub-chapters)<sup>17</sup>. According to the latest information available, by end of August 2023, 33%

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<sup>15</sup> Lesbian, gay, bisexual, transgender/transsexual, intersex, queer/questioning. The '+' represents minority gender identities and sexualities not explicitly included in the term LGBTIQ.

<sup>16</sup> IFRC Operational update of 5 July 2023, available at <https://www.ifrc.org/media/52385>

<sup>17</sup> [https://www.3rpsyriacrisis.org/wp-content/uploads/2023/03/3RP-2023-2025-Turkiye-Country-Chapter\\_EN.pdf](https://www.3rpsyriacrisis.org/wp-content/uploads/2023/03/3RP-2023-2025-Turkiye-Country-Chapter_EN.pdf)

of the 3RP 2022 appeal for Türkiye (USD 1.163 million) had been funded<sup>18</sup>. 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.

### **3.3. Operational constraints in terms of:**

#### **1) Access/humanitarian space**

Türkiye is an upper middle-income country with the capacity to integrate refugees into a range of services. Türkiye has supported with limited funds refugees through governmental institutions, despite the above-mentioned challenges. However, needs are still high for the most vulnerable refugees especially those affected by the earthquake, in sectors such as WASH, shelter, health, education in emergencies (EiE) and protection. Despite the improvements in the regulatory environment since 2020, and particularly after the earthquakes, the process to acquire registration or authorisation for certain activities makes it sometimes challenging for NGOs 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 authorisation to conduct certain protection activities such as outreach, psycho-social support (PSS) and case management.

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

The absorption capacity of partners is deemed sufficient to deliver adequate assistance. Due to the geographic spread of refugees across Türkiye, partners need to adapt their approach to the response, with respect to the sensitivities of each location, while at the same time providing the most tailored and appropriate support possible.

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

Pursuing the agreement of the Steering Committee of the Facility for Refugees in Türkiye, two large ECHO-funded programmes have been transitioned to development assistance. The CCTE programme<sup>19</sup> was handed over to DG NEAR successfully, starting from the 2022/2023 academic year. With respect to the ESSN, a direct grant was signed in July 2023 between DG NEAR and the Ministry of Family and Social Services (MoFSS) for the continuation of C-ESSN (2<sup>nd</sup> phase) and the continuation of ESSN (4<sup>th</sup> phase) until end of 2024/early 2025.

In the health sector, the EU development strand absorbed most of the support to refugees previously provided under the humanitarian leg of the Facility. Following the earthquakes, the transition of some Physical Therapy and Rehabilitation (PTR) units was postponed as new humanitarian needs arose.

The remaining humanitarian assistance projects should be closely aligned and fully coordinated to avoid duplication with the corresponding programmes funded by other EU instruments and development donors. 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.

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<sup>18</sup> <https://fts.unocha.org/countries/229/summary/2022>

<sup>19</sup> The CCTE is a programme that encourages hundreds of thousands of refugee children to enrol and attend school by providing cash assistance to families based on the condition of their children's regular attendance.

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

### **5.1 Envisaged DG ECHO response**

#### *5.1.1 Priorities*

DG ECHO response will focus on an increasingly targeted outreach in the sectors outlined below, while encouraging a multi-sectoral approach in project implementation, as well as strengthening linkages among sectors.

DG ECHO partners are encouraged to target the most vulnerable, including those that have been affected by the earthquakes, as well as groups that are very vulnerable 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). DG ECHO partners are encouraged to develop a risk analysis, a strategy addressing the acute needs of vulnerable groups residing in urban and/or rural settings, including flexible and multi-sectorial programming 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.

DG ECHO promotes the mainstreaming of a preparedness and risk-informed approach in all its response operations.

#### *Basic needs interventions*

Following the handover of the ESSN programme to DG NEAR (effective as of August 2023), DG ECHO will focus on small scale basic-needs assistance to those refugees and specific groups or communities at risk that might face extreme vulnerabilities. DG ECHO expects the basic-needs assistance to be based on comprehensive needs assessments, coordinated, and harmonised to ensure efficiency and consistency.

While DG ECHO maintains its commitment to providing cash, the modality of response must be informed by needs-based assessment as well as market, operational and analyses of the environmental impact of different modalities. Referral pathways with livelihood or self-reliance opportunities are encouraged.

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

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 victims of the earthquakes. A holistic, quality approach with individualised mechanisms in place (e.g. education-focused identification, case management, referrals) is encouraged, to ensure impactful enrolment into relevant formal and accredited non-formal education. Any proposed intervention must demonstrate clear alignment with other EU-funded initiatives, particularly with the PIKTES (Project on Promoting Integration of Syrian Kids into the Turkish Education System) programme<sup>20</sup> and the education system in Türkiye.

Disaster preparedness is essential to minimise disruption of education services, enhance children's safe access to schools and, in line with the Comprehensive School Safety Framework, reduce the risks of all hazards and threats to the education sector. The core of these efforts is to recognise children's rights to the continuity of education, to participation and to protection.

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<sup>20</sup> <https://piktes.gov.tr/eng>

### *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 vulnerable 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. Priority will be given to actions aiming at 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.

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 the Presidency of Migration Management (PMM), as well as targeted advocacy to increase the protection and access to basic services for non-Syrian refugees as well. Funding of coordination structures aiming at promoting greater coherence and efficiency could also be considered. Protection monitoring and trends analysis should be regularly conducted to inform and guide the programmatic response and to support possible advocacy to address existing and/or emerging protection needs.

### *Health interventions*

DG ECHO is planning to finalise its exit from supporting the direct provision of health care services in 2024, as part of the transition strategy from the health sector. Nevertheless, the needs emerged after the earthquakes in February 2023 will be monitored throughout 2024. DG ECHO may continue to provide minimum bridging funding, if necessary, to support current actions that provide specialised services in the areas of Post-operative Care, Physiotherapy/Physical Rehabilitation, MHPSS and assistive devices for the war and earthquake-wounded, and those without health insurance coverage. Proper waste management of healthcare waste should be ensured.

### *Other sectors*

Given the volatility of the situation, providing the humanitarian needs are properly identified, DG ECHO could consider a few other critical sectors of interventions such as emergency shelter, water and sanitation and disaster preparedness.

### *Rapid response to new emergencies*

In case of new humanitarian emergencies, DG ECHO could consider provision of emergency response and preparedness; building of humanitarian surveillance and response capacity; and strengthening of contingency planning including through crisis modifiers for medium-scale emergencies.

#### *5.1.2. Programmatic Partnerships*

DG ECHO could support programmatic partnerships in priority areas highlighted in the HIP. For further details, please refer to the HIPTA section 3.e for technical and administrative details.

#### *5.1.3. Multi-Year Funding*

DG ECHO could support multi-year funding actions in areas considered appropriate<sup>21</sup> and presented in the HIP i.e; ref to the HIPTA sections 3.g and 4.d for technical and administrative details.

EiE and Disaster preparedness are areas which do not need a special justification when submitting a multi-year funding project.

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<sup>21</sup> See factsheet on EU Humanitarian Aid Multi-Year Funding available on the DG ECHO Partners' website

## **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.

Activities under this HIP might be complemented by the activation of the European Humanitarian Response Capacity (EHRC). The EHRC is a DG ECHO led global initiative, aiming at supporting humanitarian partners for 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.), a stockpile of emergency items, and deployment of humanitarian expertise.