

Facility for Refugees in Turkey

Updated Strategic Concept Note

A. Introduction

This document aims to provide the strategic framework for the programming and implementation of the second tranche of the Facility for Refugees in Turkey ('the Facility')¹. It confirms the continued joint commitment by Turkey and the European Commission to its swift, efficient and effective implementation so as to meet the objective set in the EU-Turkey Joint Action Plan agreed on 29 November 2015 and the EU-Turkey statement of 18 March 2016 to support refugees² and host communities in Turkey. This document is to be endorsed by the Steering Committee in spring 2018 and will be reviewed on a regular basis.

B. Needs identified

Turkey continues to be a prominent reception and transit country for refugees and migrants. As a result of an unprecedented influx mainly due to the conflicts in Syria and Iraq, Turkey has been hosting over 3.8 million refugees, the highest number in the world. This includes 3.5 million registered Syrian refugees, of whom less than 6% reside in the 20 temporary accommodation centres established by the Turkish government, and more than 296,000 registered refugees and asylum seekers mainly from Iraq, Afghanistan, Iran and Somalia. This large presence has a significant impact on host communities in Turkey, which is increasingly reflected in terms of social cohesion and integration. Turkey continues to make commendable efforts in receiving, hosting and supporting high numbers of refugees. The Facility is supporting Turkey in meeting the challenges involved in these efforts.

The provision of assistance through the Facility is based on the comprehensive needs assessment that was issued in June 2016 and is in the process of being updated. In line with Article 3 (2) of the Commission Decision establishing the Facility, priority areas are determined on the basis of the results of the needs assessment, and further to consultations with Turkey and the EU Member States. The needs assessment is to guide the budgetary allocations of programmes.

C. Objectives & Strategy

The Facility will continue to assist Turkey in addressing the humanitarian and development needs of refugees and persons eligible for subsidiary protection and their host communities. The strategic objective of the Facility is to coordinate EU efforts to improve the well-being of refugees and persons eligible for subsidiary protection and support the communities hosting them, in close co-operation with Turkey wherever relevant and necessary.

Investments under the second tranche of the Facility will reflect the protracted nature of the refugee situation with a stronger focus on inclusion and self-reliance. Close cooperation between government, development and humanitarian instruments and actors will be required to identify durable solutions while reducing reliance on aid. This would mean a progressive shift from humanitarian to development assistance, with a focus on providing sustainable socio-economic support and livelihood opportunities within Turkey and strengthening the

¹ Commission Decision C(2015)9500 as amended by Commission Decision C(2018) 1500/3

² Turkey considers Syrians as "Syrians under temporary protection."

capacity of host communities to host refugees. Turkey and the Commission will work to ensure sustainability after the phasing out of the Facility. National systems would need to be prepared to take over implementation of Facility assistance following the phasing out of Facility support, so as to ensure sustainable solutions into government systems resulting in equitable access to rights and services. This would need to be reflected by a recalibration of resources that are to be made available under the respective strands of the Facility.

The Facility results framework and related monitoring and evaluation tools will continue to provide the standard framework for measuring Facility achievements using a common approach across instruments. They will be adapted based on adjustments to the strategic direction under the second tranche as described, in consultation with Turkey.

D. Priority areas

Socio-Economic Support

The specific objective of this priority area is to ensure that vulnerable refugees are able to meet their basic needs whilst facilitating resilience; and to enhance the self-reliance and resilience of refugees and their host communities by supporting their employability and integration into the economy. Measures would provide support to refugees' integration into the Turkish economy, including access to the formal labour market and social assistance systems, while working on social inclusion and helping to foster social cohesion, taking cultural aspects in due consideration.

Outcomes

1. Most vulnerable refugees in Turkey have the means to meet their requirements for everyday living and reduce their negative coping strategies.
2. Refugees and host communities have access to dignified sustainable livelihoods through employment, entrepreneurship and other economic opportunities.
3. Social cohesion is improved through the social inclusion and integration of refugees into their host communities.

Interventions

Two areas of intervention are considered:

- a) The first would provide support via monthly unconditional cash transfers to vulnerable refugee households in order to cover their basic needs, as a continuation of the Emergency Social Safety Net (ESSN); Turkey and the Commission will work to ensure sustainability after the phasing out of the Facility while planning for transition to government-led social protection schemes. Self-reliance will be promoted through access to livelihoods, where and if possible.
- b) The second would include actions to increase the employment opportunities for refugees and host communities through active labour market policies, training and skills development, language training for adults, and support for start-ups, small and medium enterprises and co-operative initiative development. Actions would be attentive to social cohesion and the inclusion of vulnerable groups, promotion of gender and age equality, and prevention of child labour. Initiatives that involve the private sector, in particular those stimulating and encouraging job creation, social responsibility to support livelihood opportunities for refugees, and entrepreneurship with an inclusive approach towards refugees would be encouraged. Linkages between technical and vocational education and training (TVET) programmes and real labour market needs would be

privileged. Balance would be sought between supply-side programming and incentives to increase employment demand. To ensure the sustainability of labour market interventions, support to institutions may be considered.

Implementation

The first line of intervention will be implemented by specialised partners in coordination with the relevant institutions as a continuation of the Emergency Social Safety Net. For the second line of intervention, the budget and specific objectives of a Special Measure will be discussed with Turkey as soon as possible so as to be able to finalise its design mid-2019 at the very latest, followed by the signature of delegation agreements with international financial institutions and other pillar-assessed entities, and/or other contractual arrangements, as appropriate, before end-2019. In both cases, the Commission will engage in a policy dialogue with Turkish authorities to ensure the sustainability of the interventions beyond the lifespan of the Facility.

Education

The specific objective of this priority area is to prepare refugees for the future by supporting the education system in providing quality primary, secondary and tertiary education for all school-age refugees as well as providing life-long learning opportunities for all

Outcomes

1. All school-aged refugee children are integrated into the formal Turkish system by the end of the lifespan of the Facility.
2. Out-of-school refugee children, youth and their parents are aware of and have access to safe pathways to learning.
3. Learning outcomes of refugees are increased and refugee students are aligned to those of host community students.
4. Refugees are supported in retaining a link with their culture, language, and homeland as well as in promoting social cohesion with the host community.
5. Refugee students are provided with higher education, including vocational degrees, and training to increase their employability.

Interventions

Four areas of intervention are considered:

- a) The first would continue to focus on the integration of refugee children into the formal Turkish education system. Enrolment would remain a major focus, but more attention would be paid to quality of education, overcoming access and learning barriers and psycho-social support. The implementation of actions to enable access to formal education, via the conditional cash transfer for education (CCTE), would continue.
- b) The second would focus specifically on out-of-school children and on supporting non-formal education schemes that build pathways to formal education.
- c) A third would focus specifically on access to higher education, according to needs.
- d) The fourth area of focus would be on educational infrastructure subject to confirmation by the updated needs assessment and the maturity of the projects proposed.

Of note, life-long learning interventions for adults would focus on providing refugees with skills and competencies required for the labour market in Turkey and would be covered under Socio-Economic support.

Implementation

Implemented with the Ministry of Education (MoNE) as a continuation and adaptation of the existing direct grant; the first line of action would be financed and disbursed on the basis of actual operational costs incurred and paid. This should ensure speed, efficiency and bolster sustainability. In an effort to ensure continuity, a dedicated Special Measure should be adopted in July 2018. A second intervention would be implemented by specialised partners in coordination with MoNE. The CCTE would continue with its integration into the national system launched during the lifespan of the Facility. Educational infrastructure interventions would be implemented under the terms and conditions laid down in delegation agreements signed with international financial institutions and other pillar-assessed entities, and/or other contractual arrangements, as appropriate.

Health

The specific objective of this priority area is to improve the health status of refugee populations by supporting the healthcare system in accommodating the needs of refugees in addition to those of the host population, with particular attention to highly refugee-populated provinces. Building on the achievements of the Facility to date, actions in this area would aim to secure the sustainability of access to comprehensive, quality primary and secondary health care for the refugee population in Turkey, as part of their progressive integration into the Turkish health care system. Continuation of the first tranche of Facility actions to date and top-up activities on more specific healthcare needs will be taken on board in programming.

Outcomes

1. Refugees have access to comprehensive and quality primary and secondary health care services.
2. Refugees have access to specialised healthcare services (post-traumatic mental health care, post-operative care and physical/physiotherapy) not currently available to scale within the existing national Turkish health system.

b) Interventions

Three areas of intervention are prioritised:

- a) The first would aim to continue supporting the Turkish government in addressing quality primary health care needs of the refugee population. The specific health needs of women, girls, boys and men, including reproductive health, public health, health awareness including for communicable disease, vaccine and promotion will be emphasised. Cultural and language barriers are addressed through patient guides and the integration of refugee health practitioners.
- b) The second area would focus on health infrastructure subject to confirmation by the updated needs assessment and the maturity of the projects proposed.
- c) The third area would aim to fill gaps in the response to specific refugee health needs that cannot be sufficiently provided by the public health care system. Considering the high prevalence of psycho-somatic illnesses and the evident needs related to war-trauma and conflict-related injury, particular attention would be paid to psycho-social and mental health care and physical rehabilitation.

As a cross-cutting issue, efforts should be made to facilitate equal access to healthcare for all refugees regardless of their administrative status, as unregistered refugees and those moving between provinces are only able to access emergency health care services.

Implementation

Implemented with the Ministry of Health (MoH) as a continuation and adaptation of the existing direct grant; the first line of intervention would be financed and disbursed on the basis of actual operational costs incurred and paid. This should ensure speed, efficiency and bolster sustainability. Modelling of niche services by specialised partners would continue for eventual adoption and scale up by the MoH under the second tranche. As part of any continued funding a dialogue should take place on sustainability and the integration of the supported services for refugees within the national health system. Health-related infrastructure interventions would be implemented under the terms and conditions laid down in delegation agreements signed with international financial institutions and other pillar-assessed entities and/or other contractual arrangements, as appropriate.

Protection

The Facility will continue to enhance the protective environment and social cohesion by increasing refugees' equitable access to social services, and by addressing the needs of specific at-risk individuals and groups.

Outcomes

1. Refugees are aware of and have access to national and local public services as per applicable legislation.
2. At-risk, excluded and vulnerable refugees and persons of concern receive specialised services corresponding to their needs.
3. National and local service providers (including municipalities) are aware of refugee rights and entitlements and are supported to respond to refugee protection needs.

Interventions

Protection considerations will be mainstreamed across all priority areas discussed in this note. In addition, two specific areas of intervention are considered:

- a) The first would focus on addressing institutional capacities to address the refugees' protection and social inclusion, including but not limited to meaningful and equitable access to services. Addressing barriers to inclusion into government services and social assistance schemes would be prioritised, including through increased outreach and referrals to protection service providers.
- b) The second area would focus on filling gaps in the response to specific refugee protection needs that cannot be sufficiently provided by government systems.

Implementation

Actions would be implemented by specialised partners in coordination with relevant government institutions, in particular the Ministry of Family and Social Policies (MoFSP), Ministry of Health (MoH), Ministry of National Education (MoNE), the Directorate General for Migration Management (DGMM), local authorities and Municipalities among others such as the Turkish Red Crescent Society (TRCS). The Commission will engage in a policy dialogue with Turkish authorities to ensure the sustainability of the interventions beyond the lifespan of the Facility.

Municipal Infrastructure

The specific objective of this priority area is to improve the provision of municipal services assuring - inter alia - adequate water and sanitation conditions for refugees and host communities.

Outcomes

1. Refugees and host communities benefit from improved public utility supply and services

Interventions

In an effort to help host communities ensure that refugees are hosted in adequate conditions and to support social cohesion, interventions would include the construction, extension or upgrading of municipal infrastructure. This infrastructure should be related to the provision of utility services, including water, waste water, waste collection and processing, etc. Emphasis would be put on environmentally relevant measures, particularly those that could contribute to job creation and the improvement of local livelihoods.

Implementation

Interventions in municipal infrastructure would be subject to confirmation by the updated needs assessment and the maturity of the projects proposed. The interventions considered should reflect the need to ensure their sustainability beyond the lifespan of the Facility. A solid and mature project pipeline should be provided by the Turkish authorities by early 2019 at the latest. Only projects that have passed a maturity assessment should be eligible. The Steering Committee would be informed on the proposals submitted in spring 2019, before the finalisation of a Special Measure and the submission of a financing proposal to the IPA Management Committee in spring 2019 at the latest. Should a mature pipeline fail to materialise, the Steering Committee would be informed of alternative interventions in other priority areas. Infrastructure projects funded under the Facility should be implemented under the terms and conditions of delegation agreements signed with international financial institutions and other pillar-assessed entities and/or other contractual arrangements, as appropriate.

Migration management

Support to the authorities, which operate in the field of migration management and combatting irregular migration may also be covered in case of specific needs, provided interventions are ODA-eligible and complementary to support under IPA outside the Facility.

Other considerations

Cross-cutting themes such as gender and children will be mainstreamed where possible or supported via cross-sectoral interventions. All interventions will take into consideration any risk of gender-based violence and develop and implement appropriate strategies to prevent such risks. Similarly, conflict sensitivity and the principle of "do no harm" will be reflected in all planning and programming processes.

Given the volatility of Turkey's neighbourhood, there will be a need to ensure the timely, adequate and appropriate provision of humanitarian assistance in the event of new emergencies .

Given the prevailing security situation inside Syria and in the absence of a comprehensive political agreement it is currently premature to discuss a return process of people from Turkey to Syria. The Facility will not engage in support for returns until such time when conditions for safe, voluntary and dignified return are in place.

E. Sustainability

The allocation for a second tranche of the Facility for Refugees in Turkey would be the final allocation under the EU-Turkey statement of March 2016. As such, special attention will be paid to the sustainability of programmes supported under the second tranche of the Facility and their incorporation into relevant government systems and programmes beyond its lifespan, where relevant, not least as the Syrian crisis does not show signs of coming to an end anytime soon. Facility funding will therefore be contingent on the definition of sustainable transition and exit strategies per intervention, to be agreed with Turkey and presented to the Steering Committee ex ante.

F. Principles of implementation

Funding under the second tranche of the Facility will be implemented primarily under the Humanitarian Aid Instrument (HUMA) and the Instrument for Pre-accession (IPA II) instruments. The use of other instruments will be exceptional.

Implementation of projects financed by the resources coordinated under the Facility takes place in accordance with the financial rules applicable to the Union's budget and the requirements of the respective basic act (Art. 6 (3) of the Facility), in particular the Instrument for Pre-accession (IPA II) and the Humanitarian Aid Instrument (HUMA).

Humanitarian assistance will be delivered in full respect of humanitarian principles and the European Consensus on Humanitarian Aid.

For the development assistance strand of the Facility, the Commission would propose implementation within the framework of Special and Support Measures in line with the provisions of the IPA II Regulation. The choice of implementation modality will be guided by the need for swift, efficient and effective delivery of assistance coordinated under the Facility, as well as sound financial management of EU funds. For this purpose, coordination with Turkey will be sought. The Measures will be designed in such a way so as to ensure that the use of the relevant funding will be restricted to general and specific objectives stipulated in the Commission Decisions and implementation will take place under the authority of Commission, in line with the requirements of the EU financial rules and the respective basic act. Interventions could finance the reimbursement of pre-agreed, actually incurred and verifiable costs relating to precisely defined tasks. This also applies to third parties.. Costs involved in the mobilisation of intermediaries - where appropriate - would be kept to an absolute minimum. Schemes and initiatives financed by resources coordinated under the Facility performing satisfactorily could be scaled up and rolled out in accordance with EU financial rules and the requirements of the respective basic act, subject, where appropriate, to the relevant comitology committee.

All Facility assistance is to qualify as ODA.

The share of administrative support expenditure will be kept within the limits of administrative support expenditure set for the relevant instruments. Funds destined to administration/management costs will be managed in the same way as other administrative support expenditure in the EU budget, in line with the Financial Regulation and the Commission procedures.

G. Monitoring, evaluation, reporting and audit

The Facility results framework and monitoring activities will focus on immediate and longer-term outcomes and set the standard framework for measuring impact. Funding will be made available within the framework of a Support Measure to continue monitoring (including ex-post) and evaluation. Audit activities will take place during and after the lifespan of the Facility. Research/studies may also be considered to contribute to inform decision-making. The Commission will ensure regular and comprehensive reporting on Facility implementation and results, including through the DG NEAR Website. The Commission will work in close consultation with Turkey on these issues.

H. Visibility, communication, and transparency

The Facility information and communication strategy will be updated to reflect adjustment to the strategic framework. Its continued objective is to raise the profile of the EU as delivering on its commitment to assist Turkey in hosting the largest refugee population in the world. The main target audiences will be Facility beneficiaries, Turkish citizens and European audiences and decision makers, as well as other stakeholders. The main messages will be updated for each target audience group, in line with the strategic framework. Communication activities will progressively focus on and reflect results of implementation on the ground and will involve the mobilisation of a variety of communication tools. Throughout the implementation of the Facility, maximum visibility for the EU should be ensured at all times. The European Commission will continue to aim to streamline VIP and Member State visits as much as possible so as to allow for uninterrupted Facility implementation by all sides. Visits will also serve to underline the complementarity of the Facility with Turkey's ongoing efforts.

The Facility Steering Committee will continue to be the forum for timely, substantive and thorough discussion and exchange of information among the Commission, EU Member States, Turkey and select Members of the European Parliament sitting in as observers. Maximum transparency as regards the exchange of information is to be ensured within this framework. The preparation of specific interventions co-ordinated through the Facility should benefit from full transparency and prior consultations with all sides concerned.

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