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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX

of the Commission Implementing Decision on the financing of the individual measure for the delivery of cash support to refugees, including the most vulnerable refugees, in Türkiye for 2022 and 2023

Action Document for the Complementary Emergency Social Safety NET (C-ESSN) to vulnerable refugees, including the most vulnerable refugees

INDIVIDUAL MEASURE

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and annual and multiannual action plans and measures in the sense of Article 9 of IPA III Regulation and Article 23 of NDICI - Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

Title	Complementary Emergency Social Safety Net (C-ESSN) to vulnerable refugees, including the most vulnerable refugees Commission Implementing Decision on the financing of the individual measure for the delivery of cash support to vulnerable refugees, including the most vulnerable refugees, in Türkiye for 2022 and 2023
CRIS/OPSYS	ACT 61187- JAD.988560 / JAD.1149920
Basic Act	Financed under the Instrument for Pre-accession Assistance (IPA III)
Team Europe Initiative	No
Zone benefiting from the action	The action shall be carried out in the Republic of Türkiye
Programming document	N/A
PRIORITY AREAS AND SECTOR INFORMATION	
Window and thematic priority	N/A
Sustainable Development Goals (SDGs)	Main SDG (1 only): 10 – Reduced inequality Other significant SDGs and where appropriate, targets: 1 – No poverty 2 – Zero hunger
DAC code(s)	16010 – Social protection – 100%

	16012 – Social security (excl pensions) – 25% 16013 – General pensions – 35% 16015 – Social services (incl youth development and women + children) – 35% 16011 – Social protection and welfare services policy, planning and administration – 5%			
Main Delivery Channel	12001 – Central Government			
Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Digitalisation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
Amounts concerned	Budget line: 15 02 01 01.03 Total estimated cost: EUR 381 000 000 Total amount of EU budget contribution EUR 381 000 000 The contribution is for an amount of EUR 231 000 000 from the general budget of the European Union for 2022 and for an amount of EUR 150 000 000 from the			

	general budget of the European Union for 2023, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.
MANAGEMENT AND IMPLEMENTATION	
Implementation modalities (type of financing and management mode)	Project Modality Direct management through: - Grants
Final date for concluding contribution / delegation agreements, procurement and grant contracts	At the latest by 31 December 2023 for IPA 2022 At the latest by 31 December 2024 for IPA 2023
Indicative operational implementation period	72 months following the adoption of the Financing Decision

1.2. Summary of the Action

With an aim to supporting vulnerable categories of refugees, including the most vulnerable refugees in Türkiye in meeting their basic needs, this Action is a continuation of an on-going project financed in the context of the Facility of Refugees in Turkey entitled *Improving the living standards of the most vulnerable refugees through basic needs support (C-ESSN)* that is being implemented by the Ministry of Family and Social Services in partnership with the Turkish Red Crescent. The Action proposed is the second phase of the current project and will ensure the uninterrupted and continuous provision of unconditional cash transfers to vulnerable categories of refugees, including the most vulnerable refugees in Türkiye. The Action is also fully complementary with an on-going intervention – Emergency Social Safety Net (ESSN) 3 - managed by Directorate General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), which started in 2016 and is now being financed from the budget made available by the Commission for the continued EU support to refugees and host communities in Türkiye. The ESSN provides cash assistance to vulnerable categories of refugees, while this action will continue supporting vulnerable categories of refugees, including the most vulnerable amongst the ESSN beneficiaries, which have been transferred to this support scheme. Therefore, the specific objective of this Action (*Regular resource transfers are efficiently and effectively provided to vulnerable categories of refugees, including the most vulnerable refugees to meet their basic needs*) will contribute to the general objective of improving the ability of vulnerable refugees in meeting their basic needs.

The whole action will be implemented with the Turkish authority in the leading role. As per the current experience and lessons learned, and in the view of sustainability and future transition of these categories in need in the Turkish social assistance scheme, the Ministry of Family and Social Services will be directly responsible for the management and execution of the cash transfers to the eligible recipients.

2. RATIONALE

2.1. Context

Due to its geographic position, Türkiye is a prominent reception and transit country for refugees and migrants. As a result of an unprecedented number of people arriving in Türkiye, mainly due to the conflicts in Syria, Iraq and Afghanistan, the country has been hosting more than four million refugees, the highest number in the world. This includes more than 3.7 million registered Syrian refugees¹, and 330 000 registered refugees and asylum seekers mainly from Afghanistan, Iraq, Iran and Somalia². This very large number of people has had a significant impact on the host communities. The protracted displacement of Syrian refugees in Türkiye is posing increasing challenges on social cohesion between refugees, migrants and host communities, especially in a context characterised by economic downturn and the impact of the COVID -19 pandemic on the labour market.

In 2015, the European Union and its Member States decided to step up their political and financial engagement to support Türkiye in its efforts to host refugees. In answer to the call from EU Member States for significant additional funding to support refugees in Türkiye, the Commission established the Facility for Refugees in Turkey by means of the Commission Decision of 24 November 2015, amended on 10 February 2016³, and again on 14 March and 24 July 2018. The Facility is a mechanism to coordinate the mobilisation of resources made available under both the EU budget and additional contributions from Member States integrated into the EU budget as external assigned revenue. The Facility has mobilised resources under both the humanitarian assistance managed by DG ECHO (Directorate General for European Civil Protection and Humanitarian Aid Operations) and development assistance mainly managed by DG NEAR (Directorate General for Neighbourhood and Enlargement negotiations) via the EU Delegation to Türkiye. Further to the European Council conclusions of June 2021, the Commission proposed to mobilise a further EUR 3 billion for the continued EU financial assistance for refugees and host communities in Türkiye for 2021-2023. The first EUR 860 million of this funding was committed in late 2021 to continue support in the priority areas of basic needs and education, and migration management and border control. EUR 90 million under the 2021 allocation under IPA, and EUR 50 million under the 2021 DG HOME (Directorate General for Migration and Home Affairs) instruments allocation, have been carried-over to 2022. As of January 2022, another EUR 75 million were committed under EU humanitarian aid. The balance of some EUR 2 billion is to be programmed in 2022 and 2023.

The Facility has allocated almost EUR 1.8 billion to the priority area of basic needs and socio-economic support, with the focus of the humanitarian assistance on the Emergency Social Safety Net (ESSN), an unconditional cash transfer programme aimed at supporting vulnerable refugees in Türkiye in meeting their basic needs via the provision of monthly, unrestricted, multi-purpose cash via a debit card system. The ESSN programme started in 2016 and has been supporting up to 1.9 million refugees throughout the Facility, with the last contract managed by the International Federation of Red Cross and Red Crescent Societies ending in March 2021. However, with a top-up of EUR 400 million outside the Facility approved by the budgetary authority in July 2020 as part of the Amending Budget and with additional funding committed in late 2021 under the additional EUR 3 billion package for 2021-23, the continuation of ESSN support as humanitarian assistance is ensured until the first quarter of 2023.

In line with the protracted nature of the refugee crisis and with the need of ensuring continued support to the most vulnerable while incentivising pathways to the labour market for those able to do so, the second tranche

¹ <https://en.goc.gov.tr/temporary-protection27>

² A specificity of the Turkish asylum system is linked to the fact that the country has signed the 1967 New York Protocol of the 1951 Geneva Convention with a reservation. Accordingly, the vast majority of refugees in Türkiye cannot apply for fully-fledged refugee status but for "Conditional Refugee" status only, which, if granted, limits the stay in the country until the moment a recognised refugee is "resettled to a third country".

³ Commission Decision C(2016) 60/03 of 10.02.2016 on the Facility for Refugees in Turkey amending Commission Decision C(2015) 9500 of 24 November 2015.

of the Facility for Refugees allocated in 2019 funding for a Complementary ESSN (C-ESSN) project now being implemented by the Ministry of Family and Social Services (MoFSS) and by the Turkish Red Crescent (TRC). The project primarily serves a smaller number of ESSN beneficiaries that have been transitioned to this development funded project, and who have been selected as the most vulnerable categories of refugees that would continue to be in need of support; however, the project may also extend its support to the wider group of vulnerable refugees who are aided through the ESSN. C-ESSN allows for the provision of monthly financial support comparable with social assistance provided to vulnerable individuals under the Turkish social security system. The project started the provision of the cash transfers to beneficiaries in July 2021 and completed in January 2024..

The Action presented under the herewith Action Document should enable continuation of the activities currently implemented under C-ESSN by allowing for a second phase of the current intervention.

Complementarity:

The project currently under implementation runs in parallel with the ESSN managed by DG ECHO, and provides support to households of single parents and the elderly, and with disabled and severely disabled individuals. The EU Delegation and ECHO's field office staff are holding regular meetings to coordinate the parallel implementation of the ESSN and the C-ESSN. The C-ESSN has indeed been designed to complement the assistance provided under ESSN by targeting specifically those categories of individuals and households that are most vulnerable and that are and will be unable to provide autonomously for their households. Moreover, these categories resemble those that, under the Turkish social assistance schemes, would be beneficiary of support. The C-ESSN II will continue supporting the most vulnerable categories of refugees, primarily in complementarity with the ESSN assistance. It is envisaged that further adaptations are foreseen in the eligibility criteria as to address the emerging needs when it comes to the most vulnerable caseload. The ESSN will in parallel continue to support the less vulnerable beneficiaries ensuring adaptation, reduction of inclusion and exclusion errors with the transfer of the programme to DG NEAR in 2023⁴. This programme complements the socio-economic development investments under the second tranche of the Facility of Refugees and new tranche of the EU continued assistance to Türkiye which promotes interventions aiming to facilitate the entrance of the unemployed people into labour market regardless of their skills level and boost creation and retention of new jobs on the labour market, by strengthening the existing planning and development methodologies of the Turkish government, social funds and local government development actors. All actions aim at incentivise pathways to the formal labour market and reduce dependence on external aid.

Coordination will be ensured with the ESSN programme under implementation and with any new phase of the cash assistance to vulnerable and most vulnerable refugees. Lesson learned and best practices from the previous project (C-ESSN) will inform the detailed design of the action at contract level. While this programme will act in complementarity with the ESSN programme, beneficiaries of the ESSN programme may also be covered by this Action.

2.2. Problem Analysis

According to the most recent ESSN Post-Distribution Monitoring survey (PDM - Round 13), the COVID-19 pandemic and its negative impacts were still acutely felt in Türkiye, despite widespread vaccination efforts while the country experienced critical economic developments at the end of 2021, including the depreciation of the Turkish lira. These negative trends resulted in a 13.58% monthly increase in the Consumer Price Index (CPI)⁵ in December 2021, according to the Turkish Statistical Institute (TURKSTAT). In addition, annual inflation rate, reached up to 36.08% which directly brought about an increase in the cost of living, with rising

⁴ An **inclusion error** refers to the receipt of benefits by people who should not be receiving them, while an **exclusion error** refers to people who do not receive benefits, but should.

⁵ The Consumer Price Index (CPI) is a measure of the average change overtime in the prices paid by urban consumers for a market basket of consumer goods and services.

prices of essential items such as food, utility bills, rent and others. This negative trend heavily impacted the lives of refugees in Türkiye as well as the host community, particularly as of November 2021.

Türkiye faces limitations to absorb the high number of migrants and refugees. In a short term the probability of return of Syrians under Temporary Protection (SuTPs) is decreasing. SuTPs and other migrants contribute to economic development in general, but there are considerations that their contribution to the economy is not conducted in a structured manner to increase the overall benefit. According to estimate, there are between 800 000 - 1 million Syrians who are actively working in Türkiye, However, most of this employment is informal and leaves Syrian refugees in precarious work and social conditions. The latest government figures released before the COVID-19 showed that only 30 000 Syrians were working legally, or 3% of the number participating in the labour market. Without an effective formal policy, refugees are partly integrating themselves into the local communities. Securing incomes is the most important driver of a sustainable integration process.

The action seeks to address the following problems:

The economic downturn which will continue to have a significant impact on the refugee population in Türkiye, with the depreciation of the Turkish Lira, coupled with increasing inflation rates, higher costs of commodities also due to the war in Ukraine and post COVID – 19 effects.

- The current economic situation in the country diminished purchasing power and negatively impacted livelihood opportunities as the labour market reacts to the economic downturn;
- Refugees' level of debt increased drastically over the past year to cope with the rising costs;
- Post COVID-19 pandemic is hardly impacting on the ability of refugee households to meet their basic needs, increasingly relying on food related coping strategies, borrowing money and spending their savings.

Access to income and formal employment which remains the main challenge for economic integration of refugees.

- Informal work is significantly affecting Syrian refugees with 9 in 10 working without registry in the social security institution. Particularly in the informal sector, COVID-19 has also caused further loss of jobs.
- Limited access to working opportunities in the formal sector due to lack of relevant language, educational accreditation, diploma and professional skills, etc.
- The quota system of working permits represents another barrier. The maximum quote of SuTPs that an entrepreneur can formally employ is 10%.
- Lack of livelihood opportunities which further increase households' vulnerability in meeting their basic needs.

Low level of social cohesion among the refugees and host community which can results in social tensions.

- The already mentioned economic slowdown and COVID–19 pandemic as well the limited Turkish language ability remain one of the main barriers for building relationships with the host community.
- Within the host community there is a perception that the refugees are more favoured when it comes to the welfare system, while many refugees state that they earn less than their Turkish co-workers for the same job while working in unfair conditions, and without social security benefits.
- The percentage of host community members who think refugees are more vulnerable than the Turkish poor has decreased over time, perhaps due to the fading of the “emergency” notion with the longer stay of refugees and the ESSN assistance.

Low potential to access the labour market by some vulnerable categories of refugees, including the most vulnerable categories of refugees.

In a societal and economic context as the one above described, some refugees face greater challenges than others in meeting their basic needs, be it due to age, gender, health or/and societal stereotypes. The ongoing C-ESSN has identified – in concert with the relevant stakeholders and in full complementarity with ESSN –

three main categories of most vulnerable refugees, whose likelihood to enter the labour market or to autonomously provide for their household is considerably limited. These categories are: single parents with no other adults (18-59 years old) in the family and with at least one child under 18 years old; family composed by elderly (above 60) and with no other member in the age between 19 and 59; households where at least one member is disabled. A number of reports and surveys carried out both in the context of ESSN such as the Post Distribution Monitoring (PDM) or by the Ministry point to the fact that vulnerability of single parent families, elderly headed households and families with at least one member with disabilities is higher than other refugee groups. The referred groups face highest challenges in generating sufficient income to cover their basic needs, and this in turn triggers significant increase in their overall debt and negative coping strategies. Their resilience in addressing unprecedented challenges as the COVID - 19 is also lower. Due to the specificity of these categories, (child dependency, age and health status), their dependency on the assistance is higher than for other ESSN beneficiaries.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action

Key stakeholders directly covered by the action are:

- *Ministry of Family and Social Services (MoFSS) - Directorate General of Social Assistance (DGSA)*
Mandate: MoFSS is the only national public institution providing service in the area of social assistance and social protection, covering the whole territory of Türkiye.
Role: Leading role in the coordination of cash assistance and main Beneficiary of the Action
Capacity: previous experience as Beneficiary of the *Improving the living standards of the most vulnerable refugees through basic needs support (C-ESSN)* implemented under DG NEAR and most relevant stakeholder of the ESSN and CCTE programmes implemented under DG ECHO.
- *Turkish Red Crescent (TRC)*
Mandate: Providing aid for needy and defenceless people in disasters and usual periods as a proactive organisation, developing cooperation in the society, providing safe blood and decreasing vulnerability
Role: Leading role in the coordination and provision of monthly cash payments and Co-Beneficiary of the action.
Capacity: previous experience as Co-Beneficiary for the implementation of the *Improving the living standards of the most vulnerable refugees through basic needs support (C-ESSN)* implemented under DG NEAR, and ESSN and CCTE programmes under DG ECHO.
- *Social Assistance and Solidarity Foundations (SASFs)*
Mandate: The SASFs are under the chairmanship of the provincial and sub-provincial governors and are in charge to implement Social Assistance at the local level.
Role: SASFs collect locally applications of potentially eligible beneficiaries, carry out households visit to evaluate the assistance request received (data verification process), register beneficiaries' data in Integrated Social Assistance System (managed by the MoFSS).
Capacity: There are 1003 SASFs in all provinces and sub-provinces across the country in accordance with the objectives of the Turkish law no. 3294.

Key stakeholders indirectly covered by the action:

Presidency of Migration Management of the Ministry of Interior – DG PMM (Since April 2022 coordination of the EU support via the Facility for Refugees in Turkey and the further EUR 3 billion support to refugees and host communities in Türkiye 2021-2023 and coordination on data collection and sharing with the provinces/sub-provinces on the refugee population), MoFSS (coordination and data sharing with ESSN, CCTE and with the DGs in charge of provision of protection services⁶), Ministry of Health (coordination with “Improving the Health Status of the Syrian Population under Temporary Protection and Related Services

⁶ DGFCSS (Directorate General of Family and Community Services), DGWS (Directorate General of Women’s Status), DGCS (Directorate General of Child Services) and DGDE (Directorate General of Services for Persons with Disabilities and the Elderly).

Provided by Turkish Authorities” project - SIHHAT - and other migrant health activities), Ministry of National Education (coordination with PIKTES +), Ministry of Labour (prevention of informal labour/working permits), United Nations High Commissioner for Refugees (UNHCR – data on target population and communication), International Organisation for Migration (IOM – collaboration on the support to migrants), Concern Worldwide and GOAL (ongoing actions on protection), Association for Solidarity with Asylum Seekers and Migrants (ASAM – protection and basic needs), DG ECHO (protection and basic needs) and Member State Embassies (programmes supported in the field of protection and basic needs) and other active donors and implementing partners for ongoing projects on basic needs.

3. DESCRIPTION OF THE ACTION

3.1. Intervention Logic

The Overall Objective (Impact) of the action is *to improve the ability of vulnerable refugees, including the most vulnerable to meet their basic needs.*

The Specific Objective (Outcome) of this action is *to provide efficiently and effectively regular resource transfers to vulnerable refugees, including the most vulnerable to meet their basic needs.*

The Outputs to be delivered by this action contributing to the corresponding Specific Objective (Outcome) are:

1. *Vulnerable refugees, including the most vulnerable received resource transfers to meet their basic needs.*
2. *Institutional capacities of MoFSS and other institutions are strengthened to ensure efficient and quality delivery of assistance.*

The underlying intervention logic for this action is that no refugee household is confronted with a situation in which they cannot meet their basic survival needs (food, heating, clothing, and housing). In order to help them meeting their basic needs the ESSN programme and the C-ESSN are providing eligible households with an unconditional monthly cash transfer. The proposed Action, as the second phase of C-ESSN, will continue focussing on the vulnerable categories of refugees, including the most vulnerable. The scope is that every refugee household has sufficient income each month to provide a substantial level of support in order to ensure that no family or household finds itself in a state of destitution.

The strategy aiming at improving the ability of refugee households, including the most vulnerable to meet their basic needs is captured in the Specific Objective which underlines that a number of resource transfer mechanisms is established and effectively operated to ensure that the resources are regularly transferred to primarily, but not solely, the most vulnerable individuals/families. The support system which the Action is financing will contribute and support refugees in meeting their basic needs, although it is not designed to cover them entirely. The achievement of the Specific Objective (the effective provision of assistance) is expected to automatically result in an improved ability of the recipient to meet their basic needs.

The achievement of the efficiency and effectiveness of the system in delivering the cash to the vulnerable categories of refugees, including the most vulnerable in a regular and reliable manner (Specific Objective) is supported by the Specific Outputs with the establishment and operation of the regular cash transfer system and the strengthening of the institutional capacities of the MoFSS and other institutions.

Key Assumptions

- Effective level of assistance to significantly reduce the use of negative coping strategies (e.g. illegal activities; use of child labour; health-damaging practices etc.). Given that the cash transfers to refugees are set as fixed absolute amounts – i.e. they are not automatically adjusted in line with inflation – the purchasing power of the transfers will gradually diminish in a context where inflation is significant. Therefore, in an inflationary environment there is a significant risk that this assumption will not hold. This related risk shall be monitored accordingly as explained in section 3.4.

- The vulnerable, including the most vulnerable households and individuals will be effectively identified and supported (effective targeting). The nature of the participating institutions and the investments made in the assessment, cash transfer and monitoring and evaluation systems provide a high degree of confidence that the assumption is robust.
- Coordination mechanisms in place between the relevant Implementing Partners. To ensure that the same beneficiaries will not be assisted in the same way through other Actions and that vulnerable categories of refugees, including the most vulnerable do not fall into any gaps between different Actions, a robust coordination mechanisms among the relevant stakeholders is already in place. The likelihood of this assumption not holding is considered quite low.
- System's procedures and oversight mechanisms are sufficient to prevent the abuse of the system for political, patronage or financial reasons. Given the scale of the Action, the Partners involved and the level of Monitoring and Expenditure Verification in place by the Commission, the risk that this assumption will not hold is considered relatively low.

3.2. Indicative Activities

Activities related to Output: ***Vulnerable refugees, including the most vulnerable, received resource transfers to meet their basic needs.***

The following group of indicative activities are listed below:

1.1. To provide assistance to the target beneficiaries

The bulk of this activity is the provision of cash transfers to vulnerable categories of refugees, including the most vulnerable refugees eligible for assistance. Payments shall be carried out timely and regularly on a monthly basis to the eligible and verified beneficiaries. Additionally, this activity may include the actions to be taken by the partners in order to perform the cash payment to the beneficiaries, i.e. to ensure that the databases in use for the provision of the cash assistance (ISAIS and Göçmen) are well functioning and exclude overlapping of support with the beneficiaries of the ESSN and to refer the beneficiaries in need to specialised social protection services.

1.2 To carry out awareness-raising and outreach initiatives to the refugees, relevant stakeholders and general public

Strategic communication would be needed to get the support of society and stakeholders for supporting the process for reaching the objectives.

This activity may include the following actions: to produce informative material in order to inform potential beneficiaries on their rights and obligations; to carry out advocacy initiatives toward the most relevant stakeholder in order to remove access barriers for assistance; to promote knowledge sharing among the most relevant stakeholders that provide basic needs support.

Activities related to Output: ***Institutional capacities of MoFSS and other institutions are strengthened to ensure efficient and quality delivery of assistance.***

The following group of indicative activities are listed below:

2.1 To improve the Framework for Monitoring and Evaluation of the provided assistance

This activity may encompass the following actions: to carry out field visits and data collection; to carry out studies and analysis (Pre-Assistance Baseline and Post-Distribution Monitoring studies); to perform Joint Monitoring Missions to monitor the progress and the impact of the Action; to organise Study visits to broaden the perspective of the implementing partners on good practices and lessons learned.

2.2 To strengthen the capacities of the relevant and involved institutions (at national and local level) to assist target beneficiaries

This activity will focus on capacity building activities for the development of additional competences and skills of the DGSA/TRC structure responsible of the implementation of the Action and the SASFs personnel in charge of the identification, registration and monitoring of the beneficiaries.

Purchase of assets and goods to increase the physical capacity of the service in reaching out the vulnerable categories of refugees, including the most vulnerable is also envisaged.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

The environmental and climate change screening concluded that a Strategic Environmental Assessment (SEA), an Environmental Impact Assessment (EIA) or a Climate Risk Assessment (CRA) are not needed for this Action.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1, as gender equality and empowerment of women and girls is not targeted as principal objective, but the gender dimension is streamlined in all activities under the Action and refugee women represent one of the most vulnerable beneficiaries of the assistance. To be noted that the action targets vulnerable refugees, including the most vulnerable refugees, which often include women, being single parents, elderly or within a household with disabled individuals. Moreover, the targeting of specific categories as most vulnerable will and can adapt in time. Several analysis show that single women among the refugee population represent a category that should be specifically looked at, being often unable to access the labour market due to cultural, educational or tradition-based barriers. The Action will be able to provide disaggregated data by gender and age on the recipients of C-ESSN II assistance.

As a way of illustration, for February 2022, the following disaggregated data⁷ were available out of 358,970 beneficiaries of C-ESSN:

- 212,314 were women, and specifically
 - 87,478 in the age between 18 and 59 years old
 - 93,052 in the age below 18
 - 14,234 women have a disability of at least 40% proven by a medical certificate

Human Rights

While retaining major focus on Syrian refugees, the C-ESSN II action also targets non-Syrian refugees, in line with the approach of “Leaving no-one behind”. The eligibility for ESSN and, as a consequence, for C-ESSN is assessed on the basis of specific conditions, including the official registration in the Republic of Türkiye with an ID starting with 99, which is not granted solely to Syrian refugees (SuTPs - Syrians under Temporary Protection, according to the Turkish legislation) but also to other categories of foreigners.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that, even though disability is not the principal objective of the action, refugee families and individuals with disabilities are recognised as most vulnerable, and are currently covered by the cash assistance provided under

⁷ Monthly Progress Report, C-ESSN contract, February 2022

C-ESSN. The C-ESSN II will continue supporting the most vulnerable, and therefore, disabled individuals will likely be main beneficiaries of the financial support of this action. As per data of February 2022, 36,879 individuals have been recognised as disabled of at least 40% and 13,256 as severely disabled.

Conflict sensitivity, peace and resilience

This Action should be understood in the wider context of the EU support to refugees and host communities in Türkiye, via the Facility for Refugees and the additional support made available under the 2021-2023 EU budget. It aims at continuing supporting meeting the basic needs of the refugee population, with a specific focus on most vulnerable categories eligible for cash assistance support. Other actions, currently implemented in the framework of the Facility and for which new funding shall be made available under the additional envelope, will strengthen the skills of refugees to access the labour market and provide for their households, while being able to access quality education for children⁸, health and medical services.

In line with the strategic approach endorsed by the Facility Steering Committee due to the protracted nature of the refugee crisis, the actions of the second tranche of the Facility 2018-2019 increasingly focussed on longer term needs and on increasing refugee resilience rather than on humanitarian assistance. The support under this additional financial package will continue and end the transition from humanitarian to development assistance.

3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
2	Delays in the delivery of monthly cash assistance	Low	High	A strong monitoring mechanism will continue to be in place among all the partners involved
1	Purchasing power of cash transfers gradually diminishes due to significant inflation	High	High	Inflation and purchase power will continue to be monitored. Transfer Value adjustments of the cash assistance will be taken in consideration and aligned to corresponding measures applied in the Social Assistance Scheme for Turkish citizens.
1, 5	Increased social tensions in case of perceived disparities in the provided financial support	High	Medium	Monthly cash payments to refugee families are calculated comparing the Social Assistance Scheme to Turkish citizens. Awareness raising campaigns to reduce social tensions and to inform both

⁸ Please see the Commission Implementing Decision of 16.12.2021 on the financing of the individual measure to support inclusive quality education for refugees in Turkey C(2021) 9699 final: [C_2021_9699_F1_COMMISSION_IMPLEMENTING_DECISION_EN_V3_P1_1644009.PDF](#)

				refugees and Turkish nationals of the funding sources of the programme will continue to be implemented.
3	Lack of interest, motivation and commitment by the stakeholders to provide assistance to the refugees	Low	Medium	By hosting the highest number of refugees in the world, Türkiye has already expressed its commitment to address to this humanitarian crisis. Anyway, additional guidance will be provided to the relevant stakeholders to ensure their participation in the Action.
4	Developments in the overall region indicate that Türkiye may be receiving further migration flows towards and through Türkiye	High	High	This is particularly related to the current situation in Afghanistan, as well as policies of the countries, along the Eastern migration route, which may be applied after winter, if the migration pressures increase. Türkiye faces limitations to absorb the high number of migrants and refugees. Closely monitoring of the developments shall be ensured.
5	DG PMM new Migration management strategy	Medium	Medium	The new policy recommendations may have an impact on the refugee population in Türkiye. Harmonisation with the ESSN exit strategy needs to be ensured

Lessons Learned:

Given the protracted nature of the Syria crisis and in line with the Facility transition strategy from humanitarian to development assistance, in December 2020 the Commission signed a contract (the C-ESSN) for a EUR 245 million direct grant with the actual Ministry of Family and Social Services (MoFSS) to allow for the provision of monthly financial support to the most vulnerable refugees comparable with social assistance provided to vulnerable individuals under the Turkish social security system. Under this action the Directorate General of Social Assistance (DGSA), together with the Turkish Red Crescent (TRC), is providing cash payments to the most vulnerable refugee families (recruited from the beneficiaries of ESSN) to cover their basic needs.

The lessons learned from the previous phases of the ESSN and C-ESSN interventions are reflected in the preparation of this Action Document and will inform the implementation of the next phase of the C-ESSN as planned in this Action Document:

- Regular technical coordination between the services of the Commission (DG ECHO and DG NEAR) and ESSN/C-ESSN Implementing partners has ensured proper transition from one programme to the other for the most vulnerable refugee households, which have been transferred to the grant implemented by the Ministry. This has allowed for transfer knowledge as well as timely cash assistance delivered to the beneficiaries with no interruption.
- Joint Monitoring Mission with the participation of ESSN/C-ESSN Implementing partners has provided key elements for the re-assessment of support provided to the beneficiaries of both interventions.
- Technical (capacity building/trainings) and physical support (purchase of vehicles, computers and database update, human resources) provided through the C-ESSN and ESSN to MoFSS/SASFs and TRC allowed the continuation of the assistance also during challenging conditions under the COVID 19 pandemic.

- In order to strengthen the transfer management system, TRC has developed its capacity to control and store payment lists regularly through the online reporting platform developed by the financial service provider (FSP), Halkbank. Ensuring communication and coordination with the FSP, TRC also facilitates access to the online reporting platform. This platform enables regular monitoring of the card and cash assistance distribution processes and sweepback actions to ensure that eligible individuals are able to access their assistance. As for verification and enrolment processes, an integrated system with governmental partners has been established which enables cross-checking of registration.
- The compliance and limitations imposed by the Law on Protection of Personal Data No. 6698 should be taken into consideration when designing the action and drafting the contract in the view of the general prohibition that applies in Türkiye on the processing or storing of personal data without explicit consent from the data subject, subject to certain limited exceptions where such consent is not required.
- A better communication and visibility of the EU assistance needs to be ensured to promote the donor as per the provisions of the General conditions on EU visibility applicable to all projects;
- Coordination with DG PMM and DG ILF of Ministry of Labour and Social Security is to be established to ensure residence applications and work permits processes are provided for legal mobility and decrease of cash support dependence.

3.5 Logical Framework

Results	Results chain: Main expected results	Indicators	Baselines	Target ⁹	Sources of data	Assumptions
Impact	The ability of vulnerable refugees to meet their basic needs is improved	1) Percentage of (Facility-supported) resource transfer beneficiary households with expenditure above the Minimum Expenditure Basket 2) Mean Livelihoods Coping Strategy Index (LCSI) for Facility-supported resource transfer beneficiary households 3) Average (median) amount of debt held by resource transfer beneficiary households	1) 62,2% (2021) 2) 4,66 (2021) 3) 1500 (2021)	1) 2) 3)	C-ESSN and ESSN Post-Distribution Monitoring (PDM) Survey	<i>Not applicable</i>
Outcome 1	Regular resource transfers are efficiently and effectively provided to vulnerable refugees, including the most vulnerable to meet their basic needs	1.1) Percentage of cash transfer applicants reporting being satisfied with the application procedures 1.2) Percentage of cash transfer recipients whose initial cash transfer is delayed	1.1) N/A (2021) 1.2) 0,02 (2020)	1.1) 1.2)	MoFSS/TRC Satisfaction Survey (C-ESSN)	Effective level of assistance to significantly reduce the use of negative coping strategies. The most vulnerable households and individuals will be effectively identified and supported (effective targeting).
Output 1 related to Outcome 1	Vulnerable refugees, including the most vulnerable received resource transfers to meet their basic needs	1.1.1) Number of refugees receiving unconditional regular resource transfers with this Action	1.1.1) 363.419 (April 2022)	1.1.1)	Contributing Action's Quarterly Reports	Coordination mechanisms in place between the relevant IPs. System's procedures and oversight mechanisms are sufficient to prevent the abuse of the system for political, patronage or financial reasons
Output 2 related to Outcome 1	Institutional capacities of MoFSS and other institutions strengthened to ensure efficient and quality delivery of assistance	2.1.1) Number of staff trained (disaggregated by gender, profession, place of duty)				

⁹ Targets for each specific indicator will be agreed with the Ministry of Family and Social Services and the Turkish Red Crescent during the contract negotiations and will be identified in the specific Description of the Action and Logical Framework of the contract.

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Republic of Türkiye.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of the adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Methods of implementation

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

4.3.1. Direct Management (Grants)

(a) Purpose of the grant(s)

The whole action will be implemented via a grant. The purpose of the action is to improve the living conditions of vulnerable categories of refugees, including the most vulnerable refugees and persons eligible for subsidiary protection by supporting the Ministry of Family and Social Services of Türkiye in the delivery of basic needs assistance.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the Ministry of Family and Social Services of the Republic of Türkiye and the Turkish Red Crescent (as co-beneficiary) for the implementation of the action, in line with article 198 (c) and (f) of the Financial Regulation.

Whereas the Ministry has the relevant *de jure and de facto* monopoly for the provision of social assistance schemes in the Republic of Türkiye, it has set up a unique partnership with the Turkish Red Crescent for the provision of care, and more specifically the provision of cash assistance, to refugees in Türkiye.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR) for 2022	EU contribution (amount in EUR) for 2023
Outcome 1 - Regular resource transfers are efficiently and effectively provided to vulnerable categories of refugees, including the most vulnerable to meet their basic needs composed of Grants (direct management) – total envelope under section 4.3.1	231 000 000	150 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	
Communication and visibility – cf. section 6	will be covered by another Decision	
Totals	381 000 000	

4.6. Organisational Set-up and Responsibilities

The Action is under the overall responsibility of the Directorate General of Social Assistance (DGSA) and the activities will be directly implemented by various departments and delegated bodies of the Ministry of Family and Social Services at central and local level in direct partnership with the Turkish Red Crescent.

The action foresees a three-pillar governance structure which includes the Project Implementation Unit (PIU), the Project Management Team (PMT) and the TRC Working Group (TRC WG).

The PIU will be composed of the staff designated by respective units of the MoFSS and TRC. The PIU will be responsible of the full project implementation, reporting to the Director General of Social Assistance in the Ministry of Family and Social Services on the progress of the action and on required modifications in view of strategic decisions. PIU will also ensure that the responsibilities regarding delivery, quality check, control and approval of reports and documents defined in the contract are duly performed.

The PMT will be in charge of the day-to-day implementation of the action and act as the operational and technical support unit of the PIU. It will be in charge of the activities implementation, M&E, ensure Communication and Visibility of the action and drafting of the project technical documentation (Interim Narrative and Financial Reports, Monthly Progress Reports, ad hoc documentation requested by the Commission).

The TRC WG will work with PMT to ensure the smooth implementation and accountability of the action in coordination with the TRC experts assigned to PIU. TRC staff of WG and PIU will form a joint work stream on the technical level that will report to the PIU for final decision-making on technical aspects.

A Steering Committee will be set up and regularly meet in order to:

- Guide the management board and ensure that the interests of Türkiye and the EU are fully represented.
- Ensure the secretariat of the Committee, setting the agenda for each meeting, ensuring that agendas and supporting materials are delivered to members in advance of meetings; ensuring that minutes of the meeting and agreed action points are circulated to all Steering Committee members.
- Manage and task any technical working group(s) that are established to provide technical solutions to complex problems that arise as part of planning, programming and implementation.

- Ensure that obstacles critical to implementation are tackled effectively and resolved in a timely fashion. These may be based on recommendations from Technical Working Group(s) established under the auspices of the Steering Committee.

The Commission, represented by the EU Delegation to Türkiye, will co-chair the Steering Committee meetings.

Moreover, regular meetings at both steering level and technical level will be held as to ensure full complementarity and avoidance of duplication with the other actions that will also foresee the provision of support to refugees in meeting their basic needs, as the ESSN programme. Other actions implemented in the context of the Facility for Refugees or within the additional support made available by the Commission in June 2021 that aim at improving resilience and livelihoods opportunities should also be closely associated to this action, in a concerted and overarching framework encompassing basic needs and livelihood support actions

Engagement in livelihoods and other inter-sector discussions, participation in the regular socio-economic development coordination meetings organised by the EU Delegation shall ensure complementarity and coordination with the other EU interventions on the way. It shall mobilise experience and institutional capacity as well as lead to a better harmonisation of the efforts to decrease ESSN dependency rate.

An improved structured way to share data of ESSN beneficiaries and promote their integration in the livelihood as well as job opportunities arising from the socio-economic portfolio of projects funded by the EU Delegation need to be explored together with all stakeholders actively involved in implementation.

The socio-economic investment programmes funded by the EU for poverty reduction and transitioning of the current caseload of the ESSN beneficiaries into the labour market have explicit focus on employment and new job creation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

4.7. Pre-conditions

Pre-conditions for the implementation of this Action is the agreement of the Presidency of Migration Management, who recently took over from the Vice-Presidency Office of the Republic of Türkiye the overall overview and monitoring of the EU financial assistance in relation to the refugee crisis, and of the Ministry of Family and Social Services/ on the overall proposed framework for the continuation of supporting basic needs and livelihoods opportunities for refugees in Türkiye. Ongoing discussions shall be finalised by the time this action document is adopted. This new Action will continue the current C-ESSN contract managed by the EU Delegation to Türkiye, by the first quarter of 2023 at the latest.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support). The Commission may undertake additional project monitoring visits both through its

own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

Implementing Partners are the primary actors responsible for data collection, analysis, monitoring and reporting. Beside reporting on their specific components' logframe matrix as per General Conditions and contractual documents, the Implementing Partners will be collecting and submitting data to the Commission on a quarterly basis, on relevant indicators of the overall Results Framework that has been developed in the context of the Facility for Refugees in Turkey (and it is applicable to the continued EU refugee support to Türkiye implemented under this action).

Internal monitoring by the Commission will be also carried out, with the support of an external contractor, and will consist of activities such as:

- Analysis and feedback on actions' reporting documents and data;
- Assessment of the quality of actions' internal monitoring systems and where required, plans/provides support to improve them (e.g. provision for periodical "data cleaning"; check for mistakes and look for duplications, systematic misunderstanding, or missing data; support data users in understanding them: how they are collected, what they mean)
- Attendance to actions' Steering Committee meetings and other meetings, information sharing and discussion;

Missions/visits to premises/actions' sites where activities are taking place and on-the-spot checks.

5.2. Evaluation

Having regard to the importance of the action, an evaluation may be carried out for this action.

The Commission shall inform the implementing partners in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities. The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partners and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

The financing of the audit and verification assignments shall be covered by another measure constituting a financing decision.

6. COMMUNICATION AND VISIBILITY

Visibility of EU funding and communication about objectives and impact of Actions are a legal obligation for all Actions funded by the EU, as set out in the EU communication and visibility requirements in force. In particular, the recipients of EU funding shall acknowledge the origin of the EU funding and ensure its proper visibility by:

- providing a statement highlighting the support received from the EU in a visible manner on all documents and communication material relating to the implementation of the funds, including on an official website and social media accounts, where these exist; and
- promoting the actions and their results by providing coherent, effective and proportionate targeted information to multiple audiences, including the media.

Visibility and communication measures shall be implemented, as relevant, by the national administrations (for instance, concerning the reforms linked to EU budget support), entrusted entities, contractors and grant beneficiaries. Appropriate contractual obligations shall be included, respectively, in financing agreements, delegation agreements, and procurement and grant contracts.

The measures shall be based on a specific Communication and Visibility Plan, established and implemented in line with the EU communication and visibility requirements in force. The plan shall include, inter alia, a communication narrative and master messages for the Action, customised for the various target audiences (stakeholders, civil society, general public, etc.)

Visibility and communication measures specific to this Action shall be complementary to the broader communication activities implemented directly by the European Commission services and/or the EU Delegations and Offices. The European Commission and the EU Delegations and Offices should be fully informed of the planning and implementation of the specific visibility and communication activities, notably with respect to the communication narrative and master messages.

The financing of the communication and visibility activities for the overall programme concerning the further support to refugees and host communities financed by the European Commission will be covered by another Commission decision.

7. SUSTAINABILITY

As one of the biggest humanitarian crisis since World War II, the Syria crisis and immense forced migration as a direct and immediate effect of this crisis necessitates sustaining cooperation and solidarity with the hosting countries and international community. By hosting the highest number of refugees in the world, Türkiye has already expressed its commitment to address to this humanitarian crisis.

The current Action, as an extension of the previous one, will continue to support the transition of the most vulnerable ESSN beneficiaries to the Turkish social assistance programmes. At the same time, it aims to encourage and stimulate those refugees and persons eligible for subsidiary protection that have the potential capacity to work to prepare for and take up work opportunities so as to strengthen their resilience and self-reliance.

In line with the previous phase, the continued and systematic investment in strengthening the technical capacity of national and local staff of the MoFSS, the SASFs and the TRC will contribute to the sustainability of the Action.

Training programs that will provide the staff of the Ministry, TRC and SASFs with the required competencies as per the rapidly evolving of the social services sector. Those trainings will enable the staff to shape and deliver services in a sound manner under challenging circumstances and contexts. Delivering service to a diverse group not only on age, sex, socio-economic vulnerabilities and physical integrity but also on host community and refugee axes obligates the Ministry and TRC to develop and deliver training programs to enhance individual and institutional capacities. At the end of the Action, the key stakeholders will be able to

continue to provide regular resource transfers to vulnerable categories of refugees, including the most vulnerable efficiently and effectively.

SASFs hired field staff and the maintenance costs of the assets such updated databases such as ISAIS and Göçmen, vehicles, IT equipment and relevant hardware procured during the previous and the current Action to increase the physical capacity of the services in reaching out to vulnerable categories of refugees, including the most vulnerable refugees will be, at the end of the intervention, covered by the budget of the Ministry and the TRC.

Success of this initiative, without undermining other aspects, mainly rests on the updated data on the eligibility of the beneficiaries, on-time transfer of monthly cash payments as well as prevention of repetitive and/or inaccurate payments to the beneficiaries. This needs a full-fledged functioning database, which are the MoFSS Integrated Social Assistance Information System (ISAIS) and the TRC Göçmen System. MoFSS and TRC ensure that the maintenance, development and improvements of ISAIS and Göçmen Systems will continue and will be financed by the Ministry and TRC after the completion of the activities.