

# **Facility for Refugees in Turkey**

## **Strategic Concept Note**

### **A. Introduction:**

This document aims to provide the strategic framework for the implementation of the Facility for Refugees in Turkey (hereinafter referred to as 'the Facility')<sup>1</sup>. The document covers the provision of both humanitarian and non-humanitarian assistance that is to be coordinated under the Facility. It confirms the joint commitment by Turkey and the European Commission to its swift, efficient and effective implementation so as to meet the objective set in November 2015 to support refugees and host communities in Turkey. Implementation of projects financed by the resources coordinated under the Facility will take 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 humanitarian aid instrument and the instrument for pre-accession, and will aim to ensure ownership on the Turkish side, as well as maximum sustainability. Facility programming and implementation will take place in full respect of humanitarian principles and the European Consensus on Humanitarian Aid.<sup>2</sup> The document has been endorsed by the EU Member States at the Steering Committee on 12 May 2016 and will be reviewed on a regular basis.

### **B. Needs identified:**

The Facility aims to support the implementation of the EU-Turkey Joint Action Plan agreed on 29 November 2015 and the EU-Turkey statement of 18 March 2016. The coordination of assistance through the Facility will be based on the comprehensive needs assessment that was submitted in April 2016. In line with Article 3 (2) of the Facility it will focus on six main priorities for support: Humanitarian Assistance, Migration Management, Education, Health, Municipal Infrastructure, and Socio-Economic Support.

The proposals for action to be submitted under these priorities will be consulted with Turkey before the Steering Committee meets.

### **C. Facility intervention:**

#### **1. Humanitarian assistance**

For the provision of humanitarian assistance coordinated under the Facility, a four-pronged approach will be followed:

In the immediate term, existing EU humanitarian assistance in Turkey will continue and be scaled up through the mobilisation of the relevant Commission budget. These operations are to cover basic needs and include interventions specifically focusing on the protection of vulnerable groups.

In parallel, the Emergency Social Safety Net (ESSN), a hybrid social assistance scheme for vulnerable refugees will be implemented. The ESSN will be implemented through a single

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<sup>1</sup> Commission decision C(2015)9500 as amended by Commission decision C(2016)855.

<sup>2</sup> The delivery of the assistance will be made in accordance with ODA.

card system, which will build upon existing systems such as the "Integrated Social Assistance System" of the Ministry of Family and Social Policy and the Kızılay Kart Programme supported by the WFP, enabling the ESSN to respond to the specific needs of refugees whilst being sustainable and coherent with existing Turkish systems and regulatory framework. It will aim to cover the most pressing needs of the most vulnerable refugees at national scale through monthly transfers at household level. Household outreach, identification and targeting, referrals, monitoring and evaluation will be reinforced in cooperation with Turkey by specialised partnerships (UN, NGOs agreed by both sides). These monthly transfers will allow refugees to cover basic humanitarian needs such as food and shelter and could serve to enhance access to education and health. The ESSN constitutes the main vehicle for humanitarian assistance under the Facility and will ensure delivery of assistance in a predictable, dignified, cost-effective and efficient manner and create incentives for the stabilisation of the most vulnerable refugees. The resource-transfer system will be rolled out in the third and fourth quarter of 2016.

Complementary and integral to the objectives of the ESSN, a third strand of humanitarian assistance will support protection and specific emergency responses, including in-kind assistance (delivery of non-food items, and immediate support like clothing, mattresses etc.) for the most vulnerable refugees. A buffer of funding will also be foreseen in order to swiftly respond to urgent humanitarian needs that may unexpectedly arise. The third strand will also be rolled out in the third and fourth quarter of 2016.

The fourth and final component under humanitarian assistance will aim to support operational costs of existing Temporary Protection Centers (TPCs) through the expansion of the Card Programmes. The provision of durable shelter solutions (like replacement of tents to containers) to existing TPCs may also be foreseen according to the most appropriate external financing instrument coordinated under the Facility.

## **2. Non-humanitarian assistance**

For EU non-humanitarian assistance to be provided under the Facility, it is proposed to develop five main strands of funding:

A Special Measure for Returns to exclusively cover costs relating to receiving and hosting in adequate conditions migrants that have returned from Greece to Turkey is being implemented through a direct grant to the Ministry of Interior (DGMM). Eligible expenditure is based on actual costs incurred and paid, effective as from 4 April 2016. EUR 60 million is mobilised for this purpose. The details of the measure are to be specified in a grant agreement to be signed by the EU Delegation and the Ministry of Interior.

Migration Management: Measures to support the authorities which operate in the field of migration management and combatting irregular migration to avoid humanitarian tragedies taking place notably in the Aegean Sea may also be covered.

It is proposed to prepare a second Special Measure for Education & Health. This second Special Measure would aim to secure the sustainability of access to education for refugee and access to health care, and would also be implemented under a direct grant, to be financed and disbursed on the basis of actual costs being incurred and paid. Contracts are to be signed with the Ministries for Education and Health. Given these Ministries' specific expertise and responsibilities to target this kind of support to refugees through the national Turkish systems,

this should ensure speed, efficiency, sustainability and facilitate top-ups and roll-out. The budget and specific objectives of the second Special Measure will be discussed with Turkey as soon as possible so as to be able to finalise its design.

Coordination of assistance through the Facility for Socio-Economic Support (eg. active labour market policies, loans/microcredits for refugees and SMEs in host communities offering employment opportunities for refugees, possible infrastructure improvements for host communities, etc.) and for infrastructure, (including education, health, municipal and socio-economic support infrastructures) could also be implemented in indirect management with different International Financial Institutions (IFIs), under the oversight of the Commission. Further to a preparatory meeting with the IFIs on 22 April, the Commission has invited the European Investment Bank, the European Bank for Reconstruction and Development and other IFI's to submit operational proposals by end-May.

In parallel, the Facility may also coordinate support to areas not yet covered such as access to labour market and also bottom-up type projects, eg. Community actors, smaller grant initiatives and other integration and soft measures, etc.

#### **D. Principles of implementation:**

In order to ensure swift delivery of both humanitarian and non-humanitarian EU assistance coordinated under the Facility, full use can be made of all the provisions of the EU financial rules and the respective basic act.

The choice of implementation modality will be determined in coordination with Turkey and will be guided by the need for swift, efficient and effective delivery of assistance coordinated under the Facility. 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 can finance the reimbursement of pre-agreed, actually incurred and verifiable costs relating to precisely defined tasks. This also applies to third parties, including IFI's. Costs involved in the mobilisation of intermediaries – if and where appropriate - will be kept to an absolute minimum.

Schemes and initiatives financed by resources coordinated under the Facility performing satisfactorily can 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.

#### **E. Visibility, access, transparency and reporting:**

Throughout implementation of the Facility maximum visibility for the EU will be ensured at all times.

The Facility Steering Committee will be the framework for timely, substantive and thorough discussion and exchange of information among the Commission, EU Member States and Turkey. Maximum transparency as regards the exchange of information is to be ensured.

Visibility will be supported by means of a rolling three-monthly programme of events that is to be closely coordinated with DG NEAR, DG ECHO, the EU Delegation and the Turkish authorities, under the guidance of the Deputy Prime Minister responsible for coordination in Turkey. The European Commission will 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 work being done by Turkey.

The preparation of future interventions to be coordinated through the Facility should benefit from full transparency and prior consultations with all sides concerned. The Commission will ensure regular and comprehensive reporting on Facility implementation, including through the DG NEAR Website.