



THE FACILITY FOR REFUGEES IN TURKEY

Theory of Change

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SUMAF

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TABLE OF ACRONYMS AND ABBREVIATIONS

ASAM	Association for Solidarity with Asylum Seekers and Migrants
CCTE	Conditional Cash Transfer for Education
CMHC	Community Mental Health Centre
DGMM	Directorate General of Migration Management
ECE	Early Childhood Education
ECHO	European Civil Protection and Humanitarian Aid Operations
EMHC	Extended Migrant Health Centre
ESSN	Emergency Social Safety Net
EU	European Union
Facility	Facility for Refugees in Turkey
GoT	Government of Turkey
IP	Implementing Partner
İŞKUR	Turkish Employment Agency
KfW	Kreditanstalt für Wiederaufbau
KOSGEB	Small and Medium Enterprises Development Organization of Turkey
MEB	Minimum Expenditure Basket
MHC	Migrant Health Centre
MHPSS	Mental Health and Psycho-Social Support Services
MHU	Migrant Health Unit
MoFLSS	Ministry of Family, Labour and Social Services
MoFSS	Ministry of Family and Social Services
MoH	Ministry of Health
MoLSS	Ministry of Labour and Social Security
MoNE	Ministry of National Education
NGO	Non-Governmental Organisation
PIKTES	Promoting Integration of Syrian Kids into Turkish Education System
PTR	Physical Therapy and Rehabilitation
PuIP	Person under International Protection
RF	Results Framework
SASF	Social Assistance and Solidarity Foundation
SGBV	Sexual and Gender-Based Violence
SIHHAT	Improving the Health Status of the Syrian Population under Temporary Protection and Related Services Provided by Turkish Authorities
SME	Small and Medium Sized Enterprises
SSC	Social Service Centre
SUMAF	Technical Assistance to Support the Monitoring of Actions Financed under the Facility for Refugees in Turkey
SuTP	Syrian under Temporary Protection
TCG	Turkish Coast Guard
TEC	Temporary Education Centre
TESK	Tradesmen and Artisans Confederation of Turkey
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
ToC	Theory of Change
TRC	Turkish Red Crescent (Kızılay in Turkish)
UN	United Nations
UNICEF	United Nations Children's Fund
VEC	Vocational Education Centre
WHO	World Health Organization

INTRODUCTION

There is no single definition of what a Theory of Change (ToC) is, nor a single approach to developing and using one. Some experts define it as *'a description of a series of events that is expected to lead to a particular desired outcome'*. Regardless of the precise definition, it is agreed that a ToC is a tool and an approach which supports the effective design, implementation and evaluation of a programme. It does this by seeking to make explicit (and to document) the chain(s) of causes and effects which are expected to link a programme's activities to its desired final objectives. In doing this, a ToC needs to also make explicit the assumptions which are being made in order for the cause to lead to the effect.

When viewed in terms of the above, the Facility ToC presented in this document is quite basic. It explains how the Facility-funded Actions (projects) are expected to lead to the achievement of the results presented in the Facility Results Framework (RF). Nevertheless, it is expected that this document will be of use to Facility management to explain the Facility's intervention strategy to third parties; to Facility staff who are monitoring and adapting Facility strategy implementation in response to performance issues and changing contexts on the ground; and to external evaluators who are tasked with evaluating the overall effectiveness of the Facility.

The document is intended to explain in quite simple terms the 'Intervention Logic' behind the selection and design of the portfolio of Facility Actions. It is presented in terms of one overall results chain for the Facility, which is then expanded upon through the presentation and description of a separate but simple results chain for each priority area.

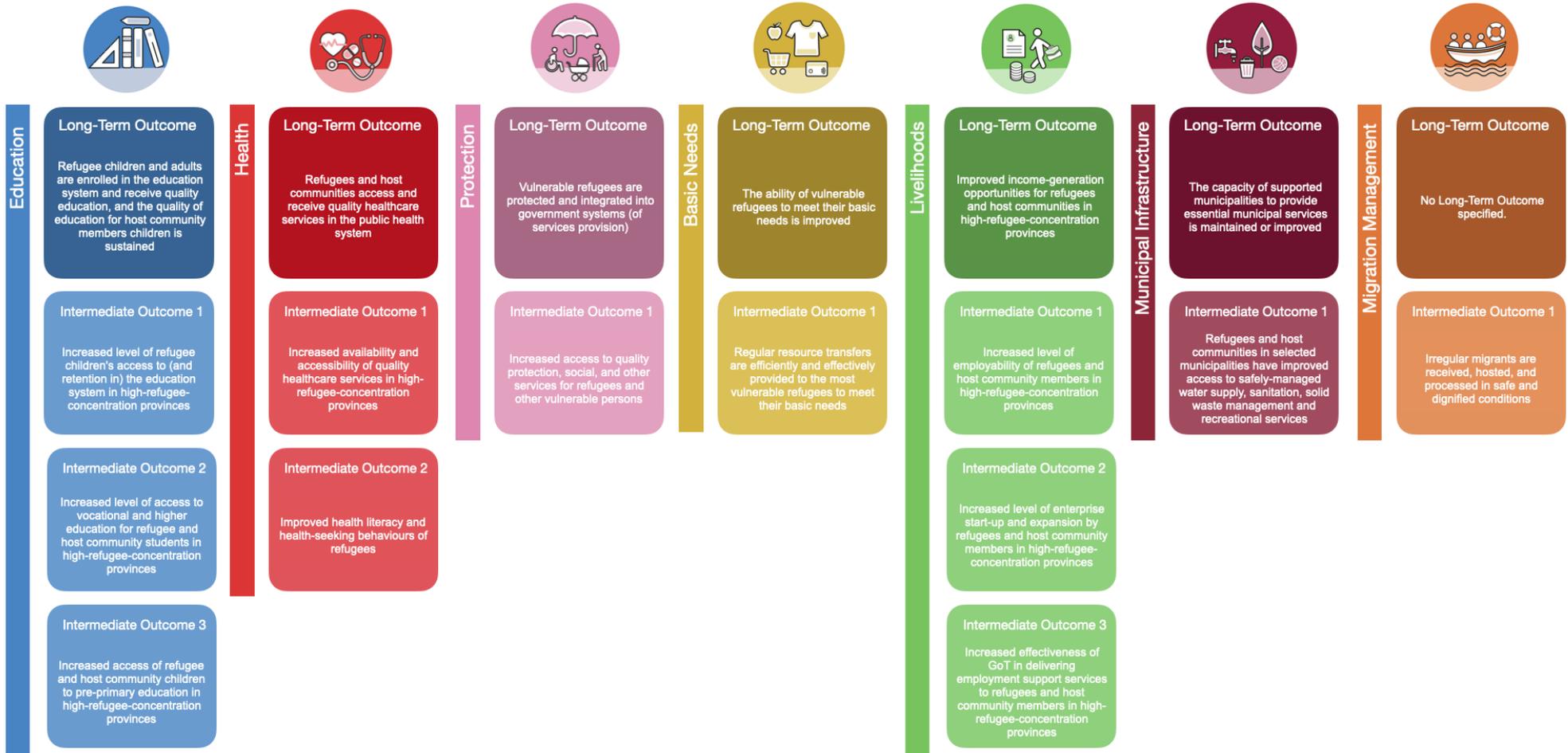
Each priority area chapter in the document presents the results chain as a graphic and then explains how the Actions' interventions are expected to result in the priority area's outputs, and how the production of these outputs is expected to result in the achievement of the lower-level outcomes ('Intermediate Outcomes') and then the higher-level outcomes ('Long-Term Outcomes'). The 'Theory of Change' therefore tells a simplified story of the 'development pathway' – the chain of effects which are expected to result from the successful implementation of the Actions in each priority area. In this way, it is possible to discuss the 'robustness' of the theory and the key assumptions which must hold in order for the cause-effect linkages to function effectively.

Theories of Change are necessarily highly simplified representations of expected realities as there are multiple direct and indirect linkages between interventions and development results and the contexts within which the interventions occur are constantly changing. Thus, the Facility ToC enables different types of stakeholders to understand what the EC and its partners, especially the Government of Turkey (GoT) are trying to achieve, and also to understand the main risks which may threaten the success of the investments. Additionally, the ToC, through articulating the overall and priority area results chains, facilitates the design and implementation of a Facility-level performance monitoring system.

Across most of the Facility's priority areas the resources which are being invested are in addition to the substantial resources being invested in achieving the same results by the GoT through its regular budget. The Facility's investments are therefore intended to support and reinforce the efforts of the GoT (and other actors such as Turkish civil society organisations and external donors) to achieve the Long-Term/overall outcomes and impact objectives presented in the Facility overall results chain (Figure 1) below. There are many significant types of expenditure being made under the GoT's regular budget which are aimed at adapting the public sector to cope with the presence of almost four million refugees in the country, notably in the areas of education, health, local government services and economic support programmes. The estimation of the proportion of the results observed which is directly attributable to the Facility's interventions is technically extremely difficult in the cases of basic service delivery but probably somewhat easier in the case of basic needs support areas. These questions are not addressed in this document as it is essentially an intervention strategy document and does not address questions of evaluating the level of attribution of observed results to the specific interventions of the Facility.

Figure 1: Facility Overall Theory of Change

Impact: Improved socio-economic conditions of refugees and their host communities



1. OVERALL IMPACT

The final impact which the Facility's investments are expected to have on the target beneficiaries is the following:

'Improved socio-economic conditions of refugees and their host communities'

This is a general statement which is intended to communicate two main ideas: firstly, that of the supported refugees achieving a certain level of physical and mental well-being, economic independence and ability to satisfy their basic needs (including obtaining decent physical living conditions, adequate nutrition and access to public education and health services) whilst being sufficiently integrated with the local host community to be able to enjoy a reasonable level of security. The second idea is that the local host community in high-refugee-concentration provinces is supported to ensure that it is not negatively impacted by the presence of the refugee community.

Figure 2: Delivering Impact through achieving the main Priority Area objectives



All six Long-Term Outcomes of the Results Framework are intended to collectively bring about the achievement of this overall impact. Families and children are supported to enable children to attend school and to achieve the maximum benefit from the teaching provided, and support is provided to the public education system to ensure that the system is not overloaded in high-refugee-concentration provinces. The result expected from this is that refugee students will obtain a reasonably similar level of post-education opportunity as host community students and will therefore be empowered to succeed both socially and economically in their new environment.

Local health services are also reinforced in these provinces to enable them to cope with the additional burdens placed on them by the refugee community and additional health services are provided to address refugees' specific needs. By ensuring their easy access to quality health services and by increasing their level of health literacy and awareness (i.e. the achievement of the Long-Term Outcome) it is expected that the overall health status of the refugees will significantly improve and that the quality of the health service for the host

community will be maintained. In this way, it is expected that the overall level of well-being of the refugees and host communities will improve.

Through the identification of vulnerable refugees and the direct provision of specific support or through referrals to specialist service providers the Facility aims to ensure that vulnerable refugees are protected and integrated into established national service delivery systems. Additionally, income and material support are provided to beneficiary (refugee) families to prevent them from falling into destitution, whilst targeted refugee and host community adults are gradually supported to transition into paid employment or to secure more formal and better paid work. Ultimately, the aim is to enable refugee and targeted low-income Turkish families to be able to become economically independent and thereby better integrated into their local communities.

There are expected to be multiple positive feedback loops in the results of the Facility's support. For example, improved household incomes are also expected to eventually have positive effects on education levels and health status.

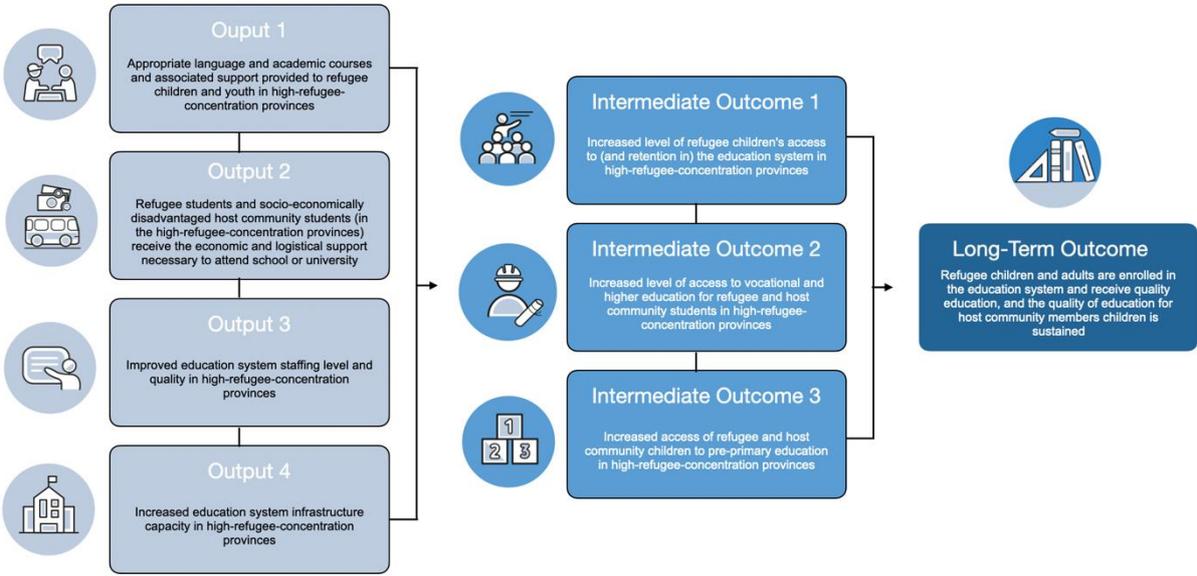
Finally, local municipal services are also targeted to be reinforced in selected municipalities to ensure that such services are not overwhelmed by the presence of large refugee communities. It should be noted that here again, multiple benefits are expected. For example, several of the Facility's investments in this area are also expected to generate positive effects on energy efficiency and local environmental pollution reduction, which in turn will impact municipality finances and the local population's health status.

If the six Long-Term Outcomes presented in the figure above are achieved, then there is a high level of confidence that the overall socio-economic conditions of the refugees and target host communities will have been improved. However, significant improvements in the socio-economic conditions of the target beneficiaries rest upon the assumption that there would be no major deterioration in the overall condition of the Turkish economy. It is arguable that a major deterioration in the economy has in fact occurred as a result of COVID-19 and certain macro-economic factors. Nevertheless, this does not undermine the continued appropriateness of the Facility's intervention logic and strategy, as the objective of the Facility in this context is to at least minimise the negative economic and social impacts of such adverse economic conditions on the living conditions of the target beneficiaries.

2. EDUCATION

In the education sector, the GoT, with support from the EU through the Facility, has the Long-Term objective of enrolling all school-age refugee students in school and of providing them with the education and associated support necessary to ensure they achieve a quality education. The theory of change underpinning the Facility’s intervention strategy for the Education Priority Area is outlined in Figure 2 below.

Figure 2: Facility’s result chain in the Education Priority Area



The Long-Term Outcome presented at the top of the Education priority area’s theory of change is the following:

‘Refugee children and adults are enrolled in the education system and receive quality education, and the quality of education for host community members’ children is sustained’

The dominant political and social objective is to get the refugee enrolment numbers up to acceptable levels in order both to enable children to obtain their right to education and also to help maximise their contribution to the Turkish society and economy. Having a large number of refugee youth grow up outside the Turkish education system also carries a range of social and economic risks to the country. This needs to be achieved whilst maintaining the current level of education quality for the host community in the supported education facilities – both existing and new ones. It should be noted however, that the Facility’s focus is to support the full integration of refugee students into the Turkish education system and does not seek to improve the quality of the education system as a whole. The Facility is however investing directly in ensuring the delivery of quality education through three of the four outputs that it is aiming to deliver. Under Output 1 (discussed below) ‘appropriate language and academic courses and associated support’ implies ensuring that the supported courses are of the appropriate level of quality. Similarly, the provision of support to staffing in the supported schools (Output 3) has an important quality dimension to it and the training, management and monitoring of this cadre of professionals seeks to ensure this. The same can be said for the provision of enhanced educational infrastructure (Output 4).

The strategy followed to achieve the Long-Term Outcome consists of the implementation of a series of measures designed to reduce barriers to accessing four main forms of education: 1) the regular public schools education system from the primary to upper secondary levels, 2) Vocational education delivered through Technical and Vocational High Schools and Vocational Education Centres (VECs), 3) Higher Education, and 4) ECE. Following the transition of the Facility from the first tranche of funding to the second tranche, the support to higher education has been discontinued whilst a much greater emphasis has been placed on ECE.

This strategy, which is summarised in the three Intermediate Outcomes presented in Figure 2 above (which relate to increased access to each form of education), consists of investing in the expansion and strengthening of the supply of quality public pre-school, primary and secondary education services (including formal vocational

education) in those areas where the demand is greatest, whilst seeking to support families and students to reduce drop-out rates. Although the strategy is focused upon the 26 provinces where the density of refugees (both SuTPs and PuTPs) is the highest, the overall final effects are expected to extend nation-wide in order to benefit all refugee students irrespective of their province of residence.

A key part of the overall strategy of the GoT (supported by the Facility) is to reduce the barriers and factors which prevent refugee families from sending their children to school. The 'demand problem' is present at the lower secondary school level but is particularly severe at the upper secondary level. Here there are significant economic factors at play, with older children contributing to the household economy (particularly with regard to agricultural labour), as well as strong cultural factors which may mean that older girls are kept at home to work or are married in their mid-teens. The level of social integration of older refugee children into the school community is another factor affecting retention rates. Hence, a major emphasis is placed on communicating with parents to encourage the enrolment of their children and on providing appropriate support to them when they are in school in order to minimise drop-out rates.

The strategy to increase enrolment and retention in these three types of education is executed through the planned delivery of the following four Facility-level outputs:

1. *Appropriate language and academic courses and associated support provided to refugee children and youth in high-refugee-concentration provinces;*
2. *Refugee students and socio-economically disadvantaged host community students (in the high-refugee-concentration provinces) receive the economic and logistical support necessary to attend school or university;*
3. *Improved education system staffing level and quality in high-refugee-concentration provinces;*
4. *Increased education system infrastructure capacity in high-refugee-concentration provinces.*

Each output focuses on a particular type of education system support and relates to more than one form of education.

A number of different Actions have been identified and contracted to achieve these outputs, some of which are designed to contribute to multiple outputs. This suite of Actions is centred upon the PIKTES Action which covers all activity areas with the exception of the construction of school infrastructure, the provision of support to students (including their families) to encourage school attendance and the provision of scholarships to follow higher education courses.

The different activities supported by the Facility to deliver the outputs and to achieve the Intermediate Outcomes are discussed under the outputs presented below¹.

Output 1: Provision of language and academic courses and associated support

The delivery of this output aims to ensure that refugee students have the capacities to successfully join the Turkish education system. One of the main deliverables under this strand of the strategy is that school-age refugee children achieve the level of Turkish language proficiency required to follow the education curriculum for their age group. This support is mostly provided through the conduct of year-long Adaptation courses² and Turkish language classes³ which provide intensive Turkish language training, as well as summer courses. Other courses delivered to refugee students within the formal school system include catch-up courses (usually delivered at weekends or during the summer holidays) and back-up (remedial) classes – both of which cover the regular academic curriculum but are intended to enable students to join the grade corresponding to their age group. Catch-up courses are provided to students re-joining the education system after having been out of it for some time. Back-up classes are intended to help struggling students to keep up with the curriculum and to prevent them from dropping out of school.

¹ In this ToC document the output statements are shortened for brevity. The full output statements are presented in the results chain and before the discussion of the Facility's approach to achieving each output.

² For 3rd graders only since the academic year 2020-2021.

³ For grades other than 3rd since the academic year 2020-2021.

In order to ensure that the additional courses delivered are of good quality, the Facility supports curriculum and materials development as well as the implementation of effective learning monitoring systems.

The Facility's support to the Ministry of National Education (MoNE) via the PIKTES programme includes the provision of scholarships to students to attend Technical and Vocational High Schools. The provision of these incentives is targeted at both in-school and out-of-school refugee children at the upper secondary level (with the emphasis largely on the former).

In line with government policy to significantly increase the level of availability of pre-school education the Facility is supporting MoNE to make Early Childhood Education (ECE) available to refugee and host community families to enable young children to become ready to start primary school at the age they are legally required to do so.

Another important barrier to refugee students joining the Turkish education system and performing well within it are related to the extent to which they successfully integrate into the school environment and culture. There are many factors which may cause students to fail to integrate effectively. Many of these are related to the psychological effects of their experiences of war and sudden and radical displacement. However, there can also be factors related to the host community students failing to accept them into the school community and engaging in social exclusion practices such as bullying.

If students, particularly older ones, do not feel that they belong within the school environment then it will be hard to keep them there and for them to perform adequately in academic terms. For this reason, the Facility also supports the provision of psycho-social support delivered through student guidance counsellors.

Output 2: Provision of economic and logistical support

As the problem of low enrolment of children – especially at lower and upper secondary school levels – is partly due to survival strategies employed by parents which mean that they are unable to send older children to school, the Facility's support includes the provision of incentives to encourage refugee parents to enrol their children and to ensure their regular attendance at school. The largest element of this support is the Conditional Cash Transfer for Education (CCTE) programme which makes regular payments to low-income refugee families provided that their children regularly attend school. The programme is implemented through a partnership between the Turkish Ministry of Family and Social Services (MoFSS), the MoNE, the Turkish Red Crescent (TRC) and UNICEF⁴. It is based on a national programme provided by the government to economically-disadvantaged host community households.

Additionally, the Facility is financing the provision of transportation services for children to attend school where their families live at some distance from the school. This enables economically-disadvantaged refugee and host community families to avoid spending on public transport and also responds to refugee families' concerns regarding the safety and well-being of their children – particularly girls⁵. An additional form of economic support consists of the provision of school stationery supplies and bags and free school lunches. The experience to-date indicates that these are important ways of helping ensure improvements in enrolment and retention rates. Another type of support provided consists of the provision of scholarships for beneficiary children to attend Technical and Vocational High Schools.

Finally, given that the proportion of refugee school graduates who go on to higher education in Turkey is much lower than that for Turkish graduates, the Facility has financed two Actions to provide scholarships and associated support to enable refugee students to attend colleges and university. However, this type of support was limited to the first tranche of the Facility as resources have been concentrated on early childhood and primary and secondary education under the second tranche.

⁴ During the finalisation of this document the MoFLSS was split into the Ministry of Labour and Social Security (MoLSS) and the Ministry of Family and Social Services (MoFSS).

⁵ Under Tranche I this type of support was only provided to refugee children but has been extended to host community children under Tranche II.

Output 3: Strengthening education system staffing

An important level of investment is being made by the Facility in ensuring that the education system has the staff capacity required to effectively deliver the teaching and associated support services described above. The focus is on ensuring that each supported province and school is able to respond to the particular needs of the refugee population⁶. This involves the employment of several thousand teachers and other professional staff and the training of approximately 170,000 existing education system staff. The Facility's investments are channelled through MoNE as well as several international development agencies and NGOs. The training programmes include the provision of the skills required by school staff to be able to understand and respond to the particular needs of refugee students, including their psycho-social needs. Both the hiring of additional teachers and other staff, and the training of existing MoNE teachers and other staff are intended to ensure a satisfactory level of quality of the supported courses and additional support services.

A major part of the investment consists of financing the staff costs associated with the Turkish language courses and evening, weekend, and summer-school based catch-up and back-up (remedial) teaching required to enable students to catch-up on the schooling which they missed as a result of their displacement. The Temporary Education Centres (TECs) which were originally established to provide emergency education services to refugees were all closed by the middle of 2020. A major element in this strategy is the Accelerated Learning Programme which was designed to enable children to make up for prolonged periods spent out of the education system.

Output 4: Improving educational infrastructure

The improvement of the educational infrastructure in the now 26 focus provinces (formerly 23 provinces) is delivered through a number of Actions implemented principally by MoNE, KfW and the World Bank. In the initial years of the Facility (2016-18) the support consisted of the establishment of TECs but this approach was replaced by that of the construction of new schools, the expansion and refurbishment of existing ones and the refurbishment and equipping of Technical and Vocational High Schools. This also includes the equipping of a large number of ECE centres and the equipping of schools with renewable energy facilities. Some institutional strengthening support is also intended for MoNE to be able to effectively handle this large-scale infrastructure development programme.

Key Assumptions

A key assumption underpinning the effectiveness of the academic programme support in schools is that the initial gap in academic level between refugee students and their Turkish peers is sufficiently limited to be able to be addressed through the type and level of catch-up courses and back-up classes delivered. It may be that the risk of this assumption not holding is greater for lower and upper secondary school grade students than for primary students, thus affecting enrolment and completion rates. It is also assumed that the challenges of social integration between the refugee and host communities within schools will not reach the level where they lead to students dropping out of school.

The international evidence-base which demonstrates the effectiveness of CCTE as well as free school transportation and lunches is robust so the risks that this part of the Facility's intervention strategy may not be effective are relatively low. However, the approach assumes that the limited resources will be effectively directed to those families with the greatest need (i.e. that the targeting mechanisms will be effective). The risk of there being a low level of targeting effectiveness is judged to be quite low given the proven functionality of the local government level institutional mechanisms relating to social assistance. An additional key assumption is that the amount of the cash transfer is large enough to dissuade families from having their children contribute to the household economy (either by working at home or outside the home) – i.e. to ensure that they attend school regularly and do not drop out. As the cost of living has increased significantly recently due partly to the depreciation of the Turkish Lira, the extent to which this assumption holds is likely to be declining. This aspect should therefore be closely monitored under the Facility monitoring system.

⁶ More recently, some of the student support (such as materials and transportation) is also being directed to disadvantaged Turkish students.

Regarding educational staff recruitment and training, it is assumed that the training courses will lead to improved practices of the school staff in terms of their responses to refugee students' specific needs. This requires supportive school management and MoNE policies as well as having the necessary equipment and materials to provide the support. Given that the main Facility investment (PIKTES) is delivered through MoNE, the risk of these supporting systems and inputs not being in place is considered low.

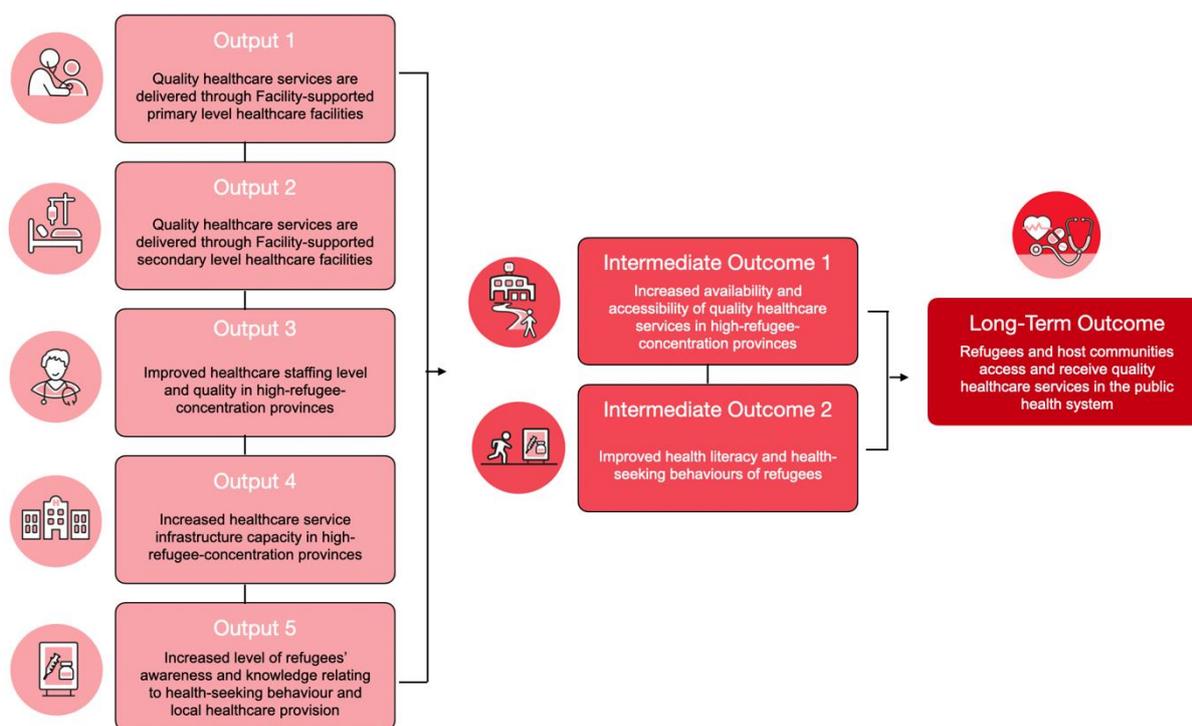
The effectiveness of the investments in infrastructure described above also depends on one final but very important assumption – that the refugee populations in each province and district where the infrastructure investments occur will remain relatively stable over time. It is to be hoped that if families register their children in a particular school, this means that they intend to stay in that province and district. However, if there is substantial migration from the refugees' initial locations of residence to other provinces and districts (in search of work), this will have a negative effect on the overall effectiveness of the Facility investments on class sizes and therefore on the quality of the education service delivered. Whilst the likelihood of this occurring on a significant scale is low, it is something which should be monitored.

3. HEALTH

The strategy underpinning the investments made by the Facility in the health sector consists of reinforcing and adapting the GoT’s delivery of primary and secondary level healthcare services (focused on 29 selected provinces) to respond to the needs of the refugee population, whilst simultaneously supporting refugees to be able to manage their health and health services utilisation effectively.

The Health priority area results chain is presented in Figure 3 below.

Figure 3: Facility’s result chain in the Health Priority Area



The Long-Term Outcome for the health sector presented in the Results Framework is the following:

‘Refugees and host communities access and receive quality healthcare services in the public health system’

The main focus of the Facility’s health sector strategy is to help the GoT ensure that adequate primary and secondary health services are made available to the refugee population; that they use them appropriately (i.e. that they are health literate) and that they manage their own health effectively (i.e. that they strengthen their health-seeking behaviours). As health is a major component of the target beneficiaries’ socio-economic conditions, the achievement of this objective should contribute significantly to the achievement of the final expected impact (see Section 1). Given that the main health issues faced by the refugee population relate to non-communicable diseases, improving their health status is a long-term process which will be impacted not only by health sector interventions but also critically by education and improvements in their socio-economic conditions (such as housing, working conditions and nutrition).

There are two main components or sub-strategies of the Facility’s health sector support strategy mentioned above – one covering the health services supply side and the other the demand side. Each is represented by an Intermediate Outcome in the priority area results chain.

The first component’s outcome statement (the Intermediate Outcome covering the supply side) is the following:

‘Increased availability and accessibility of quality healthcare services in high-refugee-concentration provinces’

The main objective of the Facility's support to the government's management of the public health system in the face of the Syrian refugee crisis is to ensure that the refugees are provided with quality health services in response to their needs and that the level and quality of provision of services to the host community is maintained – i.e. that Turkish citizens' own access to public health services is not adversely affected by the improvements in the provision of services to the refugees.

The first part of the result refers to 'availability' which means ensuring that there are enough primary and secondary level health facilities located at an accessible distance from where the targeted service users are living. The term 'quality' implies that these facilities are adequately staffed with qualified staff, equipped and supplied.

The second part refers to 'accessibility', which means that the various types of barriers which impede the target groups from using the services are reduced or removed. These include their awareness of the existence of the services, and the bureaucratic, language, and cost barriers which hinder access to them. Some of these access barriers can be addressed whilst others cannot be influenced through the Facility's Actions. An example of the latter is the unavailability of many free public health services to unregistered refugees and those who are residing in a different province to that in which they are officially registered.

The Facility's strategy to achieve the healthcare supply objective is implemented through the planned delivery of the following four RF outputs:

1. *Quality healthcare services are delivered through Facility-supported primary level healthcare facilities;*
2. *Quality healthcare services are delivered through Facility-supported secondary level healthcare facilities;*
3. *Improved healthcare staffing level and quality in high-refugee-concentration provinces;*
4. *Increased healthcare service infrastructure capacity in high-refugee-concentration provinces.*

The different activities supported by the Facility to deliver the outputs and to achieve the Intermediate Outcomes are discussed under the outputs presented below⁷.

Output 1: Provision of primary healthcare services

Under the first tranche of the Facility there were several Actions supporting the delivery of primary healthcare services, made up of the MoH's large programme (the SIHHAT Action) and several projects implemented by international NGOs and UN agencies. Most of the investment was going into the establishment and operation of the Migrant Health Centres (MHCs) and Extended MHCs (EMHCs) including their staffing with mostly Syrian as well as some Turkish health professionals (who have received training to operate the centres). Under the second tranche, support to primary healthcare services provision through these facilities continues, with some of the support (such as vaccinations) being also provided through the GoT's regular Family Health Clinics and other facilities⁸.

The primary healthcare services supported by the Facility include reproductive health services (antenatal care, postnatal care), vaccinations and mental health and psycho-social support services (MHPSS). Whilst in the Facility's early years MHPSS was not provided at the MHC level, this began to change with the transition to the provision of MHPSS through EMHCs. Under the second tranche this area of support is being significantly expanded. Support will also continue to be provided to the MoH's Community Mental Health Centres for severe mental health problems such as schizophrenia and bipolar disorders. Where refugees are living and working in rural areas or have mobility issues, mobile healthcare services are also supported. This has included the provision of cancer screening vehicles to selected healthcare centres.

⁷ In this ToC document the output statements are shortened for brevity. The full output statements are presented in the results chain and before the discussion of the Facility's approach to achieving each output.

⁸ This was also the case under the Facility's first tranche.

Output 2: Provision of secondary healthcare services

As mentioned above, the Facility's support to the provision of secondary and specialist healthcare services is focused on the development of EMHCs and on supporting Community Mental Health Centres in selected provinces⁹. A substantial investment has been made in the provision of medical equipment for hospitals including the equipping of Intensive Care Units. Physiotherapy and post-operative rehabilitative care (PTR) will also be given an increased emphasis through the provision of support to PTR units in hospitals. As a substantial proportion of refugees still use hospitals and their initial source of healthcare in the event of a health problem, the Facility has also been financing the training and deployment of bilingual patient guides to a large number of public hospitals to enable Arabic speakers to access their services.

Output 3: Strengthening healthcare system staffing

A major element of the Facility's health sector support involves supporting the MoH to recruit Syrian doctors, nurses, patient guides and other types of health professional and to train them in order to be able to work in the MHCs, EMHCs, CMHCs and hospitals. A pre-deployment training programme to enable Syrian professionals to understand and operate within the Turkish public health system has been delivered by the World Health Organization (WHO) working in close collaboration with the MoH. Following this pre-service training the professionals are deployed to work under the SIHHAT programme, which then provides follow-up in-service training as well as to Turkish healthcare staff to support their ability to work with refugees.

Although no separate output exists under the results chain to cover the strengthening of the MoH's capacity to effectively manage the delivery of health services to refugees, additional investments are being made by the Facility in terms of this type of institutional strengthening. To-date support has been provided to the conduct of two large surveys of refugees covering aspects such as their health issues, use of services, satisfaction with services, health literacy and health-seeking behaviour etc. Future support to the MoH (to be provided under SIHHAT II) includes additional surveys and the strengthening of the ministry's knowledge management, policy analysis and policy-making capacities in the area of refugee healthcare. Knowledge sharing events will be supported as well as the establishment and operation of a Migrant Health Advisory Board to advise the MoH on refugee health matters.

Output 4: Improving healthcare infrastructure

In terms of infrastructure development, the construction of two hospitals in Hatay and Kilis provinces was supported under the first tranche of the Facility and the second tranche also involves financing the construction or refurbishment of MHCs and EMHCs. Whilst no new hospitals will be constructed under the second tranche, significant resources will be invested in the refurbishment of PTR units in hospitals.

The second component of the health support strategy focuses on the demand (for health services) side. The outcome statement is the following:

'Improved health literacy and health-seeking behaviours of refugees'

Ensuring that the refugee community obtains appropriate healthcare involves addressing a number of factors influencing their level of take up of health services. These include their level of awareness of the existence of the services and of the administrative requirements for refugees to access them; the general level of health awareness or literacy amongst the refugees, and their level of familiarity with the primary healthcare system (in Syria this type of system does not exist) in addition to cultural factors such as the requirement of many refugee women to be treated by female doctors and nurses.

The Facility's strategy in this area consists of influencing health-seeking behaviours to ensure that the targeted groups are adequately aware of important public health issues and to encourage them to alter their behaviours to reduce negative impacts on their long-term health and to educate them about how to effectively obtain medical advice and treatment from the local public healthcare system. The output to be delivered to achieve this is the following:

⁹ Whilst EMHCs are officially part of the primary healthcare system, they are providing some secondary healthcare services. CMHCs are considered part of secondary health services.

Output 5: Health awareness-raising and education

The Facility supports the MoH (through the SIHHAT Action) and other Implementing Partners (IPs) to conduct health awareness-raising and health literacy improvement through the production and dissemination of videos and brochures and the conduct of health literacy trainings. It also supports the conduct of outreach activities to refugees' homes and community locations through the deployment of outreach teams.

During the implementation of the first support programme to the MoH lessons were learned regarding the need to improve the level and quality of health education to the refugee community. This aspect has received greater emphasis in the design of the follow-on support programme (SIHHAT II) with the planned conduct of a major programme of health literacy trainings conducted in E/MHCs and the implementation of a comprehensive outreach programme. The follow-on programme is also seeking to survey more effectively levels of health literacy and health-seeking behaviour amongst the refugee population in order to be able to target service provision more effectively.

Key Assumptions

As in the case of education services, a major assumption underpinning the Facility's support to the establishment and operation of MHCs and EMHCs is that the geographic locations selected continue to be high-density refugee areas and that the needs do not significantly shift to other areas as a result of internal movements of the target population for economic reasons. The likelihood of the level of internal mobility becoming large enough to significantly affect the appropriateness of the locations of infrastructure investments is assessed as reasonably low.

A second key assumption is that the recruited and trained Syrian health personnel and their families will be willing and able to move to the provinces and districts where the health centres are located. This will depend upon sufficiently strong economic incentives being provided to compensate them for the loss of the social and economic support systems provided by their extended families and social networks. In fact, the MoH has encountered difficulties in the recruitment of Syrian healthcare staff for some health facility locations.

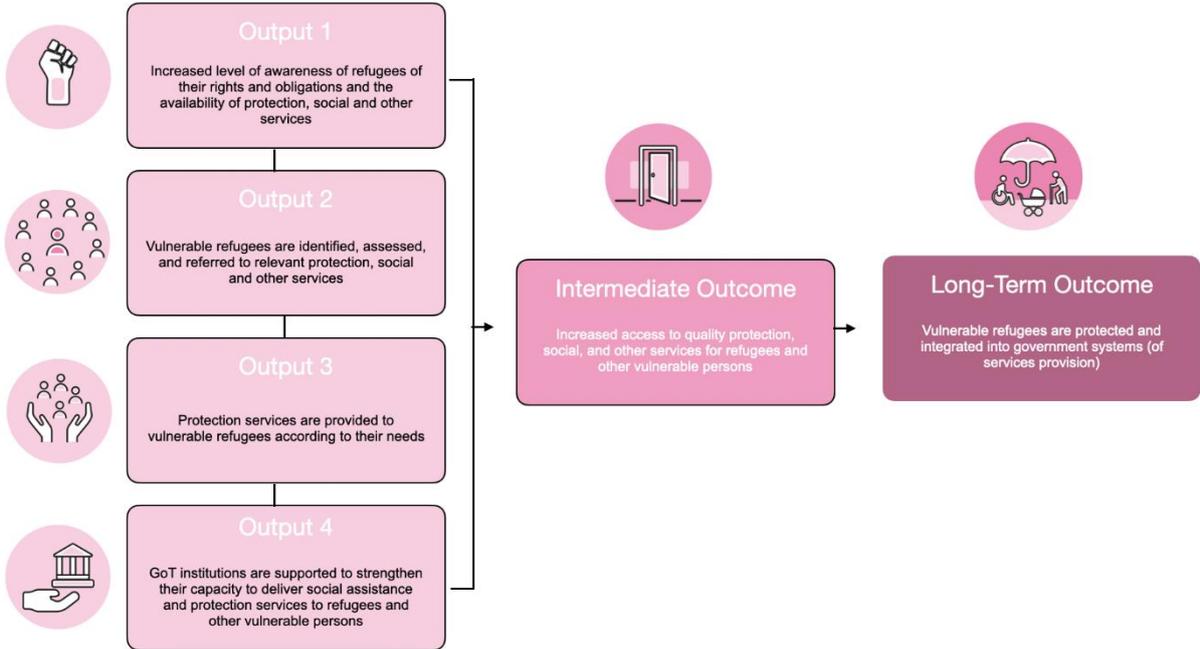
A third assumption is that the type of communication media selected (videos, brochures, posters etc.) and the messages they contain will have a significant level of influence on the target groups resulting in changed health-seeking behaviour. This assumption may not be very robust – i.e. that the activities financed by the Facility may actually be resulting in far less behavioural change than expected. This aspect should therefore be carefully monitored going forward.

4. PROTECTION

The strategy implemented by the Facility with regards to protection has evolved over time. Initially protection services were provided mostly through NGOs and UN agencies as part of the ECHO-funded humanitarian response (in support of the GoT). As the Facility transitions into the second tranche, resources are also allocated to directly support the GoT’s existing social protection services to be able to respond to the needs of the refugee community. This is in line with the overall Facility strategy of seeking to ensure the sustainability of support to the refugees following the eventual phasing out of Facility support.

‘Protection’ is now included as a separate Priority Area under the Facility’s strategy and therefore also under its Results Framework (RF). The priority area results chain is presented in Figure 4 below.

Figure 4: Facility’s result chain in the Protection Priority Area



The Long-Term Outcome expected from the Facility’s support in this area is:

‘Vulnerable refugees are protected and integrated into government systems (of service provision)’

The primary objective is to ensure that all vulnerable refugees are protected from exploitation, abuse and harm and that the GoT’s existing systems of social protection (for the host community) are extended to cover refugees. Protection is both a cross-cutting area as well as a distinct priority area because protection services are provided as part of the work of other priority areas such as education, health, basic needs and livelihoods. In parallel, specialised protection services are provided to people requiring specific support not addressed through sectoral mainstreaming. A particularly important objective of the provision of protection services to refugees is to ensure that they are not subjected to refoulement (forcible return to their country of origin).

The Facility’s approach to achieving the Long-Term Outcome is captured in the following Intermediate Outcome:

‘Increased access to quality protection, social, and other services for refugees and other vulnerable persons’

The Facility’s strategy is to improve the level of the refugees’ (and other vulnerable citizens in supported areas) access to all types of protection services – both those provided by the GoT to all vulnerable citizens, and those services provided outside of the public sector by non-governmental actors – whilst seeking to ensure the sustainability of its support by ensuring that refugees will continue to access adequate protection services following the phasing out of the Facility’s support.

Protection services refers to all activities to prevent, reduce/mitigate and respond to the risks and consequences of violence, coercion, deliberate deprivation and abuse for persons of concern. This includes supporting beneficiaries to access the following types of support: registration processes; education and health services; mental health and psycho-social support services; legal advice to resolve legal or refugee registration issues; welfare services and obtaining temporary shelter to escape domestic violence.

The Facility's approach to achieving increased access to protection services consists of the delivery of the following four outputs:

1. *Increased level of awareness of refugees of their rights and obligations and the availability of protection, social and other services;*
2. *Vulnerable refugees are identified, assessed, and referred to relevant protection, social and other services;*
3. *Protection services are provided to vulnerable refugees according to their needs;*
4. *GoT institutions are supported to strengthen their capacity to deliver social assistance and protection services to refugees and other vulnerable persons.*

The different activities supported by the Facility to deliver the outputs and to achieve the Intermediate Outcomes are discussed under the outputs presented below¹⁰.

Output 1: Increasing refugees' awareness

The support strategy relies upon vulnerable refugees and their families being aware of the existence of places where they can go to obtain advice on resolving their problems and what type of free services are available to them depending on their specific issues. A wide range of IPs – mostly funded through the humanitarian strand of the Facility – are supported by the Facility to conduct awareness-raising activities through tailor-made sessions, using mainstream and social media, distribution of brochures, conducting information sessions in community locations and conducting visits to refugees' homes.

Output 2: Identification and referral of refugees

Many IPs combine their protection work with other forms of assistance to refugees, such as the provision of language and skills training, the conduct of social cohesion events and the operation of community centres, whilst in the larger urban centres more specialised protection service delivery centres are supported. In the course of their work, through either intake (where the beneficiary visits a service facility) or outreach (where the service provider visits households or community locations), these IPs identify people who they assess as being particularly vulnerable and in need of assistance to ensure their protection. For example, they may become aware of individuals who are suffering from a severe mental illness who are not under medical care, or of a family which is threatened with homelessness due to rent payment issues. An individual need to be identified and assessed before he/she can be provided with a protection service. In the case of services such as information provision and psycho-social support, the service may be provided to groups of individuals in one session.

When the individual is identified he/she or his/her parent is referred to an individual or organisation who/which is able to better assess the level of need and provide further advice regarding the relevant service. If the individual or unit to whom the refugee is referred is operating within the same Action then this is regarded as an 'internal referral' under the monitoring system. If the individual or unit is operating within an organisation which is external to the Action then this is regarded as an 'external referral' by the monitoring system.

Output 3: Provision of protection services to refugees

As ensuring the protection of vulnerable individuals is a priority of humanitarian organisations dealing with a refugee crisis, a lot of protection services were initially provided directly by Facility-funded organisations

¹⁰ In this ToC document the output statements are shortened for brevity. The full output statements are presented in the results chain and before the discussion of the Facility's approach to achieving each output.

including international NGOs and UN agencies working closely with the Turkish local authorities. With the second tranche of Facility even greater emphasis is being placed on supporting vulnerable refugees to access established government protection services (given that the GoT has the primary responsibility to protect) in order to ensure the sustainability of the provided support. The Facility has therefore been supporting both the direct provision of certain protection services as well as the referral of refugees to external established service providers, which are usually GoT agencies.

Output 4: Strengthening of GoT institutions

The support provided by the Facility under this output includes the training of social services staff within the Ministry of Family and Social Services and the hiring and training of migration management staff within supported Provincial Departments of Migration Management. It also involves the upgrading of Social Service Centres (SSCs) and establishment of new centres in high-refugee-concentration provinces and the provision of support to the establishment of mobile SSCs.

Key Assumptions

Ensuring timely access to services for vulnerable refugees depends on their ability to be promptly and adequately registered by the Turkish authorities. A key assumption therefore is that the registration process remains open and accessible for asylum seekers. There appears to be a significant risk that this assumption may not hold and that refugees may obtain difficulty in obtaining the documentation required to be able to access the services required to address their vulnerabilities.

If access to protection services is improved (i.e. that the Intermediate Outcome is achieved), the assumption is that the referred refugees will obtain services of sufficient quantity and quality to ensure that they are effectively protected (i.e. that the Long-Term Outcome will be achieved). There is likely to be a significant risk that this assumption will not fully hold – i.e. that vulnerable refugees will experience difficulties in obtaining an adequate level of protection from the GoT services following their referral through the supported Actions. This is therefore something which should be carefully monitored by the Facility.

A third important assumption of the support strategy is that the awareness-raising activities will effectively reach the whole target population, so that everyone who needs the protection services will be aware of their existence and of how to access them. Although the Facility supports a number of Actions which are focused on reaching out to the most vulnerable and those in rural areas the remaining 'unreached' groups are likely to be the poorer and least well-educated families and those living in harder to access areas.

5. BASIC NEEDS

Under the first Facility Results Framework Basic Needs was included in the Socio-Economic Support Priority Area, together with livelihoods and social cohesion. Under the revised Results Framework, it is a separate Priority Area.

The Facility's strategy in this area consists of supporting the operation of a range of monetary and non-monetary resource transfer mechanisms targeting needy households in order to ensure that they have the ability to meet their basic needs. The strategy is described in more detail below. The Basic Needs results chain is presented in Figure 5 below.

Figure 5: Facility's result chain in the Basic Needs Priority Area



The Long-Term Outcome expected from the Facility's support in this area is:

'The ability of vulnerable refugees to meet their basic needs is improved'

The objective of the basic needs strategy is to ensure that no refugee household is confronted with a situation in which they cannot meet their basic survival needs (food, heating, clothing, and housing). Whilst refugee families make use of whatever employment opportunities they can find, their jobs are often poorly paid, seasonal (such as in the agriculture sector) or temporary. In order to help them meet their basic monthly needs assistance was provided under some first tranche Actions in the form of the supply of goods, vouchers or one-off cash transfers. The vast majority of the resources were invested however in the Emergency Social Safety Net (ESSN) programme which provided eligible households with an unconditional monthly cash transfer. The objective of the ESSN has not been to ensure that every refugee household has sufficient income each month to completely meet their basic needs but to provide a substantial level of support in order to ensure that no family or household finds itself in a state of destitution.

The Facility's approach to improving the ability of vulnerable households to meet their basic needs is captured in the following Intermediate Outcome:

'Regular resource transfers are efficiently and effectively provided to the most vulnerable refugees to meet their basic needs'

This means that a number of resource transfer mechanisms – whether the resources are in the form of cash or items/materials – is established and effectively operated to ensure that the resources are regularly transferred to the neediest individuals/families. Although the result statement includes the phrase 'to meet their basic needs', in fact the support system which the Facility is financing is contributing to the meeting of these basic needs but is not designed to cover them entirely. The achievement of the Intermediate Outcome (the effective provision of assistance) is expected to automatically result in an improved ability of the recipient to meet their basic needs.

The different activities supported by the Facility to deliver the Priority Area's output is discussed below.

Output: Providing resource transfers to cover basic needs

Only one output exists for the operationalisation of the Basic Needs support strategy. This is:

'Vulnerable refugees receive resource transfers to meet their basic needs'

This is a general output towards which many Actions which provide material or cash assistance to refugees contribute. It includes Actions which provide occasional or periodic support with specific inputs such as winter fuel subsidies, supermarket vouchers, clothing etc.; Actions which provide one-off cash transfers and Actions which operate a regular monthly unconditional cash transfer scheme.

The unconditional cash transfer programmes are the flagship Actions within the priority area as they consume by far the largest proportion of the resources invested. Two consecutive ESSN programmes were financed under the first tranche of the Facility (ESSN I and II). Following the completion of these programmes and with the transition to the second tranche, two new cash transfer programmes are being implemented in parallel – one a continuation of the ESSN programme (managed by an international NGO working with the Turkish Red Crescent, TRC), and the other managed by the MoLSS¹¹ (also working with the TRC). The GoT's cash transfer programme for refugees is focusing on the most vulnerable refugees.

The cash transfers are only provided to those households which satisfy a set of needs-based criteria which are agreed by programme stakeholders (including the GoT) such as the size and composition of the household, the presence of disabled household members, the number of household members unemployed etc. The cash transfer system (both programmes) is channelled through the existing social assistance infrastructure of the GoT based on the Social Assistance Solidarity Foundations (SASFs) and both programmes are implemented by the TRC.

Under the ESSN social assistance programmes a minimum monthly fixed cash transfer amount was determined on a per capita basis and was based on the Minimum Expenditure Basket (based in turn on a list of essential household expenditure items). Additional top-up payments were made for particular types of beneficiaries need and also – via quarterly top-ups – to partially compensate for significant deteriorations in the purchasing value of the monthly payments.

In order to ensure that the ESSN funding is targeting the neediest households, a sophisticated system of eligibility assessment was developed centrally and applied at the local government (district) level through the SASFs to identify the beneficiary households and to periodically review their continued eligibility.

The formulations of the output and Intermediate Outcome statements are such that there is little substantive difference between them. In results chain terms however one can think of the output as being the establishment and operation of the regular cash transfer system, whilst the outcome focuses on the efficiency and effectiveness of the system in delivering the cash to the neediest people in a regular and reliable manner.

Key Assumptions

The main assumptions relating to the effective functioning of the basic needs support strategy are firstly that the neediest people will be effectively identified and supported – i.e. that the targeting is effective. 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 – i.e. that the targeting will meet international standards and this has been confirmed through independent evaluations of the ESSN.

Secondly, it is assumed that the level of assistance set will be at a level which is effective at significantly reducing the employment 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 risk should be monitored accordingly.

It is also assumed that the 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 programme and the level of involvement of international organisations and the TRC the risk that this assumption will not hold is considered relatively low.

¹¹ Formerly the Ministry of Family, Labour and Social Services (MoFLSS)

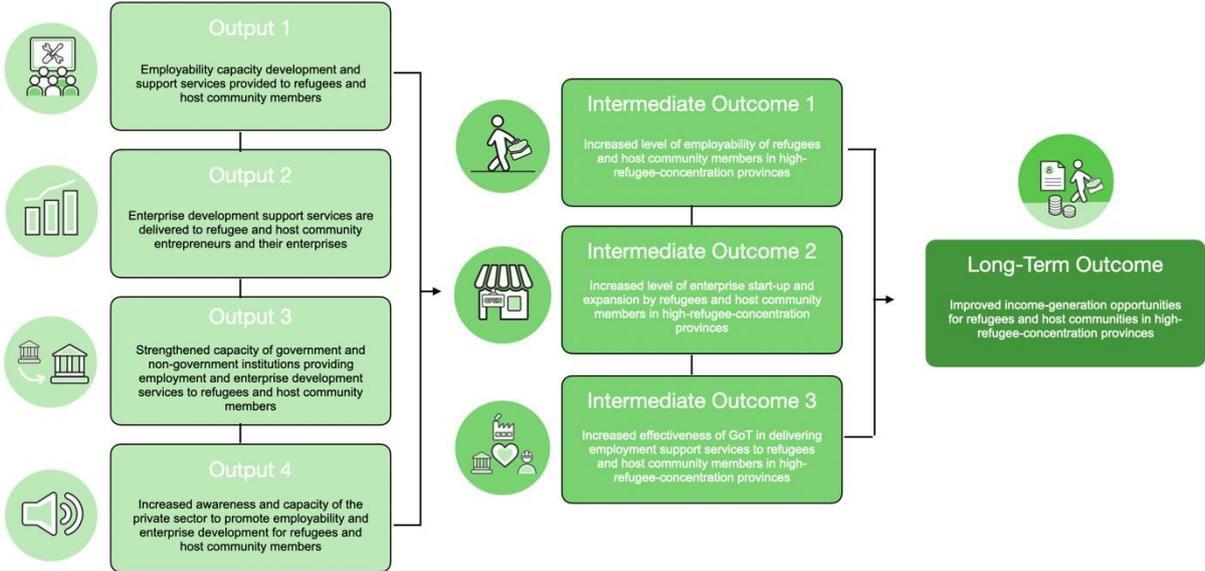
Finally, it is assumed that there will be sufficient coordination between the various IPs of the Basic Needs Actions to ensure that the same people are not supported in the same way through different Actions and that the neediest do not fall into any gaps between the Actions' identified beneficiary populations. The likelihood of this assumption not holding is considered quite low.

6. LIVELIHOODS

Whilst supporting beneficiaries’ ability to sustain themselves economically has always been a key part of the Facility’s strategy, this area has taken on a much greater emphasis under the second tranche of the Facility as new Actions increasingly focus on ensuring the sustainability of the Facility’s impact. A second important aspect of the updated strategy is the increasing support provided to improving the livelihoods of host community members in high-refugee-concentration provinces.

The livelihoods priority area results chain is presented in Figure 6 below.

Figure 6: Facility’s result chain in the Livelihoods Priority Area



The Long-Term Outcome expected from the Facility’s support in this area is:

‘Improved income-generation opportunities for refugees and host communities in high-refugee-concentration provinces’

The objective of the Facility is to increase the likelihood of the supported populations (refugees and economically-disadvantaged host community individuals) finding livelihood opportunities through employment or through the establishment or expansion of micro, small or medium-sized enterprises.

This objective is targeted to be achieved through the achievement of three Intermediate Outcomes:

1. *Increased level of employability of refugees and host community members in high-refugee-concentration provinces;*
2. *Increased level of enterprise start-up and expansion by refugees and host community members in high-refugee-concentration provinces;*
3. *Increased effectiveness of GoT in delivering employment support services to refugees in high-refugee-concentration provinces.*

The Intermediate Outcomes are intended to be achieved through the delivery of four outputs:

1. *Employability capacity development and support services provided to refugees and host community members;*
2. *Enterprise development support services are delivered to refugee and host community entrepreneurs and their enterprises;*
3. *Strengthened capacity of government and non-government institutions providing employment and enterprise development services to refugees and host community members;*

4. *Increased awareness and capacity of the private sector to promote employability and enterprise development for refugees and host community members.*

The first strand of the strategy consists of increasing the level of beneficiaries' employability – the Intermediate Outcome is the following:

'Increased level of employability of refugees and host community members in high-refugee-concentration provinces'

The objective is to improve the level of competitiveness of the supported beneficiaries in the Turkish labour market and particularly to enable them to have greater chances of moving from informal to formal employment. The Facility – through supporting the GoT and other institutions – aims to achieve this outcome through the delivery of the following output:

Output 1: Strengthening beneficiaries' employability

The strategy is to help strengthen the supply of qualified workers – by improving their skills and knowledge, and to strengthen the functioning of the labour market institutions which enable supply to respond to the demand for workers. The approach taken to achieve this consists of two different elements. The first is vocational skills training and certification, and the second is that of employability skills development and job counselling. The latter includes training in understanding how to register for employment (thus easing the financial and administrative burden of work permit applications on employers), how to seek out jobs and make job applications etc. This also includes Turkish language training as well as programmes to give refugees work experience through providing on-the-job training and supporting apprenticeships.

The implementation of the above strategy also includes trying to ensure the alignment of local vocational skills development with the actual needs of local industry – which vary significantly from province to province – through the conduct of labour market demand and supply studies.

In all aspects of strengthening employability – both through improving the quality of labour supply and also through improving the quality of employment support services provided to beneficiaries – the MoLSS and its employment agency İŞKUR are key supported institutions¹².

An additional area of work involves the provision of support to government labour market regulatory and inspection agencies to ensure that international labour standards are respected.

It should be emphasised that the Facility's employability support programmes are intended to benefit both refugee and host community individuals and it is expected that in delivering this support to both communities increased social cohesion will be facilitated.

Some types of vocational and other forms of skills training are provided through a range of organisations such as the Union of Chambers and Commodity Exchanges of Turkey (TOBB), İŞKUR, NGOs or are delivered through MoNE's adult education centres (Public Education Centres). A number of interventions are aimed at channelling refugees into learning new skills or strengthening existing skills, which have been assessed as being in high demand by the local economy, and in promoting the availability of these people to local employers through their certification and through their registration with the national employment agency (İŞKUR).

The second strand of the Facility's Livelihoods strategy aims to achieve the following Intermediate Outcome:

'Increased level of enterprise start-up and expansion by refugees and host community members in high-refugee-concentration provinces'

The objective of expanding small business start-up, survival and expansion rates for the targeted groups involves the delivery of the following output:

Output 2: Provision of enterprise development support

The interventions supported by the Facility to achieve this result include the provision of entrepreneurship training, the provision of consultancy and coaching support to small and medium enterprises (including social

¹² Following the splitting of the previous MoFLSS into the MoLSS (Ministry of Labour and Social Security) and the MoFSS (Ministry of Family and Social Services) the Facility is supporting the MoLSS in this area.

enterprises) and the provision of start-up and expansion financing and advisory services to small enterprises owned by the beneficiaries.

The Facility supports many aspects of small enterprise development. One of the main areas of focus is on developing beneficiaries' skills in entrepreneurialism – including assessing market opportunities, preparing business plans, analysing financial aspects, accessing finance etc. and in providing practical support to start-ups and existing small business owners. Following the provision of training, support is also provided in the form of advisory services and coaching regarding the legal and administrative aspects of establishing a business and also in market expansion – both domestically and internationally.

A second important area of support is in the provision of grants and loans to micro and small enterprises to enable the creation of start-up enterprises or the expansion of existing ones. Financing will also be provided to larger enterprises to support the formal hiring of workers drawn from the refugee and host community beneficiary groups.

The Facility is also supporting the establishment of cooperative businesses amongst groups of women beneficiaries, some of whom can only engage in work which can be done from home.

Given the challenges in providing effective support to small enterprise development, the success of this part of the Facility's socio-economic development strategy depends on it ensuring an adequate level of institutional sustainability of the interventions' benefits. Micro and small enterprise start-up survival rates are typically very low in most countries which means that the interventions need to reach a large number of beneficiaries in the first instance and that the financing, market access and advisory support services need to be widely available and sustained in order to achieve the scale of beneficiary coverage required.

The third and final Intermediate Outcome expected under the livelihoods support strategy is the following:

'Increased effectiveness of GoT in delivering employment support services to refugees in high-refugee-concentration provinces'

An important part of the Facility's support is ensuring the sustainability of delivery of employment support services to the target beneficiary groups following the phasing out of the Facility's funding. This involves the provision of institutional strengthening support to selected GoT institutions (and other relevant national institutions) to improve their ability to effectively respond to the needs and particular circumstances of refugees.

The output to be delivered under the strategy is the following:

Output 3: Strengthening labour market institutional capacities

This includes the provision of support to the international labour force directorate of the (former) MoFLSS to enable it to more efficiently process and issue work permits for refugees, and support to the Turkish employment agency (IŞKUR) to enable it to assess refugees' skills profiles and to provide appropriate skills development programmes to refugees. It also includes the provision of support to upgrading employment support data management and IT systems.

The Facility is also providing support to institutions such as TOBB; the GoT's small and medium enterprise development agency (KOSGEB), and the national artisans' association (TESK) to enable them to effectively respond to the needs and possibilities created by the large presence of refugees in local labour markets. The Facility is also supporting the Ministry of Industry and Technology and selected provincial governments to develop local infrastructure to support enterprise start-ups and expansion, such as industrial parks and industrial innovation centres.

An important part of the employability and enterprise development support strategy of the Facility involves working with the private sector to educate it about the opportunities which the refugee community presents in terms of skills and knowledge and to reduce levels of prejudice and negative stereotyping. The output to be delivered in the Livelihoods results chain is the following:

Output 4: Increasing private sector awareness and capacity

A range of different types of activity are supported under this output, including disseminating information on the different types of support programme which local employers can join – such as apprenticeship and On-the-Job training schemes. It also involves helping the private sector to appreciate the types of skills (including traditional artisanal skills) which exist within the refugee community, and which can be harnessed by Turkish companies. As there exists quite a lot of negative perceptions regarding the refugee community amongst employers regarding refugees' willingness and ability to work in Turkish enterprises, it is important to help employers gain direct experience of working with refugees and refugee-run small enterprises in order to overcome these prejudices.

Key Assumptions

There are a number of critical assumptions underpinning this intervention strategy. Firstly, it is assumed that the amount of language, vocational skills and other types of employability training will be sufficient to enable beneficiaries to obtain and retain decent work. For unskilled and poorly educated Syrians this may not be a realistic expectation. The average length of skills training programmes planned in some vocational training Actions may be insufficient to provide beneficiaries with a sufficiently marketable skills in Turkey's economy.

Secondly, in order to achieve the Facility's objective of increased levels of small enterprise start up and expansion and the increased level of employment expected from increased employability levels it is assumed that the health of the Turkish economy across the country will either remain constant or improve. A prolonged economic crisis in Turkey would be likely to result in the expected results from the Facility's investments not materialising within the period expected – i.e. immediately following the delivery of support. Nevertheless, it is still expected that the investments in vocational and labour market skills, Turkish language capacity and entrepreneurialism will pay off subsequently. In other words, the Facility's strategy is still considered relevant and appropriate, but the time taken to achieve the expected results would be likely to be greater than that originally envisaged.

To be successful, the financing of small enterprise support activities by the Facility will depend on there being a sustainable supply of financing and appropriate advisory and other support services to the beneficiary businesses. Programmes operating in this area need to be highly specialised if they are to achieve the number of successful business start-ups or expansions needed to justify the Facility's investments. As some of the financed Actions involve the combination of SME support with several other types of support to target groups, the risks of the investments not achieving their targeted level of results may be quite significant – particularly if effective market expansion support or accessible financing are unavailable.

A final important assumption underpinning the strategy is that the levels of social acceptance of the (mostly Syrian) refugees amongst host community employers will not significantly deteriorate over time. If this were to occur it would result in an increasing reluctance on the part of employers to hire refugees as workers (see cross-cutting outputs below). The risk of this assumption not holding is considered quite high. This is therefore something which should be carefully monitored.

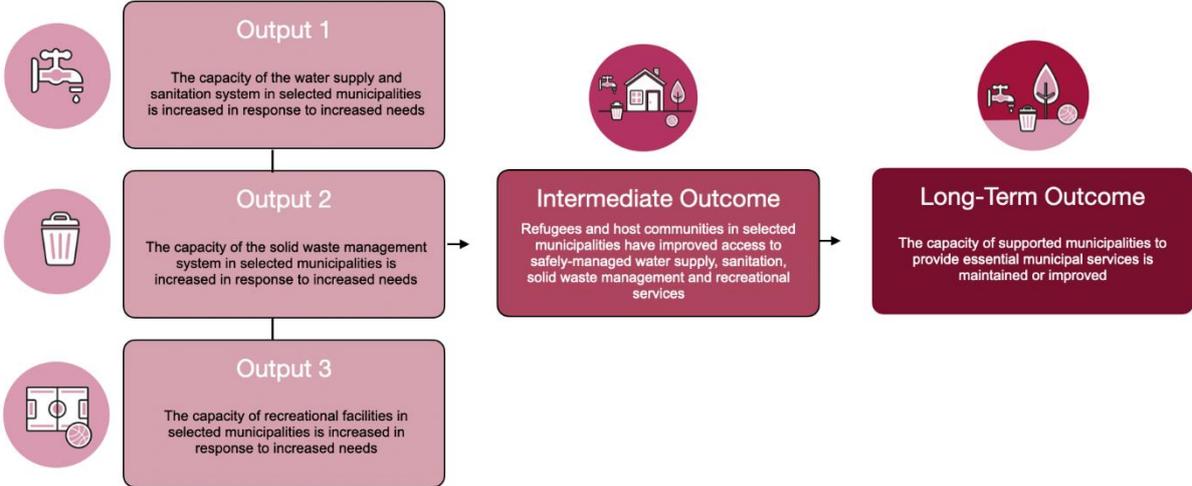
7. MUNICIPAL INFRASTRUCTURE

Whilst it was recognised at the start of the Facility that municipal infrastructure would become an area where its support would be required if the refugees did not return to Syria, it was not considered as much of a priority as education, health, protection and socio-economic support for the first tranche of the Facility. Since 2016, as it has become increasingly clear that a large proportion of the refugee community would not be returning to Syria for many years to come, the Facility’s strategy has focused more on supporting their full integration into their local communities. Hence, supporting municipal services provision has become a priority area under the second tranche of the Facility.

Under the municipal infrastructure priority area, the overall strategy is to finance the rehabilitation or expansion of basic services in those areas where the pressure of the refugee community on services is great and where the ability of the local municipalities to respond is weak. The focus is on potable water supply and sanitation, urban solid waste management and recreational services. By far the largest share of the investment in this priority area is in infrastructure development, but institutional capacity development is also supported.

The Municipal Infrastructure priority area results chain is presented in Figure 7 below.

Figure 7: Facility’s result chain in the Municipal Infrastructure Priority Area



The Long-Term Outcome expected from the Facility’s support in this area is:

‘The capacity of supported municipalities to provide essential municipal services is maintained or improved’

The Intermediate Outcome targeted by the Facility is the following:

‘Refugees and host communities in selected municipalities have improved access to safely managed water supply, sanitation, solid waste management, and recreational services’

The two results are actually at a very similar level in terms of the intervention logic. The delivery of the priority area outputs (discussed below) will effectively simultaneously improve the supported municipalities’ capacity to provide essential services and this improved capacity will result in improved access to those services for the residents of those municipalities (both refugees and host community members). As improving the delivery of municipal services across all of the municipalities where there are high refugee concentrations would require very high levels of funding, the Facility’s support is focused only on those municipalities where the presence of the refugee population is very large and on those services most at risk of being overwhelmed.

Outputs (all): Increasing the capacity of municipalities to deliver basic services

Three outputs are planned to be delivered as a result of the Facility’s support under this priority area. Each output relates to a particular type of municipal service. They are listed below:

- 1. The capacity of the water supply and sanitation system in selected municipalities is increased in response to increased needs;*
- 2. The capacity of the solid waste management system in selected municipalities is increased in response to increased needs;*
- 3. The capacity of recreational facilities in selected municipalities is increased in response to increased needs.*

All three of the above outputs are formulated in the same way and refer to increasing the capacity of the systems in terms of their ability to deliver an adequate service to the local residents. They therefore do not refer to theoretical system capacities but to the actual system service delivery output (in terms of number of people or households served).

An important component of a number of Actions financed under this priority area involve the strengthening of the capacity of the municipal governments or local water and sanitation authorities to procure and manage infrastructure investment projects. This capacity building also includes other aspects of project management such as project monitoring and evaluation.

Some of the Facility's investments in this priority area are also intended to improve the environmental performance of the supported systems – such as reducing or eliminating the discharge of effluent into local watercourses, reducing the urban pollution caused by solid waste removal vehicles; through recycling solid waste or making landfill sites more environmentally sustainable.

Similarly, some of the Facility's support to the municipalities involve the introduction of improved technologies or approaches to strengthening local municipal services and are therefore expected to deliver an institutional capacity-building benefit.

Key Assumptions

As mentioned in the case of education and health services it is assumed that the level of mobility of the refugee population will not be so great as to result in the pressure on municipal services moving from some municipalities to others – thus reducing the utility of the services capacity strengthening. As discussed earlier in this document, this is considered to be a relatively low risk.

With regards to the provision of recreational services, it is assumed that the municipal governments will locate the recreational facilities in locations which are easily accessed by the target beneficiaries (both refugee and host community residents). The risk of this assumption not holding is considered quite significant given the high level of sensitivity of local governments to potential claims of favouring the refugee community at the expense of the local host community. It should therefore be monitored closely.

Secondly, it is assumed that the services will be managed and maintained in a sustainable manner by the municipal governments and that any forms of cost recovery will not result in the intended beneficiaries being prevented from using the facilities and services due to excessive user fees. This assumption is considered quite robust – i.e. the likelihood of it not holding is considered low. Nevertheless, given the fact that most Actions are focused on delivering completed infrastructure (rather than delivering the municipal services which use the infrastructure) and therefore do not conduct post-construction monitoring, this is an aspect which should be monitored in some way by the EC and the GoT following the completion of the Actions.

8. MIGRATION MANAGEMENT

Whilst the provision of support to the GoT’s management of the refugee crisis – and particularly the management of irregular migrants – was considered an urgent priority during the early years of the Facility this was no longer the case as the transition to the second tranche was made. Under the second tranche of the Facility it is no longer a priority area and there are currently no ongoing or new Actions in this area.

The Migration Management priority area results chain is presented in Figure 8 below.

Figure 8: Facility’s result chain in the Migration Management Priority Area



The support provided by the Facility in the area of Migration Management was limited and targeted to respond to a set of identified priority needs rather than as elements of a priority-area wide strategy. It was limited to three Actions covering three different types of intervention. As the results chain shows, there was no strategic objective (Long-Term Outcome) established for this area of work.

The Intermediate Outcome which the Facility investments aimed to achieve is the following:

‘Irregular migrants are received, hosted, and processed in safe and dignified conditions’

This objective, rather than trying to strengthen the whole migration management system, focused on supporting the GoT to provide specific types of support in order to help ensure the safety and protection of the human rights and basic dignity of the refugees. It should be noted that the focus here was on supporting irregular migrants who are not formally registered and therefore are not entitled to temporary or international protection from the government¹³.

The Intermediate Outcome essentially refers to the conditions of treatment of irregular migrants from the point at which they come into the custody of the authorities – whether through rescue at sea; being returned from a third country, or being taken into custody within the country – until they are either repatriated to their home country or ‘regularised’ (i.e. provided with a SuTP or PuIP registration). The focus of the Facility’s support therefore was on assisting the GoT’s efforts to ensure the protection of irregular migrants’ lives and the full respect for their human rights whilst they are under the custody of the authorities.

The output which the supported Actions were intended to collectively achieve was kept deliberately open and is formulated as follows:

Output: Strengthening migration management capacity

The target beneficiaries of this institutional capacity development were three different types of public sector organisation – the Directorate General of Migration Management (DGMM), the Turkish Coast Guard (TCG) and selected local municipalities in high-refugee-concentration areas.

Whilst an important investment was made in ensuring that the TCG has the capacity to conduct effective search and rescue operations at sea – including in bad weather conditions, and that its staff is properly trained in handling irregular migrants – the principal investment was in supporting the system of removal centres operated by DGMM, both through the construction of a major new centre and through the financing of support to refugees held in a number of existing removal centres across the country.

¹³ The support is to all detainees of the DGMM’s removal centres, irrespective of their legal status.

The support to improving the migration management capacity of municipalities consisted of the training of municipal leaders and staff in migration issues, with a major emphasis on child protection and Sexual and Gender-Based Violence (SGBV) (delivered by the national non-governmental refugee support organisation – ASAM).

Key Assumptions

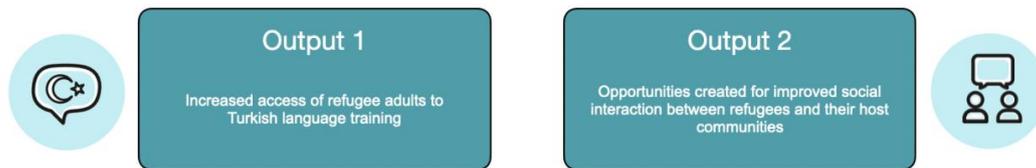
With regards to the strengthening of the capacity of the TCG the effectiveness and sustainability of the investments in strengthening search and rescue operations will depend upon the GoT's ability to maintain and operate the sophisticated vessels purchased with Facility support. Additionally, the delivery of training to TCG staff in international migrant law etc. assumes that the TGC's institutional culture adequately encourages and supports human rights-centred approaches. It is not known to what extent these assumptions have held since the termination of the relevant Actions.

The support provided directly to DGMM – which is the major focus of the Facility's investments in the migration management area – consisted of infrastructure support (adding one more centre to DGMM's current stock of 19 permanent removal centre facilities) and the provision of support to the running costs of a number of other removal centres. As the overall objective of this assistance was to ensure that detained irregular migrant individuals are hosted in decent conditions and in full compliance with their human rights, the Facility's support included the provision of a wide range of types of support including clothing, food, educational and recreational materials, supporting access to medical and psycho-social services etc. The assumption underpinning this support was that DGMM has the commitment and organisational systems to ensure that this expenditure is directed to the appropriate areas and that all the supported centres are managed in a service-oriented and rights-focused manner.

Although the Actions under this priority area have now been completed, the Intermediate Outcome still features in the Facility's Results Framework and therefore the monitoring of the outcome's achievement by the Facility monitoring system is still required. However, due to sensitivities on the part of the GoT the Facility monitoring system has not been able to monitor this particular aspect following the completion of the relevant Action.

9. CROSS-CUTTING OUTPUTS

Figure 9: Cross-cutting outputs



In the revision of the Facility Results Framework two outputs were identified which are applicable to several of the priority areas. Rather than duplicate them under each priority area of the Results Framework they are presented as ‘cross-cutting’.

The first cross-cutting output is the following:

Output 1: Increasing access to Turkish language training

This is a critically important output to be delivered under the Facility’s support strategy. The implementation of the Actions funded under the first tranche of the Facility has shown the challenges encountered by refugees in learning the Turkish language as well as the critical importance of achieving a certain level of proficiency in order to be able to participate effectively in the labour market and integrate into Turkish society. Whilst the output only mentions the objective of increasing access to language learning programmes, the result which is obviously expected from this is increased levels of proficiency in the Turkish language amongst the refugee community.

The second cross-cutting output is the following:

Output 2: Promoting improved social interaction between refugees and host communities

The output focuses on creating the appropriate conditions or opportunities for improved social interaction between the two communities. Whilst the Facility Results Framework has not explicitly established an objective of increasing the level of social cohesion between refugees and the host community, this is clearly the desired end result. The approach adopted in order to achieve this objective consists of financing and supporting the establishment and functioning of community centres as well as the conduct of various forms of social, cultural and sporting events designed to encourage the Turkish host community and the (mostly Syrian) refugee community to engage with each other and thereby better understand each other’s cultures, values and perspectives. A wide range of Facility Actions include the facilitation of interaction and understanding between the two communities in their activities, including bilateral and UN agencies, international and local NGOs as well as some GoT ministries.

Key Assumptions

Turkish language training courses are being given under many Actions alongside other types of support including formal education, non-formal education, employability training and social cohesion promotion activities. In order for the training to effectively result in increased language proficiency the quality and duration of the language training is of critical importance. In other words, it is assumed that the language courses are sufficiently available and of sufficient duration and quality to enable the target groups to achieve the necessary level of competence in the language. These assumptions may not in fact hold and should be monitored closely.

An important assumption underlying the approach to promoting social cohesion is that the promotion activities are conducted on a sufficiently large scale to be able to influence the perceptions, attitudes and practices of both communities in provinces and areas of high refugee density. If the general economic conditions of the host communities deteriorate then such social cohesion activities are unlikely to be able to counter the negative effects of perceptions of ‘refugees taking our jobs’ or ‘over-loading our public services’.

Another key assumption is that the events are well-attended by members of both communities, and that the participants are drawn from an adequate cross-section of each community. Given that experiences gained under Actions' have shown that it is quite challenging to operate centres and to run events which generate significant participation from both of these communities, the risk of this assumption not holding is considered significant and should therefore be closely monitored.