

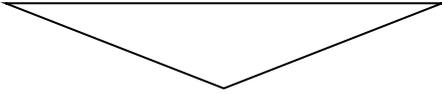


**TURKEY TRANSITIONAL INTERIM COUNTRY  
STRATEGIC PLAN  
(YEAR 2018)**

<b>Duration</b> (starting date – end date)	<b>January 2018 – December 2018</b>
<b>Total cost to WFP</b>	<b>USD 737 274 852</b>
<b>Gender and Age Marker Code *</b>	<b>2A</b>

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## EXECUTIVE SUMMARY



Now entering its seventh year, the Syria crisis continues to affect the lives of millions of people, including more than three million Syrian refugees currently living in Turkey. An upper-middle income country, Turkey is on track to achieve Sustainable Development Goal two and related SDGs; however much of the large refugee population within its borders is vulnerable and in need of assistance to cover basic needs, including food, shelter, healthcare and education. The Government of Turkey has been consistently generous in its support to refugees, providing them with a legal status, protection and access to basic services.

This transitional Interim Country Strategic Plan builds on WFP's partnership with the Government of Turkey, non-governmental partners and the international community to safeguard the basic needs of refugees. It focuses on Sustainable Development Goal 17 through the facilitation of a multi-stakeholder partnership, including the Government of Turkey, non-governmental organizations and the international donor community, namely the European Union's largest humanitarian programme. The outcome of this partnership significantly contributes to Sustainable Development Goal 1 (No poverty) and Sustainable Development Goal 2 (End hunger). The partnership is delivered through an innovative approach that deploys a hybrid social assistance scheme, aligned with government systems, focused on resilience and integrating humanitarian safeguards, in a way that increases efficiency, sustainability, national ownership, and social cohesion.

The current plan builds on lessons learned from WFP operations in Turkey since 2012, the regional response to the Syrian crisis and global best practices. It is fully integrated with the Government's response to the refugee population inside and outside of camps, including assistance to non-Syrian refugees outside of camps, and aligned with the Regional Refugee & Resilience Plan for Turkey (2017-2018) and the United Nations Development Cooperation Strategy for Turkey (2016-2020).

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## 1. COUNTRY ANALYSIS

### 1.1. COUNTRY CONTEXT

1. The Republic of Turkey is an upper-middle income country with high human development.<sup>1</sup> Turkey has experienced impressive economic growth in the past decades, coinciding with a drastic reduction in poverty.<sup>2</sup> Despite regional instability, Turkey has maintained a stable economy and an open policy towards refugees, now hosting the largest number of refugees in the world.<sup>3</sup> Over 3.3 million Syrian refugees and over 462,000 refugees and asylum seekers from Iraq, Afghanistan, Iran and other countries live in Turkey<sup>4</sup>, which remains a leading transit country for refugees and migrants on the move towards Europe.
2. Along with their resiliencies, refugees show high levels of vulnerability; their number and high geographic concentration exerts a significant strain on public resources, social cohesion and basic services such as health, sanitation and education. The Government of Turkey has responded generously to the needs of refugees by mobilizing resources and capacity to provide refugees with protection, basic services, and the legal right to work. The Government of Turkey and national agencies have joined the efforts of the international humanitarian community, both by providing support to refugees crossing the border into Turkey, and by enabling cross-border operations into Syria from Southern Turkey.
3. Less than 10 percent of refugees live in camps; the vast majority of refugees live outside camps, with 95 percent concentrated in 20 provinces and the remaining 5 percent spread across the country. As a result, identifying and meeting the needs and priorities of this growing and diverse population has become increasingly challenging.<sup>5</sup> Vulnerability amongst refugee households both inside and outside camps is increasing as reflected in the adoption of negative coping mechanisms; WFP's Pre-Assistance Baseline survey (May 2017<sup>6</sup>) of off-camp refugee households, which is representative of 1.6 million refugees across Turkey, indicated use of negative coping strategies by 98 percent of households, while post-distribution monitoring of refugee households living in camps showed a slight increase in coping strategies between Q1 and Q3, from 49 to 55 percent. Households living in camps receive shelter, medical care, and personal hygiene products, while households living outside camps face significant challenges in meeting their basic needs. If the needs of this population are left unaddressed, they will rely even more on the generosity of the local Turkish populations, falling behind on their rent and other expenses. This in turn could see relations between host and refugee communities deteriorate, particularly as inflation continues to increase and competition for work increases, and with differential implications for women, men, girls and boys in the refugee population.

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<sup>1</sup> Ranking 71<sup>st</sup> out of 188 countries in the 2015 Human Development Report

<sup>2</sup> See: <https://www.worldbank.org/en/country/turkey/overview>

<sup>3</sup> See: <http://data.unhcr.org/syrianrefugees/country.php?id=224>; according to data as of 02 November 2017, 30 percent of Syrian refugees are men; 25 percent are women; 23 percent are boys; and 22 percent are girls

<sup>4</sup> Government of Turkey, Ministry of Interior, November 2017

<sup>5</sup> See: [Turkey Regional Refugee and Resilience Plan 2017-2018](#)

<sup>6</sup> Data for the ESSN Pre-Assessment Baseline was collected from ineligible and eligible applicant households from February to May 2017, before having received any assistance; the baseline data collection took place over multiple months because registrations for the ESSN were ongoing on a rolling basis, and the sampling frame was to be representative of a larger applicant population.

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## 1.2. PROGRESS TOWARDS SDG 2 AND RELATED SDGS

### ➤ *Progress on SDG 2 targets*

8. Turkey nearly achieved all the Millenium Development Goals (MDGs) including MDG 1 (“eradicate extreme poverty and hunger”). According to national statistics, the proportion of the population living under USD 1.25 a day, decreased from 1.1 percent in 1994 to nil in 2006, while the food poverty ratio decreased from 1.35 percent in 2002 to 0.48 percent in 2009.<sup>7</sup> Turkey ranks 69 out of 188 countries on the Gender Inequality Index;<sup>8</sup> the country is in Group 4 on Gender Development Index, indicating a medium to low level of equality in HDI achievements between men and women.<sup>9</sup>
9. Progress towards Sustainable Development Goal (SDG) 2 in Turkey is focused on supporting the sustainable growth of the agricultural sector, specifically through the introduction of advanced technologies, increased production, and reduction of supply chain losses.
10. While the Turkish population is on track to make significant progress towards SDG 2 and related SDGs, at a local level the refugee population is lagging behind. The ESSN PAB found that 23 percent of off-camp refugees had poor or borderline food consumption (24.5% for households headed by women and 21.2% for households headed by men). Food insecurity among off-camp refugees primarily results from the financial inability of households to access sufficient food, especially for sub-groups with particular nutritional needs, such as pregnant and lactating women and girls, and children aged 6-59 months. As a result, households engage in negative coping strategies, which typically include reducing the quantity and quality of the food consumed, decreasing adult consumption in favour of children, selling off last remaining household assets, and borrowing from friends and family, with more harmful practices such as early marriage and child labour on the rise. According to the PAB, 98 percent of households engaged in negative coping strategies; households headed by women and men showed roughly similar use of all negative coping strategies.<sup>10</sup>
11. Within camps, the September 2017 Post Distribution Monitoring (PDM) report showed that 96 percent of refugees assisted by WFP and its partner Turkish Red Crescent (TRC) had acceptable food consumption, while the remaining 4 percent had borderline food consumption. However, some variation in food and livelihood coping strategies has been observed, and households headed by women tend to show slightly higher use of crisis (10 percent) and emergency (13 percent) coping strategies than households headed by men (6 percent and 7 percent, respectively) and slightly lower food consumption scores (93 percent of female headed households with an acceptable food consumption score compared to 97 percent of male headed households).

### ➤ *Macro-economic environment*

12. The Turkish economy has witnessed strong growth performance that is likely to continue in 2018. The creation of jobs has accelerated but unemployment remains above national targets (around 11 percent) and the labour force participation rate of women (36.2%)

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<sup>7</sup> See: [Report on Turkey’s initial steps towards the implementation of the 2030 Agenda for Sustainable Development, January 2016, Ministry of Development](#)

<sup>8</sup> See: <http://hdr.undp.org/en/composite/GII>

<sup>9</sup> See: <http://hdr.undp.org/en/composite/GDI#b>

<sup>10</sup> While no significant differences were detected between households, it is not known who within households are engaging in the negative coping strategies and thus the risks faced by women, men, girls and boys.

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remains significantly lower than that of men (77.6%).<sup>11</sup> Inflation, including food inflation, continues to be high (around 11 percent) but is expected to slow down in the next quarters.<sup>12</sup>

13. Turkey has taken generous measures to improve the lives of refugees. Namely, the Work Permit Regulation for Syrians under Temporary Protection introduced in January 2016 authorises Syrian refugees to work in Turkey. However, access to employment in the formal sector is rarely available; fewer than 26,000 work permits were issued to Syrians as of September 2017. Formal employment opportunities are further limited by the 10/90 quota on Syrian/Turkish workers, as well as language, educational, skill and gender-related barriers.

➤ *Key cross-sectorial linkages*

14. The food security needs of refugees are closely linked to their other basic needs. Due to limited resources, households are dealing with competing but essential priorities by cutting their expenditure on certain basic needs to fund others and adopting negative coping strategies.

15. **Poverty.** According to the PAB, 64 percent of refugee households outside camps are poor (62 percent of male headed households and 69 percent of female headed households). The average household's debt level, whether headed by a male or a female, is equal to almost half (45 percent) of their monthly Minimum Expenditure Basket (MEB)<sup>13</sup> that includes food, shelter, utilities, non-food items and other basic expenses. Poverty among refugees is linked to limited income generating opportunities, particularly for women refugees. The Comprehensive Vulnerability Monitoring Exercise (CVME<sup>14</sup>, September 2017) shows that 71 percent of interviewed households were engaged in unskilled labour or relied on irregular income sources, including 85 percent of female headed households and 67 percent of male headed households. Despite legislative improvements, off-camp refugee income will continue to depend largely on informal employment, which is unpredictable, seasonal, biased towards men and potentially exposes refugees to risk of exploitation. Some camps offer vocational and/or language training for resident refugees, equally accessible by women and men, to improve their access to the job market, but these opportunities are not mainstreamed.

16. **Shelter and WASH.** While refugees living in camps are provided with shelter, off-camp refugees often live in substandard housing with challenging hygiene and sanitation conditions coupled with high rental costs and insecure tenancies. Over 60 percent of households interviewed through the CVME were identified during process monitoring as having poor housing conditions, with consequent differential time use implications for women and men. PAB data indicates that expenditures on rent and utilities constitutes a significant share of off camp refugee spending (37 percent and 9 percent).

17. **Health.** Registered refugees are eligible to receive national health care with support from the Disaster and Emergency Management Presidency (AFAD) and the Directorate General

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<sup>11</sup> ILO LabourStat [database](#).

<sup>12</sup> OECD Data accessed November 2017

<sup>13</sup> The Minimum Expenditure Basket (MEB) calculated for refugees in Turkey by WFP, relying on secondary data from the Turkish Statistical Institute, costs TRY 1,894 / USD 532 per month for a household of six people, or TRY 316 / USD 89 per person per month as of September 2017. This includes all basic food and non-food items, rent, utilities, winter costs and services such as transportation, education and health. ESSN PAB data indicates that the poorest households not engaging in negative coping strategies are still able to spend 132 TL/37 USD per person per month. Assuming education costs are covered by complementary assistance, the resulting gap is TRY 184 / USD 52 per person per month.

<sup>14</sup> Data collected from May to August 2017

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for Migration Management (DGMM). In camps, free on-site health services (including access to sexual and reproductive health services) are provided by the Ministry of Health (MoH). Off-camp refugees rely on local health facilities and sometimes challenge their capacity, especially in high concentration areas. Language barriers, lack of information about health care services, and variable access to free-of-charge medications remain major challenges that negatively affect the health of refugees.<sup>15</sup> According to the CVME, one in five households supports a chronically ill person or a person with severe disabilities; any unexpected medical cost could immediately undermine their ability to meet their basic needs. Mental health is also of concern as many refugees have suffered some psychological trauma before leaving Syria.

18. **Education.** An estimated 40 percent of Syrian children are not enrolled in school, increasing the risks of exploitative child labour and early marriage.<sup>16</sup> Within camps, early and primary education are provided, and secondary education is provided of camps. The PAB however shows that a quarter of all off-camp refugee households have none of their school-age children enrolled in school. The proportion of children attending school was roughly equal for male and female headed households. Fifteen percent of households reported sending one or more children to work, including 13 percent of households headed by men and 19 percent of households headed by women. Child labour is illegal and a major protection concern. CVME results show that the proportion of school age boys (33%) being absent from school for the past year is higher than that of girls (27%). In 69% of households all girl children are attending school, versus only 60% where all boy children attend school.

19. **Gender.** Despite limited available data, there is evidence that female headed households are more vulnerable than male headed households to poverty and food insecurity . The CVME shows higher rates of illiteracy among female headed households (34 percent) than male headed households (19 percent) – which further limits the access of female headed households to employment, social services and safety nets. In addition, 85 percent of female headed households rely primarily on unskilled labour compared to 67 percent of male headed households. Thirty two percent of female headed households reported no one working in the past month compared to 13 percent of male headed households, demonstrating their high reliance on informal assistance and donations.

### 1.3 BASIC NEEDS GAPS AND CHALLENGES

20. The following gaps and challenges, identified in the Regional Refugee & Resilience Plan for Turkey (3RP, 2017-2018), the Pre-Assistance Baseline (2017) and the CVME (2017) need to be addressed for refugees to meet their basic needs:

- The vulnerability of refugees is multidimensional, and there is a strong correlation between vulnerability and inability to meet basic needs. Refugees both inside and outside of camps have limited employment opportunities and are dependent on assistance to fulfill their basic needs;
- The resilience levels of refugee households are very low, due to extended displacement, exhaustion of savings and depletion of assets, making them increasingly vulnerable to any external shocks;
- The protracted nature of the refugee crisis is leading to economic, physical and emotional vulnerability among refugee women, men, girls and boys; and underlines the need for longer-term resilience building strategies, particularly relating to access to livelihoods;

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<sup>15</sup> 3RP 2017-2018

<sup>16</sup> See: [UNICEF Press Release](#)

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- Social cohesion between refugees and host communities could become fragile if left unaddressed, especially in locations where refugees outnumber the local population;
  - National and local institutions would benefit from further support to enhance their capacity to provide services to refugees in line with national legislation;
  - Reducing gender gaps would tangibly reduce poverty and facilitate achievement of food security.
  - Access to consistent and disaggregated data about refugees represents an operational challenge.

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## 1.4 KEY COUNTRY PRIORITIES

### ➤ *Government priorities*

21. Turkey is committed to achieving the SDGs and presented a National Voluntary Review in 2016, highlighting the alignment between its 10<sup>th</sup> Development Plan (2014-2018) and the 2030 Agenda and confirming that the SDGs will provide substantial input to the 11<sup>th</sup> Development Plan currently under preparation. The Government of Turkey has committed significant resources and capacity to respond to global development and humanitarian challenges, including of refugees. Turkey is fully committed to South-South Cooperation and partnerships and Turkey's official development assistance (ODA) increased forty-five-fold from 85 million USD in 2002 to 3.919 billion USD in 2015.<sup>17</sup> Turkey hosted the World Humanitarian Summit in 2016, confirming the country's role in humanitarian support. Syria receives the largest share of Turkey's ODA, confirming the Government's commitment to the Syrian people inside and outside of Turkey.
22. Inside Turkey, Government institutions provide improved and sustainable multi-sectoral services to people under international and temporary protection, based on the rights and entitlements as stipulated in the Law on Foreigners and International Protection and Temporary Protection Regulation.<sup>18</sup> Turkey's strategy for Syrian refugees is summarized in the Regional Refugee and Resilience Plan 2017-2018 (3RP). The plan confirms Turkey's strong national ownership and leadership of the refugee response, with the United Nations and partner agencies providing a supporting role to the Government. The plan, which commit to the mainstreaming of gender, reiterates the need to boost national and local capacity to ensure the quality and sustainability of the refugee and resilience response in Turkey.
23. In recognition of the unprecedented influx of refugees to Turkey and the need for humanitarian aid and support, the European Union (EU) set up the Facility for Refugees in Turkey (FRT) in November 2015, a EUR 3 billion initiative which aims to ensure that the needs of refugees and host communities are addressed in a comprehensive and coordinated manner, in close collaboration with local and national authorities. The Emergency Social Safety Net (ESSN), funded by the European Commission Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) under the FRT and implemented by national partners with support from WFP, is the EU's largest-ever humanitarian aid programme with an initial budget of EUR 348 million, and has reached more than one million refugees in 2017, including both Syrians and non-Syrians.<sup>19</sup> The ESSN builds upon Turkey's well-established and far-reaching social assistance structure and complements other services provided through this structure.

### ➤ *United Nations and other partners*

24. In line with the 3RP, in addition to WFP the Government is working with UN and other partners (United Nations High Commissioner for Refugees (UNHCR), International Organization for Migration (IOM), World Health Organization (WHO), United Nations Children's Fund (UNICEF), UN Population Fund (UNFPA), international and national NGOs, etc.) to meet refugees' health, education, livelihood and other needs and strengthen

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<sup>17</sup> [Turkish Development Assistance Report 2015](#), TIKA

<sup>18</sup> In 2014, Turkey adopted the Temporary Protection (TP) Regulation pursuant in response to the Syrian refugee crisis. The objective of this Regulation is to determine the procedures pertaining to proceedings in response to mass movements of foreigners forced to leave their countries and seeking urgent and temporary protection, whose international protection requests cannot be taken under individual assessment. The Regulation grants registered refugees the right to lawful stay in Turkey and enables access to rights and public services (including health and education), and introduces access to the labour market. Equally, Syrian refugees in need may be allowed access to social assistance according to criteria and procedures determined by relevant government ministries.

<sup>19</sup> See: [http://ec.europa.eu/echo/files/aid/countries/factsheets/turkey\\_syrian\\_crisis\\_en.pdf](http://ec.europa.eu/echo/files/aid/countries/factsheets/turkey_syrian_crisis_en.pdf)

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local capacity to provide services to refugee populations effectively, equitably and consistently across the country.

25. The development of the ESSN has also facilitated the launch of a nationwide Conditional Cash Transfer for Education (CCTE) programme for refugees, implemented by UNICEF and TRC. CCTE beneficiaries use the same card as the ESSN, and apply through the same system; given that the majority of ESSN beneficiaries are also CCTE beneficiaries, there are numerous synergies across the two programmes, including in the areas of protection, monitoring and evaluation, and accountability to affected populations.
26. Beyond the scope of the refugee crisis, the United Nations system works with the Government to implement the United Nations Development Country Strategy (UNDCS) for 2016-2020, which includes outcomes on government capacity and accountability, an equitable and transparent legal framework, equal rights and access to basic services for all groups including refugees and other vulnerable populations. The UNDCS includes pillars around gender equality and women's empowerment, and on migration and international protection.<sup>20</sup> The United Nations Country Team is working with the Government to report jointly on SDG progress, and to integrate the 2030 Sustainable Development agenda into the next national development plan.

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<sup>20</sup> [UNDCS 2016-2020](#)

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## 2. STRATEGIC IMPLICATIONS FOR WFP

### 2.1. WFP'S EXPERIENCE AND LESSONS LEARNED

27. Turkey was a key partner to WFP well before the Syrian crisis, including hosting WFP logistics and administrative presence in support of WFP's operations in the region, and as a donor to WFP operations worldwide. WFP extended its partnership with Turkey to joint operations in response to the Syrian refugee crisis in 2012, in close collaboration with the TRC and AFAD. The initial response focused on e-voucher transfers to beneficiaries living in camps and was expanded to refugees living outside camps in 2015. In 2016 and in the context of the FRT, the ESSN was introduced and piloted by WFP and TRC in partnership with the Ministry of Family and Social Policy (MoFSP). As of November 2017, the number of beneficiaries has increased to 1,129,817 across the country. The ESSN is now the largest cash humanitarian response in the world, providing a framework to learn lessons, establish best practices and pioneer the application of the Grand Bargain's commitments.
28. This transitional ICSP incorporates the following lessons from WFP's experience in Turkey and in the region, as highlighted in the 2015 external Evaluation of WFP's Regional Response to the Syrian Crisis:<sup>21</sup>
- Designing a programme with strong emphasis on specific country needs and transition through joint implementation and technical assistance to the Turkish Red Crescent (*recommendation 1*);
  - Strengthening the use of vulnerability-based targeting and collection of household-level data, including pre-assistance baselines for the ESSN (*recommendation 6*);
  - Collection and analysis of data from a representative sample of refugee households for a complete assessment of refugee vulnerability within Turkey through the CVME and PAB (*recommendation 7*);
  - Strengthening M&E and Vulnerability Analysis and Mapping capacity through enhanced process and outcome monitoring tools, systematic collection of sex-disaggregated M&E data remotely and in the field, a strategic partnership with the World Bank on household impact studies and improved market monitoring (*recommendation 9*).
29. The experience of implementing the ESSN in 2017 has allowed for maturation of operational arrangements including: the logistics support and training provided to the Social Assistance and Solidarity Foundations (SASFs) to facilitate refugee application processes; the finalization of the agreement with the financial service provider and progressive development of financial reporting and reconciliation processes; the effectiveness and efficiency of the Joint WFP-TRC Management Cell (JMC), including shared office premises and joint monitoring, in enhancing collaboration and accountability to joint deliverables; the elaboration of referral mechanisms linking refugees to protection actors and service providers; and the establishment of Complaints and Feedback Mechanisms in order to reach diverse groups of refugees.
30. Likewise, the extension of several elements of the ESSN structure (including application and payment mechanisms) to include delivery of conditional assistance through the CCTE programme implemented by UNICEF and TRC has demonstrated the potential for a single platform to serve numerous actors. Discussions are already underway, with TRC and the

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<sup>21</sup> See: <http://documents.wfp.org/stellent/groups/public/documents/reports/wfp274337.pdf>

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ESSN's principal donor ECHO, regarding the possibility to further extend the platform to other UN agencies for potential linkages to livelihoods programming.

31. The design and implementation of the ESSN is informed by global and local best practices, studies and consultations, particularly on cash programming.<sup>22</sup> The investment in and lessons learned from the ESSN can also serve to further enhance WFP and TRC's existing in-camp food assistance programme in 2018, for example in the areas of protection mainstreaming, sensitization and M&E. WFP will also leverage its experience and lessons learned in implementing the ESSN to explore opportunities to integrate gender and advance gender equality.

## **2.2 OPPORTUNITIES FOR WFP**

32. Consultations with the Government, donors and partners confirm that WFP is well positioned to:
- Pioneer a unique but replicable collaboration model between a United Nations agency, an international donor, the Government and a national implementing partner, to deliver a large scale nationwide social safety net linked to national systems and aligned with the principles of the Grand Bargain;
  - Provide technical assistance to the Government of Turkey in the delivery and implementation of the ESSN and contribute to the further integration of humanitarian principles into social safety nets and government systems;
  - Confirm its organizational role as partner of choice in the provision of technical assistance for cash delivery systems open to use by multiple actors, including multipurpose cash, and build evidence and contribute to the global debate on multipurpose cash;
  - Maintain support to refugees living in camps to contribute to the fulfillment of their food needs and complement other assistance provided in camps;
  - Raise global awareness on the refugee crisis and the humanitarian need in Turkey;
  - Support progress towards gender equality in covering basic needs and accessing basic services;
  - Support protection mainstreaming in implemented programmes and partner staff capacities in these areas; and
  - Support social cohesion through community-level training and resilience projects, including art and communication training of refugees resulting in creation of murals or sculptures.

## **2.3 STRATEGIC CHANGES**

33. This transitional ICSP confirms WFP's strategic position as a partner of choice in designing and implementing responses that comprehensively address the basic needs of vulnerable people while being embedded in national systems and implemented jointly with national stakeholders. This shift is supported by the principles agreed by donors, governments and humanitarian actors in the Grand Bargain at the World Humanitarian Summit in 2016, namely to increase the use and coordination of cash-based programming and the strengthening of national responders.
34. Throughout 2018, while WFP will continue supporting refugees' access to the ESSN, capacity strengthening and progressive handover of operational tasks to TRC, advocacy with and support to Government partners at central and local levels, and coordination with

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<sup>22</sup> References include: A Comparative Analysis of the effectiveness of food assistance modalities in refugee settlements (WFP Uganda, September 2017); Is Cash Better than Food Vouchers for Syrian Refugees (Frauke Uerkemann, Felix Schuler and Mohammed Taki, Boston Consulting Group, 2017); Impact Evaluation of the Multipurpose Cash Assistance Programme (Francesca Battistin, 2016).

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inter-agency actors, focus will increasingly target the strengthening of linkages between the current response and complementary livelihood programmes.

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### 3. WFP STRATEGIC ORIENTATION

#### 3.1 DIRECTION, FOCUS AND INTENDED IMPACTS

35. This transitional ICSP assists Turkey in achieving its partnership commitments through a single strategic outcome, aligned with SDG 17 – namely target 17.16 on partnerships (WFP’s Strategic Result 8).<sup>23</sup> WFP’s role is to catalyze a global multi-stakeholder partnership where knowledge, expertise, technology, financial resources and responsibility are shared to respond to the humanitarian needs of the refugees in Turkey, in a gender equitable manner. This partnership coalition extends from the Government of Turkey, to national non-governmental organizations and the international community. It is made operational through the delivery of assistance to refugees using existing national social safety net mechanisms and the enhancement of national capacity.
36. The efficient collaboration structure addresses the needs of 1.65 million refugees living inside and outside camps. The assistance provided fills the gap between the refugees’ average income and the refugees’ minimum expenditure on basic needs in Turkey - including food and non-food items, rent, utilities, winter costs, and services such as transportation, education and health. Outside camps, multipurpose cash satisfies basic needs. Inside camps, WFP contributes the food portion of the minimum expenditure basket, to complement the Government’s sponsorship of the remaining basic needs.
37. Anchored in partnerships and shaped by a basic needs approach across which gender is mainstreamed, this transitional ICSP contributes to the following SDG targets, in addition to SDG 17:
- SDG target 1.2 (No poverty): WFP assistance helps refugees to meet the nationally defined minimum expenditure basket;
  - SDG target 1.3 (No poverty): WFP assistance supports increased coverage of poor and/or vulnerable people by social protection systems;
  - SDG target 1.4 (No poverty): WFP efforts help ensure access to basic services, including food assistance and nutrition, shelter, water, health, education, etc.;
  - SDG target 2.1 (End hunger): WFP efforts help improve access to food and reduce food insecurity among refugees.
38. This transitional ICSP is informed by extensive consultations between WFP and the TRC, other key Government stakeholders, and international partners. In 2018, efforts will be dedicated to bringing the design and its related processes to maturity, while simultaneously preparing for handover of core operational responsibilities to national partners.

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<sup>23</sup> SDG 17.16: “Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries”

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## 3.2 STRATEGIC OUTCOMES, FOCUS AREAS, EXPECTED RESULTS AND KEY ACTIVITIES

### 3.2.1 STRATEGIC OUTCOME 1: ALL ELIGIBLE REFUGEES IN TURKEY HAVE ACCESS TO A SAFETY NET ADDRESSING THEIR BASIC NEEDS UNTIL A SAFE RETURN IS POSSIBLE.

#### ➤ *Outcome description*

39. This outcome targets refugees inside and outside camps across Turkey. It seeks to enhance and complement government efforts and systems in providing a social safety net that addresses the basic needs of vulnerable refugees, including shelter, food, health and education.

#### ➤ *Focus Areas*

40. This Strategic Outcome's focus on resilience is two-fold: the Outcome is an investment in the resilience of the national safety net and its preparedness for future emergencies; it also deploys multipurpose assistance to strengthen refugee resilience in a context of protracted displacement – as cash transfers contribute to the fulfillment of basic needs, while promoting investments in health and education, expanding the asset base, providing a buffer against future shocks and enabling integration within the national welfare system.

#### ➤ *Expected outputs*

41. Expected outputs include:

- Refugees benefit from the increased capacity of government and NGO partners to identify and target vulnerable populations in an accountable manner, in order to deliver basic needs assistance (Tier 3, output category C, SR8, SDG 1).
- Refugees in Turkish communities benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for basic needs assistance through social safety nets (Tier 2, output category A, K, SR8, SDG 1).
- Refugees in camps benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for food assistance (Tier 2, output category A, K, SR8, SDG 2).

#### ➤ *Key activities*

*Activity 1: Provide technical advice to and strengthening of national institutions and NGO partners*

42. WFP will enhance government and national partner capacity through joint design and implementation of the ESSN, including collection and analysis of sex- and age-disaggregated data, process mapping, and consultation with key stakeholders. WFP will provide training and mentoring so that government and partner staff have the required skills and experience to deliver assistance, in an equitable and empowering manner, to vulnerable groups including refugees through the national safety net in the future. Capacity strengthening will include focus on protection mainstreaming, gender-transformative approaches, humanitarian principles, anti-fraud and anti-corruption commitments, protection from sexual exploitation and abuse, and accountability to affected populations (AAP).

43. WFP will work with national partners and other humanitarian actors to identify barriers to access to ESSN assistance, for the diverse refugee women, men, girls and boys. Through partner TRC, WFP will provide support to local branches of government offices in the form of translators, staff (both men and women) and vehicles to perform household visits, etc. in order to address these barriers.

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44. The analysis of data collected through the ESSN will allow WFP and national partners to construct a more detailed picture of refugee vulnerability in Turkey which can facilitate humanitarian interventions and the development of a longer-term move towards resilience and livelihoods-building for this population, attentive to variability in needs, priorities, circumstances and resiliencies.
  45. WFP will work with all ESSN stakeholders to identify sustainable options for an eventual transition strategy within the context of the refugee crisis. In anticipation of such a strategy, WFP will continue to build the operational capacity of the TRC.

*Activity 2: Provide technical assistance to Government and NGO partners in order to transfer resources to refugees in Turkish communities.*

46. WFP will work with partners to ensure smooth and timely transfer of assistance to targeted Syrian and non-Syrian refugees living in host communities, including through the design and implementation of the ESSN. As many as 1.5 million eligible refugees across Turkey regardless of origin targeted by the ESSN will receive assistance through the ESSN during 2018.<sup>24</sup> Implementation of the ESSN through Turkish social protection systems leverages existing safety net infrastructure in place for vulnerable Turkish citizens to deliver humanitarian assistance, increasing efficiency, national ownership, and social cohesion. It further ensures sustainability for the large scale and geographic coverage of the programme. By linking refugees to national systems, they will have access to national services as well as a profile in the national social assistance systems. In addition, the ESSN payment infrastructure can be used to deliver complementary assistance.
47. WFP will support partners in developing and maintaining systems and documenting processes for managing beneficiary enrolment and verification, transfer management and reconciliation (programmatic and financial), AAP, gender-responsive M&E, and external coordination. WFP will leverage standby partner expertise to conduct a gender analysis in early 2018, which will be complemented by gender capacity strengthening for WFP and partner staff.
48. WFP will design and support the implementation of tools and activities to sensitise the affected population across Turkey on the ESSN programme (including eligibility criteria and entitlements), ensure targeted information provision to all applicants on their eligibility status and programme updates, ensure robust and accessible complaints and feedback mechanisms are in place and widely communicated, and ensure consultations with the affected populations feed into programmatic decision making. Significant tools used include a call centre<sup>25</sup> staffed by 23 operators speaking 6 languages, a Facebook page with 65,000 followers, beneficiary facing website, SMS plan for all post application communication and face-to-face focus group discussions. Sensitisation is undertaken through WFP and partner field teams, government programme partner offices (SASFs, the Directorate General for Migration Management - DGMM, and the Directorate General for Population and Citizenship (Nufus) - DGPC), and local and national level government and non-governmental actors and initiatives, utilising opportunities for cross-sensitization and inter-agency coordination. WFP will ensure systems and processes are established and documented in order to ensure eventual transition to national partners.

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<sup>24</sup> The ESSN targets 1.3 million refugees in the beginning of 2018 and could reach 1.5 million people during 2018 as registration challenges are overcome

<sup>25</sup> WFP data collected through interviews with refugees indicates that the majority of both men and women refugees are able to make and receive calls using mobile phones. The call centre is therefore a highly accessible CFM for both men and women.

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*Activity 3: Provide technical assistance to Government and NGO partners in order to transfer resources to refugees living in camps in Turkey.*

49. WFP will continue working with partners to ensure smooth and timely transfer of assistance to targeted beneficiaries and maintenance of the network of contracted shops providing quality appropriate food at reasonable cost and with conscious attention to equitably supporting and strengthening the livelihoods of women and men retailers. Around 150,000 Syrian refugees living in camps in southeast Turkey will receive monthly assistance from WFP to cover the food portion of their basic needs. Other basic needs are covered by free-of-charge services from the Government, including shelter and access to health services.
50. WFP will continue working with government partners to ensure that the assisted populations in camps are aware of their entitlements and how to contact the programme for information or to complain. Regular PDM, price and market monitoring (PMM) and focus group discussion exercises are carried out in order to gather feedback from the camp population – ensuring inclusiveness – to feed into programme decision making that is beneficial to the diverse women, men, girls and boys.
51. WFP will continue working with partners and the Government to evaluate the continued appropriateness and effectiveness of the transfer value and modality for refugees living in camps. This includes communication with the Government regarding the needs and concerns of camp populations (with respect to diversity, including gender, age and disability), engagement on the future strategy for the camps, and sharing best practices from providing assistance in refugee camps in a variety of contexts across the globe.

### **3.3 TRANSITION AND EXIT STRATEGIES**

52. In 2018, WFP will continue to support national actors in refining the ESSN and will begin assessing the most adequate strategies to link both women and men ESSN beneficiaries to sustainable livelihood programming, including through referrals to partner programmes focused on technical and vocational training, language skills training, work permits, and employment opportunities at scale. These strategies will be explored jointly with UNDP, the World Bank, and other partners.<sup>26</sup> This approach will be supplemented by continuous capacity development of national implementing partner TRC to facilitate the transition of key operational aspects of the ESSN from WFP to TRC, while WFP will maintain an oversight and technical support role.
53. WFP will undertake further evaluation of the ESSN programme in 2018 in order to inform its future evolution and document impact, best practices and lessons learned from multipurpose cash assistance through national safety nets.
54. In 2018, the Country Office will further work, in close collaboration with the Government, in assessing the most adequate form for WFP's partnership with Turkey beyond the transitional ICSP.

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<sup>26</sup> Preliminary discussions explored linking ESSN beneficiaries to a conditional cash language training programme and another large scale livelihoods programme.

## 4. IMPLEMENTATION ARRANGEMENTS

### 4.1 BENEFICIARY ANALYSIS

<b>Strategic Outcome</b>	<b>Activities</b>	<b>Female</b>	<b>Male</b>	<b>Total</b>
All eligible refugees in Turkey have access to a safety net addressing their basic needs until a safe return is possible	1. Provide technical advice and strengthen national institutions and NGO partners	N/A	N/A	
	2. Provide technical assistance to Government and NGO partners in order to transfer resources to refugees in Turkish communities	765 000	735 000	1 500 000
	3. Provide technical assistance to Government and NGO partners in order to transfer resources to refugees living in camps in Turkey	76 500	73 500	150 000
<b>TOTAL</b>		<b>841 500</b>	<b>808 500</b>	<b>1 650 000</b>

55. WFP currently targets 1.3 million beneficiaries outside of camps through the ESSN. This target is likely to increase progressively to reach 1.5 million people during 2018, as applications continue and registration challenges are overcome. Off-camp refugees' eligibility for the ESSN is determined based on demographic criteria, including the household's dependency ratio, i.e. the number of children, elderly household members, household members with disabilities relative to the total number of working age and able-bodied household members. Single women, single parents, families with four or more children, families with one or more members with disabilities and elderly-headed households are also targeted. Application to the ESSN is open to all refugees that have the required Government registration. The PAB data jointly analyzed by WFP and the World Bank indicates that the targeting approach is effectively selecting the bulk of poor households. Improvements are scheduled to minimize the 7 percent exclusion error, representing the proportion of all ESSN applicants that are extremely poor, but excluded from the programme. Application to the ESSN is done through nearly 1,000 SASFs and 18 TRC-run Service Centres throughout Turkey. Eligible refugees are informed by SMS regarding their eligibility, their entitlement and the complaint and feedback mechanisms. Cards are distributed directly through bank branches located in each district, with additional mobile bank branches deployed as required (so as to ensure, for example, safe access).

56. The in-camp activity targets around 150,000 refugees residing in 10 camps.<sup>27</sup> All refugees within these camps are targeted and receive e-vouchers for food assistance that complement the range of transfers and services provided to them by the Government and other partners to fulfill their basic needs.

57. In order to build a profile for refugees linked to the national safety net system, and as part of the registration and verification exercise carried out by the DGMM, beneficiary information is captured and managed directly within government systems and segregated by sex and age.

<sup>27</sup> The number of open camps may vary during the year.

## 4.2 TRANSFERS

### 4.2.1 FOOD AND CASH-BASED TRANSFERS

<b>TABLE 2: CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY</b>				
<b>Strategic Outcome</b>	<b>Strategic Outcome 1: All eligible refugees in Turkey have access to a safety net addressing their basic needs until a safe return is possible</b>			
<b>Activity</b>	<i>Activity 2: Provide technical assistance to Government and NGO partners in order to transfer resources to refugees in Turkish communities</i>		<i>Activity 3: Provide technical assistance to Government and NGO partners in order to transfer resources to refugees living in camps in Turkey</i>	
<b>Beneficiary type</b>	Off Camp Refugees Monthly Assistance	Off Camp Household Refugees Quarterly Top-Up	Off Camp Refugees Monthly Top-Up for persons with disabilities	In Camp Refugees
<b>modality</b>	CBT	CBT	CBT	CBT
cash (USD/person/day) <sup>28</sup>	TRY 4 / USD 1.1 per person per day	An average of TRY 26.3 / USD 7.4 per person per quarter	TRY 34.2 / USD 9.6 per person per day	TRY 1.7 / USD .0.468 per person per day
Number of feeding days	360	360	360	360

<b>TABLE 3: TOTAL CASH-BASED TRANSFER REQUIREMENTS &amp; VALUE</b>		
<b>Cash-based transfer</b>	<b>Total (m€)</b>	<b>Total (USD)</b>
Cash-Based Transfers (USD)		644 077 767
<b>TOTAL (food and CBT value – USD)</b>		<b>644 077 767</b>

58. Transfer amounts are aligned with those of the Turkish national welfare system. Refugees residing in host communities and reached by the ESSN receive TRY 120/USD 34 per month per person.

59. An additional top-up per household of TRY 250/USD 70 for households of 1-4 people, TRY 150/USD 42 for households of 5-8 people and TRY 50/USD 14 for households of 9 or more people is provided on a quarterly basis to cover seasonal expenses. Top-ups are provided per household, not per beneficiary, but when calculated on a per-person basis, the top-up is equal on average to TRY 26.3 / USD 7.4 per person per quarter. The reason for the different top-up amount for different household sizes is related to economies of scale. While household needs increase as the size of the household increases, the needs and expenditures do not increase proportionally to the size of the household; the quarterly top-up therefore also aims to equalize the assistance amount for smaller families that receive smaller amounts of monthly ESSN assistance, by providing them with a larger quarterly top-up.

<sup>28</sup> A 6-month average exchange rate of 3.56 TRY/USD was used for the revision of this transitional ICSP.

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60. The monthly assistance and quarterly top-ups aim to cover the portion of the refugees' basic needs expenses that they are unable to cover themselves, as estimated through the Minimum Expenditure Basket; when the average quarterly top-up is factored into the monthly assistance, approximately TRY 129/USD 36 of the TRY 184/USD 52 gap is covered. While ESSN beneficiaries include households with one or more members with disabilities, persons with disabilities who are severely impaired may be eligible for an additional monthly top-up of 1,027 TRY/288 USD to cover expenses related to their disabilities or full-time care, and to compensate for their limited income opportunities. Discussions regarding the top-up to severely impaired beneficiaries are ongoing with MoFSP, and are estimated to reach over 9,000 people in 2018. Beneficiaries use their cards to withdraw cash from ATMs or in any Point of Sale (POS). Approximately 150,000 ESSN beneficiaries also receive a conditional cash transfer for education through UNICEF and TRC, using the same card as the ESSN.
61. Refugees residing in camps receive TRY 50/USD 14.04 per per month to cover their food needs. Their remaining basic needs are covered through AFAD assistance, or through services provided in camps. The food assistance amount is based on the proportion of expenditure on food relative to the remaining basic needs. The transfer amount and delivery mechanism are aligned with the assistance provided by the Government in other camps, which utilizes a card and closed-loop POS system.
62. The choice of modality is strongly informed by the evidence of CBT programming in Turkey and the region.<sup>29</sup> According to the WFP PDM for off-camp beneficiaries (March 2017), CBT is the preferred form of assistance for 99 percent of households, as it promotes the dignity, autonomy and choice of beneficiaries. Preference for multipurpose cash increases as households become more familiar with the modality. The use of multipurpose cash enables flexibility in the purchases households make, allowing them to cater to the needs of men, women, boys and girls of different ages. As beneficiaries can redeem their ESSN entitlement at any time through any ATM or POS, they can choose to do so discreetly in safe locations.
63. In recognition of the fact that addressing food and nutritional needs is a part of ensuring that basic needs are met, WFP in cooperation with partners will continue promoting enhanced nutrition sensitive monitoring of beneficiaries' expenditure patterns, in order to gain insights into factors which may add stress to known coping mechanisms of refugees, including healthy dietary habits and uptake of preventive health services, specifically of the most vulnerable age groups (pregnant women and children 6-23 months of age). WFP will leverage its expertise in food and nutrition security, as outlined in the Nutrition Policy (2017-2021), to build on monitoring findings and explore the possibility to use the ESSN existing social media platforms to refer the beneficiaries to local actors operating Social Behaviour Change Communication (SBCC) activities around the importance of healthy diets and optimal combination of food.

#### **4.2.2 CAPACITY STRENGTHENING INCLUDING SOUTH-SOUTH COOPERATION**

64. The strategy, design and implementation of this transitional ICSP are underpinned by capacity strengthening considerations. All activities fit within national frameworks, are aligned with national programmes, and are delivered through national structures jointly with government and non-governmental national stakeholders. The ESSN is implemented

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<sup>29</sup> Results from WFP's ongoing cash comparative study of Syrian refugee beneficiaries in Jordan and Lebanon show that the use of CBT has improved household socio-economic security, including food security, allowing families the choice of how to spend their money, prioritising expenditure within family budgets as they think appropriate for food, rent, non-food needs, etc. CBT provides families with the flexibility to shop in informal markets and take advantage of sales and other promotions. The study also shows that 25 percent of families prefer to use their e-vouchers through the POS machines in shops. See: [WFP BCG Study of Jordan and Lebanon](#)

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by WFP, TRC and MoFSP, with coordination by AFAD, collaboration with DGPC and DGMM, and funding from ECHO. The ESSN Governing Board, composed of the above-listed actors with participation from other actors including the MoH, is co-chaired by AFAD and ECHO and ensures that strategic decisions have the full buy-in of all ESSN partners and that key issues can be escalated and resolved. The joint implementation approach strengthens the capacity of the participating staff, particularly TRC, to design and implement safety nets with increased focus on protection mainstreaming, gender transformative programming, and AAP particularly.

65. A training strategy is planned for SASF staff in consultation and collaboration with the MoFSP, focusing on job-related ESSN training and extending to broader aspects of social protection and humanitarian assistance (e.g. vulnerability, AAP, protection, gender). The strategy includes face-to-face workshops for selected staff and online learning materials accessible by all SASF staff. Additional support and potential training areas include enhancing government capacity in conducting household verification visits, secondment of social workers, translation services, implementation of large-scale surveys, vulnerability analysis and mapping, internal controls and fraud risk detection, etc. These trainings will be supplemented by a comprehensive lessons learned exercise on the ESSN during which key findings and recommendations will be delivered to all participants.

#### **4.3 SUPPLY CHAIN**

66. The implementation of this transitional ICSP does not imply any supply chain challenges. E-vouchers in camps are redeemed inside the camps in shops contracted by the Government. Outside the camps, multipurpose cash is redeemed and spent in the local markets on a variety of items. WFP's experience in Turkey has shown that the local economy and markets are sufficiently robust to deliver the required volumes of food and to absorb the large injection of cash into the economy; furthermore, CBT interventions both in Turkey and the wider region have demonstrated a positive effect on the local economy which in turn generates positive perceptions of the assistance among the host community.<sup>30</sup>

#### **4.4 COUNTRY OFFICE CAPACITY AND PROFILE**

67. The size of WFP Turkey increased between 2016 and 2017 to respond to an increase in operations. The expansion included the opening of Area Offices in Ankara and Istanbul to supplement the existing Area Office in Gaziantep, as well as additional field offices in Izmir, Mersin, Hatay and Sanliurfa. Throughout this period, the strategy for increasing staff aimed to: a) expand geographic coverage of WFP operations, b) increase capacity in critical areas such as M&E, gender, protection, and AAP, c) expand administrative and finance staff to support the operations of the larger office, and d) recruit and develop specific national staff capacity. During 2018, the continued development of national staff will be a priority in line with the planned transition strategy, with the handover of key roles to national staff to be largely completed by the end of 2018. WFP's programme team in Ankara shares facilities with partner TRC to ensure the integration of the two teams and facilitate experience, mentoring and expertise sharing.

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<sup>30</sup> See: [WFP BCG Study of Jordan and Lebanon](#) (April 2017)

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## 4.5 PARTNERSHIPS

68. This transitional ICSP, placed under SDG 17, embodies a commitment to full partnership in line with the Grand Bargain and the 2016 World Humanitarian Summit commitments. WFP in Turkey embraces the recommendation of the Policy Evaluation on the WFP Corporate Partnership Strategy (2014-2017) that places partnership at the centre of WFP plans and operations by building and strengthening innovative partnerships with international and national actors to enhance local response capacities, increase cash-based programming, and boost the linkages between humanitarian and development work.
69. WFP operations in Turkey are built upon inclusive and participatory design and implementation involving a wide array of partners, including the Government, the Turkish Red Crescent, UN agencies, NGOs and donors. This approach has demonstrated excellent results, and will be continued in 2018. In particular, under the ESSN, the modus operandi is one of joint strategic planning, design and implementation with WFP, TRC and national partners including DGMM and MoFSP participating in bi-weekly meetings at the joint WFP-TRC Joint Management Cell office, stakeholder workshops and working groups, and numerous other initiatives. A dedicated Governing Board, with senior participation of all ESSN partners and attentiveness to inclusive representation, meets regularly to discuss strategic issues and endorse the direction of the programme.
70. The outcome delivered through this plan is a social protection outcome which builds on the robust social assistance infrastructure existing in Turkey. It is also a multipurpose outcome contributing to all basic needs and SDGs 1 and 2, and designed to complement other forms of assistance. It positions WFP as a partner agency working towards the greater objective of integrated social protection and fulfilling refugees' basic needs, with national partners leveraging WFP's technical expertise in cash-based programming, VAM and accountability to affected population.
71. In order to extend the coordination of the humanitarian response beyond the ESSN's direct stakeholders, WFP and TRC co-lead regular ESSN Taskforce meetings in Ankara, Gaziantep, and Istanbul, under the 3RP coordination. Additionally the Taskforce meets in Izmir and is hosted by the Regional Refugee Migration Response Plan led by UNHCR and IOM in the Aegean. The Taskforce's objectives are to minimize duplication, maximize inclusion of vulnerable caseloads, and enhance collaboration and coordination with other relevant stakeholders outside the ESSN implementation group. Partners of the Taskforce include international non-governmental organizations, local NGOs, Syrian NGOs, universities and United Nations Agencies.
72. Additional partners include local and international NGOs, including those which explicitly support the equal rights for women and men, and others the protection of vulnerable groups. Currently WFP is exploring with TRC a strategy for greater outreach to support and refer refugees facing challenges in accessing the ESSN. These efforts will be coordinated with outreach and protection components undertaken in other TRC projects (such as child protection related outreach activities under the CTE and the International Federation of Red Cross and Red Crescent Societies (IFRC) protection project implemented through TRC Community Centres).
73. Within the 3RP framework, WFP co-leads the Food Security and Agriculture Working Group in Turkey, with the Food and Agriculture Organization. WFP co-leads the Cash-Based Initiatives-Technical Working Group and the Basic Needs Working Group (BNWG) with UNHCR. The BNWG meets in Ankara, Gaziantep, and Istanbul and the ESSN covers over 60 percent of the budget.

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## ➤ 5. PERFORMANCE MANAGEMENT AND EVALUATION

### 5.1 MONITORING AND EVALUATION ARRANGEMENTS

74. The WFP Corporate Monitoring Normative Framework and the Country Office Monitoring Strategy will guide the monitoring of the transitional ICSP activities. The transitional ICSP logical framework has been designed in compliance with the Corporate Results Framework (CRF) aligning with Sustainable Development Goal 17. The gender-responsive monitoring strategy was designed to generate evidence which can demonstrate the success of the partnership model and the effectiveness of the cash based intervention in Turkey and inform course correction and improve programme design throughout the period of implementation.
75. Success of the ESSN will be measured not only by the number of refugees assisted, but also by the success of the partnership, the demonstrable and measurable use of the assistance by beneficiaries to meet their needs, the extent to which it aligns and integrates with national systems, and the effectiveness of the handover of operational tasks to the national implementing partner
76. Monitoring activities will be conducted in a cost efficient manner ensuring nationwide coverage and high level of data quality will be ensured through triangulation/cross-validation. The monitoring plan, agreed with the partners, will provide the frequency and data collection methods for each indicator in the transitional ICSP's Logical Framework, disaggregated by age and sex.
77. The baseline and targets for all ESSN outcome indicators were defined within the first three months of programme implementation. WFP will conduct household and community-level monitoring, and will increase the use of emerging methods of data collection (for example, remote monitoring by phone) and reporting technologies to reduce monitoring costs while increasing efficiency. The utilization of real-time monitoring and data visualisation technologies will be further improved throughout the transitional ICSP period.
78. Based on WFP's Gender Policy (2015-2020) and WFP's Humanitarian Protection Policy (2012), the M&E system will ensure that data collected are sex- and age-disaggregated at both individual and household level, with the latter focusing on the head of the household. On protection, the M&E system will monitor that protection is adequately mainstreamed into the programme to ensure affected populations can access assistance safely, with dignity and without discrimination; increase access, including among excluded and the most vulnerable refugees; prevent and minimize any unintended negative effects of ESSN assistance; and ensure accountability to affected populations. Data systematically collected through the existing complaint and feedback mechanisms will be utilized to improve programme implementation.
79. Throughout the transitional ICSP period, WFP will continue monitoring outcome indicators for its in-camp e-voucher programme through PDM data collection at household level. Further, prices in contracted and non-contracted shops will be monitored on a monthly basis.
80. Key ESSN outcome indicators will be measured through remote PDM and compared against the baseline assessment. Additional data related to vulnerability and process monitoring will be gathered twice a year through the Comprehensive Vulnerability

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Monitoring Exercise (CVME). The Country Office Tool for Managing (programme operations) Effectively (COMET) will provide information for standard project reports.

81. In line with the Evaluation Strategy (2016-2021), WFP in Turkey commissioned both a mid-term and a final Decentralized Evaluation of the ESSN in order to assess the relevance, efficiency, effectiveness (and equity) of the operation. The mid-term Decentralized Evaluation, currently ongoing, will be finalized in January 2018 and findings will inform programme revision and implementation of this transitional ICSP. WFP, jointly with the World Bank, is also planning to conduct an Impact Study focused on the effect of the ESSN cash assistance at household level, cognisant of the need to explore intra-household dynamics. All available results from the impact study will serve as an input to the final Decentralised Evaluation. Given the scale and complexity of the regional response to the Syrian crisis, the Country Office will also benefit and learn from any findings identified from the Syria+5 evaluation commissioned by the Office of Evaluation (OEV) for 2018.

82. Given the uniqueness of the programme, the Country Office will prioritize institutional learning to document, analyse, and disseminate lessons learnt and best practices. New programme models, innovative partnerships and the application of implementation strategies for middle-income contexts have been identified as focus areas.

## **5.2 RISK MANAGEMENT**

83. The country office maintains and updates a risk register on a monthly basis. The following risks have been registered:

### **➤ Contextual Risks**

84. Major contextual risks include heightened insecurity in Syria which would result in a surge of vulnerable beneficiaries; local insecurity and/or tensions between refugees and host population; changes in political dynamics (including those between Turkey and the Member States of the EU) which would affect WFP's ability to provide continued assistance to refugees through its partners; and lack of buy-in or perceived need for capacity building including mainstreaming of gender, protection and accountability to affected populations. Mitigating actions include contingency and preparedness planning, as well as sensitisation programmes for host community and harmonization with the national safety net.

85. Additionally, continued weakening of the Turkish economy and/or fluctuation of its currency may reduce the purchasing power of beneficiaries. Mitigating actions include continuous monitoring of exchange rates and markets/price indexes, and advocacy with project stakeholders for revision of the transfer value should inflation impact it significantly.

### **➤ Programmatic Risks**

86. Major programmatic risks include exclusion of targeted population due to registration challenges; and inability to link beneficiaries to sustainable livelihood programmes. Mitigating actions include enhancing government registration capacity and awareness-raising campaigns tailored to reach and engage diverse women and men through various channels including to populations who are not being targeted for assistance; gender-responsive M&E; use of call centre to identify issues encountered by beneficiaries receiving assistance; use of the existing protection referrals mechanism to refer refugees to other humanitarian and government actors; and continuous monitoring by WFP and

TRC field staff; and engagement with partner programmes to ensure adequate links to income-generating safety nets are established.

➤ *Institutional Risks*

87. Major institutional risks include failure to achieve targets due to limited oversight of partner systems and processes; complications in data integration and sharing; potential fraud and corruption in the form of unintended use of CBTs by beneficiaries; and misuse of funds by staff or other actors. Mitigating actions include advocacy with partner and Government counterparts to identify roadblocks and implement timely solutions and communicate both to the donor; the implementation of robust internal controls, with verification and fraud-mitigation measures at key points; and regular monitoring supported by a robust complaints and feedback mechanisms.

## ➤ 6. RESOURCES FOR RESULTS

### 6.1 COUNTRY PORTFOLIO BUDGET

TABLE 4: COUNTRY PORTFOLIO BUDGET (USD)						
	2018					Total
Strategic Outcome 1	737 274 852					737 274 852
<b>TOTAL</b>	<b>737 274 852</b>					<b>737 274 852</b>

88. This ICSP has one outcome and is implemented for a year. In line with WFP's corporate commitment to advancing gender equality, a percentage of the overall Country Portfolio Budget has been allocated to activities which advance gender equality.

### 6.2 RESOURCING OUTLOOK

89. The resourcing landscape for humanitarian support in Turkey is dominated by funding through the FRT. Some donors channel their support through both the FRT and bilateral channels, while others are focused on the FRT and have halted bilateral funding. WFP's resourcing outlook for 2018 is positive, with 98 percent of funding requirements receiving a high funding forecast; based on this forecast, Activities 1 and 2 are entirely funded, however Activity 3 which covers the in camp refugees faces a potential shortfall. WFP will continue to advocate for the needs of vulnerable refugees and engage with the Turkish Government as well as with the international donor community to ensure the needs of refugees are met.

90. Funding shortfalls, although unlikely, would require WFP and its partners to focus on the most vulnerable refugees, reducing the number of beneficiaries.

<b>TABLE 5: COUNTRY RESOURCE OUTLOOK</b>			
	<b>Year 1 Requirements (USD)</b>	<b>Year 1 Resource Outlook (USD)</b>	<b>Year 1 % of Required Resources</b>
Strategic Outcome 1	\$737 274 852	721 918 897	98 <sup>31</sup>
<b>TOTAL</b>	<b>\$737 274 852</b>	<b>721 918 897</b>	<b>98</b>

### **6.3 RESOURCE MOBILIZATION STRATEGY**

91. WFP will continue to engage with its partners, including the TRC and the Turkish Government, and other humanitarian actors including donors to ensure appropriate resourcing for 2018 and beyond. WFP will continue to seek funding from traditional and non-traditional donors for all vulnerable refugees. Building on the opportunities created by the ESSN, WFP will support resource mobilisation efforts by proactively disseminating learnings on the vulnerability profiles of refugees in Turkey, multipurpose cash and e-voucher programming and the role of safety nets in resilience building. WFP will seek to build pathways between its assistance and complementary programmes when possible.

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<sup>31</sup> While a contribution was received that includes January 2019 for Activities 1 and 2, the Resourcing Outlook reflects only the portion of this contribution that will cover 2018 activities. The shortfall in resources is related only to Activity 3, which reaches refugees living in camps.

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## ANNEX I: SUMMARY OF LOGICAL FRAMEWORK FOR TURKEY

### Turkey Country Strategic Plan - TR01 Logframe

Period: Jan 2018 - Dec 2018

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**STRATEGIC GOAL 2: Partner to support implementation of the SDGs**

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**STRATEGIC OBJECTIVE 5: Partner for SDG results**

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**STRATEGIC RESULT 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs**

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**STRATEGIC OUTCOME 01: All eligible refugees in Turkey have access to a safety net addressing their basic needs until a safe return is possible**

**Outcome Category: Enhanced strategic partnerships with the public and private sectors, Rome-based agencies and other operational partners**

**Focus Area: Resilience Building**

**Assumptions:**

1. The political situation remains stable across the country and the security in the south-eastern provinces remains sufficiently calm that the project can be implemented in these areas, albeit with security precautions.
  2. Additional funding will be found within the FRIT to ensure assistance to the eligible refugees at full MEB transfer value for a minimum of the project implementation period given that the total required exceeds the current tentative budget allocations.
  3. Should peace talks be conclusive and refugees are able to return to Syria, the plan of work for this project will have to be revised accordingly to respond to the changing needs of the targeted populations.
  4. Cash transfer systems are secure and efficient and meet the WFP standards of flexibility and accountability, including provision to WFP of detailed reports for reconciliation and monitoring purposes from the financial service provider contracted by TRC.
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## OUTCOME INDICATORS

ACCOUNTABILITY TO AFFECTED POPULATIONS: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

ACCOUNTABILITY TO AFFECTED POPULATIONS: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

Consumption-based Coping Strategy Index (Average)

Effectiveness, coherence and results of partnerships (as per qualitative review)

Food Consumption Score

GENDER EQUALITY: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

Livelihood-based Coping Strategy Index (Average)

Percentage of households not incurring new debt to meet basic needs

Percentage of households with per-capita expenditure equal to or below the Minimum Expenditure Basket

PROTECTION: Proportion of targeted people accessing assistance without protection challenges

## ACTIVITIES and OUTPUTS

### **1. Provide technical advice to and strengthening of national institutions and NGO partners (CSI: Institutional capacity strengthening activities)**

Output 1.1. Refugees benefit from increased capacity of government and NGO partners to identify and target vulnerable populations in an accountable manner, in order to deliver basic needs assistance (C: Capacity development and technical support provided)

### **2. Provide technical assistance to Government and NGO partners in order to transfer resources to refugees in Turkish communities (CPA: Service provision and platforms activities)**

Output 1.2 Refugees in Turkish communities benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for basic needs assistance through social safety nets (A: Resources transferred)

Output 1.2 Refugees in Turkish communities benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for basic needs assistance through social safety nets (K: Partnerships supported)

### **3. Provide technical assistance to Government and NGO partners in order to transfer resources to refugees living in camps in Turkey (CPA: Service provision and platforms activities)**

Output 1.3 Refugees in camps benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for food assistance (A: Resources transferred)

Output 1.3 Refugees in camps benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for food assistance (K: Partnerships supported)

## ANNEX II: INDICATIVE COST BREAKDOWN

<b>INDICATIVE COST BREAKDOWN ALONG STRATEGIC OUTCOME (USD)</b>		
<b>WFP Strategic Results / SDG Targets</b>	<b>SR 8, SDG 17.16</b>	<b>Total</b>
<b>WFP Strategic Outcomes</b>	<b>Strategic Outcome 1</b>	
<b>Transfer</b>	\$662 561 356	<b>\$662 561 356</b>
<b>Implementation</b>	\$21 642 137	<b>\$21 642 137</b>
<b>Adjusted DSC (%)</b>	\$8 073 363	<b>\$8 073 363</b>
<b>Sub-total</b>	\$692 276,856	<b>\$692 276 856</b>
<b>ISC (6.5%)</b>	\$44 997 996	<b>\$44 997 996</b>
<b>TOTAL</b>	<b>\$737 274 852</b>	<b>\$737 274 852</b>

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## ANNEX III: ACRONYMS

3RP	Regional Refugee & Resilience Plan for the Syria Crisis
AAP	Accountability to Affected Populations
AFAD	Disaster and Emergency Management Presidency
BNWG	Basic Needs Working Group
CBT	Cash-Based Transfers
CFM	Complaint and Feedback Mechanism
COMET	Country Office Tool for Managing (programme operations) Effectively
CVME	Comprehensive Vulnerability Mapping Exercise
DGMM	Directorate General for Migration Management
DGPC	Directorate General for Population and Citizenship (Nufus)
ECHO	European Civil Protection and Humanitarian Aid Operations
ESSN	Emergency Social Safety Net
EU	European Union
FRT	Facility for Refugees in Turkey
HDI	Human Development Index
ICSP	Interim Country Strategic Plan
IOM	International Organization for Migration
MDG	Millennium Development Goal
MEB	Minimum Expenditure Basket
MoH	Ministry of Health
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
PAB	Pre-Assistance Baseline
PDM	Post Distribution Monitoring
PMM	Price and Market Monitoring
POS	Point-of-Sale
SASF	Social Assistance and Solidarity Foundation
SDG	Sustainable Development Goal
TRC	Turkish Red Crescent
UNDCS	United Nations Development Country Strategy
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme