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## Turkey interim country strategic plan (2020–2021)

Duration	January 2020–December 2021
Total cost to WFP	USD 225,085,132
Gender and age marker*	3

\* <https://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

### Executive summary

In recent years, Turkey has experienced the arrival of more people fleeing conflict than any other country in the world, maintaining an open policy towards refugees despite regional instability. The great majority of refugees – 3.6 million Syrians and more than 370,000 from other countries – live in host communities, with a small number living in government-run camps in the southeast.

Turkey has earned international recognition for its response in providing a non-camp solution to the arrival of refugees; it has been consistently generous in its support to refugees, providing them with legal status, social protection and access to basic public services and the labour market.

Turkey is on track to achieve the Sustainable Development Goals including those on ending poverty and hunger. However, much of the refugee population within its borders is vulnerable and in need of ongoing assistance to meet basic needs including food, shelter, health care and education.

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WFP is well placed to continue helping Turkey maintain its model response for refugees, harnessing its experience with the Government and partners at the humanitarian–development nexus. The Government and its partners recognize the innovative contributions made by WFP since 2012 in building partnerships and activities that link humanitarian response, resilience and social protection through support to refugees living in camps and the innovative Emergency Social Safety Net programme for refugees living in host communities.

Multiple lessons learned from WFP’s experience in Turkey and the region, including insights and recommendations from recent evaluations, will guide the implementation of this interim country strategic plan.

Aligned with WFP’s Strategic Plan and contributing to the achievement of WFP Strategic Result 8, the interim country strategic plan provides a two-year strategy for supporting Turkey’s progress towards the Sustainable Development Goals, delivered through five complementary activities contributing to a single strategic outcome, all linked to Sustainable Development Goal 17 and the related themes of shared learning, capacity strengthening and sustainability.

The plan also contributes to the attainment of Sustainable Development Goals 1 and 2 thanks to WFP’s continuing participation in the multi-stakeholder partnership – led by the Government – with non-governmental organizations and the international donor community, principally the European Union.

The plan builds on WFP’s core partnership with the Government of Turkey and the Turkish Red Crescent in order to meet the basic needs of refugees, irrespective of their gender and age, and to facilitate labour market access for populations affected by the prolonged crisis.

The plan is fully integrated with the Government’s response for the refugee population in and outside camps. It is also aligned with the Regional Refugee and Resilience Plan for Turkey for 2019–2020 and the United Nations development cooperation strategy for Turkey for 2016–2020.

### **Draft decision\***

The Board approves the Turkey interim country strategic plan (2020–2021) (WFP/EB.2/2019/7-B/4) at a total cost to WFP of USD 225,085,132.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## 1. Country analysis

### 1.1 Country context

1. Turkey is an upper-middle-income country ranked 64th of the 189 countries in the 2018 Human Development Index.<sup>1</sup> With the 18th largest economy in the world, the country has experienced impressive economic growth since 2000, achieving drastic reductions in poverty rates.<sup>2</sup> Turkey is a member of the G20 and was ranked 69th of 188 countries on the Gender Inequality Index in 2017.<sup>3</sup>
2. In recent years Turkey has experienced larger-scale arrivals of people fleeing conflict than any other country. Despite regional instability, Turkey has maintained an open policy towards refugees and is currently host to 3.6 million Syrian refugees and more than 370,000 refugees from other countries.<sup>4</sup> Turkey has won international acclaim for providing a non-camp solution for refugees and granting refugees access to public services and the labour market. Consistent with the pledge in the 2030 Agenda for Sustainable Development to “leave no one behind”, Turkey’s response represents a model alignment with the 2016 New York Declaration for Refugees and Migrants.<sup>5</sup> The country’s financial contribution towards hosting the world’s largest refugee population made it the largest humanitarian donor in 2017.<sup>6</sup>
3. In 2014, Turkey put in place its Temporary Protection regulation,<sup>7</sup> granting registered refugees the right to lawful stay in Turkey, enabling their access to public services (including health and education), and opening their legal access to the labour market. About 97 percent of Syrians under temporary protection reside in host communities, mostly in the southeast and Istanbul, with substantial populations in other large cities. The remaining 3 percent, about 100,000 Syrians, live in government-run camps.<sup>8</sup> The population of Syrians under temporary protection consists<sup>9</sup> of 54 percent men and boys and 46 percent women and girls, and nearly half of them are children.<sup>10</sup>
4. In recognition of the unprecedentedly large numbers of refugees arriving in Turkey and the need for humanitarian aid and support, the European Union set up the Facility for Refugees in Turkey (FRiT) in 2015.<sup>11</sup> In September 2016, WFP established the Emergency Social Safety Net programme (ESSN) in partnership with the Government and the Turkish Red Crescent (TRC). The programme helps the most vulnerable refugees living outside camps to meet their basic needs. Beneficiaries are targeted using demographic criteria as a proxy for household welfare. With 1.6 million beneficiaries in April 2019, the ESSN is the largest humanitarian cash assistance programme in the world, implemented nationwide in partnership with the Ministry of Family,

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<sup>1</sup> United Nations Development Programme (UNDP). 2018. *Human Development Indices and Indicators: 2018 Statistical update*. <http://hdr.undp.org/en/2018-update>.

<sup>2</sup> World Bank. 2018. The World Bank in Turkey webpage. <https://www.worldbank.org/en/country/turkey/overview>.

<sup>3</sup> United Nations Development Programme (UNDP). *Gender Inequality Index*. <http://hdr.undp.org/en/composite/GII>.

<sup>4</sup> Data from the Directorate General of Migration Management (DGMM) for March 2019. Non-Syrian refugees are from Afghanistan, Iraq, Islamic Republic of Iran and Somalia. <https://en.goc.gov.tr/>.

<sup>5</sup> United Nations General Assembly. 2016. *New York Declaration for Refugees and Migrants*. A/RES/71/1. <https://www.unhcr.org/57e39d987>.

<sup>6</sup> Government of Turkey. 2018. *Turkish Development Assistance Report 2017*. <http://www.tika.gov.tr/upload/2019/Turkish%20Development%20Assistance%20Report%202017/Kalkinma2017EngWeb.pdf>.

<sup>7</sup> Temporary Protection regulates the mass movements of foreigners forced to leave their countries and seek urgent and temporary protection, when international protection requests cannot be assessed individually.

<sup>8</sup> Data from the Directorate General of Migration Management (DGMM) for April 2019. <https://en.goc.gov.tr/>.

<sup>9</sup> Sex and age-disaggregated data are provided in this document whenever available.

<sup>10</sup> Office of the United Nations High Commissioner for Refugees (UNHCR). Syria Regional Refugee Response dashboard. [https://data2.unhcr.org/en/situations/syria/location/113#\\_ga=2.76162000.474137172.1530263086-925671888.1525935175](https://data2.unhcr.org/en/situations/syria/location/113#_ga=2.76162000.474137172.1530263086-925671888.1525935175).

About 43 percent of the Syrian refugee population is under 18 years of age.

<sup>11</sup> The FRiT is an initiative aimed at ensuring that the needs of refugees and host communities are addressed in a comprehensive and coordinated manner, in close collaboration with local and national authorities.

- Labour and Social Services and TRC. Eligible households receive monthly unconditional multi-purpose cash transfers of TRY 120 (approximately USD 21.13)<sup>12</sup> per household member, and quarterly top-ups to cover basic needs such as rent, utilities, food and health-related expenses.
5. Inside camps, WFP and TRC have supported the Ministry of Interior's Directorate General for Migration Management by providing e-vouchers to help cover refugees' food needs. The Government meets basic needs such as shelter, utilities, education and health care.
  6. While Turkey has taken generous measures to improve their lives, refugees show high levels of vulnerability, and their number and high geographic concentration exert a significant strain on public resources, social cohesion and basic services such as health, sanitation and education. Although Syrians under temporary protection are authorized to work formally in the country,<sup>13</sup> by February 2019 only 38,300 work permits had been issued to them,<sup>14</sup> with a further 14,000<sup>15</sup> issued to Syrians who set up their own businesses. Formal employment opportunities for refugees remain limited because of language and educational barriers, and discriminatory gender norms limit women's ability to work outside the household.<sup>16</sup> Many refugees therefore move within Turkey to where they can secure low-paid informal work. They live in poor-quality housing and struggle to earn the minimum wage.<sup>17</sup>
  7. The Turkish economy experienced a high rate of growth (7.4 percent) during the first quarter of 2018, but this declined sharply to -3 percent in the final quarter of the year, leaving annual growth at only 2.6 percent.<sup>18</sup> The Turkish lira fell to record lows in August 2018 and annual inflation reached 19.71 percent<sup>19</sup> in March 2019, which eroded the purchasing power of Turkish citizens and refugees alike. Official government forecasts predict that annual inflation will be 15.9 percent by the end of 2019.<sup>20</sup> In January 2019, the unemployment rate was 14.7 percent (13.8 percent for men and 16.5 percent for women). The unemployment rate among young people was 26.7 percent.

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<sup>12</sup> Using the United Nations exchange rate of TRY/5.6786 per US dollar, valid in August 2019.

<sup>13</sup> A regulation governing work permits for Syrians under temporary protection was introduced in January 2016.

<sup>14</sup> In addition to 32,100 Syrians with residence permits.

<sup>15</sup> UNDP. 2018. *3RP Livelihoods and Employment Data Analysis*. [http://www.tr.undp.org/content/turkey/en/home/library/syria\\_programme/3rp-gecim-kaynaklar-ve-stihdam-verileri-analizi-raporu-.html](http://www.tr.undp.org/content/turkey/en/home/library/syria_programme/3rp-gecim-kaynaklar-ve-stihdam-verileri-analizi-raporu-.html). Data provided by the Government of Turkey. Sex and age disaggregation not available.

<sup>16</sup> Gender analysis conducted by WFP's Turkey country office in December 2018. (Not available online.). In regular ESSN focus group discussions, men and women participants reported that women had more responsibilities at home (childcare, cooking, cleaning, etc.) and that it was culturally less acceptable for them to work full-time outside the house. Consequently, services that increase women's employability, providing assistance with childcare and transportation, should be prioritized when women are referred to livelihood opportunities.

<sup>17</sup> WFP. *Refugees in Turkey: Comprehensive vulnerability monitoring exercise (round 3)*. Pending publication.

<sup>18</sup> Turkish Statistical Institute. 2018. Quarterly Gross Domestic Product, Quarter IV: October–December 2018. Available from <http://www.turkstat.gov.tr>.

<sup>19</sup> Turkish Statistical Institute. 2019. Consumer Price Index for March 2019. <http://www.turkstat.gov.tr>.

<sup>20</sup> Government of Turkey. 2019. *New Economy Program: Balance–discipline–transformation, 2019–2021*. <https://ms.hmb.gov.tr/uploads/sites/2/2019/01/Turkey-NEP-2019-21.pdf>.

8. The declining economic outlook presents mounting challenges for refugees. Poverty and economic vulnerability are the key concerns for refugees living outside camps. Among ESSN beneficiaries, poverty levels decreased significantly in 2018 compared with WFP's ESSN 2017 pre-assistance baseline<sup>21</sup> but, probably as a result of rising inflation, the use of negative coping strategies increased and debt levels grew,<sup>22</sup> with larger increases among households headed by women but all refugee households reporting more difficulty in meeting their basic needs.<sup>23</sup>
9. Poverty among refugees is linked to limited income-generating opportunities, and gender inequalities restrict income-generating opportunities for women. Most vulnerable ESSN beneficiary households have members with some capacity to work: 38 percent of households have high productive capacity and 46 percent have some productive capacity.<sup>24</sup> Most refugees rely on unskilled labour or irregular income sources, mainly in the informal sector. This is because of skill gaps, difficulties in obtaining accreditation for qualifications and experience, and the limited absorption capacity of the formal labour market. Most women earn less than men, and men older than 45 years find it harder to obtain jobs than younger men.<sup>25</sup>
10. While accommodation is free for refugees inside camps, rent and utilities account for more than half of all expenditure for refugees living outside camps,<sup>26</sup> who also have difficulty securing adequate housing without assistance because of their limited and irregular income.<sup>27</sup>
11. In camps, free on-site health services are provided by the Ministry of Health with support from the Directorate General of Migration Management, while registered refugees outside camps have access to the same national health care as Turkish nationals. The increasing demand for health services has put strain on existing infrastructure.
12. The Government provides free access to education for refugee children in and outside camps. Although enrolment is increasing, an estimated 40 percent of Syrian children in Turkey are still not enrolled in public schools.<sup>28</sup> While enrolment rates are almost equal between boys and girls, dropout rates are higher for boys, who leave school to work.<sup>29</sup>

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<sup>21</sup> WFP pre-assistance baseline, May 2017. (Not available online.)

<sup>22</sup> Between rounds 2 and 3 of panel post-distribution monitoring, the Livelihood Coping Strategy Index increased by 9 percent for households headed by men and by 14 percent for households headed by women. The index combines a weighted sum of 13 coping strategies, such as borrowing money, buying food on credit, spending savings, selling household assets and withdrawing children from school, to arrive at the index score.

<sup>23</sup> October 2018 ESSN focus group discussions on the impact of recent economic developments (not available online) revealed that wages were often not enough to compensate for the rising cost of living.

<sup>24</sup> WFP. 2018. *Emergency Social Safety Net Programme: Vulnerability Profiling 2018: Analysis Results*. Available from [https://vam.wfp.org/CountryPage\\_assessments.aspx?iso3=TUR](https://vam.wfp.org/CountryPage_assessments.aspx?iso3=TUR).

<sup>25</sup> Ibid.

<sup>26</sup> ESSN pre-assistance baseline, 2017. (Not available online.)

<sup>27</sup> International Organization for Migration. 2017. *Inter-agency shelter and WASH assessment report*. <https://reliefweb.int/sites/reliefweb.int/files/resources/InterAgencyShelterandWASHAssessmentReport.pdf>.

<sup>28</sup> United Nations Children's Fund (UNICEF). 2018. *Turkey Country Office: Humanitarian situation report 27*. [https://www.unicef.org/appeals/files/UNICEF\\_Turkey\\_Humanitarian\\_Situation\\_Report\\_Nov\\_2018.pdf](https://www.unicef.org/appeals/files/UNICEF_Turkey_Humanitarian_Situation_Report_Nov_2018.pdf).

<sup>29</sup> Government of Turkey. 2018. Ministry of National Education bulletin for December 2018 (in Turkish). [https://hbogm.meb.gov.tr/meb\\_iys\\_dosyalar/2018\\_12/03175027\\_03-12-2018\\_Ynternet\\_BYIteni.pdf](https://hbogm.meb.gov.tr/meb_iys_dosyalar/2018_12/03175027_03-12-2018_Ynternet_BYIteni.pdf).

## 1.2 Progress towards the Sustainable Development Goals

### Targets

13. Turkey achieved nearly all the Millennium Development Goals (MDGs), including MDG 1 on eradicating extreme poverty and hunger. By 2006, no one was living on less than USD 1.25 a day, and the food poverty ratio<sup>30</sup> had fallen to 0.48 percent by 2009. In 2015, the country committed to achieving the SDGs by 2030 and the United Nations country team is working with the Government to report jointly on progress towards the SDGs and to integrate the aims of the 2030 Agenda for Sustainable Development into Turkey's 11th national development plan.<sup>31</sup>
14. While Turkey is on track for achieving the SDGs, refugees in the country still require assistance through responses that comprehensively address their basic needs, drawing on the strengths of national systems and partnerships. This interim country strategic plan (ICSP) assists Turkey in achieving its SDG commitments.
15. WFP has been using a broad partnership approach to implementation, which has delivered improvements in all outcome indicators tracked for ESSN beneficiary households, including measures of poverty and food security. WFP conducts post-distribution monitoring; the survey conducted in the fourth quarter of 2018<sup>32</sup> showed that 49 percent of ESSN beneficiary households headed by men and 42 percent of those headed by women are poor and unable to meet their basic needs.<sup>33</sup> While these rates are still too high, they represent a significant improvement from those recorded in the pre-assistance baseline of May 2017, when an average of 79 percent of households were unable to meet their basic needs (78.7 percent of households headed by men, and 79.3 percent of those headed by women).
16. Scores on the Livelihood Coping Strategy Index<sup>34</sup> have improved by 30 percent for beneficiary households compared with the 2017 baseline, although the score for households headed by women has improved by only 23 percent compared with 31 percent for households headed by men. The average level of household accumulated debt has declined by 36 percent for households headed by women and by 32 percent for those headed by men. The proportion of ESSN beneficiaries with acceptable food consumption has increased by 6 percentage points for both types of household. However, only 81 percent of households headed by women had acceptable food consumption in the fourth quarter of 2018, compared with 84 percent of those headed by men, indicating that while improvements have been achieved at the same rate, a gap remains.<sup>35</sup>

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<sup>30</sup> Government of Turkey. 2016. *Report on Turkey's initial steps towards the implementation of the 2030 Agenda for Sustainable Development*. <https://sustainabledevelopment.un.org/content/documents/107102030%20Agenda%20Turkey%20Report.pdf>.

<sup>31</sup> The 11th national development plan was released in July 2019 and covers the period from 2019 to 2023: <http://www.sbb.gov.tr/wp-content/uploads/2019/07/On-Birinci-Kalkinma-Plani.pdf>, The English-language version will be released shortly.

<sup>32</sup> Emergency Social Safety Net (ESSN) post-distribution monitoring round 6, December 2018. (Not available online.)

<sup>33</sup> Per capita expenditure below the calculated minimum expenditure basket (270 TRY at the time of the baseline, and 337 TRY by post-distribution monitoring round 4).

<sup>34</sup> Thirteen coping strategies (such as borrowing money, buying food on credit, spending savings and selling household assets, withdrawing children from school) are combined into a weighted score to arrive at the Livelihoods Coping Strategy Index.

<sup>35</sup> Emergency Social Safety Net (ESSN) post-distribution monitoring round 6, December 2018. (Not available online.)

17. The post-distribution monitoring conducted in the first quarter of 2019 showed that food consumption levels were acceptable for 99 percent of in-camp refugees assisted by WFP and TRC – 98.5 percent of households headed by women and 99.1 percent of those headed by men. The improvement is partially driven by the Government’s closure of five tented camps where reported food consumption has historically been lower than average.

### **Key cross-sectoral linkages**

18. *Good health and well-being (SDG 3)*. While eligible for free health care, refugees face barriers when seeking access to health care, including language, cultural norms and socio-economic status, which affect access to preventive services, medication, medical devices and specialized services, including sexual and reproductive health services. One in five households supports a chronically ill person or a person with severe disabilities;<sup>36</sup> any unexpected medical cost could undermine the ability of these households to meet their basic needs. According to ESSN data, the proportion of beneficiary households reporting having reduced their health expenditure because of an inability to meet basic needs decreased from 44 percent in May 2017 to 21 percent by December 2018, demonstrating the cross-sectoral benefits of the assistance.<sup>37</sup>
19. *Quality education (SDG 4)*. Turkey hosts many school-age refugee children and young people, whose numbers increased from 976,200 in 2017 to 1,160,059 in 2019.<sup>38</sup> In camps, early and primary education is provided; outside the camps, secondary education is also provided. In February 2019, 648,592 Syrian children were enrolled in public schools. An estimated 400,000 Syrian children are not enrolled in school and face increased risk of harmful practices such as child labour and early marriage.<sup>39</sup> On average, 69 percent of children in ESSN beneficiary households regularly attend school (68 percent in households headed by men and 59 percent in those headed by women). This is an improvement from the 52 percent of May 2017 (51 percent in households headed by men and 52 percent in those headed by women), again demonstrating the cross-sectoral benefits of the assistance. Fifteen percent of households reported sending one or more children to work, usually boys.
20. *Gender equality (SDG 5)*. At the World Humanitarian Summit in 2016, Turkey committed to “take appropriate steps to strengthen the leadership role of women in temporary protection centres for Syrians in Turkey and among the displaced communities”.<sup>40</sup> Turkey has also committed to making the necessary legal arrangements to allow Syrian women and girls to benefit from education services, financial aid and legal work permits on an equal footing with men. WFP research and data indicate that Syrian refugee households headed by women are more vulnerable to poverty and food insecurity than those headed by men.<sup>41</sup> Illiteracy rates are higher in households headed by women (47 percent) than those headed by men (23 percent), which affects the access to employment, social services and safety nets of household members.<sup>42</sup> ESSN beneficiaries who participated in focus group discussions stated that adult men and women in the household make decisions together on how to spend ESSN assistance. Joint

<sup>36</sup> WFP. 2018. *Refugees in Turkey: Comprehensive vulnerability monitoring exercise, round 2*. <https://www1.wfp.org/publications/turkey-comprehensive-vulnerability-monitoring-exercise>.

<sup>37</sup> Emergency Social Safety Net (ESSN) post-distribution monitoring round 6, December 2018. (Not available online.)

<sup>38</sup> United Nations Children’s Fund (UNICEF). 2019. *Turkey country office: Humanitarian Situation Report*. <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%20-%20February%202019.pdf>.

<sup>39</sup> UNICEF. 2019. “Over 40 per cent of Syrian refugee children in Turkey missing out on education, despite massive increase in enrolment rates”. <https://www.unicef.org/press-releases/over-40-cent-syrian-refugee-children-turkey-missing-out-education-despite-massive>.

<sup>40</sup> Agenda for Humanity. Webpage on Turkey’s commitments. <https://www.agendaforhumanity.org/stakeholders/commitments/273>.

<sup>41</sup> WFP. *Refugees in Turkey: Comprehensive vulnerability monitoring exercise (round 3)*. Pending publication.

<sup>42</sup> Ibid.

decision making within households has not been affected by receiving ESSN assistance. Similarly, the ESSN has not aggravated tensions among family members.<sup>43</sup>

21. *Decent work and economic growth (SDG 8)*. A livelihoods survey<sup>44</sup> conducted by WFP and TRC found that 84 percent of refugees<sup>45</sup> are working in some way. However, only 3 percent of working refugees have work permits, leaving the rest in the informal sector, subject to irregular work and low wages. The two sectors that employ the most refugees are unskilled services (20 percent of those in employment) and textiles (19 percent). Off-camp refugees continue to rely on informal employment, which is unpredictable, seasonal and more accessible to men than women. In June 2018, a vulnerability profiling exercise found that with assistance 22 percent of ESSN beneficiaries could be more self-reliant. A further 26 percent were found to be vulnerable but in households with high productive capacity, indicating that these households could also be moved towards more livelihoods-oriented programming. The remaining 52 percent of refugees are vulnerable and have little or limited productive capacity within their households and are therefore likely to need continued unconditional assistance. The profiling will be updated to consider the particular requirements and interests of women and men refugees.
22. *Sustainable cities and communities (SDG 11)* and *Clean water and sanitation (SDG 6)*. Refugees living in camps are provided with shelter, but the limited and irregular income of off-camp refugees makes it difficult for them to obtain adequate housing and ensure security of tenure.<sup>46</sup> Without assistance, large numbers of off-camp refugee households are living in overcrowded or substandard shelters with inadequate sanitation and hygiene facilities.<sup>47</sup> ESSN beneficiaries dedicate a significant proportion of household expenditure to rent (20 percent) and utilities (8 percent).<sup>48</sup> In focus group discussions, women and men participants reported that ESSN assistance is dedicated almost entirely to rent and utilities; the ability to pay rent regularly gives refugees peace of mind and frees their own income for food and other basic needs.

### 1.3 Hunger gaps and challenges

23. Despite the scale, coverage and largely positive evaluations of the impact of the ESSN, gaps remain for refugees living in camps and among host communities. Recent reviews<sup>49</sup> note the following:
  - *Poverty*. Refugees in and outside camps require continued support from national authorities and the international community in order to meet their basic needs.<sup>50</sup> High inflation rates erode the purchasing power of refugee households, undermining their resilience to shocks. Increasing transfer values to maintain purchasing power has so far not been possible.
  - *Access to basic services*. Refugees continue to encounter practical obstacles including language barriers and socio-cultural norms when seeking access to goods and services

<sup>43</sup> Emergency Social Safety Net (ESSN) focus group discussions held in March 2018.

<sup>44</sup> WFP and TRC. Livelihoods survey. Data collection between June and November 2018. Report forthcoming.

<sup>45</sup> The survey found that men tend to be more active in searching for a job: 55 percent of men were seeking employment at the time of the survey versus 39 percent of women. The main reason preventing women from searching for a job is child-related obligations (55 percent) while inability to work is the main reason for men (71 percent).

<sup>46</sup> International Organization for Migration. 2017. *Inter-agency shelter and WASH assessment report*. <https://reliefweb.int/sites/reliefweb.int/files/resources/InterAgencyShelterandWASHAssessmentReport.pdf>.

<sup>47</sup> WFP. *Refugees in Turkey: Comprehensive vulnerability monitoring exercise (round 3)*. Pending publication.

<sup>48</sup> Emergency Social Safety Net (ESSN) post-distribution monitoring round 6, December 2018. (Not available online.)

<sup>49</sup> *Refugees in Turkey: Comprehensive vulnerability monitoring exercise (round 3)*; *3RP Country Chapter 2019/2020 Turkey*; ESSN pre-assistance baseline, 2017; *Report on Turkey's initial steps towards the implementation of the 2030 Agenda for Sustainable Development*; WFP Turkey country office gender analysis, December 2018. (Not available online.)

<sup>50</sup> UNDP and UNCHR. *3RP Country Chapter Turkey Regional Refugee and Resilience Plan 2019–2020 Turkey*. <https://reliefweb.int/sites/reliefweb.int/files/resources/68618.pdf>.



critical to their basic well-being. This is due to capacity challenges for public service providers in seeking to meet the linguistic and other requirements.

- *Vulnerability and barriers to self-reliance.* Gaps in the skills and competencies of refugees hinder their access to the labour market and limit their ability to emerge from poverty in the short term.<sup>51</sup> Barriers to access to employment opportunities, the limited absorption capacity of the labour market and the large scale of the ESSN restrict the proportion of beneficiaries who can move out of assistance programmes, particularly for women, who may face additional obstacles caused by negative gender norms that discourage them from working outside their homes.
- *Targeting.* While the ESSN's demographic targeting approach has facilitated transparency and resulted in a predictable caseload, the homogeneity of refugees and the scale of needs make targeting challenging and can lead to inclusion and exclusion errors.
- *Social cohesion.* Promoting social cohesion remains critical as more refugees enter the formal or informal labour market, creating perceptions of additional competition for employment opportunities that could increase social tension among communities.
- *System adaptation and linkages.* Pathways to improved employability and employment require enhanced and broader partnerships that can facilitate changes to national systems and programmes and create better linkages among stakeholders and across the humanitarian–development divide.
- *Gender inequalities.* Although sex and age-disaggregated data are available, more research<sup>52</sup> is needed in order to understand the day-to-day realities for refugee women, men, girls and boys and inform actions that could reduce gender inequalities and poverty.

## 1.4 Key country priorities

### Government

24. Turkey introduced the concept of sustainable development into its 10th national development plan (2014–2018),<sup>53</sup> in which sustainability based on a “human-centred development” approach was defined as one of the main goals. The national development plan is the guiding document for all macro-level national policies and priorities and there is a high level of coherence between it and the SDGs. Turkey has recently updated its long-term vision through preparation of the 11<sup>th</sup> national development plan.<sup>54</sup>
25. The Government has committed significant resources and capacity to responding to global development and humanitarian challenges, including the arrival of refugees, as demonstrated by the increased resources it allocates to official development assistance.<sup>55</sup> In 2016, Turkey hosted the World Humanitarian Summit, joined the Agenda for Humanity, and made commitments that include to “leave no one behind”, which underpin its determination to extend full access to education and vocational training to Syrians under temporary protection. The ESSN

<sup>51</sup> ESSN pre-assistance baseline, 2017.

<sup>52</sup> WFP Turkey country office gender analysis conducted in December 2018 recommends follow-up research to further examine gender dynamics, such as of people after they have left the camps, as well as other gender and disability issues.

<sup>53</sup> Available at <https://sustainabledevelopment.un.org/memberstates/turkey>

<sup>54</sup> Available at <http://www.sbb.gov.tr/kalkinma-planlari/>

<sup>55</sup> Government of Turkey. 2018. *Turkish Development Assistance Report 2017*. <http://www.tika.gov.tr/upload/2019/Turkish%20Development%20Assistance%20Report%202017/Kalkinma2017EngWeb.pdf>.

is itself an operational expression of Turkey's commitment to the goals that came out of the World Humanitarian Summit.<sup>56</sup>

26. In Turkey, government institutions provide sustainable multi-sectoral services to people under international and temporary protection, in line with its 2014 law on foreigners and the international protection temporary protection regulation.<sup>57</sup> The Regional Refugee and Resilience Plan 2019–2020 (3RP) is part of Turkey's strategy for Syrian refugees.<sup>58</sup> It contains a commitment to mainstreaming gender and stresses the need to boost national and local capacities to ensure the quality and sustainability of the response. The 3RP links humanitarian assistance to resilience building activities aimed at supporting refugees with higher productive capacity, particularly women and young people, enabling them to become more self-reliant in meeting basic needs.
27. As aid resources have grown, Turkey has developed a global outlook for its aid policies and programmes, demonstrating commitment to South–South cooperation and triangular partnerships. The United Nations Technology Bank for Least Developed Countries, hosted permanently by Turkey, addresses the development challenges of the world's poorest countries through science, technology and innovation. The bank's inauguration in 2018 marked the achievement of the first SDG target (Target 17.8) to be officially reached.<sup>59</sup>

### **United Nations and other partners**

28. Beyond the response to the refugee crisis, the United Nations system works with the Government to implement the United Nations development cooperation strategy for Turkey for 2016–2020. The strategy contains pillars dedicated to gender equality and women's empowerment, and migration and international protection.<sup>60</sup> WFP is also engaged in the development of the upcoming United Nations sustainable development cooperation framework (UNSDCF), which will start in 2021, strengthening collaboration and cooperation among United Nations agencies in Turkey.
29. In line with the 3RP, WFP, the Office of the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration, the World Health Organization, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Population Fund, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), and international and national non-governmental organizations (NGOs) are working with the Government to meet refugees' health, education, housing, livelihood and other needs and strengthen local capacities to provide services to refugee populations effectively, equitably and consistently throughout the country.
30. In Turkey, WFP's involvement in implementation of the ESSN has generated benefits for other humanitarian and development actors and programmes. The common platform facilitates complementarity and the use of existing government systems as opposed to creating parallel structures. For instance, UNICEF's Conditional Cash Transfer for Education programme complements the ESSN and builds on the same platform and accountability infrastructure to support school enrolment and attendance. Similarly, in 2019, UNDP, TRC and the Ministry of

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<sup>56</sup> Agenda for Humanity. Webpage on Turkey's commitments. <https://www.agendaforhumanity.org/stakeholders/commitments/273> and WFP. 2017. *The Emergency Social Safety Net and the Grand Bargain*. <https://docs.wfp.org/api/documents/WFP-0000021046/download/>.

<sup>57</sup> <https://en.goc.gov.tr/kurumlar/en.goc/Ingilizce-kanun/Law-on-Foreigners-and-International-Protection.pdf>, <https://en.goc.gov.tr/kurumlar/goc.gov.tr/files/temtemp.pdf>.

<sup>58</sup> Discussions are ongoing between the Government of Turkey and its partners regarding the future of the 3RP beyond the current 2019–2020 plan.

<sup>59</sup> SDG Target 17.8: Strengthen the science, technology and innovation capacity for least-developed countries. United Nations. 2018. "UN 'Tech Bank' opens in Turkey, to help poor nations 'leapfrog' development challenges". <https://news.un.org/en/story/2018/06/1011331>.

<sup>60</sup> UNDP. 2015. *United Nations development cooperation strategy Turkey 2016–2020*. [https://www.undp.org/content/dam/turkey/docs/UNDCS-Final-2016\\_-1.pdf](https://www.undp.org/content/dam/turkey/docs/UNDCS-Final-2016_-1.pdf).

National Education, using the ESSN platform, launched an adult training programme on the Turkish language for refugees.

## 2. Strategic implications for WFP

### 2.1 WFP's experience and lessons learned

31. WFP had logistics presence in Turkey before the Syrian crisis, procuring food for its global operations. In 2012, the partnership was extended to include joint operations with TRC and the Government, providing e-voucher transfers for in-camp refugees; the operations were expanded to refugees living outside camps in 2015. Launched in 2016, the ESSN provides a framework for learning, establishing best practices and pioneering the application of Turkey's humanitarian commitments.
32. The many lessons learned from WFP's experience in Turkey and the region, documented in the latest evaluations<sup>61</sup> and in analyses of WFP's regional response to the Syrian crisis,<sup>62</sup> guide the design and implementation of the ICSP.
33. WFP has worked closely with the Ministry of Family, Labour and Social Services and TRC to enable a massive scale-up of the ESSN. Through its experience with the ESSN, WFP has gained a deep understanding of Turkish refugee legislation, assistance systems, labour markets, the financial sector and local and community-level actors. WFP's engagement in Turkey complements the experience it has gained in other aspects of the Syria+5 crisis and ensures a continuous cycle of learning and the dissemination of good practices.
34. Implementation of the ESSN has supported operational arrangements including logistics support and training for social assistance solidarity foundations to facilitate refugee application processes; the establishment of processes for reconciling cash-based transfers (CBTs); the increasing effectiveness and efficiency of the joint WFP–TRC management cell, arising from the use of shared office premises and joint monitoring, which have enhanced collaboration on and accountability for joint deliverables; the elaboration of referral mechanisms linking refugees to protection actors and service providers; and the establishment of complaint and feedback mechanisms that reach diverse groups of refugees, safely and equitably.
35. The design and implementation of the ESSN is informed by global and local best practices, studies and consultations – particularly on cash programming<sup>63</sup> – and extensive consultations with beneficiaries and stakeholders carried out through focus group discussions, surveys and post-distribution monitoring.
36. WFP plays a leading role in humanitarian coordination within the 3RP framework. The ESSN task force, co-chaired by WFP and TRC, provides a forum for in-depth exchange of knowledge and learning. A lessons learned exercise held in 2018 indicated that the task force helps coordinate

<sup>61</sup> Implementation of the ICSP will also benefit from lessons and recommendations from the *Evaluation of the update of WFP's safety nets policy (2012)* (WFP/EB.A/2019/7-B). <https://docs.wfp.org/api/documents/WFP-0000104693/download/>

<sup>62</sup> WFP. 2018. *Evaluation of the WFP Regional Response to the Syrian Crisis (2015–2018)*. <https://www.wfp.org/content/evaluation-wfps-regional-response-syrian-crisis-2015-2017>. The design of the ICSP will also take into account the results of the forthcoming 2019 mid-term review of the ESSN.

<sup>63</sup> References include the following: WFP. 2016. *Cash/Food: A comparative analysis of the effectiveness of food assistance modalities in refugee settlements*. [https://reliefweb.int/sites/reliefweb.int/files/resources/1504001850.Cash%20or%20Food\\_vol3\\_fv%20%281%29.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/1504001850.Cash%20or%20Food_vol3_fv%20%281%29.pdf); Uekermann, F., Schuler, F. and Taki, M. 2017. "Is Cash Better than Food Vouchers for Syrian Refugees?" <https://docs.wfp.org/api/documents/WFP-0000068839/download/>; and Battistin, F. 2016. *Impact Evaluation of the Multipurpose Cash Assistance Programme*. <https://reliefweb.int/sites/reliefweb.int/files/resources/LCCImpactEvaluationforMCAFebruary2016FINAL.PDF>.

the assistance provided by other organizations to refugees who are not eligible for the ESSN and would be a useful model for replication in other settings.<sup>64</sup>

37. The WFP-commissioned mid-term evaluation of the ESSN<sup>65</sup> highlighted the programme's positive alignment with national policies and noted how it engages with national institutions and systems to provide assistance that helps refugees meet their basic needs. The evaluation noted that because of the urgency of designing and scaling up the ESSN, initially it was not designed to accommodate specific needs as the assistance it offered was relatively undifferentiated by age, gender or ability.
38. An analysis conducted by the WFP country office in line with WFP's Gender Policy for 2015-2020 found that while the consideration of gender issues is being mainstreamed into ESSN implementation, WFP needs to make more use of existing evidence, and conduct further research to better understand the gender dynamics and daily life of women, men, girls and boys living as refugees in Turkey. WFP will continue to work closely with the Ministry of Family, Labour and Social Services, which oversees the achievement of national gender targets, and will build links to and networks with other United Nations agencies,<sup>66</sup> civil society organizations and academic institutions as entry points for this work.<sup>67</sup>
39. A 2019 WFP study of gender and cash-based interventions<sup>68</sup> found that, when part of an integrated initiative, the use of cash has an empowering and transformative potential that in-kind transfers lack. WFP monitoring has shown that women play an important role in the utilization of cash and the ESSN has encouraged savings and promoted financial inclusion.

## 2.2 Opportunities for WFP

40. Taking account of experience and lessons learned, WFP will continue to work with the Government and partners during the ICSP period, pursuing strategic opportunities through the following actions:
  - leveraging the ICSP partnership to further strengthen national systems;
  - providing technical support to the Government in providing assistance to refugees in and outside camps through activities that support the acquisition and enhancement of skills and employability equitably for women and men;
  - pursuing greater collaboration and a broadened scope of partnerships with development-oriented entities in order to improve the employability of beneficiaries and open pathways to a successful transition from humanitarian assistance to self-reliance;
  - leveraging the abundant qualitative and quantitative data<sup>69</sup> generated from WFP programmes in order to enhance evidence-based programme design, including beneficiary profiling work, complementary targeting mechanisms and programme initiatives tailored to specific types of vulnerability;

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<sup>64</sup> Global Food Security Cluster. 2019. *Lessons Learned Exercise: Emergency Social Safety Net (ESSN)*, November 2018. <https://fscluster.org/turkey/document/turkey-lessons-learned-exercise>.

<sup>65</sup> WFP, Oxford Policy Management and Development Analytics. 2018. *Evaluation of the DG ECHO funded Emergency Social Safety Net (ESSN) in Turkey*. <https://docs.wfp.org/api/documents/WFP-0000100401/download/>.

<sup>66</sup> UN-Women. 2018. *Needs Assessment of Syrian Women and Girls Under Temporary Protection Status in Turkey*. <http://eca.unwomen.org/en/digital-library/publications/2018/08/needs-assessment-of-syrian-women-and-girls-under-temporary-protection-status-in-turkey>.

<sup>67</sup> Gender analysis conducted by WFP Turkey country office in December 2018. (Not available online.)

<sup>68</sup> WFP. 2019. *The potential of cash-based interventions to promote gender equality and women's empowerment*. <https://reliefweb.int/report/world/potential-cash-based-interventions-promote-gender-equality-and-women-s-empowerment>.

<sup>69</sup> This includes using findings from WFP. 2019. *The potential of cash-based interventions to promote gender equality and women's empowerment*. <https://reliefweb.int/report/world/potential-cash-based-interventions-promote-gender-equality-and-women-s-empowerment>.

- supporting progress towards gender equality by investing in research, programme initiatives and outreach to refugees of all genders and ages and with all kinds of vulnerability;
- supporting the mainstreaming of protection considerations and accountability to affected populations in programme implementation;
- promoting social cohesion and supporting refugees in contributing to the Turkish economy through consumption;
- ensuring WFP's preparedness to assist the voluntary return of refugees to their places of origin – in accordance with humanitarian principles – if, where and when required, based on beneficiaries' needs and considering regional dynamics, potential risks and implications; and
- engaging with the Government in support of its commitment to South–South and triangular cooperation and with the SDG Impact Accelerator for the exchange of knowledge and technical expertise in social protection and safety net systems and their adaptability to humanitarian crises.

### **2.3 Strategic changes**

41. This ICSP outlines WFP's role in Turkey as a valued partner, supporting national responses that comprehensively address the basic needs of vulnerable people, particularly refugees. Through this ICSP, WFP will support the implementation of the ESSN in the first quarter of 2020, providing technical support to the Government and partners to ensure a smooth and uninterrupted handover at this time. To support refugees in and outside camps, WFP will continue to work with national stakeholders, exchanging expertise and learning in humanitarian programme design and sharing its global experience in implementation in order to strengthen national systems, support effective coordination and draw lessons that contribute to the continuous improvement of programme delivery.
42. WFP will continue to support vulnerable refugee women, men, boys and girls in meeting their basic needs in partnership with the Government and other national stakeholders, while introducing the following strategic changes:
  - stronger and expanded livelihood programmes that facilitate the transition of beneficiaries from humanitarian assistance to self-reliance;
  - support for government and civil society partners to foster training, skills acquisition and enhanced employability for women and men refugees equitably; and
  - facilitation of the sharing of knowledge of and expertise in social protection and safety nets, including those related to the refugee response, between the Government of Turkey and other countries.

## **3. WFP strategic orientation**

### **3.1 Direction, focus and intended impacts**

43. Under this ICSP and its single strategic outcome related to resilience building, WFP will support Turkey and its partners in ensuring that all refugees have access to basic needs assistance and that refugees and vulnerable populations affected by the prolonged presence of refugees have equitable access to labour market opportunities.
44. This entails a shift in WFP's strategic direction and focus in Turkey, building on the success of the robust partnerships established through the ESSN and in-camp programmes. To address the immediate needs of the most vulnerable refugees, WFP and partners will continue to provide unconditional CBTs in and outside camps while assistance outside camps through ESSN will be handed over in 2020. Priority will be given to the establishment of pathways to self-reliance for refugees through better access to the labour market. WFP will also prioritize capacity

- strengthening and knowledge sharing among national partners while exploring opportunities to promote proven collaboration approaches outside Turkey through South–South cooperation.
45. Aligning with the 3RP and the UNHCR/WFP joint self-reliance strategy in protracted refugee situations,<sup>70</sup> WFP will leverage existing partnerships with the Government and TRC and seek to forge new ones, especially with national employment institutions and organizations.
  46. The ICSP consists of five complementary activities, all linked to SDG 17 and the associated themes of shared learning, capacity strengthening and sustainability. The complementarity of these activities is critical to WFP's partnership with the Government and its accountability to beneficiaries. WFP's work towards SDG 17 will contribute especially to the acceleration of progress towards SDGs 1 and 2, providing more holistically for people's basic needs such as food, shelter and access to services.
  47. The partnerships-centred approach will be at the core of operational and long-term capacity strengthening and knowledge sharing with national partners (activity 1), including the progressive handover of operation of the ESSN. Assistance to refugees through the ESSN (activity 2) and in-camp programmes (activity 3) will ensure that the immediate and continuing basic needs of the most vulnerable refugees are met. The shift in focus to livelihoods and linkages to labour market opportunities (activity 4) will seek to provide skills and employment opportunities for refugees with productive capacities, which may also serve the refugees in the long term when they return to their places of origin. Building on the strong collaboration and iterative joint learning with the Government that has been facilitated by ESSN implementation, WFP will also support the Government in exploring global knowledge sharing through the facilitation of South–South and triangular cooperation (activity 5).
  48. WFP will continue to mainstream gender and protection considerations in all its operations to ensure that affected populations can obtain assistance safely, with dignity and without discrimination; to increase access for excluded, highly vulnerable refugees; and to prevent and minimize any unintended negative effects of WFP assistance. This includes adopting a conflict-sensitive approach that is in line with the Government's priorities and that seeks to mitigate the impact of assistance on social cohesion within refugee communities and between refugee and host communities. Protection risks related to the assistance programmes will continue to be assessed and addressed directly, and broader protection issues detected through monitoring and evaluation will be shared with protection actors in the field in order to reduce the vulnerability of people with specific needs.
  49. Assistance modalities will be selected with a view to promoting the dignity, autonomy and choice of beneficiaries. Refugees with needs that cannot be directly addressed through WFP assistance will be referred to relevant government and non-governmental service providers. These will include refugees who face barriers in seeking access to health, education or legal services; those with issues related to refugee protection (registration, detention, refoulement or family unification), sexual and gender-based violence, child protection or community cohesion; and vulnerable people, including persons with disabilities, elderly people, new arrivals and others not eligible for WFP assistance. This approach is in line with the priority areas on protection and accountability to affected populations identified in the centralized evaluation of WFP's regional response to the Syrian crisis (2015–2017).<sup>71</sup>

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<sup>70</sup> WFP and UNHCR. *Joint Strategy: Enhancing Self-Reliance in Food Security and Nutrition in Protracted Refugee Situations*. <https://docs.wfp.org/api/documents/WFP-0000009706/download/>. This strategy builds on WFP. 2015. *Policy on building resilience for food security and nutrition*. WFP/EB.A/2015/5-C. [https://documents.wfp.org/stellent/groups/public/documents/eb/wfpdoc063833.pdf?\\_ga=2.127817357.1418864596.1532501498-979791925.15185140555](https://documents.wfp.org/stellent/groups/public/documents/eb/wfpdoc063833.pdf?_ga=2.127817357.1418864596.1532501498-979791925.15185140555).

<sup>71</sup> WFP. 2018. *Evaluation of the WFP Regional Response to the Syrian Crisis (2015–2018)*. <https://www.wfp.org/content/evaluation-wfps-regional-response-syrian-crisis-2015-2017>.

50. WFP will continue to engage in the Government's strategy for the camps and to coordinate with government and humanitarian actors in order to build synergies with other assistance programmes.
51. Depending on how the situation in the Syrian Arab Republic and the region evolves, WFP's country office in Turkey may work with WFP operations in the Syrian Arab Republic on joint preparedness activities and support for the return of refugees, in accordance with plans developed with the Government of Turkey and other United Nations agencies through inter-agency mechanisms and platforms. Spontaneous returns by refugees are currently limited and small in scale.<sup>72</sup>

### **3.2 Strategic outcome, focus area, expected outputs and key activities**

#### ***Strategic outcome 1: Enhance partnerships to support refugees and vulnerable populations, affected by prolonged refugee presence in Turkey to equitably access basic needs assistance and labour market opportunities***

52. To contribute to the achievement of WFP Strategic Result 8, this strategic outcome has the aim of enhancing government efforts and systems to provide a gender-responsive social safety net for vulnerable refugees throughout Turkey, addressing their basic needs, including shelter, food, health services and education. It will also enhance partnerships in order to provide equitable access to labour market opportunities for vulnerable people who are affected by the prolonged presence of refugees in Turkey. In addition, it seeks to support the Government of Turkey in leveraging its model refugee response and extensive experience with social protection through global knowledge sharing and the facilitation of South-South dialogue and triangular cooperation.

#### ***Focus area***

53. This strategic outcome has a twofold focus on resilience: first, the outcome represents an investment in the resilience of the national safety net and its preparedness for future emergencies; second, it deploys multi-purpose cash assistance to strengthen the resilience of refugees in conditions of protracted displacement and establishes pathways to equitable access to livelihood opportunities for refugees.

#### ***Expected outputs***

54. The outcome will be achieved through the following five outputs:
- Refugees benefit from enhanced partnerships that identify and target vulnerable populations in an accountable manner in order to deliver basic needs assistance.
  - 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.
  - Refugees in camps benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for food assistance through cash-based transfers.
  - Refugees and populations affected by prolonged refugee presence in Turkey benefit from improved institutional capacities to implement policies, strategies, plans and programmes in order to receive marketable skills development and livelihood support through cash-based transfers.
  - Vulnerable populations in other countries benefit from global knowledge sharing to build enhanced systems during humanitarian emergencies enabled by the exchange of knowledge, experiences and technology with Turkey.

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<sup>72</sup> During the comprehensive monitoring exercise round 3 (report forthcoming), only 4.5 percent of Syrian refugees expressed willingness to return.

### **Key activities**

*Activity 1: Strengthen partnerships with national institutions and partners to improve programme implementation.*

55. In this activity, WFP will continue to strengthen partnerships through knowledge sharing with national partners at the institutional, operational and technical levels with the aim of enhancing capacities for effective, efficient and equitable programme implementation and securing long term benefits for Turkish systems and institutions.
56. At the institutional level, WFP will work with the Ministry of Family, Labour and Social Services and other partners to enhance the central systems and processes that support vulnerable populations in need of assistance in Turkey.
57. The activity will build on WFP's experience in implementing the ESSN, in close alignment with the Turkish social protection system.
58. WFP will continue to prioritize technical on-the-job training, coaching and knowledge transfer to TRC staff through the joint management cell structure, whereby the core programme teams of WFP and TRC staff share a joint office. Further support to TRC will be provided through a dedicated activity when the ESSN programme has ended, enabling TRC to institutionalize its cash programmes so that, eventually, it can use what it has learned to support its activities elsewhere.

*Activity 2: Provide technical support to Government and partners in assisting refugees living in Turkish communities.*

59. In this activity, WFP will work with partners for the first quarter of 2020 to ensure the smooth and timely transfer of multi-purpose cash-based assistance for meeting the basic needs of vulnerable Syrian and non-Syrian refugees living in Turkish host communities, while facilitating a smooth handover of ESSN implementation. Up to 1.83 million refugees across Turkey, regardless of their origins, will receive assistance through the ESSN. Humanitarian assistance is delivered through Turkish social protection systems, resulting in increased efficiency, national ownership and social cohesion.
60. WFP will continue to support its national partners in developing and maintaining systems and documenting processes for managing the enrolment and verification of beneficiaries, for transfer management and reconciliation and for gender-responsive monitoring and coordination.
61. WFP and TRC will continue to support partners in deploying tools<sup>73</sup> for informing refugee populations throughout Turkey of the ESSN programme (including eligibility criteria and entitlements), ensuring that all applicants have direct access to information on their eligibility status and to programme updates. This will be done using an inclusive participatory approach and ensuring that robust and accessible gender-responsive complaints and feedback mechanisms are in place.<sup>74</sup>
62. Data from all complaint and feedback mechanisms and beneficiary consultations will continue to be regularly analysed and used to inform programme design and review processes. In accordance with recommendations from the ESSN decentralized evaluation, disaggregated data will also be used to inform needs and capacity assessments, reflecting WFP's commitment to ensuring the participation of affected populations in all phases of programme design. WFP will also engage

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<sup>73</sup> Tools used include a call centre staffed by 23 operators speaking six languages, who have already responded to 1,188,721 calls from affected people (of the 3,091,157 calls received), a Facebook page with 78,758 followers and 137,936 visits to the ESSN website (available in Arabic, Farsi, Turkish and English), a system that uses SMS for all post application communications and face-to-face focus group discussions.

<sup>74</sup> WFP focus group discussions conducted in November 2018 focused on accountability to affected populations. Most participants stated that ESSN communication channels were easily accessible, especially as most refugee households had smartphones with data packages. Most participants were also aware that they could make complaints and provide feedback to ESSN stakeholders about the programme. WFP will conduct a survey on accountability to affected populations in 2019 to inform measures for enhancing access for persons with disabilities to sensitization materials and complaints and feedback mechanisms.



partners in the delivery of evidence-based programme adjustments that cater for people with specific vulnerabilities, including severe disabilities.

63. WFP and TRC will continue their joint strategy for greater outreach to support for and referrals of refugees who face challenges with access to the ESSN, including as a result of disability, gender inequalities, age-related barriers, official registration issues, residence in remote locations or illiteracy. The ESSN also serves as a platform for referring refugees with needs that fall beyond the scope of the programme – including protection needs – to relevant service providers.

*Activity 3: Provide technical support to Government and partners in assisting refugees living in camps in Turkey.*

64. In this activity, WFP will continue working with partners to ensure smooth and timely transfers of assistance to 80,000 refugees living in camps in south-east Turkey.
65. Since the second half of 2018, the Directorate General of Migration Management has closed some camps and downsized others, which has resulted in some refugees moving to other camps and some moving to urban areas. WFP is engaging with the Government regarding its strategy and will coordinate with TRC and the Directorate General of Migration Management in exploring opportunities for optimizing the system for delivering assistance in the camps that remain open. A feasibility study was conducted in the first quarter of 2019 considering the needs and concerns of camp populations and ensuring respect for diversity, including that related to gender, age and disability status. The study involved focus group discussions with men and women camp residents and analysis of the operational considerations. Based on the study findings and consultations with stakeholders and donors, an upgraded card system that can be used at point-of-sale machines and provides cash wallet capabilities was introduced in three camps in August 2019. The card system in all WFP-supported camps will be gradually upgraded so that all beneficiaries living in camps can benefit from the enhanced system.
66. WFP assistance will increase from TRY 50 per beneficiary to TRY 100 per beneficiary in the eight camps supported by WFP as of August 2019<sup>75</sup> while the Directorate General of Migration Management will continue covering expenses related to shelter, utilities, education and health.
67. WFP will continue to engage with the Government on its plans and coordinate with key stakeholders including TRC and the Directorate General of Migration Management in improving systems and building synergies between the WFP programme in camps and the ESSN.

*Activity 4: Provide technical support to Government and partners in assisting refugees and vulnerable populations to equitably access labour market opportunities.*

68. This activity addresses the gap between the number of people in need of livelihood support and the opportunities available in the labour market in Turkey. This imbalance between supply and demand affects both the Turkish population and refugees. Combined with the protracted Syrian crisis, it has led the Government and donors to seek more sustainable solutions and to prioritize work on enhancing refugees' self-reliance. Turkish citizens and refugees require marketable skills in order to obtain access to opportunities in the labour market.
69. In response, WFP and partners will work to build human capital through an inclusive participatory approach that promotes social cohesion, enhancing the self-reliance of women and men beneficiaries equitably. This approach is in line with the 3RP,<sup>76</sup> the UNHCR/WFP joint self-reliance

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<sup>75</sup> The number of camps covered by WFP is likely to change as the Government is planning to decongest the camps, which may result in closure of some.

<sup>76</sup> Regional Refugee & Resilience Plan 2018-2019: Turkey. <https://data2.unhcr.org/en/documents/download/63168>.

strategy in protracted refugee situations<sup>77</sup> and WFP's discussion paper on building human capital.<sup>78</sup>

70. Through this work, WFP and its partners will target 5,100 refugees and vulnerable people for skills development activities (vocational and on-the-job training), short-term employment (mainly public works projects) and employment services in order to enhance their employability in locations with large numbers of refugees and identified labour market opportunities.<sup>79</sup> Programme activities will be designed with a view to matching the specific needs and interests of women and men with gaps in the labour market in order to build skills that are sustainable, transferable and marketable to the private sector. Participatory age and gender analyses will be conducted with partners prior to implementation; these will inform targeting to ensure that women and men benefit equitably.
71. Multi-purpose cash transfers will be provided conditional on participation in activities. Transfers will help reduce the opportunity costs of participation – including those related to care responsibilities, income generation and household activities – thereby increasing the likelihood that participants, particularly women, join and complete the programmes. The transfer value and the delivery mechanism will comply with government regulations in order to contribute to social cohesion and financial inclusion within the communities.

*Activity 5: Support Turkey to exchange knowledge, experience and technology with other countries through facilitation of South–South and triangular cooperation.*

72. In this activity, WFP will work with the Government to explore how the exchange of technical expertise in social welfare systems, gender and shock-responsive social protection and Turkey's ability to adapt to humanitarian crises can benefit the programmes of the global humanitarian and development community. WFP will also continue to support the Government in its contribution to the SDG National Digital ID Innovation Challenge.
73. The Government's national and international policy initiatives, its effective partnerships and its openness to innovation have provided the foundations for the world's largest cash-based humanitarian assistance programme.<sup>80</sup>
74. Over the past decade, the Government has significantly increased its international assistance, alongside its expanding geopolitical role in the world. As its aid resources have grown,<sup>81</sup> Turkey has developed a global outlook for its aid policies and programmes, demonstrating full commitment to South–South cooperation and triangular partnerships. As well as hosting the World Humanitarian Summit in 2016, which affirmed its humanitarian commitment, in 2017 Turkey hosted the Global South–South Development Expo on the theme of economic, social and environmental transformation.
75. WFP will draw on its successful experiences in facilitating South–South and triangular cooperation, including partnerships with countries such as Brazil and China, while leveraging its global presence and national relationships. Institutional exchanges would strengthen the partnerships and the sharing of expertise that have been at the core of the ESSN

<sup>77</sup> WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR). *Joint Strategy: Enhancing Self-Reliance in Food Security and Nutrition in Protracted Refugee Situations*. <https://docs.wfp.org/api/documents/WFP-000009706/download/>.

<sup>78</sup> *Building Human Capital Development through FFT: WFP's Potential Role and Opportunities*. Discussion paper commissioned by WFP headquarters. (Not yet available online.)

<sup>79</sup> Ministry of Family, Labour and Social Services. 2018. *Labour Market Survey Report*. <https://media.iskur.gov.tr/22554/2018-yili-turkiye-geneli-ipa-raporu.pdf>.

<sup>80</sup> World Bank and WFP. 2019. *Vulnerability and Protection of Refugees in Turkey: Findings from the rollout of the largest humanitarian cash assistance program in the world*. <https://openknowledge.worldbank.org/handle/10986/31813>.

<sup>81</sup> Government of Turkey. 2018. *Turkish Development Assistance Report 2017*. <http://www.tika.gov.tr/upload/2019/Turkish%20Development%20Assistance%20Report%202017/Kalkinma2017EngWeb.pdf>. Turkey's official development assistance increased from USD 3.9 billion in 2015 to USD 8.2 billion in 2017 and Turkey has committed to reaching USD 10 billion by 2020.

since its initial design, while providing visibility to Turkey as a provider of knowledge, expertise and assistance to other developing countries.

76. WFP will support the Government in mapping and documenting all processes established as part of the refugee crisis response in order to generate an information and knowledge management system and, where possible, standard operating procedures that facilitate knowledge sharing with other countries.
77. WFP has been supporting the Government of Turkey in its contribution to the SDG National Digital ID Innovation Challenge since 2019, co-authoring the problem statement, advising on the process and linking interested organizations with the reality that refugees and other stakeholders face on the ground. This process will continue in 2020 until it is complete. The support provided by WFP involves working with the organizations selected to continue the development of the digital ID platform and ensuring strong linkages between these organizations and relevant stakeholders, including refugees, to make sure that the platform meets stakeholders' expectations.

### **3.3 Transition and exit strategies**

78. As previously noted, WFP will hand over implementation of the ESSN at the end of the first quarter of 2020. Until then, it will continue to ensure effective implementation of the programme while directing efforts beyond the ESSN to support refugees in camps and ensure that beneficiaries have equitable access to sustainable livelihood programming. This is in line with government priorities and FRiT objectives to support refugees in becoming self-reliant, meeting their basic needs and contributing to local communities and the economy pending a lasting solution to the crisis.
79. WFP will continue to invest in learning to capture the knowledge, best practices and lessons learned from participation in the provision of multi-purpose cash assistance linked to national social safety net programming. Learning activities will include the ongoing partnership with the World Bank on measuring the impact of the ESSN on beneficiary households; complementary partnerships with academia to delve into sector-specific issues, such as in health and education; and the documentation of processes and lessons. Consideration of gender and age will be integrated throughout. These activities will ensure that learning can inform the evolution of the programme and is available to the broader humanitarian community.

## 4. Implementation arrangements

### 4.1 Beneficiary analysis

<b>Strategic outcome</b>	<b>Activity</b>	<b>Girls</b>	<b>Boys</b>	<b>Women</b>	<b>Men</b>	<b>Total</b>
Strategic outcome 1: Enhance partnerships to support refugees and vulnerable populations, affected by prolonged refugee presence in Turkey to equitably access basic needs assistance and labour market opportunities	1: Strengthen partnerships with national institutions and partners to improve programme implementation	N/A	N/A	N/A	N/A	<b>N/A</b>
	2: Provide technical support to Government and partners in assisting refugees living in Turkish communities	535 311	571 851	396 459	323 379	<b>1 827 000</b>
	3: Provide technical support to Government and partners in assisting refugees living in camps in Turkey	23 440	25 040	17 360	14 160	<b>80 000</b>
	4: Provide technical support to Government and partners in assisting refugees and vulnerable populations to equitably access labour market opportunities	8 697	9 290	6 441	5 254	<b>29 682</b>
	5: Support Turkey to exchange knowledge, experience and technology with other countries through the facilitation of South-South and triangular cooperation	N/A	N/A	N/A	N/A	<b>N/A</b>
<b>Total (with overlap)</b>		<b>567 448</b>	<b>606 181</b>	<b>420 260</b>	<b>342 793</b>	<b>1 936 682</b>
<b>Total (without overlap)</b>		<b>565 274</b>	<b>603 858</b>	<b>418 650</b>	<b>341 479</b>	<b>1 929 261</b>

80. Over the two-year period of the ICSP, WFP expects to reach almost 2 million direct beneficiaries (51 percent women and girls; 49 percent men and boys).

- *Activity 1.* WFP does not plan to reach beneficiaries directly with this activity; however, refugees will benefit from enhanced partnerships that will enable national partners to target vulnerable populations in an accountable and equitable manner while delivering basic needs assistance.
- *Activity 2.* The ESSN currently serves more than 1.6 million beneficiaries and is projected to reach nearly 1.83 million refugees by 2020, if targeting criteria remain unchanged. While

there will be a limited number of new applications to the ESSN, the growth will result mainly from demographic factors such as births and adults reaching retirement age. Demographic targeting criteria based on household composition, gender, age and disability serve as proxy indicators for socio-economic vulnerability. The ESSN is working to reduce exclusion errors<sup>82</sup> (of extremely poor households that are deemed ineligible) and inclusion errors (of eligible households that are less vulnerable). Refugees are informed by SMS regarding their eligibility, their entitlement and access to complaint and feedback mechanisms. They can also check this information through the call centre.

- *Activity 3.* In partnership with the Government and TRC, WFP assistance for refugees in camps in south-east Turkey is expected to be extended to approximately 80,000 people, contingent on the Government's evolving plans for the in-camp programme. The assistance will complement the range of transfers and services provided by the Government and other partners to fulfil the basic needs of camp residents.
- *Activity 4.* The support provided to partners will have the aim of facilitating access to skills development training, temporary job opportunities and employment support services for 5,100 participants (with an estimated 29,682 beneficiaries) in locations with large numbers of refugees and identified labour opportunities. Taking into account the reality of the labour market, 50 percent of participants will be women and young people; including referrals from the Government and NGO partners.
- *Activity 5.* This activity does not reach beneficiaries directly; however, vulnerable populations will benefit from enhanced national systems that have been improved through knowledge-sharing partnership with the Government of Turkey and as a result of the development of the digital ID platform.

## 4.2 Transfers

### *Food and cash-based transfers*

	Strategic outcome 1						
	Activity 2			Activity 3	Activity 4		
<b>Beneficiary type</b>	Off-camp refugees – monthly assistance	Off-camp refugee households – quarterly top-up	Off-camp refugees – monthly top-up for persons with disabilities	In-camp refugees	Refugees monthly training stipend	Refugees – monthly work stipend	Refugees – on-the-job training stipend
Cash-based transfers*	0.70	Average of 3.52	3.52	0.58	0.76	2.64**	2.64 day**
Number of feeding days	360	360	360	360	120	180	180

WFP will not be reaching any direct beneficiaries through activities 1 and 5.

\* Using the United Nations exchange rate valid in May 2019 of TRY 5.9464/USD.

\*\* Based on the Turkish net monthly minimum wage of TRY 2,559.

<sup>82</sup> A discretionary allowance is provided to social assistance solidarity foundations in each district, permitting social workers, through household visits, to identify and include extremely poor non-beneficiary households that do not meet the demographic criteria.

<b>TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
	<b>Total (mt)</b>	<b>Total (USD)</b>
Food		–
CBTs		183 718 159
<b>Total (food and cash-based transfers)</b>		<b>183 718 159</b>

81. Under activity 2, refugees will receive monthly cash assistance for the first quarter of 2020 with one quarterly top-up. This assistance has the aim of contributing to covering the basic needs that households are unable to cover themselves, as estimated using the minimum expenditure basket.<sup>83</sup> Refugees in host communities who are beneficiaries of the ESSN will receive TRY 120 per month per person. One additional quarterly top-up per household of TRY 600 for households of one to four people, TRY 300 for households of five to eight people and TRY 100 for households of nine or more people will also be provided to cover seasonal expenses. The top-up is provided according to household size rather than for each individual because needs and expenditure do not increase proportionally to the size of the household; the quarterly top-up also has the aim of equalizing the assistance amount for smaller families, who receive smaller amounts of monthly ESSN assistance, by providing them with a larger transfer.
82. The top-up values are the result of advocacy and negotiations which resulted in the establishment of a transfer value working group involving all major programme stakeholders, including WFP. The group considered ways of maintaining refugees' purchasing power by adjusting transfer values for either monthly transfers or quarterly top-ups, which resulted increases in the value of quarterly top-ups averaging TRY 35 per beneficiary.
83. While ESSN beneficiaries may include households with one or more members with disabilities, persons with severe disabilities are eligible for an additional monthly top-up of TRY 600 to cover expenses related to full-time care and to compensate for their limited income opportunities.
84. Beneficiaries use their cards to withdraw cash from ATMs or through any point-of-sale machine. Over 400,000 ESSN beneficiaries also receive a conditional cash transfer for education from UNICEF and TRC, using the same card as the ESSN.
85. Through activity 3, refugees residing in camps will receive TRY 100 per month to cover their basic needs including food. The transfer amount is slightly lower than that of the ESSN as refugees in camps receive a number of free services, including shelter, that reduce their cost of living. WFP, in consultation with stakeholders, will introduce an upgraded card system in camps whereby e-voucher assistance will provide beneficiaries with both point-of-sale and cash wallet capabilities. WFP is also advocating for measures that protect the purchasing power of refugees living in camps.
86. Through activity 4, the transfer value of TRY 750 for each participant of skills development training was calculated based on findings from the pilot implementation of the activity under the transitional ICSP. While some ESSN beneficiaries will also benefit from the training, it is expected that their attendance at training events will result in lost income for their households. Therefore, the additional transfer will compensate for any opportunity cost related to participation. The transfer value for public works projects and on-the-job training is TRY 3,308 per participant, equal to the estimated gross minimum wage in Turkey in 2020 and 2021. Participants will receive TRY 2,613 (equal to the anticipated net minimum wage) directly, while the remainder will cover

<sup>83</sup> To calculate the minimum expenditure basket for refugees in Turkey, WFP relies on secondary data from the Turkish Statistical Institute. These include data on all basic food and non-food items, rent, utilities, winter costs and services such as transport, education and health. In March 2019, the basket cost TRY 333 per person per month. It is assumed that the poorest households can cover TRY 142 through their own income sources, which leaves TRY 191/USD 34.3 in unmet needs. When the average quarterly top-up is factored into the monthly assistance, approximately TRY 133 is provided, which leaves a gap of TRY 58 per person per month.

the employee's part of the social security payments and be paid directly to the respective government institutions.

87. The choice of modality is informed by evidence related to CBT programming in Turkey and the region,<sup>84</sup> including consultations with beneficiaries themselves. In focus group discussions, beneficiaries living in and outside camps, comprising women and men of different ages, have consistently reported that they value the freedom of choice that cash-based modalities provide; that they are able to gain financial literacy by engaging with cash-based modalities; that decision making regarding use of the cash does not introduce disharmony into the majority of households; and that they prefer CBTs to in-kind food assistance.
88. As beneficiaries can redeem their ESSN entitlements at any time through any ATM or point-of-sale machine, they can choose to do so discreetly in safe locations; redemption of assistance in camps takes place in public places where appropriate security measures are in place.

### **Capacity strengthening including South–South cooperation**

89. The strategy, design and implementation of this ICSP are each underpinned by capacity strengthening considerations. All activities fit within national frameworks, are aligned with national programmes and are delivered through national structures jointly with the Government and national non-governmental stakeholders. Knowledge sharing at the institutional, operational and technical levels will enhance implementation capacity with long-term benefits for Turkish systems and institutions.
90. Building on its current presence and relationships and as set out under activity 5 of this ICSP, WFP will engage with the Government in supporting knowledge sharing and the exchange of technical expertise through South–South and triangular cooperation for the benefit of the global humanitarian and development community and to support other countries in achieving SDGs.

### **4.3 Supply chain**

91. Implementation of this ICSP does not present any significant supply chain challenges. There are no direct beneficiaries and thus no supply chain aspects under activities 1 and 5. Under activity 2, off-camp beneficiaries will continue to receive CBTs using the established ESSN platform through a financial service provider, in coordination with TRC until such time as the project is handed over. Under activity 3, in-camp beneficiaries will continue to receive e-vouchers through a financial service provider, which are redeemed at shops contracted by the Government and set up within the camps, pending any changes the partners may decide to implement. Under activity 4, beneficiaries will be assisted with CBTs through a financial service provider, with the established ESSN platform as one possible option.
92. In WFP's experience, Turkey's local economy and markets are sufficiently robust to meet the supply demands and absorb large injections of cash; furthermore, CBT operations in Turkey and the wider region have been shown to exert a positive effect on the local economy, generating positive perceptions of the assistance among host communities.<sup>85</sup>

### **4.4 Country office capacity and profile**

93. The size of the WFP country office in Turkey has remained stable over the period of the transitional ICSP (2018–2019). Many positions are now filled by national staff, reducing the use of international consultants to a minimum. At the time of writing, 49 percent of employees were women, and women were overrepresented in senior positions, especially among national employees.

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<sup>84</sup> The Boston Consulting Group. 2017. *Food – restricted voucher or unrestricted cash? How to best support Syrian refugees in Jordan and Lebanon?* <https://documents.wfp.org/stellent/groups/public/documents/communications/wfp291346.pdf>.

<sup>85</sup> The Boston Consulting Group. 2017. *Food – restricted voucher or unrestricted cash? How to best support Syrian refugees in Jordan and Lebanon?* <https://documents.wfp.org/stellent/groups/public/documents/communications/wfp291346.pdf>.

94. During the ICSP period, the country office will adjust its staffing structure downwards by employing fewer international staff members and reducing the number of national staff following the changes in operations. This transition to a new structure is reflected in the budget for the ICSP. The handover of key roles to national staff will continue as necessary, accompanied by continuous capacity building in technical and “soft” skills. Employees whose work brings them into direct contact with beneficiaries will continue to receive training in accountability to affected populations, protection (including self-care) and gender issues.

#### 4.5 Partnerships

95. The ICSP is designed to contribute to the achievement of WFP Strategic Result 2 (SDG 17) and embodies a commitment to full and enhanced partnerships commensurate with the commitments made by WFP and its partners at the World Humanitarian Summit. The country office also embraces the recommendation of the policy evaluation of the WFP Corporate Partnership Strategy (2014–2017) to place partnership at the centre of WFP plans and operations.
96. WFP’s partners include the Government of Turkey, TRC, other United Nations agencies, NGOs, civil society and donors, as documented in the centralized evaluation of WFP’s regional response to the Syrian crisis. WFP’s partnerships in Turkey are built on inclusive and participatory design and implementation that will enable a strategic shift in 2020–2021 towards more sustainable programmes managed by the Government and development actors.
97. Leveraging the relationships already established through its involvement in the ESSN, WFP will strengthen partnerships with the Ministry of Family, Labour and Social Services, the World Bank and relevant government and other institutions engaged in work on resilience. Partnerships with other United Nations agencies including FAO, UNICEF and UNDP will also be central throughout the ICSP period.
98. The outcome delivered through this ICSP embraces the “new way of working”,<sup>86</sup> helping to bridge the gap between humanitarian response and development and leveraging the synergies and comparative advantages of a wide array of partners.
99. WFP continues its active role in 3RP coordination in Turkey, including by participating in the Syria Task Force and the Syria Response Group and co-leading and participating in several sectoral and technical working groups.
100. Local and international NGOs that explicitly support equal rights for women and men and the protection of vulnerable groups are important partners. WFP will continue to nurture partnerships with protection actors through inter-agency coordination structures in order to advocate on protection-related issues affecting refugee women, men, girls and boys. These include refugee registration, access to services, child protection issues, family reunification and sexual and gender-based violence.
101. Building on the strong understanding of refugee profiles gained through ESSN implementation, WFP will work with the Turkish employment agency İŞKUR and a wide range of development actors, including United Nations agencies, NGOs and the private sector, to support referrals to, and implementation of, programmes aimed at building human capital and enhancing the self-reliance of women and men beneficiaries equitably.
102. To prepare for a strategic shift towards improving the management of back-office functions and establishing common services in the medium term, WFP will explore its partnerships with other United Nations agencies in the light of United Nations reform efforts and implementation of the new business operations strategy, with a view to developing a strategic objective to be elaborated in future ICSPs and CSPs.
103. ICSP implementation will be guided by a partnership action plan, developed by the country office in line with the corporate partnership strategy and best practices.

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<sup>86</sup> Agenda for Humanity. Initiative: New way of working (webpage). <https://agendaforhumanity.org/initiatives/5358>.



## **5. Performance Management and Evaluation**

### **5.1 Monitoring and evaluation arrangements**

104. The WFP Corporate Monitoring Strategy (2018–2021) and the country office's gender-responsive monitoring strategy will guide the monitoring of ICSP activities. The ICSP logical framework has been designed in compliance with the corporate results framework and is aligned with SDG 17. The gender-responsive monitoring and evaluation strategy has the aim of generating evidence that can demonstrate the success of the partnership model and the effectiveness of cash-based interventions for the diverse women, men, girls and boys served by WFP, as well as informing course correction and improving programme design.
105. As this ICSP is focused on SDG 17, its achievements are measured by the success of the partnership, the demonstrable and measurable use of the assistance by beneficiaries to meet their needs, and the extent to which assistance mechanisms are aligned with and integrated into national systems. WFP will continue to strengthen the technical capacity of its cooperating partner in monitoring and evaluation activities. The provision of technical assistance includes formal training, on-the-job learning and joint monitoring in the field.
106. Monitoring will build on the robust systems established during the transitional ICSP, ensuring that new activities benefit from similar tracking. Key ESSN indicators will continue to be measured through quarterly post-distribution monitoring and compared against baseline data to gauge progress until March 2020. The in-camp programme will be monitored through post-distribution monitoring data collection at the household level. Prices in contracted and non-contracted shops will be monitored monthly. The baseline and targets for outcome indicators related to skills development and public works programmes were defined in the first half of 2019. Outcome indicators for these programmes will be measured via post-distribution monitoring data collection. The country office tool for managing (programme operations) effectively (COMET) will provide information for project reports.
107. Monitoring activities are conducted in a cost-efficient manner ensuring nationwide coverage and sex and age-disaggregated data, the quality of which is secured through triangulation/cross-validation. The monitoring and evaluation system monitors the mainstreaming of protection to check that beneficiaries can access assistance safely, with dignity and without discrimination, and to ensure accountability to affected populations. As such, WFP will continue regular, inclusive consultations with beneficiaries through complaint and feedback mechanisms, focus group discussions, applicant contact monitoring and ad hoc beneficiary surveys. The biggest complaint and feedback mechanism is the call centre, which can be safely and equitably accessed by all affected populations.
108. Following standard criteria from the Organisation for Economic Co-operation and Development, the county office will commission a decentralized evaluation of the livelihoods activity in line with the WFP Evaluation Policy. The evaluation will be carried out in 2021 in order to capture lessons learned and inform the next CSP for Turkey. Learning will be central to evaluation activities in the forthcoming period. The diversity of the data that have been generated through the robust ESSN monitoring and evaluation system (including through programme reviews, studies on core issues and the ongoing WFP-World Bank impact analysis) will be consolidated to generate lessons learned and inform the identification of best practices through a meta-evaluation. This will also incorporate lessons from the Syria+5 regional evaluation and any findings identified from the evaluation of the update of WFP's safety nets policy, commissioned by the Office of Evaluation.
109. Recognizing that addressing food and nutrition needs is part of meeting basic needs, WFP in cooperation with partners will continue to promote enhanced nutrition-sensitive monitoring of beneficiaries' expenditure patterns in order to gain insights into factors that may add stress to the known coping mechanisms of refugees; monitoring will examine issues such as healthy dietary habits and the uptake of preventive health services for pregnant women and children aged 6–23 months. WFP will leverage its expertise in food and nutrition security, as outlined in its nutrition policy for 2017–2021, to build on monitoring findings and explore the possibility of

using existing social media platforms to refer beneficiaries to local actors conducting social and behaviour change communication activities concerning the importance of healthy diets and the optimal combination of food.

110. The country office will continue to prioritize institutional and sector learning in documenting, analysing and disseminating lessons learned and best practices.

## 5.2 Risk management

111. In compliance with WFP's 2018 enterprise risk management policy,<sup>87</sup> the country office aligns its risk profile with the corporate WFP risk profile and is "risk hungry" regarding strategic risks such as insufficient or restrictive donor funding, or a lack of clarity regarding government policies on the socio-economic integration of refugees.
112. For operational and financial risks, the country office is "risk averse" but able to mitigate risks such as the unclear future of WFP projects (with the associated implications for the job security of staff), through strong, solid planning for transition, and other challenges that may arise during ICSP implementation. The country office is highly risk-averse regarding fiduciary risks such as staff security, fraud, corruption and asset misappropriation.
113. Beneficiary data are held by the Government but the country office has developed robust verification, reconciliation, on-site monitoring and complaint and feedback processes that allow its programme to meet internal and external accountability obligations. The financial context, especially the uncertainty over exchange rates, might affect WFP's ability to meet its contractual obligations with donors and other stakeholders and could reduce the impact of the project.
114. The United Nations in Turkey has not been targeted by any hostile organization. Precautionary measures for increasing awareness and readiness and prevention and mitigation measures to minimize exposure to risk are in place, including the deployment of security guards, CCTV monitoring and access control measures. All office premises are equipped with medical equipment and security infrastructure compliant with minimum operating security standards.
115. The country office maintains a risk review table,<sup>88</sup> which is updated every quarter (or more frequently if significant changes in the impact and likelihood of risks are identified).
116. The country office will ensure that ICSP implementation is compliant with the WFP Gender Policy (2015–2020) and the country office's gender action plan for 2019–2020. Through liaison with the country office's risk management adviser, the risk category for gender actions will be defined, the gender aspects of risk management associated with the multi-purpose response will be assessed (including livelihood activities) for refugee and host communities, and mitigation actions will be defined.

## 6. Resources for Results

### 6.1 Country portfolio budget

	<b>Year 0 2020</b>	<b>Year 1 2021</b>	<b>Total</b>
<b>Strategic outcome 1</b>	188 974 715	36 110 417	<b>225 085 132</b>
<b>Total</b>	<b>188 974 715</b>	<b>36 110 417</b>	<b>225 085 132</b>

<sup>87</sup> Approved at the Executive Board's 2018 second regular session.

<sup>88</sup> The risk review table is the former risk register. Starting from the second half of 2018, it is updated every quarter.

117. In line with WFP's corporate commitment to advancing gender equality, adequate resources have been allocated to activities that advance gender equality and promote gender-transformative outcomes.

## **6.2 Resourcing outlook**

118. The resourcing landscape for supporting refugees in Turkey continues to be dominated by funding through the FRiT from the European Commission and European Union Member States, which in 2019 committed EUR 3 billion in additional funding for 2019–2021. Some European Union Member States channel their support through the FRiT and bilateral channels, while others deliver all their funding through the FRiT.
119. The European Union and the Government of Turkey have agreed to continue the ESSN programme, placing increased importance on a transition towards more sustainable programming by promoting the self-reliance of refugees. Implementation is expected to continue in its current form until March 2020, after which WFP will hand over the programme in accordance with a nationalization agenda and the planned exit of the principal donor for the ESSN in 2021. The continuity of basic needs assistance for vulnerable refugees will be ensured following the handover from WFP, thanks to funding allocated through the FRiT.
120. For activity 3, which serves refugees in camps, WFP's resourcing outlook for 2020–2021 is based on historical trends while also accounting for the impact of the FRiT. Contributions from traditional and emerging donors will remain critical in sustaining timely assistance. If funding trends reverse and produce a shortfall, WFP and partners will design a prioritization strategy.
121. Some donors have already expressed interest in the scale-up of WFP's pilot skills development project (covered under activity 4). In the absence of funding, the planned scale-up in 2020 would need to be deferred.
122. For activity 5 on South–South cooperation, efforts will be made to broaden the donor base to include the Government of Turkey.

## **6.3 Resource mobilization strategy**

123. WFP will continue to engage with its partners, including TRC, the Turkish Government and other humanitarian and development actors, including donors, to secure appropriate resourcing during implementation of the ICSP. It will continue to seek funding from traditional and non-traditional donors. Building on the opportunities created by the ESSN and leveraging its reputation as a transparent and accountable partner to the Government and donors, WFP will highlight continued humanitarian assistance as a pre-requisite for building long-term resilience.
124. WFP will advocate for and seek opportunities for multi-year partnerships with donors and flexible funding to optimize resources for delivering the strategic outcome. It will also increase its regular dialogue with resilience- and development-oriented donors, helping to strengthen the humanitarian–development nexus.
125. Drawing on its global success in facilitating South–South and triangular cooperation, WFP will engage with the Government of Turkey on exploring how the exchange of technical expertise related to social welfare systems and their adaptability to humanitarian crises can benefit the work of the global humanitarian and development community.
126. WFP will use its partnerships with other United Nations agencies to engage in joint resource mobilization for asset creation and livelihood support activities. Such efforts will focus on engaging with traditional and non-traditional donors with a strong interest in or record of funding similar activities in Turkey.
127. In the event of funding shortfalls, WFP will use all available data to inform a careful scaling down of the number of people assisted and will coordinate with partners to identify any other assistance programmes that could support vulnerable households.

**ANNEX I****LOGICAL FRAMEWORK FOR TURKEY INTERIM COUNTRY STRATEGIC PLAN (2020–2021)****Strategic Goal 2: Partner to support implementation of the SDGs****Strategic Objective 5: Partner for SDG results****Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs**

**Strategic outcome 1: Enhance partnerships to support refugees and vulnerable populations, affected by prolonged refugee presence in Turkey to equitably access basic needs assistance and labour market opportunities**

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

Focus area: Resilience building

**Assumptions**

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.

Additional funding will be found within the FRiT to ensure assistance to the eligible refugees at full minimum expenditure basket (MEB) transfer value for a minimum of the project implementation period given that the total required exceeds the current tentative budget allocations.

Should peace talks be conclusive and refugees are able to return to the Syrian Arab Republic, the plan of work for this project will have to be revised accordingly to respond to the changing needs of the targeted populations.

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 the TRC.

**Outcome indicators**

Consumption-based coping strategy index (average)

Economic capacity to meet essential needs

Food consumption score

Livelihood-based coping strategies (average)

Number of national programmes enhanced as a result of WFP-facilitated South–South and triangular cooperation support

Partnerships index

Percentage of households not incurring new debt to meet basic needs

### **Activities and outputs**

#### **1. Strengthen partnerships with national institutions and partners to improve programme implementation (CSI: Institutional capacity strengthening activities)**

Refugees benefit from enhanced partnerships that identify and target vulnerable populations in an accountable manner in order to deliver basic needs assistance (C: Capacity development and technical support provided; K: Partnerships supported)

#### **2. Provide technical support to Government and partners in assisting refugees living in Turkish communities (CPA: Service provision and platforms activities)**

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; H: Shared services and platforms provided; K: Partnerships supported)

#### **3. Provide technical support to Government and partners in assisting refugees living in camps in Turkey (CPA: Service provision and platforms activities)**

Refugees in camps benefit from improved institutional mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and programmes for food assistance through cash-based transfers (A: Resources transferred; K: Partnerships supported)

#### **4. Provide technical support to Government and partners in assisting refugees and vulnerable populations to equitably access labour market opportunities (CPA: Service provision and platforms activities)**

Refugees and populations affected by prolonged refugee presence in Turkey benefit from improved institutional capacities to implement policies, strategies, plans and programmes in order to receive marketable skills development and livelihood support through cash-based transfers (A: Resources transferred; C: Capacity development and technical support provided; K: Partnerships supported)

#### **5. Support Turkey to exchange knowledge, experience and technology with other countries through facilitation of South–South and triangular cooperation (CSI: Institutional capacity strengthening activities)**

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Vulnerable populations in other countries benefit from global knowledge sharing to build enhanced systems during humanitarian emergencies enabled by the exchange of knowledge, experiences and technology with Turkey (C: Capacity development and technical support provided; I: Policy engagement strategies developed/implemented; K: Partnerships supported)

**STRATEGIC GOAL 2: PARTNER TO SUPPORT IMPLEMENTATION OF THE SDGs****C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.2: Proportion of targeted people receiving assistance without safety challenges

C.2.3: Proportion of targeted people who report that WFP programmes are dignified

C.2.4: Proportion of targeted people having unhindered access to WFP programmes

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

## ANNEX II

<b>INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)</b>		
	<b>Strategic Result 8</b>	<b>Total</b>
	<b>Strategic outcome 1</b>	
Transfers	191 984 838	<b>191 984 838</b>
Implementation	12 697 804	<b>12 697 804</b>
Direct support costs	6 664 899	<b>6 664 899</b>
<b>Subtotal</b>	<b>211 347 542</b>	<b>211 347 542</b>
Indirect support costs (6.5 percent)	13 737 590	<b>13 737 590</b>
<b>Total</b>	<b>225 085 132</b>	<b>225 085 132</b>



**Acronyms used in the document**

3RP	Regional Refugee and Resilience Plan 2019–2020
CBT	cash-based transfer
CSP	country strategic plan
DGMM	Directorate General of Migration Management
ESSN	Emergency Social Safety Net
FAO	Food and Agriculture Organization of the United Nations
FRiT	Facility for Refugees in Turkey
ICSP	interim country strategic plan
MDG	Millennium Development Goal
NGO	non-governmental organization
SDG	Sustainable Development Goal
TRC	Turkish Red Crescent
UNDP	United Nations Development Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework