

Evaluation Service



# Evaluation of UNHCR's Emergency Response to the influx of Syrian Refugees into Turkey

January 2014-June 2015

Full Report

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# Acknowledgments

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# Acronyms

3RP	Regional Refugee and Resilience Plan
AAP	Accountability to Affected Populations
AFAD	Disaster and Emergency Management Authority (Turkey)
AGD	Age, Gender and Diversity
AGDM	Age Gender and Diversity Mainstreaming
AI	Amnesty International
ASAM	Association for Solidarity with Asylum Seekers and Migrants
CBI	Cash-Based Intervention
CFS	Child Friendly Space
COP	Country Operation Plan
CRC	Convention on the Rights of the Child
CRI	Core Relief Item (formerly NFI/Non-Food Item)
CS	Community Services
DAFI	Albert Einstein German Academic Refugee Initiative
DGMM	Directorate General of Migration Management
DRC	Danish Refugee Council
ECE	Early Childhood Education
EU	European Union
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
FO	Field Office
FTS	Financial Tracking System
GS	General Service
HC/HCT	Humanitarian Coordinator/Humanitarian Coordination Team
HQ	Headquarters
HRDF	Human Resources Development Foundation
IBC	International Blue Crescent Relief and Development Foundation
ICT	Information and Communication Technology
ILO	International Labour Organisation

IMC	International Medical Corps
INEE	International Norms for Education Emergencies
INGO	International Non-Governmental Organization
IOM	International Organization for Migrations
IP/OP	Implementing Partner/Operational Partner
İşKUR	Turkish Employment Agency
LFIP	Law on Foreigners and International Protection
MENA	Middle East and North Africa
MHPSS	Mental Health and Psycho-Social Services
MoFSP	Ministry of Family and Social Policies
MoH	Ministry of Health
MONE	Ministry of National Education
NGO	Non-Governmental Organization
NNGO	National Non-Governmental Organization
NO	National Officer
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OIOS	Office of Internal Oversight Services
OL	Operating Level
PDES	Policy Development and Evaluation Service
PDMM	Provincial Directorate of Migration Management
PDU	Policy and Development Unit
PoC	Person of Concern
PPR	Partner Performance Report
RC	Resident Coordinator
RI	Relief International
RRP	Regional Response Plan
RSD	Refugee Status Determination
SETA	Sector Education Training Authority
SGBV	Sexual and Gender-Based Violence
SRG	Syria Response Group

STL	Support to Life (Turkish NGO)
TEC	Temporary Education Centres
TOMER	Turkish Teaching, Application and Research Centre
TORs	Terms of Reference
TPR	Temporary Protection Regulation
TRC	Turkish Red Crescent
UMG	Universalia Management Group
UASM	Unaccompanied and Separated Minors
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
UNRC	United Nations Resident Coordinator
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
YOBIS	Foreign Students' Management Information System
YTB	Presidency for Turks Abroad and Related Communities

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# Executive Summary

The overall objective of this evaluation is to assess UNHCR's response to the influx of refugees from Syria into Turkey from 1 January 2014 to 30 June 2015. It considers the extent to which pre-determined objectives were met, including reasons for success or failure, it identifies protection and assistance gaps, and which factors in the program design and implementation led to optimal results. Importantly, it does not cover non-Syrian refugees in Turkey, cross-border operations from Turkey into Syria, or onward and transitory movement to Europe.

Led by Universal Management Group, the evaluation took place in Geneva and Turkey from December 2015 to March 2016. The evaluation team interviewed a very wide range of UNHCR officials in all field locations, as well as Turkish national and local authorities, UN agencies, donors, international and national non-governmental organizations, and academics. For reasons explained in the report, the evaluation team only had limited exchanges with Syrian refugees inside and outside camps.

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## Context

The Turkey context is unique. Turkey is an upper middle income country with significant geopolitical leverage, led by a confident government that initially had a deliberate policy of welcoming Syrian refugees, and that still provides one of the best refugee-hosting legal frameworks in the world. Turkey currently hosts the world's largest refugee population (mostly outside camps and scattered across a vast country), and is also by far the largest contributor to the refugee response in the region. One key aspect of this strong national ownership is Turkish management of Syrian refugee registration. Thus, in accordance with Turkish regulations, demographic details on Syrians in Turkey are not made available to UNHCR or to other agencies. Secondly, it is the Government of Turkey that decides which partners work where,

and UNHCR is only one partner among many. Thus, while UNHCR is the UN's lead organisation responding to this massive refugee influx, it does not control most of the information and resources needed to support this function.

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## Strategic positioning

Given this context, UNHCR's role in Turkey is quite unlike its role in a "classic" refugee emergency. Arguably it is different than its role in Jordan or Lebanon, and closer to what might be expected whenever UNHCR is engaged in a large-scale refugee influx in an advanced economy with a strong government. Most of the established mechanisms of humanitarian coordination, models of assistance, and conventions of donor relations are irrelevant in the Turkey context – and in response UNHCR has needed to configure itself quite differently from the norm. Characteristics of UNHCR's approach in Turkey are: a major emphasis on policy and advocacy for protection over programming; a primary role in supporting government rather than providing direct assistance to refugees; a strong reliance on senior national staff to provide effective liaison with senior government counterparts; and maintaining a low profile – occasionally to the consternation of donors and rights advocates.

From the outset in April 2011, coordination of the Syrian refugee response in Turkey has been firmly managed by the Government of Turkey. Initially the Government declined offers of assistance from UNHCR, so UN agencies and INGOs mainly organized themselves in parallel to the Government. This led to a situation that continues today, consisting of three loosely connected communities of coordination: (a) a Government mechanism that has itself evolved over the five year period, and where the Government primarily coordinates its own substantial programs, involving some NNGOs and occasionally UNHCR; (b) a UN system that coordinates UN agencies and IOM; and

(c) various donor-driven and INGO-driven mechanisms to coordinate between organizations working with a particular donor or in a particular sector.

The RRP6 and subsequent 3RP were the main vehicles for interagency coordination, and the COP was the main vehicle for UNHCR's internal planning and coordination. However, both coordinating mechanisms had deficiencies. In 2014-2015, UNHCR was more effective at coordinating with UN partners than with Government or NGO partners. There is more work needed to improve sectoral coordination of education, cash assistance and livelihoods. Unfortunately, there is no agreement between the UN Resident Coordinator and the UNHCR Representative regarding who has overall coordination responsibility for UN agencies supporting refugees in Turkey, and in particular for representing the UN to the Government of Turkey on refugee matters.

Over time, UNHCR was able to adjust its priorities and its staffing composition to reflect the rapid and massive increase in the refugee population. It re-engineered from case management/resettlement to strategic engagement/programming, but this took longer than necessary and created the impression among external stakeholders that UNHCR was slow to respond and/or out of touch. Efforts to coordinate and plan an effective programme have been hampered by the policy of the Government not to gather or share key demographic data, although some vulnerability profiling was achieved in the 2014-2015 period while identifying beneficiaries for out-of-camp distributions of cash and core relief items.

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## Protection

From the outset, protection was UNHCR's top priority in Turkey. Its two key objectives were supporting the Government's revision of the regulatory framework, and supporting the Government's machinery for Syrian refugee registration. By the middle of 2015, 1.8 million Syrian refugees scattered throughout every province of Turkey were registered at a basic level (at a scale that would not have been achievable or

affordable using UNHCR's conventional and more thorough methods), sufficient to allow them levels of protection and access to Government services at levels rarely (if ever) seen in a first asylum country. To a considerable extent, this was enabled by the patient, low-key and flexible support of UNHCR protection staff, and in particular a rather unique policy and advisory team of national officers in the Policy Development Unit.

Access to territory, and UNHCR's ability to monitor it, became more limited as the Government's management of the Syrian border became tighter throughout 2014-2015. Reception services for Syrians are good in camps, but still require monitoring and would especially benefit from access to private office spaces, which would allow UNHCR's visiting field officers to maintain predictable office hours to meet confidentially with refugees. Some 90% of Syrian refugees living outside camps receive administrative services from decentralized offices of the Government ministry responsible for refugees (DGMM) or from the foreigners' police. It is further estimated that less than 15% of the out-of-camp refugee population receives assistance through a network of UNHCR- and donor-supported community centres.

Durable solutions are a long way away for Syrians in Turkey. Small numbers are repatriating voluntarily and UNHCR has carefully and correctly dissociated itself from observing involuntary returns. Resettlement is important as a method of supporting protection space, particularly as a demonstration to the Government of goodwill and burden-sharing. However, it will not significantly reduce the population of Syrians in Turkey, whose birth rate alone is greater than any likely resettlement rate.

Recognising that refugees will be staying for some time in Turkey, in 2015 UNHCR switched its protection strategy from a case management and camp paradigm over to a community-based protection and urban paradigm, which seems to the evaluation team to be the most efficient and effective approach, and the one most likely to increase coverage and impact.

However, there is one major gap in the entire protection response of the UN (not just UNHCR), stemming in part from reticence to address cultural and traditional factors, and that is insufficient attention to the large and growing risks of SGBV and child exploitation, most often typified by early marriage and child labour. The evaluation team strongly recommends that gathering required data and then addressing these risks through coherent interagency action plans become an immediate protection priority.

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## Education

The Turkish Government provides unprecedented access for Syrian children to Government schools, but the attendance levels are still very low for many reasons including the Arabic-Turkish language barrier. Furthermore, there is no reliable data on educational achievement. Unfortunately, as a result of different organisational policies and assumptions regarding the likely duration of the Syrian refugee influx, UNICEF and UNHCR initially did not agree on the preferred medium of instruction. This in turn introduced inefficiencies and “diminished the joint advocacy and influencing potential of the two organisations [and] produced among other actors the impression of the UN investing time and effort on contesting each other, rather than working together.”<sup>1</sup> While these tensions seem to have been largely resolved in 2015 through an agreed division of labour, as of early 2016 the two agencies have not yet agreed with each other and with the Government on a unified education strategy.

Looking ahead, the evaluation team concluded that the education sector is the single most important priority for significant further programming investment by UNHCR. Education is more than a right in itself; in the Turkey context, it is clear that education is key to reducing the incidence of early marriage and child labour, to social cohesion, and to sustainable livelihoods, as well as preparing

today's youth to eventually return to and participate in the reconstruction of Syria itself. To be efficient in this context, UNHCR first needs to increase its education staff in-country, both in Ankara and in the field offices. Secondly UNHCR should focus upon its agreed operating space within the negotiated division of labour: notably higher education, non-formal education and Turkish language training - aspects of education that are not being covered by other UN agencies. This is an area where UNHCR should identify specific institutional and policy bottlenecks, pin down a few areas where a strategic investment can leverage greater returns, and then deliver on those specific activities at scale.

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## Social Cohesion

While Syrian refugees currently benefit from an exceptional welcome from both the Turkish Government and the Turkish people, this cannot be taken for granted as both the political and economic contexts of Turkey could change rapidly and at any time. The refugee welcome is wearing thin as it becomes increasingly evident that refugees are going to stay for some time in Turkey, and more visibly compete with Turkish nationals for jobs, housing and public services, especially in hotspots where refugee concentrations are high and the local economy is stressed.

Anticipating and managing the social cohesion challenges ahead will require active engagement with local governments, stronger refugee representation, proactive strategic communications (with social cohesion and not UNHCR fundraising as the goal), more effective outreach from existing community centres, as well as large-scale and visible investment by development actors and INGOs in Turkish communities that are heavily affected by Syrian refugees. The basic elements of this approach, with the important exception of stepping up

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<sup>1</sup> Independent Evaluation of UNICEF's response to the Syrian refugee crisis in Turkey 2012-2015, November 2015 P. 44



strategic communications, are already part of UNHCR's Turkey Urban Strategy and of the 3RP.

As many as 400,000 refugees are reportedly working in the informal economy, many in dangerous, precarious and/or poorly paid conditions. With so many Syrian refugees already working, it appears that a priority for UNHCR and its partners should be to try to improve the conditions and terms in which they are working, rather than try to "create jobs" or "connect refugees with the labour market." Key components of such a strategy could be advocacy for refugees to increase their access to the formal labour market *inter alia* by gaining access to formal vocational training, to regularise informal work, and to permit refugees to re-register where they are currently living and working (but without access to social services that are tied to their province of registration).

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## Programming

Overall, programming was not UNHCR's strength in Turkey during the period under evaluation. Turkey was a difficult programming environment, in part because of the lack of data, the very large and scattered character of the refugee population, and the limited room for manoeuvre in a situation where the Government was in control but itself undergoing rapid institutional changes. UNHCR's ability to be effective in this already difficult programming environment was further hampered by a slow build-up of the programming and supply team, and a range of planning and programming tools (in particular 3RP, COP and FOCUS) that were not well-suited to the Turkey context where the Government is the primary service provider and agencies act in support.

All agencies involved, including the Government of Turkey, have embraced Cash-Based Interventions, but the evaluation team felt there was still a place for targeted in-kind assistance in camps and for response to sudden mass influxes. While coordination of cash distribution between UN agencies and INGOs has improved in late 2015, there is still little coordination with the substantial

Government welfare system. In this complex and crowded environment, it is not clear what UNHCR's comparative advantage is in relation to the many other cash actors. The evaluation team felt that UNHCR had "turned a programming corner" in 2015 in some respects, but that capacity increases consistently lagged behind needs, and that programming focus should be more on consolidation of program streams where UNHCR has a comparative advantage: notably by simplifying procurement by moving to cash, reducing the number of partner agreements, focussing on a few areas of evident priority and comparative advantage, and leaving some sectors to other actors.

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## Conclusions

Overall, UNHCR has contributed significantly to the protective environment for Syrian refugees in Turkey, particularly by focusing on the legal and institutional framework needed for Syrians to be registered and to access social services.

As the Syrian population continued to rapidly grow and spread across the country, UNHCR was slow to shift from the case management and camp paradigm, but during 2014 and 2015 was adapting - first by building up community centres, and then by ramping up Community-Based Protection grounded in an Urban Strategy.

To consolidate this progress and address some remaining critical gaps, UNHCR needs to increase management emphasis on coordination and on strategic communications, and focus policy and advocacy work specifically on the exceptional vulnerabilities to SGBV, early marriage and child labour experienced by Syrian women and children in Turkey.

Two key elements of tackling these remaining protection gaps and to enhancing social cohesion in the long term are (a) to greatly increase investment in education, and (b) to work at the policy and advocacy level on regularising informal labour, and on allowing Syrian refugees to re-register where they are actually living and working.



# List of Findings

## Strategic Positioning

### Coordination

- Finding 1. UNHCR's relationship with the Government evolved as the coordination roles of the Office of the Prime Minister, DGMM and AFAD changed over time
- Finding 2. There are three distinct communities of coordination in Turkey, each with its own "coordination culture"
- Finding 3. The UN Resident Coordinator and the UNHCR Representative disagree on who should coordinate UN agencies supporting Syrian refugees in Turkey
- Finding 4. UNHCR was more effective at coordinating with UN partners than with Government or NGO partners
- Finding 5. In RRP6, each agency's submission was internally coherent but there was no mechanism obliging agencies to be horizontally coherent
- Finding 6. In 3RP, the quality of coordination is better but resistance to and frustration with coordination is also higher
- Finding 7. UNHCR and UNICEF have improved coordination on education but are not implementing the same strategy
- Finding 8. For cash and e-vouchers, there is no unified coordination mechanism that includes governmental, international and non-governmental organizations
- Finding 9. Despite widespread agreement that it is a priority, livelihoods has problems of coordination, funding and implementation
- Finding 10. Donors are not satisfied with the briefings from UNHCR Turkey
- Finding 11. Coordination was more effective in Istanbul and less effective in Gaziantep
- Finding 12. Coordination within UNHCR Turkey needs improvement
- Finding 13. The large number of refugees spread across urban and rural areas, where UNHCR has no presence, suggests an approach centred on engagement with local authorities

## UNHCR Management arrangement

- Finding 14. The fast-track staffing mechanism worked as intended for Turkey
- Finding 15. National staff are a key success factor for Turkey-based operations
- Finding 16. Some critical positions were left unfilled for too long
- Finding 17. Several staff in the country office feel that the burden of complying with heavy corporate processes detracts from their ability to manage more strategically
- Finding 18. Frequent and uncoordinated visits from HQs and donors place a heavy load on senior management

## The problem of targeting where is no data

- Finding 19. The lack of systematic vulnerability data inhibited the ability of UNHCR and its partners to prioritise vulnerable Syrian refugees in Turkey
- Finding 20. UNHCR attempted, but was prohibited from conducting a comprehensive needs assessment
- Finding 21. Distribution of e-vouchers and CRIs provided a pathway to household vulnerability assessment when a direct survey was not possible
- Finding 22. Although CRI and e-voucher coverage was low in relation to the population, recourse measures were in place where distribution programmes were operating
- Finding 23. Some valuable data is not shared, thereby inhibiting effectiveness and efficiency of service delivery
- Finding 24. There is a significant and rapidly-growing body of academic and technical literature on Syrians in Turkey but it is fragmented and hard to access

## Protection

### Legal policies and support

- Finding 25. Across all sectors covered by this evaluation, UNHCR has provided policy advice and technical support to Government that has been key to the protection and well-being of Syrian refugees in Turkey
- Finding 26. The Policy Development Unit is key to the entire operation, and from a value for money perspective is one of the most important investments UNHCR has made in Turkey

### Registration

- Finding 27. The sharp increase in Syrian refugee numbers in 2014 was mostly due to the rate of registration of refugees already in country, not the rate of new arrivals
-

Finding 28. UNHCR has significantly supported the Government of Turkey to build the largest refugee basic bio-data registration system in the world

### Access to territory/asylum: reception conditions

Finding 29. From a protection viewpoint, it was better to do a light but universal registration than a slower and more comprehensive registration

Finding 30. Instances of mass influx were well-managed by UNHCR, Government and partners during the period under review

Finding 31. Refugee reception services in Turkey are varied. Reception conditions in camps are considered to be good, but reception services for refugees in urban and non-camp rural areas are limited

Finding 32. Refugees are well received and supported by community centres, but their coverage is not and never could be sufficient

Finding 33. ASAM field offices are vital to monitoring and promoting protection for up to 50% of the refugee population who reside outside the reach of UNHCR sub-offices, camps and community centres

Finding 34. UNHCR has to some extent been able to verify access to territory by Syrian asylum seekers; but that access and UNHCR's ability to observe it have both become more limited over time

Finding 35. With UNHCR advice and support, the Government set standards for camps that met or exceeded SPHERE standards, but the evaluation team could not observe whether they were met in practice

Finding 36. UNHCR's overall protection approach was appropriate, but too cautious on issues such as early marriage, child labour and domestic violence that are culturally loaded and difficult to tackle

### Protection and solutions strategy: durable solutions

Finding 37. UNHCR is careful only to endorse voluntary repatriation that is truly voluntary

Finding 38. Durable solutions are still a distant prospect for refugees in Turkey, and the default path of longer stay in Turkey, with temporary status but most economic and social rights, seems the most likely

Finding 39. Resettlement is important for maintaining protection space and demonstrating international solidarity, but it will not significantly reduce the Syrian refugee population in Turkey

### Accountability to Affected Populations

Finding 40. UNHCR was slow to start participatory assessments of out of camp populations, but did this effectively from late 2014 onwards

- Finding 41. UNHCR Turkey used its consultations with refugees as a basis for re-orienting its strategies and programming in favour of the vast majority of refugees in urban areas
- Finding 42. The community-based protection approach adopted in 2016 seems an efficient way of increasing protection coverage to remote populations
- Finding 43. UNHCR has enabled the design and delivery of more effective psycho-social services to Syrian refugees
- Finding 44. Refugee feedback mechanisms are weak in Turkey, partly because the operating context discourages open criticism

## Child Protection

- Finding 45. Partly due to lack of access to education, the most serious protection problems facing Syrian refugee children in Turkey are child labour and early marriage
- Finding 46. There is a serious gap in the data regarding early marriage and child labour among Syrian refugees in Turkey
- Finding 47. Syrian refugee children in Turkey appear to be at greater risk of early marriage and child labour than when they were in Syria
- Finding 48. Female-headed households are at particularly high risk of both child labour and early marriage, and should be included in vulnerability criteria for income support
- Finding 49. UNHCR staff and partners informed the team that they need more guidance on gender equality in the particularly complex social and economic context of Turkey

## SGBV and gender dimensions of the response

- Finding 50. Many individual UNHCR and partner staff are gender aware, but in the absence of a strong and shared gender analysis linked to a gender strategy, activities to reduce age, gender, and diversity gaps are fragmented and many opportunities for coordination and leverage are lost
- Finding 51. UNHCR Turkey has been effective in addressing a small number of reported SGBV cases, but has not placed sufficient priority on addressing the systemic causes of SGBV and strengthening the capacity of Turkish SGBV response and advocacy bodies

## Education

### Education approach in Turkey

- Finding 52. Thanks to the concerted efforts of UNHCR and UNICEF, and the generosity of the Turkish government and people, Syrian school-aged (6-17) children have the right to educational services delivered through Turkish state schools as well as through temporary education centres

Finding 53. Turkish language training for employment, and academic Turkish language training for university students, are particularly efficient and effective

Finding 54. Vocational training is limited and not well connected to the job market

Finding 55. UNHCR has provided unprecedented support for tertiary education, although not nearly enough to meet the enormous needs

### Education coordination

Finding 56. Coordination for education at national and local levels is not well organised, with incomplete participation and insufficient attention to joint planning

Finding 57. The longer Syrian refugees stay in Turkey, and the more the Turkish government system gears up to provide education to Syrians according to their own directives and guidelines, the stronger the argument for UNHCR's preferred approach of Turkish medium instruction in national schools will become

### Education performance

Finding 58. The rate of primary and secondary school enrolment among Syrian refugees in Turkey is approximately 35%

Finding 59. TECs are vital in the short term, representing 80% of primary and secondary enrollment in 2015

Finding 60. Education enrolment is by far highest in camps

Finding 61. Education enrolment drops off sharply after grade 4

Finding 62. Unless education services improve access and quality, significant increases in school attendance are unlikely

### Conclusion

Finding 63. UNHCR's staff capacity and education programming allocation are not sufficient to meet the priority needs in this sector that is so pivotal for protection, social cohesion and sustainable livelihoods

### Social Cohesion

Finding 64. UNHCR's partners are less optimistic about the risks of social conflict than UNHCR staff, and feel UNHCR should be proactive in addressing these risks

### Strategic communications

Finding 65. UNHCR Turkey did not have an adequate communications strategy at a time when communications needed direction and purpose

Finding 66. Municipal authorities have difficulty planning with certainty because actual refugee numbers differ from registered numbers

### Engaging with local authorities

Finding 67. Refugees receive services from a wide range of service providers, requiring UNHCR to engage with local authorities in different ways depending upon the refugee context and the extent of UNHCR capacity in each region

Finding 68. City councils, national and regional municipal unions, and *mukhtars* are key partners in enhancing social cohesion in urban areas

Finding 69. UNHCR's investment in Turkish language training, Arabic interpreter training, and in financing interpreters for key government offices was one of the most efficient and valuable contributions made by UNHCR in Turkey

### Refugee community empowerment and representation

Finding 70. UNHCR's community empowerment activities in camps and urban areas embodied the key components of UNHCR's community-based approach, and increased community capacity

### Support for host communities

Finding 71. Despite a conducive policy framework, UNHCR and UNDP were not sufficiently funded to significantly support host communities or livelihoods, nor were they equipped with the skills to do so effectively

Finding 72. Even though UNHCR does not have the resources to finance programmes benefitting the host community, it missed opportunities to systematically advocate for others (donors and development actors) to fill that gap

### Community centres

Finding 73. Community Centres have been effective in reaching out-of-camp populations, but delivering cash and CRIs through Community Centres was disruptive to the Centres and to the host community

Finding 74. The high recurrent costs of operating high-quality Community Centres are not sustainable or efficient

### Livelihoods

Finding 75. Possibly as many as 400,000 Syrians are working in the informal economy, mostly in poor labour conditions

Finding 76. In the evaluation period, UNHCR seemed undecided as to whether it was following a large-scale "economic integration" or a targeted "welfare approach" to refugee livelihoods in Turkey

- Finding 77. UNHCR's (and fellow UN agencies') advocacy for labour access was partly successful but is unfinished business
- Finding 78. UNHCR's programming activities to support livelihoods had very limited impact in the evaluation period
- Finding 79. In this context, UNHCR's comparative advantage is on the policy and regulatory side, enabling an environment for refugees to access work, rather more than livelihoods programme delivery

## Social Cohesion

### 3RP vs COP

- Finding 80. The two planning processes (3RP and COP) were timely and each was completed according to prevailing guidelines, but both had weaknesses mainly stemming from a lack of available data
- Finding 81. There is a COP paradox: the most valuable elements of the COP are the planning and reporting narratives, which are not generally made public and therefore reach few interested stakeholders, while quantitative elements that are made public and transferred into the 3RP reporting are generally flawed in design, and uneven in quality
- Finding 82. UNHCR is seriously underfunded, especially relative to WFP, IOM and UNICEF
- Finding 83. Participating agencies and donors rarely use the 3RP as the basis for planning or resource allocation
- Finding 84. The 3RP is an improvement over the RRP6
- Finding 85. Monthly 3RP dashboards are inefficient (at least in Turkey), and a waste of valuable skilled staff resources across several agencies
- Finding 86. 3RP reporting does not meet donor expectations and needs to be improved

### Procurement and contract management

- Finding 87. Many partners felt that UNHCR is spreading itself too thin programmatically and therefore is at risk of overpromising and underdelivering
- Finding 88. UNHCR addressed concerns identified by an OIOS internal audit concerning weak distribution controls during early CRI deliveries
- Finding 89. The late and uncertain arrival of funds made it challenging for UNHCR to make adequate preparations for winterisation assistance
- Finding 90. UNHCR responded well logistically to more classic emergency influxes at Kobane/Suruc and Akçakale

- Finding 91. National NGOs were disproportionately affected by slow negotiation and approval of agreements
- Finding 92. Although cash has become the preferred medium for assistance, there is still a place for in-kind assistance in camps and in response to mass influxes
- Finding 93. UNHCR Turkey does not have dedicated professional M&E capacity and so monitoring and reporting functions are part-time activities fitted alongside everything else
- Finding 94. Reported programme results were well below targets, but the evaluation team could not determine the extent to which this was due to poor performance of the country team or weaknesses of the reporting system itself
- Finding 95. Despite the consolidating promise of FOCUS, it does not provide reliable or useful real-time performance information at the country level
- Finding 96. UNHCR's results planning and reporting framework is ill-suited to situations where UNHCR's primarily role is policy and advocacy, while the host government takes the lead on registration and service delivery
- Finding 97. The absence of a Host Country Agreement significantly hindered UNHCR's effectiveness and efficiency
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# List of Recommendations

## Strategic Positioning

### Coordination

- Recommendation 1. UNHCR Turkey should work with the Turkish Government to revise the overall coordination architecture at national, provincial and municipal levels in order to optimize the effectiveness, efficiency and coherence of the Syrian refugee response
- Recommendation 2. UNHCR Turkey should reassess its thematic coordination roles, in particular in education, cash and livelihoods, and be ready to share or step back where other actors have strong capacity and/or mandates to lead
- Recommendation 3. UNHCR globally should increase investment in the professionalization of its coordination function

### UNHCR management arrangements

- Recommendation 4. UNHCR Turkey should continue strengthening its HR capacity in order to support the sustained growth of its programming and protection commitments in Turkey. Specifically: (a) UNHCR Turkey should intensify efforts to recruit mid-level managers and officers with 21st century skills, including information management, cash-based interventions, modern HR management, and strategic communications; and (b) UNHCR in Turkey should maintain the current policy of staffing key positions with national officers, wherever appropriate

### The problem of targeting where is no data

- Recommendation 5. UNHCR Turkey should support the Government to conduct a comprehensive vulnerability assessment in conjunction with a validation exercise planned to take place in the near future, taking care to ensure that hard-to-reach populations (which are also likely to be among the most vulnerable) are included
- Recommendation 6. Pending a comprehensive national vulnerability assessment of Syrian refugees in Turkey, UNHCR Turkey should assemble all of the existing needs and vulnerability assessments, and the results of various refugee-centred consultations, and build a composite portrait of the vulnerabilities of the Syrian refugee population
- Recommendation 7. UNHCR Turkey, in conjunction with other stakeholders, should facilitate the creation of a managed central online repository of data, research and analytical material on Syrians in Turkey, possibly to be housed in an established university

## Protection

### Access to territory/asylum: reception conditions

- Recommendation 8. UNHCR Turkey should continue to provide technical (including interpreter) support to DGMM for continuous improvement and implementation of Syrian registration

Recommendation 9. UNHCR Turkey should negotiate with AFAD to obtain a private office space in each temporary accommodation centre, where UNHCR field staff can hold regular office hours and meet confidentially with refugees in order to monitor welfare concerns

### Protection and solutions strategy: durable solutions

Recommendation 10. UNHCR Turkey should increase its resettlement efforts, but any additional spending on resettlement should not be at the expense of ensuring the protection of Syrians who are likely to be staying in Turkey for some time

### Accountability to affected populations

Recommendation 11. UNHCR Turkey should work with UN Women, UNFPA, UNICEF and leading NGOs, and in close collaboration with Turkish Government authorities and academic institutions, to conduct a comprehensive study of the “State of Syrian children in Turkey,” with a particular emphasis on collecting information on child labour and early marriage

Recommendation 12. UNHCR Turkey should step up its efforts regarding child protection and SGBV, in particular combating two forms of child exploitation that are considered to be widespread among Syrians in Turkey: child labour and early marriage. A clear child protection action plan needs to be developed with the Government, UNICEF and other partners, and its implementation requires enhanced coordination and substantial investment from Government line ministries, UNHCR, other agencies and INGOs, as well as from the refugees themselves

### SGBV and gender dimensions of the response

Recommendation 13. UNHCR Turkey should work with MoFSP, UN Women, UNFPA and academic institutions to conduct a country-wide age, gender and diversity analysis to underpin the 3RP and provide the foundations for a Gender Strategy integrated within the Protection and Solutions Strategy, that in turn can frame more effective action plans for Community-based Protection, Child Protection and SGBV

Recommendation 14. UNHCR Turkey should adopt a more structured approach to needs assessments, analyses, strategies and action plans, thereby facilitating priority-setting and the addressing of key analytical gaps concerning child protection and SGBV

## Education

### Education coordination

Recommendation 15. UNHCR Turkey should work with UNICEF and MoNE to prepare a comprehensive action plan for refugee education that would (a) be based on a situation assessment and analysis of the learning needs and expectations of Syrian children (which could be included within a report on the “State of Syrian children in Turkey” as recommended elsewhere); and (b) include a tripartite agreement on educational approaches, including use of curriculum and languages of instruction, with the Government of Turkey

- Recommendation 15. In conjunction with Recommendations 12 and 15 (a) UNHCR should work with UNICEF, MoNE and MoFSP to scale up existing efforts to keep both girl and boy refugee children in school. This could involve a combination of providing quality education opportunities, with community advocacy to prevent early marriage and child labour, and conditional cash assistance to compensate at-risk families for keeping their children in school.
- Recommendation 16. In support of this comprehensive education action plan, UNHCR Turkey should prioritise education according to the agreed division of labour by scaling up its staffing and its programming for non-formal education, Turkish language training and higher education. In order to facilitate the inclusion of refugees in government schools, UNHCR should also increase the provision of school transport, conditional cash assistance linked to education in order to support children at particular protection risk, and supplies for refugee children in government schools

## Social Cohesion

### Strategic communications

- Recommendation 17. UNHCR Turkey should work with its partners to develop a Strategic Communications Action Plan to underpin the Protection and Solutions Strategy as recommended elsewhere, with a primary emphasis on supporting social cohesion, and a secondary emphasis on fund-raising

### Engaging with local communities

- Recommendation 18. UNHCR Turkey should actively engage with municipal authorities in all refugee-hosting regions, inventory the relevant services provided by municipalities (including MHPSS, SGBV referral mechanisms, community centres and refugee support groups), and then (a) work with municipal governments to anticipate and manage risks of social tension, and (b) enhance existing municipal capacity to include refugees

### Refugee community empowerment and representation

- Recommendation 19. Together with local partners, UNHCR Turkey should continue to support camps and municipalities in the establishment of representative and consultative mechanisms for refugees, and actively support the selection and training of effective refugee representatives
- Recommendation 20. To increase efficiency and sustainability, rather than invest in new community centres, UNHCR Turkey should (a) continue to use all existing community centres (UNHCR-funded and others) as platforms for outreach, so that they can extend coverage and enhance understanding of the persons of concern, and (b) support the Turkish authorities with their plans to increase the number of government-managed Community Centres

### Livelihoods

- Recommendation 21. Regarding livelihoods, UNHCR Turkey should focus on where it can best add value: (a) upstream work on advocacy, policy dialogue/advice, and regulatory reform related to refugee employment, including the right to re-register where

refugees have found work; (b) support for skills assessment (in conjunction with vulnerability assessment and registration); (c) continued investment in Turkish language training; and (d) promoting greater investment by other UN partners, INGOs, private sector bodies and the Government in the whole spectrum of market-driven and employment-oriented technical training (from life skills, to skills-specific, to certified formal vocational training in state institutions)

## Planning and Programming

### 3RP vs COP

Recommendation 22. UNHCR MENA should move all the 3RP dashboards to a quarterly reporting cycle, and the analytical depth of the narrative quarterly reports should be enhanced to a quality that would provide a strategic quarterly briefing for senior managers of donor agencies, supplemented with offline tactical briefings to key donors

### Procurement and contract management

Recommendation 23. UNHCR Turkey should strengthen its programming efficiency either by investing in more programming capacity, so that it can manage a larger number of partner agreements in multiple sectors, or by simplifying the range of sectors and aiming for fewer and larger partner agreements

Recommendation 24. Where it is determined that CRIs are more efficient than cash, UNHCR Turkey should ensure: (a) early agreement between UNHCR and the Government of Turkey on beneficiary targeting in areas where e-vouchers or cash assistance will be hard to put in place; (b) early definition of the scope of the winterization programme; and (c) early preparations for procurement and delivery of CRIs

Recommendation 25. UNHCR globally should make it easier for national NGOs to work with it, in particular by: (a) including as many NNGO corporate management and head office costs as possible within the direct costs portion of project budgets; and (b) prioritising NNGO partners for annual negotiation of agreements, to provide greater continuity of financing

Recommendation 26. Where it is determined that Cash-Based Interventions (CBI) are more efficient than in-kind assistance, (a) UNHCR Turkey should scale-up cash (in preference over e-voucher) assistance in those locations and sectors where UNHCR has a comparative advantage and in close coordination with other cash actors, and consider providing this assistance to women rather than to men; and (b) stop the provision of CRIs to out of camp populations once effective CBI schemes are properly in place

Recommendation 27. When revising the performance indicators, UNHCR globally should develop or adapt indicators to measure the performance of work done by UNHCR to support major host government and partner programmes (e.g. registration, camp management, education)

# 1 Introduction and Context

## Introduction

The purpose of this evaluation is both learning and accountability. The evaluation focuses only on the Syrian caseload in Turkey during the period of 1 January 2014 to 30 June 2015. The evaluation does not consider UNHCR's assistance and protection of the approximately 250,000 non-Syrian refugees<sup>2</sup> in Turkey, nor the European movement, nor the cross-border activities into Syria under the Syrian Humanitarian Assistance Response Plan. Historical elements and perspectives prior to the Syrian emergency serve as a baseline to underline progress and difficulties encountered.

The objectives of this evaluation specifically include (a) assessment of the extent to which pre-determined objectives have been met, including reasons for success or failure, (b) identification of protection and assistance gaps for persons of concern to UNHCR, and (c) insights into UNHCR's strategic positioning within Turkey. As set out in the Terms of Reference (**Appendix I**) and in the Matrix of Evaluation (**Appendix II**), the evaluation followed OECD/DAC evaluation criteria and questions: Coordination, Efficiency, Coverage, Appropriateness, Impact, Sustainability and Connectedness, as well as sector-specific evaluation questions on Protection, Education, Social Cohesion and Self-Reliance, and Programming. In order to reduce the body of the text and to draw out the more important aspects, after the draft report was submitted UNHCR's Policy Development and Evaluation Service (PDES) and the Evaluation Reference Group<sup>3</sup> requested that the final report be reorganised into the five main chapters found below.

The evaluation took place in four phases. A first inception mission visited UNHCR HQs in Geneva from 14-16 December 2015. A second inception mission to Turkey from 8-12 February 2016 was immediately followed by a data collection phase<sup>4</sup> in several regions of Turkey from 15 February – 4 March 2016. The first debriefing to PDES and to UNHCR Turkey took place on 4 March 2016 in Ankara, followed by a second debriefing to UNHCR's MENA Bureau on 15 March 2016. The fourth phase of data analysis and report drafting concluded with the submission of the draft evaluation report on 18 April 2016.

This report is structured as follows. It first introduces the reader to the unique country context – a **context that determines why and how UNHCR's programme in Turkey is unlike its programmes anywhere else in the world**. The next section details the methodology and some of the challenges that the evaluation encountered, and then there are five substantive chapters: Strategic Positioning, Protection, Education, Social Cohesion, and Programming. In each chapter, there are findings referenced to the evaluation

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<sup>2</sup> The evaluation uses the term "refugee" throughout, and recognises that Syrians in Turkey are considered by the Government of Turkey to be Persons under Temporary Protection, as discussed later in this Context chapter

<sup>3</sup> The Reference Group consisted of UNHCR officials, and representatives from UNICEF, ICVA, Canada, EU and USA

<sup>4</sup> The absence of a gap between the second inception phase and the data collection phase was the result of logistical factors over which the evaluation team had no control

questions of the TORs, recommendations ensuing from the analysis, and a short concluding paragraph providing overall assessment of UNHCR's performance. The findings and recommendations are consolidated at the end of the report. Finally, nine appendices inform the reader about the sources of evidence used.

## Context

The donor community,<sup>5</sup> the World Bank<sup>6</sup> and the UN<sup>7</sup> all agree that Turkey is different from other refugee hosting countries in the region in at least two key respects. First, as a G20 country and the world's 18th largest economy, Turkey is an upper-middle income country aspiring to join the European Union. Indeed, **Turkey sees itself more as a donor country than as an aid recipient country**, claiming in its 2013 Annual *Turkish Development Assistance Report* that it is "the top donor of humanitarian aid in the world". While this might be an overstatement, since 2012 Turkey has been counted in the top 15 ODA donor countries by the OECD DAC,<sup>8</sup> and Turkey's officially reported humanitarian assistance contributions between 2011 and 2014 amounted to \$4.5 billion.<sup>9</sup> While the Government's claims of having spent over \$8 billion for Syrian refugees<sup>10</sup> are not publicly substantiated, the officially reported financing to the OECD DAC and extrapolations for 2015 make it **seem likely that the Government has spent at least \$6.5 billion between 2011 and 2015**,<sup>11</sup> primarily on the management of 26 temporary accommodations centres (camps) hosting about 260,000 refugees as of the end of 2015, and additional expenditures through line ministries and local governments for out of camp populations. In any scenario, there is **no doubt that the Government of Turkey's support for Syrians far outweighs support provided by international donors**.

A second feature of the Turkish context is that **the Government is firmly in the lead on refugee issues**. Host country leadership is the ideal situation for refugees and for UNHCR, but in most cases host governments rely heavily on UNHCR financial and technical support. In the case of Turkey, the extent of Government leadership is so complete that initially UNHCR was informed that UN and donor assistance was not needed. UNHCR had (and still has) no direct role in refugee registration of Syrian refugees or access to registration data, and in the beginning UNHCR was not allowed access to the temporary accommodation centres established and managed by the Government's Disaster and Emergency Management Authority (AFAD) and the Turkish Red Crescent (TRC). While UNHCR's assistance is now welcomed and access is largely assured (see detailed discussion in the report below), there is no doubt that **in Turkey, UNHCR is playing an unfamiliar role of supporting a strong and well-resourced Government, and is only able to act in specific confined spaces at the invitation of Government authorities**. As we shall see, this has wide-ranging implications for the kind of programming that UNHCR can do in Turkey, and for the skills mix needed in the UNHCR team.

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<sup>5</sup> Interviews, donor reports

<sup>6</sup> *Turkey's Response to the Syria Crisis and the Road Ahead*, World Bank report 102184, December 2015

<sup>7</sup> RRP6 and 3RP appeal documents

<sup>8</sup> OECD DAC data

<sup>9</sup> *Global Humanitarian Assistance Report 2015*; Development Initiatives

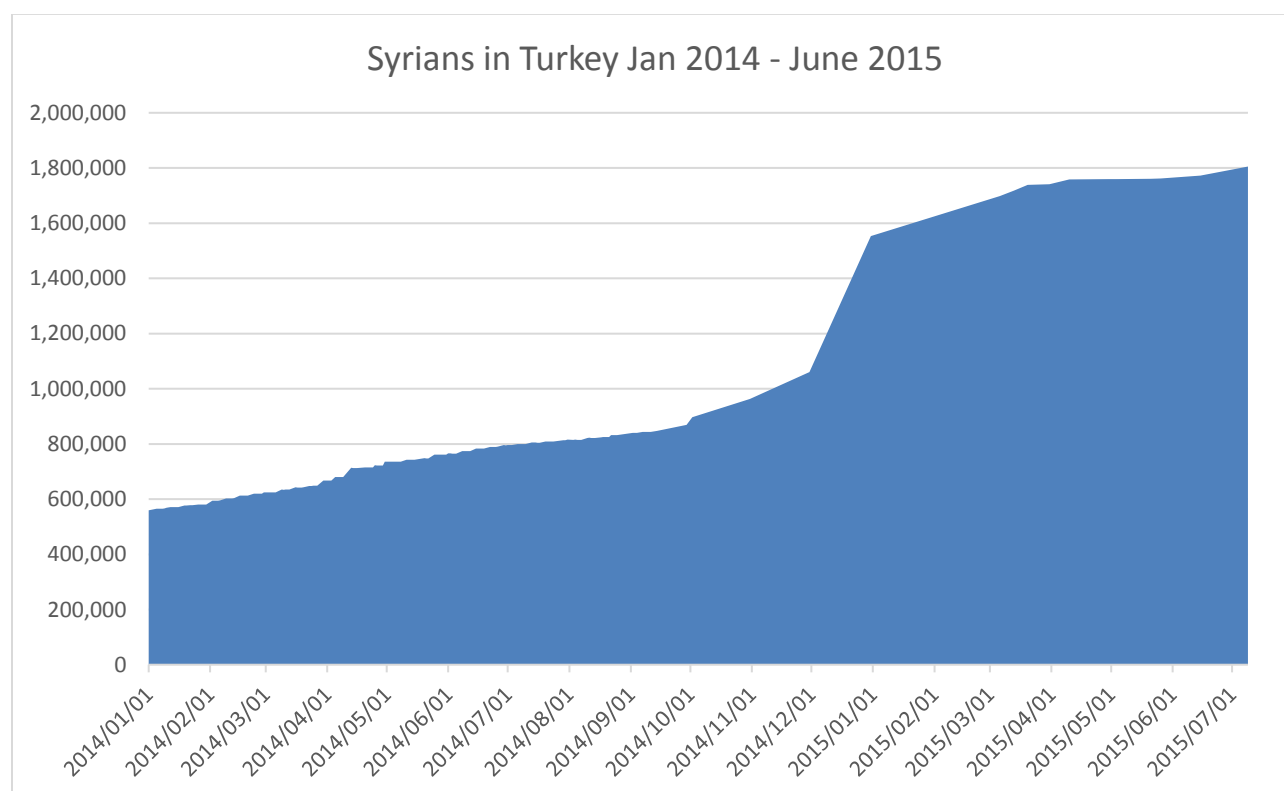
<sup>10</sup> For example, in the *First stage needs assessment covering 2016-2018 for Syrians with temporary protection status in Turkey*; Ministry of Development, March 2016

<sup>11</sup> Turkey reported US\$ 1,8 billion in humanitarian assistance to the OECD DAC for 2014, *GHA*, op. cit., p. 38

## The context of the refugee population

There are three important characteristics of the Syrian refugee population in Turkey. The first is that it has **grown rapidly to the point where it is now the largest refugee population in the world**. Most of this is new arrivals from Syria directly or via Jordan and Lebanon, but we are now seeing significant natural population growth, with reportedly 159,000 new births since 2011.<sup>12</sup> With reference to the graph below, note that this reflects the rate at which Syrians were registered in Turkey by the Government during the period of this evaluation, in particular through a major registration campaign in mid-late 2014:

**Figure 1.1** From Jan 2014 to June 2015, the number of Syrian refugees in Turkey tripled

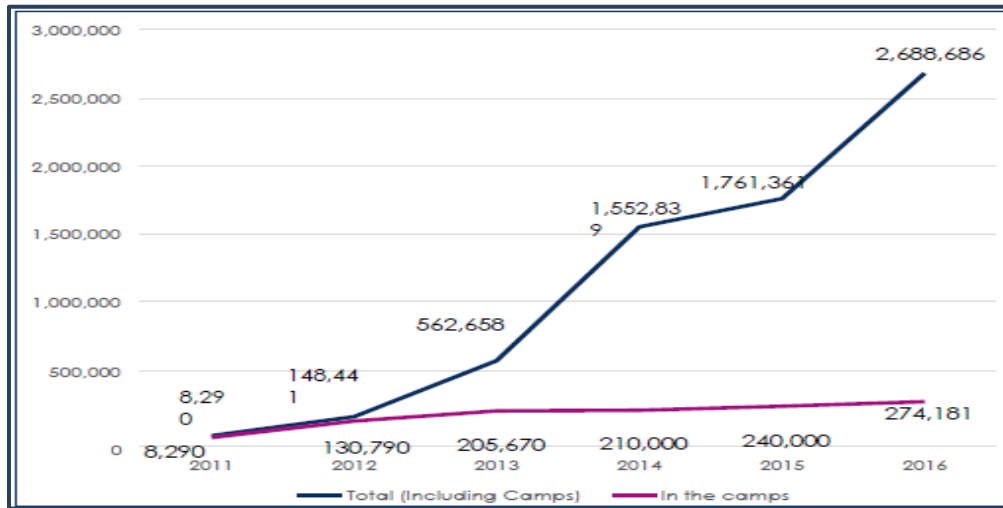


The second key characteristic of this population is that about **90% of the Syrian refugees are living outside camps** - beyond reach of the services that can be more efficiently provided in a controlled camp setting. This has profound implications for protection, social cohesion, economic opportunities, and sustainability.

<sup>12</sup> Government of Turkey statement to the London Conference: February 2016

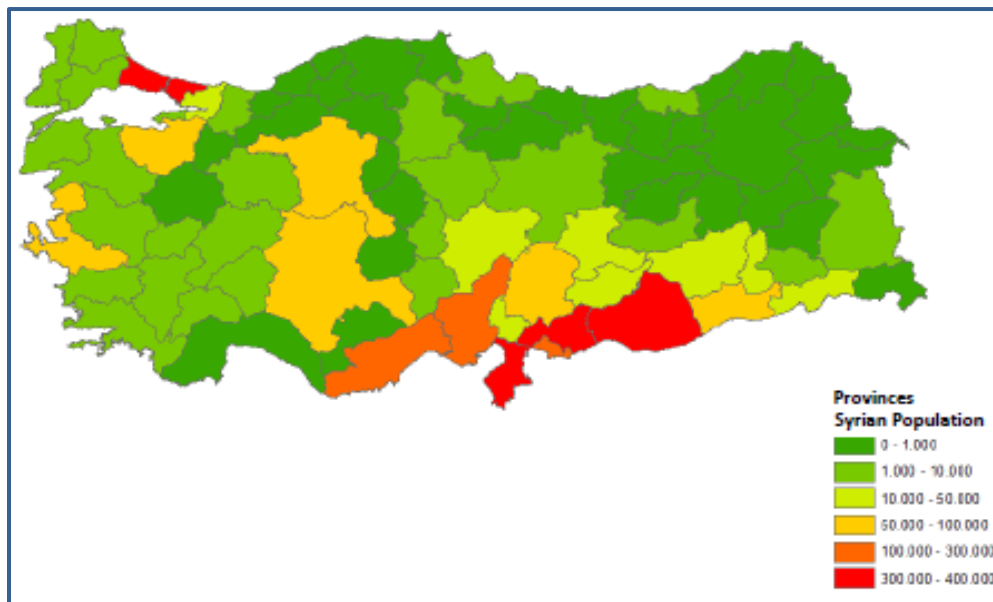


**Figure 1.2** Syrians living in camps represent about 10% of the total population<sup>13</sup>



The third and final key characteristic is that Syrian refugees, whose movement was unrestricted prior to registration in 2013–2014, are **spread throughout all the municipalities of a very large country**. Data provided by DGMM<sup>14</sup> shows that Syrian refugees are registered in every province, although 80% of the 2,748,000 registered Syrians (as of 1 March 2016) are in ten provinces.

**Figure 1.3** Number of Syrians under Temporary Protection by Province<sup>15</sup>



<sup>13</sup>First Stage Needs Assessment covering 2016-2018 period for Syrians with Temporary Protection Status in Turkey, Ministry of Development, March 2016

<sup>14</sup>DGMM website

<sup>15</sup>First Stage Needs Assessment, op. cit., p. 6



The combination of a Government-managed response, a huge number of refugees, and their wide geographic distribution requires UNHCR to work in entirely different ways. How UNHCR has learned to adapt to this very different context will be one of the underlying themes of this evaluation.

## The legislative context of refugees and asylum seekers in Turkey

Since the onset of the Syrian crisis in 2011, there has been **transformational change in both the responsible Turkish institutions, and in the legal framework governing Syrians in Turkey**. In 2011, UNHCR's primary relationship regarding refugee assistance was with the Turkish Red Crescent (TRC). With the influx of Syrians and the establishment of the camps along the border with Syria, the main counterpart relationship for assistance shifted to the Disaster and Emergency Management Authority (AFAD). Then, with the enactment of the new Law on Foreigners and International Protection, a new Turkish Government authority the Directorate General of Migration Management (DGMM) was created with responsibility for refugee registration and protection. And finally, in 2015, the Prime Minister of Turkey created the position of Chief Advisor on Immigration and Humanitarian Aid within the Prime Minister's Office. Each time a new institution is introduced into the system, the rest of the Government as well as external stakeholders including UNHCR must establish a new set of relationships, explain the history, adapt to new mandates, and modify coordination arrangements.

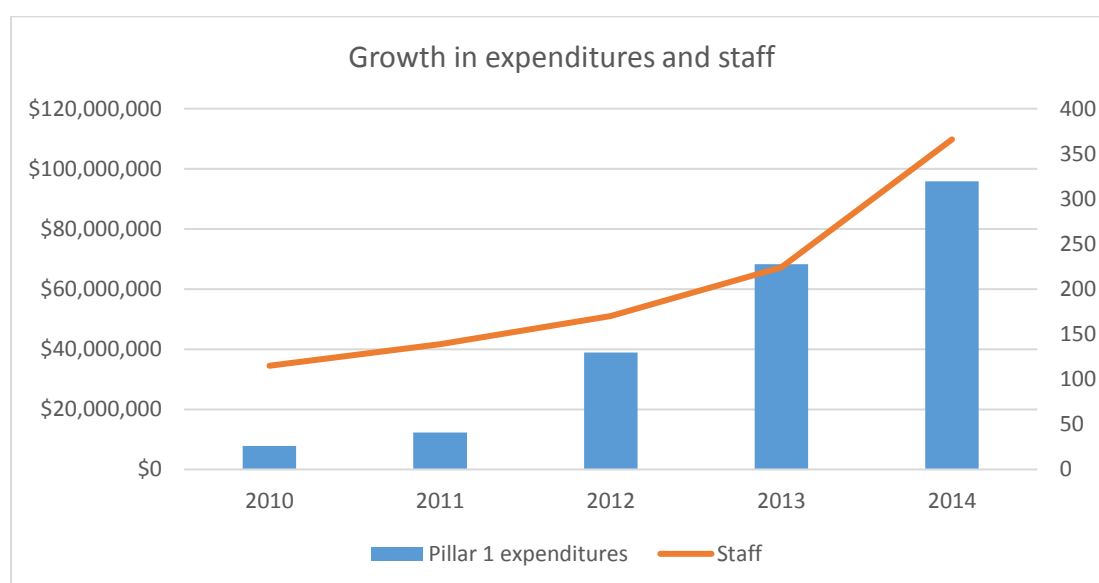
The legal context has evolved quickly over the same period. Initially, under the 2012 Directive on Reception and Accommodation of Syrian Arab Republic Nationals and Stateless Persons who reside in Syrian Arab Republic, who arrive to Turkish Borders in Mass Influx to Seek Asylum, **Syrian refugees were considered "guests" and essentially treated as visitors**. Within three years, two foundational pieces of legislation were passed, the Law on Foreigners and International Protection (LFIP) no. 6458 was passed on 4 April 2013 and entered into force in April 2014, and the Temporary Protection Regulation (TPR) of 22 October 2014. It is a considerable **testament to the political commitment of the Government of Turkey towards refugees, and to the consistent support of UNHCR, that these two pieces of progressive legislation were passed during an electoral period and while Turkey was experiencing a mass influx of refugees**. Technically, the Syrians in Turkey and who are the subject of this evaluation are not considered by Turkey to be refugees, but are defined as **persons under Temporary Protection**, a special status under Turkish law that provides to persons arriving in Turkey as a result of a mass influx most of the same economic and social rights as refugees, while not requiring individual refugee status determination or granting the formal rights of refugees or persons benefiting from conditional protection (the status accorded to the vast majority of non-Syrian asylum seekers in Turkey). Two key features of the TPR are that temporary protection status can be terminated by order of the Council of Ministers (hence its temporary character), and that persons applying for temporary protection status shall not be penalised for entering the country illegally.

Over the same time period, over 30 separate administrative circulars and directives were issued by the Government of Turkey governing refugee education, medical care, the labour market, and social assistance and services. The regulations also define groups with special needs, including unaccompanied and separated children, people with disabilities, elderly, pregnant, single parents, survivors of violence and torture, and survivors of SGBV. The net effect of these regulatory measures has been to reduce the ease of access by Syrians to Turkey (for example introducing a visa requirement in January 2015) and to progressively limit freedom of movement within Turkey, while at the same time opening up more and more access by Syrians to services and labour markets within their provinces of registration, to the point that **most Syrians who are residing within their province of registration now have rights to the same basic services and economic opportunities as Turkish nationals**, although their ability to access these services varies across regions and is often limited by lack of awareness and language difficulties.

## UNHCR's operating context in Turkey

Turkey is not a Delivering as One country for the United Nations system, there is no Humanitarian Coordinator, and the UN Country Team is led by a UN Resident Coordinator. Turkey has ratified the 1951 U.N. Convention on the Status of Refugees but maintained the geographic limitation. Importantly, Turkey is the only significant UNHCR operation which is not covered by a host country agreement – creating difficulties for the office and in particular for import clearances and duty-free status of purchases. At the beginning of 2011, on the eve of the Syrian crisis, UNHCR's Turkey operation had a total of 5 international staff nationwide, and was entirely focused on registration, refugee status determination and resettlement of a relatively small caseload of 17,000 non-Syrians. From there, the operation grew dramatically in programming and staffing (figures below combine Syrian and non-Syrian programmes).

**Figure 1.4** UNHCR's staff and expenditures increased substantially as the Syrian crisis evolved<sup>16</sup>



**Not only did the operation grow in size, but it grew in complexity** as the assistance and legal context for the Syrians introduced the new dimensions of camps, material assistance in the form of core relief items (CRIs), education services, cash/e-vouchers, support for a Government-managed registration system and initial support for livelihoods, none of which the UNHCR Turkey office was initially equipped for. At the same time, **the number of non-Syrian refugees has also grown dramatically**, placing huge pressures on UNHCR's pre-existing registration and refugee status determination machinery. And finally, in addition to these two rapidly-growing and rapidly-changing Syrian and non-Syrian operations, two entirely new dimensions of programming were added in 2014 and 2015: the addition of a **substantial cross-border operation** into Syria (under UN Security Council Resolutions 2165 (2014) and 2191 (2015)), and the **Special Mediterranean Initiative** (with its own appeal and programme starting in 2015).<sup>17</sup>

<sup>16</sup> Source: UNHCR Global Reports

<sup>17</sup> As of late 2015 UNHCR's Turkey operation is covered by five different appeals: the 3RP for Syrians, the Iraq Situation appeal, the Special Mediterranean Initiative, the Supplementary Resettlement Appeal, and the Global Appeal– and to further add to the complexity the UNHCR office in Turkey is co-managed by two HQ Bureaux: Europe Bureau for the non-Syrians and for the Mediterranean movement, and MENA Bureau (based in Amman) for the Syrian, Iraqi and cross-border operations.

Although these other situations are beyond the scope of this evaluation, **they are still part of the complex operating environment of the UNHCR office in Turkey**, and they have a profound impact upon Turkey's relations with donors and UN agencies including UNHCR itself, where a different HQs Bureau is responsible for the European dimensions. In particular, late in 2015 (and beyond the evaluation period) the European Union announced a **€3 billion programme of support for Syrian refugees in Turkey** that dwarfs all previous financial pledges and fundamentally changes the refugee assistance landscape going forward.

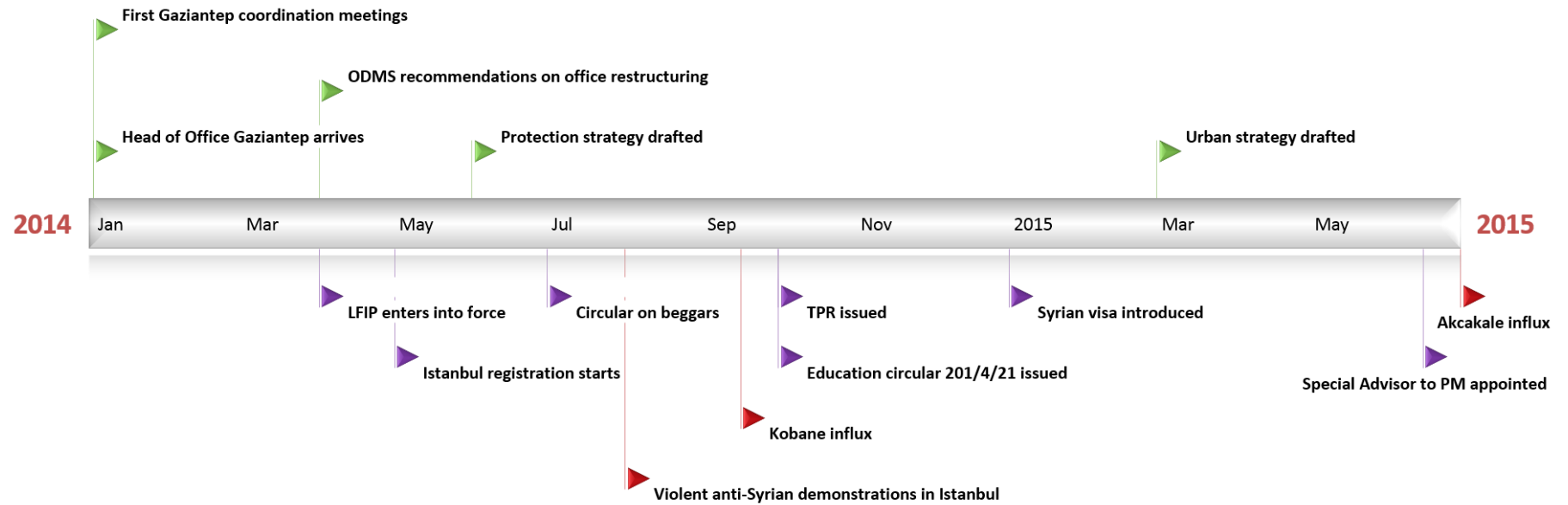
The final contextual point to note is that the sudden increase in global attention to Turkey (especially in 2015) has placed upon the operation an extraordinary burden of visit management, as senior UN and donor country officials have **intensified the level, frequency and expectations of their visits to Turkey** – to the point where the time spent on briefing and accompanying dignitaries limits senior management time available for actually handling the heavy and complex management tasks at hand.

**Table 1.1** *From civil unrest to civil war, the Syrian refugee presence in Turkey has radically changed the humanitarian response of the Turkish government - and UNHCR's role and operations*

	2011– 2013	2014 – 2015
<b>SITUATION</b>	(the demarcation between years is approximate to show contrast)	
Syria situation is seen as	Civil unrest	Civil war
Government response is	Responsive	Anticipatory
Government planning assumptions are	Short term, then return	Protracted
Presumed durable solution is	Voluntary return	Return and resettlement
Government stance is	Syrians are guests	Temporary Protection
Syrian border is	Open and loosely managed	More and more strictly managed
Legal regime for Syrians	Syrian received as "guests"	LFIP and TPR
Government coordination by	Deputy Prime Minister/AFAD	DGMM and Prime Minister's Office
Government management model is	Mostly in camps	Mostly out of camps
<b>UNHCR/DONOR ROLES</b>		
Donor stance is	Disinterested	Preoccupied with European movements
Assistance mostly by	Government and NNGOs	Government, UN, INGOs, NNGOs
UNHCR role mainly as	Trusted external adviser	Strategic partner
UNHCR management model is	Centralised in Ankara	Shared with Gaziantep and Istanbul
UNHCR staff focused on	Non-Syrian RSD/resettlement	Building a new Syrian programme
Protection approach is	Case management and camps	Camps and Community-based
Assistance approach is	CRIs and in-kind	Conversion to cash and e-vouchers
Situation planning framework is	RRP (UNHCR managed)	RRP to 3RP (UNHCR and UNDP)

	2011– 2013	2014 – 2015
<b>SYRIAN REFUGEES</b>		
Syrians are	Mostly registered in camps	Registered nationwide
Syrian vulnerabilities are	Not captured	Captured by IPs and local authorities for CRI/cash targeting
Urban Syrians are surviving	On savings and relatives	On informal labour
Syrians access counselling	Only when in camps	Through community centres and IPs
Syrian refugee education	Mainly separate Arabic schools	Also integrating into Turkish schools

Figure 1.5 Timeline of the Syrian refugee crisis in Turkey



## 2 Methodology

The evaluation has been guided by OECD-DAC Evaluation Quality Standards for Development Evaluation,<sup>18</sup> the UNEG Norms and Standards for Evaluation in the UN System,<sup>19</sup> as well as the Code of Conduct for Evaluation in the UN System.<sup>20</sup> The overall approach to the evaluation has been utilization-focused and followed a participatory and mixed-methods approach with the objectives of both assessing the performance of UNHCR's response and providing learning for key stakeholders to use for strategic decision-making and the design of future interventions.

In assessing performance, the evaluation considered inputs and outputs as well as processes throughout the design, planning and implementing stages of UNHCR's interventions. External factors were also considered as they particularly influenced observed results (i.e. the movement trends, the evolution of Government policies and initiatives, the activities of other actors, the level of funding received as compared to the needs posed by the emergency).

### 2.1 General approach

**The following approaches have characterised the evaluation:**

**Utilization-focused approach.** During the inception phase, in Geneva as in Turkey, the team worked closely with PDES and with the Reference Group to finalize the methodology and work plan. During the data collection phase, the team continued to engage with UNHCR Turkey and PDES to review progress at important points, above all to ensure that the team arrives at useful, feasible and actionable recommendations. This approach did not decrease the evaluation's impartiality and independence, as the evaluation team remained in control of the content of the evaluation report while ensuring the consideration of end user perspectives.

**Mixed-methods approach.** The purpose of a mixed-methods approach is to triangulate sources of information and perspectives -- drawing on quantitative and qualitative techniques in order to ensure a comprehensive, robust, and evidence-based understanding of the programme under evaluation, which in turn allows for the development of insightful findings, reliable conclusions, relevant lessons learned, and targeted recommendations. Since the beginning of its evaluation, the evaluation team has used a range of quantitative and qualitative data collection and data analysis methods. These included: (a) document review; (b) in-person key informant interviews; (c) an online survey; (d) field visits including observation and beneficiary dialogues (whenever possible and realistic); and (e) database and financial analysis.

**Participatory approach.** With the support of UNHCR, Universalia actively engaged with UNHCR senior managers (in Geneva as well as throughout Turkey), field staff, donors, partners and key government partners throughout the data collection phase. In all instances, on an individual or a group basis, the team

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<sup>18</sup><http://www.oecd.org/development/evaluation/qualitystandards.pdf>

<sup>19</sup><http://www.uneval.org/document/detail/21> and <http://www.uneval.org/document/detail/22>

<sup>20</sup><http://www.uneval.org/document/detail/102> and <http://www.unevaluation.org/document/detail/100>

encouraged interlocutors to share their points of view and experience in confidence. It is important to note that the evaluation team had very limited direct access to refugees, and was not able to gather methodologically sufficient data from the Syrians themselves.

**Gender focused approach.** The evaluation assessed the extent to which the development of policies and programmes in support of Syrian refugees integrated gender equality.

## 2.2 Data collection

### *Document review*

Cooperation from the UNHCR country team and other stakeholders has been outstanding in regard to document collection, all the more valuable since the field visits were taking place at the same time as basic documents were being provided and time was of the essence. Documentation included internal notes and field reports, and enabled the evaluation team to draw hypotheses to guide the evaluation, as well as to triangulate information gathered through interviews, group discussions and field observation.

### *Online Survey*

After consultation and integration of comments and suggestions for revision from UNHCR, an online survey was sent to three categories of stakeholders: UNHCR Turkey current and past personnel; National/International NGOs; and UN agencies in Turkey. A Turkish version of the Survey was developed and sent to a selected range of officials from DGMM, AFAD and other interested officials of other organizations partnering with UNHCR. UNHCR Ankara then briefed Turkish officials and partners on the rationale for the proposed survey.

The initial intention for the survey was to gather meaningful data from a broad spectrum of stakeholders *before* commencing the field mission in Turkey. Administering a survey (and document review) before data collection in the field saves precious time as the team can then use field time to focus on triangulating and validating hypotheses and preliminary findings. For logistical and technical reasons, this could not be done and much of the documentary and survey data was analysed after the field visits.

The survey was open for six weeks. It yielded a disappointing response rate, although not altogether surprising given the operating environment of Turkey, where some relationships are very sensitive and all stakeholders are cautious in their observations. The response rates from UNHCR HQs, UNHCR Amman and from the Turkish stakeholders were insignificant. The UNHCR staff and I/NGO responses were useful, in particular the narrative comments provided depth that complemented the key informant interviews. Results of the Survey are presented in **Appendix IV**.

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## Stakeholder Mapping and Interviews

With the support of UNHCR Turkey, the evaluation team mapped the main stakeholders (see a summary in **Appendix III**). Stakeholders were interviewed in four rounds. The first took place during the inception mission in Geneva and allowed the team to meet all the relevant senior management (including the former UNHCR Representative in Turkey), many key officers and analysts, other UN agencies, and the Reference Group. These initial sessions were vital to confirm the context of the evaluation and to plan the fieldwork.

The second round of interviews took place during the second stage of inception in Ankara, Gaziantep and Istanbul, when the evaluation team was introduced to key stakeholders and thereby could begin developing hypotheses for testing, and to fine tune the evaluation approach.

The third round took place during the data collection mission where Universalia's team divided into sub-teams, and conducted in person or small group interviews with all key stakeholders across the country.

A fourth and final round of interviews were conducted by phone from Canada after the field mission, during the data analysis and report drafting stage. A standard interview protocol (**Appendix VI**) helped the team conduct interviews and collect this essential data in a systematic manner.

## Field visits in camps and non-camp settings

Despite the operational pressures of the moment, and in particular the prospect of a large-scale influx of new arrivals in the south and a heightened degree of sensitivity regarding onward movement to Europe, UNHCR staff and partners were most accommodating and facilitated a very smooth series of field visits and meetings in six cities: Ankara, Istanbul, Gaziantep, Hatay, Bursa and Konya - the last two being cities without a UNHCR or significant IP presence (visited in order to assess protection and assistance in control situations where UNHCR has no presence). The only (but serious) limitation in terms of access was that the evaluation team had access to only one of the 26 Syrian refugee camps managed by AFAD and its implementing partner TRC. The complete list of persons and institutions met during the evaluation is presented in **Appendix VI**.

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## Focus Groups

The evaluation team sincerely hoped to be able to organise focus group discussions (FGDs) with refugees in camps and out of camps, but in the end was not able to do so, and even the one camp visit did not permit an open discussion. The team did meet with small groups of refugees in an unstructured way, mainly while visiting community centres, but not in a way that was methodologically sufficient. Instead, the evaluation team has relied on secondary data, particularly reports of focus group discussions carried out by partners. UNHCR's periodic Age Gender and Diversity Mainstreaming (AGDM) Participatory Assessments<sup>21</sup> were an invaluable source of information, in particular on protection issues.

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<sup>21</sup> See section below on AGDMs

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## *Evaluation Matrix.*

The Evaluation Matrix was based upon the terms of reference, and then modified through three iterations: the technical proposal, discussions with UNHCR HQs during the first inception phase in Geneva, and then the final inception phase in Turkey, which also took into consideration comments from the Reference Group. The Final Evaluation matrix, presented in **Appendix II**, has been updated to reflect these changes.

## Presentation of evaluation results

The first deliverable, presented to UNHCR on 12 February, was the Inception Report. No significant changes were requested by PDES and UNHCR Ankara, and the evaluation team immediately began data collection.

At the end of the data collection phase, the team presented preliminary findings to UNHCR Turkey on 4 March, and separately to UNHCR MENA Bureau, in a presentation following the format approved in the Inception Report and following the evaluation questions: Coordination, Efficiency, Coverage, Appropriateness, Impact and Sustainability, and a review of thematic findings in Protection, Education, Community Empowerment and Core Relief Items. Valuable feedback from UNHCR allowed better understanding of several aspects, and suggested further channels of follow-up over the ensuing weeks.

The draft of the Final Report was presented to UNHCR in the week of 15 April 2016. After a round of comments from UNHCR and the Reference Group, the evaluation team was requested to revise the report by moving away from the organising principle of the ten evaluation questions, and instead focusing on five key areas: Strategic Positioning, Protection, Education, Social Cohesion, and Programming.

## Limitations to the evaluation

The online survey yielded some useful data but had a disappointingly low response rate, and the team was not able to conduct focus group discussions with refugees. This lack of primary data was compensated by secondary data and a greater emphasis on key informant interviews. Finally, the team faced the challenges of considering a historical period 1 January 2014 – 30 June 2015 when many of the key people from that period were no longer available for interview, and everyone's attention was focussed upon the immediate issues of February 2016 - in particular the mixed onward or secondary movements to Europe and the Turkey-EU agreement that were outside the scope of the evaluation. The evaluation team has attempted to take the changed context into account in order to provide recommendations drawn from 2014-2015 that are useful to the programme in 2016-2017.

## Evaluation team and acknowledgements

The evaluation team consisted of Ayse Sule Caglar, Yvan Conoir (Team Leader), Julian Murray, Virginia Thomas, and Nurper Ulkuer, supported by Esther Rouleau in Canada and Ebru Karayigit in Turkey. The team wishes to thank UNHCR for its exceptional support throughout, in particular Pascale Moreau and Alev Orsel Karaca in Ankara, Tracey Buckenmeyer in Gaziantep, Selen Elif Ay in Istanbul, and Machiel Salomons in Geneva.

# 3 Strategic Positioning

## Coordination

**Finding 1.** UNHCR's relationship with the Government evolved as the coordination roles of the Office of the Prime Minister, DGMM and AFAD changed over time

From its outset in April 2011, coordination of the Syrian refugee response in Turkey has been confidently managed by the Government of Turkey. As explained in greater detail in the Context Chapter above, over the five years of this emergency the Government's institutional configuration and its coordination mechanisms evolved considerably and in ways that were not always clear to stakeholders, including UNHCR.

Initially the Government declined offers of assistance from UNHCR and other stakeholders, and the Government was not substantively involved in the Turkey chapters of the UNHCR-managed Regional Response Plans (RRP) issued from March 2012 onwards. Only in 2015, in the context of the 2016-2017 3RP, did the Government provide written comments and inputs on the UN strategy.<sup>22</sup> Unlike in the other RRP/3RP countries, international NGOs are not part of the Turkey chapter of the UN regional appeals.<sup>23</sup>

The most important obstacle to effective coordination in this context of strong Government leadership is that, during the period under review, the Government itself did not provide a single clear articulated strategy to guide everyone's actions, and furthermore did not provide basic information on the population to international stakeholders. Instead, for reasons of evolving context and institutions outlined in the Context Chapter above, the Government made requests to the donors, UN agencies and INGOs depending on the priorities and needs of the day, to which the external stakeholders responded as best they could, given their prevailing constraints and available resources.<sup>24</sup>

“  
*“This is a difficult country to help”*  
 – Donor representative  
 ”

### Three loosely connected communities of coordination

**Finding 2.** There are three distinct communities of coordination in Turkey, each with its own “coordination culture”

Although the Government is now much more open to work with donors, UN agencies and INGOs, the period prior to the emergency influx was characterised by different stakeholders mainly organising

<sup>22</sup>Interview with UNHCR staff

<sup>23</sup> Initially there were few international NGOs operating in Turkey, and the Government started registering large numbers of INGOs to work in Turkey from 2014 onwards. In 2015, a handful of INGOs supporting Food Security were included in the appeal for the first time, as a group

<sup>24</sup>Several interlocutors, in particular donors, observed the delicacy of a situation where the Government was proud of the assistance it was providing and not asking for help, at the same time as they bemoaned the lack of burden-sharing and the limited international contributions

themselves. This set the stage for a situation that continues today, consisting of three loosely connected communities of coordination: (a) a Government mechanism that has itself evolved over the five year period,<sup>25</sup> and where the Government primarily coordinates its own substantial programmes, involving some NNGOs but only occasionally UNHCR;<sup>26</sup> (b) a UN system that coordinates UN agencies and IOM; and (c) various donor-driven and occasionally INGO-driven mechanisms to coordinate between organisations working with a particular donor or in a particular sector.<sup>27</sup> In addition, there are several sector-specific working groups, some at national level and some at local level, some organised by Government, others chaired by UNHCR or by other lead agencies, and some organised around issues (for example harmonising the services offered by community centres).

To a large extent, these three communities of coordination reflect the three main sources of funding for the Syrian emergency: Turkish Government funding (both national and local), donor funding through UN channels and notably the RRP6 and 3RP, and donor/private funding that flows directly to NNGOs and INGOs outside the Government and UN framework (including substantial EU and US Government funding).

They also reflect three distinct “coordination cultures” that do not comfortably work together: a Government culture which follows official hierarchy and functions through regulations and directives; a UN culture which relies on a division of labour among similar agencies to build composite planning and reporting frameworks; and a donor culture which is characterised by portfolios of geographic or sectoral projects proposed and managed by implementing agencies. These three coordinating communities co-exist, and between them there do not appear to be major gaps, but in the absence of single overarching coordinating and priority-setting mechanism there are almost certainly inefficiencies and missed opportunities.

**Recommendation 1. UNHCR Turkey should work with the Turkish Government to revise the overall coordination architecture at national, provincial and municipal levels, in order to optimize the effectiveness, efficiency and coherence of the Syrian refugee response**

## Coordination within the UN system

**Finding 3. The UN Resident Coordinator and the UNHCR Representative disagree on who should coordinate UN agencies supporting Syrian refugees in Turkey**

Within this coordination universe, the coordination mechanisms prevailing between UN agencies in the period under review were not tidy. Underlying this untidiness is that there was and still is no clear agreement between the UN Resident Coordinator and the UNHCR Representative regarding who has overall coordination responsibility for UN agencies supporting refugees in Turkey, and in particular for representing the UN to the Government of Turkey on refugee matters. Both the Resident Coordinator and the UNHCR Representative have well-justified arguments in favour of their overall responsibility: the

<sup>25</sup> Since 2015 this is led by the Chief Advisor to the Prime Minister for Immigration and Humanitarian Aid

<sup>26</sup> At the moment, this report was being drafted, after the end of the period under evaluation, the recently-created Office of the Chief Advisor to the Prime Minister was proposing a welcome new mechanism to coordinate a higher level of Government engagement with the 3RP and organised around the main 3RP sectors and agencies

<sup>27</sup> Note that most of the INGOs working with UNHCR entered the country in 2013 and 2014, and the majority set up their national offices in the field – even today very few have Ankara offices

Resident Coordinator holds that he is the senior representative of the UN to the Government of Turkey and responsible for coordinating all UN agencies in country under the mandate of the Resident Coordinator system.<sup>28</sup> To exercise this responsibility, in 2013 the Resident Coordinator set up the “Syria Response Group” chaired by himself, and made up of the Heads of Agency of those UN agencies supporting Syrian refugees in Turkey as well as cross-border operations from Turkey into Syria.<sup>29</sup>

The UNHCR Representative has her own set of responsibilities stemming from UNHCR’s “Statute [which] places the High Commissioner and his Office at the centre of the international refugee response system, including in respect of coordination functions.”<sup>30</sup> While continuing to participate as a full member of the UNCT as well as in the Syria Response Group (which now meets less frequently), from 2011–2014 UNHCR Ankara chaired the UN Task Force on Syria, a working-level body within the RRP framework and which managed practical/technical coordination between agencies in country.

The respective coordinating roles of the UNHCR Representative and the UN Resident Coordinator were somewhat clearer in the period 2012–2014, when the overall UN response for Syrians outside Syria was managed through the Regional Response Plans 1–6, all of which were coordinated unilaterally by UNHCR. However, since 2015 and the transition from the RRP (Regional Response Plan) to the 3RP (Regional Refugee and Resilience Plan), the emphasis on the resilience dimension has resulted in a transition to co-chairing of the Syria Task Force between UNHCR and UNDP.

#### **Finding 4. UNHCR was more effective at coordinating with UN partners than with Government or NGO partners**

Thus, it is that as of January 2015, there was a somewhat confusing UN coordination architecture consisting of (a) a Heads of Agency Syria Response Group (SRG) chaired by the RC, which meets irregularly depending on the needs of the evolving situation, and (b) a working-level UN Task Force on Syria co-chaired by UNHCR and UNDP, and which operates as if it were a technical committee of the SRG to the extent that its strategic decisions regarding the 3RP are referred to the SRG. Despite the shortcoming of being limited to UN agencies, the parties involved feel that **the Ankara-level mechanisms are somewhat effective. They provide the basis for regular information exchange and coordinate the processes of preparing and reporting on the Turkey chapter of the 3RP, but they fall short of making difficult substantive decisions** such as, for example, which sectors and agencies should be de-prioritised in the event that full 3RP financing is not available, or how to allocate un-earmarked resources provided to the 3RP. Regarding the coordination spectrum described in Table 3.1 below, the Ankara-level mechanisms are somewhere between “coordinated” and “partly harmonised”.

#### **Finding 5. In RRP6, each agency’s submission was internally coherent but there was no mechanism obliging agencies to be horizontally coherent**

The RRP6 and 3RP are generally regarded as necessary for providing a common narrative for the UN response and for providing to donors a sense of confidence that there is a credible, coherent coordinated

<sup>28</sup>The Resident Coordinator function for humanitarian coordination is described ([https://undg.org/wp-content/uploads/2015/01/APPROVED-RC-Job-Descriptions\\_Feb\\_2014.pdf](https://undg.org/wp-content/uploads/2015/01/APPROVED-RC-Job-Descriptions_Feb_2014.pdf)) and is silent on refugee responsibilities

<sup>29</sup> Operations in Syria, including cross-border activities from Turkey, are coordinated by the Humanitarian Coordinator in Damascus

<sup>30</sup>UN High Commissioner for Refugees (UNHCR), *Note on the Mandate of the High Commissioner for Refugees and his Office*, October 2013, available at: <http://www.refworld.org/docid/5268c9474.html> [accessed 22 March 2016]

plan for Syrians in Turkey. The RRP6 (which was UNHCR-led) was built up as a composite of all the UN agency appeals, packaged under a single framework and with some common metrics. Each agency reported on its results, and these were aggregated into the final report. From a coordination perspective, what is important is that the agency-based design principle presented few requirements for agencies to negotiate, to compromise and to adjust their plans in relation to others working alongside them in the same sectors.

**Finding 6. In 3RP, the quality of coordination is better but the resistance and frustration with coordination is also higher**

With the changeover to the 3RP methodology, several important changes were introduced. Firstly, the universe was divided into sectors each containing multiple agencies, then each sector met as a group to agree on the goals and objectives of the sector, after which each agency then went away and determined what would be its contribution to the mutually-agreed sectoral goals. This sectoral method of planning was significantly heavier and more stressful – the stress being the healthy consequence of coordination effort forcing parties to agree on a supra-Agency set of goals, and then to coordinate their activities within that frame. **This is clearly a step forward in terms of coordination quality, and the 3RP is a stronger plan.** But at the same time, the 3RP has now created a greater coordination burden during implementation and reporting, as agencies which hitherto could submit their “chapter” and then quietly implement their agency plan for the rest of the year must now meet more frequently to synchronise their activities, and to report against common goals.

The second major change between RRP6 and 3RP is the bifurcation of the 3RP between “refugee” and “resilience” components, and leaving the coordination of these components in the hands of UNHCR and UNDP respectively. **Since the two components are quite different in their orientation, time horizons and partner composition, the coordination between these components creates a second layer of complexity.**

The quality of the interagency (RRP6 and 3RP) and internal (COP) planning processes will be discussed in a later chapter on programming. Here, we will address RRP6 and the 3RP from a coordination perspective, and comment on three specific interagency coordination matters: UNHCR and UNICEF in education; UNHCR and WFP on cash; and UNHCR and UNDP on livelihoods and resilience.

## Thematic coordination issues

**Finding 7. UNHCR and UNICEF have improved coordination on education but are not implementing the same strategy**

Regarding UNHCR and UNICEF coordination, during the evaluation period there was a marked difference in education philosophy between the two institutions, clearly observed also in the UNICEF evaluation of their own Turkey programme,<sup>31</sup> which reduced the effectiveness of both organisations for a time. These differences are discussed in further detail in the later Education Chapter, and have since been partly resolved by an agreed division of labour between UNHCR and UNICEF. **While the division of labour resolves the problems of practical coordination between the agencies, the challenges of actually**

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<sup>31</sup>Independent evaluation of UNICEF’s response to the Syrian refugee crisis in Turkey 2012-2015; November 2015 p. 44-45

reconciling the two different approaches to the education of Syrian refugee children remains a major piece of unfinished business.

**Finding 8. For cash and e-vouchers, there is no unified coordination mechanism that includes governmental, international and non-governmental organizations**

Coordination between the various agencies on cash and e-vouchers has become more complex over 2014-2015 as more agencies have entered into this field, using funding from inside and outside the 3RP, using cash for different purposes,<sup>32</sup> applying different assessment criteria and package sizes, and including major contributions by Turkish authorities, the TRC and charitable NNGOs. As of the end of 2015 **the field was crowded, harmonisation of approaches was making steady but slow progress under WFP and INGO leadership, and the amounts of funding through cash-based interventions seemed destined to increase as the effectiveness of cash is established** and substantial new non-3RP funding is made available, in particular by European donors. In this environment, where funding is increasingly outside the 3RP, involving Turkish partners and, increasingly, Turkish government bodies responsible for including refugees in the Government's cash-based social protection schemes, UNHCR needs to consider what its comparative advantage may be in relation to other agencies who are candidates for coordination. **For cash and e-voucher coordination, UNHCR should work towards a unified coordination mechanism, including all related governmental, international and non-governmental organizations.**

**Finding 9. Despite widespread agreement that it is a priority, livelihoods has problems of coordination, funding and implementation**

Finally, livelihoods is a sector where there was very little UNHCR programme investment in 2014-2015 beyond limited life skills training in community centres. Instead, UNHCR's efforts were correctly focused on encouraging reform of legislation such that persons under temporary protection would have access to the labour market and Turkish language training. **UNHCR should continue with the recent agreement that UNDP, supported by ILO, UNIDO, FAO, UNHCR and others, is best placed to coordinate as well as to lead the design and implementation of programmes providing Syrian refugees with access to the Turkish labour market and sustainable livelihood opportunities.** Now that the RRP6 has transformed into the 3RP and has a clearer focus on employment and livelihoods for Syrians in Turkey, a dimension of assistance that is the comparative advantage of development-oriented UN partners with ties to Turkish domestic departments and to the Turkish private sector, **UNHCR should re-position itself with respect to the livelihoods sector.** Preferably, UNHCR can maintain its emphasis on the enabling environment for refugee livelihoods by focussing on upstream issues such as refugee registration; including skills profiling, refugee labour mobility, Turkish language training, increasing access to vocational training, and maintaining a positive protection space through advocacy and communications, such that Syrians are economically welcomed by Turkish enterprises and citizens.

**Recommendation 2. UNHCR Turkey should reassess its thematic coordination roles, particularly in education, cash and livelihoods, and be ready to share or step back where other actors have strong capacity and/or mandates to lead**

<sup>32</sup> For example, "cash for food" vs "cash for CRIs" vs "conditional cash transfers for education"



## Coordination with donors

### Finding 10. Donors are not satisfied with the briefings from UNHCR Turkey

**Donor coordination is not easy in this context.** For the first few years, most donors did not direct their Syria funding towards Turkey for three main reasons: (a) Turkey is a developed country, a G20 member and aspiring member of the EU; (b) Syrian refugees in Turkey were not perceived to be threatening the economic and political stability of the host country (in comparison with Jordan and Lebanon); and (c) the Government of Turkey was providing a generous and effective response with its own resources, and not asking for international assistance. Additionally, most donor embassies did not have dedicated aid professionals in their Ankara embassies,<sup>33</sup> but instead in Amman at the coordination hub for the region, and those few who had humanitarian officers in country tended to place them in the Southern provinces closer to the action and especially closer to the cross-border operations.

This all changed dramatically in 2014-2015 as Turkey suddenly moved to the centre of donor attention due to the continued massive influx of Syrian refugees - highlighted by spectacular arrival events at Kobane and Akçakale, the start of cross-border operations, and above all the increase in mixed onward and secondary movement to Europe. Currently, donor interest is at an all-time high in Turkey, and **most donors expressed to the evaluation team that they are not getting the sort of briefings that they want from UNHCR.**<sup>34</sup>

What most donors are asking for is detailed information on trends in the movements of Syrian refugees - information on the push and pull factors - and are only secondarily interested in the situation of refugees in-country or in their assistance and protection needs. So, it is complicated. Donors are hoping that UNHCR can give them real time information, which is very sensitive and which may not be available. In the final analysis, the evaluation team concluded that it is not UNHCR's primary role to provide migration intelligence to donor embassies, but rather that **UNHCR should continue to focus on briefing donors on the protection and assistance trends and needs within Turkey** – a subject about which there is much more to say since the Government is now providing more information and has opened up to receiving donor funding. But UNHCR should provide these donor briefings in a way that is more structured, more substantive, more systematic, and better supported with data and graphics of a nature that donors can retransmit back to their capitals. Donor briefings should not mainly be about appealing for funding or even resettlement quotas, but rather should be seen as the key opportunity to frame the way that western governments see the refugee crisis in Turkey, and they are an important means to harmonise advocacy with the Government.

## Coordination in Istanbul and Gaziantep

At the sub-national level, the coordination mechanisms are very different between Gaziantep and Istanbul, reflecting the very different histories and operating contexts of the two offices. The **Istanbul office is small and well-established**, in a city with no significant donor, UN agency or INGO presence, and in a region without camps. In contrast, the **Gaziantep office is new and fast-growing**, in a dynamic border environment with camps, large out-of-camp populations and cross-border operations; with a substantial presence of UN agencies, INGOs and some donors; and with a concurrent OCHA-coordinated cluster system for the cross-border operations.

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<sup>33</sup> The notable exception is the EU, which has a major aid delegation in Ankara that is tied to EU accession assistance

<sup>34</sup> Five major donors were interviewed



### Finding 11. Coordination was more effective in Istanbul and less effective in Gaziantep

**In Istanbul, the approach taken to coordination can be characterised as “coordination through training”.** Given that the Istanbul office was well-established and maintains strong relationships with Government and local NGOs (rooted in the prior support to non-Syrians), and since there are relatively few actors in Istanbul and most of them are Turkish, the Istanbul office has focused intensively on awareness-raising and training of stakeholders in the legal and procedural aspects of support to Syrians. By defining the standards and clarifying the regulatory context, and then training municipal authorities, security agencies, lawyers and local NGOs to meet those standards, **the office has effectively pulled stakeholders to a higher level of shared understanding.** There are no sectoral working groups, but instead there are quarterly meetings where senior staff from Ankara visit Istanbul and meet with all stakeholders, periodic interagency meetings primarily for briefing, supplemented by time-limited working groups on specific issues that clearly require coordination during their formative stages (for example agreeing on standards for legal certification of lawyers representing refugees, or since 2015, developing a common approach to Istanbul-area Community centres). In sum, **the “Istanbul model” is light and practical, and centred around developing capacity to meet agreed standards.** Stakeholders widely consider Istanbul coordination to be good.

This contrasts with the much more complex and fast-changing situation in Gaziantep. In the early days of the response, AFAD firmly coordinated assistance in camps in the Southeastern region. UNHCR’s assistance was not requested, and there was little recognition of the growing out-of-camp population. Accordingly, throughout 2012 UNHCR’s presence in Gaziantep was temporary and limited to protection monitoring of the camps and observation of voluntary repatriation. In November 2012, the creation of the Gaziantep office was approved.<sup>35</sup> Throughout 2013 the office was headed by three different officers on a temporary basis,<sup>36</sup> it did not have a bank account or a separate cost centre within UNHCR’s financial system, and did not have programming responsibilities other than to monitor the distribution of the assistance to camps that started in 2013. Only in the first days of 2014 was a permanent Head of Office appointed, and immediately thereafter a more conventional coordinating machinery was put in place, although even into 2014 programming responsibility for the Southeastern region remained centralised in Ankara<sup>37</sup> – placing the field office at a considerable disadvantage with regard to partner coordination in the region.

In 2014 a series of sectoral working groups were formed, but even these were not without their challenges as (a) first and foremost, the Government is clear that it is coordinating refugee response – leaving considerable ambiguity about the extent and boundaries within which UNHCR coordination is appropriate or welcome; (b) the Government administration is highly centralised and therefore local coordination with Government was inconsistent; and finally (c) there were significant crossovers with the rapid growth in the cross-border coordination system – usually involving the same agencies and often even the same

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*“UNHCR needs to develop country specific SOPs and guidelines on each sector where NGOs operate in Turkey. Coordination should be taken up to the next level where the NGOs should be included in the problem solving and advocacy initiative alongside of UNHCR. Information sharing through UNHCR should be taken more seriously and implemented immediately. UNHCR should be more diligent with information sharing and keep the data updated” – comment from an NGO partner*

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<sup>35</sup> Letter of Observation on the visit of the Board of Auditors to UNHCR operations in Turkey: February 2014

<sup>36</sup> Concerns about lack of management continuity and delayed staffing were raised in the Board of Auditors report, Ibid

<sup>37</sup> UNHCR staff interviews reported that the field did not have copies of the IP agreements until Spring 2014

people, but coordinated by OCHA using the conventional cluster structure. As a result of this rapidly-evolving situation, confused institutional environment and unclear alignment of mandates, the Gaziantep-level coordination structures struggled to gain focus and sustain momentum, and despite the best efforts of UNHCR staff the **consensus of the Gaziantep-based stakeholders is that coordination was and remains weak.**

On the spectrum of coordination depicted in Table 3.1 below, Gaziantep coordination is seen as somewhere between “co-existence” and “division of labour”. Five types of concerns were expressed by stakeholders: (a) UNHCR-coordinated mechanisms are not connected to the Government-coordinated mechanisms (this is a local-level manifestation of the different “coordination cultures” mentioned earlier), so sometimes stakeholders get different or only partial information; (b) there are too many coordinating forums with too little value-added; (c) UNHCR sometimes claims the mandate to lead a sector but does not have the experience and expertise to do this effectively – thus taking a coordinating seat that would be more effectively occupied by another organisation; (d) the 3Ws and 4Ws are not a fully-developed system; and (e) some working groups should move beyond information-sharing to joint problem-solving.

Coordination should not be something that UNHCR managers do when they can find the time, and not all staff have the abilities and experience to act in a coordination capacity. The Turkey evaluation reveals that **coordination is a professional skill that needs to become a corporate priority if UNHCR is to meet the leadership expectations placed upon it in large complex emergencies.** If UNHCR were to accord greater priority to coordination, it could immediately put in place some practical measures at the global and local levels such as (a) making coordination abilities a selection parameter for senior staff; (b) making coordination training mandatory for staff who are expected to coordinate working groups or clusters at national and sub-national levels; (c) making coordination an explicit priority in job descriptions; (d) rating coordination performance in the annual staff performance review process; (e) creating/filling Information Management Officer positions promptly.

**Recommendation 3. UNHCR globally should increase investment in the professionalization of its coordination function**

**Table 3.1** *Coordination is best seen as a spectrum from coexistence to unified programming*

SPECTRUM OF COORDINATION						
	Coexistence	Division of Labour	Coordinated	Partly Harmonised	Fully harmonised	Unified programme
Information	“Round the table” updates	3W/4W manually compiled	Periodic web-based 3W/4W	Real time web-based 3W/4W	Real time web-based 3W/4W	Real time web-based 3W/4W
Analysis	Separate	Exchange of info on separate analyses	Separate analyses planned together to cover gaps	Agreement on analytical priorities and single analysis	Agreement on analytical priorities and single analysis	Agreement on analytical priorities and single analysis
Needs Assessment	Separate	Each assesses needs in own region or sector and shares	Unified metrics so separate datasets are comparable and coverage high	Unified metrics so separate datasets are comparable and coverage high	Single joint needs assessment	Single joint needs assessment
Standards and Procedures	Separate	Efforts at coherence but not standard	Agreed SOPs and standards	Agreed SOPs and standards	Agreed SOPs and standards	Agreed SOPs and standards no exceptions
Advocacy	Separate	Separate	Some joint advocacy messages	Some joint advocacy messages	Mostly joint advocacy messages	Only joint advocacy messages
Plans	Separate	Separate plans recognising comparative advantages	Separate plans based on a shared set of goals and objectives	Coordinated plan built from agency plans	Single plan based on needs not agency plans	Single joint plan that accepts to limit lower priority sectors and limit some agencies
Implementation	Separate	Separate with more info sharing	Separate but some sharing of resources	Separate, but with substantial sharing of resources	Consortium of agencies with separate agreements	Single agreement and consortium implementation with single managing body
Funding	Separate donor projects	Separate donor projects	Some joint some separate funding	Separate earmarked funding for single plan	Unearmarked funding for single plan	Pooled funding

## Internal Coordination within UNHCR Turkey

### Finding 12. Coordination within UNHCR Turkey needs improvement

The evaluation team was not asked to undertake a management systems review, but did hear from a number of key staff both in Ankara and in the field about **weak internal coordination**, particularly in the period under review when the nature of the operation was in a dramatic transition and the field offices were scaling up. We heard of problems in communication between Ankara and field offices, and between sections in the same office. To some extent it is inevitable that there is confusion when most staff are newly-recruited or on short-term assignments, when roles are changing, and between a field which naturally tends to feel disempowered or neglected and a head office that is tackling strategic questions which the field does not always relate to.

Nevertheless, we heard of enough instances of duplicated effort, urgent requests without response, and decisions being made without consultation, that we feel there is a need for UNHCR Turkey to update its arrangements of management meetings, reporting relationships and intra-office communications, so that the operation is fully coherent and better equipped to face the challenges ahead. In particular, we felt that UNHCR should consider: (a) involving Istanbul in periodic senior management meetings; and (b) rationalising (more systematic, more selective, more useful) the two-way flow of key management information between Ankara and field offices.

### Coordination where UNHCR has no presence

#### Finding 13. The large number of refugees spread across urban and rural areas where UNHCR has no presence, suggests an approach centred on engagement with local authorities

Approximately 1,000,000 Syrian refugees and up to 200,000 non-Syrians are living in cities and rural regions of Turkey outside the reach of a UNHCR sub-office. To reach out to this population, UNHCR has two main mechanisms: a proxy field presence through a network of small offices set up by UNHCR's major national NGO partner ASAM, and a methodology for community-based protection set up in late 2015, in which multi-functional teams will cover Syrians and non-Syrians on an area-basis (rather than a population or an issue basis) through periodic field visits. These two mechanisms will need to include in their work programme a **conscious effort to coordinate with provincial and local governments** – beyond just meeting with these authorities, ASAM and the roving multi-function teams should endeavour to **facilitate and participate in periodic local-level coordination meetings hosted by local government authorities** and involving a range of local government departments, NNGOs and local stakeholders. This should become a primary vehicle for UNHCR to gain a deeper understanding of

“

*“The fact that UNHCR Turkey is reporting to two bureaux, and managing three appeals (3RP, Mediterranean, and Iraqi) made the coordination within UNHCR less effective”– UNHCR staff member*

”

“

*“Considering the size of the population and the large area that this population is dispersed throughout, outreach to refugees living out of camps is both a challenge and a priority”– UNHCR staff member*

”

dynamics in these more remote populations of concern, to bring local stakeholders onto the same page regarding regulations and best practices, to provide training, and also to facilitate harmonisation of approaches. We could characterise this as a **lighter more mobile variant of the Istanbul model**.

## UNHCR management arrangements

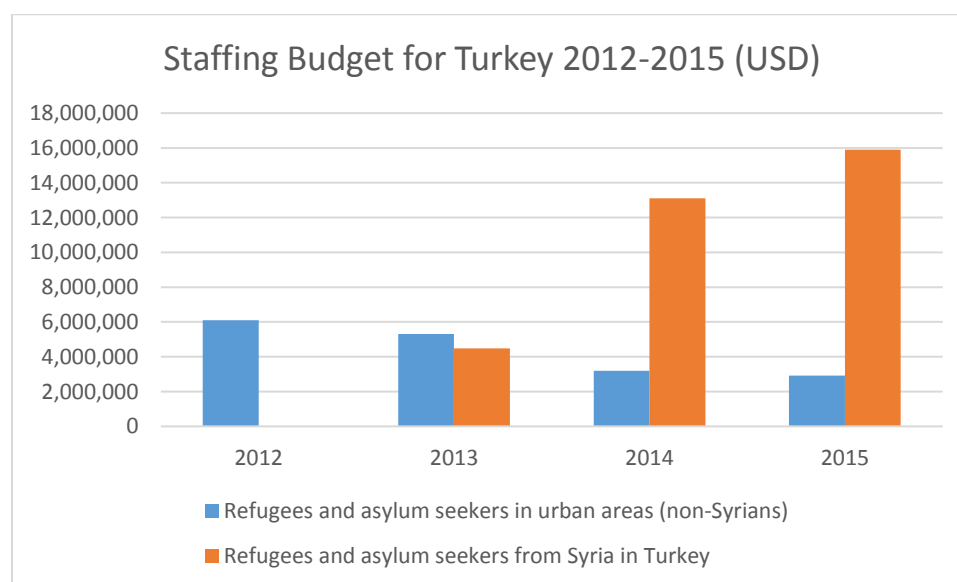
### Human Resources management

One of the curious features of the Turkey operation is that, despite hosting the largest refugee population in the world and being a key part of the largest L3 emergency in recent history, the Turkey response was never considered to be a full-blown emergency by either the UN system (there is for example no HC/HCT activation) or by UNHCR. This is for reasons outlined in the Context Chapter above, and notably the fact that the Government of Turkey did not initially request UNHCR assistance and, when it did, this was for specific elements of a non-emergency nature (for example Core Relief Items (CRIs) to supplement Government stocks, support for registration equipment and training, support for Turkish schools hosting Syrian children).

#### Finding 14. The fast-track staffing mechanism worked as intended for Turkey

Practically speaking, Turkey was handled as a slow-onset emergency, with a gradual adaptation of a prior programme to a different situation with new needs. The figure below clearly shows the transformation in staff composition from a non-Syrian RSD and Resettlement operation, over to one focused on protection and assistance for Syrians: mostly in the period under evaluation.

**Figure 3.1** UNHCR Human Resources response to the increase of Syrian refugees in Turkey



Accordingly, even though Turkey was eligible for emergency<sup>38</sup> and fast-track<sup>39</sup> deployments as part of the greater Syria response, there were few requests made by the Turkey operation, especially few relative to other Syria response countries in the late 2012 - late 2013 timeframe, when Turkey was relatively quiet and the action was in Jordan and Lebanon. Altogether, between late 2012 and mid-2014, 20 international staff were assigned on fast-tracks: 15 to Ankara and 5 to Gaziantep (including some for the cross-border operation). With a couple of notable exceptions, including the critical positions of the Head of the Gaziantep Field Office and the Information Management Officer in Ankara, the deployments were made between 8-10 weeks after the advertisements were launched – a remarkable achievement and a **validation that the fast-track process is generally working well for those who are requested, identified and assigned.**<sup>40</sup>

However, an analysis of the staffing tables for the period under review also revealed that several critical positions were left vacant for considerable periods,<sup>41</sup> and we conclude this is either because they were not requested by Ankara, and/or because they were requested but suitable candidates could not be identified, and/or because the staffing processes in the field were slow.

#### **Finding 15. National staff are a key success factor for the Turkey operation**

At the Ankara level we have concluded that one reason for the high level of local staff **vacancies is that the key enabling functions of Administration and Human Resources were understaffed** and slow to scale-up when the operation needed to rapidly recruit new national staff outside the traditional areas of refugee status determination and resettlement.<sup>42</sup> This was all the more serious, and became a significant bottleneck, because the Turkey operation relies heavily upon national general services staff and national officers. Indeed, the number and proportion of **national officers in Turkey is among the highest in the world, and there is no doubt that this is both essential and key success factor** for all UN agency operations in Turkey. From the table below (note this is a table of positions not staff - and many positions were vacant), it seems that the overall strategy was first to staff up national officer positions<sup>43</sup> (more than doubled in 2014), then in a second phase to recruit national general services staff (also more than doubled between 2014 and 2015) as well as recruit more international staff (mostly for Gaziantep). **This seems to**

<sup>38</sup> Temporary deployments, extended missions, usually 2 weeks – 3 months to fill a specific short-term gap or to deploy someone in advance of a permanent deployment expected to follow in a few months

<sup>39</sup> Regular assignments where the processing is accelerated and out of the annual cycle, in response to a fast-changing high priority situation

<sup>40</sup> The suggestion was made by national staff and by Turkish officials that UNHCR international staff – especially those on short assignments – should be given targeted orientation to Turkish bureaucratic culture in order to smooth over likely misunderstandings arising from the preconceived notions of globally-mobile international staff and the very specific systems and proud traditions of the Turkish government. It was also observed that Turkish officials highly value both education and specialisation, and that in cases where UNHCR international or national staff appear to be inexperienced or under-qualified, they have difficulty to be accepted by Turkish officials and partners

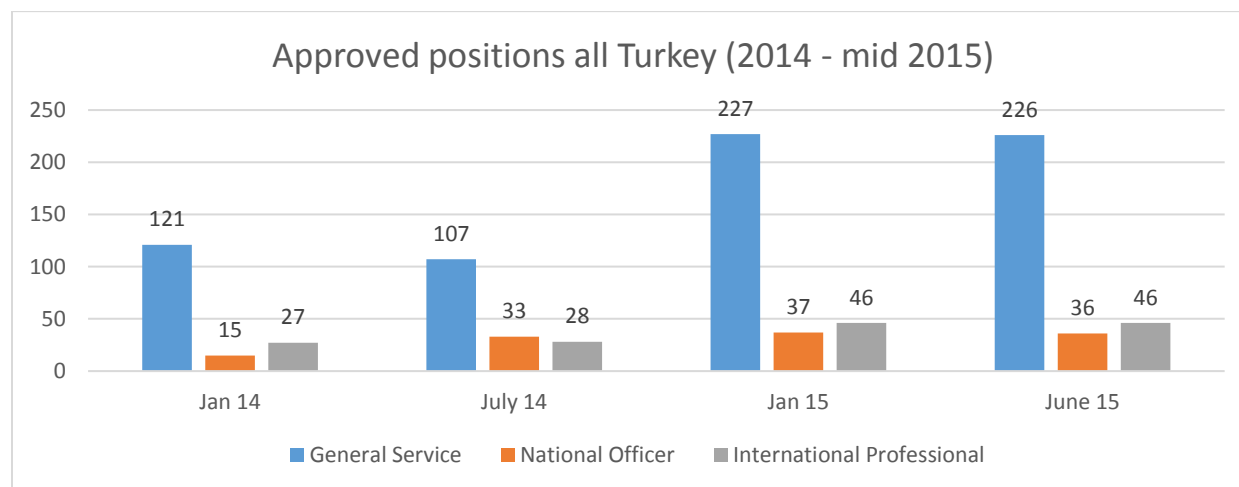
<sup>41</sup> 20% of all positions were vacant in January 2014 and 25% were vacant in July 2015

<sup>42</sup> In January 2014, there was no international Admin and Finance Officer position, there was a vacant Admin and Finance NOD position, and the only staff handling HR were one NOA Assistant Admin and Finance Office and a G5 Senior HR Associate. The HR officer was staffed by January 2014, but then three different HR officers filled this position over the next 2 years

<sup>43</sup> In addition to new positions and recruitment, the Turkey operation should be recognised for its ability to identify strong national staff and promote them from within, including important jumps from the GS to NO categories, and promotions within the NO category. There is no doubt this has provided essential continuity and performance

**the evaluation team to have been the appropriate strategy** – and it is evident from the dramatic increase in positions as of January 2015 that a huge effort was invested in staffing in the second half of 2014 – but it would have been better still if that recruitment push had been started 6-12 months earlier.

**Figure 3.2** From 2014 to mid-2015, UNHCR national positions (GS and NO) more than doubled



#### **Finding 16.** Some critical positions were left unfilled for too long

Beyond the lack of a strong dedicated HR function within the Ankara office, additional factors contributing to slow staffing were reportedly (a) late recognition on the part of management of the need to staff up certain areas that could have been anticipated (for example programming and supply),<sup>44</sup> (b) difficulty finding candidates for certain types of positions (programme, supply, project control, human resources management, information management) that are in short supply system-wide, and (c) cumbersome staffing procedures particularly for local recruitment that falls outside the fast track processes.

For whatever combination of these and other factors, at a time when operations were expanding rapidly, essential Programming and Supply sections were characterised by unfilled international and national positions, and short-term assignments that did not permit relationship-building with Government and partners, consistency of programming and contracting approaches, and continuity throughout the programming or procurement cycle.<sup>45</sup> In addition, positions that are critical for interagency coordination, donor relations and communications were left unfilled or at too junior levels for longer than necessary.

The problems of staffing were even more evident at the Gaziantep level, where positions were slow to be created and staffed despite front-line pressures. The vacancy rate was 60% in July 2014 and 40% in January and July 2015, and strong national staff were lost to other agencies offering better terms and more job security as soon as Gaziantep became a hot job market for skilled national staff.

<sup>44</sup> In March 2014, a senior management mission to Turkey assessed the need for an organisational redesign and for priority staffing. The mission recommended a protection-centric approach including more resettlement resources, but was silent on programming, operations and even Gaziantep

<sup>45</sup> It is important to note that these shortcomings observed in the period under evaluation have been partly addressed in the course of 2015, and that as of the end of 2015 all functional areas of the operation have a core of stable and experienced staff. The rapid turnover seems to have stopped, although there are still insufficient positions in some key areas and in particular in areas planned for greater attention in the near future



**Recommendation 4.** UNHCR Turkey should continue strengthening its HR capacity in order to support the continuing growth of its programming and protection commitments in Turkey. Specifically: (a) UNHCR Turkey should intensify efforts to recruit mid-level managers and officers with 21st century skills, including information management, cash-based interventions, modern HR management, and strategic communications; and (b) UNHCR in Turkey should maintain the current policy of staffing key positions with national officers, wherever appropriate

## Management efficiency

UNHCR has a lighter administrative and management regime<sup>46</sup> for emergencies, and a heavier one for regular/ongoing refugee situations. Because Turkey is not considered as an emergency operation, it is subject to the heavier and more cumbersome requirements of a normal programme. However, with more scale and complexity, and without a commensurate growth in programming and administrative capacity, the operation is caught in an uncomfortable squeeze where it is often unable to meet HQ requirements on time or at the levels expected, or it does so by placing huge stress on a small hard-working team.

**Finding 17.** Several staff in the country office feel that the burden of complying with heavy corporate processes detracts from their ability to manage more strategically

By way of example, the new HQ procedures for the selection of Implementing Partners requires a cumbersome universal proposal submission and evaluation process, which in Turkey generated 53 detailed proposals to evaluate,<sup>47</sup> of which 12 were recommended after review by Ankara and UNHCR HQ, and a further 19 were retained as “potential”. In another example, the requirement to make public announcements for national staff positions, combined with the need to receive paper applications on P11s, has resulted in over 3,000 paper applications being received and manually processed, for about 70 local staff vacancies.<sup>48</sup> UNHCR has reportedly received six different audit or evaluation missions led by various stakeholders in a six-month period (including this evaluation team). And a final example (cited earlier) is that UNHCR in Turkey is now planning with 5 Population Planning Groups (PPGs), essentially requiring UNHCR to sub-divide the operation for planning, results measurement and budgetary purposes into five separate sub-programmes – some of which are managed in whole or in part by four different offices inside Turkey. At a time when the activities for different groups are actually merging as UNHCR moves towards area-based community-based protection and integration with national systems, and as UNHCR is seeking to gain economies of scale, it makes even less sense to artificially separate the operation into 5 PPGs.

To a large extent these problems are corporate and cannot be resolved locally or maybe not even globally<sup>49</sup> – but the evaluation team has to note that the combined effect of so many HQ processes and accountability mechanisms is that the small programme team spends too much time on data entry and paperwork, and not enough on ensuring the quality of programme design and IP agreements, or on monitoring programme performance. Similarly, the administrative staff spend so much effort on required

<sup>46</sup> Lighter processes, higher thresholds, more delegated authorities

<sup>47</sup> Communication from UNHCR Ankara

<sup>48</sup> UNHCR staff interviews

<sup>49</sup> Many of these administrative requirements result from UN regulations, EXCOM decisions or donor requirements



paperwork that they are not able to devote as much attention as they would like to thinking ahead and strategically managing staffing, travel and financial management. As a way forward, UNHCR Turkey could inventory the corporate processes that are placing an excessive strain upon their limited field capacity, and then UNHCR HQ should assess and explicitly agree with the field which processes can be curtailed or simplified, or moved under “emergency” rules, in order to enable the field to meet essential programming and administrative requirements.

**Finding 18. Frequent and uncoordinated visits from HQs and donors place a heavy load on senior management**

Finally, UNHCR Turkey has attracted a huge amount of public and political attention, receiving a constant and recently accelerating stream of senior UN and donor visitors. While UNHCR does and will no doubt continue to do its best to support all these visiting missions, and whereas senior management sees supporting senior missions and donor visits as an essential part of their jobs, there is also no doubt that the amount of time spent supporting these senior visits leaves less time for their core management work. Visits will not cease and nor should they, but with some advance planning they could be better anticipated and managed, similar visits could be bundled, and timing could be better coordinated. In the development realm, the principle of joint donor missions and “mission blackout” periods are well-established, and have been somewhat successful in leaving field people some predictable time in which to handle their other essential business.

## The problem of targeting when there is no data

**Finding 19. The lack of systematic vulnerability data inhibited the ability of UNHCR and its partners to prioritise vulnerable Syrian refugees in Turkey**

It was observed in the Context Chapter that UNHCR does not register Syrian refugees in Turkey, and furthermore UNHCR does not have access to the Government’s registration data (see more detailed discussion in the Protection Chapter below), which in any case does not capture key vulnerability information such as family structure (i.e. whether there are adult breadwinners or girls susceptible to early marriage), disabilities or special needs. Without knowing who the refugees are, or even how many and where they are, it is impossible to effectively target them for protection or assistance.

**Finding 20. UNHCR attempted, but was prohibited from conducting a comprehensive needs assessment**

In normal circumstances, generating, analysing and disseminating data and information are core UNHCR activities and provide UNHCR with the authority and the tools to coordinate other actors in the emergency response, as well as to ensure that its own programme responds to the priority needs of refugees. Especially in a fast-changing and resource-constrained environment, accurate and timely information and analysis is indispensable for tailoring programmes to the needs of persons of concern, and in particular those most vulnerable. To fulfil this core function UNHCR's Emergency Information Management Toolkit<sup>50</sup> recommends that UNHCR should lead a comprehensive nation-wide “joint” multi-sectoral needs

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<sup>50</sup>Emergency Information Management Toolkit, UNHCR, Field Information and Coordination Support Section, Division of Programme Support and Management, UNHCR Headquarters, Geneva

assessment, but despite UNHCR's sincere efforts in this respect from 2013 onwards,<sup>51</sup> the Government did not permit UNHCR to do this. Instead, the Government conducted its own much more limited assessment through AFAD, which to this day is the only general profile of Syrians in Turkey.<sup>5253</sup>

Whatever the reasons for this,<sup>54</sup> UNHCR staff, implementing partners and other relevant stakeholders<sup>55</sup> universally stated that lack of data from the Government (sex and age disaggregated, numbers of persons of concern, protection vulnerabilities, their ability to access assistance, health and education services, education and skills levels, income and economic potential, housing) was the greatest constraint to the formulation of effective and coherent programming.

**Table 3.2** Q. 11 (Survey) "How effective was UNHCR in supporting the Government of Turkey to protect the following groups of Syrian refugees?"<sup>56</sup>

GROUP/PERCEPTION	STRONGLY EFFECTIVE	EFFECTIVE	SOMEWHAT EFFECTIVE	NOT EFFECTIVE
Women		36,4%		57,6%
Children		45,5%		48,5%
Disabled persons		33,3%		54,5%
Elderly		36,4%		51,5%

Only a third of UNHCR's policy and programming staff believe that UNHCR is effective in supporting the Government of Turkey to protect the most vulnerable Syrian refugees. One principal reason provided in survey responses was the problem of data: "*the identification of categories at risk and with acute vulnerabilities depends on the introduction of an effective, protection sensitive registration system*", and "*current registration procedures do not allow for an accurate recording of vulnerabilities, thus weakening the capacity to identify and respond to situations of vulnerability*,"<sup>57</sup> and "*since UNHCR is not involved in the registration of Syrian refugees and has limited access to data on vulnerabilities (through partners), designing and implementing effective interventions can be challenging*."<sup>58</sup>

<sup>51</sup> UNHCR planned and contracted a comprehensive profiling exercise in 2013, but just prior to launch the Government requested that this be handed over for implementation by AFAD. Similarly, a nutritional assessment was conducted by the Government and UNICEF but its release was cancelled by the Government

<sup>52</sup> *Syrian Refugees in Turkey 2013*; AFAD, 2013, followed by another profiling report on Syrian women based on the same data. The evaluation team was informed that, in the next round of registration validation planned for 2016, DGMM intends to collect vulnerability data and bring the registration closer to UNHCR standards

<sup>53</sup> A comprehensive nutrition survey of Syrians was conducted by the Government and UNICEF, but was shelved a few days before its planned release and has still not been made public

<sup>54</sup> The evaluation team heard several reasons why the Government might not have shared their data: the logistical magnitude of assessing millions of refugees scattered all over the country, institutional capacity weaknesses, jurisdictional obstacles, legal concerns around privacy of personal information, policy concerns around "guest" status etc.

<sup>55</sup> Interview notes with UNHCR, UNDP, UNICEF UNFPA and UNHCR's IPs

<sup>56</sup> Survey results, Q.9 (See Appendix IV)

<sup>57</sup> Response to Q.13, Survey report

<sup>58</sup> Other response to Q. 13, Survey report

The evaluation team was informed<sup>59</sup> that the Government of Turkey intends to include a wide range of profiling information in a planned round of registration validation. Even though it seems unlikely that the Government of Turkey would release the raw data from this exercise, assuming that it goes ahead as planned, the data would at least be captured and would (a) presumably be made available to Turkish authorities who are the primary providers of services to Syrian refugees, and (b) in some de-personalised and aggregated forms the data could be used to provide a much more accurate profile of the Syrian population that would support the evidence base for planning.

**Recommendation 5. UNHCR Turkey should support the Government to conduct a comprehensive vulnerability assessment in conjunction with a validation exercise planned to take place in the near future, taking care to ensure that the hard-to-reach populations (which are also likely to be among the most vulnerable) are included**

**Finding 21. Distribution of e-vouchers and CRIs provided a pathway to household vulnerability assessment when a direct survey was not possible**

In the absence of a comprehensive survey, a wide range of agencies, NGOs and government bodies have been conducting their own local, unconnected and issue-specific surveys. While there was a considerable caution initially (given the Government's blanket prohibition on collecting personal information on Syrians in Turkey), the number and range of these local surveys grew as the need for them became inescapable, and in particular in order to allow Government and UNHCR partners to determine to whom winterisation and other material should be distributed.

During the evaluation mission the team identified five main sources of such piecemeal assessment data: (a) surveys conducted by municipalities and local NGOs with little or no reference to UNHCR and the formal refugee assistance system, (b) surveys conducted by UNHCR's and WFP's partners in order to target Core Relief Items (CRIs), food assistance, or cash/e-vouchers to out of camp populations, (c) intake and programme data collected by community centres,<sup>60</sup> (d) ad hoc studies on regions or issues conducted by Turkish and international NGOs and think tanks and published in English, Arabic and Turkish,<sup>61</sup> and (e) periodic participatory assessments (AGDM studies and focus group discussions in the context of 16 days of activism against SGBV) conducted by UNHCR itself. Those vulnerability assessments that were conducted at the household level for purposes of distribution planning used similar criteria, and efforts were taken throughout 2015 in particular in Gaziantep to coordinate the vulnerability assessment criteria through a vulnerability assessment sub-group of the NFI/CRI (Core Relief Items) working group.

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<sup>59</sup> Interviews with Government of Turkey and UNHCR

<sup>60</sup> ASAM, HRDF and STL Needs Assessment Reports in Gaziantep, Hatay and Istanbul

<sup>61</sup> See in particular, IMC-Care's Gender-based needs assessment on the Kobane influx in September 2014, Concern's beneficiary-based needs assessment from 2013, and IMC's beneficiary-based needs assessment from Gaziantep in March 2015

**Finding 22.** Although CRI and e-voucher coverage was low in relation to the population, recourse measures were in place where distribution programmes were operating

The evaluation team was not able to meet refugees or to validate the quality of this vulnerability targeting, but has no reason to doubt its integrity, and did observe a number of recourse mechanisms in place to allow refugees to seek redress if they felt they qualified for a benefit that they did not receive.

**Finding 23.** Some valuable data is not shared, thereby inhibiting effectiveness and efficiency of service delivery

Beyond the challenge of actually collecting data from refugees in a regulatory context where this is formally prohibited but practically tolerated, there is a secondary and related problem that organisations which have data are reluctant to share it openly. Some data is published (often in a sanitised form), but a lot of important raw data is retained by the surveying organisations, and therefore not available to other parties trying to analyse similar problems or even distribute items to the same population.

Data sharing is a missed opportunity in two respects. Firstly, the existing piecemeal assessments could be assembled to develop a composite portrait of vulnerability. This could be overlaid with recently-released DGMM data on the distribution of the Syrian refugees, and then this hybrid profiling information could be provided to all stakeholders (including government) to help them improve the evidence base of their planning.

Given the concerns expressed by DGMM regarding a comprehensive needs assessment, and until such time as DGMM conducts a deeper and

comprehensive assessment as part of the planned validation, it is recommended that UNHCR take measures to consolidate existing needs assessments and refugee-centred consultations at the provincial level in order to assist all stakeholders in their planning efforts.<sup>62</sup> Such an approach was effectively taken by UNICEF in its work with provincial authorities; despite the fact that it faced many of the same obstacles experienced by UNHCR, UNICEF nonetheless succeeded in establishing shared needs assessments and action plans with most provincial authorities.

**Recommendation 6.** Pending a comprehensive national vulnerability assessment of Syrian refugees in Turkey, UNHCR Turkey should assemble all of the existing needs and vulnerability assessments, and the results of various refugee-centred consultations, and build a composite portrait of the vulnerabilities of the Syrian refugee population

### *IMC Rapid Needs Assessment in Gaziantep*

The Rapid Needs Assessment by International Medical Corps in July 2015 surveyed 5,190 individuals from 948 households in 63 neighbourhoods of Gaziantep. This study showed the high rate of employment among Syrian refugees and the sectors of their labour market - 93% of respondents had at least one family member gainfully employed and 22% had more than one family member earning an income. It showed that 12% of school-aged children were working rather than attending school, as well as information on why refugees in Gaziantep were choosing to live in urban areas rather than camps.

Such detailed data gathered, compared and validated from other refugee hosting areas could have been compiled by UNHCR and provided to partners as a starting point for joint planning, but such was not the case.

<sup>62</sup> The evaluation team was informed that this was included in current UNHCR planning

**Finding 24. There is a significant and rapidly-growing body of academic and technical literature on Syrians in Turkey but it is fragmented and hard to access**

But secondly, there is a great need in Turkey for a neutral platform to share all information and analysis on the situation of Syrian refugees. Syrians in Turkey have become a favoured topic of new academic research, and there are presumed to be hundreds of Masters and PhD theses being written on the topic at the moment, especially but not only in Europe and in Turkey, and in Arabic and Turkish as well as English. What is needed is a managed central online repository of this research and analytical material, housed in an established university or non-Governmental policy body, supported by the smallest of Secretariats to continue to search for and classify new material, and possibly to create a periodic digest of key research for distribution to interested stakeholders. A step up from this would be to **convene an annual academic conference where researchers and policy analysts could come together and collectively advance their understanding of Syrians in Turkey.**

**Recommendation 7. UNHCR Turkey, in conjunction with other stakeholders, should facilitate the creation of a managed central online repository of data, research and analytical material on Syrians in Turkey, possibly to be housed in an established university**

## Conclusion

In the original TORs and draft of this evaluation, there was no explicit discussion of “Strategic Positioning”, but interviews and lines of enquiry kept coming back to an implied central question: “what can UNHCR learn from the unique Turkey experience that can help UNHCR be more effective in similar contexts” where there is a confident host government in a middle income country that is experiencing a huge refugee influx. UNHCR’s role in Turkey is quite unlike its role in a “classic” refugee emergency, arguably it is different than its role in Jordan or Lebanon, and closer to what might be expected if ever UNHCR were engaged in a large-scale refugee influx into a BRIC country. Most of the conventional mechanisms of humanitarian coordination, models of assistance and conventions of donor relations are irrelevant – and international staff who come into this sort of context (or who view Turkey from the distance of Amman or Geneva) with deeply-entrenched assumptions about what UNHCR should do and how UNHCR should do it are going to be at a serious disadvantage. Particularly when the context of Turkey is overlaid with the political pressures of the Turkey-Europe relationship and of Turkey’s strategic role in the region, nearly every policy or programming move is fraught with risks and tensions. Thus, it is that every UN agency and INGO, and every donor (all of this is not unique to UNHCR) is constantly walking on eggshells: afraid that the slightest misstep would cause offence or break a fragile equilibrium.

# 4 Protection

## Legal policies and support

**Finding 25.** Across all sectors covered by this evaluation, UNHCR has provided policy advice and technical support to Government that has been key to the protection and well-being of Syrian Refugees in Turkey

It was observed in the Context Chapter that Turkey provides an extraordinarily welcome policy and legal environment for refugees, all the more extraordinary considering that the key recent legal changes were approved during a period of political transition and in the midst of a mass refugee influx. While the bulk of the recognition for this achievement must go to the government and people of Turkey, there is no doubt that UNHCR's patient policy advice and technical support were instrumental both in the framing of this legislation,<sup>63</sup> and in the building of the national institutions to implement it. Although many Syrians remain in very difficult circumstances that need to be better addressed, as cited elsewhere in this report one of the most impressive features of Turkey situation is the high number of refugees in focus groups and surveys who state that they are satisfied with the conditions of their lives and with their ability to live, work and find protection in Turkey.

**Finding 26.** The Policy Development Unit is key to the entire operation, and from a value for money perspective is one of the most important investments UNHCR has made in Turkey

One of the most strategic and efficient work units in the entire Turkey operation is the **Policy Development Unit**, a group of 15 staff within Protection that specialises in providing technical support, legal advice, interpreters and a substantial volume of training to the Government of Turkey. There was material support as well that was instrumental for building the Government's registration system and building up the new Government Agency DGMM, including 34 purpose-built mobile registration/coordination vehicles, ICT hardware and software, and interpreters - all for a combined cost of over \$24 million.

## Registration

The story of Syrian refugee registration in Turkey is convoluted. The very first Syrian arrivals in April and May 2011 were registered by UNHCR in the same way that UNHCR registers non-Syrians.<sup>64</sup> Quite quickly, after it was determined that Syrians would be treated as "guests" and housed in "temporary

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<sup>63</sup> ILO also needs to be recognised for their efforts with UNHCR on the breakthrough work permit regulations of early 2016

<sup>64</sup> Even today, UNHCR has responsibility for registering non-Syrian refugees, although that workload has increased so much in the last three years that this is now handled as a two-step process with a wide-reaching IP ASAM handling pre-registration

accommodation centres”, AFAD took over registration – but this was limited to the basic information required for determining family size, allocation of temporary housing and eligibility for camp supplies. AFAD issued “camp cards” with no legal standing, although some refugees initially thought these were government ID cards. Already at this early point, UNHCR was advocating for full formal registration including vulnerability assessment, but the Government assumption was that Syrians were only in Turkey temporarily, and the policy was to treat them as guests (see Context chapter for more details).

By 2013 the number of Syrians outside camps was so significant that the Government decided to begin registration – and was immediately faced with the challenge that Syrians, who had hitherto enjoyed freedom of movement, were dispersed across the country. The task of initial registration was divided between AFAD for camps, and outside camps to the Directorate General of Security of the Ministry of the Interior. Initial registration by AFAD was done using a software COGENT that has a maximum capacity of 1 million records, and registration outside camps was done by the Foreigner’s Police using their own software POLNET that is used for registering foreigners, visitors and also criminals. While waiting for the official process to catch up, some municipalities and NGOs undertook their own unofficial registration using a variety of local methods.

### *The strategic value of interpreters*

By providing interpreters, UNHCR (a) accelerated the registration process, (b) created goodwill with Government, (c) was able to do some quality control on registration, and also (d) obtained intelligence on the nature of the refugee population that could be used by UNHCR for planning.

Thus, in 2013 there were three different registration systems in place. None of these systems were capturing vulnerability data – the sort of data that could be used for targeting, for programme planning (by governments or humanitarian agencies) or for resettlement screening.

### **Finding 27. The sharp increase in Syrian refugee numbers in 2014 was mostly due to the rate of registration of refugees already in country, not the rate of new arrivals**

Meanwhile, DGMM was in the process of being created based on the 2013 Law on Foreigners and International Protection (LFIP) that came into force in April 2014. From 2014 DGMM started to take over responsibility for registration, and in mid-2014 launched a big push to register as many as possible of the out of camp Syrians by the end of the year – which is the primary reason why the Syrian population numbers peaked sharply in late 2014 – this was the result of accelerated registration not accelerated arrivals.

For this big push, DGMM initially agreed with UNHCR’s recommendations to include vulnerability profiling data, but as their capacity was still being built, and there was a critical shortage of both interpreters and time, compounded by the broad geographic distribution of Syrians, the Government decided to continue with a limited biodata registration mainly using police registration through POLNET, and DGMM registration in some urban centres where DGMM had established an office, and using mobile registration units provided by UNHCR.<sup>65</sup>

<sup>65</sup> UNHCR purchased 23 Mobile Registration Units for AFAD and 11 for DGMM



**Finding 28. UNHCR has significantly supported the Government of Turkey to build the largest refugee basic bio-data registration system in the world**

In early 2015, with considerable preparatory support from UNHCR in 2014, DGMM launched a third software module for registration called GOCNET, which allowed the amalgamation of the POLNET and COGENT databases and permitted the identification of double-registrations. This system is now stable. There was an important change in all the ID numbers issued in order to remove ambiguity about Syrian access to services, and although there are backlogs in some locations at some periods, for the most part the **Government is now able to keep up with new registrations, location transfers and changes in civil status** for example due to marriages, although there is **still a major gap in the civil registration of newborns** resulting mainly from a lack of awareness on the part of refugees of the need to obtain civil registration from DGMM in addition to the birth registration provided by medical authorities.

There are three main reasons for new registrations: (a) there are still new arrivals into Turkey from Syria: two official land border crossings remain open to Syrians who meet specific criteria (see discussion below), and irregular crossings continue with and without the assistance of people smugglers. Through the TPR, Turkey has very importantly maintained a provision that Syrians registering within a certain period after arrival will not be penalised for arriving irregularly; (b) there are an unknown number of Syrians in Turkey who have chosen not to register until now, sometimes because they simply do not know how to register or the value of registering, or they were born in Turkey, or they are afraid to approach the Foreigner's Police (reportedly the case for some women and unaccompanied minors), or they want to keep open the option of traveling on to Europe and fear that registration in Turkey will expose them to being sent back to Turkey under a readmission agreement;<sup>66</sup> and (c) there are many Syrians in Turkey who entered with a different status and using their passports, and who now are unable to renew their passports and/or who desire to "convert" their status from student or visitor or resident to temporary protection.

There is no doubt that UNHCR's material assistance (registration vehicles, computer hardware and software) and technical assistance (advice, training and interpreters) was instrumental in enabling the Government to register over 2.5 million refugees in such a short period (mostly in 24 months), and in enabling the Government to merge different datasets into the single consolidated GOCNET.

**Recommendation 8. UNHCR Turkey should continue to provide technical (including interpreter) support to DGMM for continuous improvement and implementation of Syrian registration**

**Finding 29. From a protection viewpoint, it was better to do a light but universal registration than a slower and more comprehensive registration**

NGOs, Turkish Government Departments, Turkish municipalities and Turkish academics have all criticised the Government for not having captured vulnerability data that would allow better planning and targeting, despite UNHCR's strong recommendations and multiple offers of support. However, after weighing up the protection risks of a large number of Syrian being unregistered for longer as a result of a

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<sup>66</sup>Assuming that the exit route to Europe will become more difficult in 2016 onwards, it can also be expected that a significant number of Syrians who are in Turkey "in transit" to Europe will now find themselves "stuck" in Turkey, at which point they are likely to register when they see the benefits of doing so



prolonged but deeper registration process,<sup>67</sup> against the protection benefits of refugees having a summary registration below UNHCR standards but that also provides a photo ID and a number that together immediately provide Syrians with access to government services, the evaluation team **came to the conclusion that the rapid and light registration approach used (by necessity) by the Turkish authorities was the better approach from an overall protection standpoint.** Now the first round is complete, the priority should be (and indeed is) to validate the initial registration and include vulnerability data on the next round.

The challenge facing all stakeholders as they consider deepening their vulnerability assessment and service outreach in the coming years, is that there are four groups of people who are at risk of remaining beyond the boundaries of conventional vulnerability assessment: (a) Syrians in small and remote communities,<sup>68</sup> (b) Syrians who are not in their provinces of registration (usually to find work),<sup>69</sup> (c) Syrians who resist registration or who are socially excluded even after registration (for example the Dom minority, LGBTI persons, Syrian Yazidis), and (d) Syrians who are registered but who are underreporting their vulnerabilities: most obviously the case of domestic violence, family-sanctioned child labour, and early or plural marriage. These “hard to reach” groups of Syrians have been on the radar screen of UNHCR and other stakeholders since the beginning, but finding ways to identify and then support them has remained a constant challenge.

## Access to territory/asylum: reception conditions

### *Reception conditions*

In the Turkey context, “reception services” include a very wide range of places and processes where Syrian refugees transact with Government authorities and with their supporting agencies, including UNHCR. The evaluation team (indeed UNHCR itself) was not permitted or not able to assess all of these locations, and cannot provide a confident overall assessment of the adequacy of reception conditions. However, third party observers, media reports, agency reports and our limited observation provide the following assessment of reception conditions.

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<sup>67</sup> An approximate calculation based on registration benchmarks in Lebanon and Jordan is that registering 2,500,000 people with average family size of 4 and only capturing basic biodata (level 2) through a translator takes 390 person-years – not considering the logistics of doing this in 81 cities across Turkey. This is a task that UNHCR could not possibly have achieved in two years using its normal methodology, and probably not in four years.

<sup>68</sup> The DGMM website as of mid-March 2016 listed 34 provinces where there are fewer than 1,000 Syrian refugees registered

<sup>69</sup> It was reported that in the agricultural season up to 500,000 Syrians many of Kurdish background leave their camps and communities to spend 6-8 months working a cycle of season agriculture labour, following the harvest of different crops in several locations across Eastern Turkey

## Reception at the border

### Finding 30. Instances of mass influx were well-managed by UNHCR, Government and partners during the period under review

Those Syrians who were and still are allowed to cross the border into Turkey without passports arrived in small numbers and were reportedly well-received.<sup>70</sup> Because since early 2015 the criteria for official entry are effectively limited to medical emergencies, “humanitarian cases” and family reunion cases,<sup>71</sup> the point of entry also becomes a moment of determination whether the admitted Syrian will be referred to a particular service provider or transferred to a particular



Syrian refugees being admitted at Akçakale in June 2015. Note the UNHCR-supplied mobile registration vehicle in the background. (UNHCR photo)

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*Despite the fantastic efforts of the Turkish Government, the sheer volume of this influx has left some gaps in service provision and in ensuring that women, men, boys and girls are safe within the sites which have been set up. The sites used are collective centres, with schools, mosques and other public spaces being converted into temporary shelters. Living in close quarters, with no gender safe spaces or dignified changing areas, is a struggle – especially for women.*

– NGO worker involved in Kobane influx

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location or a camp. In cases of sudden mass influx, notably Kobane in September 2014 and Akçakale in June 2015, by all accounts a full multi-agency screening, registration and service referral machinery was set up at the border with the cooperation of several Government agencies, several UN agencies, the TRC and NGOs. After the initial

registration and reception process at the border, Kobane influx refugees were housed temporarily in a range of existing ad hoc sites, where there were reports of overcrowding and inadequate safe WASH facilities for women and girls, as well as some increased risk of SGBV due to close proximity.

<sup>70</sup> The reported instances of involuntary return or refusal of entry will be discussed separately in the next section

<sup>71</sup> The Government policy remains that the border is ‘open’ and we were not able to find a public policy document or statement listing these criteria for entry

## Reception in camps

**Finding 31. Refugee reception services in Turkey are varied. Reception conditions in camps are considered to be good, but reception services for refugees in urban and non-camp rural areas are limited**

Those Syrians referred to Turkey's 26 "temporary accommodation centres" are welcomed into what have been widely described as the best equipped refugee camps in the world. They were reportedly built to higher than Sphere standards with some technical advice from UNHCR, and are complete with clinics, schools, markets, electricity, cooked meals and the infamous washing machines. Even though some of the five-year-old containers and many of the tents and mattresses are ready for replacement, and the Government has reportedly cut back some services to a more sustainable level, **in material terms these are probably still the best**

**refugee camps in the world.**<sup>73</sup> **But they are nevertheless still camps.** With the exception of refugees who are under de facto administrative detention after being sent to camps under a 25 July 2014 directive because they have infringed some regulation or committed a crime outside the camps, Syrians can obtain passes to enter and leave the camp, and if they have sufficient resources and justification they can leave the camps indefinitely. In a heartening example of cross-border pragmatism, approximately 80,000 Syrian refugees were granted permits to return temporarily to Syria to visit relatives during the main Muslim religious festival season, after which they were readmitted to Turkey and returned to their places in camps.

Initially UNHCR had no access to camps – which were set up, financed and managed by AFAD with the support of TRC. From the moment UNHCR was asked to provide material assistance and started delivering cooking kits, tents, mattresses and blankets, UNHCR began to get access, and indeed it has been convincingly argued that **one of the most important benefits of the major CRI distributions of 2013 and 2014 was that they provided UNHCR with access to the camps and a protection foothold.** Since 2013 UNHCR has visited camps regularly,<sup>74</sup> and through these 4-5 hour visits (initially daily and now twice a week), has been able to provide protection presence and build up mechanisms of camp governance, vulnerability assessment and counselling.<sup>75</sup>

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*As UNHCR, I am pleased with what I have seen at the camps. The international community needs to be in solidarity for maintaining these high standards and implementing them everywhere.*

– UN High Commissioner for Refugees<sup>72</sup>

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<sup>72</sup> *Syrian Guests in Turkey*, 2014, Prime Ministry Disaster and Emergency Management Presidency (AFAD), pp. 95; 98

<sup>73</sup> Since it is reported that few Syrians are detained in removal or detention centres, we have not considered the conditions of those centres in this study

<sup>74</sup> Access is still not perfect – as it was reported that UNHCR field staff currently do not have access to residential areas of two camps despite repeated requests to unblock this issue. The reason access is denied is reportedly due to personalities, although it was also suggested that denial of access might be a response to UNHCR's repeated expression of concern about alleged sexual exploitation in these camps during 2013-2014

<sup>75</sup> One problem faced by UNHCR is a constant rotation of camp management staff such that UNHCR need to provide briefings and training repeatedly: a regular AFAD camp manager training programme might help provide some consistency

Is this enough? Certainly not. The ideal would be a permanent UNHCR presence in every one of the 26 camps. But given the number of UNHCR vehicles and staff available, the large number of camps and their geographic distribution across an area of South Eastern Turkey about the size of Portugal, and given the growing number of out of camp populations and their increased vulnerabilities in relation to camp populations, **a twice weekly visit was probably the most that UNHCR could afford.**

Should UNHCR leave the camps and focus exclusively on the urban populations? Certainly not either. Camps are still camps: dense social and political environments with their own stressors and problems, and attendant risks of domestic tension and violence. Questions that are challenging to raise culturally in Turkey are all the more difficult to raise in a camp setting where there is clear and established Government control, and it is in camps that UNHCR often has the most difficulty raising awareness of domestic violence, SGBV, child labour and especially early marriage.<sup>76</sup>

There is however significant room for improvement in how periodic camp visits are conducted. During the period under review, despite early requests by UNHCR staff, UNHCR has been unable to secure a permanent office space where UNHCR visiting field staff can post regular office hours and thereby ensure that refugees have predictable access to privately consult a UNHCR staff member. In the absence of this, UNHCR tend staff to monitor by driving around the camp, in the expectation that refugees who need to meet with UNHCR can stop and approach the car. The evaluation team agrees with field staff that this lack of a predictable time and place for refugees to meet with UNHCR greatly curtails the possibility of a private protection-related consultation, and limits the effectiveness of UNHCR camp visits.<sup>77</sup>

**Recommendation 9. UNHCR Turkey should negotiate with AFAD to obtain a private office space in each temporary accommodation centre, where UNHCR field staff can hold regular office hours and meet confidentially with refugees in order to monitor welfare concerns**

The exception to the above discussion of UNHCR access to camps is a small number of informal refugee camps, mainly in the southeastern and eastern regions of Turkey, that have for the most part been set up by municipal authorities and outside the AFAD-managed camp system. Some of these were opened temporarily to accommodate the Kobane influx of 200,000 Syrians of Kurdish background, 120,000 of whom returned to Syria as soon as they felt conditions were favourable, and others have over time accommodated a mix of Iraqis and Syrians. At the moment, it is thought that these informal camps are empty or nearly empty, but **they remain an area of protection vulnerability because of their informal nature**, and because UNHCR staff are not able to officially monitor their reception conditions. In these regions, it remains vitally important that UNHCR field staff maintain steady contact and warm relations with provincial and municipal authorities, so that UNHCR can seek informal access when necessary.

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<sup>76</sup> According to UNHCR field staff, challenging situations have arisen in which MoFSP social workers and camp management do not agree on the same course of action: cases were cited of domestic violence or child marriage in which camp social workers felt that the police should be involved, but camp management preferred not to have the local police involved, and rather handle the matter themselves. There were also reports of camp managers assisting in making early marriage arrangements

<sup>77</sup> In Q 9 of the online survey (see annexe) respondents feel that UNHCR protection in camps is weaker than UNHCR assistance in camps

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## Reception in Community centres

**Finding 32. Refugees are well received and supported by community centres, but their coverage is not and never could be sufficient**

Many Syrian refugees, sometimes deliberately if they crossed into Turkey irregularly, first contact the protection system of Turkey by walking in the door of an NGO office or Community centre. Initially UNHCR, and now increasingly DGMM and TRC, have worked hard to develop a more **standardised system in Community centres for registration counselling to unregistered Syrians**, and in some cases Syrians who urgently need access to medical services can have their registration processing accelerated through an advocacy intervention of the relevant organisation. The Community centres are safe places with well trained staff, and on the whole, provide a good mechanism for reception and eventually support or referral for vulnerable cases. The problem is that even **these centres are only able to reach a fraction of the Syrian out of camp population, maybe 10%**.

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## Reception at ASAM offices

**Finding 33. ASAM field offices are vital to monitoring and promoting protection for up to 50% of the refugee population who reside outside the reach of UNHCR sub-offices, camps and community centres**

The evaluation team was able to visit two urban centres where there is no UNHCR presence and no community centre, and where the only presence linked to the UN refugee machinery was a satellite office of ASAM. UNHCR has supported ASAM to create a network of approximately 40 offices in most Syrian-affected parts of the country, and effectively these satellite offices serve as the remote sensing antennae for UNHCR as well as a local base from which UNHCR can develop relationships with local authorities. If refugees walk in the door of an ASAM office, we are confident that they will be given good advice, referred to the appropriate Turkish authorities, and assisted if they have an urgent need. This **network of ASAM offices is vital to the ability of UNHCR to monitor reception conditions in remote areas of the country**, and to permit the scaling-up of UNHCR engagement in the event of an incident or emergency.

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## Reception at Government institutions

Through our very limited and cursory observation of line ministry and municipal offices in regions without a UNHCR office, we obtained the initial impression that **Turkish institutions are welcoming to Syrian refugees** (for example local police offices doing registration, local PDMM offices handling file updates, local hospitals, local schools). However we were informed that the level of service provided to Syrian refugees is uneven due to two main factors (a) despite the distribution of clear Government circulars governing reception of Syrians, **not all local officials are aware of the prevailing regulations and directives** (for example because of staff rotation), and (b) even when they are aware, **not all officials have the resources to fulfil the requirements** set out in the directives (for example, not all local police offices have the time or equipment to keep up with the pace of registration, not all schools have enough classroom space for Syrian children, and interpreter services are in short supply everywhere).

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## Access to the territory by Syrian asylum seekers

**Finding 34.** UNHCR has to some extent been able to verify access to territory by Syrian asylum seekers; but that access and UNHCR's ability to observe it have both become more limited over time

UNHCR does not have a permanent presence on the border with Syria or at other border points such as Istanbul's two international airports, although UNHCR does have access to visit borders. Because UNHCR does not have sufficient staff for permanent border monitoring, nor the permission to set up a permanent presence there, for information on border problems and instances of denial of access UNHCR generally relies on reports from IPs and NGOs present in border areas, and intervenes when they hear of a case or a situation that raises protection concerns.

The admission regime from Syria into Turkey has become the subject of considerable international scrutiny, particularly late in 2015. **During the period under review, January 2014 to June 2015, there was a definite and progressive hardening of the land border.** Early in 2014 there were at least six land crossings open all along the border, and Syrians were able to enter without documentation. If they entered in a regular way, they were referred to a camp or to an urban centre to reunite with family, where they could register officially either through the AFAD channel or the foreigner's police channel described earlier. If they entered irregularly, they were (and still are) able to register with the local authorities without penalty, as long as they do so within a prescribed time period.

The first time the borders started to harden was at the time of the Kobane influx in September 2014. Faced with 200,000 people seeking entry *en masse*, **the Government started to manage the arrivals**, ensuring that the crossing was orderly, that people were screened for vulnerabilities, and started to screen arrivals for possible criminals and terrorists. At that time 200,000 Syrians were allowed to enter Turkey, one of the world's largest sudden refugee influxes of recent years, and eventually 126,000 of them returned to Syria.

In January 2015, the Government removed the visa waiver for Syrians entering by air,<sup>78</sup> and thereby slowed the flow into Turkey of Syrians who were previously in Jordan and Lebanon, some of whom were flying to Turkey and from there making the sea crossing to Greece. **From this point onward we can characterise the border as strictly managed.** And then in March 2015, the Government introduced a **very strict management regime** and closed all but two land border crossings: Hatay and Kilis,<sup>79</sup> admitting only people with emergency medical or humanitarian needs, or for family reunion.<sup>80</sup>

During the period being evaluated there were several alleged instances of ill treatment, push-backs, deaths as a result of live ammunition being used at irregular crossing points, and unlawful detention. Most

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<sup>78</sup> An exemption is in place for Syrians entering by land

<sup>79</sup> Technically the crossing point at Suruc opposite Kobane is still open for returns to Syria. Note also that several crossing points are open for cross-border humanitarian operations, but not for refugee entry

<sup>80</sup> As a demonstration of the delicate issues around Turkey's Syrian border, as early as 2013 the European Union was exhorting Turkey to respect principles of non-refoulement, and at the same time formally requiring stricter management of the Turkey-Syria border " ... Carry out adequate border checks and border surveillance along all the borders of the country, especially along the borders with EU member states, in such a manner that it will cause a significant and sustained reduction of the number of persons managing to illegally cross the Turkish borders either for entering or for exiting Turkey". European Commission, [Roadmap towards a visa-free regime with Turkey](#)



of the third party and media reports on such denial of access derive from the December 2014 Amnesty International Report: *Struggling to Survive: Refugees from Syria in Turkey*, which also highlighted a particular problem of access on the part of Palestinians from Syria whose documents are not recognised by Turkey and who therefore must risk irregular entry. Determining whether or not these allegations are well-founded is beyond the scope of this evaluation. However, regarding the extent to which UNHCR verified access to territory and took action as a result of allegations such as those of AI, what we observed is that, **when allegations of this sort seemed credible and concerned refugee protection anywhere in the country including at borders, UNHCR informed the evaluation team that it has done what it could and still makes urgent and appropriate representations to the Government** authorities in person and writing. The fact that UNHCR chooses not to “go public” when dramatic protection allegations are made is a judgement call on the part of the Representative that seems reasonable in the highly sensitive political context in which UNHCR operates in Turkey. The specific question of voluntary or involuntary returns is discussed in the following section of the report.

**Finding 35. With UNHCR advice and support, the Government set standards for camps that met or exceeded SPHERE standards, but the evaluation team could not observe whether they were met in practice**

## Protection and solutions strategy: durable solutions

### *UNHCR’s Protection Strategy*<sup>81</sup>

UNHCR did not have a fully developed standalone “Protection and Solutions Strategy” in the 2014-2015 period, and argues that the situation was evolving so fast that a multi-year strategy would have needed constant revision. But UNHCR did have elements of a Protection Strategy, including a June 2014 internal policy paper that outlined a comprehensive set of protection priorities, a series of policy notes on the protection of urban (non-camp) populations leading up to a March 2015 Draft Urban Strategy, and specific strategies for resettlement and Refugee Status Determination. Most importantly, the overall approach to protection in any given year is described in great detail in the Country Operations Plan (COP).

**Finding 36. UNHCR’s overall protection approach was appropriate, but too cautious on issues such as early marriage, child labour and domestic violence that are culturally loaded and difficult to tackle**

Was UNHCR’s protection approach appropriate? On the whole, yes. The focus on legislation and building Government and partner capacity including for registration was absolutely the most strategic investment and helped secure one of the most favourable asylum regimes in the world.<sup>82</sup>

<sup>81</sup> At the conclusion of this chapter the evaluation team provides an overarching recommendation on analyses, strategies and action plans that proposes a linked set of framing documents to guide the operation’s protection work in the future. This recommendation seeks to minimise the amount of new work, link as much existing work as possible, and ensure that analysis and evidence inform strategies, that in turn guide action

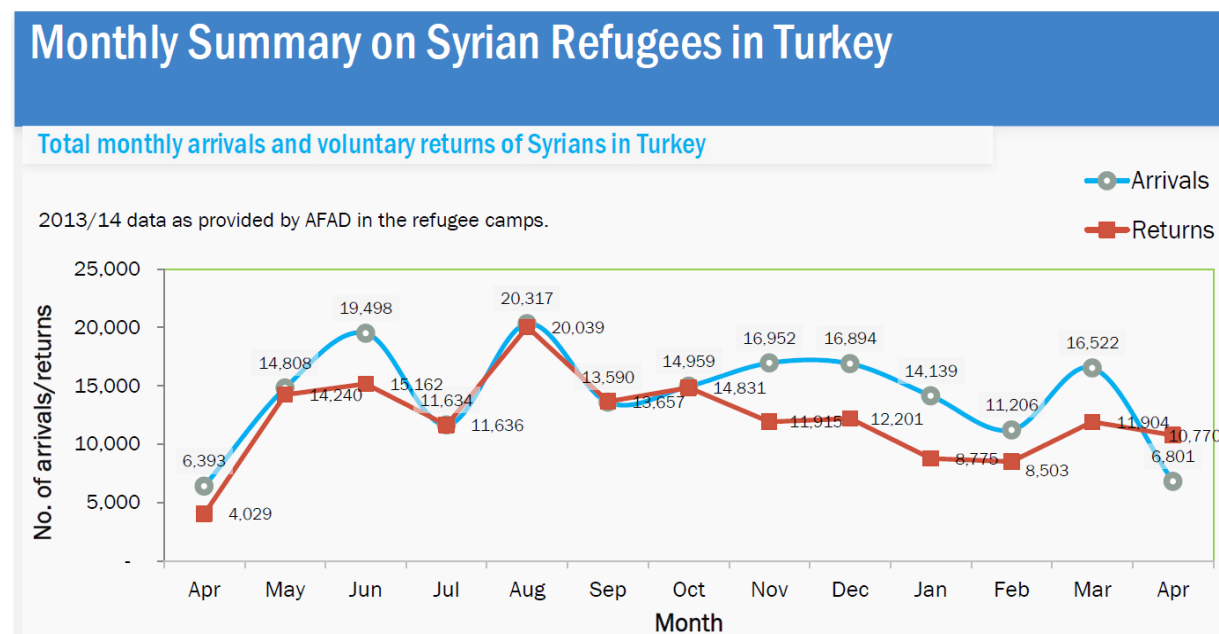
<sup>82</sup> A piece of unfinished business regarding the TPR and its regulations is to include explicit reference to the roles and responsibilities of municipal governments, who are providing an increasing proportion of the support to Syrians but without an unambiguous mandate to do so

Regarding the balance between protection monitoring in camps vs urban areas, the operation was perhaps a little slow to shift resources from camps to urban areas and still has difficulty reaching some regions (see above), but has clearly made the transition and is now taking the logical next step towards community-based protection, outreach from the platforms of community centres, and monitoring through area-based multi-functional teams. **Where the evaluation team believes the operation still needs to pay more attention is on those hard-to-tackle issues that are problematic domestically in Turkey and not just for refugees, namely child protection (especially child labour, early marriage and institutionalisation of unaccompanied minors), domestic and sexual violence, and human trafficking (see sections on SGBV and Child Protection below).**

## Voluntary Repatriation

Voluntary repatriation from Turkey to Syria has had an interesting trajectory. In the initial years of the influx, when it was assumed by the Government that Syrian refugees were truly temporary, the Government reported several hundred thousand voluntary returns to Syria, as seen in this image taken from the April 2014 UNHCR Monthly Report (note the data source is AFAD).<sup>83</sup>

Figure 4.1 In 2013/2014 Syrian refugees flowed back and forth across the Syrian border



It is not entirely clear what was happening during this period, but it seems likely that what is being recorded here are mainly arrivals and departures from camps, and the departures would have included some Syrians moving to urban areas, some who were returning temporarily to Syria, and others who were returning permanently to Syria. It is important to recall that in this early period Syrians were regarded as guests, the border with Syria was open to two-way flow without much regulation, and there is known to have been a significant amount of back-and-forth movement as families visited, government employees collected their monthly salaries, and business owners checked on their farms and their property.

<sup>83</sup> Confirmed by various Government of Turkey reports



In 2014, with the entry into force of the TPR, a legal framework for Syrian voluntary repatriation was put in place. UNHCR does not have an identified role in repatriation within the TPR itself, but the law permits the Government to cooperate with international organisations and civil society organisations. Perhaps reflecting the optimistic mood of the moment, UNHCR expected that observation of voluntary repatriation would be a major activity in 2014, and included this as one of the eight protection performance indicators in the RRP6, recording the observation of 6,712 of a targeted 41,300 interviews.

### **Finding 37. UNHCR is careful only to endorse voluntary repatriation that is truly voluntary**

However, during the course of 2014 the voluntary repatriation context changed in two important ways. The first is that the cross-border ebb and flow seemed to decrease, with more flow into Turkey and less ebb back to Syria.<sup>84</sup> Secondly, the Government enacted a regulation in June 2014 that permitted the authorities to refer to reception centres “those among the Syrian foreigners who are involved in commission of crimes, who are considered a threat to public order and public security due to other reasons, and those who are begging and living in the streets despite warnings.”<sup>85</sup> With such a broad scope, this regulation permitted the authorities to round up undesirables, in particular those causing a public nuisance in cities and tourist regions, and offer them two choices: to return to Syria or to be relocated to closed camps.

At this point UNHCR drew a line in the sand, and thenceforth **declined to observe the voluntary repatriation interviews of Syrians who were involuntarily in camps**. Still today, UNHCR declines to observe interviews in these conditions and does not endorse those repatriations or have reliable estimates of their numbers.<sup>86</sup> **UNHCR does continue to observe voluntary repatriation interviews for persons who seem to be expressing an unfettered choice**, and internally reported observing 4,703 Syrian returnee interviews in 2015. Thus, the current position of UNHCR on voluntary return is made up of two components – on the one hand UNHCR clearly believes and publicly states that they do not encourage any return to Syria because the conditions there are not safe for returnees, and on the other hand they do agree to observe voluntary repatriation interviews for a few thousand Syrians each year whose requests to return in an organised way seem to be voluntary. In either case, in the short to medium term, **voluntary repatriation is not a significant durable solution for Syrians in Turkey**.

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*It takes two to tango. We need to work with the government, we need to respect them.*

– UNHCR Protection officer

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<sup>84</sup> We were not able to find published Government figures for voluntary repatriation to Syria for all of 2014. In 2014 the major cross-border event was the arrival from Kobane of 200,000 mainly Kurdish Syrians, which included the involuntary return of approximately 120 Syrians in conjunction with that influx (US State Department [Annual Human Rights Report 2014](#)), and the voluntary return of about 126,000 within a few months

<sup>85</sup> Government circular, June 2014

<sup>86</sup> The numbers at least until June 2015 are not thought to be substantial, and even Amnesty International stated in late 2015 that “Up until September this year, the main human rights concerns facing refugees in Turkey have not included unlawful detention and deportation”, but Amnesty International goes on in that report [Europe’s Gatekeeper](#) to predict that involuntary returns would increase in 2016 as a consequence of measures agreed with Europe to discourage the Aegean Sea migration

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## Long-term stay in Turkey

**Finding 38.** Durable solutions are still a distant prospect for refugees in Turkey, and the default path of longer stay in Turkey with temporary status but most economic and social rights seems the most likely

There is no doubt that the long term well-being and security of over 2,700,000 Syrians in Turkey is thanks to the considerable moral and material support from the Government and people of Turkey. The international community has contributed, and more than the Government usually gives them credit for, but that cannot detract from the unprecedented contribution of Turkey itself. Whether the welcome is extended and deepened will also depend upon the Government and people of Turkey.

In this, the Government has been ably supported by many stakeholders and notably UNHCR, whose principal efforts regarding durable solutions have centred on helping the Government create the legislative and enabling policy environment that would provide Syrian refugees with access to social and economic rights in Turkey. **UNHCR has contributed significantly to strengthening this conducive environment for Syrians to sustain themselves**, to adapt to a long-term stay in Turkey (called “harmonization” by the Government of Turkey), and ultimately to contribute to the social and economic development of Turkey. UNHCR’s specific investments in education and community empowerment are the subject of subsequent chapters of this report and will not be covered here.

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## Resettlement

Before the Syrian influx, Turkey already housed UNHCR’s second-largest resettlement programme in the world.<sup>87</sup> This stems from the conditions under which Turkey ratified the UN Refugee Convention and from Turkish legislation, which essentially consider non-European asylum seekers to be **conditional refugees, allowed to stay in Turkey and to benefit from Turkish social services on the condition that they are first determined to be refugees (a process currently managed by UNHCR) and then resettled**. At the beginning of 2011, Turkey housed 16,750 persons of concern to UNHCR, about half of whom were deemed refugees (mostly Iraqi) while the remainder were asylum seekers awaiting status determination (mostly Iranians and Afghans). In 2010, 6,800 cases were submitted for resettlement and 5,300 departed – so the situation at the start of 2011 was more or less in equilibrium between low arrivals and high rates of resettlement departure.

Fast forward to 2015, and the scenario is entirely changed. First of all, the number of non-European and non-Syrian asylum seekers in Turkey has risen to over 250,000, mostly Iraqis and Afghans. And that is not counting those who are in Turkey “in transit” to Europe and who have not started the asylum process in Turkey, or those who are expected to be returned from Greece. Despite valiant efforts, the **UNHCR office in Turkey has been overtaken by the surge in the caseload, which is colliding with the painstaking and labour-intensive triple processes of registration, refugee status determination and resettlement processing, to create an immense backlog**. The 10,191 non-Syrian resettlement submissions made from Turkey in 2015 were a huge achievement, but only a drop in a bucket that keeps on filling.

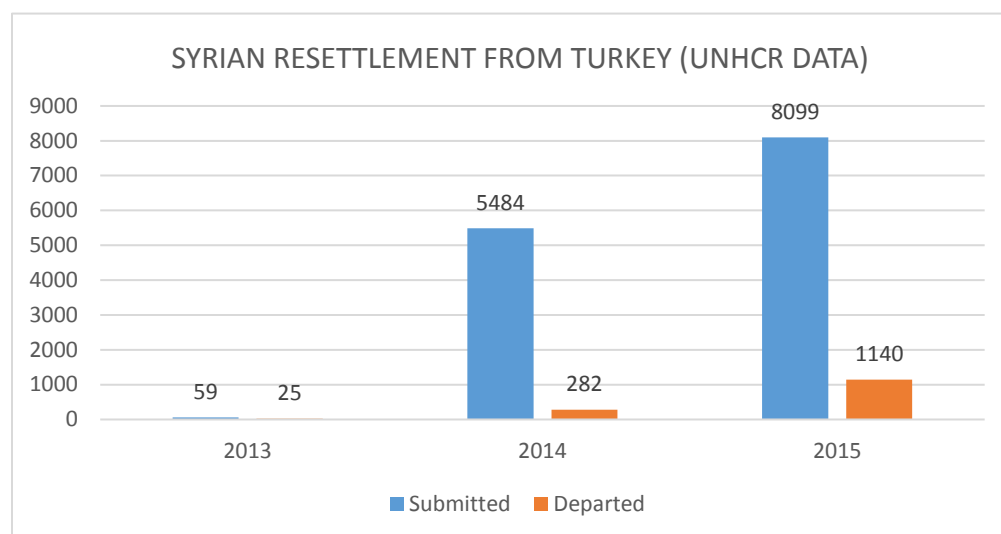
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<sup>87</sup> In terms of submissions, Turkey was second in the world in 2012 and 2013, and first in 2014 and 2015 (UNHCR data <http://www.unhcr.org/statistics/unhcrstats/573b8a4b4/resettlement-statistical-database-portal.html>)

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Regarding Syrians, resettlement was not even considered until 2014.<sup>88</sup>

**Figure 4.2** Resettlement of Syrian refugees from Turkey was limited in 2014 and 2015



The big difference between processing Syrians and non-Syrians from Turkey is that, for non-Syrians, UNHCR completely manages the registration, RSD and resettlement processing. For Syrians, the Government manages the registration (at a level of detail and accuracy that is below UNHCR's standards, as discussed above) and does not provide registration data to UNHCR. Furthermore, there is no refugee status determination because under the TPR Syrians are not considered by the Government of Turkey to be "refugees". In this uncomfortable situation, and recognising the genuine protection need for some particularly vulnerable Syrians to be put into a resettlement process, in 2014 UNHCR started to gather names for resettlement from its main NNGO partners who were operating community centres providing counselling to Syrians. In an intense effort starting in August 2014, 5,484 cases were prepared and submitted to the Government of Turkey for exit permits – which were denied.

The refusal of exit permits resulted from a misunderstanding between UNHCR and DGMM: UNHCR had not prepared the way with DGMM by explaining the reasons and the process they were following to select these cases, and DGMM was under the impression that these initial cases were cherry-picked and did not meet the agreed vulnerability criteria. In the end the misunderstanding was resolved, UNHCR agreed to take referrals from the Government,<sup>89</sup> and most of the frozen cases were released for departure.<sup>90</sup> But unfortunately the damage was already done. As soon as the initial and exhausting effort from UNHCR was stalled, and processing stopped almost entirely from January to March 2015, most of the resettlement receiving countries concluded that resettlement from Turkey was going to be difficult and slow, and

<sup>88</sup> UNHCR's 2014 Global Resettlement Needs report (drafted in mid-2013) anticipates a resettlement target of 8,475 refugees, all non-Syrian, and in the narrative, opens the door to Syrians being resettled in future years

<sup>89</sup> The referral system is still not working smoothly as the Government itself lacks the data and capacity to identify Syrian refugees who would qualify for priority resettlement, but everyone is working on practical solutions and the Syrian resettlement pipeline is back up and working again

<sup>90</sup> The difference between numbers released for departure and actual departures mainly stems from screening and processing bottlenecks on the side of some resettlement receiving countries, that are expected to be resolved in 2016

shifted their attention and quotas to other countries in the region from which resettlement processing was perceived to be easier. From summer 2015 - with the refocusing of global attention on Turkey and a re-energised resettlement programme in Turkey based upon improved arrangements with the Government, **it is widely anticipated that resettlement quotas will return to Turkey in 2016, and that Turkey will become a major contributor to the global resettlement initiative for Syrians.**

**Finding 39. Resettlement is important for maintaining protection space and demonstrating international solidarity, but it will not significantly reduce the Syrian refugee population in Turkey**

**Will resettlement be the primary durable solution in this situation? No.** Resettlement will certainly help both Turkey and the Syrian refugees, and the more strategically it is used the better. But in the end, the demographic evidence is overwhelming. Even if UNHCR's resettlement procedures were drastically streamlined and the processing machinery in Turkey were massively bulked up to process 50,000 or even 100,000 cases a year, this would only keep pace with the natural growth in the refugee population (estimated by the Government to have increased by 159,000 over five years)<sup>91</sup> and the rate of new arrivals.

**Recommendation 10. UNHCR Turkey should increase its resettlement efforts, but any additional spending on resettlement should not be at the expense of ensuring the protection of Syrians who are likely to be staying in Turkey for some time**

## Accountability to Affected Populations

Accountability to affected populations (AAP) can be understood as 'an active commitment by humanitarian actors and organizations to use power responsibly by taking account of, giving account to and being held to account by the people they seek to assist' (UNHCR Emergency Handbook). Operationally, AAP is implemented in UNHCR through its Age Gender and Diversity Mainstreaming (AGDM) policy, and through Community-Based Protection.

### *UNHCR participatory assessments*

The AGD approach introduced in 2004, and the AGD Mainstreaming Policy (2012), provide UNHCR staff and partners with guidance to work in a manner that is inclusive of all groups within a given population of concern. The key operational elements of this approach are "i) *ensuring the active participation in UNHCR's work of diverse and representative groups of persons of concern, using the participatory assessment (PA) methodology and other tools; and ii) identifying, in conjunction with affected individuals and communities, areas where targeted actions are necessary to address inequalities and support the capacities and protection of groups at risk.*"<sup>92</sup> According to UNHCR procedures, country operations should organise annual Participatory Assessment exercises to ensure that concerns and feedback from persons of concern are taken into account in UNHCR's annual programme planning.

<sup>91</sup> And a conservative calculation of 2% crude birth rate in a population of 3 million yields 60,000/year

<sup>92</sup> *Age, Gender and Diversity Approach*, EC/63/SC/CRP.14

**Finding 40. UNHCR was slow to start participatory assessments of out of camp populations, but did this effectively from late 2014 onwards**

As far as the evaluation team can determine, in 2013 and 2014 UNHCR Turkey did not lead or coordinate any Participatory Assessments with Syrian refugees.<sup>93</sup> At the end of 2014, staff in the Gaziantep Community Services (CS) Unit who were concerned to better understand the evolving nature of the urban caseload organised their own focus groups during UNHCR's Campaign on 16 Days of Activism against SGBV, with emphasis on the topic of early marriage among Syrian refugees. The CS Unit organised twelve FGDs in Gaziantep, Hatay and Sanliurfa, through two UNHCR funded community centres and one community centre funded by an operational partner. This provided UNHCR with important feedback on the causes, consequences and potential solutions to issues of SGBV and early marriage, seen to be on the rise within the Syrian refugee community. Unfortunately, the recommendations and broad strategy generated by this assessment have not been fully implemented as part of UNHCR's programming.

**Finding 41. UNHCR Turkey used its consultations with refugees as a basis for re-orienting its strategies and programming in favour of the vast majority of refugees in urban areas**

In 2015, as the need to engage with the urban population became ever more pressing, UNHCR conducted two Participatory Assessments and included a range of partners. This extensive data gathering exercise on UNHCR's part eventually fed into UNHCR Turkey's 2016 planning, and informed the new Urban Strategy in the course of 2015. The Participatory Assessment in March 2015 covered Syrians and non-Syrians, and mobilised 16 multifunctional teams to conduct 40 focus group discussions, 7 semi-structured interviews and 11 in-depth interviews in eight cities across Turkey. The evaluation team was informed that the results of the participatory assessments were shared with national authorities and NGOs in order to inform their policy making and programming. UNHCR also enhanced the coherence of these assessments by contributing to participatory assessments conducted by other organizations and institutions, many of which aimed to cover the main protection gaps in Turkey including self-reliance, coping mechanisms, relations with the host country/host community, and prevalence of harmful traditional practices. Thus, by mid-2015, UNHCR Turkey can be seen assuming leadership on the question of refugee-centred assessment and data gathering, and putting this information to use in its own strategic planning and that of its partners.

UNHCR Turkey's Urban Strategy, prepared in spring 2015, demonstrates a strong commitment to incorporating the results of Participatory Assessment and consultation with persons of concern into its strategic approaches and programming for 2016. UNHCR should be congratulated for this effort to re-orient its operations in order to expand its protection coverage and to incorporate the needs and perceptions of persons of concern. According to the Urban Strategy document: "*This strategy aims to bring UNHCR's policies and activities on the protection of persons of concern in urban areas in line with UNHCR's global strategic objectives and policies, and aims to expand UNHCR Turkey's protection space through enhanced outreach. Based on the principles and policies of UNHCR,<sup>94</sup> and in assessment [sic] of*

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<sup>93</sup> Although reports suggest that AGD Participatory Assessments maybe have been carried out in 2013 with non-Syrians.

<sup>94</sup> Refugee Protection and Solutions in Urban Areas (2009); Implementation of UNHCR's Policy on Refugee Protection and Solutions in Urban Areas (2012); UNHCR Policy on Alternatives to Camps (2013); Livelihood Programming in UNHCR- Operational Guidelines (2012); UNHCR Tool for Participatory Assessment in Operations (2006); Handbook for Self-Reliance (2005); Urban Refugees, A Community-Based Approach (1996).

*the findings of participatory assessments conducted in 2015, this strategy outlines the objectives and activities for UNHCR Turkey in its policy and implementation on a broad range of issues including outreach, community-based protection, livelihoods and self-reliance.”<sup>95</sup>*

## Community-Based Protection

### Finding 42. The community-based protection approach adopted in 2016 seems an efficient way of increasing protection coverage to remote populations

As discussed earlier, it became evident over the course of 2014 that protection monitoring of Syrians needed to rebalance between the earlier focus on camps/border points to include out of camp populations. The shifting of resources to out of camp populations continued throughout 2015, although it remained difficult to access rural populations and groups of Syrians in secondary and more remote cities. At the same time, there was a transition in emphasis from case management to institutional capacity development. The intention in 2016 is to embrace the principles and best practices of **Community-Based Protection and reorganise protection monitoring on an area basis with mobile multi-function teams working with both Syrian and non-Syrian refugees**. This is a logical progression in light of the protracted nature of the Syrian caseload, which over time has evolved such that for practical purposes it can best be supported with assistance mechanisms<sup>96</sup> similar to those used for non-Syrians.

One important element of community-based protection is increasing Turkish institutional and public awareness of the special mental health and psycho-social needs of Syrian refugees as a specific cultural group. Several UNHCR partners have documented the trauma experienced by refugees before leaving Syrian. In one example of a census done by TRC<sup>97</sup> *“60% of the participants expressed that they had lost at least one relative in the war with 90% of these were reported to be immediate family members. Furthermore, 70% of the participants expressed that they witnessed clashes, 11% expressed that they actively participated in the clashes. Due to these traumatic experiences, 60% of the refugees’ state that they and their children live in constant fear and psychological breakdown.”*

### Finding 43. UNHCR has enabled the design and delivery of more effective psycho-social services to Syrian refugees

Within this context, the UNHCR and its partners have been working to try provide mental health and psycho-social support (MHPSS) framed in ways that are understanding of and acceptable to Syrian refugees. According to one partner: *“MHPSS services have been an important area supported by UNHCR. Turkish practitioners have a much more clinical approach, whereas UNHCR has helped to introduce approaches that include community-based methods, support groups and a range of activities that may make it easier for Syrians to receive the support they need.”* Among other initiatives, a good practice in MHPSS is that UNHCR regularly trains partners on appropriate responses and referral pathways for different case types, and in order to improve MHPSS services for Syrian refugees, commissioned a literature review and a study to provide MHPSS practitioners with insights into ways that Syrian refugees

<sup>95</sup> UNHCR Turkey Urban Strategy, March 2015, p.1

<sup>96</sup> But not yet from a legal or registration point of view, due to the separation of temporary protection from conditional protection in the law

<sup>97</sup> TRC Community centre Project Needs Assessment Report, Report No 200, July 2015 p.18



express their suffering, depression and mental anguish, which might not otherwise be obvious to medical and mental health practitioners. IMC has been a strong implementing partner in the field of MHPSS.

## Refugee feedback mechanisms

### **Finding 44. Refugee feedback mechanisms are weak in Turkey, partly because the operating context discourages open criticism**

An important element of AAP are mechanisms to actively seek the views of affected populations to improve policy and practice in programming, and to ensure that feedback and complaints mechanisms are streamlined, appropriate and robust enough to deal with (communicate, receive, process, respond to and learn from) complaints about breaches in policy and stakeholder dissatisfaction. Although we did learn of Government, UNHCR<sup>98</sup> and NGO “hotlines”, as well as complaints boxes in camps and in community centres, and we saw some examples of both complaints and responses, this is generally an area of weakness in the Turkey operation. Rather more important, there appear to be very few means whereby refugees can actively participate in the development of policies, plans and programmes that affect them. To a large extent this is beyond UNHCR’s control, as service delivery is in the hands of the Government, access to refugees is logistically challenging, there are real language barriers, and the prevailing management culture does not encourage participatory planning or public criticism. Furthermore, the evaluation team observed that in several locations, UNHCR’s offices and operations are generally quite invisible and inaccessible to refugees in Turkey, and direct contact with UNHCR staff is highly restricted. If refugees were experiencing ill treatment, only a few of them would be likely to identify UNHCR as a recourse channel and access assistance.

Where Government, UNHCR and partners are somewhat more effective is in providing basic information to refugees through points of service (i.e. Community centres or DGMM regional offices) and via the internet. For example, UNHCR’s Turkey website provides the basic legal and services access information that Syrian refugees need, and a full set of FAQs, in Arabic. UNHCR Turkey’s Facebook page is another vehicle for transmitting information, but neither of these mechanisms is effective for listening to refugees or for dialogue.

### **Figure 4.3 Example of a Frequently Asked Question on the UNHCR website<sup>99</sup>**

#### **Does UNHCR Turkey register Syrian refugees?**

UNHCR Turkey is not carrying out registration or refugee status determination for Syrians in Turkey, as their protection is ensured by the temporary protection regime. Syrian refugees are registered by the Turkish authorities. UNHCR however supports the Government and humanitarian partners in identifying vulnerable Syrian refugees with specific protection needs who may require additional/complementary protection interventions. Individuals referred to UNHCR for a protection assessment may be contacted by a UNHCR staff for follow up. A protection assessment is meant to determine the most appropriate solution to your protection needs in the country of asylum. A protection assessment is not a registration process.

<sup>98</sup> An estimated 15-20% of refugee emails to UNHCR receive an answer back, 15% for the phone calls: information from UNHCR Turkey

<sup>99</sup>Frequently Asked Questions, p. 8. The evaluation analyzed the FAQ document in English and has no opinion about the Arabic nor the Turkish translations which are available on the same website.

## Child Protection

### Finding 45. Partly due to lack of access to education, the most serious protection problems facing Syrian refugee children in Turkey are child labour and early marriage

During the period under review, UNHCR continued with a case management approach to child protection, in particular identifying and supporting Unaccompanied and Separated Minors (UASMs) in camps and identified through community centres, as well as those picked up by police in the street, and has attempted to conduct Best Interest Determinations whenever UNHCR is aware of UASM specific cases and has access. This task has however been difficult because data on UASMs is not available or not provided to UNHCR, and despite systematic objections from UNHCR, the Turkish authorities at different levels of Government seem to prefer to institutionalise UASMs either in government orphanages or in children's sections of camps, or sometimes in detention centres (particularly in the context of the 25 July 2014 regulation to prohibit begging). A key UNHCR support has been the provision of assistance in registration of UASMs as well as translation services for Turkish state institutions that receive them. While the situation of UASMs remains a serious concern for UNHCR and continues to be the subject of policy advice, advocacy and training, it can be argued that the more serious systemic protections problem facing Syrian children are the high rate of Post-Traumatic Stress Disorder among Syrian refugee children and youth in Turkey, and **family-sanctioned child exploitation in the forms of child labour or early marriage.**

Regarding PTSD, a 2013 study by Bahcesehir University in Turkey was among the first to document the extremely high rates of PTSD among Syrian refugee girls and boys living in Southeast Turkey. According to this study, nearly half (45%) of Syrian refugee children experienced PTSD symptoms-more than 10 times the rate observed in other children around the world.<sup>100</sup> Thus, treatment for PTSD and provision of community-based mental health services adapted to the needs of Syrian refugee children and youth in Turkey must be considered as a protection priority to be included in UNHCR and NGO/Government programming in community centers, outreach initiatives and education.

In addition, the evaluation finds that, in part due to the lack of access to education, **child labour (most common protection problem for boys) and early marriage (most common protection problem for girls) reflect the socially acceptable ways for Syrian refugee households to deal with the challenges and societal pressures that they face in exile.**

### Finding 46. There is a serious gap in the data regarding early marriage and child labour among Syrian refugees in Turkey

Poverty and lack of formal labour access, lack of viable educational pathways and social acceptance of early marriage/child labour are a toxic mix of factors that have ended up placing many Syrian children and adolescents<sup>101</sup> into exploitative situations of child labour or early marriage.<sup>102</sup> The evaluation team

<sup>100</sup> Selcuk R, Sirin and Lauren Rogers-Sirin. The Educational and Mental Health Needs of Syrian Refugee Children, Migration Policy Institute, 2015. p. 12-13

<sup>101</sup> Estimates of the incidence of child labour and early marriage vary across a number of Turkish and international studies, surveys and reports. |

<sup>102</sup> Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the: Implementation of United Nations Security Council resolution 1325, p. 72, UN Women (2015); Small Hands, Heavy Burdens: How The Syria



searched diligently for reliable data on the incidence of child labour and early marriage among Syrian refugees in Turkey. Although there is data for Lebanon and Jordan<sup>103</sup> that is presumed to be comparable to the situation in Turkey, and there is data on the incidence of early marriage and child labour among Turkish children, the team was very surprised to find that five years into this huge emergency none of the major child protection NGOs or UN agencies including UNHCR has reliable statistics on child labour or early marriage among Syrian refugees in Turkey. However, the evaluation was able to identify a number of qualitative studies, including UNHCR's own internal AGDM and office-led focus groups and those of NGO partners, that confirm local perceptions on the part of UNHCR partners and Syrian refugees themselves that **early marriage and child labour represent the most significant and pressing child protection problems facing the Syrian refugee population in Turkey.**<sup>104</sup>

**Recommendation 11. UNHCR Turkey should work with UN Women, UNFPA, UNICEF and leading NGOs, and in close collaboration with Turkish Government authorities and academic institutions, to conduct a comprehensive study of the “State of Syrian children in Turkey,” with a particular emphasis on collecting information on child labour and early marriage**

**Finding 47. Syrian refugee children in Turkey appear to be at greater risk of early marriage and child labour than when they were in Syria**

Regarding child labour, it is generally believed that families have been pushed toward child labour as a coping strategy after their savings are exhausted. This is felt to be exacerbated by the conservative religious values of many refugee households inhibiting adult women from working outside the home in situations where they might come into contact with men who are not family members. In this context, and particularly for the estimated 22 percent of households that are female-headed,<sup>105</sup> even boys as young as nine or ten years old are not seen as 'children' but rather the protectors of their mothers. While UN and western humanitarian organisations are upholding a world view in which children have rights that adults need to protect, in the Turkey context such values and beliefs are not necessarily shared - and indeed it might be seen that it is the duty of male children to protect the rights (and “honour”) of adult women. Tackling issues such as these is not easy, particularly when the host society to some extent tolerates them, but that does not make it less imperative.

Early marriage is a particularly serious problem: firstly, because it is clearly an egregious form of SGBV, but also because in many cases these marriages are temporary and/or polygamous and/or unregistered, placing girls at immense health and protection risks, and children borne of these relationships are very likely to be stateless – creating multiple dimensions of exploitation and risk that can be passed along to the next generation. Not only do child labour and early marriage constitute a wholesale removal of children's rights, but they are a clear reversal in relation to the relatively higher rates of education and

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Conflict Is Driving More Children Into The Workforce; Save the Children (2015); Syrian Refugees in Turkey: Gender Analysis: Centre for Transnational Development and Collaboration (2015)

<sup>103</sup> For example, Too Young to Wed: The growing problem of child marriage among Syrian girls in Jordan: Save the Children: 2014; To protect her honour: child marriage in emergencies – the fatal confusion between protecting girls and sexual violence: CARE: 2015; A study on early marriage in Jordan: UNICEF: 2014; “Because we struggle to survive” – Child Labour among refugees of the Syrian conflict: Terre des Hommes: 2016

<sup>104</sup> Among these are UNHCR's 2015 AGDM Participatory Assessment, UNHCR's 2014 Refugee Focus groups on Early Marriage in Gaziantep and the South-East Region

<sup>105</sup> AFAD (2013) op. cit.

lower rates of early marriage and child labour that the same refugees experienced while they were in Syria before the crisis. If this backsliding is to be halted, and if these Syrian children are not to lose an entire generation,<sup>106</sup> then UNHCR needs to work with partner agencies notably UNICEF and UNFPA, and Government authorities, to design and implement a comprehensive multi-year action plan to tackle these critical problems.

Finally, as UN agencies are the standard bearers for gender equality and women's rights, some partners found it perplexing that no UN agency in Turkey had any public response to the May 27, 2015 decision by Turkey's Constitutional Court striking down Sec. 230 paragraphs 5 and 6 of the Turkish

Criminal Code that prohibit arranging or conducting a religious marriage ceremony without obtaining a civil marriage as well, and that effectively grants religious legitimacy to early marriage without rights. According to one UNHCR operational partner: *"In Turkish law, civil marriage registration is the only thing that protects the rights of the woman to divorce, alimony, and child support. For Syrian refugee women and girls, who are tending to see early marriages and second marriages to older Turkish men as a form of social and economic protection, this may have the adverse effect of increasing the number of child brides, and increase polygamous relationships in which young women and their children have no legal rights or recourse."*<sup>107</sup>

**Recommendation 12. UNHCR Turkey should step up its efforts regarding child protection and SGBV in particular combating two forms of child exploitation that are considered to be widespread among Syrians in Turkey: child labour and early marriage. A clear child protection action plan needs to be developed with the Government, UNICEF and other partners, and its implementation needs enhanced coordination and substantial investment from Government line ministries, UNHCR, other agencies and INGOs, as well as from the refugees themselves**

Thanks to UNHCR's AGDM Participatory Assessments, refugees themselves have been able to suggest a range of solutions, and a number of good-practices and pilot projects are already underway: in both Istanbul and the Southeast, UNHCR has been working the MoFSP and ASAM/social workers to develop conditional cash assistance measures providing cash transfers for refugee children at risk of child labour, exploitation and early marriage, on the condition that their families continue to send them to school. For the time being, such initiatives remain on a limited scale. In Istanbul, another pilot project is a mother-daughter group where Syrian refugee mothers and daughters can share their issues and concerns, and

### *Solutions to the problems they face, as proposed by refugees in AGDM focus groups*

"Especially for single women, providing income earning activities from home was proposed. Also promoting safe part-time job opportunities for adolescents so that they can continue their education at the same time was another proposed solution from the youth groups.

For families with children of school age, the need for education incentives and more social assistance is underlined to promote access to education by children in general. Promoting the importance of education among parents was another suggested solution to increase enrollment rate and decrease child labour that is stemming from lack of education opportunities..."

AGDM Participatory Assessment Report, March 2015

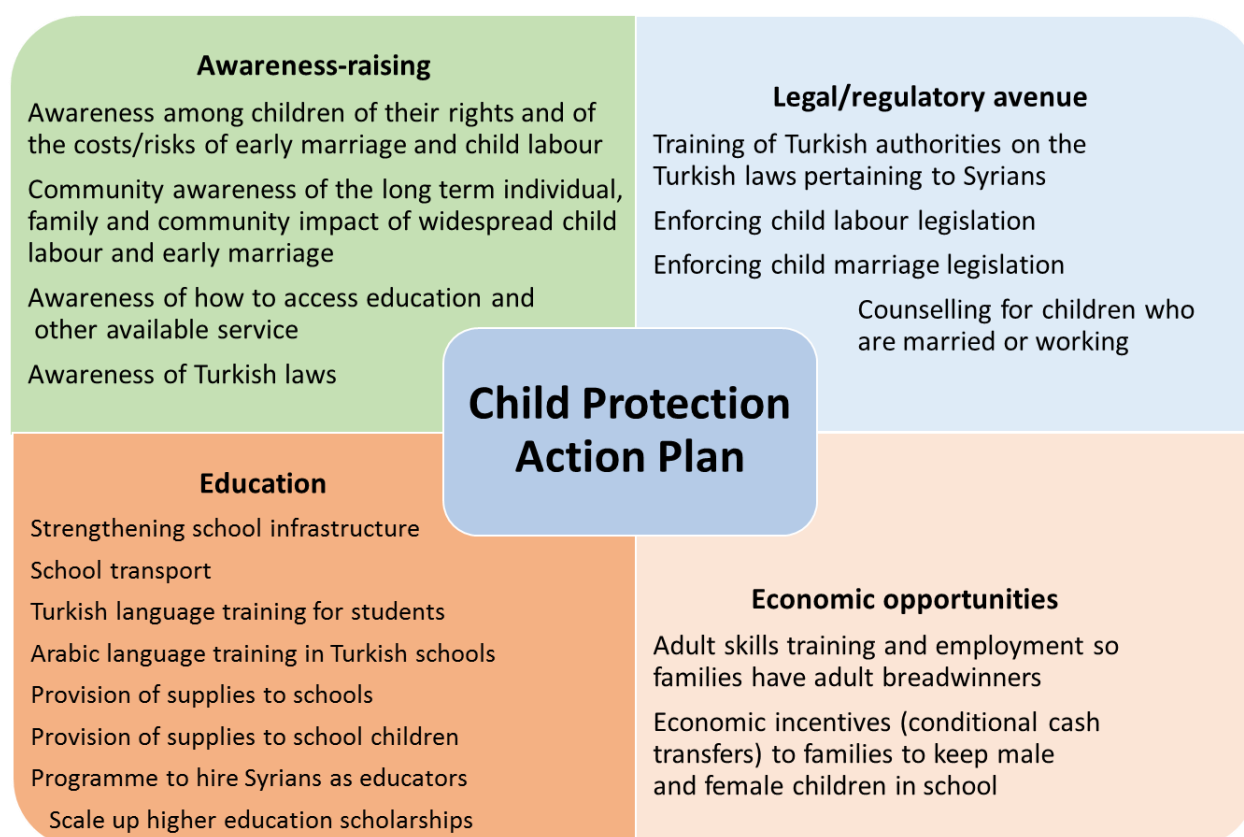
<sup>106</sup>The needs and strategy are well described in UNICEF's "No Lost Generation" initiative <http://nolostgeneration.org/about>, the problem is that Turkey seems to be lagging behind other refugee-hosting countries in the region

<sup>107</sup> Interview with Operational Partner of UNHCR, February 2016

address the issue of early marriage in the presence of facilitators who can help identify the risks of this practice and alternatives for the families. However, addressing gendered child exploitation needs to move beyond scattered initiatives, and UNHCR and its partners need to work at the same time on awareness-building, legal issues, improving education access (including through conditional cash assistance) and economic opportunities.

The evaluation team firmly believes that **only a well-designed action plan to address all of these pull/push and social factors will have a chance of breaking the vicious cycle in which Syrian families with adolescents currently find themselves. It is for UNHCR and partners to develop this action plan and turn it into a coherent programme, but suggested elements of such an action plan are captured in the figure below:**

**Figure 4.4** Elements of a Child Protection Action Plan



**Finding 48.** Female-headed households are at particularly high risk of both child labour and early marriage, and should be included in vulnerability criteria for income support

Many of the elements of this outline action plan are discussed elsewhere in this evaluation report. What perhaps deserves a little more explanation here is the dimension of economic opportunities. There is no doubt that Syrian parents and children are making an economic calculation when children marry early or go to work: and to address this the economic push factors needs to be addressed. One aspect of this is to ensure that households have enough adult breadwinners to remove the economic incentive to child exploitation – but this might not be possible or sufficient in all cases. Hence the need to complement

employment-related initiatives with others that either compensate families for keeping their children in school (conditional cash transfers of the type used in Turkey's domestic programmes to combat child labour), or that simply provide income support to families through unconditional transfers that target families with no income and with children at an age where they are at risk of child labour or early marriage. This logic suggests that families with this structure, and **in particular low income female-headed households with adolescent children, should be added to the vulnerability criteria for future generations of cash and e-voucher programmes**

## SGBV and gender dimensions of the response

### Gender analysis and advice

With regard to gender-appropriateness of programme and protection responses, it is important to note that globally, UNHCR has reduced the use of gender specialists and eliminated gender focal-points in favour of mainstreaming gender analysis throughout its operations. In theory, in line with UNHCR's age, gender and diversity mainstreaming approach, all UNHCR staff are now responsible and in some way accountable for addressing differential access to protection, assistance and the enjoyment of rights on the basis of age, gender and diversity. In practice, the evaluation team found that UNHCR staff and partners, particularly those in the field, feel the need for more guidance and support to appropriately address issues around gender equality, protection and participation.

**Finding 49. UNHCR staff and partners informed that team that they need more guidance on gender equality in the particularly complex social and economic context of Turkey**

Although UNHCR Turkey has shown some degree of organisational commitment to the AGDM approach (see above), UNHCR does not appear to have a **considered and articulated gender analysis and a gender-equality approach** to guide its strategic and programmatic efforts. Instead, too much is being left to individual staff judgement, with conflicting analyses, interpretations and limited guidance provided from higher levels (MENA and HQ). In the words of one UNHCR staff member: *"On a range of issues related to gender and sexual and gender-based violence, including domestic violence and early/forced marriage, staff are very divided and torn as to the best approach on specific cases. Some believe that is best to take the 'culturally sensitive approach' understanding that some of these practices, such as early marriage were brought with them from Syria. Others believe we should take a more 'legalistic approach', to seek to enforce the law because Turkish law has clear provisions on dealing with child marriage and other SGBV issues.<sup>108</sup> Even when we approach those in MENA or HQ for guidance on how to deal with specific cases we can get different answers to the same situation."*

In a second example of the need for guidance, in a focus group discussion with a mixed group of field, protection and community-based protection staff, there was lively debate as to the extent to which the strategy of never mixing men's and women's refugee representative groups was really working, or if it would not be appropriate to bring men's and women's groups together to find joint solutions to some

<sup>108</sup> Marriage in Syria is legal at aged 16 – so there is a discrepancy between Syrian and Turkish laws Syrian refugees might not be aware of

issues. According to one staff member: *"Men are listening to the opinions of male religious leaders, and women are listening to female religious leaders. Sometimes they are listening to different messages and so they are coming at questions of SGBV and child protection from different angles. Maybe it is time that we bring them together to exchange views and understand where each other is coming from."* On this issue, other team members disagreed.

Another staff member expressed her uncertainty about how to deal with specific protection issues in the following manner: "One of the main protection issues that we face is that of child or early marriage. In general, if we can avoid the legal approach, we try to 'do no harm' - so if the girl is 16 and the boy is 18, and provided the girl has consented and is encouraged to remain in school, then the cost of pursuing a legal solution seems to outweigh the benefits...But what about when the girl is 15 and the boy is 25? Or the girl is 14 and the man is 40? Sometimes it is hard to see how to pursue the best solution..."<sup>109</sup> While early marriage is frequently flagged as a leading protection risk and is seen as a form of SGBV by UNHCR staff, this practice is only the visible tip of a much bigger complex of beliefs, behaviours and inequalities of opportunity, resource ownership, mobility and decision-making that Syrian refugee women and girls in Turkey are experiencing.

While the AGDM framework is useful, its implementation in Turkey would benefit from some technical support from HQ and other experienced parties. Both the 2014 and 2015 COPs refer to supporting IPs and NGOs to utilize an AGDM approach in their planning, and training sessions were given to the staff of the Harmonization Department of DGMM especially focusing on participatory assessment. But despite all these efforts our review highlights **that there is no shared and articulated age and gender analysis, or reflection on best practices regarding the gender challenges of protection, programme and policy dialogue for Syrian refugees in Turkey.**

**Finding 50. Many individual UNHCR and partner staff are gender aware, but in the absence of a strong and shared gender analysis linked to a gender strategy, activities to reduce age gender and diversity gaps are fragmented and many opportunities for coordination and leverage are lost**

Through interviews of UNHCR and their partners we found that there is a high level of individual gender awareness of staff both at central and field levels. But individual awareness and analysis does not easily translate into an operational approach unless such is facilitated and made systematic. For example, the evaluation team met with the Provincial Directorate for Women's Affairs in Gaziantep. This government unit had opened all its services to Syrian refugee women, including women's shelters, and was itself seeking partnerships to analyse the issue of early/child marriage among the local refugee population. With the support of UNICEF and the University of Gaziantep, the Provincial Directorate was initiating a study on early marriage as the basis for developing a response.

Although UNHCR's partners (ASAM and HRDF) collect sex disaggregated data in their Community centres, the statistical analysis of gender issues is limited to an over-simplified analysis of differences by sex. While sex-disaggregation is a first step of gender analysis, it is not sufficient. There remains a critical need to assess, analyse and reveal social roles, social treatment and differentials such as access to services, division of household tasks, domestic violence, different access to and control over resources, as well as gender disparities in employment, education, literacy and age of marriage.

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<sup>109</sup> Evaluation team interview with UNHCR staff

Many informants<sup>110</sup> suggested that a careful analysis of the barriers that Syrian young girls and women face should be conducted. According to one respondent to the evaluation survey: *"As the number [of refugees] is increasing unexpectedly, protection needs and challenges are increasing as well. The targeted community needs to be assessed and evaluated carefully to identify the gaps and the needs, in order to have a better response and prevention in a timely manner before getting difficult to cope with. Women may not be able or [may be] reluctant to express what kind of protection problems they have. This also concerns the vulnerable, and the disabled as they are invisible in the community."*

**Recommendation 13.** UNHCR Turkey should work with MoFSP, UN Women, UNFPA and academic institutions to conduct a country-wide age, gender and diversity analysis to underpin the 3RP and provide the foundations for a Gender Strategy integrated within the Protection and Solutions Strategy, that in turn can frame more effective action plans for Community-based Protection, Child Protection and SGBV

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## *Sexual and Gender-based Violence*

In Turkey's urban areas,<sup>111</sup> UNHCR and its partners are working within the dense institutional network of Turkish government health, education and social services that are designed to address domestic violence, early marriage and other common forms of SGBV within Turkish society. Turkey's comprehensive legal framework on prevention and response to SGBV also covers refugees and asylum-seekers, and refugees who are survivors of SGBV are able to benefit from response mechanisms within the framework of the law including access to legal aid services, health services, safe shelters and psycho-social support. If refugees are not accessing these services it is because they do not know they have access, the Turkish institutions do not know that refugees have access, the Turkish institutions do not have enough capacity, or refugees have language and other social barriers to access.

UNHCR's support for SGBV during the evaluation period was mainly provided through case management by implementing partners in urban community centres. The community centres provide a range of services including information dissemination, referrals, and legal and psychosocial counselling. In addition, UNHCR also increased its cooperation with Bar Associations, and as part of its capacity building activities UNHCR included SGBV and the national legal framework on SGBV in other training activities with national counterparts including DGMM and AFAD. Partners reported that simple things, like UNHCR's investment in the training and provision of women Arabic-Turkish interpreters to police stations and hospitals to accompany victims of domestic violence or abuse, and the training of social workers and receptionists at the community centres, were some of the most valuable ways to assist victims of SGBV.

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<sup>110</sup> Interviews with UN partners, Implementing and Operational partners and UNHCR staff

<sup>111</sup> AFAD and TRC together with other government departments directly provide counselling services in camps

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**Finding 51. UNHCR Turkey has been effective in addressing a small number of reported SGBV cases, but has not placed sufficient priority on addressing the systemic causes of SGBV and strengthening the capacity of Turkish SGBV response and advocacy bodies**

The limitations of the case-management approach to SGBV are three-fold. First of all, it is a relatively small number of refugees who have access to community centres at all. Secondly, there were reported inconsistencies in how cases were handled,<sup>112</sup> as well as reports of weak internal coordination within UNHCR.<sup>113</sup> And third, the case-management approach does not tackle prevention and the systemic issues underlying the prevalence of SGBV as reported to INGOs and to UNHCR in their various participatory assessments. UNHCR's Participatory Assessments have revealed consistently that there is a widespread tendency for refugees themselves not to report domestic violence - nor for government officials to respond to them, and that the exploitative practices of child labour and early marriage are widespread partly because they are generally tolerated by refugee families and by Turkish institutions. In this circumstance, more needs to be done by the Government of Turkey and UNHCR, in association with all stakeholders, to tackle the root causes of SGBV and child exploitation among refugees in Turkey.

There are four reasons why it seems to the evaluation team that SGBV and Child Protection have been addressed only partially and late in the situation: (a) these aspects of protection are a shared responsibility between UNHCR, UNICEF and UNFPA, who have been quite slow in coordinating their own efforts,<sup>114</sup> (b) UNHCR does not have a strong and established relationship with the main counterpart Government Ministry MOFSP (which itself does not see refugees as their priority), (c) UNHCR in Turkey was hard-wired for a case-management approach to refugee protection – as a result of which a few individual cases of SGBV and child abuse received specific attention,<sup>115</sup> but the systemic issues were insufficiently addressed, and (d) issues of SGBV, domestic violence, trafficking, child labour and early marriage are genuinely difficult issues to address in the social and political context of Turkey.

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## Conclusion

In order to bring some coherence and focus to protection, it is recommended that UNHCR conduct three foundational studies/needs assessments, and develop strategies and action plans, as recommended earlier in this report. Many of the key elements are already in place, but there are some important missing pieces and the various elements need to be brought into a coherent whole in order to avoid duplication and confusion, as well as to allocate scarce resources efficiently.

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<sup>112</sup> For example, there was confusion regarding how to handle cases of early marriage where the girl was over 16 – the legal age of marriage in Syria but not in Turkey

<sup>113</sup> For example, there was an IP agreement approved by UNHCR Ankara to support a network of women's centres in Sanliurfa, without consulting or informing the protection or community services teams in either Ankara or Gaziantep

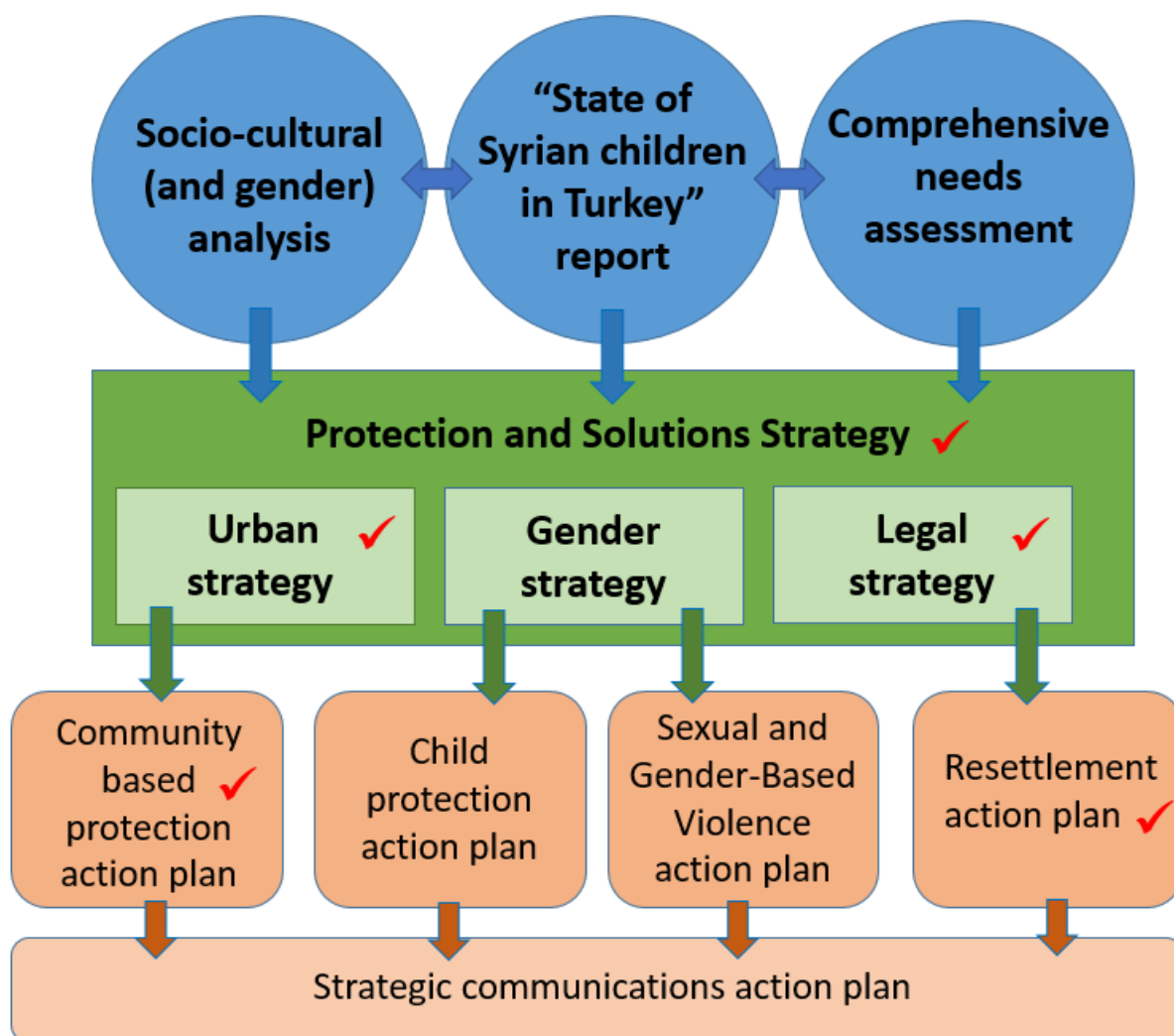
<sup>114</sup> There are few references to SGBV and Child Protection coordination in records of coordination meetings, a national level working group on SGBV was only created in early 2015, an SGBV working group was started late in Gaziantep, and as far as we can determine there is no mechanism for Child Protection coordination

<sup>115</sup> UNHCR's Turkey SOP for SGBV is detailed and case-specific, and as far as the evaluation team could ascertain in the few instances where SGBV cases have been identified by community centres or camp visits they have been appropriately referred for counselling and downstream services – but these instances are only handfuls

To this end, the evaluation team recommends that UNHCR consider the following system of analyses, strategies and plans, that together we feel would enable UNHCR Turkey to address the serious protection concerns of refugees in Turkey more effectively. In the following schematic, those components that are already in place (albeit in need of updating and harmonising with the others) are signalled with a red check mark (✓). In the opinion of the evaluation team it is important that the Urban Strategy and Gender Strategy both be integrated (as chapters for example) of the Protection and Solutions Strategy. Also, the proposed Action Plans could each be subject to a costed annual workplan (through the COP). The need for a Strategic Communications Action Plan is discussed later in this report.

**Recommendation 14.** UNHCR Turkey should adopt a more structured approach to needs assessments, analyses, strategies and action plans, thereby facilitating priority-setting and the addressing of key analytical gaps concerning child protection and SGBV

Figure 4.5 Elements of a Comprehensive Protection and Solutions Strategy





## 5 Education

Education is a basic human right and provides an important entry point in emergencies for reaching the most vulnerable children, youth and adults. Schools, especially primary and secondary schools, can provide a protective environment for children and youth, allowing them to feel that they are safe, able to live normal lives, and to resume personal growth. Schools also give structure to everyday life and hope for the future. In addition to basic education, non-formal, vocational as well as tertiary education are important avenues for refugees to acquire skills and knowledge for living healthy, productive and self-reliant lives. Education is an essential component of protection and livelihoods strategies.

### Education approach in Turkey

UNHCR's (Global) Education Strategy<sup>116</sup> takes a two-pronged approach: first is an **emergency response** that provides immediate education opportunities and safe learning spaces for refugee children in camps as soon as possible. The second approach is to promote **medium to long-term** education policies and strategies that will build on the education system of the host country, and strengthen government's capacity to meet the educational needs of refugee children. In the case of Syrian crisis that is now in its fifth year, UNHCR has been encouraging partners and government to do long-term planning, while also remaining prepared for an emergency response in case of possible new influxes.<sup>117</sup>

As a matter of policy, UNHCR prefers "integration of refugee learners within national systems where possible and appropriate,"<sup>118</sup> and has been pursuing this policy in Turkey.<sup>119</sup> Because Turkey does not use Arabic as a medium of instruction, this has led UNHCR to place a major emphasis on supporting Syrian children to access Turkish schools by supporting the legal and policy changes to facilitate access, and by providing Turkish language training to students, material assistance for Turkish schools, as well as guidance and support to Turkish teachers who are in some cases struggling to provide services to Syrian students.

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<sup>116</sup>UNHCR's Education Strategy 2012-2016 <http://www.unhcr.org/protection/operations/5149ba349/unhcr-education-strategy-2012-2016.html>

<sup>117</sup>UNHCR's public reporting <http://reporting.unhcr.org/node/2976>

<sup>118</sup> UNHCR's Education Strategy op. cit. p 8

<sup>119</sup> The evaluation team's attention was also drawn to a key UNHCR policy decision of EXCOM 1987, which emphasises preservation of cultural identity: "47 (o) Reaffirmed the fundamental right of refugee children to education and called upon all States, individually and collectively, to intensify their efforts, in co-operation with the High Commissioner, to ensure that all refugee children benefit from primary education of a satisfactory quality, that respects their cultural identity and is oriented towards an understanding of the country of asylum", echoed for example in the EXCOM resolution of 2007 on Children at Risk. Neither of these, nor other EXCOM resolutions examined, is explicit on the preferred language of educational instruction

**Finding 52.** Thanks to the concerted efforts of UNHCR and UNICEF, and the generosity of the Turkish government and people, Syrian school-aged (6-17) children have the right to educational services delivered through Turkish state schools as well as through temporary education centres

Specifically, UNHCR, together with UNICEF and other partners, has advocated for a series of policy changes by the Government, including most importantly the **Circular 2014/21** that regularized access to education by Syrian school-aged (6-17) children. The circular ensures that foreigners under Temporary Protection have access to educational services delivered through Turkish state schools as well as through temporary education centres (TEC), an alternative system of schools set up with substantial support from UNICEF only for Syrian refugee children, and teaching in Arabic using a modified version of the Syrian curriculum (see more on this below).

UNHCR's education programs are built around three major principles: **access, quality and protection**.<sup>120121</sup> These principles uphold the minimum standards of the Inter-Agency Network for Education in Emergencies (INEE), and these were the principles used to design education programmes for Syrian refugees.<sup>122123</sup>

The provision of educational services in Turkish public schools and temporary education centres is the result of a partnership between the Ministry of Education (MONE), UNICEF, UNHCR, and other donors. While MONE is primarily responsible for the coordination and supervision of these services, UNICEF and UNHCR provide technical and financial support. For example, MONE consulted with both agencies on the development of Circular 2014/21. UNICEF has provided technical assistance for the registration and monitoring of Syrian students in the MONE database (known as YOBIS), contributed resources for the construction of temporary education centres, and provided Syrian volunteer teachers in temporary education centres with financial incentives and training. Since April 2015 this has been supplemented by UNHCR-provided teaching materials to MoNE-recognised TECs inside and outside camps.<sup>124</sup>

### 5.1.1 Early Childhood Education and Care

UNHCR, through its implementing partners, is supporting Child-Friendly Spaces (CFS). These are not designed for Early Childhood Education and Care, but are primarily intended as safe havens for children in emergencies, and safe places for parents to leave their children when necessary. Most CFS offer Turkish language courses, catch-up classes, art and play activities, and organise social events such as national day celebrations for refugee and host community children. CFS were supported by UNICEF and UNHCR in

<sup>120</sup>Refugee Education: A global Review, 2011 Geneva- UNHCR (Dryden-Peterson,2011)

<sup>121</sup>UNHCR Education Strategy 2012-2016

<sup>122</sup>Education of Syrian Refugee Children Managing the Crisis in Turkey, Lebanon and Jordan (Culbertson & Constant, 2015)

<sup>123</sup>An independent evaluation of UNICEF's response to the Syrian Refugee crisis in Turkey 2012-2015, Final Report Nov.2015 – UNICEF, Darcy James and et.al

<sup>124</sup>Human Rights Watch (2015). "Preventing a Lost Generation: Turkey – Barriers to Education for Syrian Refugee Children in Turkey", USA: p 17:

Istanbul, Gaziantep and Sanliurfa.<sup>125</sup> The quality and appropriateness of CFS need to be monitored.<sup>126</sup> It is strategically important for UNHCR, however, to explore additional ways of supporting mothers and families with very young children, helping them to better care for their children's health and education. Collaboration with UNICEF and other organisations on the ground to integrate early childhood education and care into non-formal education interventions is a "sure start" in this regard.

## Turkish Language Training

**Finding 53.** Turkish language training for employment, and academic Turkish language training for university students, are particularly efficient and effective

Learning Turkish is crucial for Syrians to attend public schools, to move on to higher education, to get employment, and generally to lead productive lives in Turkey. UNHCR, in collaboration with MoNE and partners, has supported various Turkish language training programs in informal, community or NGO-run facilities. For example, in 2015 UNHCR provided Turkish language courses to approximately 100 men, 900 women and 400 children in Language Training Centres in Sanliurfa.<sup>127</sup> In addition, 6,750 Syrians participated in social, language and life-skills activities. In 2015, UNHCR established two dedicated Turkish language teaching centres in SE Turkey to enable Syrian children to integrate in Turkish schools.<sup>128</sup> UNHCR also works closely with TÖMER (a Turkish language and cultural training institution) to enable promising students to learn enough Turkish to gain access to university. In partnership with the Presidency for Turks Abroad and Related Communities (YTB), a Turkish government organisation responsible for international students, UNHCR has offered 1,600 advanced Turkish language scholarships to high school graduates. Students who are interested in studying in Turkey and have demonstrated academic potential are admitted to the 10-month programme with little or no prior knowledge of Turkish.



Learning beadwork in an Istanbul community centre (UNHCR photo)

## Vocational Training

**Finding 54.** Vocational training is limited and not well connected to the job market

UNHCR, through its implementing partners, supports the government in providing limited **vocational and skills training** to Syrian youth and adults to enhance their employment opportunities and self-reliance.<sup>129</sup>

<sup>125</sup>Asylum Information Database (May 2015) "Country Report: Turkey" p.74

<sup>126</sup>As observed during interviews, the physical conditions of CFS as well as appropriateness of activities need improvement in most cases

<sup>127</sup>Asylum Information Database (May 2015) "Country Report: Turkey" p.74

<sup>128</sup>Interviews with MoNE and UNICEF.

<sup>129</sup>Interviews with UNHCR Education Officer, Government officials (Ankara, Gaziantep, Maraş)

Through its implementing partners and in particular through community centres, UNHCR provides a limited range of life skills training to Syrian youth and adults, to enhance their employment opportunities and self-reliance. With the possible exception of the sewing training in camps that is coordinated by the Government not by UNHCR, for the most part this training does not lead to technical skills certification and is not directly connected to a job market. Beyond the life skills training provided in community centres, UNHCR advocates for effective use of existing vocational education opportunities offered by MONE and the Turkish Employment Agency (IŞKUR). However, in order to access these programmes, refugees need to have the information in the first place, and at least intermediate level Turkish.

Furthermore, MoNE training programmes, unlike IŞKUR's technical and vocational training programmes, are not geared towards employment and the labour market. Noting the added vulnerabilities of female-headed households and the risks of early marriage, all vocational training actors should ensure equal access for girls and boys.



Syrian children learning Turkish  
(UNHCR photo)

## Higher Education

**Finding 55.** UNHCR has provided unprecedented support for tertiary education, although not nearly enough to meet the enormous needs

In recognition of the important role that higher education plays in strengthening human capacity and building community resilience, the Government of Turkey has waived tertiary education tuition fees for Syrian students and provided 1,000 full scholarships to Syrian refugees. For its part, UNHCR Turkey has introduced the Albert Einstein German Academic Refugee Initiative Fund (DAFI) scholarship programme, offering over 80 scholarships for Syrian students since 2014. The DAFI programme is implemented in partnership with YTB. For 2016 the number of DAFI scholarships rose dramatically to 1,000 over the period 2016-2019,<sup>130</sup> the highest of all DAFI programme countries, and this is matched by YTB with another 1,000 scholarships. Though relatively small in relation to the needs, such measures are clearly improving lives for those individuals and their families that have been able to access these services. UNHCR is also in discussion with YTB to transform the existing language scholarship programme into a more structured university preparation programme that will combine language training, academic support and counselling on university admissions procedures. As YTB reported, the Government is aiming at providing higher education to 40,000 Syrian students. This calculation is based on the Syrian rate of university enrolment before the war, which was about 25%. The estimated number of tertiary school age Syrians is around 160,000, and 25% of this number makes 40,000. Similarly, for vocational training, particular attention needs to be paid to ensure that women have equal access in this environment of strong gender stereotypes.

<sup>130</sup> In 2015 there were 5,803 Syrian applicants for 80 DAFI scholarships, the highest number of DAFI applications ever received

## Education coordination

### Finding 56. Coordination for education at national and local levels is not well organised, with incomplete participation and insufficient attention to joint planning

Coordination of education has not always been easy, and takes place at different levels. MoNE chairs a Working Group on Education and UNHCR is an active member although the group has not met since November 2015. This working group is intended to serve as the major platform among government and UN Agencies for identifying and advocating on matters related to the education of Syrian Refugees, but unfortunately it does not have NGO members. At the Provincial level MoNE, through its Provincial Education Commissions (re: Circular 2014/21), organises Provincial Action Plan meetings supported by UNICEF. UNHCR is “invited” to these meetings,<sup>131</sup> but given UNHCR’s intention to retain a focus on education in 2016 and beyond, it would be important for UNHCR to become a permanent member of these commissions. And in Gaziantep, UNHCR and UNICEF co-chair a Working Group on Education with open membership but participation primarily by international NGOs in the region. The major purpose of this working group is to create a platform for information sharing and joint planning. However, partners have criticized the working group on two major grounds: first it is not felt to be inclusive enough, and does not seem to welcome local NGOs; and second, it remains limited to information sharing, and does not lead to joint needs assessment, planning and action.<sup>132133</sup>

The major coordination issue has however been around the respective roles and approaches of UNHCR and UNICEF (see Coordination Chapter above), which are to some extent also rooted in different expectations of how long Syrians would stay in Turkey. From the outset, these two organisations have followed fundamentally different education strategies in Turkey. In line with the Convention on the Rights of the Child<sup>134</sup> and the Core Corporate Commitments in Humanitarian Action,<sup>135</sup> UNICEF has consistently advocated for and substantially supported education in Arabic (mother tongue) using a modified Syrian curriculum: an approach that would be well-suited to a short asylum period. As we have seen, UNHCR’s policy is to integrate refugee children into the host country’s public schools, and in the host country language, implying an expectation on the part of UNHCR of a longer stay in Turkey.

UNHCR’s rationale for mainstreaming refugees into national education systems is based on five arguments: (a) it encourages government to assume responsibility for refugee protection and rights as outlined by relevant conventions; (b) it provides certification to refugees through accredited examinations; (c) there is greater quality assurance of teaching and learning through a national system; (d) it provides opportunities to promote social cohesion between refugees and national children; and (e) it is more sustainable: investment in existing systems strengthens partnership with all education actors

<sup>131</sup>Handover note of Education Associate in Gaziantep (Oct.2014-Feb. 2015)

<sup>132</sup>Interviews with partners

<sup>133</sup> For further comments on disconnects between Government and UNHCR coordination mechanisms see Chapter 4 above

<sup>134</sup> As per CRC-Article 30 (Children of minorities/indigenous groups): Minority or indigenous children have the right to learn about and practice their own culture, language and religion. The right to practice one’s own culture, language and religion applies to everyone; the Convention here highlights this right in instances where the practices are not shared by the majority of people in the country. [http://www.unicef.org/crc/files/Rights\\_overview.pdf](http://www.unicef.org/crc/files/Rights_overview.pdf)

<sup>135</sup>[http://www.unicef.org/publications/files/CCC\\_042010.pdf](http://www.unicef.org/publications/files/CCC_042010.pdf)

for increased access and quality.<sup>136</sup> Similarly, UNHCR also encourages the use of the curriculum of the host country,<sup>137</sup> as it is generally the most sustainable and protective option in the medium to long term.<sup>138</sup> Given that the average length of refugees staying in a host country is around 17 years, and Syrian refugees have already been in Turkey for 5 years, UNHCR's approach seems pragmatic and sustainable.

**Finding 57. The longer Syrian refugees stay in Turkey, and the more the Turkish government system gears up to provide education to Syrians according to their own directives and guidelines, the stronger becomes the argument for UNHCR's preferred approach of Turkish medium instruction in national schools**

UNICEF and UNHCR have recently agreed on an explicit division of labour regarding education for Syrian refugee children in Turkey. In this division of labour, UNICEF is responsible for pre-primary, primary and secondary education, while UNHCR is responsible for Turkish language training, non-formal and vocational, technical education, and tertiary education. Both organisations will be involved in policy development and strategic planning in collaboration with the government and other partners (e.g. ILO, IOM, and NGOs). Although this division of labour was more *ad hoc* and not agreed in consultation with MoNE officials, MoNE seems to accept this approach. Also, given the likelihood of Syrian refugees staying for the long term in Turkey, and the prospect of limited additional donor funding, UNICEF is currently considering opening up more options<sup>139</sup> that include mainstreaming into state schools.

## Education performance

**Finding 58. The rate of primary and secondary school enrolment among Syrian refugees in Turkey is approximately 35%<sup>140</sup>**

While recalling for the readers that there is a fundamental problem of data on Syrians in Turkey, the best estimates available<sup>141</sup> on educational enrolment are presented in the following table:

Description	Number	Notes
Estimated number of school aged Syrian refugee children <sup>142</sup>	782,829	34.2% of refugee population of 2,291,900 persons
Number of children enrolled in Turkish schools (Grades 1-12)	55,360	Data supplied by MoNE <sup>143</sup>

<sup>136</sup> **EDUCATION: Issue Brief 4**, July, 2015 Geneva-UNHCR

<sup>137</sup> With the important addition of instruction in the refugees' own language and culture, with a view to conserving cultural identity and facilitating eventual return to the country of origin

<sup>138</sup> **EDUCATION: Issue Brief 3**, July, 2015 Geneva, UNHCR

<sup>139</sup> Interview notes

<sup>140</sup> Consistent also with a Turkish Government estimate of 30%

<sup>141</sup> UNHCR's Briefing note: Education access for refugee children in Turkey Feb-2016 (internal)

<sup>142</sup> Numbers of school-aged children are estimated based on numbers of persons registered with Turkish authorities. As of November 2015, there were an estimated 756,000 school-aged Syrian children in Turkey

<sup>143</sup> This represents significant progress compared to the 4,242 refugee children attending school as reported by UNHCR at the end of 2014

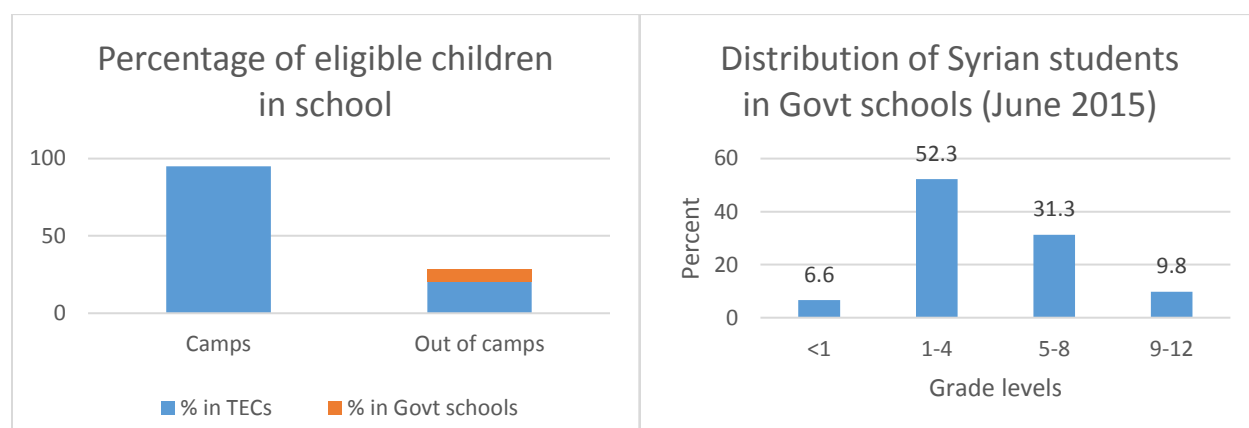


Description	Number	Notes
Number of children enrolled in temporary education centres in camps	78,707	Over 90% of the school-age population of camps. Data supplied by MoNE
Number of children enrolled in temporary education centres in communities	144,823	Data supplied by MoNE
Total number of children in formal education	278,890	Includes both Turkish schools and TECs
Percentage enrollment (Grades 1-12) (camp and communities)	35.58%	Consistent with UNHCR reporting from end 2015 (44% primary school enrollment)

**Finding 59.** TECs are vital in the short term, representing 80% of primary and secondary enrollment in 2015

**Finding 60.** Education enrolment is by far highest in camps

**Finding 61.** Education enrolment drops off sharply after grade 4



**Finding 62.** Unless education services improve access and quality, significant increases in school attendance are unlikely

In general, the lack of sufficient and adequate learning spaces and teachers represent the major barriers to scaling up access to education across the Syrian emergency.<sup>144</sup> But beyond enrolment limitations, the truth is that we do not know anything about the educational achievement of refugee students in Turkey, because neither attendance nor attainment are systematically tracked by MoNE.<sup>145146</sup>

Furthermore, education of girls remains a particular challenge. There are several reasons for low school attendance and early drop out among Syrian children, and particularly among girls. They include families'

<sup>144</sup>No author (2015) "3RP Regional Progress Report- June 2015", p19-20:

<sup>145</sup> Foundation for Political, Economic and Social Research (SETA) (2015) "Turkey's Syrian Refugees – Toward Integration" p 24:

<sup>146</sup> "When I Picture My Future, I See Nothing": Barriers to Education for Syrian Refugee Children in Turkey: Human Rights Watch: 2015

lack of knowledge of available options, low prioritization of education over other spending, and dependency on children's income. In the case of girls, as discussed in greater detail earlier in this report, early marriage, in some cases to older, wealthier men, is seen as a coping strategy for vulnerable refugee families, and as a way to bring economic stability and improved social status to the family.

Although education is free in state schools, there is an associated cost that is often born by the parents, and TECs (especially in Istanbul and other cities) charge tuition fees. This can tip the scales of economically disadvantaged Syrian families. Language proficiency is another important barrier to enrollment in Turkish schools, particularly for older children.

Additionally, a recent study by the World Bank lists the following reasons for poor access to education: (a) the high degree of mobility of the Syrian population, which exacerbates school dropout; (b) high levels of psychosocial trauma, which disrupts concentration; (c) difficulties in retaining Syrian teachers—most are unable to register for work permits and are paid modest stipends; (d) the lack of quality control of services provided through Community Based Education services; and (e) overcrowding, damage, and disruption to Turkish schools where double shifts are in place.

In the context of Turkey, with aspirations to access new European funding, the Government is currently preparing a comprehensive plan to fulfil unmet needs. The education component of this plan has been prepared by a Task Force set up by MoNE. UNHCR is part of this Task Force, and can use this as an opportunity to promote *quality, accessible and protective learning* opportunities for all Syrian refugees.<sup>147</sup>

**Recommendation 15. (a) UNHCR Turkey should work with UNICEF and MoNE to prepare a comprehensive action plan for refugee education that would (a) be based on a situation assessment and analysis of the learning needs and expectations of Syrian children (which could be included within a report on the “State of Syrian children in Turkey” as recommended elsewhere); and (b) include a tripartite agreement on educational approaches, including use of curriculum and languages of instruction, with the Government of Turkey**

**Recommendation 15. (b) In conjunction with Recommendations (12) and 15 (a) UNHCR should work with UNICEF, MoNE and MoFSP to scale up existing efforts to keep both girl and boy refugee children in school. This could involve a combination of providing quality education opportunities, with community advocacy to prevent early marriage and child labour, and conditional cash assistance to compensate at-risk families for keeping their children in school.**<sup>148</sup>

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<sup>147</sup>In the medium to long term, UNHCR needs to consider that all refugees in Turkey should be able to benefit from such services

<sup>148</sup>This combination has been used successfully in Turkey's domestic programmes to combat child labour, and piloted by ASAM and other partners with MoFSP and education authorities



## Conclusion

**Finding 63.** UNHCR's staff capacity and education programming allocation are not sufficient to meet the priority needs in this sector that is so pivotal for protection, social cohesion and sustainable livelihoods

On education, there were unfortunate inefficiencies resulting from tensions between UNHCR and UNICEF in the early part of the Syria response, which “diminished the joint advocacy and influencing potential of the two organisations [and] produced among other actors the impression of the UN investing time and effort on contesting each other, rather than working together.”<sup>149</sup> However, these tensions seem to have been largely resolved in 2015 through an agreed division of labour. Looking ahead, the evaluation team concluded that the **education sector is one that needs significant further investment by UNHCR.**<sup>150</sup> Education is more than a right in itself; in the Turkey context, it is clear that **education is the key to reducing the incidence of early marriage and child labour, to social cohesion, and also to sustainable livelihoods.** In order to be efficient in this context, UNHCR first needs to **staff up its education capacity in-country, both in Ankara and in the field offices.** Secondly UNHCR should focus upon its agreed operating space within the agreed division of labour: notably **higher education, non-formal education, and Turkish language training** - aspects of education that are not being covered by other UN agencies. This is an area where UNHCR should identify specific institutional and policy bottlenecks, pin down a few areas where a strategic investment can leverage greater returns, and then deliver on those specific activities at scale.

**Recommendation 16.** In support of this comprehensive education action plan, UNHCR Turkey should prioritise education according to the agreed division of labour by scaling up its staffing and its programming for non-formal education, Turkish language training and higher education. In order to facilitate the inclusion of refugees in government schools, UNHCR should also increase the provision of school transport, conditional cash assistance linked to education in order to support children at particular protection risk, and supplies for refugee children in government schools

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<sup>149</sup>Independent Evaluation of UNICEF's response to the Syrian refugee crisis in Turkey 2012-2015, November 2015 P.44

<sup>150</sup> A new €10 million project with the Lifelong Learning Directorate of MONE, financed by the European Commission and starting in 2016 will provide a welcome boost to UNHCR's ability to implement its education programme in Turkey

## 6 Social Cohesion

It is incumbent upon UNHCR to be tracking, monitoring and addressing the risk of social tensions and potential for conflict between refugees and their host communities. During the course of the evaluation, the evaluation team spoke both with UNHCR and its partners - government, academics and NGOs - about social cohesion, and what measures UNHCR has taken to address risks of social conflict. This chapter of the report looks at several related aspects of this question, including managing public perceptions about Syrian refugees, engagement with municipal authorities, refugee representation, support for host communities, the bridging role of community centres, cultural appropriateness, and finally, the promotion of sustainable livelihoods for refugees.

Beyond media monitoring, the evaluation team could find little evidence that UNHCR had in place a system for tracking social tensions between refugees and host communities during the period under review, although there is an expectation that the 2016 move towards community-based protection and the 2015 Urban Strategy will begin to address this gap and progressively put in place a framework for identifying, monitoring and addressing social tensions, sector-by-sector and host-area by host-area. UNHCR staff as well as DGMM generally expressed a glossy view that social tensions were not a significant issue, and indeed most expressed surprise at the high level of social cohesion and harmony. Interlocutors tended to ascribe the apparent high level of social cohesion to the fact that Turks in Southeast Turkey and Syrians from North Syria share a common cultural heritage and numerous extended family connections, and do not really see themselves as 'different' except for the differences in language.<sup>151</sup> This view is also reflected in the sections of the TPIR concerning "harmonisation" (the term used by the Government in preference to "integration") and in the mandate of the Harmonisation Division of DGMM,<sup>152</sup> which is focussed on explaining the applicable laws, how refugees can access services, and on orienting refugees to life in Turkey.

### **Finding 64. UNHCR's partners are less optimistic about the risks of social conflict than UNHCR staff, and feel UNHCR should be proactive**

This perspective was not shared by UNHCR's implementing partners and some municipal governments, who point to Turkish opinion polling that shows opposition to further Syrian arrivals and Syrian residency,<sup>153</sup> and who consider that UNHCR should be doing more to identify the danger signs that indicate when and where social tensions could suddenly flare up. According to one municipal government partner: "the risks of social tensions are always there, and need to be carefully analysed. If you want to know what the triggers for such tensions are, you need to analyse the vulnerabilities of each refugee hosting area. In Gaziantep, the problem of housing and high cost of rent has always been an issue, even before the refugee influx. So it is clear that issues around availability and cost of housing can provoke local conflicts and tensions between host and refugee communities. In Kilis, they have a hospital built to serve 100,000 ... and now there are 200,000 including the Syrian refugees. So, in Kilis, access to healthcare can be a sudden point for conflict and social tensions. Somewhere else it could be transport that is the problem. Each

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<sup>151</sup> Although the evaluation team was not able to visit the Kurdish-speaking refugee hosting regions, the degree of social cohesion is thought to be even higher between the two cross-border Kurdish speaking populations

<sup>152</sup> [http://www.goc.gov.tr/icerik/harmonization\\_917\\_1066](http://www.goc.gov.tr/icerik/harmonization_917_1066)

<sup>153</sup> For example, *Turkish Perceptions Survey*; The German Marshall Fund of the United States: 2015

municipality in Turkey has its vulnerabilities that are likely to be where tensions arise, and the important thing is to address the risk factors before they come to the boiling point. It is important to hold monthly press conferences to dispel false notions that can be put out there in the media, that somehow refugees are a threat or a major problem. It is important to set the record straight..."<sup>154</sup>

There have been several well-publicized incidents of violence between Syrians and Turks. There are also anecdotal reports of Syrian children being harassed, discriminated against and bullied.<sup>155</sup> Friction points seem to be: increasing rents, decreasing wages, increasing job competition, longer wait times for hospital services, and the rise of polygamy and crime.<sup>156</sup> But how far these underlying concerns translate into active social tension is difficult to gauge, and it has been argued that even when tensions are real they are less likely to manifest as open conflict as long as the Government maintains a firmly pro-Syrian refugee stance.<sup>157</sup>

UNHCR has put in place a series of activities aimed directly at promoting social cohesion, for example Turkish language training and cultural orientation, activities to bring communities together for religious festivals and national day celebrations, and the recent creation of a number of "peace-building officer" positions in community centres, whose jobs include organising activities for refugees and Turkish citizens to interact and get to know each other. In the 2015 Urban Strategy, UNHCR Turkey commits that "advocacy will be conducted with Municipalities at the local level for the inclusion of persons of concern to their assistance schemes and to promote the role of Municipalities in enhancing social cohesion with the local community through social and cultural activities." In Istanbul, there is a promising pilot to take this one step further (in 2016) and to create mixed District level committees of Syrian and Turkish representatives to address challenges of co-existence issues. The concern expressed by UNHCR partners is that these activities are too small scale, too scattered, and not strategic. In particular, they are not enough to cope with expected increase in stressors in 2016 as the Turkish economy continues to struggle and Turkey prepares to receive asylum seekers back from Europe.

## Strategic communications

A key component of enhancing social cohesion is to frame the way that Syrian refugees are perceived in Turkey. As one interviewee put it succinctly, unless UNHCR and its allies get out in front of the media and public opinion, in Turkish, then refugee perceptions by the Turkish public will be shaped by others who are less informed - and who might have different objectives. Especially in Turkey, where the emergency is large and complex but information is also in short supply, there is a premium on having a proactive and well-resourced strategic communications function – a **regular and predictable flow of analysis and data packaged in a form that is readily digested and used by stakeholders.**<sup>158</sup>

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<sup>154</sup> Interview notes

<sup>155</sup> World Bank. [Turkey's Response to the Syrian Refugee Crisis and Road Ahead](#), December 2015, p. 9

<sup>156</sup> Brookings Institution and USAK, 2013; [ORSAM](#), 2015a; [HUGO](#), 2014

<sup>157</sup> A leading proponent of this "ticking time bomb" view is Bazac Yavcan, see [Governing the Syrian Refugee Crisis Collectively: The View from Turkey](#); 2016

<sup>158</sup> One senior Turkish interlocutor very specifically asked that UNHCR not disseminate key information simply by directing partners to a website, but that UNHCR make the effort to push out periodic and relevant e-mails directly to key stakeholders, with key information and especially analytical studies or lessons learned that can help stakeholders improve their response

**Finding 65. UNHCR Turkey did not have an adequate communications strategy at a time when communications needed direction and purpose**

Currently the information that is available in English, Turkish and Arabic on three different websites<sup>159</sup> as well as on Facebook and various corporate and personal twitter accounts is difficult to navigate, some components are out of date, and in general the emphasis is on three aspects of communications: (a) reflecting UNHCR corporate messaging (i.e. celebrity activity or the release of agency reports), (b) information about unmet Turkish needs interspersed with stories about UNHCR activities in Turkey, mainly with heavy UNHCR visibility branding for fund-raising purposes, and (c) information in Arabic to help refugees understand their legal and service delivery context. The information is quite UNHCR-centric, and does not appear to be framed by a strategy that gives direction and purpose to communications.

One dimension of public perceptions to be addressed is the portrayal of Syrians as “guests”, as victims, as needing charity. This will be sensitive because at the outset this image of the Syrian refugee was actively encouraged by Government messaging and is rooted in conservative Muslim ideology, which sees Syrian refugees as benign but dependent foreigners. While the “charity approach” is itself worthy and has greatly benefited the Syrians so far by driving the massive public spending on camps and the outpouring of community and municipal charitable donations, the welcome is wearing thin. As time goes on, the scale of the refugee influx and the realisation that it will not be ending soon have tested the limits of charity and revealed that it is not sustainable. Instead, what is needed rather urgently is the elaboration of and advocacy for a new paradigm where Syrians are seen as economic actors, neighbours, and contributors to society.

Changing public perceptions is not easy or quick. It needs a clearly defined plan developed in close concert with Government and other stakeholders, particularly shapers of domestic opinion such as academics, parliamentarians and civil society. It needs to mobilise a wide range of channels and in the current context to have a big focus on social media and journalists. And it needs resources: resources to develop successful images and messages in Turkish, resources to engage with stakeholders to disseminate those messages, resources for training, and resources for partners to actively mount professional and sustained information campaigns.

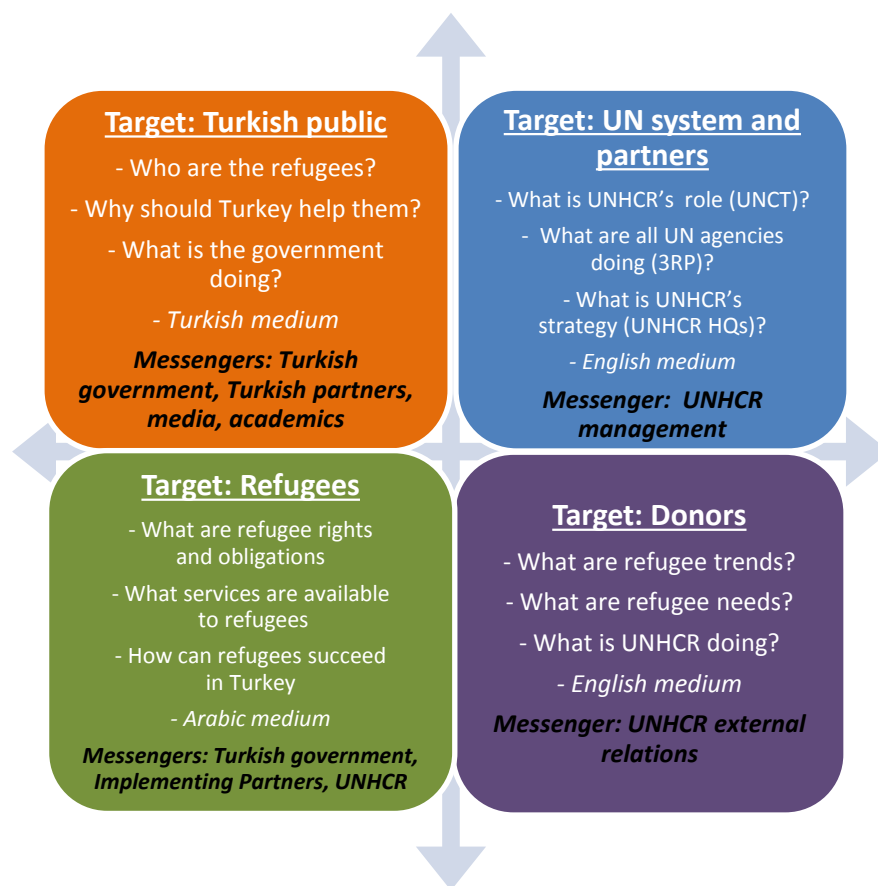
**Recommendation 17. UNHCR Turkey should work with its partners to develop a Strategic Communications Action Plan to underpin the Protection and Solutions Strategy as recommended elsewhere, with a primary emphasis on supporting social cohesion, and a secondary emphasis on fund-raising**

Elements of such an Action Plan could include four different target groups, each with specific messages and in language media, along the lines of Figure 6.1 below. Two of the target audiences should be donors (globally and their Turkey representatives), and the other UN agencies (as discussed in Chapter 4):

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<sup>159</sup> UNHCR HQs/Global Focus, UNHCR Turkey and the Turkey pages of the 3RP

Figure 6.1 Elements of an action plan for Strategic Communications:



UNHCR's role in communicating to the Turkish public will be sensitive as UNHCR is not perceived to be neutral, and UNHCR itself keeps a low profile in Turkey. The evaluation team also heard from its primary NGO partners that the visual and written public messaging provided by UNHCR about Syrian refugees in Turkey is sometimes inappropriate and can reinforce negative stereotypes. So, the more likely role for UNHCR here would not be as the main messenger, but as the enabler: the creator of the action plan and then the enabler of other Turkish actors (implementing partners, national civil society, religious leaders, municipal authorities, media outlets, bloggers and documentary-makers) who in turn will conduct the messaging.<sup>160</sup>

## Engaging with local authorities

**Finding 66.** Municipal authorities have difficulty planning with certainty because actual refugee numbers are different from registered numbers

Municipal governments are the primary providers of assistance to the 90% or approximately 2.7 million Syrian refugees residing outside of camps. Most importantly, municipal authorities are the front line in

<sup>160</sup> UNHCR has made important steps in this direction, for example through communications training for 50 staff of partner agencies in June 2015

analysing, anticipating, preventing, managing and resolving social tensions between refugees and nationals. Municipalities along the Syrian border are under the greatest stress,<sup>161</sup> but because Syrians were initially seen as guests and (unlike non-Syrians) were allowed to settle and register wherever they preferred, Syrians are found in large concentrations in major cities, especially Istanbul,<sup>162</sup> and scattered throughout smaller cities (see Figure 1.3). Since registration took place in 2014-2015, refugees are only entitled to receive services in the municipality where they are formally registered,<sup>163</sup> but until very recently nothing prevented their movement, and large numbers of Syrians move to locations where they can find work. As a result, although the location of registrations is known, the actual locations of refugees can be very different; for example, up to 500,000 Syrians (mainly men and boys) were reported to migrate as seasonal labourers on a six-month circuit throughout Eastern Turkey where they are neither registered nor entitled to receive services,<sup>164</sup> presumably leaving women and girls in the camps or cities where they are registered. Furthermore, large numbers of Syrians (both registered and unregistered) move temporarily to the departure points for a Mediterranean crossing or to third locations for work. Analysts, particularly Turkish academics, have started studying the social and economic impact of Syrian refugees in Turkey,<sup>165</sup> but the protection and assistance implications of such huge internal movements (and the vulnerabilities of split families) are not well understood and merit further study.

In order to understand how UNHCR engages with local governments, and in turn how those local governments engage with refugees, the evaluation team visited six different locations and divided them into three categories: (1) locations where UNHCR is not present; (2) locations where UNHCR has a limited presence and/or engagement; and (3) locations where UNHCR is present and engages fully.

**Finding 67. Refugees receive services from a wide range of service providers, requiring UNHCR to engage with local authorities in different ways depending upon the refugee context and the extent of UNHCR capacity in each region**

In the cities where UNHCR is not present, Bursa and Konya (each with 80-100,000 Syrians), municipal governments together with national (usually Islamic) charitable NGOs provide cash, goods and services with loose reference to national policies and norms, and with little understanding of UNHCR.<sup>166</sup> Both of these cities welcome refugees and have become havens for Syrian businesses. Additionally, there are sophisticated local registration schemes for the purposes of tracking and targeting assistance,<sup>167</sup> a division of labour between service organisations (education, health, clothing distribution, marriage arrangements), and there is reportedly a high level of social cohesion, in part built on local traditions of receiving refugees (known by the term "*muhacir*") from the former Ottoman empire. In both Konya and Bursa, and we would presume in similar locations throughout Turkey, the refugee operation runs on Turkish resources, organisations and principles, with little or no INGO or UN support, thanks to favourable

<sup>161</sup> Turkey's Response to the Syrian Refugee Crisis and the Road Ahead, World Bank – December 2015

<sup>162</sup> Officials estimate there were 600,000 Syrians in Istanbul and that "80% of these Syrians need support", although the official statistic is 390,000

<sup>163</sup> Transfer of registration to other municipalities is permitted in some circumstances

<sup>164</sup> Multiple informant interviews

<sup>165</sup> Effects of The Syrian Refugees on Turkey, prepared in Cooperation between ORSAM and TESEV, ORSAM Report No: 195, January 2015

<sup>166</sup> Indeed, the evaluation team received the impression, at least in Bursa, that local faith-based NGOs would not welcome the intrusion of international NGOs or UN actors

<sup>167</sup> Reportedly down to the shoe sizes of registered refugees



economic conditions, enabling government authorities and a dynamic philanthropic sector. While there is no denying that Syrians in these situations have benefitted from a huge outpouring of well-intentioned official and public support as well as the protection benefits that come with that - and at a scale well beyond anything the international community could have provided – the absorption of Syrians into the prevailing local culture brings with it some risks for the long term, and in particular the risks of early marriage, child labour and institutionalisation of orphans that are more easily tolerated in conservative circles. The evaluation team suggests that these are the areas for attention in community-based protection and urban strategy outreach to these and similar regions of Turkey.

In a second model, in cities where UNHCR has some regular interaction with local authorities, for example Sanliurfa, Hatay and even Gaziantep (cities with about 400,000 refugees each), UNHCR has a local office but primarily relates to refugees through proxies: implementing partners and community centres. In these cases, where UNHCR's presence is insufficient in relation to the size and spread of the refugee population, its direct engagement was found to be ad hoc and mostly ineffective. If we take community services as an example, the implementing partners initially referred difficult cases uncovered in community centres to UNHCR for advice and onward referral for specialised support. But as time has passed, the implementing partners have become more experienced and capable, and UNHCR has become less able to deal with the rapidly growing volume of individual cases, with the end result that partners are increasingly resolving cases directly with local institutions and service providers. Overall, this evolution towards greater capacity and autonomy of the implementing partners is viewed by the evaluation team as progress, and this suggests that in these circumstances UNHCR's primary value-added is in building up the capacity and especially the outreach capability of UNHCR's key partners, notably the community centre operators and local NGOs, and to a lesser extent PDMM and local government.

The third model of engagement with local authorities is that practised in Istanbul, and which can be characterised as “leading through training.”<sup>168</sup> In Istanbul, UNHCR is working with established implementing partners and others funded directly by donors to support a network of 6 community centres. However, since the majority of the refugee population in Istanbul lives in the peripheral areas of the city, and the size of that population is so large, UNHCR Istanbul has gone one step further and mobilised a second coalition of interested parties: The Union of Marmara Municipalities. By working through the regional association of municipalities, UNHCR Istanbul is now able to provide information, guidance, technical support and training to a much wider range of stakeholders, and stakeholders with a direct role not only in service delivery but also in the analysis and management of possible points of friction between refugees and the host community.

Given the legal operating environment and the long history of case-management in Turkey, a special kind of local engagement exists between UNHCR and local Bar Associations. This has proven to have a significant multiplier effect, as training specifically upon refugee law (hitherto unavailable) and more generally on International Human Rights, the Code of Criminal Procedure, Women's Rights, and RSD procedures has unlocked the provision of free legal aid to refugees and migrants, and extended reach for individual cases well beyond anything UNHCR itself could provide. Again, UNHCR's tactical support by providing Arabic interpreters was highly valued by the Bar Associations and greatly increased access at relatively low cost.

One thing that all three models of UNHCR engagement have in common is that in every case it is the local government that is in the driver's seat when it comes to understanding and managing the risks of social

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<sup>168</sup>The Istanbul approach of “coordination through training” has been described earlier in this report

tension, and each municipality has its own local ways of tackling those risks: for example through inclusion of refugees in consultative mechanisms, targeting assistance, addressing the service gaps that are the source of social tension, or actively building mechanisms for mutual understanding and dialogue. Understanding how each municipality<sup>169</sup> tackles these issues, and then adjusting to go “with the flow” and encouraging varied locally-owned approaches, is likely to be a core task of the multi-functional field teams in the future, and a key to success of the community-based protection approach.

In 2015, UNHCR Istanbul held a strategic planning exercise with the Union of Marmara Municipalities that considered the region’s capacities, constraints and limitations, and started to develop a systematic map of refugee services. This exercise also generated ideas for future coordination and information-sharing including:

- 1) Municipal commitments to include refugees in their consultation processes and specifically the proposals to create a sub-council for Syrian nationals functioning under the city councils, and a task force to coordinate assistance efforts towards refugees
- 2) Creation of a local NGO platform to liaise with refugees and including the proposal to establish a "Syria Coordination Centre" to institutionalize and systematize assistance mechanisms

UNHCR committed to support these initiatives by:

- 3) Facilitating coordination meetings with Istanbul municipalities to help establish common standards and information-sharing platforms to share updates on the evolution of the Turkish legal framework as well as good practices
- 4) Supporting the Union of Marmara Municipalities in organising capacity building and coordination as well as policy related activities with district municipalities
- 5) Helping to design an electronic (e-mail/web) platform and database that will support municipalities to identify vulnerable refugees, to plan, and prevent overlapping of services

#### **Finding 68. City councils, national and regional municipal unions and *mukhtars* are key partners in enhancing social cohesion in urban areas**

Finally, in Turkish society a key figure is the *mukhtar*, a respected spokesperson for the community, chosen for his leadership skills, and with responsibility for identifying community needs and problem-solving. *Mukhtars* could be pivotal in enhancing refugee inclusion, and could also undermine social cohesion if they are not supportive, so *mukhtars* should be a key target group for UNHCR training, workshops and community outreach.

**Recommendation 18. UNHCR Turkey should actively engage with municipal authorities in all refugee-hosting regions, inventory the relevant services provided by municipalities (including MHPSS, SGBV referral mechanisms, community centres and refugee support groups), and then (a) work with municipal governments to anticipate and manage risks of social tension, and (b) enhance existing municipal capacity to include refugees**

<sup>169</sup> In some cases, the preferred partners would be City Councils, which are themselves multi-functional bodies formed by Article 76 of Law 5393



**Finding 69. UNHCR's investment in Turkish language training, Arabic interpreter training, and in financing interpreters for key government offices was one of the most efficient and valuable contributions made by UNHCR in Turkey**

One common theme that emerged throughout the team's data collection, and that merits being highlighted as a separate cross-cutting finding, is the great benefit from multiple points of view (social cohesion, protection, efficiency, sustainability) of **focusing on the problem of language**. This is something that UNHCR has done well, and arguably should do even more systematically and as much as resources will allow. In Turkey, where a huge population of refugees have unprecedented access to quality government services but only in a foreign language, language has become a pivotal issue. This goes both ways: Syrian refugees need to learn Turkish especially to access education and jobs and to participate in community life, and government officials need Arabic-Turkish interpreters in order to provide individual services including registration, legal aid, health services and MHPSS. UNHCR's training of Arabic-Turkish interpreters (who often become the front line of community relations and service provision) was a **very strategic and cost-effective intervention with a substantial return on investment, and was signalled by Government and partners alike as one of the most significant contributions of UNHCR**.

## Refugee community empowerment and representation

UNHCR defines empowerment as a "process through which women and men in disadvantaged positions increase their access to knowledge, resources, and decision-making power, and raise their awareness of participation in their communities, in order to reach a level of control over their own environment."<sup>170</sup> In line with this principle, UNHCR worked closely with AFAD and camp managers, and advocated for refugee representation in camps that is diverse in age and gender, and based on the traditional *mukhtar* system found in Syrian and Turkish society.<sup>171</sup> Recreating representative structures that were recognisable to all stakeholders was effective in bringing a sense of security and continuity to the refugee population, and enhanced acceptance and ownership of both the refugee population and host communities. The *mukhtar* network had reached 91% coverage by the end of 2014,<sup>172</sup> and in 2015 the focus for UNHCR was on establishing representative committees in urban areas through community centres.

Starting in 2014, and partly in order to work around the male-dominated *mukhtars*, UNHCR began to encourage women's and youth committees in camps and urban areas, with the aim of increasing refugees' access to knowledge, resources, and decision-making power, to raise the level of community participation in community governance; and eventually to develop more resilient communities.<sup>173</sup> Urban committees were linked to host communities as well as to local NGOs and authorities. Host community experts (lawyers, doctors) invested their time in these committees: if a committee has a health focus, for example,

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<sup>170</sup>[A Practical Guide to Empowerment: UNHCR Good Practices on Gender Equality Mainstreaming](#), L. Taylor and W. Stone, UNHCR Geneva, June 2001

<sup>171</sup>[COP for Turkey 2014](#)

<sup>172</sup>[COP 2014 Year-end Report](#), internal UNHCR document

<sup>173</sup>[COP for Turkey 2014 and 2015](#)

then UNHCR field staff invited local partners from the health sector.<sup>174</sup> Whenever possible, UNHCR field teams attended refugee committee meetings to provide guidance and support.<sup>175</sup>

**Finding 70. UNHCR’s community empowerment activities in camps and urban areas embodied the key components of UNHCR’s community-based approach,<sup>176</sup> and increased community capacity**

Although UNHCR advocated for equal representation of women and men, very few *mukhtars* are women. The evaluation team noted that in both camps and urban communities, gender roles tend to be quite rigid and complex, and women continue to face significant barriers in terms of their participation in decision-making and representative structures. The evaluation team was only able to meet with one women’s committee,<sup>177</sup> but this meeting confirmed the challenge of transforming gender roles since gender stereotypes still prevail in Turkish as well as Syrian society.

Refugee representation cannot however be taken for granted, and needs active support and maintenance. The evaluation team heard of committees that were struggling to maintain momentum because they initially had expectations that committee members would be compensated for their participation, and another case where a women’s committee had become discouraged because its members could not see short-term results in terms of economic or social improvement. Finally, the team was made aware of the risk that untrained or poorly selected committee leaders could lead their committees astray and possibly undermine social cohesion. Especially in urban contexts far from view, it will be important that refugee leaders are trained on how to identify problems and interact on a daily basis with existing local stakeholders such as housing authorities, community centres, social enterprises, credit suppliers, adult education initiatives and skills training facilities.

Good Practice: Rehanli Women's Committee has been successful in promoting training for camp women and advocating with camp and municipal officials on behalf of refugee women.

The Women's Committee in Osmania camp mobilised women to check prices in camp and urban markets to make sure refugee families pay fair prices for food and other necessities.

**Recommendation 19. Together with local partners, UNHCR Turkey should continue to support camps and municipalities in the establishment of representative and consultative mechanisms for refugees, and actively support the selection and training of effective refugee representatives**

## Support for host communities

UNHCR clearly recognises the need to work with host communities and to support them to address the challenges they face – as a key element of social cohesion. One of UNHCR’s Global Strategic Priorities (2014-2015) is “promoting active participation in decision making of people of concern, and building

<sup>174</sup> Interviews with UNHCR staff, February 2016

<sup>175</sup> Interview notes with Hatay and Gaziantep UNHCR field staff

<sup>176</sup> A Community-based Approach in UNHCR Operations; UNHCR 2008

<sup>177</sup> Interviews with women committee in Kahramanmaraş

coexistence with hosting communities". Consistent with this, a key component of the 3RP is "to strengthen the capacity of the local economies to absorb the increased labour force and that of the local institutions to provide employment services to all Syrian and local workers." And the 2014 RRP<sup>178</sup> also included a focus on host communities, specifically the objectives that (a) the most vulnerable host communities benefit from improved access to quality essential services and access to livelihood opportunities, thereby ensuring that an increased number of refugees benefit from community based protection, (b) Syrian refugees living in camps and in host communities benefit from access to livelihood opportunities, (c) reinforcing the agricultural livelihoods of rural communities hosting Syrian refugees through the provision of short-term subsidies for key agricultural inputs and capacity development in good agricultural practices, and (d) supporting local municipalities towards the development of an effective Urban Strategy.

**Finding 71. Despite a conducive policy framework, UNHCR and UNDP were not sufficiently funded to significantly support host communities or livelihoods, nor were they equipped with the skills to do so effectively**

Regarding the 3RP, it is only since 2015, with the transition from the RRP (Regional Response Plan) to the 3RP (Regional Refugee and Resilience Plan), that we find a strong emphasis on resilience and the need to shift focus from relief to economic development. Unfortunately, the 3RP appears to have been hampered by serious underfunding, with Turkey the least funded in relation to other 3RP countries. According to UNHCR's mid-year report for 2015: "*UN and aid agencies continue to supplement the government response to the Syrian emergency under the Regional Refugee and Resilience Plan (3RP) framework. As of June 2015, Turkey's component to 3RP was 20% funded. While still lower than the regional average of 24%, it was a significant increase compared to previous years, an indication of increased international commitment as the result of tireless advocacy by the Government and 3RP partners.*"<sup>179</sup> Also unfortunately, while a large number of proposed activities are included in the 3RP, there is no prioritisation of these, and no clear message given to donors as to which funding needs are more urgent or important

In 2014 UNHCR funded a project "Mitigating the Impact of the Syrian Crisis on Host Communities in Southeastern Anatolia Region." The project aimed to "build community resilience and contribute to longer-term development in line with three-track approach of the UN policy for post conflict employment, income generation, reintegration" in host communities in Kilis, Sanliurfa, Gaziantep and Hatay. The project had two components: increasing the municipal capacity for solid waste and sewage management in camp and non-camp settings by purchasing new equipment, building infrastructure and providing technical assistance; and a second component to rehabilitate an olive oil processing facility in Kilis, mainly for the benefit of vulnerable Turkish households living in the vicinity of the refugee camps. The evaluation team was informed that the factory was in operation, albeit on an intermittent basis, but was also informed that the project lacked sufficient planning and prior information gathering. No refugees had been engaged as workers, and indeed it was not clear if that had been the intention. The evaluation team was not able to form an independent opinion on the performance of this project for either economic growth or social cohesion, but did note that this whole enterprise was the tiniest drop in the bucket compared to the economic needs of both Turkish nationals and Syrian refugees in these stressed regions

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*UNHCR training helped us understand that the receptionist sometimes acts as a social worker, and the social worker sometimes acts as a receptionist - this training has made a big difference in the way we treat and receive the refugees who come to our centre*

—Implementing Partner

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<sup>178</sup> 2014 Response Plan: p. 62

<sup>179</sup> UNHCR mid-year report June 2015 p. 2

than others. In the circumstances of chronic underfunding, and in the absence of an argument for priority to host communities or confidence in the capacity of UNHCR and UNDP to provide such support, combined with the strong assertions of the Turkish government of their own capacity to support refugees through government systems, UNHCR programming for host communities was below expectations and (somewhat confusingly) well below host government expectations.

**Finding 72. Even though UNHCR does not have the resources to finance programmes benefitting the host community, it missed opportunities to systematically advocate for others (donors and development actors) to fill that gap**

In the absence of UNHCR funding, the evaluation team searched for signs that UNHCR had guided donor funding and other partners, especially INGOs, directly towards host communities. While several NGOs are working with host communities (for example both the Danish Refugee Council (DRC) and Refugee Education Trust are preparing ambitious programmes in the areas of livelihoods and resilience), these projects do not appear to be connected with UNHCR nor are they included in the 3RP (which does not include INGOs in Turkey). Instead they seem to be the result of NGOs coordinating among themselves and being drawn into host community programming by a new influx of European funding for Turkey.

UNHCR's March 2015 Urban Strategy has four main components: communications and outreach, community-based protection, partnerships, and self-reliance, and is a good basis for framing UNHCR's future engagement with local governments. But it seems to be missing a component of supporting (or at least encouraging) economic development for the host community in refugee-affected areas, and therefore lacks this bridge to the resilience dimension of the 3RP, which could be supported through UNDP's efforts.

## Community centres

**Finding 73. Community Centres have been effective in reaching out-of-camp populations, but delivering cash and CRIs through Community Centres was disruptive to the Centres and to the host community**

Evaluation participants from all sides - UNHCR, partners, donors and Turkish authorities - recognise the importance of the Community Centre model as a means of providing services and outreach to Syrians. These centres have emerged as the key reference points and one-stop service centres for refugees outside camps: providing information and advice, interpretation, language courses, legal counselling, MHPSS counselling and support groups, day-care and child-friendly spaces, among other services. The only major problem encountered by Community Centres was when they were temporarily mobilised as the medium for delivering cash and CRIs – an understandable convenience from one point of view, but one which ended up greatly disrupting the work of the centres - and the problems of crowd control tested immediate neighbourhood relations. From the model developed through the 2013-2015 period, the Turkish government and TRC are now considering how to take this approach to scale: in Istanbul, for example, PDMM is seeking funding for its own Community Centres.

While existing Community Centres do not yet reach even 15% of the total refugee population, they are nonetheless known to a larger number of refugees than those who have direct access, and they provide a stepping stone for needs assessment, service delivery and outreach activities in line with UNHCR

Turkey's 2015 Urban Strategy. Community Centres that both provide services directly and refer clients to other local service providers seem to be the most efficient.

The need for Community Centres (also known as Multi-Service Centres) was not evident at the outset, when the size and character of the urban population were poorly understood. In 2013, at a time when UNHCR had little leverage and was still trying to gain access to camps, it was donors and path-finding NGOs like IMC that started insisting on and then financing out-of-camp services. In 2014, a first workshop with partners started to consider harmonising the activities and service standards of community centres, and by the end of 2015 they had become the norm – with UNHCR funding all or part of 28 community centres (some of which provide full service, and others being women's centres, language centres or child-friendly spaces) spread across the Southeast and Istanbul.

The Community Centres are to some extent now victims of their own success – they have grown so fast in number and variety that UNHCR has difficulty keeping up and there are concerns about dilution of quality: for example one organisation stating that *"UNHCR does not carry out monitoring visits to the centre that involve the substance of their work, but only monitor on administrative and financial matters."*<sup>180</sup> Interviewed Community Centre staff expressed a desire for more standardisation and capacity building rather than more growth: *"there is a need for more systematic and effective cooperation and coordination with UNHCR and between NGOs. Improved coordination in referral mechanisms and more opportunities for sharing of experiences (case work) are also needed."*<sup>181</sup>

### Community Centre services

Identification of vulnerable cases (for referral, material assistance or resettlement)

Turkish language classes

Life skills training (for example sewing, carpet weaving, basic life skills, and non-formal education)

Child-friendly spaces, sometimes including educational play and basic Arabic for children

Cash assistance and/or CRIs (one-time cash assistance or in-kind assistance)

Psycho-social counselling

## Finding 74. The high recurrent costs of operating high-quality Community Centres are not sustainable or efficient

**Case study:** ASAM Multi Service Centre in Gaziantep. Established in 2014, the Centre was targeting 20,000 refugees at the start of the project. To date (early 2016), they claim to have reached 50,000 refugees and provided essential services including legal and health counselling, primary health services, mental health and psychosocial support activities, referrals to other related institutions as well as social activities including language courses, awareness-raising activities, training on parenting, nutrition, and childcare. The centre has 60 staff working including one project manager, two clinical psychologists, interpreters, admin and finance persons, project assistance, a peace building officer, reception, security officers, and nurses.

<sup>180</sup>Interview at a Community Centre, February 2016

<sup>181</sup> Ibid.

The drawback with “five star” Community Centres such as the one profiled in Gaziantep is their high cost: each full-service Community Centre costs approximately \$1 million per year,<sup>182</sup> and depends upon year-to-year external funding in an uncertain donor environment.

Given this widely-recognised constraint, there are two schools of thought as to how to develop the Community Centre model over time. One school of thought (apparently favoured by Government and encouraged by INGOs with independent external funding) is to create ever more Community Centres and over time to harmonise them with Turkish government community service delivery. The two obstacles this approach needs to overcome are (a) a technical weakness on the part of PDMM and local authorities to develop “donor-ready projects” that comply with exacting (especially EU) donor standards; and (b) a jurisdictional and legal gray zone concerning the mandate for local governments to develop programmes specifically targeted for refugees and asylum-seekers. These are both areas where UNHCR’s support could be most helpful to Turkish authorities.

The other school of thought is to limit growth in Community Centres in favour of extending their reach by favouring greater referral pathways to other local service providers, and community outreach from the platform of the Community Centre, providing broader but shallower coverage through the mobilisation of refugee outreach volunteers and the strengthening of refugee representation. In practice, both approaches have merit and there is also room for them both, provided that there is a clear division of labour between UNHCR and the Government to avoid duplicated effort or an unseemly competition for the same donor funding sources.

**Recommendation 20.** To increase efficiency and sustainability, rather than invest in new community centres, UNHCR Turkey should (a) continue to use all existing community centres (UNHCR-funded and others) as platforms for outreach, so that they can extend coverage and enhance understanding of the persons of concern, and (b) support the Turkish authorities with their plans to increase the number of government-managed Community Centres

## Livelihoods

### Legal context

**Finding 75.** Possibly as many as 400,000 Syrians are working in the informal economy, mostly in poor labour conditions

During the period under review, Syrian refugees were theoretically allowed to apply for work permits under article 29 of the TPR,<sup>183</sup> but implementing arrangements for that provision were not in place, and the 3,686 Syrians who were reported to have obtained work permits did so on the basis of having received

<sup>182</sup> Estimate from UNHCR, whose full funding of six Community Centres is the second largest item in UNHCR’s programme budget for Turkey after delivery of CRIs

<sup>183</sup> Syrians in Turkey with resident permits, not under temporary protection, were eligible to apply for work permits



residence permits under different regulations at the beginning of the influx.<sup>184</sup> Thus, the majority of the estimated 400,000 Syrian refugees working in Turkey were in the informal economy.<sup>185</sup> Many were engaged in agricultural labour and unskilled jobs in the textile and service sectors. Because the informal economy is not recognised or protected under legal and regulatory frameworks, this has left Syrian refugees including Syrian children – as well as non-Syrians - vulnerable to abuse and exploitation.<sup>186</sup>

Within this context, UNHCR in conjunction with other agencies (notably the ILO) advocated with the Government for regulatory changes to allow work permits to be issued to Syrian refugees. The draft revised labour regulations were ready in 2015 but their approval was delayed by Turkish elections, and then fast-tracked as part of negotiations with the European Union late in 2015. Evaluation team discussions with various stakeholders concluded that **unless there are further regulatory adjustments most Syrian refugees are unlikely to qualify for work permits, but it will nevertheless have a positive effect** because (a) some key Syrian professionals will be able to obtain work permits, especially valuable if as medical professionals and educators they can provide services to Syrian refugees in Arabic; (b) the fact that work is now allowed at some level removes from employers the need to conceal informal labour, and this in turn could improve the conditions of informal labour; and (c) this opens up the possibility for UNHCR and its partners to openly provide and scale up employment-oriented vocational training and employment counselling.

### *UNHCR policies and planning to promote livelihoods for Syrians*

UNHCR is well equipped with policies and global strategies to promote livelihoods. The reduction of dependency of refugees through economic empowerment and the promotion of self-reliance are central to UNHCR's protection mandate. UNHCR's *Operational Guidelines on Livelihoods*<sup>187</sup> articulate the need to advocate for refugees' right to work and to pursue livelihoods in all refugee settings. Promoting the right to work and supporting peoples' economic self-reliance are also objectives in the 2014-2018 UNHCR *Global Strategy for Livelihoods*.<sup>188</sup> While the UNHCR Livelihood Strategy and Minimum Criteria apply to Turkey, they are mainly intended for situations where UNHCR has a direct role in implementation. For this reason, UNHCR needs to take an additional step to define a clearer position on livelihoods, and pin down its "added value" in the Turkish context in relation to its 3RP partners UNDP and ILO.

**Finding 76. In the evaluation period, UNHCR seemed undecided as to whether it was following a large-scale "economic integration" or a targeted "welfare approach" to refugee livelihoods in Turkey**

RRP6<sup>189</sup> and UNHCR County Operation Plans for Turkey contain a clear commitment to develop programmes that will enable the refugee population to enter the legal job market, by building their skills, abilities, and confidence – in particular through skills and vocational training for camp and non-camp

<sup>184</sup> *Perspectives, expectations and suggestions of the Turkish business sector on Syrians in Turkey*; TISK-HUGO 30 December 2015; Murat Erdogan

<sup>185</sup> *ibid*

<sup>186</sup> *The Economic Effects of Syrian Refugees on Turkey: A Synthetic Modelling*; Orsam Report No: 196 January 2015

<sup>187</sup> *Livelihood Programming in UNHCR: Operational Guidelines*, UNHCR 2012

<sup>188</sup> Strategic Objectives 2014-2018

<sup>189</sup> 2014 Syria Regional Response Plan, Chapter K on livelihoods



refugees. RRP6 also includes a more traditional (for UNHCR) “welfare approach” to livelihoods usually managed as part of community services, less focussed on economic integration and instead aiming to provide support for the financial autonomy of the disadvantaged by identifying persons with special needs or at risk, and designing programmes and livelihoods protection models for the non-camp Syrians using an AGD approach. There is a place for both approaches to livelihoods in a refugee programme, but it is important to note that “integration” and “welfare” objectives are not the same and suggest different strategies and mechanisms.

## *Initiatives taken by UNHCR to promote access to livelihoods*

**Finding 77. UNHCR’s (and fellow UN agencies’) advocacy for labour access was partly successful but is unfinished business**

Despite limited resources, UNHCR endeavoured to support refugee livelihoods in several ways in the 2014-2015 period. Firstly, as described earlier, **UNHCR proactively advocated for refugees’ right to work and helped get work permits for Syrians on the agenda of the TPR.**<sup>190</sup> This required influencing and working with a wide array of partners, including policy makers, government and civil society leaders, and donors.<sup>191</sup> The TPR article 29 enhances access to employment and self-reliance by Syrian refugees affected by the humanitarian crisis, but as described earlier, it has limitations and needed subsequent regulations to become effective. The subsequent regulations issued in January 2016 go some way to towards improving access, but not far enough since several mobility and quota restrictions have been maintained. **It will be important for UNHCR to continue its regulatory advocacy until such time as most Syrian refugees are actually able to work formally in Turkey.**

Also, in 2014 UNHCR supported UNDP<sup>192</sup> and RET<sup>193</sup> to conduct “**labour market and training needs assessment studies**” to identify viable economic pathways for the purpose of developing demand-led skills training programmes for Syrian and Turkish youth in South and Southeast Turkey. The needs assessments were a sound beginning for the development of a well-planned skills training strategy, and the fact that the RET needs assessment was carried out in cooperation with İŞKUR (Turkish Employment Agency), Public Education Centres and local development agencies increased the relevance of the assessment. However, after reviewing the assessment, the evaluation team felt that it was not sufficiently comprehensive to take into account the rapid changes in the labour market.

A further area of UNHCR focus **was informal technical and life skills training,**<sup>194</sup> **both in camps and through community centres in urban areas, as well as Turkish language courses** to enhance Syrian refugees’ self-reliance. Data was not available on the impact of these courses on fostering



Sewing training in a camp (UNHCR photo)

<sup>190</sup> Turkey Monthly Update – April 2015

<sup>191</sup> Interview notes with UNHCR Protection Officer

<sup>192</sup> Project Performance Report, 2014

<sup>193</sup> Ibid.

<sup>194</sup> This was not formal vocational training leading to certification of the sort delivered by Turkish institutions

livelihoods and improving refugees' standards of living, and the courses' market linkages were not clear, although anecdotally it seems that the linkage of a sewing training programme and a textile factory in one camp is promising. It is important that the refugees participating in skills training are followed up to find out whether the improved skills are leading to livelihood outcomes, and to allow courses to be adjusted and adapted to the changing and diverse urban context. In addition to possible livelihood benefits, interviews with partners indicated that this training had positive psychosocial results for the participants (socialization, confidence), "vocational therapy" results that are important to capture but not to be confused with sustainable livelihoods.

**Finding 78. UNHCR's programming activities to support livelihoods had very limited impact in the evaluation period**

Despite these efforts, UNHCR Turkey was not able to effectively support refugee livelihoods and self-reliance.<sup>195</sup> Two reasons cited in the planning for COP 2015 were (a) "income generating and self-reliance activities remain limited inside camps"; and (b) "the majority of Syrian refugees currently have no legal right to work in Turkey, which represents an obstacle to addressing their livelihood needs, although many are believed to be working in the informal sectors of the economy."<sup>196</sup>

**Finding 79. In this context, UNHCR's comparative advantage is on the policy and regulatory side, on the enabling environment for refugees to access work, rather more than livelihoods programme delivery**

With so many Syrian refugees already working, it would seem in retrospect that a more effective approach for UNHCR and its partners would have been to try to improve the conditions and terms in which they are working, rather than try to "create jobs" or "connect refugees with the labour market." Evidence suggests that Syrian refugees are already well-connected with the labour market – the problem is that this is reportedly in dangerous, informal and/or poorly paid conditions.<sup>197</sup> This precarious work is not addressed by the new work permit regulations (with the important exception of a work permit exemption for agricultural labour – which allows refugees to work in this sector), and suggests that three fruitful avenues for UNHCR and partners to pursue would be (a) further advocacy for the work permit regulations to be loosened so more refugees can qualify; (b) advocacy with Government for regulatory change to allow refugees the right to move officially (move their registration location) to the province where they are working; and (c) advocacy with Government to regularise informal refugee labour in Turkey.<sup>198</sup>

The country has a large private sector including many enterprises owned by Syrians, and the government has strong technical expertise, backed up by mature institutions such as the Ministry of Labour and Social Security, Turkish Employment Agency, and the Union of Chambers and Commodity Exchanges of Turkey (TOBB). Government itself is concerned with refugee livelihoods and self-reliance, and İŞKUR is leading the Working Group on Employment for Refugees, set up by the Chief Advisor to the Prime Minister on refugees and containing Ministry of Labour, ILO, employers' and workers' organizations, Chambers of Commerce, and other related governmental organizations. The future for refugee livelihoods in Turkey

<sup>195</sup> Annual Report on the 2014 COP

<sup>196</sup> COP 2015 narrative

<sup>197</sup> [Turkey's Response to the Syrian Refugee Crisis and the Road Ahead](#), World Bank, December 2015, p. 6

<sup>198</sup> Informal labour is a problem for Turkish society not just refugees, and an area where Turkish trade unions and labour activists could enter into alliance with refugee advocates

lies through alliances with these organisations (and with sister UN agencies such as UNDP and ILO), and not through stand-alone UNHCR-funded livelihoods projects. It has been argued earlier in this report that, in the Turkey context, livelihoods is not an area of UNHCR experience and comparative advantage. To the extent that there should be active livelihoods programming (vocational training, credit projects, small business development), the evaluation team concludes that, in an inter-agency division of labour and especially given the 3RP context of resilience and increased development focus, this domain should be coordinated by UNDP.

**Recommendation 21.** **Regarding Livelihoods, UNHCR Turkey should focus on where it can best add value: (a) upstream work on advocacy, policy dialogue/advice, and regulatory reform related to refugee employment, including the right to re-register where refugees have found work; (b) support for skills assessment (in conjunction with vulnerability assessment and registration); (c) continued investment in Turkish language training; and (d) promoting greater investment by other UN partners, INGOs, private sector bodies and the Government in the whole spectrum of market-driven and employment-oriented technical training (from life skills, to skills-specific, to certified formal vocational training in state institutions)**

## Conclusion

While Syrian refugees currently benefit from an exceptional welcome from both the Turkish Government and the Turkish people, this cannot be taken for granted as both the political and economic contexts of Turkey could change. The refugee welcome is wearing thin as it becomes increasingly evident that refugees are going to stay for some time in Turkey, and more visibly compete with nationals for jobs and public services, especially in hotspots where refugee concentrations are high and the local economy is stressed. Anticipating and managing the social cohesion challenges ahead will require active engagement with local governments, stronger refugee representation, proactive strategic communications with social cohesion and not UNHCR fundraising as the goal, more effective outreach from existing community centres, large-scale and visible investment by development actors and INGOs in Turkish communities that are heavily affected by Syrian refugees, and steady advocacy for refugees to increase their access to the formal labour market.

# 7 Planning and Programming

## 3RP and COP

In 2014 and 2015 UNHCR had two planning frameworks in the Turkey situation:<sup>199</sup> the Country Operation Plan, which is a UNHCR plan for internal purposes,<sup>200</sup> and the 3RP, which is a regional interagency planning document containing a Turkey chapter that is effectively an interagency plan for external purposes. Both documents were analysed in detail for the two target years of the evaluation.

**Table 7.1** *Country Operation Plan and 3RP have different scopes, purposes and characteristics*

	COP	3RP
Scope	UNHCR and UNHCR's implementing partners	All UN agencies including UNHCR
Prepared by	UNHCR in consultation with IPs and other partners	All UN agencies in consultation with Government of Turkey
Coordinated by	UNHCR	UNHCR and UNDP
Main purpose	Providing a detailed plan (protection and durable solutions) for UNHCR	Providing a strategic framework for all
Secondary purpose	Resource allocation	Resource mobilisation
Style	Detailed, technical, very long	High-level, graphic, brief
Orientation	Internal users, <sup>201</sup> programme staff	Public, donors, senior management
Reporting	Semi-annual and always late in Turkey	Monthly or quarterly and often late
Strengths	Detailed allocation of resources to activities, rolling up to results at the country level compatible with global resource allocation/reporting system	Permits a regionally comparable overview of the response to Syrian displacement across five countries
Weaknesses	Constrained by UNHCR standard metrics unsuited to Turkey-like situation of rapid changes in direction led by a strong government and supporting role for UNHCR	Emphasis on funding gaps rather than real time assessment of needs and gaps

<sup>199</sup> It is most important to note that the Government of Turkey has drafted a planning framework for Syrians in Turkey for 2016-2018, released in draft form in March 2016. This a very welcome development and might require all 3RP parties to review their 2016 3RP plans for Turkey

<sup>200</sup> All the UN agencies involved have similar internal annual planning frameworks of varying degrees of complexity

<sup>201</sup> Technically a summary version of the COP is available in a publicly-accessible form through [Global Focus](#)

## Country Operation Plan (COP)

The evaluation team found that the Turkey operation's 2014 and 2015 COPs had the same strengths and weaknesses as most UNHCR COPs. Among the strengths, we observed **narratives that were strong** in their comprehensive analysis of the main problems and their strategies to overcome them, but weakened by the fact that **narratives for the next year (for example 2014) are drafted in February and March of the preceding year** (i.e. March 2013)- and even though there is a November update this was quickly overtaken by events. This structural problem of all COPs was made worse in Turkey due to the fact that the context of the operation changed very fast – for example at the time of drafting the 2014 COP narrative, the extent of out of camp requirements were not known, the new TPR legislation was not passed, DGMM was not yet created, and the primary emphasis (in response to the Government's requests) was still support to AFAD and camps. The end of year reporting on 2014 shows in many ways both **the extent of UNHCR's response and how little of 2014's activities were foreseeable in March 2013**. Still, with regard to the COP narrative, the evaluation team felt that the **gender analysis was weak**,<sup>202</sup> but confirmed that the **2015 analysis and programming directions were informed by the Participatory Assessments**.<sup>203</sup>

In addition, **the 2014 and 2015 Risk Registers confirm that management in UNHCR Turkey had a comprehensive understanding of a full range of risks and had considered risk mitigation strategies**, although the evaluation team did not analyse the alignment of the risk registers with the operations plans.

## The problem of planning in a context with many unknowns

**Finding 80. The two planning processes (3RP and COP) were timely and each was completed according to prevailing guidelines, but both had weaknesses mainly stemming from unavailability of data**

The COP's planning of activities, selection of results indicators, and estimation of baselines and targets involved a considerable amount of guesswork on the part of UNHCR staff, because of two main variables over which UNHCR had little control: (a) the most fundamental planning variable – the actual size and geographic distribution of the target population - was not known; indeed even after the Government completed registration this information was not provided to UNHCR and external agencies;<sup>204</sup> and (b) the areas that UNHCR would be invited to work in were determined by Government and often on the basis of short-notice requests. So, while UNHCR could anticipate several elements of its 2014 and 2015 planning it could not anticipate with confidence the scale and the nature of in-kind requests for CRIs, the extent of

<sup>202</sup> See discussion of gender analysis in the Chapter on Protection

<sup>203</sup> In the context of Turkey, where UNHCR generally does not have easy direct access to refugees because of their geographic dispersion, the Government responsibility for registration and the limitations on household vulnerability assessment, the annual Participatory Assessment becomes central as the main mechanism for UNHCR to assess the most important challenges facing Syrian refugees in Turkey

<sup>204</sup> The Government has responsibility for registration of non-Syrians, and as far as we can ascertain, it was only in January 2016 that the Government first published a breakdown of the Syrian refugee population by camp and by province for the out-of-camp populations, and even then, the published data did not provide a gender or age breakdown, or any vulnerability profiling

UNHCR's involvement in registration, how acceptable would it be for UNHCR to encourage self-reliance and livelihood activities outside camps, or whether UNHCR would be permitted to open new field offices.

## Narrative reporting

**Finding 81.** There is a COP paradox: the most valuable elements of the COP are the planning and reporting narratives, which are not generally made public and therefore reach few interested stakeholders; while quantitative elements that are made public and transferred into the 3RP reporting are generally flawed in design, and uneven in quality

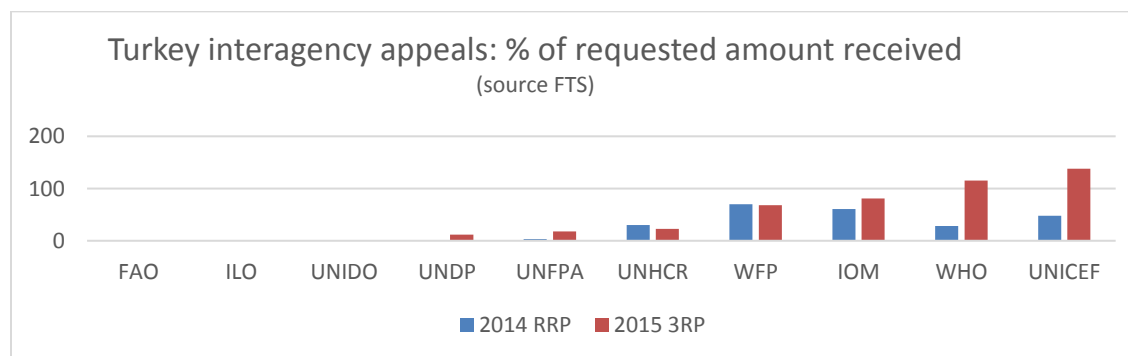
The narrative reporting on the programme is very complete and provides the single best source for understanding what actually happened during the year being reported upon, and no doubt the drafting of the annual narrative reports provides many opportunities for teams to come together and take stock of what has worked and what has not, and to shape future thinking. But most unfortunately the detailed narrative reports are not made public,<sup>205</sup> and at 110 pages (2014) they are unlikely to be read in detail by many staff within the operation.

## 3RP

**Finding 82.** UNHCR is seriously underfunded, especially relative to WFP, IOM and UNICEF

The RRP/3RP is the framework of interagency planning and reporting for the whole Syria refugee emergency.<sup>206</sup> It is always underfunded, Turkey is always funded even less than the other three countries in the appeal, and as shown in figure 7.1, within the Turkey chapter, **UNHCR is the least funded of the major appealing organisations: UNICEF, WFP, IOM and UNHCR.**<sup>207</sup>

**Figure 7.1** Other UN Agencies attract more funding for the Syrian refugee crisis than UNHCR (FTS)



<sup>205</sup> A summary version is made available on the UNHCR website long after the year has ended, but it lacks the sensitivity and depth of the full narrative version, and is published so late that it only has archival value

<sup>206</sup> Excluding the programmes in Syria itself, which are captured in separate OCHA-coordinated Syria Response Plan

<sup>207</sup> WHO is proportionately well-funded, as seen in figure 6.4, but the amount requested is small. Several UN agencies have been included in the Turkey RRP/3RP and never been funded



One of the central problems of assessing efficiency in a humanitarian context is that the amount of funding received by an agency is not known in advance.<sup>208</sup> Therefore, plans are always greater than funding, expected (“comprehensive”) results are always far greater than likely (“prioritised”) results, and essentially there is no fixed denominator in relation to which efficiency can be measured.<sup>209</sup> The evaluation team did attempt to quantify results achieved in relation to results expected, and to see if there was a useful correlation between underfunding and underachievement of results, but the nature of UNHCR’s activities in Turkey is so heterogeneous, and the indicators so weak, **that a viable quantitative assessment of efficiency could not be derived.**

**Finding 83. Participating agencies and donors rarely use the 3RP as the basis for planning or resource allocation**

While a regional framework is absolutely required by donors and stakeholders in order to demonstrate that there is a coherent approach between the 3RP countries as well as between 3RP actors within each country, in itself it does not shape anyone’s planning or programming priorities. This is because the 3RP is essentially a high level aggregation of five 3RP national chapters, each of which is in turn made up of all the national-level Agency plans. **The methodology for developing the 3RP has improved from the RRP6, especially in the move towards an underlying organising principle that is sectoral rather than institutional** (see earlier discussion in the Chapter on Strategic Positioning). And the methodology for linking the COP to the 3RP is sound as it allows for UNHCR’s detailed plans and indicators to be rolled up with those of other participating agencies, with some adaptation of the standard UNHCR indicators to accommodate to the interagency, negotiated and aggregate nature of the 3RP indicators. But there is no escaping that the **3RP as a whole and the 3RP in Turkey both follow rather than determine the plans of participating agencies.**

By the same token, the **donors for the most part decide what to fund based upon their assessment of institutional capacities and agency appeals, rather than on the basis of the 3RP.**<sup>210</sup> Thus it is that every year the participating agencies invest a huge amount of planning and drafting effort to create a high quality and coherent framework for support to Syrian refugees that **neither the agencies nor the donors actually use as the basis for planning and resource allocation.**<sup>211</sup> Instead we see a perpetuation of a historical pattern throughout the humanitarian system where donors repeatedly fund the same agencies because of their perceived performance or the inherent political/domestic/media attractiveness of either the emergency or the target sectors, whether or not in any given situation those are really the most efficient investments.

It would be a **significant step forwards in efficiency if donors, acting in the spirit of Good Humanitarian Donorship, agreed to less earmarking against the 3RP**— thus allowing UN coordination machinery at the regional and national levels to determine resource allocation between countries, or between agencies, on the basis of agreed priorities rather than donor preferences.

<sup>208</sup> This is exactly not the case in a classic development project, where needs are assessed well in advance, planning is detailed, funds are allocated commensurate with relatively stable and known variables, all the requested funds are provided, and then efficiency can be assessed with more realism

<sup>209</sup> Unfortunately, this has two other consequences: one is that it is too easy for UNHCR (indeed any humanitarian agency) to ascribe underperformance to underfunding without risk of repercussions, and that there is no penalty for over-reaching, for example by overstating the expected results

<sup>210</sup> Interviews of five of the major donors conducted in the course of this evaluation

<sup>211</sup> The same argument could be made of many consolidated appeals and humanitarian response plans



## *The Turkey chapter of the 3RP*

### **Finding 84. The 3RP is an improvement over the RRP6**

There is widespread agreement that the **Turkey chapter of the 3RP is not only better in quality than the RRP6, but that it has more involvement and buy-in from the Government of Turkey, and that the addition of a resilience/development dimension is a necessary progression** given the protracted nature of the Syrian refugee community and the nature of their needs in the coming years. It is also considered wise to have removed sectoral/agency financial details from the document so as to reduce the temptation of earmarking.

### **Finding 85. Monthly 3RP dashboards are inefficient (at least in Turkey), and a waste of valuable skilled staff resources across several agencies**

3RP continues to have some weaknesses, particularly regarding reporting. First among these is the inordinately cumbersome machinery for reporting results, on either a quarterly or monthly basis (depending on the sectors). Because of the way the 3RP is constructed sectorally and with different sectoral leads (some of which but not all are UNHCR), and in the absence of a robust IM platform to support the 3RP,<sup>212</sup> the monthly or quarterly results (dashboards) are manually compiled based upon e-mail inputs from all the participating agencies, who in turn have to gather the data from their various implementing partners and field offices. In 2015, the 3RP had 34 indicators in 8 sectors, and gathering the data for these 34 indicators from ten agencies on a monthly basis carries a huge transaction load – most of which falls on the highly experienced staff responsible for each sector, and whose time would be much better deployed on substance. Since the quality of monthly updates is doubtful given that meaningful change is not usually measurable on a monthly basis, since donors do not routinely track the monthly dashboards, and since they are not used to direct changes in planning or priorities, the monthly frequency does not seem justified. Instead the **management and coordination effort would be better spent gathering more meaningful quarterly information, and then taking the time to use that information to inform mid-year programming course corrections.**

### **Finding 86. 3RP reporting does not meet donor expectations and needs to be improved**

Second, donors want more in their periodic 3RP reporting than a statement of incremental changes in 34 indicators, a safe neutral description of activities across the region with few country specifics, and a repeated appeal for more funding because the unmet needs remain so high. What donors want is something more substantive: a sense of specific trends at the regional and national levels, analysis of the evolving political and economic context for Syrians, frank assessment of the operational challenges that agencies are facing, and reassurance that the UN system is constantly evaluating risks and opportunities so it can shift resources from low to high priorities.<sup>213</sup> Given this expectation, it is easy to understand why the current 3RP reporting disappoints, and it should be possible to consider both some internal

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<sup>212</sup> Agencies are optimistic that a new software ActivityInfo, due to be introduced in early 2016, will improve the quality of reporting by moving much of it to a web-based platform

<sup>213</sup> The ideal to strive for would be a briefing that donors eagerly await, that provides refreshed information on trends, challenges and strategies to overcome them, written in a style that the donor agencies can cut/paste into their own briefing notes for senior management and ministers. This reporting should aim to shape the narrative

improvements to the 3RP reporting, as well as additional reporting that is less glossy and provides real time analysis of issues and trends.<sup>214</sup>

**Recommendation 22.** UNHCR MENA should move all the 3RP dashboards to a quarterly reporting cycle, and the analytical depth of the narrative quarterly reports should be enhanced to a quality that would provide a strategic quarterly briefing for senior managers of donor agencies, supplemented with offline tactical briefings to key donors

## Procurement and contract management

**Finding 87.** Many partners felt that UNHCR is spreading itself too thin programmatically and therefore at risk of overpromising and underdelivering

There is a widespread perception among Government counterparts, implementing partners, UN agencies and donors that UNHCR was operationally weak in Turkey in the period under evaluation. It is inevitable that an evaluation provides an opportunity for stakeholders to gripe about problems or to seek leverage or benefit, and we were not able to validate much of what we heard (partly because of the lack of programme staff continuity). We can however signal some general issues that were reported by several parties, and that were confirmed by review of project documentation and financial reports.

First among these is the sense on the part of some Government agencies, some donors and some UN partners that **UNHCR is spreading itself too thin sectorally,<sup>215</sup> and taking on projects in areas that are not UNHCR's programming comparative advantage or where UNHCR does not have sufficient expertise.** As a result of UNHCR raising expectations that have not been met by delivery, we heard through interviews that some beneficiaries are not receiving the promised goods or services as expected, some partners and donors are frustrated with slow implementation and inadequate reporting, and some UNHCR staff are placed under severe stress. Given that the UNHCR programming system is wired in its financial and procurement systems and in its staff skillset for the COP cycle, and for partner agreements and direct procurement based upon funding of the COP, it is understandable that the evaluation team found evidence that **UNHCR is not well equipped to handle special donor projects – and especially not multi-year uniquely designed (not**

### The problem of additional funding at year-end

In early 2014 the overall population was estimated as low and donors were uninterested in Turkey, but additional funding flowed in at year end after the scale of the out-of-camp population became known. In early 2015 donors were again lukewarm regarding Turkey, but by mid-year there was a sudden "European migration" dimension to galvanise donor enthusiasm. In both years, UNHCR received large amounts of additional funding late in the year, and this obliged UNHCR to find ways to spend the additional funding quickly. While we do not have any concerns about the integrity of this end-of-year spending, its lateness contributed to a somewhat hasty programme of winterisation procurement that might not have been best value for money – particularly given that winter in-kind supplies procured late in the year were delivered after the worst of the winter had passed.

<sup>214</sup> The evaluation team was informed by MENA that greater attention has been paid to 3RP reporting in 2016

<sup>215</sup> This seems to be more the case for UNHCR direct delivery than for projects delivered by implementing partners

boilerplate) projects funded by development donors whose planning and reporting cycles and expectations are outside the normal UNHCR system.

In some cases, it could be **more of a reputational and performance risk for UNHCR to receive special project funding and underperform, than to decline.** Indeed, the evaluation team feels there is a **strong argument for UNHCR resisting the temptation of stand-alone donor-funded projects unless they are exceptionally large and exceptionally close to UNHCR's existing programming** so that special project management can be harmonised with ongoing work.

**Recommendation 23.** UNHCR Turkey should strengthen its programming efficiency either by investing in more programming capacity so it can manage a larger number of partner agreements in multiple sectors, or by simplifying the range of sectors and aiming for fewer and larger partner agreements

### Winterisation: procurement and timing

In 2012 and 2013, UNHCR Turkey provided Core Relief items to the Government for distribution in Syrian refugee camps through TRC, for an aggregate value of \$21.4 million. During 2014, UNHCR reported continued distribution of an impressive range of CRIs for Syrians in camps and in urban locations (see box).

**Finding 88.** UNHCR addressed concerns identified by an OIOS internal audit concerning weak distribution controls during early CRI deliveries

Two challenges were encountered with these distributions: accounting/accountability and timeliness. Regarding the accounting/accountability, UNHCR Turkey's first distributions were the subject of critical comments from an OIOS internal audit, which found that the UNHCR Representation in Turkey must "*strengthen arrangements for the delivery and distribution of core relief items in the camps*".<sup>216</sup>

This recommendation stemmed from observations that "*staff concerned with the distribution could not provide the details,*"<sup>217</sup> the Representation "*did not put in place an appropriate reporting mechanism over on-site and post-distribution of core relief items (...), and did not request the partner of camp authorities to submit reports,*" (...)*"did not have specimen signatures of camp officials for use in verifying the authenticity of the receipts that suppliers attached to invoices as evidence of quantities delivered,"* and finally "*the Representation did not have a mechanism to verify the authenticity of these distribution lists.*" The evaluation team considered carefully these earlier observations, the exceptional circumstances

CRIs PURCHASED BY UNHCR (2014)

ITEMS PURCHASED	UNITS
Cooking facilities (hot plates, cabinets and fridges)	40,200
Kitchen sets	75,044
Jerry cans	197,600
High Thermal blankets	1,213,538
Medium Thermal blankets	604,220
Foam mattresses	270,000
Sleeping mats	622,000
Plastic sheeting	24,038
Sanitary napkins	1,930,880
Hygiene kits	63,496
Clothing (children)	30,370
Winter clothing	552,254

<sup>216</sup>Ibid. Note that this evaluation report is not an audit and did not consider risks of procurement fraud

<sup>217</sup> These facts are related to a distribution of winter clothes earlier than the period covered by the evaluation, e.g. 27 Nov. 2013

prevailing at the time (for example limited UNHCR access to camps, the weaknesses of the early camp registration system, the extent of Turkish government management control, and the combined political pressures from UNHCR leadership, the Government of Turkey and from donors to urgently release essential supplies) as well as the improved control measures subsequently taken by UNHCR and AFAD, and was satisfied that in the period under evaluation UNHCR has done all it can to bring distribution controls up to satisfactory standards.

**Finding 89. The late and uncertain arrival of funds made it challenging for UNHCR to make adequate preparations for winterisation assistance**

A second set of concerns relates to the perceived slow response to Government requests, and **late procurement of winterisation CRIs as well as late management of winterisation cash assistance**. In 2013-2014, 2014-2015 and 2015-2016 (admittedly beyond the target evaluation period) winterisation distribution of electric heaters, blankets, coats and boots was taking place after the worst of the winter was over, and some of these items reportedly turned up in a resale market at heavily discounted prices. The 2014-2015 distribution of electric heaters outside the camps and in urban areas far from the Gaziantep warehouse created further complications for partners and for the Istanbul sub-office, and the challenge of providing size-sensitive items (boots and coats) added another level of difficulty. To some extent this was a consequence of late approval of funding (see box) and late approvals from AFAD, and no doubt compounded by procurement bottlenecks in HQ and in-country as well as a surge in the workload not matched by increased experienced staff, but nevertheless, the evaluation team believes that **the vulnerability assessment and year-end procurement could have been planned further in advance**, so that quality materials were able to be distributed to target populations on time.



UNHCR distributed 60,000 electric radiators costing \$2.7 m (HCR photo)

**Recommendation 24. Where it is determined that CRIs are more efficient than cash, UNHCR Turkey should ensure: (a) early agreement between UNHCR and the Government of Turkey on beneficiary targeting in areas where e-vouchers or cash assistance will be hard to put in place; (b) early definition of the scope of the winterization programme; and (c) early preparations for procurement and delivery of CRIs**

**Finding 90. UNHCR responded well logistically to more classic emergency influxes at Kobane/Suruc and Akçakale**

Finally, it is important to mention that UNHCR was widely considered<sup>218</sup> to have responded well to the logistical challenges of an “emergency within the emergency,” when some 170,000 refugees flooded across into the Turkish region of Suruc from Kobane in September 2014. At that moment, UNHCR airlifted CRIs from its central stockpile, and complemented these with locally produced items available at competitive prices. In the second half of 2014, UNHCR Turkey greatly enhanced its logistics infrastructure (framework agreements for CRIs, transport network, warehousing, inspection and customs clearance services), as a result of which it issued 673 purchase orders with a total value of more than \$60 million

<sup>218</sup> Interviews with partners and senior AFAD officials

and handled more than 20 million items in its four warehouses.<sup>219</sup> Simultaneously, UNHCR initiated two new partnerships to boost the distribution of humanitarian assistance in urban and rural areas in the region of the influx, and supported the Government to set up a new camp with a capacity of 30,000 beneficiaries while providing support to other nearby camps (Nizip, Islahiye, Nusaybin and Derik), as requested by AFAD.



Syrian Kurd receiving distribution (UNHCR)

## Particular constraints experienced by national NGOs

### Finding 91. National NGOs were disproportionately affected by slow negotiation and approval of agreements

A different set of timing concerns surrounds the **slow negotiation and approval of agreements with Implementing Partners in 2015** (2014 does not appear to have been delayed). Globally, UNHCR works most often with international NGOs who have strong corporate weight in negotiations, who are accustomed to how UNHCR works, who have financial reserves that can tide them over short-term funding breaks, and who receive much-needed contributions to their HQ operating costs from UNHCR in addition to the direct programme costs. National NGOs do not have these same advantages, in particular they do not have UNHCR support for their Ankara-level corporate overhead costs, and yet they are both essential and cost-effective in the Turkey context. By delaying signature and first payment of several NGO agreements until March, April and even May, in 2015 UNHCR placed unnecessary stress upon local partners, and risked interruptions in service delivery.

**Recommendation 25. UNHCR globally should make it easier for national NGOs to work with them, in particular by: (a) including as many NNGO corporate management and head office costs as possible within the direct costs portion of project budgets; (b) prioritising NNGO partners for annual negotiation of agreements, to provide greater continuity of financing**

## The choice between in-kind or cash assistance

### Finding 92. Although cash has become the preferred medium for assistance, there is still a place for in-kind assistance in camps and for response to mass influxes

All implementing agencies including UNHCR and the Government have embraced some form of cash or e-vouchers as the preferred method for future delivery of assistance in Turkey. This begs the question: is there still a place for in-kind assistance? The evaluation team concluded that there is justification for a programme of replacement of damaged camp items (notably tents and mattresses), and there is a strong argument for building, using and replenishing a stockpile of essential relief items that can be deployed in case of emergency influxes. The stakeholder consensus was that **henceforth in-kind items should be limited to emergency stocks for sudden influxes (tents, blankets, solar lamps, cooking kits etc.) and replacement of used items in camps (tents, mattresses), and that the rest of the material assistance for normal distribution to vulnerable groups or for winterisation should be provided as e-vouchers or cash.**

<sup>219</sup> Turkey 2014 Year-End Report Narrative Reporting, "[Refugees and Asylum Seekers from Syria in Turkey](#)"



The coordination of Cash-Based Interventions (CBI) was late to develop in Turkey (November 2015), and the technical working group<sup>220</sup> is now working intensely on issues such as coverage, reducing duplication, standardisation of packages, training, market price monitoring and targeting criteria. There is a very wide range of CBI actors including municipal governments, national and international NGOs implementing schemes funded by their own resources, government resources or directly by donors, UN agencies, and the Government itself mainly through TRC. Some of this assistance is conditional, some is not; some is intended for basic needs, some for food, some is tied to specific suppliers; some is cash transfer, some is debit card, some is e-voucher. In this crowded environment, it is certain that UNHCR is not the major player, and it is not entirely clear what UNHCR's comparative advantage alongside others may be.

**Recommendation 26.** Where it is determined that Cash-Based Interventions (CBI) are more efficient than in-kind assistance, (a) UNHCR Turkey should scale-up cash (in preference over e-voucher) assistance in those locations and sectors where UNHCR has a comparative advantage and in close coordination with other cash actors, and consider providing this assistance to women rather than to men; and (b) stop the provision of CRIs to out of camp populations once effective CBI schemes are properly in place

## *UNHCR's results planning and reporting framework*

**Finding 93.** UNHCR Turkey does not have dedicated professional M&E capacity and so monitoring and reporting functions are part time activities fitted alongside everything else

Analysis of the reported end of year performance against the targets<sup>221</sup> reveals **that in 2014 most of the targets were not met, and mid-year reports for 2015 suggest the same** (end of year results for 2015 were not yet available). There are several reasons for this: one is that some indicators are inherently weak (“# of government staff trained” does not distinguish between different depths and lengths of training, so workshop participants and staff undergoing intensive 3 months training are counted the same) and others are hard to measure objectively (“extent cooperation among partners effective”). Secondly, there were weaknesses in the way the data was gathered and entered: for example, there were targets without baselines, baselines that reduced from one year to the next, aggregation of incompatible indicators, changes in indicators from year to year, and confusion between absolute and relative values.

**Finding 94.** Reported programme results were well below targets, but the evaluation team could not determine the extent to which this was due to poor performance of the country team or weaknesses of the reporting system itself

A third reason is overestimation of the expected results in relation to the resources available and in relation to control over the outputs – such that planned results are sometimes more “aspirational” than realistic. A fourth reason for poor performance is simply underfunding. And finally, it is more than likely that there was some actual underperformance.

<sup>220</sup> Unfortunately, the Technical Working Group does not have significant Government participation although DGMM are listed as a member

<sup>221</sup> Prioritised targets not Comprehensive targets

**Finding 95. Despite the consolidating promise of FOCUS, it does not provide reliable or useful real-time performance information at the country level**

The main point the evaluation team wants to make here is not so much about performance of the country programme, as about the weaknesses of the quantitative results reporting framework of UNHCR, which might have the benefit of providing some aggregate results at the global level and the basis for approximate comparison between operations, but does **not provide reliable or useful real-time performance information at the country level.**

**Finding 96. UNHCR’s results planning and reporting framework is ill-suited to situations where UNHCR’s primarily role is policy and advocacy, and the host government takes the lead on registration and service delivery**

There is no doubt that some of the weakness described above are due to the limited menu of indicators available in UNHCR’s results planning and reporting framework is ill-suited to situations like Turkey - where the host government is genuinely coordinating the refugee response and providing most of the assistance to refugees,<sup>222</sup> where UNHCR’s space for intervention is limited by the Government (i.e. UNHCR does not work in all regions or in all conventional assistance sectors), and where arguably UNHCR’s most important contribution is advocacy and strengthening of Government institutions. In this respect, UNHCR Turkey has been clear in the COP narrative but struggled with the COP results indicators – for example the corporately-required indicator for registration assumes that refugees are primarily registered by UNHCR,<sup>223</sup> indicators for WASH and shelter assume that UNHCR has responsibility for these and do not capture the limited role of UNHCR in providing tents for some camps, and indicators for health and education assume that health and basic education services are provided or at least supported by UNHCR – which is not generally the case in Turkey.<sup>224</sup>

**Recommendation 27. When revising the performance indicators, UNHCR globally should develop or adapt indicators to measure the performance of work done by UNHCR to support major host government and partner programmes (e.g. registration, camp management, education)**

## A case for outcome mapping

Outcome mapping is an established methodology for planning and reporting results in situations where the number of actors and actions is so great that direct **attribution of results to investments is hard to determine**, and where the **most important work in the programme is to strengthen the capacity of**

<sup>222</sup> A similar observation was made by the [Report of the Board of Auditors](#); February 2014; para 16: “We recommend that UNHCR develop corporate KPIs [Key Performance Indicators] for use in operations where third parties lead on delivering the refugee response, to allow country operations to appropriately measure and report on their performance in a supporting role”

<sup>223</sup> As an example of the complexity facing UNHCR at a level not normally visible to outside observers, technically UNHCR does register the non-Syrian refugees but not the Syrians – so the COP indicators need to capture some variation by refugee category or “population planning group”. It is a further complication for UNHCR planning that in 2015 they were encumbered by six population planning groups in Turkey, and needed to disaggregate their activities, reporting and their funding into four main categories: Syrians, non-Syrians except Iraqis, people moving to Europe, and Iraqis. There are reasons for this, but there is also no doubt that this is most inefficient

<sup>224</sup> UNHCR’s support for basic education is limited to some school supply kits and transportation support



**intermediary actors** who actually provide the services. Rather than planning and measuring the end results of activities (i.e. the number of SGBV incidents that received an appropriate response – an indicator that in Turkey could only be a wild guess), outcome mapping works to assess the greater capacity and performance of the intermediary institutions (i.e. community centres, MOFSP offices, health centres) that are providing SGBV services. While fully recognising that UNHCR’s existing planning and programming machinery is unlikely to change in the foreseeable future, the evaluation team believes that the Turkey situation meets all the criteria where outcome mapping would be a preferred methodology for both planning and reporting, and recommends that UNHCR consider piloting outcome mapping in Turkey if this can be done in a way that does not simply overburden the country team – i.e. in a way that it substitutes for the regular programme planning process rather than duplicating it.

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## *The need for a Host Country Agreement*

### **Finding 97. The absence of a Host Country Agreement significantly hindered UNHCR’s effectiveness and efficiency**

For many years, all UNHCR Turkey Representatives, as well as visiting High Commissioners, emphasized at the highest levels of the Turkish Government that the absence of a Host Country Agreement prejudiced the programming and procurement activities of UNHCR in support of the Government of Turkey. A Host Country Agreement was signed in mid-2016 and is a most welcome development for which all parties should be warmly congratulated. Until that point, and notably during the period under review, UNHCR was the only major UN agency in Turkey without a Government agreement. Quite apart from the protocol and representational implications of this, and the lack of normal immunities and exemptions for international staff, the absence of a Host Country Agreement directly affected the ability of UNHCR to procure and import essential goods at VAT-exempt prices in a timely way, and limited their control over commodities that were imported through proxy arrangements which left ownership in the hands of partners.

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## *Sustainability*

As described in depth throughout this evaluation report, UNHCR has appropriately focused a major part of its efforts on strengthening the capacity of national NGOs and in particular ASAM, as well as helping build up the new Government ministry DGMM with material assistance, technical advice<sup>225</sup> and training. In the past and into the future, **the vast majority of support for the Syrian refugee population is going to be provided by Turkish government departments, local governments, NGOs and communities.** Such a high degree of local ownership suggests good prospects for the sustainability of a favourable protection and assistance environment, but there are still four important measures that UNHCR can take to consolidate sustainability.

Firstly, UNHCR should maintain its focus on the regulatory and enabling environment – moving beyond DGMM and also working more strategically with the Ministry of Labour and Social Security, İŞKUR, MOFSP

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<sup>225</sup> The important role of UNHCR in advocating for regulations regarding temporary protection, education and work permits all bear re-emphasizing as they were key enablers for much of the support Syrian refugees have received in Turkey

and MONE –key ministries that are not UNHCR’s traditional counterparts. In addition to this policy and advisory work, the evaluation team felt very strongly **that capacity building of intermediary institutions (government and non-government), including the provision of interpreters and translators, is more efficient and effective in the Turkey context than direct delivery.** There is still some role for direct delivery, particularly as it provides “entry points” into service areas and communities and establishes UNHCR’s credibility with partners, but this role should be much more limited than would normally be seen in “typical” UNHCR operations.<sup>226</sup>

Secondly, UNHCR should **follow through on its Urban Strategy and on the transition to Community-Based Protection** – both of which imply a gradual shifting of resources from case-management to building relationships with local counterparts in order to reach the greatest number of refugees in this vast country. As part of this transition, community centres should be regarded as a stepping stone to a future where community services are provided by the relevant municipal and national authorities, either through community centres managed and financed by the Government, or through similar community service providers in the Turkish system.

Third, the UN community should **maintain the broader resilience dimension embodied in the transition from RRP6 to the 3RP**, confirm a clear division of labour, and together advocate firmly with donors for increased resources to be allocated to livelihoods and to host communities.

Finally, as argued earlier in the chapter on Social Cohesion, UNHCR needs to work more on the way that Syrian refugees are portrayed and perceived in Turkey. At a technocratic level, government officials are clearly adapting to the prospects of a protracted stay, and gearing up local authorities and line ministries to include refugees within their regular planning and programming. Academics are also fully aware of the trend towards protracted stay and anticipating social tensions. However, there is the risk of a cognitive disconnect because the way refugees are presented by political figures and by the media to the Turkish public is still characterized by images of temporariness, dependency and charity. In order to pave the way for the Turkish public to get used to Syrians as neighbours not guests, and for them to be widely accepted in Turkish society, it will be important for **UNHCR and key messengers to change the narrative regarding Syrian refugees from difference to inclusion, from dependence to economic engagement, and the assistance model from charity to development.**

## Conclusion

Overall, programming was not UNHCR’s strength in Turkey during the period under evaluation. Turkey was a difficult programming environment: in part because of the lack of data, the very large and scattered character of the refugee population, and the limited room for manoeuvre in a situation where Government was firmly in control but itself undergoing rapid institutional changes that resulted in unclear decision-making. UNHCR’s ability to be effective in this already difficult programming environment was further hampered by a slow build-up of the programming and supply team, and a range of planning and programming tools (in particular 3RP, COP and the corporate performance framework) that were not well-suited to the Turkey context. The evaluation team felt that UNHCR had “turned a programming corner”

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<sup>226</sup> UNHCR also needs to work more with AFAD and TRC on readiness for new influxes, because it is vital that a new influx not distract from the long-term agenda and destabilise all that is being achieved with and for the 2.7 million Syrian refugees who are already in Turkey

in 2015 in a number of respects, but that the increased capacity was still only staying a little ahead of the needs, and that the focus should be more on consolidation of programming streams (simplifying procurement by moving to cash, reducing the number of partner agreements, focussing on a few areas of evident priority and comparative advantage, leaving some sectors to other actors) rather than expansion.

## 8 Overall Conclusions

When the evaluation team looked back at the six original evaluation parameters, we drew generally positive conclusions about UNHCR's work in the 2014-2015 period: with some evident areas where UNHCR had broken new ground and found innovative ways to overcome a challenging context, but also occasions where there had been missed opportunities and room for improvement.

**Coordination** of the Turkey operation has been difficult. From the outset, UNHCR correctly invested in its core relationships with the central Government, and broadened its approach to coordinate with local governments (in different ways, and more effectively in Istanbul than in Gaziantep) when it became clear that the bulk of the refugees were going to live outside camps. Coordination within the UN system has been a mixed experience: the transition from the RRP to the 3RP is leading to better country-level planning, but most stakeholders have doubts about the value-added of trying to link the Turkey chapter of the 3RP to the overall 3RP. Unfortunately, there is an unresolved divergence of views on overall mandates for coordination between the UN Resident Coordinator and UNHCR, and there are some sectors where agencies still need to finalise a coherent strategy (education, cash) with a clear division of labour (livelihoods, cash). Now the response is moving from an emergency to a consolidation stage, there is a need to work with Government to review and reset the coordination structures across the board.

With regard to **efficiency**, since relatively few resources flowed through UNHCR compared to the resources provided by the Government and through other UN and non-UN channels, UNHCR has correctly focused its attention upstream on the policy and regulatory environment, and on the capacity of key intermediaries to deliver services more effectively with little or no UNHCR funding. Investment in Government systems, training and interpreter support has had important multiplier effects, and has generally been more efficient than direct in-kind material assistance (although the argument was clearly made that UNHCR needed to get involved in material assistance in order to gain access to camps and to build a stronger relationship with key Government partners).

Demographic data was a problem in Turkey. However, anecdotal and partial sources suggest that **coverage** of basic services was exceptional within camps and adequate outside camps (but poor in education), with coverage assured largely thanks to the substantial investment and goodwill of the government and people of Turkey. The introduction of community centres and (later) the build-up of outreach services from the platform of community centres have been effective at reaching a limited number of urban refugees with quality services. The move towards an Urban Strategy and Community-Based Protection are designed to further increase coverage. However, there was and remains a critical gap in analysis, capacity and programming to address two major threats to child protection: the prevalence of child labour and early marriage. The widespread transition to cash is expected to further increase coverage and efficiency, but will rely upon targeting information that is currently not available.

Beginning in late 2014, UNHCR established mechanisms for consulting refugees and was able to better shape its response to refugees expressed needs and priorities. **Appropriateness** of policy and technical assistance to the Government of Turkey was enhanced by the extensive use of senior national staff (in all organisations not just UNHCR), and the provision of Arabic-Turkish interpreters to key Turkish institutions (DGMM, courts, medical facilities) has been instrumental in enabling Syrian refugee access to appropriate services. With respect to material assistance, the in-kind assistance was mostly considered to be appropriate but winterisation assistance was late, and it is widely believed that cash is more appropriate.

**Impact** is particularly difficult to measure and attribute in refugee situations. The evaluation team considered impact through the lens of the four main sectors of UNHCR's programme, and concluded that UNHCR's work on the policy and regulatory framework for refugees had helped provide a high level of protection to Syrians (albeit with temporary protection rather than refugee status). Unfortunately, Syrian refugee children are highly vulnerable to child labour and early marriage, and these two domains of protection need to be addressed as a priority in Turkey in the near future. The more limited impact of education, community empowerment (including livelihoods) and CRI/cash distribution were largely determined by the limited amount of resources available, although in all three domains the evaluation team felt that impact would have been greater if UNHCR had coordinated better with the key partner and particularly UN agencies. With an increased focus on education, an Urban Strategy that supports refugee relations with local authorities and the transition to cash, the evaluation team is optimistic that impact will increase in the coming year.

The policy and institutional environments in Turkey are conducive to a **sustained level of government support** for Syrian refugees, including eventual absorption of the (unsustainable) community centres into Government social service systems. Nevertheless, close attention will need to be paid to social and economic forces that could threaten social cohesion between refugees and their host communities. To increase the prospects of sustainability, and as outlined in its Urban Strategy, UNHCR should step up its engagement with local authorities, and complement this with more investment in analysis and strategic communications aimed at anticipating community friction points. This should then be followed up with support for Turkish intermediaries to deliver messaging to the Turkish public that advocates for the acceptance of Syrians as long-term neighbours, and sees them as eventual contributors to Turkey's social and economic development.

# Appendix I Terms of Reference

## Evaluation of UNHCR's Emergency Response to the Influx of Refugees from Syria into Turkey

December 2015



Policy Development and Evaluation Service

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## Background

The UNHCR Policy Development and Evaluation Service (PDES) has prepared the following draft Terms of Reference (ToR) for the evaluation of UNHCR's emergency response to the influx of refugees from Syria into Turkey. The ToR sets out the key evaluation questions to be answered and the methodology to be followed. The evaluation is being led by PDES and will be conducted by a team of evaluation consultants. The ToR articulates the overall purpose, focus and deliverables of the evaluation. The final ToR will be based on comments on this draft document from stakeholders, on the findings of a scoping mission to Turkey scheduled to take place in January 2016, and in discussion with the selected evaluation team.

## Introduction to the Subject of the Evaluation

The crisis in Syria is in its fifth year with no end in sight. The destruction and suffering caused by the conflict has been devastating, resulting in levels of displacement unseen in recent years. Syrians have become the largest refugee population after Palestinians with over 4.28 million fleeing Syria since the start of the civil war in 2011. The influx of Syrian refugees into Turkey has significantly passed initial projections. As of September 2015, 2.18 million have fled to Turkey.

In this context, the emergency response evaluation of the Turkey operation has the purpose of learning and accountability. The aim is to address how well UNHCR adapted to the challenges posed by the emergency, the impact secured for persons of concern and affected populations, how effectively funds were spent, and the factors in project design and implementation that led to optimal results. The outcome of the evaluation should permit UNHCR management to be strategic in future decision-making, including in the design of new interventions.

## Country Context

Turkey is a democratic and secular constitutional republic with a population of 77.6 million.<sup>227</sup> The current President, Recep Tayyip Erdoğan, was elected in August 2014. The Justice and Development Party (AKP), led by the Prime Minister Ahmet Davutoğlu, has been in power for three terms since winning the general election in November 2002.

The majority of the population is Muslim and of Turkish ethnicity and the country's official language is Turkish. The Kurds are the largest ethnic minority and are concentrated in the south east of the country. Turkey has a significant role in the region, both economically and politically.

Turkey is a member of the UN, the North Atlantic Treaty Organization (NATO), the Organization for Economic Cooperation and Development (OECD), the Organization for Security and Cooperation in Europe (OSCE), the Organization of Islamic Cooperation (OIC) and the G20. Turkey is a strategic partner of the European Union (EU). It joined the EU Customs Union in 1995 and commenced full EU membership negotiations in October 2005. Negotiations include compliance with the *EU Acquis* in relation to border management, asylum and migration.

Turkey's dynamic economy is the 18<sup>th</sup> largest in the world. It has a huge market and its strategic geographical location provides access to European, Middle Eastern, North African and Central Asian markets. In 2010 and 2011, Turkey had one of the fastest growing economies in the world. In recent years, growth has slowed due to factors such as the reduction in foreign capital inflows and the upsurge of violence in Syria and Iraq.

The United Nations Development Programme's 2014 Human Development Index ranks Turkey at position 69 out of 187 countries. It is therefore considered a country with a 'high human development' category. Despite the progress, gender is still an issue that requires attention, with Turkey ranking 69 out of 149 countries on the Gender Development Index.

Turkey's geographical situation makes it a major crossroads for movement of migrants and persons in need of international protection. Turkey's southern and eastern borders continue to be the main entry point into Turkey, in particular for refugees from Syria as the conflict enters its fifth year. Although Turkey has ratified the 1951 Convention relating to the Status of Refugees (1951 Convention) and its 1967 Protocol, it maintained the

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<sup>227</sup>Official Statistics Portal, at <http://www.officialstatistics.gov.tr/>.



geographical limitation.<sup>228</sup> Consequently, only those fleeing as a result of ‘events occurring in Europe’ can access Turkish asylum procedures.

As of September 2015, 2.18 million Syrians have fled to Turkey, of whom three-quarters are women and children. The majority lives in local communities, while 229,000 live in 25 camps located for the most part in southern Turkey. The influx of refugees to Turkey shows no signs of abating, with a projected number of 2.75 million in 2016.<sup>229</sup>

In addition to Syrian refugees, 2014 also saw an increase in arrivals of Afghans, Iraqis and Iranians. As a result of the deteriorating security situation in Iraq, an estimated 81,000 Iraqi refugees were in Turkey by September 2014. The Eastern Mediterranean also continues to be a prominent arrival and transit area for asylum-seekers and migrants.

The overall protection and assistance response to the Syrian emergency in Turkey is run by the Government through the Disaster and Emergency Management Agency (AFAD), in collaboration with UNHCR and other UN agencies. In April 2014, the Law on Foreigners and International Protection entered into force establishing the Directorate General for Migration Management (DGMM) within the Ministry of Interior to manage international protection and migration-related matters, in coordination with AFAD and relevant Ministries. Details on the roles of AFAD and DGMM will be forthcoming following the scoping mission to Turkey.

At the start of the emergency in 2011, Turkey declared a temporary protection regime for Syrian refugees, ensuring no forced return and no limit of duration of stay in Turkey. At the outset, refugees were accommodated in camps administered by AFAD, where they received protection and assistance. Local authorities have been involved in the delivery of services in urban settings. The adoption of a Temporary Protection Regulation in October 2014 has formalized the legal and administrative framework for protection and assistance of Syrians. The Government of Turkey has to-date reportedly spent \$ 7.6 billion on responding to the emergency.

UNHCR has been the lead and coordinating agency under the Inter-Agency Standing Committee (IASC) agreement, assisting the UN system and NGOs to support the activities of the host country.<sup>230</sup> In addition, UNHCR supports AFAD in its role as coordinator of national institutions and will assist DGMM as it takes on its protection related functions and its role of establishing effective coordination among stakeholders.

### **Purpose of the Evaluation**

The purpose of the evaluation is learning and accountability. Key questions to be addressed will be: how well did UNHCR adapt to the challenges posed by the demands of the emergency in Turkey, what impact has been secured for persons of concern and affected populations, how effectively were funds allocated to the Syria operation spent, and which factors in the programme design and implementation led to optimal results?

It will focus upon the Syrian caseload only, and on the period 1 January 2014 to 30 June 2015. It will include the response in both camp and non-camp settings and will focus on protection, education, community empowerment and self-reliance, and programme planning (with reference to operations support). The evaluation will not include the pre-existing UNHCR activities before 2014, nor cover the mandate RSD operations.

The situation in Turkey has been declared a corporate L3 emergency by UNHCR. Given the significant number of refugees in Turkey, 2.18 million in September 2015, the refugee situation is the largest falling under UNHCR’s mandate.

The outcome of the evaluation should offer UNHCR, the MENA Bureau and the Representation in Turkey a possible adjustment of future strategies, policy, planning, key programme composition and orientation.

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<sup>228</sup> Turkey has maintained the geographical limitation to the definition of a refugee found in Article 1 of the 1951 Convention, which states ‘for the purposes of this Convention, the words ‘events occurring before 1 January 1951’ in article 1, section A, shall be understood to mean [...] ‘events occurring in Europe before 1 January 1951’.

<sup>229</sup> Regional Refugee & Resilience Plan 2015-2016, page 3.

<sup>230</sup> Syria Regional Response Plan, January to June 2013, page 91.

## Objectives of the Evaluation

The overall objectives of the evaluation of the emergency response in Turkey will be to:

- Provide an evaluation of UNHCR's response to the on-going emergency influx of refugees from Syria into Turkey in the period extending from 1 January 2014 to 30 June 2015.
- Assess the extent to which pre-determined objectives have been met, including reasons for success or failure, taking into account the extent to which factors internal and external to all humanitarian actors have influenced the effectiveness of UNHCR's protection and assistance programmes, for example the rapidity with which the emergency unfolded during the period under review, the timing and conditions of funding, availability of human resources and policies.
- Identify protection and assistance gaps for persons of concern to UNHCR, including an explanation of causes and reasons, and suggest remedial action required to address identified needs. This will take into account the different challenges in assisting refugees in a wide variety of settings.
- Seek to provide insights into UNHCR's strategic positioning within Turkey in relation to the Syria emergency, the NGO and UN partnerships it has made to further its objectives, the design of the programme, and the performance of the implemented activities. The outcome should permit UNHCR management to take strategic decisions on these issues and inform the design of possible new interventions.

## Users and Stakeholders

The primary users of the evaluation will be the key UNHCR stakeholders, particularly managers involved in the field response to this refugee emergency. Other internal users will be the MENA Bureau, the Division of Emergency, Security and Supply (DESS), the Division of Programme Support and Management (DPSM), the Division of International Protection (DIP), the Department of Information Systems and Telecoms (DIST), and the Division of Financial and Administration Management (DFAM). External stakeholders with an interest in the evaluation include refugees and host communities, national and local authorities, agencies that are part of the 3RP, NGO partners, and donors, who might use the evaluation results for learning, awareness and advocacy purposes.

## Focus of the Evaluation

### History of UNHCR's involvement in the country and the evolution of the programme:

UNHCR's Offices in Turkey were first opened in 1960. Shortly afterwards, in March 1962, Turkey ratified the 1951 Convention and, in July 1968, its 1967 Protocol. However, Turkey maintained the geographical limitation and, consequently, UNHCR has conducted RSD for non-Europeans under the High Commissioner's mandate. Prior to the Syrian emergency, UNHCR's role focused on advising the Government on new asylum legislation and addressing the needs of non-European refugees, principally from Afghanistan, Iran and Iraq.

Since the start of the conflict in Syria, the Government of Turkey has taken the lead in responding to the refugee crisis, declaring a temporary protection regime and accommodating Syrian refugees initially in nine camp locations in the south of the country. At this early stage, the Government stated that it had sufficient capacity and did not seek international support. UNHCR provided technical advice to the authorities on registration, voluntary repatriation and camp management, while also dealing with an increased urban caseload of arrivals deriving from the Syria situation, such as Iraqis.

In 2012, inter-agency budget projections had to be revised twice to address the dramatic increases in arrivals. This resulted in three regional response plans for March-December 2012. The first appealed for \$84.1 million for 96,500 refugees (UNHCR Turkey component of \$8.4 million), the second appealed for \$193.2 million for 185,000 refugees (UNHCR Turkey component of \$13.2 million), while the third appealed for \$487.9 million for 710,000 refugees (UNHCR Turkey component of \$55.6 million).

In view of the growing demands, in April 2012, the Government expressed readiness to accept assistance. UNHCR gained access to refugee camps and contributed with core relief items, monitoring of key protection issues and provision of technical assistance on camp management. By the end of the year, the majority of the 149,000 refugees were hosted in 16 camps while 70,000 Syrians were estimated to be living outside camps, also under the temporary protection regime.

Registration of the urban refugee population by the Turkish authorities began in 2013 and within months the numbers overtook those in camp locations. On Government confirmation that humanitarian agencies could provide assistance in urban areas, UNHCR contributed core relief items, as directed by AFAD, provided funding for mobile registration units, and conducted needs assessments in a number of urban locations. UNHCR also increased its presence in camp locations, establishing offices/ field units and increasing its workforce in provinces hosting camps.<sup>231</sup>

In 2014, two significant developments in the protection landscape were the entry into force of the Law on Foreigners and International Protection establishing the DGMM to manage international protection and migration-related matters, and the adoption of a Temporary Protection Regulation. In the latter, entitlements and rights were set out, including access to the labour market.

By the end of 2014, Syrians had become the largest single refugee population under UNHCR's mandate with 1.6 million in Turkey. Of these, 229,000 were hosted in 22 camps and nearly 1.4 million in communities. In September 2014, ongoing armed conflict in the Syrian town of Kobane resulted in a significant influx of nearly 200,000 Syrian refugees in the space of several weeks. Further to Security Council Resolution 2139, UNHCR provided cross-border assistance into Syria.

The large number of refugees, in particular in urban locations in the south, sharply challenged national structures and the resources of host communities. UNHCR contributed towards basic needs through the provision of shelter, WASH and basic items in camps, urban settings and host communities. However, identifying the needs of the urban population has been a challenge due to lack of comprehensive registration data.

The Regional Refugee & Resilience Plan 2016-2017 (3RP) projects a number of 2.75 million registered Syrian refugees by December 2016. It is estimated that 565,000 members of impacted communities will be targeted by the 3RP.

The resilience-based response foreseen in the 3RP enables the international community and UNHCR to support the most affected local populations with basic needs, WASH, healthcare and livelihood opportunities. The 3RP response to the Syria situation is coordinated by UNHCR and UNDP.

#### PLANNING FIGURES FOR TURKEY<sup>232</sup>

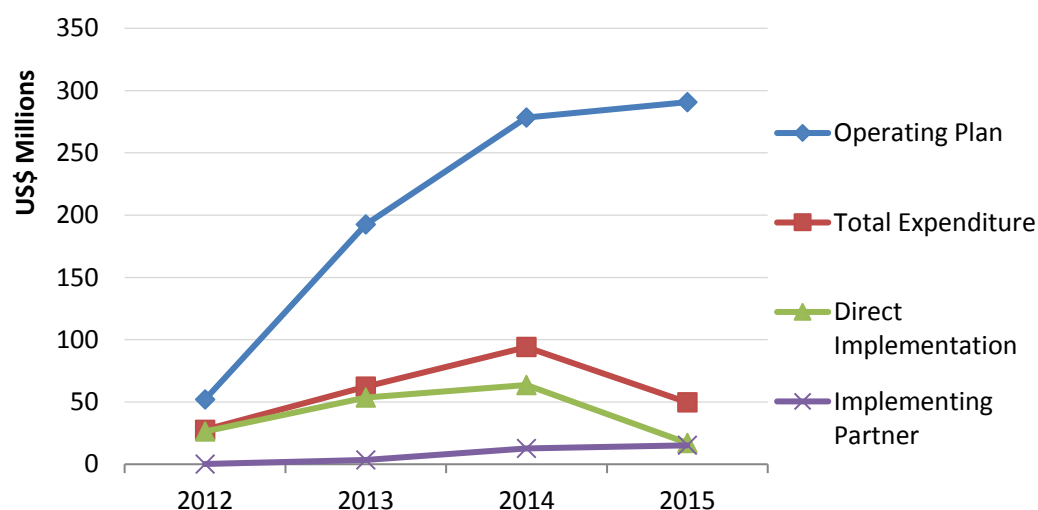
Type of Population	Origin	December 2015
Refugees	Afghanistan	3,930
	Iraq	37,470
	Syrian Arab Rep.	1,700,000
	Various	17,070
Asylum-seekers	Afghanistan	42,330
	Islamic Rep. of Iran	14,250

<sup>231</sup> Hatay, Adana, Malatya, Mardin, Sanliurfa, Gaziantep, Kilis, Kahramanmaraş, Adiyaman and Osmaniye.

<sup>232</sup> Planning figures in this table are based on trends and registration data from early 2014.

PLANNING FIGURES FOR TURKEY <sup>232</sup>		
	Iraq	67,070
	Various	6,820
<b>Stateless</b>	Stateless	550
	Russian Federation	310
<b>Total</b>		<b>1,889,780</b>

#### Overall budget trends between 2012 and 2015:



#### Narrative description of the main objectives and its intended target population:

The 2014 Country Operation Plan distinguishes four populations of concern to UNHCR in Turkey as follows: (i) refugees and asylum-seekers from Syria in Turkey, (ii) refugees and asylum-seekers in urban areas, (iii) stateless persons, and (iv) Turkish returnees. For the purposes of this evaluation, which addresses the Syria emergency, the focus will be on refugees and asylum-seekers from Syria in Turkey (who are living inside and outside camps).

The evaluation will prioritize four objectives which have been identified as the defining priorities of UNHCR's Syria operation in Turkey: (i) protection, (ii) basic needs and essential services (notably education), (iii) community empowerment and self-reliance, and (iv) programme planning (with reference to operations support). A summary breakdown of these objectives and their intended outcomes and provisional expenditures from the 2014 Country Operations Plan are as follows:

##### 1. Protection

This objective comprises six outcomes: (i) access to the territory improved and risk of *refoulement* reduced, (ii) public attitudes towards persons of concern improved, (iii) reception conditions improved, (iv) quality of registration and profiling improved or maintained, (v) access to and quality of status determination procedures improved, and (vi) family re-unification achieved.

The total budget for this objective was **US\$ 12,110,642**. Final expenditure amounted to US\$ 9,568,643. Of the final expenditure, 33% was allocated to implementing partners (US\$ 3,179,918).

## 2. Basic needs and essential services

This objective comprises one selected outcome: (i) population has optimal access to education.

The total budget for this objective was **US\$ 253,882**. Final expenditure amounted to US\$ 245,847. Of the final expenditure, 15% was allocated to implementing partners (US\$ 36,517).

## 3. Community empowerment and self-reliance

This objective comprises two outcomes: (i) community mobilization strengthened and expanded, and (ii) peaceful co-existence with local communities promoted.

The total budget for this objective was **US\$ 5,126,762**. Final expenditure amounted to US\$ 4,516,913 through implementing partner projects.

## 4. Programme management

This objective comprises two outcomes: (i) logistic and supply optimized to serve operational needs, and (ii) operations management, coordination and support strengthened and optimized.

The total budget for this objective was **US\$ 2,371,041**. Final expenditure amounted to US\$ 2,461,746. Of the final expenditure, 16% was allocated to implementing partners (US\$ 387,411).

### **Description of the main challenges:**

The influx of refugees to Turkey shows no signs of abating, with a projected number of 2.5 million in 2015. The vast numbers will continue to present a huge challenge to the Turkish authorities as they strive to maintain levels of assistance in the camps and ensure that the urban population has access to essential services. The situation is further aggravated by an increase in arrivals of non-Syrian refugees, including Afghans, Iraqis and Iranians, as well as stronger border controls in Greece and Bulgaria that have placed increased demands on asylum space in Turkey.

After years of displacement, there are indications that Syrian refugees have exhausted their own resources and are increasingly resorting to negative coping mechanisms such as begging, child labour, early and forced marriage and survival sex. The large number of refugees is also placing pressure on local infrastructure, employment and social services, leading to repercussions for host communities with an estimated 8.2 million impacted as the capacity of national structures declines. As a result, social tensions have risen between Syrian refugees and host communities.<sup>233</sup>

Lack of international support to Turkey is a constraint and challenge to ongoing efforts to continue to provide protection and assistance to a growing refugee caseload. UNHCR's response to the Syria emergency in Turkey has required an enormous contribution both in terms of human and financial resources, with budgetary requirements increasing fivefold between 2012 and 2015.<sup>234</sup> However, Turkey's share in regional response plan has been the least funded among all of Syria's neighboring countries placing a strain on capacity and response on the ground.

### **Scope of the Evaluation**

Given that this evaluation will cover the UNHCR response to the Syria emergency, it will limit itself to addressing the population of concern – refugees and asylum-seekers from Syria in Turkey. The sites to be visited by the evaluation will be decided in consultation with the Turkish authorities and UNHCR BO Ankara. The aim will be to ensure a balance between camp and urban contexts. Cross-border activities into Syria under the Syrian Humanitarian Assistance Response Plan (SHARP) fall outside the scope of this evaluation.

<sup>233</sup> Regional Refugee & Resilience Plan 2015-2016, page 6.

<sup>234</sup> UNHCR Turkey's financial requirements were US\$ 55,654,040 in the September 2012 RRP3 and US\$ 291,838,900 in the 2015-2016 3RP.

**Strategic positioning:**

Taking into account UNHCR's mandate, presence and established programme in Turkey the evaluation will aim to establish to what degree the programme is:

- Relevant to the needs of the affected populations.
- Making a substantial contribution to government and humanitarian objectives.
- Set up to be complementary to the efforts of others working in the same domain/area.

**Policy formulation and decision-making:**

The evaluation will identify the key drivers and decisive factors that have determined the shape and composition of the programme in Turkey and to what degree UNHCR has:

- Analysed the political, security and protection climate/displacement situation and related protection needs sufficiently, and factored these insights into the design of its interventions.
- Appraised whether it has sufficient technical capacities and financial resources to manage its interventions strategically and to secure identifiable results.
- Assessed whether the quality of its selected partnerships with NGOs is appropriate.
- Put in place sufficient capacity to monitor and to generate insights into the operation to allow for change and adaptation in response to changes within the operating environment or in the needs of persons of concern.
- Reviewed the issues that may have led to the choice of different strategies and/or approaches being adopted by UNHCR (government policy and capacities, humanitarian imperatives, gaps in identified needs and response capabilities, resource levels, etc.).

**Evaluation Questions**

The overarching evaluation question will be the effectiveness of the protection and assistance activities implemented by UNHCR and its NGO partners in meeting the needs of Syrian persons of concern to UNHCR in Turkey. More specifically, it should assess the efficiency and effectiveness of UNHCR's role coordinating UN efforts to provide support and assistance to the Government of Turkey in its response to the Syria emergency (analysis of needs, allocation of means, gap analysis, relations and coordination with NGO and UN partners of UNHCR, and between humanitarian and development actors).

This overarching evaluation question will be explored through the following Organisation for Economic Cooperation and Development (OECD) and Development Assistance Committee (DAC) evaluation criteria and questions:

**Main cross-cutting evaluation questions**

The questions below could be refined based on further discussions and reflection during the scoping mission to Turkey in January 2016.

**1. Coordination**

1.1 How effective was UNHCR in supporting AFAD in its role as coordinator of national institutions and DGMM in its role of establishing effective coordination among stakeholders?

1.2 How effective was UNHCR's performance in its role coordinating UN, and NGO partners to provide support and assistance to the Government of Turkey?

1.3 What were the main coordination products and the quality of those products?

1.4 What changes, if any, to UNHCR's coordination role/arrangements should be envisaged in Turkey to produce better programme outcomes in future?

## 2. Efficiency

2.1 Were resources used efficiently or could alternative approaches have been used to achieve the stated objectives?

2.2 Was the planning process timely and adequate?

## 3. Coverage

3.1 To what extent did UNHCR's support to the Government of Turkey assist in ensuring that protection and assistance interventions reached Syrian refugees, both within camps and in urban areas?

3.2 Were persons of concern, in particular persons with specific needs (women and children, persons with disabilities, vulnerable host communities, etc.), correctly and fairly identified and targeted, and by whom?

## 4. Appropriateness

4.1 Were assessments/ consultations with persons of concern carried out to identify needs and priorities?

4.2 Has UNHCR's assistance to the Government of Turkey and to Syrian refugees been appropriate in view of the local context and customs?

## 5. Impact

5.1 What is the evidence that interventions made by UNHCR and its partners supported the Government of Turkey to improve the situation of Syrian refugees to UNHCR in the respective sectors?

5.2 Have satisfactory humanitarian standards (e.g. Sphere and/or UNHCR) been met?

5.3 Are appropriate systems and indicators in place to monitor, measure, or assess impact?

5.4 Has UNHCR established effective feedback mechanisms, for example participatory assessments, and what are the persons of concern perceptions of the impact of UNHCR's assistance programmes?

5.5 Are any of the interventions doing harm?

## 6. Sustainability and connectedness

6.1 How has UNHCR's assistance contributed to strengthening the capacities of host government authorities and organisations to manage the consequences of the rapid growth of the Syrian refugee population?

6.2 What measures have been taken to guide UNHCR programme design and interventions for the longer-term?

6.3 What has been UNHCR's role with respect to assisting the Turkish authorities to develop longer term policies and programmes?

6.4 What measures have been taken to guide UNHCR programme design and interventions to complement existing programmes?



## Sector-specific evaluation questions

### 7. Protection

7.1 Have UNHCR's contributions to the evolution of the refugee registration system resulted in quantitative improvements (i.e. reduction of the backlog and increased coverage)?

7.2 To what extent has UNHCR been able to contribute to ensuring that the needs of Syrian refugees are assessed and their profile and vulnerabilities identified, both through the improvement of the registration system and relevant assessments and monitoring? What impact has this had on targeting of interventions?

7.3 To what extent has UNHCR been able to verify that reception services were adequate?

7.4 To what extent has UNHCR been able to verify access to the territory by Syrian asylum seekers?

7.5 To what extent has UNHCR addressed Syrian refugee child protection risks?

7.6 To what extent has UNHCR addressed Syrian Refugees Sexual and Gender Based Violence risks?

7.7 Have durable solutions been given due consideration in the planning process? If yes, describe each solution.

### 8. Education

8.1 How successful has UNHCR been in ensuring that as many school-age children and adolescents/youth as possible gain access to education or appropriate learning opportunities?

8.2 What measures have been taken to explore opportunities for informal, vocational education and continuous learning?

8.3 Has there been effective coordination of policy development and interventions among the agencies and organisations participating in the education sector?

8.4 Has there been a clear and adequate division of labour with UNICEF with regard to education interventions?

### 9. Community empowerment and self-reliance

9.1 Was UNHCR's support for local authorities and communities well designed and appropriate?

9.2 What measures are in place in UNHCR to take account of and track incidences of social tension between local populations and refugees and what has been the range of responses?

9.3 What steps has UNHCR taken to leverage the engagement of NGO and UN partners in the delivery of support to local populations affected by the refugee presence?

9.4 What practical steps have been taken by UNHCR to foster reflection and coordinate policy and interventions in support of mixed refugee and local communities?

9.5 What initiatives have been taken to promote access to livelihoods amongst persons of concern?

### 10. Programme planning (with reference to operations support)

10.1 Has the supply chain functioned efficiently and have the NFIs provided by UNHCR been appropriate and useful for the refugees?

10.2 Has the winterisation package been adequate, delivered in a timely fashion and on a sufficiently substantial scale to adequately face winter conditions?

10.3 Could NFI support be carried out in a more cost-efficient way?

**Performance and results:**

The evaluation will assess UNHCR's performance and results on the basis of:

- The objectives set and results achieved as against the standard evaluation criteria for a humanitarian operation – efficiency, effectiveness, relevance, sustainability, coordination and coverage.
- The quality of NGO and UN partnerships developed and the degree to which these have served UNHCR's objectives.

**Scoping mission:**

Prior to completing the final ToR, PDES will organize a scoping mission to Turkey in January 2016. The scoping mission will be an important component of the design phase of the evaluation. It will allow PDES to verify that it is possible to reliably evaluate the Turkey operation's response to the Syria emergency as well as validating the priorities and key questions.

The scoping mission will: (i) supplement the data and information available for the evaluation, (ii) confirm that relevant objectives and indicators have been set for the evaluation and finalize the ToR, (iii) address practicalities for the evaluation such as the schedule of the mission/ access to sites, and (iv) meet, consult and explain the purpose of the evaluation to the Government of Turkey.



## Appendix II Evaluation Matrix

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
1. Coordination	1.1. How effective was UNHCR in supporting AFAD <sup>235</sup> and DGMM <sup>236</sup> in their coordination roles?	<p>1.1.1 What support has UNHCR provided to AFAD and DGMM to enhance coordination?</p> <p>1.1.2 To what extent has this support contributed to a better coordination of national institutions and stakeholders?</p> <p>1.1.3 How could this support be improved?</p>	<p>Evidence of UNHCR support to AFAD and DGMM</p> <p>Scope of support</p> <p>Timeliness of support</p> <p>Evidence of UNHCR support contributing to AFAD's and DGMM's coordination of national institutions and stakeholders</p> <p>Evidence of strengths and shortfalls in UNHCR support to AFAD and DGMM in their coordination roles</p>	<p>Reports of AFAD and DGMM coordination meetings and products</p> <p>Action plans and reports from UNHCR, AFAD and DGMM</p> <p>UNHCR staff in Ankara and field offices</p> <p>AFAD staff in Ankara and Provincial Directorates</p> <p>DGMM staff in Ankara and Provincial Directorates</p> <p>National institutions and other relevant stakeholders</p>	<p>Document review</p> <p>Phone or in-person interviews with key staff</p> <p>Phone or in-person interviews with national institution representatives</p> <p>Phone or in-person interviews with stakeholders</p> <p>Online survey with key staff, institutions and stakeholders</p>
	1.2 How effective was UNHCR's performance coordinating with Government, UN and non-	1.2.1 In what ways did the UNHCR country office supported the coordination of protection and assistance to	Type and scope of UNHCR's activities to coordinate UN, implementing and	Partnership agreements with UN, implementing and NGO partners	Document review Phone or in-person interviews with key staff from UN,

<sup>235</sup> Disaster and Emergency Management Agency (Turkey)

<sup>236</sup> General Directorate for Migration Management (Turkey)

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
	governmental partners to provide support and assistance at the National and Sub-national levels?	<p>refugees at the National and Sub-national levels?</p> <p>1.2.2. How effective was UNHCR in promoting a division of labour, and avoiding duplication, gaps and resource competition in its work with (a) Government partners, (b) UNCT members, (c) implementing partners, and (d) operational partners?</p>	<p>operational/NGOs partners in support to Government of Turkey</p> <p>Evidence of division of labour; and reduced duplication, gaps and resource competition resulting from UNHCR's coordinating role with implementing and operational/NGO partners</p>	<p>Minutes or reports of coordination meetings</p> <p>Operation plans and reports from UNHCR and UN, implementing and NGO partners</p> <p>UNHCR staff in Ankara and field offices</p> <p>UN partner agencies key staff in Ankara and field offices (priority on IOM, UNICEF and WFP, and also UNDP, WHO and UNFPA)</p> <p>Implementing partners' key staff in the field</p> <p>Operational/NGO partners' key staff in Ankara and the field</p>	<p>implementing and NGO partners</p> <p>Online survey with key staff from UN, implementing and NGO partners</p>
	1.3 Were the main coordination processes and products effective?	<p>1.3.1 What were the main coordination processes, and what was the quality of those processes?</p> <p>1.3.2 What were the main coordination products?</p> <p>1.3.3 To what extent were these products relevant and useful to</p>	<p>Evidence of UNHCR coordination products being used to set priorities and guide actions</p> <p>Evidence of products improving coordination among stakeholders (clear division of labour; reduced duplication,</p>	<p>RRP6 and 3RP strategy documents and annual plans</p> <p>Reports from UNHCR and UN, implementing and NGO partners</p>	<p>Document review</p> <p>Phone or in-person interview with key staff from UN, implementing and NGO partners</p> <p>On-line survey with key staff from UN,</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		<p>partners and stakeholders' needs?</p> <p>1.3.4 To what extent are these products coherent, adapted to evolving circumstances, and sustainable?</p>	<p>gaps and resource competition)</p> <p>Degree of acceptability, reliability and use of these products among stakeholders</p>	<p>Minutes or reports of coordination meetings</p> <p>UNHCR staff in Ankara and field offices</p> <p>UN partner agencies' key staff in Ankara and field offices</p> <p>Implementing partners' key staff in the field</p> <p>NGO's partners key staff in Ankara and the field</p>	<p>implementing and NGO partners</p>
	<p>1.4 Given the likelihood of a protracted Syrian refugee situation, what changes to UNHCR's coordination role/ arrangements would produce better programme outcomes?</p>	<p>1.4.1 Looking ahead, what are the main areas for improvement in UNHCR's coordination role and arrangements with key stakeholders?</p> <p>1.4.2 What could UNHCR do to improve coordination efficiency and effectiveness?</p>	<p>Evidence of strengths and weaknesses in UNHCR coordination role and arrangements with partners</p> <p>Rational anticipation of protracted situation potentially affecting or requiring different roles and arrangements between UNHCR and key partners</p> <p>Perceptions from UNHCR and partners of possible improvements</p> <p>Willingness from UNHCR and partners to implement changes in</p>	<p>UNHCR staff in Ankara and field offices</p> <p>UN partner agencies key staff in Ankara and field offices</p> <p>Implementing partners' key staff in the field</p> <p>NGO's partners key staff in Ankara and the field</p> <p>GoT officials</p>	<p>Document review</p> <p>Phone or in-person interview with key staff from UN, implementing and NGO partners</p> <p>On-line survey with key staff from UN, implementing and NGO partners</p> <p>In-person interviews with GoT officials</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
			coordination roles and arrangements		
<b>2. Efficiency</b>	2.1 Were UNHCR's resources used efficiently to achieve the stated objectives?	<p>2.1.1 To what extent were (human and financial) resources allocated and used according to plan?</p> <p>2.1.2 To what extent were budget and expenditures commensurate with the needs and challenges to be addressed?</p> <p>2.1.3 To what extent were plans adjusted to meet evolving priorities in the face of funding shortfalls?</p> <p>2.1.4 To what extent were funds disbursed in a timely manner, according to plan and/or responding to needs and objectives?</p> <p>2.1.5 Were risks of inadequate funding identified in the Risk Register with appropriate mitigation measures?</p>	<p>Adequacy and timeliness of UNHCR's human resources distribution across territory and sectors with respect to needs and objectives</p> <p>Evidence that UNHCR re-prioritised spending to maximise impact in the context of funding shortages</p> <p>Level of expenditures with regard to program needs and objectives</p> <p>Degree of cost-consciousness throughout UNHCR operations</p> <p>Evidence of risks and alternative approaches having been considered and reasons for not having been taken</p>	<p>Audits, budget expenditures and financial documentation</p> <p>2014 and 2015 risk registers</p> <p>Operational plans and reports (human resources allocation)</p> <p>UNHCR staff in Ankara and field offices</p>	<p>Document review</p> <p>In person interview with key managers</p>
	2.2 Was the planning process timely and relevant?	<p>2.2.1 To what extent did UNHCR allocate enough time and resources into the COP planning process?</p> <p>2.2.2 How relevant and useful was the COP to guide programming?</p>	<p>Perception that the COP planning process took place at the right moment given the circumstances</p> <p>Evidence that the COP process took into</p>	<p>Design and planning documentation</p> <p>FOCUS</p> <p>UNHCR staff in Ankara and field offices</p>	<p>Document review</p> <p>FOCUS analysis</p> <p>Phone or in-person interviews with key UNHCR managers</p>



EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
			<p>account different stakeholders' needs and objectives</p> <p>Extent to which enough resources and time were allocated to the COP planning process given the scale and complexity of the programme</p>		On-line survey with key UNHCR managers
<b>3. Coverage</b>	3.1 To what extent did UNHCR's support to the Government of Turkey assist in ensuring that protection and assistance interventions reached Syrian refugees both within camps and out of camps?	<p>3.1.1 In what ways did UNHCR support the strengthening of the protection environment for Syrians in Turkey?</p> <p>3.1.2 To what extent has the support of UNHCR made a difference in terms of increasing the coverage of persons of concern?</p>	<p>Evidence, type and scope of UNHCR's support to the Government of Turkey intended to ensure the protection and assistance of persons of concern in and outside camps</p> <p>Evidence that this support helped the Government of Turkey to protect and assist the largest possible number of persons of concern</p>	<p>UNHCR operational reports</p> <p>Timeline of policy and legislative changes</p> <p>Registration data</p> <p>UN partner agencies' key staff in Ankara and field offices</p> <p>Government of Turkey officials in Ankara and local authorities</p>	<p>Document review</p> <p>Data provided by UNHCR IMO</p> <p>In-person interviews</p>
	3.2. Were persons of concern, in particular persons with specific needs (women and children, disabled, vulnerable host communities, etc.), correctly and fairly identified and targeted, and by whom?	<p>3.2.1 To what extent have vulnerable persons of concern been correctly identified?</p> <p>3.2.2 To what extent have persons with specific needs been appropriately targeted?</p> <p>3.2.3 To what extent have persons with specific needs received assistance?</p>	<p>Evidence of measures and interventions implemented by Government, UNHCR and implementing partners to correctly identify and appropriately target persons of concern, and persons with specific needs in particular</p>	<p>UNHCR reports</p> <p>Survey and assessment reports of IPs and other key agencies</p> <p>UNHCR staff in field offices</p> <p>Implementing partners' key staff in the field</p>	<p>Document review</p> <p>In-person interviews with key UNHCR, and implementing partners</p> <p>In-person interviews with local authorities</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		3.2.4 What were the barriers to identification, targeting and provision of assistance to vulnerable persons of concern, and how might they be overcome in future?	Total number and proportion of persons of concern, and persons with specific needs in particular, having been adequately identified and targeted with UNHCR support	Local authorities Published reports of think tanks	Existing and planned household surveys conducted by Government, think tanks and IPs
4. Appropriateness	4.1 Were assessments/beneficiary consultations carried out to identify needs and priorities?	4.1.1 What assessments/beneficiary consultations were carried out by UNHCR and/or its partners? 4.1.2 To what extent have UNHCR planning processes incorporated relevant beneficiary needs and priorities?	Evidence of needs assessments or beneficiary consultations carried out to identify needs and priorities at the planning stage Evidence that relevant beneficiary needs and priorities were incorporated into the planning and implementation of interventions	UNHCR design, planning documentation UNHCR staff in field offices IP sub-agreements and reports	Document review In-person interviews with key UNHCR, and implementing partners
	4.2. Has UNHCR's support to the Government of Turkey and to Syrian refugees been appropriate in view of the cultural context and customs?	4.2.1 To what extent has support to the Government been adapted or sensitive to the Turkish context and customs? 4.2.2 To what extent has support to Syrian refugees been adapted or sensitive to their cultural context and customs? 4.2.3 Have services to refugees been made available in languages accessible to refugees?	Evidence of assistance interventions having been effective due to sensitivity to local culture and languages Incidence of open contradiction or conflict between local customs and UNHCR's assistance interventions Evidence of goods and services that were gender-inappropriate	UNHCR operational reports UNHCR staff and implementing partners in field offices Local authorities	Document review In-person interviews with key UNHCR staff and implementing partners In-person interviews with local authorities

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		4.2.4 Has support to refugees been provided in a way that is gender-appropriate?			
<b>5. Impact</b>	5.1 Have the interventions made by UNHCR and its partners, in support of the Government of Turkey, improved the situation of Syrian refugees in the respective sectors covered by this evaluation?	5.1.1 To what extent have UNHCR and IP interventions contributed to the Government of Turkey's efforts to improve the situation of Syrian refugees with regard to protection, education, community empowerment and programme planning (NFIs)?	Evidence of progress and achievement of output and outcome indicators in refugee camps and out of camps as per their respective sectors (protection, education, and community empowerment and self-reliance)	FOCUS RRP6/3RP dashboards UNHCR M&E reports UNHCR staff and NGO partners in field offices	Document review Quantitative analysis through FOCUS and RRP6/3RP dashboards In-person interviews with key UNHCR, and NGO partners
	5.2 Have satisfactory humanitarian standards (e.g. Sphere, INEE and/or UNHCR) been met?	5.2.1 What are the applicable humanitarian standards for UNHCR's work in Turkey? 5.2.2 To what extent have the applicable humanitarian standards been met by UNHCR and implementing partners throughout all interventions?	Evidence of humanitarian standards having been consistently followed and applied by UNHCR staff and implementing partners throughout the entire implementation process	UNHCR reports UNHCR staff and implementing partners in field offices Local authorities	Document review In-person interviews with key UNHCR, and implementing partners Field observation
	5.3. Are M&E systems in place to monitor, measure, or assess impact?	5.3.1 To what extent have UNHCR and implementing partners developed and consistently used adequate M&E systems with SMART indicators to monitor measure and assess impact?	Evidence of qualified staff allocated to M&E tasks Evidence of M&E system designed and integrated into planning and operational documentation Evidence that indicators used are adequate (SMART) to monitor,	Design and planning documents of programmes and interventions RRP6 and 3RP 2014 and 2015 COPs UNHCR M&E reports UNHCR staff and implementing partners in field offices	Document review In-person interviews with key UNHCR, and implementing partners FOCUS RRP6 and 3RP dashboards

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
			measure, and assess impact Evidence that the M&E system has been consistently used by UNHCR and implementing partners in the field throughout the implementation process		
	5.4. Has UNHCR helped establish effective beneficiary-feedback mechanisms, for example participatory assessments, and what are the persons of concern perceptions of the impact of UNHCR's assistance programmes?	5.4.1 How is beneficiary feedback sought for, collected and used by UNHCR and its partners? 5.4.2 What are the beneficiaries' perceptions of the impact of assistance provided with UNHCR's and IPs' support? 5.4.3 Are there sufficient AAP mechanisms in place (e.g. hotlines, email feedback mechanisms, periodic surveys)	Evidence of participatory or beneficiary feedback mechanisms designed, in place and used by UNHCR and implementing partners in the field Evidence that relevant feedback has been considered and integrated into future design, planning and implementation stages	Design, planning and operational documents of programmes and interventions UNHCR M&E reports UNHCR staff and implementing partners in field offices	Document review In-person interviews with key UNHCR, and implementing partners
	5.5. Are any of the interventions doing harm?	5.5.1 Is there evidence of unintended or unexpected negative outcomes from UNHCR interventions on local host communities, or other stakeholders, or targeted beneficiaries?	Evidence of unintended or unexpected negative outcomes from UNHCR interventions on local host communities or other stakeholders	UNHCR M&E reports UNHCR staff and implementing partners in field offices Local authorities Host communities	Document review In-person interviews with key UNHCR, and implementing partners In-person interviews with local authorities

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
<b>6. Sustainability and connectedness</b>	6.1. How has UNHCR's assistance contributed to strengthening the capacities of host government authorities and organisations to manage the consequence of the rapid growth of the Syrian population?	6.1.1 What UNHCR activities have strengthened host government and partner capacity?	Evidence of UNHCR's assistance intended to strengthen the capacity of local authorities and organisations to manage the effects of rapid refugee population growth  Evidence of this assistance having positively contributed to the capacity of local authorities and organisations to manage such population growth (infrastructure, services, conflict prevention and resolution, etc.)	UNHCR M&E reports UNHCR staff and implementing partners in field offices Local authorities Host communities	Document review In-person interviews with key UNHCR, and implementing partners In-person interviews with local authorities
	6.2. What measures have been taken to guide UNHCR programme design and interventions for the longer-term?	6.2.1 Given the likelihood that the Syrian refugee population will become protracted, how has UNHCR incorporated long-term perspectives, resilience and development dimensions in its planning?	Evidence and perception regarding whether long term programme design and interventions are likely to enhance impact and the sustainability of results  Perceptions regarding the durability, resilience and/or sustainability of interventions	Design, planning and operational documents UNHCR M&E reports UNHCR staff and implementing partners in Ankara and field offices Local authorities UN partners	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners
	6.3. What has been UNHCR's role with respect to assisting the Turkish authorities to develop longer term policies and programmes?	6.3.1 To what extent has UNHCR supported the Turkish authorities in the development of longer term policies and programmes?	Evidence of policy dialogue with Turkish authorities on programme	Policy dialogue documentation Reports	Document review In-person interviews with key UNHCR staff

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
			<p>sustainability and policy development</p> <p>Evidence that Turkish authorities take dialogue with UNHCR into account when developing long term policies and programmes</p>	<p>UNHCR staff in Ankara and field offices</p> <p>Local authorities</p> <p>Government of Turkey officials</p>	<p>In-person interviews with local authorities</p> <p>In-person interviews with government officials</p>
<b>7. Protection</b>	7.1 Have UNHCR's contributions to the evolution of the refugee registration system resulted in quantitative improvements (i.e. reduction of the backlog and increased coverage)?	7.1.1 What have been the major improvements in the registration system of Syrians in Turkey?	Degree of contribution of UNHCR to the evolution of the registration system	Planning and operational documents Government data	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners conducting registration and using registration data
		7.1.2 How has UNHCR contributed to the continuous improvement of the Syrian refugee registration system?	Extent of decrease in the registration backlog Extent of improved coverage of refugees	ProGres data (resettlement cases only) UNHCR M&E reports	In-person interviews with government officials
		7.1.3 To what extent has this evolution in the registration system decreased the backlog, improved the coverage, or achieved other quantifiable and positive outcomes?		UNHCR staff, UN agencies, and implementing partners in Ankara and field offices Local authorities	In-person interviews with government officials
	7.2. To what extent has UNHCR been able to contribute to ensuring that the needs of Syrian refugees are assessed and their profile and vulnerabilities identified, both through the improvement of the registration system and relevant assessments and monitoring? What impact	7.2.1 To what extent has the registration system captured needs and vulnerability information appropriate to the situation?	Depth, reach and quality of the registration data Depth, reach and quality of non-registration needs and vulnerability assessments	Planning and operational documents Government data UNHCR M&E reports	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners
7.2.2 What supplementary needs and vulnerability assessments or profiling exercises have been conducted, and with what quality?		Evidence that the profiles, needs and vulnerabilities of Syrian refugees have been better assessed and	UNHCR staff, UN agencies, and implementing partners in Ankara and field offices	In-person interviews with local authorities	

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
	has this had on targeting of interventions?	7.2.3 To what extent have these registration systems, assessments and monitoring activities been used by UNHCR and/or the Government of Turkey to improve the targeting of interventions?	addressed due to the implementation of these mechanisms Evidence that the results and information gathered through these mechanisms have been used to improve the targeting of interventions	Local authorities	
	7.3 To what extent has UNHCR been able to verify that reception services were adequate?	7.3.1 What do reception services consist of (at border, in camps and out-of-camps)? 7.3.2 To what extent do these services meet applicable standards? 7.3.3 To what extent have reception services implemented through UNHCR support been adapted to the circumstances and needs of the refugees, taking into consideration the scale of the refugee influx? 7.3.4 Are all vulnerable groups able to access reception services?	Evidence that reception services have been adapted to the circumstances and needs of the refugees Adequacy of reception services with regard to the number and needs of refugees Degree of flexibility and responsiveness of reception services	Planning and operational documents UNHCR M&E reports UNHCR and IOM staff and implementing partners in the field	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners Field observation
	7.4 To what extent has UNHCR been able to verify access to the territory by Syrian asylum seekers?	7.4.1 What activities have UNHCR conducted in order to verify access to the territory of Syrian asylum seekers? 7.4.2 Have there been any reports of persons being denied access to international	Main UNHCR interventions aimed at avoiding denial of access to international protection Evidence and degree of success of UNHCR's	Planning and operational documents UNHCR staff and implementing partners in Ankara and the field	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners



EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		<p>protection, and if so, then how did UNHCR's interventions address this issue?</p> <p>7.4.3 To what extent have instances of denial of access to international protection decreased due to UNHCR's interventions?</p> <p>7.4.4 In the specific context of Turkey, how can UNHCR improve its interventions to limit instances of denial of access to international protection?</p>	<p>interventions in avoiding instances of denial of access to international protection</p>	<p>UNHCR reporting Local authorities</p>	
	<p>7.5 Have durable solutions been given due consideration in the planning process? If yes, describe each solution.</p>	<p>7.5.1 Is there an adequate Solutions Strategy for the operation?</p> <p>7.5.2 To what extent are durable solutions adequately incorporated into the COPs 2014 and 2015 and related planning documents?</p> <p>7.5.3 What activities has UNHCR carried out in 2014 and 2015, directly or through partners or the Government, with regard to voluntary repatriation, resettlement and local integration?</p> <p>7.5.4 Were there sufficient resources allocated to solutions, considering the constraints of the operation?</p>	<p>Presence of a widely available Solutions Strategy</p> <p>Evidence that durable solutions have been appropriately discussed and considered during the planning process</p> <p>Evidence that durable solutions have been integrated into programme planning</p> <p>Evidence that durable solutions have been implemented at the operational level</p>	<p>Planning and operational documents COPs 2014 and 2015 UNHCR M&amp;E reports FOCUS UNHCR staff and implementing partners in Ankara and the field</p>	<p>Document review In-person interviews with key UNHCR, UN, implementing and NGO partners Analysis of UNHCR FOCUS and financial data</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
	7.6 To what extent has UNHCR addressed Syrian Refugees' Sexual and Gender Based Violence risks	7.6.1 To what extent have UNHCR and its partners supported and advocated for an appropriate SGBV policy and action plan in support of persons of concern? 7.6.2 What have been the main goals and achievements of UNHCR and its partners in advocating and supporting initiatives in support of SGBV victims and persons of concern?	Evidence and degree of success of UNHCR's interventions in advocating and supporting initiatives fighting against SGBV victims Type and adequacy of interventions to protect vulnerable groups of concern against SGBV	Planning and operational documents COPs 2014 and 2015 UNHCR M&E reports FOCUS UNHCR staff and implementing partners in Ankara and the field	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners Analysis of UNHCR FOCUS and financial data
<b>8. Education</b>	8.1 How successful has UNHCR been in ensuring that as many pre-school and school-age children and adolescents/youth as possible gain access to education or appropriate learning opportunities?	8.1.1 Which policies and programmes has UNHCR supported to ensure that pre-school and school-age children and youth have gained access to education or appropriate learning opportunities? 8.1.2 What is the number of pre-school and school-age children who have gained access to education or appropriate learning opportunities as a result of UNHCR's support to policies and programmes? 8.1.3 What are the main areas for improvement in order to ensure that pre-school and school-age children gain access to education or appropriate learning opportunities?	Type and adequacy of interventions to ensure access to education Number of children who have gained access to education as a result of UNHCR interventions Shortfalls and weaknesses of the interventions that explain children not having been able to access education	Planning and operational documents UNHCR M&E reports UNHCR staff, UNICEF, implementing and NGO partners in Ankara and the field Local authorities	Document review In-person interviews with key UNHCR, UN, implementing and NGO partners

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
	8.2 What measures have been taken by UNHCR to increase access to informal, vocational and higher education, and continuous learning?	<p>8.2.1 What actions has UNHCR taken to increase access to informal, vocational education and continuous learning opportunities for refugee children, adolescents and adults?</p> <p>8.2.2 What actions has UNHCR taken to increase access to higher education opportunities for Syrian refugees in Turkey?</p> <p>8.2.3 How successful has UNHCR been in providing access by refugees to these education services?</p> <p>8.2.4 How could UNHCR's efforts to increase education access be further improved?</p>	<p>Evidence and type of informal, vocational, continuous and higher education opportunities already existing or available</p> <p>Evidence of types of informal, vocational, continuous and higher education opportunities having been created or developed with the support of UNHCR</p> <p>Number of students having been referred to these opportunities</p> <p>Number of students having accessed and made good use of these opportunities</p>	<p>Planning and operational documents</p> <p>UNHCR M&amp;E reports</p> <p>UNHCR staff, UNICEF, implementing and NGO partners in Ankara and the field</p> <p>Local authorities</p>	<p>Document review</p> <p>In-person interviews with key UNHCR, UN, implementing and NGO partners</p> <p>Interviews with local authorities</p>
	8.3 Has there been effective coordination of policy development and interventions among the UN agencies, government organisations, and other partners participating in the education sector?	<p>8.3.1 How have the concerned agencies and organisations collaborated in policy development and coordinated their interventions in the education sector?</p> <p>8.3.2 How effective has this coordination been in terms of avoiding duplicating efforts, filling gaps, addressing children's needs, optimizing resources and ensuring an adequate coverage?</p>	<p>Evidence, type and degree of coordination among agencies and organisations on education policy development and interventions</p> <p>Evidence of duplication of efforts having been avoided or reduced, gaps being filled, children's needs better addressed, resources optimized and coverage increased as a</p>	<p>Planning and operational documents</p> <p>UNHCR M&amp;E reports</p> <p>UNHCR staff, UNICEF, implementing and NGO partners in Ankara and the field</p> <p>Government officials (i.e., Ministry of National Education)</p> <p>Local authorities</p>	<p>Document review</p> <p>In-person interviews with key UNHCR, UN, implementing and NGO partners</p> <p>In-person interviews with GoT officials</p> <p>In-person interviews with local authorities</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		<p>8.3.3 To what extent are there other ways to improve this coordination?</p> <p>8.3.4 Has there been a clear and adequate division of labour with UNICEF with regard to education interventions?</p>	<p>result of the coordination</p> <p>Evidence or perception of alternative ways for improving coordination</p>		
<b>9. Community empowerment and self-reliance</b>	9.1 Was UNHCR's support for local authorities and communities well designed, planned and implemented?	<p>9.1.1 How did UNHCR design its support for local authorities and communities?</p> <p>9.1.2 How did UNHCR implement its support for local authorities and communities?</p> <p>9.1.3 In what areas has UNHCR's support to local authorities and communities mainly focussed?</p> <p>9.1.4 How effective has this implementation been?</p> <p>9.1.5 What are the areas for improving this assistance?</p>	<p>Evidence that UNHCR's involvement in supporting local authorities and communities was integrated into the planning process and reflected in the relevant documentation</p> <p>Areas and degree of involvement of UNHCR in assisting local authorities and communities</p> <p>Evidence or perception of areas for improvement, especially at the design and planning stages</p>	<p>Design and planning documentation</p> <p>UNHCR M&amp;E reports</p> <p>UNHCR staff in Ankara and field offices</p> <p>Local authorities</p> <p>Host communities</p>	<p>Document review</p> <p>In-person interviews with key UNHCR staff</p> <p>In-person interviews with local authorities</p>
	9.2 What measures are in place in UNHCR to take account of and track social tensions between host communities and refugees?	9.2.1 What are the causes and types of tensions between host communities and refugees that occur more frequently? Which ones are more pervasive, deep-rooted?	Evidence of the types, incidence and prevalence of social tensions between host communities and refugees	<p>Planning and operational documentation</p> <p>UNHCR M&amp;E reports</p> <p>UNHCR staff in Ankara and field offices</p>	<p>Document review</p> <p>In-person interviews with key UNHCR staff, UN, implementing and NGO partners</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		<p>9.2.2 What measures have been put in place by UNHCR to monitor and respond to these tensions?</p> <p>9.2.3 How effective have these measures been in terms of responding to tensions?</p>	<p>Types of measures in place by UNHCR to track and address social tensions</p> <p>Evidence or perception of measures being adequate and adapted to the local circumstances</p> <p>Evidence of measures having proved useful in monitoring and addressing incidents and conflicts</p>	<p>UN, implementing and NGO partners in Ankara and the field</p> <p>Local authorities</p> <p>Host communities</p>	<p>In-person interviews with local authorities</p>
	<p>9.3 What steps has UNHCR taken to encourage NGOs and UN partners to support host communities affected by the refugee presence?</p>	<p>9.3.1 What practical steps have been taken by UNHCR to foster reflection and coordinate policy with a view to harmonising relations between refugees and host communities?</p> <p>9.3.2 What actions has UNHCR taken to encourage NGOs and UN partners to support host communities affected by the refugee presence?</p> <p>9.3.3 How effective have these actions been? What results have been observed?</p> <p>9.3.4 How can UNHCR improve its efforts to encourage partners to support host communities?</p>	<p>Evidence of UNHCR analysis and policy work to reduce the risk of social tensions</p> <p>Evidence of UNHCR advocacy to encourage NGO and UN partners to support host communities</p> <p>Evidence of these measures being successful, increasing the investment of NGO and UN partners, and contributing to the prevention and resolution of community conflicts</p>	<p>Planning and operational documentation</p> <p>UNHCR M&amp;E reports</p> <p>UNHCR staff in Ankara and field offices</p> <p>NGO partners in Ankara and the field</p> <p>Local authorities</p> <p>Host communities</p>	<p>Document review</p> <p>In-person interviews with key UNHCR staff and NGO partners</p> <p>In-person interviews with local authorities</p> <p>Field observation</p>

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
	9.4 What initiatives has UNHCR taken to promote access to work and livelihoods amongst Syrian persons of concern?	9.4.1 What initiatives has UNHCR taken to promote access to work and livelihoods amongst persons of concern? 9.4.2 How effective have these initiatives have been? 9.4.3 What are the areas for improvement to increase the coverage and impact of employment and livelihoods initiatives?	Evidence that livelihoods initiatives are part of the design, planning and implementing process of UNHCR Types and scale of livelihoods initiatives Evidence and perceptions of successes and shortfalls in terms of coverage, adequacy and impact on the needs of beneficiaries Evidence or perceptions on areas for improvement (coordination, needs assessments, planning, etc.)	Design, planning and operational documentation UNHCR M&E reports UNHCR staff in Ankara and the field UN and implementing partners in Ankara and the field NGO partners in Ankara and the field Local authorities	Document review In-person interviews with key UNHCR staff and NGO partners In-person interviews with local authorities Field observation
<b>10. Programme planning (with reference to operations support)</b>	10.1 Have NFIs and winterisation packages provided by UNHCR and its partners been appropriate and useful for the refugees?	10.1.1 To what extent was the delivery of NFIs and winterisation packages based on needs assessment and accurate communication from the field? 10.1.2 To what extent has the supply chain functioned efficiently in terms of sourcing, storing, transporting and delivering the right amount of items on-time, at the right location and at a reasonable cost given the circumstances?	Evidence of the supply chain functioning (sourcing, storing, transporting and delivering) Evidence of bottlenecks in the supply chain (delays, waste, high cost-drivers, communications, etc.) Evidence of a supply chain monitoring system and feedback mechanism from beneficiaries	Design, planning and operational documentation UNHCR M&E reports UNHCR staff in Ankara and the field UN and implementing partners in Ankara and the field NGO partners in Ankara and the field Local authorities Host communities	Document review In-person interviews with key UNHCR staff and NGO partners In-person interviews with local authorities

EVALUATION THEMES	QUESTIONS	SUB-QUESTIONS	INDICATORS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
		<p>10.1.3 What are the main challenges and bottlenecks in supply chain affecting its efficiency?</p> <p>10.1.4 How could the supply chain function more efficiently?</p> <p>10.1.5 To what extent have NFIs/cash been used as expected and produced the desired effects?</p> <p>10.1.6 To what extent is there room for improvement in these areas?</p>	<p>Evidence that beneficiaries use NFIs/cash as expected and that results are observed</p> <p>Degree of satisfaction of beneficiaries with the types, amounts and timeliness of NFIs delivered</p> <p>Evidence that relevant monitoring and feedback data have been integrated into the supply chain planning, logistics and operations</p> <p>Evidence or perception for improvement (addressing bottlenecks, monitoring, feedback, efficiency and effectiveness)</p>		



## Appendix III Mapping of Stakeholders

<b>AFAD</b>	Prime Ministry Disaster and Emergency Management Authority
<b>ASAM</b>	Association for Solidarity with Asylum-Seekers
<b>Bilgi ÇOÇA</b>	Istanbul Bilgi University Child Studies Unit
<b>DGMM</b>	Director General Migration Management
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>IBC</b>	International Blue Crescent Relief and Development Foundation
<b>IHH</b>	Humanitarian Relief Foundation
<b>IOM</b>	International Office of Migration
<b>HCA</b>	Helsinki Citizens Assembly
<b>MoI</b>	Ministry of Interior
<b>MoFSP</b>	Ministry of Family and Social Polices
<b>MoNE</b>	Ministry of National Education
<b>MoH</b>	Ministry of Health
<b>NGO</b>	Non-governmental organization
<b>RI</b>	Relief International
<b>STL</b>	Support to Life
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNFPA</b>	Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization

### Key institutions

In Turkey, Governmental and non-governmental institutions, both at the central and provincial levels have been making important efforts and contributions to tackle the issues of refugees. Remarkable progress has been made to address the problem by the intense efforts of NGOs, civil society, foundations, academics, the private sector, UN and INGOs. Refugees and related issues of humanitarian aid, health, protection, education and social safety are built into the official mandate of these institutions. A brief description of the rich array of national and international institutions and their accomplishments is outlined below.

## GOVERNMENTAL INSTITUTIONS

### **Prime Ministry Disaster and Emergency Management Authority (AFAD)**

- The Turkish Parliament passed Law No. 5902 in 2009 to form the Disaster and Emergency Management Authority (AFAD) under the Prime Ministry and abolish various agencies under whose jurisdiction the issue previously fell. On behalf of the Prime Minister of Turkey, Deputy Prime Minister oversees the activities of the Disaster and Emergency Management Authority, an institution working to prevent disasters and minimize disaster-related damages, plan and coordinate post-disaster response, and promote cooperation among various government agencies
- The Turkish Disaster Response Agency (AFAD) is the lead agency in coordinating the body for humanitarian needs of Syrian refugees in Turkey.
- AFAD builds refugee camps and provides accommodation, food, health, education and other humanitarian needs and mobilizes resources and capabilities to provide for the needs of refugees

Source: Desk review

### **Ministry of Health (MoH)**

- MoH works in close coordination with the Disaster and Emergency Management Authority (AFAD) and Directorate General Migration Management (DGMM).
- There are three different departments within MoH respond to refugees: 1) Public Hospitals Agency of Turkey, 2) General Directorate of Emergency Health Services, 3) Public Health Institute of Turkey.
- MoH provides free healthcare services to all registered refugees in Turkey in the towns that they are registered. Their localities are designated in their refugee ID cards and they can only use this to access health services in their registered area.
- MoH provides primary health services to camp and non- camp refugees through Family Medicine System and Public Health Services Unit.
- In line with the Circular No: 49654233/703.99, provision of primary health care to non-camp refugees should be made through **Refugee Health Centres/Units** under the auspices of Public Health Institute of Turkey. These Centres / Units will be established as part of the existing Public Health Services Unit. Each Unit will have at least one doctor and one nurse. One Centre might be responsible for two or more Units depending on the area and the workload. There will be at least one Unit for every 4000-7000 refugees. The family medicine system standards will be implemented in these Centres/ Units. Information Management Systems in these Units will also be established to monitor the health conditions of the refugees.
- MoH has already established 40 Health Units for refugees. They aim at increasing the numbers of these UNITs to 300-400. Their priority provinces are: **Gaziantep, Adana, Urfa, Hatay, Osmaniye, Kilis, İstanbul, Ankara, İzmir, Bursa**

Source: Desk review

### **Ministry of Interior (Moi)**

The Ministry of Interior responds to the needs of refugees through Governorates and DGMM.

- **The Directorate General for Migration Management** has been established under the **Ministry of Interior** with a view to implement policies and strategies related to migration; ensure coordination between the related agencies and organizations in these matters; carry out the tasks and

procedures related to foreigners' entry into, stay in and exit from Turkey, international protection, temporary protection and protection of victims of human trafficking.

- **Provincial Directorate of Migration Management** has been established in 81 provinces with the main responsibilities: to carry out the tasks and procedures related to regular migration and irregular migration; international protection; temporary protection; proceedings related to stateless persons; to ensure coordination between law enforcement units and other related public institutions and organizations. Provincial Directorate also supports the activities of public institutions and organisations in the field of migration, and to monitor their results, to submit project proposals to the Directorate General.
- **Governorates:** As chief executive of the province and principal agent of the central government, each governor supervises other government officials assigned to carry out ministerial functions in his or her province. As the Civil servants head officer of the national government, Governors deal with education, finance, health, migration, social welfare and agriculture at the provincial level.
- In each province, under the auspices of the Governors, coordination committees (all the local administration authorities) are established to coordinate the efforts to meet the refugees' needs.
- **Municipalities** constitute the principal local component of the public administration framework in Turkey where the mayors and local councils are all selected through local elections. There are two types of municipalities according to socio-spatial characteristics of their territories. Although all municipalities are governed according to the Law No 5393 (enacted in 2005), metropolitan municipalities which are established according to the population, economic development and geographical location of the province are governed according to Metropolitan Municipality Law No 5216 (enacted in 2004). Municipalities are the efficient social support providers for disadvantaged people under the coordination of Union of Municipalities of Turkey (UMT). Social assistance funds is coordinating and allocating from MoFSP under the Law on Encouragement of Social Assistance and Solidarity. Apart from these, educational assistance and coal aid is funded by other ministries through collaboration of Municipalities which are located in 973 cities and towns spread throughout Turkey. Social assistance services operated under the main groups which are "family, education, health, special assistance, elderly and disability"

Source: Interview and desk review

### **Ministry of National Education (MoNE)**

- The MoNE leads the coordination of educational efforts across all agencies, programmes and provinces in Turkey. National and Provincial Commissions were established with the main responsibilities of managing and monitoring educational responses for Syrian refugees.
- **The MoNE's Circular 2014/21 on Foreigners' Access to Education** has facilitated the administrative barriers for Syrian children to enrol in public schools. Within formal education, the MoNE has opened the doors of its public schools to all Syrian children. **Temporary education centres (TECs)** were established to carry out activities under the national education provincial/district directorates with the approval of governor in provinces affected by mass influx. Over 180,000 Syrian children attend around 270 TECs, where they are taught a modified Syrian curriculum.
- MoNE chairs **Education Sector Working Group (ESWG)** in Ankara on the education of Syrian Refugees. This a monthly Working Group includes AFAD, DGMM, UNICEF, UNHCR, International Organization for Migration (IOM), and the Turkish Red Crescent as permanent members and invites other relevant agencies when necessary (European Union, 2015).

- Provincial Action Plans (PAPs) to ensure education for Syrian children have been developed for **Gaziantep, Kilis, Urfa, Adana, Mersin, Hatay, Maraş**. Additional PAP will be developed for **Kayseri, Kocaeli, Malatya, Konya and İstanbul**,
- **Provincial Directorate of Lifelong learning** - Public Education Centres - PECs (HalkEgitimMerkezleri) are the main providers of non-vocational non-formal education. PECs are able to provide free education services between 07:00 and 24:00, including weekends. There is a twelve-person minimum participation limit in order to open a course. Courses for people with disabilities, homeless children, ex-convicts and drug addicts in treatment can be opened with any number of participants. The target group for PEC's education activities are mainly those with some sort of lack of education, workers with no formal qualifications, immigrant workers, and rural workers who have immigrated to the cities.
- Non-formal Education centre provides 130 different courses. They run 120 hrs. First level, 180 hrs. Advance level Turkish courses for refugees. All the courses are free of charge to everybody. They have also opened two non-profit making shops where the course participants can sell their handicrafts.

Source: Interview and desk review

### **Ministry of Family and Social Policies (MoFSP)**

The Ministry of Family and Social Policies was founded with the Decree Law, No: 633 dated 03.06.2011 within the understanding of providing services for society. Since its presence, MoFSP aims to maintain and provide social services and social assistance for families, women, men, young, elderly, children, martyr's relatives, veterans and persons with disabilities through establishment of the understanding of Family as in the centre of the society. Currently two Directorates are actively involved in refugee support.

### **The General Directorate of Family and Community Services**

- The main body of the ministry to coordinate and carry out the practice of determining the national policies and strategies for the purpose of strengthening and protecting the family structure and values. Prepare and implement support programs to resolve such problems as domestic violence, honour killing and abuse.
- Social services centre: Currently 64 community centre, 39 family consultancy centre, 14 children and youth centre 117 centre in total was completed and 150 Social Services center started their operations in 80 cities by the 31.12.14
- Family Social Support program: The program namely, ASDEP aims to provide support services through examination of psycho-social and economic structures to the families which are in need to receive public services.
- Family Education Program: The program namely, AEP aims to support families through pre-emptive and educative programs in order to strength their happy and healthy structure
- Ministry of Family and Social Policies mobilised the national **child protection** system and took primary responsibility for responding to the child protection issues among the Syrian refugees. This has included deployment of social workers to the camps and provision of different forms of care arrangements for Syrian refugee children including foster care.

- MoFSP adapted a national '**Parenting Programme**' in consultation with Syrian representatives. The programme has been gradually expanded to all camps. The facilitators are trained Syrian volunteers, supported and supervised by MoFSP staff. 6000 parents have benefited of this programme since the beginning of 2015.
- MOFSP has launched a briefing project in **Sanliurfa** through '**First Aid**' **Family Briefing Sessions** and carries it out through village to village modality. This includes the importance of keeping children away from armed groups and their recruiters as well as the danger of the exploitation of young girls, especially in terms of underage marriage, the importance of birth registration, and the need to keep family groups together, and the availability of humanitarian relief. Supporting leaflets and direct contact with the authorities are also shared with parents.

### **The General Directorate of Social Assistance**

- The main body of the ministry to coordinate the practices of creating the policies and strategies which will be implemented at the national level in the areas of combat against poverty and social benefits, to implement these policies and strategies, and combat to monitor and evaluate their implementation. Carry out the practices of social payments to the individuals who are in need. The General Directorate of Social Assistance is working on a model to provide Conditional Cash Transfer(CCT) for refugees. In Istanbul, the provincial directorate is working with UNHCR on the provision of CCT for the eliminations of child labour.

### **Turkish Employment Agency (İŞKUR)**

- Turkish Employment Agency (İŞKUR) established for aiding activities of protecting, improving, generalizing of employment and preventing unemployment by Turkish Employment Agency Law no: 4904 dated 25.06.2003. The agency has the structure of participative and open organization model through strengthen the social dialogue, between parties including representatives from public and universities. Under the Agency, Provincial Employment Boards is working to improve local initiative in regional development and determine local employment policies in provinces.
- İŞKUR plays a leading role in upgrading the skills of jobseekers and facilitating their access to productive employment by providing vocational training and other employment support services. İŞKUR has come a long way since 2008, significantly expanding the coverage of vocational training and undertaking reforms to improve its quality and effectiveness.
- The agency is the responsible of support services to implement, create and coordinate Economic and Social Policies related to the Employment. İSKUR provide services through regulations, new programs to integrate the labour force of disadvantages group as women, working children, young, long-term unemployed, disabled and their families, drug addicts, internally displaced, Roma citizens.
- İŞKUR is leading the working group on employment set by the chief advisor to prime minister. The group consists of MoLSS, employers and workers' organization, Chambers of commerce and other related governmental organizations. ILO was a member of the group since its inception. The group has finalized the action plan on the economic empowerment of refugees and presented it to the Prime Minister's office for approval. It is expected to be announced on March 7<sup>th</sup>, İŞKUR recently gave a Workshop to all related institutions on the rules and regulations of the recent work permit legislation for refugees **Source: Desk review and interview**

## **NATIONAL NGOS**

### **Turkish Red Crescent**

The Turkish Red Crescent's programs include disaster management, blood services, diagnostic and therapeutic services, education, youth services, the Sister Crescent Club, a nursing home, and legal counsel.

- The Turkish Red Crescent, part of the International Red Cross and Red Crescent Movement, has been doing significant humanitarian work in connection with the influx of Syrian refugees.
- Turkish Red Crescent in cooperation with AFAD and other relevant partners provides all services inside the camps from food and non-food items to shelter, educational and recreational activities and psychosocial support.
- Turkish Red Crescent sends aid materials such as tents, blankets, beds, flour, sugar, bread, drinking water and medical equipment to the interior of Syria from Turkey's southern provinces of Hatay, Kilis, Gaziantep, Şanlıurfa and Mardin.
- Currently TRC is planning to develop 16 Community Centres for refugees in urban areas.

**Source:** Desk review and interview

### **The Association for Solidarity with Asylum Seekers and Migrants (ASAM)**

The Association for Solidarity with Asylum Seekers and Migrants (ASAM) was established in Ankara on December 22, 1995 as a non-governmental and non-profit organization. The main objective of ASAM is to develop solutions to the challenges that refugees and asylum seekers encounter in Turkey and to support them in meeting their basic and social needs.

- The multi-service support for Syrian refugees is provided through **Multi-Service Support Centres in Gaziantep, Adana and İstanbul.**
- **Suruç Aid Distribution Project:** ASAM has launched an aid distribution programme targeting Syrian refugees arrived in Turkey, particularly near the Suruc district.
- **Nutrition and Protection Activities for Syrian Refugee Children:** Supported by IMC and UNICEF, ASAM carries out protection and nutrition activities for Syrian children refugees living in urban areas, in the Multi-Service Support Centres (MSCs) for Syrian Refugees established in both **Gaziantep and İstanbul.**
- **Dialogue for Suspended Lives: Supported by EU, ASAM** is organizing a series of meetings, entitled "Dialogue for Suspended Lives: CSO Dialogue for Asylum Seekers and Refugees" in the provinces of **Karabük, Gümüşhane, Giresun, Trabzon, and Samsun.**
- **Refugee Assistance Project: İstanbul-Sakarya-Izmir:** In partnership with the International Medical Corps (IMC), ASAM carries out activities for refugees and asylum seekers living in **İstanbul, Sakarya and Yalova.** This project has been expanded to the provinces in **İzmir.** Services and consultations are offered particularly in health, social rights, and legal issues. Social counselling and psychosocial support and Turkish and English courses are also provided.
- **Psycho-social Support and Counselling for Asylum Seekers and Refugees Project:** Under the project, rights-based social support services are provided by ASAM field staff including social workers, sociologists, psychologists and interpreters to make the living conditions of asylum seekers and refugees easier and better.



- **UNHCR Pre-Registration Operations of Applicants of Seeking Asylum:** ASAM, as an implementing partner of United Nations High Commissioner for Refugees (UNHCR) Turkey Office, is responsible for the pre-registration procedures of foreigners who lodge asylum application.

Source: Desk review and interview

### **Support to Life (STL)**

Support to Life (STL) is a humanitarian aid agency founded with the principal objective of working with communities to help them meet their basic needs and rights. Emergency relief aid is provided impartially in response to humanitarian crises with a focus on laying the foundations for rehabilitation, reconstruction and participatory development.

**Emergency Aid Program:** Support to Life initiated emergency operations in September to provide relief to the displaced that settled in the Suruç district of Şanlıurfa and in the city of Batman in South-eastern Turkey.

- **E-Voucher Program:** Support to Life with E-Voucher is a humanitarian aid programme
- **Psycho- social Support and Winter Help for Yazidi Refugees:** This project is designed to improve their physical environment for harsh winter conditions, strengthening their coping mechanisms; as well as physical, psychological and social well-being of the refugees in the tent camp in **Batman**.
- **Combating Child Labour:** STL is working in URFA on child labour issues with the support of UNICEF.
- **Relief Aid for Syrian Refugees:** Food and non-food items, winterization package distribution in Antakya centre, **Hatay districts (Yayladağı, Altınozu, Reyhanlı, Kırıkhan)** and villages
- **Food and Non-Food Item Distribution through Electronic Card System:** STL carried up the distribution through voucher system to next level. As an innovative approach, electronic cards are distributed to beneficiaries staying in the districts of **Altınözü, Narlıca, Kumlu, Reyhanlı and Kırıkhan of Hatay**, and in the city center and in Akçakale district of Şanlıurfa.
- **STL** takes education initiatives in line with the Provincial Education Action Plans of MoNE (circular 2014/21)
- Once the emergency program in Batman was finalized, Support to Life decided to continue its support for the Yazidi community and conducting interviews with the community to figure out their most essential needs. Interviews have been conducted by STL Assessment Team with Yazidis living in Batman and according to the interviews there are two main challenges facing the refugees, namely meeting their winter needs arising from harsh weather conditions and mental health needs due to their traumatic experiences.
- In Küçükçekmece in Istanbul, they soon will open a multipurpose community centre for refugees. Support to Life plans to provide psycho-social support focusing on the most vulnerable groups including children and young adults suffering from extreme distress. The target group will be provided with psycho-education, as well as group and family counselling sessions.

Source: interview and desk review

### **Human Resource Development Foundation (HRDF)**

- HRDF is the first NGO that started providing **psychosocial support and legal counselling (since 2001)** and psychological counselling (since 2002) to asylum seekers and refugees in Turkey. With the support of the United Nations High Commissioner for Refugees (UNHCR) has established the Refugee Support Units in 7 provinces. Social workers, psychologists and translators at HRDF provide



services to asylum seekers/refugees. These include: psychosocial support, asylum procedures in Turkey, rights regarding asylum seekers and refugees, make the necessary referrals, provide advice and guidance about the legal process. These services are provided in Arabic, Farsi, French, English, Turkish, and Kurdish language.

- HRDF established **psychosocial counselling** centre for Syrian refugees in Istanbul, Esenler. UNHCR supports the centre in the context of Refugee Protection, Community Outreach and Solutions in Urban Areas. The centre aims to extend psychosocial counselling and support services to Syrian refugees and provide up-to-date information on their rights in the fields of health and education along with their other legal entitlements in Turkey.
- HRDF works in so called “satellite cities” (Bilecik, KütahyaEskişehir Van and Ağrı). Non-European asylum-seekers entering Turkey legally and those crossing the border in an irregular manner have access to the national procedure for temporary asylum provided that they affirmatively approach the relevant authorities and register themselves as regulated under Article 4 of the 1994 Regulation. Upon the completion of registration of the applications, asylum-seekers are assigned to reside in certain cities (so called “satellite cities”) by the Ministry of Interior pending decisions on their applications and search for durable solutions. HRDF social workers provide information, accommodation, and legal advice and connects them with UNHCR.
- HRDF established community center for Syrian refugees in Istanbul, Esenler. UNHCR supports the centre in the context of Refugee Protection, Community Outreach and Solutions in Urban Areas. The centre aims to extend psychosocial counselling and support services to Syrian refugees and provide up-to-date information on their rights in the fields of health and education along with on their other legal entitlements in Turkey. The centre has 20 staff. They serve 30,000 refugees.

**Source: desk review and interview**

### **Refugee Rights**

- Refugee Rights Turkey is an independent NGO based in Istanbul that provides legal information and assistance services to asylum seekers; organizes trainings and generates reference materials for lawyers to strengthen the availability and quality legal information and representation for persons in need of international protection; works to nurture public ownership and positive attitudes towards asylum seekers; and advocates for improvements in Turkey’s asylum legislation and policies in line with international standards.
- RR carries out capacity building of bar association. Refugee Rights Turkey held a 1-day specialization seminar for lawyers in Ankara in collaboration with the Refugee Rights Committee of the Ankara Bar Association. The event focused on legal concept and implementation matters concerning the identification and treatment of particularly vulnerable asylum seekers
- Refugee Rights Turkey held a comprehensive two-day Refugee Law Training for Lawyers in the city of Sanliurfa in Southeast, in collaboration with the local bar association
- RR published “Refugee Law Manual for Lawyers” in Turkish. The resource compiles the main international norms and domestic legislation items informing the Turkish asylum system as well as sample documents and decisions.

**Source: desk review and interview**

### **Humanitarian Relief Foundation(IHH)**

IHH Humanitarian Relief Foundation aims to deliver humanitarian aid.

- Funds that are raised within the scope of the campaign are being delivered to those in need of help inside Syria. In December 2012, an aid campaign titled “Bread and blanket for Syria.
- IHH provided 15,000 Syrian orphans with clothing and 10,000 orphans with shoes in these cold winter days.
- The 52 trucks of humanitarian aid organized with the cooperation of IHH Humanitarian Relief Foundation and Kuwait IICO organization are on the road to Syria to be distributed to the needy. International NGOs.

**Source: Desk review**

### **IPEKYOL International Students Association, affiliated with Federation of International Associates,**

They help international university students (mainly from Middle East). They teach them Turkish and provide them with preparatory courses for the university entrance exam to Turkish universities. Through the donations they collect, they also provide them with scholarships valued at 650 to 1200 TL a month. There are Syrian university students who survive on 150 TL a month.

**Source: interview**

### **Association of Helping Bursa Syrian Refugees, (BSMYD)**

- The NGO was established under the auspices of BURSA Governorate. 13 NGOs gathered together and established the Association of Helping Bursa Syrian Refugees as a joint platform. The Governor thought it would be more efficient if the help is provided through one single NGO rather than by different NGOs.
- They have registered 80. 000 Syrians to date made up of 15.000 families.
- The Provincial Directorate of Migration Management does not have the capacity do date to register Syrians in Bursa. The official registration has been carried out by the General Directorate of Security, Department of Foreign Police. Recently the provincial DGMM has taken the registration task from the police.
- There are also many rich Syrians in Bursa. They all have 3-4 wives. They run textile and restaurant businesses.

Activities of the Association of Helping Bursa Syrian Refugees:

- Distribution of coal, stoves, house furniture and clothing.
- E vouchers: They use the municipality e vouchers for the poor Syrian families. These vouchers can be used for bread eggs and milk etc.
- They also distributed supermarket vouchers 50 TL per person.
- Sister family: Rich families are identified and attached to a poor Syrian family. These Bursa families help their sister families to meet their basic needs.
- Woman to women programme: The women in Bursa are mobilized to organize tea gatherings lunches and events with Syrian women. They also organize “gold gatherings”. Every month they

collect gold coins among themselves and with the money saved they meet the needs of poor Syrian women. Rich Bursa housewives are paired with Syrian women as sisters.

- Youth to Youth: Bursa youth collect money, clothes, food and meet with Syrian youth on occasions created by BSMYD for distribution.
- Child to Child: children in kindergarten or primary schools collect items or money and are going door to door to distribute to Syrian children.
- Ramadan dinner: During the Ramadan, every night dinners are organized for Syrian families.
- The Association of Helping Bursa Syrian Refugees is also running one of the informal TECs and providing Syrian children with Quran courses.

### **TURKISH UNIVERSITIES**

Social Policy Centers of reputable universities are the main body of Turkey on knowledge production and research implementation regarding the social policy making and policy implementation processes. They have cooperative structure to open collaboration with governmental bodies, other universities, municipalities and NGOs, as well as EU and UN institutions. Related research is developing in some specific topics such as young employment, participation of women in employment and economy, socio-economic exclusion, urban sociology, rights of people with disabilities and their social inclusion, social inclusion of Roma citizens.

#### **Migration Research Center at Koç University (MiReKoc)**

- Migration Research Center at Koç University (MiReKoc) was established in August 2004 as a grant-giving program by the joint initiation of Koç University (Istanbul) and the Foundation for Population, Migration, and Environment (PME, Zurich).
- As of 2010 MiReKoc has become a fully functioning research center aimed at developing the research capacity to address migration issues in Turkey.
- In addition to being an institutionalized hub for Turkey-related migration research, MiReKoc also initiates conferences, workshops, meetings and seminars aimed at engaging students, academics, bureaucrats, policymakers, stakeholders and civil society organizations (CSO).

#### **Istanbul Bilgi University Center for Migration Research**

Istanbul Bilgi University Center for Migration Research, as the first migration research center to carry out large scale, multi-dimensional scientific researches, which had started its studies as a unit of the Social, Economic and Political Research Center has completed its foundation process with the promulgation of its statute in the 25811 no. Official Gazette on 10.5.2005 Istanbul Bilgi University Child Studies Unit, founded in 2007, works in the training, research and advocacy fields aiming at the realization of children's rights. With the active participation of the children, ÇOÇA endeavors to contribute to the policies developed concerning children in Turkey.

- BİLGİ ÇOÇA has been doing work for Syrian refugees. Nilüfer Children's Park project encompassed the work done with children begging or being forced to beg on the streets around the Santral campus of Istanbul Bilgi University, in the form of work on literacy campaigns, art and psychosocial support for these children.
- BİLGİ ÇOÇA conducted a research project to bring out into the open the needs of teachers at schools to which Syrian children go in the districts of Kağıthane, Beyoğlu, and Bağcılar in Istanbul. In Kağıthane and Beyoğlu, BİLGİ ÇOÇA conducted focus group discussions with refugee children to see

problems from their eyes. The ongoing project is to translate into Arabic the animation film on the Convention on the Rights of the Child.

- They know that most of the SyrianRefugees live in Istanbul in the areas of Küçükçekmece, Fatih, Bağcılar, Sultangazi, Başakşehir, Esenyurt, Sultanbeyli, Zeytinburnu, Avclar, Arnavutköy.
- BilgiÇoça conducted a policy orientated research in the TECs and is available in Turkish only
- Even though legally all refugee children should have access to education, barriers (transportation, language, low family income) affect the possibility of these children making full use of their right of access to education
- Access to education is important for the long-term integration. They suffer
- isolation in the wider society, because of language, cultural and other barriers. Parents have difficulties understanding the education system of Turkey and communicating with school staff
- In Turkish schools, they are sometimes bullied and Turkish parents do not want their children to mix with refugees.

### **Center For Middle Eastern Strategic Studies (Orsam)**

- In Turkey, the shortage of research on the Middle East grew more conspicuous than ever during the early 90's. Center for Middle Eastern Strategic Studies (ORSAM) was established in January 2009 in order to provide relevant information to the general public and to the foreign policy community. The institute underwent an intensive structuring process, beginning to concentrate exclusively on Middle Eastern affairs. It is certain that the Middle East harbors a variety of interconnected problems. However, neither the Middle East nor its people ought to be stigmatized by images with negative connotations. Given the strength of their populations, Middle Eastern states possess the potential to activate their inner dynamics in order to begin peaceful mobilizations for development. Respect for people's willingness to live together, respect for the sovereign right of states and respect for basic human rights and individual freedoms are the prerequisites for assuring peace and tranquillity, both domestically and internationally. In this context, Turkey must continue to make constructive contributions to the establishment of regional stability and prosperity in its vicinity.
- ORSAM provides the general public and decision-making organizations with enlightening information about international politics in order to promote a healthier understanding of international policy issues and to help them to adopt appropriate positions. In order to present effective solutions, ORSAM supports high quality research by intellectuals and researchers that are competent in a variety of disciplines. ORSAM's strong publishing capacity transmits meticulous analyses of regional developments and trends to the relevant parties. With its website, books, reports, and periodicals, ORSAM supports the development of Middle Eastern literature on a national and international scale. ORSAM facilitates the sharing of knowledge and ideas with the Turkish and international communities by inviting statesmen, bureaucrats, academicians, strategists, businessmen, journalists, and NGO representatives to Turkey.

### **Hacettepe University Center For Migration And Political Studies**

The aim of the center is to conduct national and foreign researches, examinations, evaluations, education programs and other studies regarding internal and external migrations, migrants and historical, political, economic, legal and international relationships and sociologic and strategic fields.

The center conducts the following activities in order to fulfil the above-mentioned aim:

- Research activities: Conducting researches and examinations towards past, present and future internal and external migration dynamics in Turkey, external migrations to Turkey and the Turkish migrants living abroad considering the fact that Turkey is a multi-lateral migration country and the phenomenon of international migration becomes more significant within the political developments around the world, and submit the results to the public institutions and bodies and non-governmental organizations.
- Conducting researches regarding the effects of the present and future progress of the internal and external migrations on the internal and foreign politics, and social and cultural structure of Turkey, collecting documents and submit them to relevant authorities when required.
- Searching for the cooperation opportunities with the universities and migration research centers in the stated countries and coordinating with them.
- Conducting regular, academically institutionalized and globally-accepted researches regarding the qualifications, profiles, needs, expectations, problems, values and other similar characteristics of the migrant Turks living abroad.
- Educational activities: Arranging joint seminars, symposiums, congresses and similar activities with the universities and migration research centers in Turkey and/or other countries where migrants densely live regarding the aims of the center.
- Offering consultation and education services to public and private institutions and bodies, education and training institutions of all levels and foreign countries and their institutions regarding the issues stated under the heading of research activities.

**Source: Desk review and interview**

### **INGOs**

#### **Save the Children**

- Save the children mainly work in Syria. They recently started to develop “Turkey Country Programme.
- Save the children has conducted an “Education Needs Assessment” in cooperation with MoNE. It has been published.
- They are supporting Temporary Education Centres (TECs) set up for Syrian children in close cooperation with MoNE.

**Source: Interview**

#### **International Blue Crescent Relief and Development Foundation (IBC)**

- IBC have been distributing since 2013 aid packages consisting of goods for basic needs, such as hygienic materials and foodstuffs in Children Friendly Areas it has established. In addition, in 2013 they served hot food, household goods, beds, and linen distributed food packages and cash aid to more than 3.500 families.
- IBC has a 52-bed hospital in Kilis, which had been set up temporarily with the help of Malteser International, but later became a permanent institution.
- IBC carries out educational activities such as Children Friendly Areas, cooperation with the MEB and vocational training at the Kilis Community Centre. The MEB has turned over seven schools in Kilis and eight in Antep to IBC. It is IBC that looks after the recruitment process of teachers at these schools.

- IBC provides training in a variety of areas, starting with Turkish, English and computers at the Community Centre in Kilis, opened in 2013 with the collaboration of Malteser, the German charitable organisation.
- IBC runs community a multipurpose Community Centre in Gaziantep and will open another Centre in Sultanbeyli Istanbul.

### **Danish Refugee Council**

The Danish Refugee Council has been operating in the border areas of southeastern Turkey (Kilis, Hatay and Urfa) since 2013.

- DRC Turkey provides cash and in-kind assistance to the Syrian refugees in Turkey, including distribution of in-kind NFIs
- DRC's livelihood programme focuses on capacity building and facilitating linkages between unemployed Syrian refugees and potential employees.
- DRC aims to increase awareness on protection topics (child labour, child marriage, gender based violence, etc.) among refugees, host communities as well as other stakeholders including local authorities. In addition, DRC Turkey also provides emergency assistance catered to the specific needs of the very vulnerable through a Special Needs Fund coupled with close case management follow up.
- In coordination with DRC's humanitarian mine action unit, the Danish Demining Group (DDG), risk education plays an important role in DRC's programming in Turkey due to the large cross border movements between Turkey and Syria of the Syrian refugee population.
- Community Services: DRC has established four Community Centres in South/South-east Turkey in the last two years and is considered a significant actor in the country delivering community services.
- DRC works in close collaboration with one main national implementing partner, ensuring capacity building is a core component of our work to ensure transfer of knowledge and skills in DRC's areas of expertise.

### **International Medical Corps (IMC)**

- International Medical Corps established the Emergency Response Team (ERT) in Antakya, to address the needs of Syrians in Turkey.
- Established community-based Multi-Service Centre (MSC) model to address the needs Iranian refugee and asylum-seeking populations living in two Turkish cities, Kayseri and Nevşehir. It was extended to supporting Iraqi and Afghan refugees and asylum-seekers in northern Turkey.
- International Medical Corps Turkey has implemented programs in: Gaziantep, Istanbul, Kayseri, Mersin, Kilis, Nevşehir, Nizip, Sakarya, Sanliurfa, and Yalova.
- The Multi Service Centres (MSC) operational in Istanbul, Sakarya, Adana and Gaziantep. MSC adopt a holistic and integrated response including health, physical rehabilitation, nutrition, protection, gender-based violence (GBV) services, mental health, psychosocial support, and non-food item (NFI) distribution.

**Source: Desk review**

### **Relief International (RI)**

- Relief International is currently registered to work in Turkey and is based in **Gaziantep**. RI provides support to communities through multiple local partnerships. RI provides trainings in health, water, sanitation and hygiene (WASH), and protection, while building the capacity of Syrian communities to respond to their urgent needs.
- RI is supporting urban refugees in Turkey through capacity trainings of local NGOs. RI is securing funding for multiple community centres which will offer education to children and adults, Turkish language lessons, legal assistance, and health services for urban refugees.

**Source: Interview and desk review**

### **UN Agencies**

#### **United Nations High Commissioner for Refugees (UNHCR)**

- UNHCR supports Government led responses and works through partnerships with AFAD, GMMM and other local partners.
- UNHCR coordinates the efforts of UN agencies in Turkey.
- UNHCR provides technical assistance on registration, camp management, identification of vulnerabilities, voluntary repatriation and other protection concerns.
- UN Task Force on Syria. The Task Force includes six sector working groups led by different agencies encompassing Protection (UNHCR), Basic Needs and Essential Services (IOM, UNHCR), Education (UNICEF, UNHCR), Health (UNHCR, WHO), Food (WFP) and Livelihoods (UNDP, UNHCR).
- UNHCR provides policy support to MoNE on access to education of refugees, community outreach, and advocacy one education.
- On the practical side, UNHCR support involves material development; provide teaching aids (stationery for teachers etc.) To date, UNHCR has provided material support to 134 TECs and 100 TECs will be supported soon.
- UNHCR emphasizes the need for refugee children to learn host community language. In Turkey, they will support the Language Teaching Centres which will be developed jointly with the Non formal Education Department of MoNE. They will target children (age 7-12) and youth (14+)
- In Turkey on education, UNHCR has two priority areas: completion of secondary education and university education. Education is a key stage for social integration.

**Source: Interview**

#### **United Nations Development Fund (UNDP)**

- UNDP is becoming a strong actor through its “Resilience Programme. Turkey Resilience and Development Country Consultation were held on 7th October in Ankara. A series of priority areas were identified. These include stronger involvement of the private sector in crisis response, the need for tailoring aid architecture for Turkey context while strengthening data availability and the need for addressing the diversity and complexity of the communities.
- A joint UNDP-UNHCR program, in partnership with AFAD, will soon be launched to address the challenges faced by host communities reacting to the spill over impact of the Syrian crisis. The main challenges to be addressed are the provision of basic services by the municipalities bordering Syria and those that receive the highest number of Syrian influx. The program will benefit five to six



municipalities and will include assistance in a number of different sectors through community-based interventions.

Source: Desk review

### **The World Health Organization (WHO)**

- The World Health Organization (WHO) has been working together with national and international partners to support the Ministry of Health in its response to the refugee emergency.
- The WHO addresses the main barriers to access of health services - lack of relevant information and the language barrier - through information management and capacity development of health professionals. 100.000 leaflets in Arabic on available health services in Gaziantep were already disseminated, and training modules on the Turkish health care system for Syrian health professionals are being developed.
- WHO has worked with the Ministry of Health to prevent the spread of wild poliovirus in Turkey following the Syrian outbreak.
- The WHO provides the health coordination and information platform for health actors assesses and informs about health care services targeted to the Syrian refugees and gives public health advice on the management of non-communicable and communicable diseases, such as Tuberculosis and Leishmaniasis.
- WHO provides support to the MoH in line with the priorities set out in the Regional Refugee Resilience Plan (3RP) 2015-16 for Turkey. These include:
  - Coordination for essential health response strengthened and streamlining of decision making in partnership with authorities and other actors
  - Continuation and strengthening of essential health care services (including medication for chronic diseases) for Syrian refugees
  - Strengthening communicable diseases surveillance, detection and response, including immunization
  - Strengthening health promotion and protection interventions, including RH, nutrition and SGBV
  - Supporting access to mental health and specialized psychosocial services.
- Work is underway for the preparation of the 2016-17 3RP for Turkey in close partnerships with the MoH. Several meetings have been held in this respect. The health sector priorities of the 2016-17 3RP discussed to date are similar to the previous one. The final meeting will be held in Ankara on October 23rd by UN agencies and MoH. A meeting may be held with NGOs to discuss the draft report. The 3RP report is expected to be published before the end of 2015.
- WHO is supporting Gaziantep and YildirimBeyazit Medical Faculties in the training of Syrian doctors and nurses. The list of the Syrian doctors and nurses to be trained are given by the MoH to the Gaziantep and YildirimBeyazit Universities. Syrian doctors are on hand in Turkey and are provided with an “introduction to the Turkish medical system” before they can start working. An adapted curriculum which includes 32 different courses has been designed for Syrian doctors based on “Turkish Family Medicine Curriculum “. To date, they have trained 750 doctors but most of them have migrated to Europe. However, new doctors are arriving from Syria and MoH is continuously updating the list of doctors. Syrian nurses are also being trained for three months in the course “minimum occupational standards for nurses in Turkey”. Training of 20 nurses has been finalized and a second group of 25 nurses is currently being trained. After Syrian doctors and nurses have been trained a problem still arises with work permits. The MoH is trying to amend this problem.

- MoH is planning to set up 400 Refugee Health Centres. WHO will support to MOH in starting up 100 health centres for refugees. There is a need to increase the outreach capacity of these centres. MoH will have to make amendments in its legal framework to recruit more health and social workers for effective and efficient outreach.

**Source: Interview and desk review**

### **The United Nations Children's Fund (UNICEF)**

- UNICEF works with Disaster and Emergency Presidency (AFAD), Turkish Red Crescent (Kızılay) the Ministry of Family and Social Policies partnering and coordinating with national and provincial governmental authorities, as well as with other UN agencies. UNICEF also works with, International Medical Corps, ASAM, Save the Children, Relief International, International Blue Crescent, Support to Life, Solidarity with Asylum Seekers and Migrants, Danish Rescue Council, the Human Resource Development Foundation of Turkey.
- UNICEF has established Child Friendly Spaces (CFSs) in 21 camps
- UNICEF has also partnered with the MOH on a polio and MMR vaccine campaign which includes awareness-raising and vaccine procurement.
- UNICEF is working very closely with MoNE and supporting their efforts. Access to education is the major priority of MoNE
- In Ankara, Education Sector working group is chaired by MoNE in close coordination with AFAD, Turkish Red Crescent and DGMM. This group consists of representatives of line ministries and UN agencies (UNICEF, IOM; UNHCR). They have been meeting once a month since December 2014. It focuses on formal education. MoNE is planning to call a meeting with NGOs on non-formal education. NGOs play a critical role in the provision of non-formal education to Syrian children and youth. Therefore, NGOs are invited to the Gaziantep education working group.
- MoNE and UNICEF are working on “education guidelines” to ensure high standards. Clear and coherent guidelines will be provided to the schools in provinces in particular to TECs.
- MoNE works with Syrian Education Commission in the development of Curriculum. Syrian school Curriculum is adapted for the refugees in Turkey.
- UNICEF is providing training to Syrian teachers on “emergency education management” and, “psychosocial support”. There is a need for more trainers.
- Child protection and child rights for refugee children are given priority. UNICEF’s Child Friendly Spaces project is funded by the European Union and implemented in partnership with AFAD and in cooperation with the Turkish Red Crescent Society in all camps in Turkey
- UNICEF works with camp and non-camp refugee youth focusing on: youth participation, youth support, creating child friendly spaces and youth centres. Interventions are designed to engage them to eliminate discrimination, exclusion, and prejudice, and by prioritizing educational opportunities and skills-development.

**Source: Interviews and desk review**

### **World Food programme (WFP)**

- As of June 2014, the WFP/Turkish Red Crescent Electronic Food Card programme is operational in 21 camps in Turkey, covering approximately 220,000 Syrians per month (100 percent of the target population).
- All camps are covered under a cost-sharing arrangement with AFAD whereby WFP uploads 60 Turkish liras per person per month onto the WFP/Turkish Red Crescent e-Food Card and AFAD contributes 20 Turkish lira per person for food and 5 Turkish liras for non-food items.

Source: desk review

### **United Nations Population Fund (UNFPA)**

- The UNFPA has, in the first half of 2014, provided trainings, both in Turkish and in Arabic, for Government and NGO partners on issues such as gender-based violence response in emergencies as well as trainings on minimum initial service package (MISP) response.
- UNFPA has also engaged in awareness-raising around such issues through the development and dissemination of 300,000 gender based violence-GBV information materials and meetings with teachers and women's groups.
- UNFPA has procured a number of non-food items, including 5,000 units of soap and detergent and 44,000 family hygiene kits.

Source: Desk review

### **International Office of Migration (IOM)**

- IOM works in Gaziantep, Hatay, Adiyaman, Urfa
- IOM provides core relief items to Syrian refugees living outside of camps in Hatay and Adiyaman provinces
- IOM supports 14,871 Syrian refugees through a voucher program to access food and hygiene items, both through IPs and directly.
- IOM continues the provision of transportation assistance so Syrian refugees, as well as inter-camp transport. From January to June 2014, IOM provides daily school access for 15,000 school children. Other activities include: provision of emergency shelter, materials distribution of non-food items and conducting needs assessments.
- IOM is planning to expand its geographical coverage and sectors of assistance to include activities such as psychosocial support, counter trafficking awareness raising, and livelihood assistance.
- Established Multipurpose Community centres in Mersin and Hatay
- Next month, IOM will start a comprehensive research to produce "MOBILITY MAPS" in order to study the movement of refugees, numbers and needs. They will work with Turkish Coast Guards. The research will cover **Istanbul, Urfa, Gaziantep, Mardin, Diyarbakır, Batman, Konya and Maraş**

Source: Interview

### **Food and Agriculture Organization of the United Nations (FAO)**

- The FAO focuses on the smallholder farm families living near the Syrian border (in **Gaziantep, Hatay, Kilis and Sanliurfa** Provinces). These families have lost more than half of their annual household income because of the Syrian crisis due to loss of trade opportunities and insecurity.


Source: Desk review



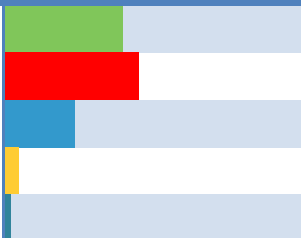
## Appendix IV Survey Report

### UNHCR-Staff Summary Report

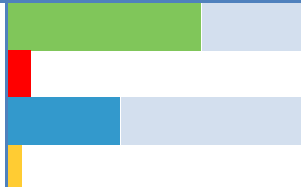
1. Before answering the questionnaire, we would like to know whether you have been involved in the emergency response to the influx of Syrian refugees in Turkey.

Response	Chart	Percentage	Count
Yes		86.3%	44
No		13.7%	7
<b>Total Responses</b>			<b>51</b>

2. Before answering the questionnaire, we would like to know how familiar you are with UNHCR's emergency response to the influx of refugees from Syria into Turkey. Please use the scale below to indicate your degree of familiarity, where 5 is "very familiar" and 1 is "not at all familiar".

Response	Chart	Percentage	Count
5- Very familiar		34.1%	15
4-		38.6%	17
3-		20.5%	9
2-		4.5%	2
1-Not at all familiar		2.3%	1
<b>Total Responses</b>			<b>44</b>

3. Please select from the following options the group which best represents you:

Response	Chart	Percentage	Count
UNHCR staff		55.8%	24
UN agencies/IOM		7.0%	3
NGO/INGO		32.6%	14
Turkish authorities		4.7%	2
<b>Total Responses</b>			<b>43</b>

#### 4. Please select your location with UNHCR:

Response	Chart	Percentage	Count
Currently or previously in Ankara		66.7%	16
Currently or previously in the field in Turkey		16.7%	4
Currently or previously in Amman (Regional office)		0.0%	0
Currently or previously in Geneva HQ		12.5%	3
Other, please specify:		4.2%	1
<b>Total Responses</b>			<b>24</b>

#### 4. Please select your location with UNHCR: (Other, please specify:)

#	Response
1.	Currently or previously in the field in and Ankara Turkey

#### 5. Please identify the type of respondent UN agencies:

Response	Chart	Percentage	Count
Directly involved in the Syrian response as a partner in the RRP/3RP*		100.0%	3
Directly involved in the Syrian response but not a partner in the RRP/3RP		0.0%	0
Other, please specify:		0.0%	0
<b>Total Responses</b>			<b>3</b>

#### 5. Please identify the type of respondent UN agencies: (Other, please specify:)

#	Response
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#### 6. Please specify the type of NGO/INGO to which you best identify yourself:

Response	Chart	Percentage	Count
National NGO (implementing partner of UNHCR*)		21.4%	3
National NGO (operational partner**)		21.4%	3
International NGO (implementing partner of UNHCR*)		7.1%	1
International NGO (operational partner**)		35.7%	5
Other, please specify:		14.3%	2
<b>Total Responses</b>			<b>14</b>

## 6. Please specify the type NGO/INGO to which you best identify yourself: (Other, please specify:)

#	Response
1.	We are not partnering with UNHCR
2.	International NGO non partner of UNHCR

## 7. How effective was UNHCR in providing the following support for coordination:

	Strongly effective	Effective	Somewhat effective	Not effective	I don't know	Total Responses
Support to AFAD* in its role as coordinator of national institutions	8 (29.6%)	14 (51.9%)	2 (7.4%)	0 (0.0%)	3 (11.1%)	27
Support to DGMM** (since late 2014) in its role of coordination of national and international stakeholders	12 (44.4%)	10 (37.0%)	4 (14.8%)	0 (0.0%)	1 (3.7%)	27

## 8. What changes, if any, to UNHCR's coordination role should be considered to enhance assistance to Syrian refugees in Turkey?

The 28 response(s) to this question can be found in the appendix.

## 9. How effective was UNHCR's support to the Government of Turkey in the following areas?

	Strongly effective	Effective	Somewhat effective	Not effective	I don't know	Total Responses
Protection in camps	7 (21.2%)	12 (36.4%)	7 (21.2%)	3 (9.1%)	4 (12.1%)	33
Protection outside camps	0 (0.0%)	5 (15.2%)	19 (57.6%)	8 (24.2%)	1 (3.0%)	33
Assistance in camps	8 (24.2%)	14 (42.4%)	5 (15.2%)	1 (3.0%)	5 (15.2%)	33
Assistance outside camps	1 (3.0%)	7 (21.2%)	16 (48.5%)	7 (21.2%)	2 (6.1%)	33

## 10. How could UNHCR's support to the Government of Turkey better ensure that protection and assistance interventions reach Syrian refugees:

Variable	Response
A. within camps?	The 26 response(s) to this question can be found in the appendix.
B. in urban areas?	The 26 response(s) to this question can be found in the appendix.



### 11. How effective was UNHCR in supporting the Government of Turkey to protect the following groups of Syrian refugees?

	Strongly effective	Effective	Somewhat effective	Not effective	I don't know	Total Responses
Women	0 (0.0%)	12 (36.4%)	15 (45.5%)	4 (12.1%)	2 (6.1%)	33
Children	0 (0.0%)	15 (45.5%)	12 (36.4%)	4 (12.1%)	2 (6.1%)	33
Disabled persons	0 (0.0%)	11 (33.3%)	10 (30.3%)	8 (24.2%)	4 (12.1%)	33
Elderly	0 (0.0%)	12 (36.4%)	11 (33.3%)	6 (18.2%)	4 (12.1%)	33

### 12. How effective was UNHCR in supporting the Government of Turkey to assist the following groups of Syrian refugees?

	Strongly effective	Effective	Somewhat effective	Not effective	I don't know	Total Responses
Women	1 (3.0%)	11 (33.3%)	13 (39.4%)	5 (15.2%)	3 (9.1%)	33
Children	2 (6.1%)	12 (36.4%)	11 (33.3%)	5 (15.2%)	3 (9.1%)	33
Disabled persons	1 (3.0%)	10 (30.3%)	11 (33.3%)	7 (21.2%)	4 (12.1%)	33
Elderly	1 (3.0%)	9 (27.3%)	14 (42.4%)	5 (15.2%)	4 (12.1%)	33

### 13. How could UNHCR's support to the Government of Turkey better give priority to women and children, to the vulnerable, and to the disabled?

The 27 response(s) to this question can be found in the appendix.

### 14. What measures has UNHCR taken to assist the Turkish authorities to develop longer-term policies and programmes?

The 26 response(s) to this question can be found in the appendix.

### 15. To what extent has UNHCR contributed to the improvement of the Syrian refugee registration system?

Response	Chart	Percentage	Count
Strongly contributed		36.8%	7
Contributed		47.4%	9
Somewhat contributed		15.8%	3
Did not contribute		0.0%	0
Don't know		0.0%	0
<b>Total Responses</b>			<b>19</b>

## 16. To what extent has UNHCR contributed to needs assessments and profiling outside camps?

Response	Chart	Percentage	Count
Strongly contributed		10.0%	3
Contributed		33.3%	10
Somewhat contributed		33.3%	10
Did not contribute		16.7%	5
Don't know		6.7%	2
<b>Total Responses</b>			<b>30</b>

## 17. How could UNHCR better support the Government's reception services for Syrian refugees?

The 21 response(s) to this question can be found in the appendix.

## 18. To what extent has UNHCR been able to verify access to the territory by Syrian asylum seekers?

Response	Chart	Percentage	Count
Fully		5.3%	1
Mostly		31.6%	6
Partly		57.9%	11
Unable		0.0%	0
Don't know		5.3%	1
<b>Total Responses</b>			<b>19</b>

## 19. Recognising the resources constraints, what more could UNHCR do to advance the self-reliance of Syrian refugees?

The 25 response(s) to this question can be found in the appendix.

## 20. How could UNHCR better support the Government to address the risks of Sexual and Gender-based Violence (SGBV) against Syrian refugees in Turkey?

The 12 response(s) to this question can be found in the appendix.

## 21. Recognising the resources constraints, what more could UNHCR do to support access to education for Syrian refugees?

The 24 response(s) to this question can be found in the appendix.

## 22. Recognising the resources constraints, what more could UNHCR do to support access to informal and vocational education for Syrian refugees?

The 22 response(s) to this question can be found in the appendix.

## 23. In what ways did UNHCR engage local authorities and host communities to:

Variable	Response
A. welcome Syrian refugees into their communities?	The 19 response(s) to this question can be found in the appendix.
B. manage potential local tensions?	The 18 response(s) to this question can be found in the appendix.

## 24. In what ways did UNHCR promote or support the Government of Turkey to ensure:

Variable	Response
A. effective Syrian refugee representation, both women and men?	The 19 response(s) to this question can be found in the appendix.
B. Syrian refugee community mobilization?	The 17 response(s) to this question can be found in the appendix.

## 25. What more could UNHCR do to take account of and track incidences of social tension between local populations and refugees?

The 8 response(s) to this question can be found in the appendix.

## 26. What measures has UNHCR taken to leverage the engagement of NGO and UN partners in the delivery of support to local populations affected by the refugee presence?

The 18 response(s) to this question can be found in the appendix.

## 27. What initiatives have been taken to promote access to livelihoods amongst:

Variable	Response
A. Syrian refugee women?	The 17 response(s) to this question can be found in the appendix.
B. Syrian refugee men?	The 16 response(s) to this question can be found in the appendix.

## 28. To what extent have the Non-Food Items (NFIs) provided by UNHCR been appropriate for the refugees?

Response	Chart	Percentage	Count
Very appropriate		10.0%	3

Response	Chart	Percentage	Count
Appropriate		46.7%	14
Somewhat appropriate		26.7%	8
Not appropriate		3.3%	1
Don't know		13.3%	4
<b>Total Responses</b>			<b>30</b>

### 29. Do you have any other comments on the appropriateness of Non-Food Items (NFIs) provided by UNHCR for the refugees?

Response	Chart	Percentage	Count
Yes, please type your answer in the box:		23.3%	7
No		76.7%	23
<b>Total Responses</b>			<b>30</b>

### 29. Do you have any other comments on the appropriateness of Non-Food Items (NFIs) provided by UNHCR for the refugees? (Yes, please type your answer in the box:)

#	Response
1.	Ankara Protection has not been involved in NFI distributions and therefore cannot provide correct feedback
2.	More should be done for Syrian outside camps by outreaching more-
3.	the quality of UNHCR provided NFIs is generally lower than what can be procured by NGOs. For example, their Hygiene Kits were of a low standard that we provided two per family, rather than our normal one per family. Also, the labelling of blankets and carpets with the UNHCR logo risks marginalising people further by immediately identifying them as refugees and recipients of aid.
4.	Refugees would like to receive cash assistance rather than NFIs.
5.	items need to be provided in a timely manner (i.e. winter clothes shouldn't be delivered in March)
6.	Better planning and logistics
7.	Hükümetin talpeleri doğrultusu dikkate alındığı için uygundu.


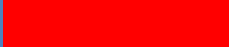
### 30. Do you have any final comments on UNHCR's emergency response to the influx of refugees from Syria into Turkey?

Response	Chart	Percentage	Count
Yes, please type your answer in the box:		36.7%	11
No		63.3%	19
<b>Total Responses</b>			<b>30</b>

### 30. Do you have any final comments on UNHCR's emergency response to the influx of refugees from Syria into Turkey? (Yes, please type your answer in the box:)

#	Response
1.	trying to help refugees is something nice but I think everyone must think bigger. a better organized response to influx may be to prevent this in the beginning by providing protection inside Syria and advocating against this conflict, maybe a safe zone inside Syria.
2.	More concentrated and urgent action is required in livelihoods
3.	Response have been quite effective at emergency level but could have been better coordinated
4.	UNHCR continues to try and build the capacity and support local partners in the field, in order to enlarge the area of coverage by Partners and other NGOs. Considering the size of the population and the large area that this population is dispersed throughout, outreach to refugees living out of camps is both a challenge and a priority.
5.	The response was strongly led by the Government of Turkey and its institutions, with UNHCR supporting their efforts, offering policy advocacy to ensure refugee protection and offering technical support to government when needed. Response management and design of interventions was influenced by availability of registration and profiling data and limited opportunities to conduct large-scale needs assessments.
6.	Aside from funding and providing basic coordination support to the sector in Turkey, it's really not clear what UNHCR does in the country with so many staff. I'm sure they are doing valuable work, but at the least it is not being communicated to the sector very well.
7.	I greatly appreciate UNHCR's effort at making UNCT's efforts and inclusive and transparent as it did.
8.	Improve the capacity of your own field staff. Most of them don't know about protection and community engagement. They are not knowledgeable enough on emergency response and coordination too, they are not qualified enough to provide any technical advice to any party in the field.
9.	Better public relations...Still the Turkish community has very limited information on UNHCR Rome and its activities
10.	Improved coordination and investment on strengthening of local humanitarian actors.
11.	Suriye'de bulunan Suriyelilere yönelik sınır ötesi yardımlar yapabilmeli bu konuyu Suriye BMMYK'sına bırakmak sadece yeterli olmuyor.

### 31. Would you allow the evaluation team to contact you by follow-up e-mail? This would not comprise in any way the confidentiality of the information you have provided in this survey.

Response	Chart	Percentage	Count
Yes, please type email address in the box:		33.3%	10
No		66.7%	20
<b>Total Responses</b>			<b>30</b>

**31. Would you allow the evaluation team to contact you by follow-up e-mail? This would not comprise in any way the confidentiality of the information you have provided in this survey. (Yes, please type email address in the box:)**

#	Response
	Information withheld by evaluation team to protect confidentiality of respondents

## Appendix

### 8. What changes, if any, to UNHCR's coordination role should be considered to enhance assistance to Syrian refugees in Turkey? |

#	Response
1.	Since everything goes smoothly, I don't see any better change for the time being.
2.	More advocacy with AFAD and DGMM or line ministries on the importance of coordination with more capacity building programme on what is coordination. Coordination role for authorities is not clear, where they think coordination meetings is the platforms where they can only speak and tell humanitarian agencies what to do. I would recommend specific training programmes on Coordination
3.	Play a leading role in the coordination between all NGOs working to assist Syrian refugees in Turkey to ensure collaboration
4.	1. Develop better relations with Turkish government 2. local or Syrian NGOs might be more engaged.
5.	More practical collaboration with the ILO on the ground in livelihoods sector would be of help
6.	UNHCR should sign an "Accord de Siege" with the Government.
7.	Better cooperation with other partners, mapping and info-sharing
8.	UNHCR Turkey has already expanded its partnership to all line Ministries and any new actor responsible for response to Syrian refugees.
9.	UNHCR normally has the lead role in coordinating the response to a Refugee situation in an operation. However, in Turkey, it needs to be understood that the Government is the main responsible party for the response to the Syria Crisis, and UNHCR plays a support role to the Government. In that regard, UNHCR has a role in coordinating the response of other UN agencies, as well as the NGOs working in the field. UNHCR needs to play a bridging role between the response lead by the Government, and by the non-governmental Humanitarian organizations. This can be challenging from time to time, and requires the full involvement of colleagues in the Field.
10.	Continue to support the coordination mechanisms that are being set up by the national institutions (by the office of the Chief Advisor to the PM)
11.	Co-ordination is led by government institutions and is increasingly centralised, particularly with the involvement of the Prime Minister's Office. UNHCR can be an important interlocutor between NGOs and government, at national and provincial levels. Sector co-ordination is now increasingly important.
12.	Involvement at the local level with NGOs and also with the relevant UN agencies in a coordination capacity.
13.	The fact that UNHCR Turkey is reporting to two bureaux, and managing three appeals (3RP, Mediterranean, and Iraqi) made the coordination within UNHCR less effective.
14.	implementing CBP model not only at the refugee camps but in the urban areas where numbers are in millions. empowering and strengthening Self-resilience strengthening the relationship with local authorities in many aspects in the refugee concept and in particular Syrians under TP.
15.	The period under evaluation was characterized by a great of confusion and a competition between AFAD and DGMM as both institutions considered themselves in charge of coordinating national response and international aid for Syrians residing in urban areas. This has negatively impacted the ability of UNHCR to



<p>effectively engage and collaborate with one of the most active Turkish partner in urban areas, namely, the Ministry of Family and Social Policies and its Social Solidarity Assistance Foundation which has branches throughout the country. AFAD considered itself as the national entity, not only in charge of the camps but also of the assistance of Syrians in urban areas and as the sole legitimate recipient of international aid, while DGMM received funds from EU in favor of Syrians in urban areas and wanted to develop with others ministries a “National Program” for Syrians in urban areas. AFAD’s position was based on the provision of the Temporary Protection Regulation dated October 2014 and DGMM position was based on its mandated as specified in the Law on Foreigners and International Protection adopted in 2013 and which entered into force in 2014. This confusion was only valid for urban refugees. For refugees in the camps both institutions agreed that it was the responsibility of AFAD.</p>
<p>16. - Better contingency planning and stocking of NFI materials.  - better information gathering about potential influx apart from official government information.  - greater respect paid to value of information and knowledge of field organisations.  - more flexibility in rapid altering of funding / project agreements.  - wide scale overhaul of UNHCR training provided to partners.  - existing coordination mechanisms in place rather than ad hoc IA meetings.  - clear communication channels between HCR and field organisations.  - better internal communication systems within UNHCR.</p>
<p>17. Be more inclusive and stop acting as if they were the only ones understanding what is going on because they obviously do not. Sit with local and international partners and really try to listen and understand what is going on.</p>
<p>18. UNHCR's coordination is crucial to coordinate the activities of INGOs and NGOs in the field to prevent duplications or redundant services offered to Syrian refugees where there is no additional need.</p>
<p>19. UNHCR needs to develop country specific SOPs and Guidelines on each sector where NGOs operate in Turkey. Coordination should be taken up to the next level where the NGOs should be included the problem solving and advocacy initiative alongside of UNHCR. Information sharing through UNHCR should be taken more seriously and implemented immediately. UNHCR should be more due diligent with information sharing and keep the data updated. We understand the delicate position of UN vis-à-vis government but UNHCR should be more efficient and effective when it comes to protection of refugees and IDPs seeking asylum at the border to Turkey.</p>
<p>20. unlimited access to camps, removal and detention centers.</p>
<p>21. - A structural change is in need for better governance of the crisis, such as a longer term planning and clear policies on protection and integration. Current plans are only for 2016-17.  - Better timeline for call for project proposals.  - A critical policy on the Turkish government's regulations shared with public</p>
<p>22. There is a significant gap in coordination of humanitarian action towards the Syrians inside Turkey in multiple sectors. Lack of establishment of required working groups and poor continuation of existing ones lead serious overlaps and duplications in response. UNHCR shall address to the Government of establishing joint coordination structures that brings together all relevant actors.</p>
<p>23. none</p>
<p>24. Koordinasyon sağlanırken bölgesel farklılıklar göz önünde bulundurularak çalışmalar yapılmalı bu farklılar göz önüne alınmadan standart uygulamalar böyle diye ülkelere ve kurumlara dayatmada bulunulmamalı.</p>
<p>25. Need to stop UNHCR promoting the migration from Syria and play active role in condemning the attacks</p>
<p>26. Trying to support the coordination efforts of the Turkish authorities was extremely challenging, in that they did not want to give the appearance of needing any support in this regard. UNHCR's efforts to</p>

	coordinate the support of UN institutions with these government entities was done in an effective manner, to the best of its ability at the time, in my view.
27.	We need more robust coordination mechanisms for the Turkey response, and we need NGO representation on all key coordination bodies.
28.	translation to 3 language EN. AR Turkish

## 10. How could UNHCR's support to the Government of Turkey better ensure that protection and assistance interventions reach Syrian refugees: | A. within camps?

#	Response
1.	There should be effective SOPs in place, advocate that cases which needs protection from the government, namely from prosecutors who do not tend to apply Turkish laws on Syrians which increase the level of impunity and injustice.
2.	Provide more psychosocial support and recreational activities in addition to life support
3.	it works
4.	NA
5.	Collaborative approach
6.	Closer coordination and monitoring for assistance and protection activities
7.	it is being done through regular missions to the camps and close communication with refugees.
8.	Direct assessment of the needs.
9.	UNHCR Turkey provides in-kind support for assistance in the camps, as well as technical, advisory and advocacy interventions for protection.
10.	more training to camp officials
11.	More effective co-ordination of needs.
12.	Through unhindered access to camps and camp population data without adhoc limitations in order to ensure efficient and timely protection and assistance interventions
13.	Registration and Distribution Data shared with UNHCR
14.	empowering its presence
15.	Turkish authorities provided a very generous assistance to the camp population which was complemented by UNHCR. The living conditions in the camps were fine. In terms of protection, there was a need for additional PPS and in 2013 we put forward a project to AFAD and MFSP which is still under discussion. Meanwhile, Turkish authorities deployed in the camps additional staff to undertake PSS.
16.	the camp population only makes up 15% of the refugee population, so the focus on camps is exaggerated. But, NGOs cannot enter the camps, so I cannot speak to the quality of UNHCR activities there.
17.	More collaborative with the NGOs and INGOs. Building effective coordination mechanism
18.	Accessibility of the camps for NGOs should be provided
19.	UNHCR needs to intensify coordination with NGO s
20.	Capacity building for both the camp management and authorities as well as refugees residing in the camps

21.	unlimited access
22.	Sharing information with public- not only website announcements
23.	İşletim giderlerinin desteklenmesi, ihtiyaç sahibi incinebilir gruplara yönelik maddi destek sağlanması
24.	Stop criticizing the government
25.	DK
26.	more coordination

## 10. How could UNHCR's support to the Government of Turkey better ensure that protection and assistance interventions reach Syrian refugees: | B. in urban areas?

#	Response
1.	Same as above in addition to have a stronger registration which can capture PSNs and help in targeted assistance
2.	Community centres
3.	compliance officers may be placed in necessary places
4.	To engage more Local NGOs in assessments and assistance programme
5.	Registration / Development of Partnerships with Local NGO to reinforce UNHCR mandate therefore better protect and assist
6.	More engagement with local authorities to ensure UNHCR support reaches the right persons. More technical support on identification of persons with special needs or vulnerabilities.
7.	UNHCR Turkey has been advocating for establishment of a protection sensitive registration mechanism by the national institution to enable capturing of vulnerability data and persons with special needs. such a system, supplemented with effective methodology to decide on cases will enhance targeted assistance in urban.
8.	Access to data to better target assistance.
9.	UNHCR Turkey is actively involved in the provision of assistance and ensuring protection to refugees in urban areas, through its field teams and partners. Ensuring that refugees have access to and are included in the local social assistance mechanisms is also a very important advocacy point vis-a-vis the Government of Turkey.
10.	UNHCR needs to expand its outreach activities and link up with implementing partners, local authorities, civil society organisations and refugee communities at the provincial level in order to establish solid community networks. This would allow for improved protection monitoring, identification of protection needs and design of the most adequate protection responses. Authorities have to be closely associated to ensure ownership and accountability.
11.	Data sharing agreement: access to data owned by the Turkish authorities
12.	response was limited by factors outside of UNHCR's control, including lack of data and lack of compatibility of data management systems of state services with GoT issued ID numbers.
13.	Through knowledge of Gov't data (including data on age, gender, special needs, place of residence in Turkey, etc.) on all Syrian refugees living in the urban areas which would help design better protection and assistance interventions, and with unhindered access to places of deprivation of liberty where Syrians are/would be detained for protection interventions.

14.	Registration data shared with UNHCR
15.	expanding its presence in a broader way and on regular basis in forming team/group of experienced staffs with camp and non-camp experiences to those regions where the majority of Syrians are living in urban areas.
16.	UNHCR did not spare any efforts in term of lobbying, making recommendations and drawing the attention of all concerned partners on the challenges of assistance and protection in urban areas. Turkish authorities have provided some assistance to the most destitute Syrian refugees in urban areas but this wasn't enough. UNHCR has consistently encouraged its Turkish partners to fully mobilize their social solidarity mechanisms to assist the most vulnerable Syrians in urban areas to prevent their social marginalization. In parallel, UNHCR has invited donors to support such efforts. Unfortunately, UNHCR's voice was not heard. Destitution had a dramatic impact on the situation of the most vulnerable Syrians in urban areas and has prompted some negative coping mechanisms such as child labor, early marriage, survival sex and begging. The absence of work permits for Syrians has led to exploitation and discrimination. The inability of the education system (Turkish and Temporary Education Centers) to absorb Syrian children has left 300.000 to 400.000 children without education
17.	UNHCR's role for urban refugees in Turkey is primarily based on funding and coordination of NGOs. Funding was certainly put to good use by I/NGOs in emergency response. As Turkey doesn't have a cluster system, UNHCR manages or co-chairs most of the working groups. There is a lot of room for improvement in the effectiveness and usefulness of the Working Groups.
18.	More people in the field. People that understand Turkish realities.
19.	encouraging local protection mechanism to be more included in the protection matters and support social solidarity mechanism to provide cash assistance for the Syrian refugees.
20.	UNHCR needs to be involved in further sections and give priority to issues that Turkish government wasn't capable to respond
21.	More capacity building with the authorities and service providers (for assessments, delivery of the assistance, and policy implementation); more complementary programmes (cash-assistance, shelter provisions, school access, cash-for-work programmes, etc.)
22.	more community outreach
23.	Better monitoring and reporting systems and sharing information with public with creative methods- not only website announcements and bi-monthly meetings
24.	Need to visit families to see how they live and offer support
25.	Through promoting better coordination of the response.
26.	more coordination

### 13. How could UNHCR's support to the Government of Turkey better give priority to women and children, to the vulnerable, and to the disabled?

#	Response
1.	Enhance Registration. UNHCR Turkey is working hard on providing protection to the groups mentioned above, but there should be a strategy and SOPs at national level with clear roles and responsibilities to ensure protection for PSNs. The way registration is done needs to be proved.
2.	Provide tailored services based on vulnerability group
3.	priority is currently given to these people. related NFI distribution can be considered. (no one uses a wheelchair for example)

4.	To focus on projects supporting disabled persons through Local NGOs
5.	We need to find a way to develop / share / reinforce our registration system and exchange of data
6.	More awareness raising for PoC and service providers; more budget for these groups; more training and capacity-building; more outreach.
7.	UNHCR's advocacy at the legal side has been effective since the normative framework allows protection of refugees in the same way as citizens. The main gap however is the capacity of the national institutions which cannot cope with the immense numbers in provision of services. The mentioned categories have always been the main highlights in UNHCR's interventions with the authorities as well as in prioritisation of response to their needs.
8.	Having access to data to better identify their needs.
9.	The most critical issue in ensuring the assistance and protection support provided by UNHCR prioritizes the most vulnerable Refugees, including women and children, is sharing of the registration and vulnerability data by GoT with UNHCR. Since UNHCR is not involved in the registration of Syrian refugees and has limited access to data on vulnerabilities (through partners), designing and implementing effective interventions can be challenging.
10.	Identification of categories at risk and with acute vulnerabilities depends on the introduction of an effective, protection-sensitive registration system. Current registration procedures do not allow for an accurate recording of vulnerabilities, thus weakening the capacity to identify and respond to situations of vulnerability. UNHCR has been advocating with the authorities for the improvement of the registration system to better reflect vulnerabilities of individual cases. UNHCR could support the Government in its effort to conduct a comprehensive verification of registered Syrian population as a means to allow for more accurate recording of vulnerabilities.
11.	Continue to support the GoT in improving registration to include protection sensitive information
12.	Access to prioritisation and vulnerability data. Integration of support into national systems for distribution of assistance.
13.	Through joint initiatives which would highlight the importance of identification of persons with special needs, in shape of joint vulnerability assessments, joint assistance initiatives, technical support to underline the importance of capturing special needs related information during registration and through similar initiatives.
14.	More training to the staff of the relevant ministries (Min. of Family and Social Policies, AFAD, Provincial authorities, Law enforcement entities).
15.	As the number increasing unexpectedly protection needs and challenges are increasing as well. The targeted community need to be assessed and evaluated carefully to identify the gaps and the needs in order to have a better response and prevention on a timely manner before getting difficult to cope with. Women, may not be able or reluctant to express what kind of protection problems they have. This also concerns the vulnerable, and the disabled as they are invisible in the community which need to be identified first, assessed, intervened and close follow-up mechanism requires to be placed.
16.	The question is not how UNHCR can support the Turkish Government to better give priority to women, children, vulnerable and the disabled. The issue is whether the Turkish Government is willing to fully mobilize its social services to deal with these categories in the framework of the existing generous legislation in Turkey. In order to decide to go in that direction, Turkey would need a strong financial support from the international community and unfortunately international solidarity with Turkey has been very slow to materialize. UNHCR has never been given by the international community enough funding in order to successfully convince the Government of Turkey to go in that direction.

17.	Turkey is different from many other UNHCR areas of emergency response in that the GoT is very strong and centralised, and is wealthy enough not to be desperate for UNHCR funds or accolades. Also as the GOT covers camp coordination, and RSD & Registration numbers are small, this makes UNHCR's role difficult. They are currently very close to government and rarely advocate outside of the confines of official government statements. I think the support could be improved by standing more as a separate entity for advocacy, and also focusing on the complementarity of Turkish legislation to the Temporary Protection legislation. As currently the new and old laws don't sit alongside each other well, and is creating many issues.
18.	By engaging effective bilateral discussions and stop acting as if they know everything and that the others are just lost.
19.	capacity building for all the local and national governmental agencies that responsible for providing services to persons with specific needs.
20.	a. Establishing women safe spaces with kindergartens b. Establishing disabled treatment centers
21.	More needs and vulnerability assessments need to be conducted; more capacity building (physical and technical) needs to be done; UNHCR needs to get more involved in the activities instead of solely monitoring at the side way.
22.	Capacity building, staff support, effective monitoring
23.	- Strong advocacy is in urgent need to accelerate resettlement procedures - better policy planning through gender mainstreaming in overall UNHCR policies& bureaucracy to affect the implementation
24.	Enabling increased participation of and support to local actors working with listed vulnerable groups.
25.	İlgili kurumların fiziki kapasite gelişimi, yerel personellerin mesleki eğitimlerine uluslararası korumayı ve kendi programlarını dayatmadan destek verilmesi, yardımların isim ve imza bazlı raporlama şartı olmaması çünkü ulusal mevzuatımız ile çakışmakta,
26.	Not aware of any support offered by UNHCR, also need to consider all genders and age groups with the support and not only focus on Women & Children Try to look at the root cause of the problem
27.	Push the Government of Turkey to allow assessments and to speak openly about protection.

#### 14. What measures has UNHCR taken to assist the Turkish authorities to develop longer-term policies and programmes?

#	Response
1.	Not sure
2.	N/A
3.	Only being friendly to Turkish government does not help. What I see is Turkish authorities does not take into consideration anyone's opinion at the decision making level.
4.	capacity building measures seems much effective; more needed on self-reliance and social integration assistance in collaboration with other organizations
5.	Capacity building and technical support to AFAD and DGMM
6.	We are developing our collaboration with AFAD and DGMM

7.	Policy support and technical support provided in the processes.
8.	In addition to written materials produced for advocacy and planning, UNHCR has provided on proposed way forward in adoption of a longer-term vision, at all platforms, UNHCR has advocated for devising social policies, including access to labour market by Syrian refugees. Education, and access to schools, have also been a priority in view of the portion of children in the refugee population and protracted refugee situation. Community-based protection tools, to ensure two-way communication and participation of the refugee communities in decision-making mechanisms were among the measures UNHCR has taken.
9.	Capacity building
10.	UNHCR continuously advocates for the inclusion of Refugees in Turkey to the existing local social support mechanisms as well as access to services available to Turkish nationals, such as education, health, vocational training courses and other livelihoods activities. Ensuring that parallel systems are not created would mean the sustainability and development of longer-term policies.
11.	UNHCR has conducted extensive capacity building of government officials at the central and provincial level on national and international legislation on asylum. UNHCR has also supported the Turkish authorities through the provision of registration equipment
12.	UNHCR has supported the authorities to develop the Law on Foreigners and International Protection and is continuously building the capacity of government institutions, through trainings and sharing of good practices. It is supporting line ministries, such as the Ministry of National Education.
13.	Extensive engagement has taken place with line ministries, AFAD and DGMM to promote and encourage a longer-term vision of the response. At present, there is greater political will to acknowledge longer term needs and strategies. There has been ongoing advocacy on key issues in education, access to work permits and civil documentation.
14.	supported the DGMM since the beginning, assisted relevant government agencies with policy making.
15.	UNHCR is in close contact with the Turkish authorities, including but not limited to DGMM, AFAD, Ministry of Family and Social Policies, Ministry of National Education and Ministry of Health. As a part of its close cooperation, UNHCR provides technical support on policy matters on a regular basis based on follow up of implementation of national legislation in the field, and access to rights and services by refugees with a view to improve the implementation by the authorities and ensure consistent implementation in the field. Continuous capacity building initiatives have been taken which target all of the mentioned national counterparts as well to assist the authorities.
16.	Continues and on-going follow up mechanism, cooperation, working together and coordination in implementation.
17.	Since day one, UNHCR has recommended to its partners to deal with this crisis as if it was a long term crisis hoping that it will not be the case. UNHCR has consistently lobbied for a strong registration system, an education based on the Turkish curriculum and including Arabic language, mobilization of the social security mechanisms in order to avoid social marginalization, access to the labor market in order to facilitate social integration. Some of UNHCR recommendations were taken into consideration at an early stage of the crisis like the establishment of a Temporary Protection regime but others were not.
18.	I understand that they work at the Ankara level with the GoT on these issues, but I am not able to comment on the specific measures. Provincial and local officials are involved in UNHCR organised trainings and workshops, but I'm unsure how useful this is for influencing GoT decisions.
19.	Measures can be focused on integration, awareness raising in the host community and education.
20.	Developing response mechanisms that later on Turkish government can undertake and continue



21.	To develop longer term policies and policy programmes, HCR has worked really closely with the government, help the government to establish Directorate of General for Migration Management, develop international protection policies and law; provided technical advice for implementing the laws and policies.
22.	N/A
23.	N/A
24.	political dialogues, coordination of plans, ad hoc support
25.	Acil durumlarda yapılan taleplere hemen dönüş yapılabilmekte,
26.	not sure

### 17. How could UNHCR better support the Government's reception services for Syrian refugees?

#	Response
1.	Provide lifesaving assistance for new influxes and support for legal papers acquisition for refugees
2.	Not only trainings to civil servants, but also providing necessary gear.
3.	To set the temporary transit centres at the border entry point.
4.	DGMM has been created to develop the asylum system in Turkey and they are now in charge to receive the asylum application. Therefore, UNHCR should continue to reinforce its partnership with DGMM in the best interest of Syrian refugees.
5.	More capacity for monitoring and presence as well as financial, infrastructural, capacity support provision
6.	UNHCR could channel more funding for enhancement of the national capacity in provision of services. Additionally, more direct assistance to persons of concern could support.
7.	To be involved during the registration process.
8.	Through continued provision of support and capacity development to Government systems and mechanisms in place, which is already being implemented within the availability of resources.
9.	Through increased technical assistance and continuous capacity building of officials at central and provincial level
10.	Support the national social security system to be able to assess needs and vulnerabilities of Syrians (the existing system is not capable of assessing their socio-economic situation as most are not in formal employment and are not in national databases that are used in the assessment) and to subsequently offer financial support to those in need.
11.	Through encouraging structured reception services, which is not currently in place neither for new comers nor for long stayers. The advancements at the level of Ankara should reflect more in the provincial level and UNHCR should advocate more to strengthen this aspect of the reception, while at the same time encouraging and advocating legislation/secondary legislation which would ensure better access to services for all.
12.	Implementing CBP model not only at the refugee camps but in the urban areas where numbers are in millions.

13.	Question 15 should be rephrased. UNHCR has convinced the Turkish authorities to undertake registration. This was not a given. There have been multiple registrations by different institutions. The last one done by DGMM since 2014 is the most robust one because it has included biometric. Unfortunately, it didn't capture profiling and vulnerabilities despite our recommendations.
14.	<ul style="list-style-type: none"> <li>- wide scale training of GoT border officials.</li> <li>- further advocacy for the right to work.</li> <li>- establish a proper referral and reporting mechanism for abuses and violations.</li> <li>- disseminate official information concerning the options for resettlement.</li> <li>- regular humanitarian sector updates on changes to legislation / reception conditions.</li> </ul>
15.	Support for capacity building
16.	By training of the staff and involving familiar with Syria Arabic speaking staff
17.	By working alongside with the governmental actors; develop information leaflets; counseling services; etc.
18.	Within the current state's policies and structures, unfortunately UNHCR has very limited space and capacity to affect the Government's reception policies
19.	By providing increased cross-border support that can offer transitional shelter for those who would like to seek asylum in Turkey and that those people can be accepted with better registration and humanitarian screening.
20.	Kendi çalışmalarını planlarken hükümetin taleplerini ve yetişemedi alanları göz önünde bulundurması daha bütüncül sistemler ve hizmetler üretilmesine katkı sağlar
21.	not sure

## 19. Recognising the resources constraints, what more could UNHCR do to advance the self-reliance of Syrian refugees? |

#	Response
1.	Have a livelihood strategy in place, and allocate good fund to support government and refugees to obtain skills linked to work opportunities. UNHCR brought Snr Livelihood Officer on board, which is a strength point
2.	Livelihood support programming
3.	In collaboration with the commerce chambers, they can open vocational courses, whose graduates will get a job.
4.	Cooperating with national bodies in particular with İŞKUR and DG LLL of MoNE would be of help to some extend
5.	Advocate for employment opportunities and actively promote vocational trainings
6.	Syrian refugees have now the possibility to get working permit under specific conditions which need to be follow by UNHCR and other actors involved in the situation of Syrian refugees.
7.	With current work permit possibility, identify refugees with skills and link them with most appropriate areas of work for access to labor market.
8.	Since the legislation regulating access to labour market by Syrian refugees entered into force, UNHCR can support the vocational classes and other initiatives to advance competitiveness of refugees.
9.	Developing language and skill capacities.

10.	With the possibility of legal access to the labor market, developing the capacity of persons of concern to be self-sustainable is key. While individual interventions can work towards achieving this goal, advocacy for the access of Refugees to Vocational training, language training and life-skills development programmes readily made available by the Government for Turkish Nationals would achieve the most sustainable and cost effective results, provided that such access is granted and continued.
11.	Assist the government in the profiling of Syrian refugees. Support information campaigns on access to the job market in Turkey.
12.	advocate for full access to employment, vocational training, access to public employment services. Promote Turkish language training for Syrians of all ages.
13.	Promote access to the labour market. Invest in skills training and higher education with strong workplace linkages.
14.	UNHCR should focus more on encouraging and facilitating the refugees' access to the locally available resources to increase self-reliance, such as through vocational courses, as well as through partnerships with local employers and private sector which could increase the refugees' access to formal labour market and increase their self-reliance.
15.	Empowering and strengthen Self-resilience by exploring new and mini micro-finance projects for refugee
16.	Answered previously
17.	pls see above.
18.	Livelihood activities, awareness raising activities in industrial and trade sector to promote the recruitment of Syrian refugees, mapping exercise to reveal the potential labour force.
19.	Focusing on income generation and livelihood and vocational training programs
20.	Can allocate more funds for livelihood and empowerment programmes as well as cash interventions until Syrians get engaged to the work force in Turkey, or encourage donors to prioritize such programmes
21.	-Clear and direct public information about resettlement procedures and policies, still the majority of Syrians has the great expectation for resettlement - Better outreach activities - not only NFI distributions instead developing policies and implementing innovative methods from previous country experiences
22.	Provide cash based support.
23.	none
24.	Mesleki beceri kazandırmaya yönelik eğitimlere, Türk sistemi ve aile yapısını anlatan programlar geliştirmesi için kurumlara destek olmalı
25.	Not sure what UNHCR is doing to support My assumption that no support is given

## 20. How could UNHCR better support the Government to address the risks of Sexual and Gender-based Violence (SGBV) against Syrian refugees in Turkey?

#	Response
1.	Ensure that the Turkish law apply on Syrians, esp. in relation to child marriages. Turks tend to turn blind eye on these practices
2.	NA

3.	To develop our relations with specialized NGO and share UNHCR experience in this topic.
4.	Capacity support including infrastructural and staffing, assist with language barriers, training, continuous technical support
5.	Single females shall be supported through cash-based assistance. Shelters, serving to all SGBV survivors, need to be assisted for an efficient service provision. Refugees shall be informed on the complaint mechanisms available in the national system; Turkish Penal Code shall be enforced better for those committed crimes defined in the law including child marriages.
6.	With access to data it will be possible to develop programmes to prevent it.
7.	In my opinion, individual interventions for the prevention of SGBV are challenging, due to the size of the population as well as socio-economic and cultural reasons. However, awareness raising on the issue, both among persons of concern, as well as government officials and local stakeholders, would be the key element in UNHCR interventions.
8.	Through capacity building of social workers and judicial, but also facilitating the dialogue between the authorities and refugee communities
9.	Support the national system to be able to absorb Syrian refugee survivors of SGBV. Promote community outreach to inform refugees and identify survivors of SGBV.
10.	Identification of vulnerabilities and special needs is at the core of this issue, since without adequate registration and identification risk of SGBV increases. To this end UNHCR, as before, should continue to support the Government to ensure more advanced registration in order to capture such vulnerabilities, and should advocate for better functioning of already existing referral mechanisms in order to address the risks of or respond to SGBV.
11.	Strengthen the relationship with local authorities in many aspects in the refugee concept and in particular Syrians under TP. Delivering related training and convey discussion with relevant local institution which is in direct contact with refugees.
12.	By convincing the Ministry of family and Social Policies to fully mobilized its capacity.

## 21. Recognising the resources constraints, what more could UNHCR do to support access to education for Syrian refugees?

#	Response
1.	Education Programme in Turkey is excellent and the government with the support of UNHCR is continuously working to increase the percentage of access. More schools need to be constructed or support the gov. to offer Turkish schools to Syrians/double shift. The best is to integrate Syrians in Turkish schools and hence the need to support the gov in constructing more schools for both. Education should not be looked a part form job opportunities and livelihood, as there are many children do go to school because they are working. Also for girls, child marriage is one of the constraints.
2.	Lisa with GoT to increase access to education services
3.	access to education is a bigger problem in rural areas. transportation services and increased salaries for teachers there may be provided/funded.
4.	Policy advocacy with MoNE
5.	Support the transition from Temporary Education Centres to the regular Turkish schools
6.	Material support form quality education; catch-up class support; technical support, good collaboration with UNICEF

7.	Focusing i tertiary education.
8.	Provided enough resources are available and the data on the enrolled students are shared, UNHCR could implement incentive/support mechanisms for Refugee families with children enrolled in Turkish schools and with continued attendance. This would help increase enrolment rate as well as alleviate drop-out rates. However, it must be noted that this would be a cost-intensive intervention and may not be sustainable in the longer term.
9.	Improving coordination with UNICEF and the Ministry of Education. UNHCR should focus on access to higher education to prevent school drop out and language courses to facilitate access to the national education system
10.	Promote Turkish language training, promote training of teachers to teach Syrian children
11.	Within the framework of UNHCR's Global policy on mainstreaming refugees into national education systems, UNHCR needs be to be more active in terms of understanding challenges faced by students being enrolled in and retained in the national system. Education should be seen as a continuum from ECE to higher education - access to higher education is a key element of the strategy. Outreach and advocacy in communities should be strengthened.
12.	As before, advocacy with the relevant national institutions to support access by all refugees and through following up the implementations at the local level to raise at the Ankara level when needed, in case of inconsistent implementation at the provincial level is observed. Better material assistance to facilitate education could also be considered in the form of stationary and transportation support. Language training for refugee children is very vital to ensure access to education. The already existing language courses could be empowered and be re-designed to also target children with a joint initiative by the Government and UNHCR. Capacity building and awareness raising activities targeting teachers and headmasters, as well as national school children is also very important since discrimination, xenophobia or bullying at schools are/could be a factor that hinder access by refugee children despite the existence of legislation and material assistance. To this end, extracurricular activities aiming to bring together Turkish and Syrian children, in addition to bringing together the parents of the mentioned children would be vital to encourage access to education. Awareness raising is also needed among the refugees to let them know about the available education services, through leaflets, posters, commercials, etc. jointly with UNHCR and relevant national institutions.
13.	involving refugee representatives, community leaders and refugees to get their opinion and view with regards of the education which may make a big role while drafting and preparing for better education programing. Increasing the scholarship program which contribute to the self-reliance of refugees by providing them with a professional qualification that will support employment, and build the resilience and capacity of the refugee community. In cooperation with local institutions and implementing partners.
14.	National authorities are not yet convinced that the Turkish education system is the most promising option for most of the refugee children. Bridges and language courses should be established between the Temporary Education Centers (informal Syrian system) and the Turkish public education system. These are difficult policy decisions to be taken. It is also costly in terms of investments (additional schools, classes, teachers, equipment) and the international community should demonstrate solidarity and generosity
15.	<ul style="list-style-type: none"> <li>- better coordination with UNICEF on education activities and services.</li> <li>- fund linkages between cash and livelihoods support tied to education outcomes.</li> <li>- follow-up cases where access is not permitted / prevented, rather than just sharing the official legislation, which is not respected on the ground.</li> <li>- develop a reporting mechanism for instances where a child's right to education is prevented.</li> </ul>
16.	Mapping exercise to find qualified teachers among Syrian community, raising awareness among Turkish teachers to give information about how to work with refugee children.

17.	Supporting establishment of physical facilities and undertaking the running expenditures
18.	Fund more programmes targeting the families with financial challenges that doesn't allow them to send their children to the school (conditional cash interventions, livelihood programmes, etc. - or encourage donors to prioritize such programmes
19.	Without strong advocacy and implementing plans on child labor, education will stay as one of the crucial problems
20.	Invest in shuttles for Syrian children who may have increased access to schools that accommodates Turkish and Syrian children on shifts. There are thousands of children who can't access education only because of lack of transportation.
21.	work with UNICEF and other partners in a coordinated way
22.	Okulların yapılmasına, Suriyeli öğrencilerin gittiği okulların restorasyon ve işletim giderlerine destek olunması,
23.	Not sure
24.	Coordinate closely with UNICEF and NGOs.

## 22. Recognising the resources constraints, what more could UNHCR do to support access to informal and vocational education for Syrian refugees?

#	Response
1.	Support Iskur and public education centres to include Syrians in their programmes
2.	Work with NGOs to implement projects including training and education centres for refugees
3.	Nearly all of the CCs are providing these courses but at the end no one gets a job. Agreements with commerce chambers/employees may help
4.	New job creation should be at the heart of livelihoods interventions...ILO is in the best position to cooperate with national stakeholders in provision of vocational trainings, therefore more practical means of collaboration between UNHCR and ILO could be searched
5.	To provide equipment and translation services to the existing VCT
6.	Integrate into available Turkish system for informal and vocational education considering resource constraints and support national system with language support, materials, info dissemination. Undertaking surveys to identify real needs of PoC in this regard.
7.	Assessing and targeting the most needy to develop and build their capacities.
8.	Informal and vocational education opportunities already exist in the cities where the largest Refugee populations reside. However, the capacities may be limited or the services may be over-burdened, resulting in lack of access to Refugees. UNHCR can and is working on capacitating and supporting these existing systems as well as advocating for access to Refugees.
9.	Establish partnerships with dedicated institutions
10.	Support the efforts of the national institutions to use mainstream institutions
11.	Vocational education should be clearly linked with the acquisition of occupationally directed skills (and non-recreational activities). Informal programmes should have a strong self-reliance component. Legal barriers to vocational education should be addressed.

12.	My reply to the Q.21 is also valid for this question on awareness raising among the refugees; need to follow up the implementation in the field and advocate for better access; language teaching; and so on.
13.	More training, new projects which enhance the capacity building and with preference being given to fields of study/V.T that will enable refugees to contribute effectively to their communities after completing education/V.T either in the country in which they currently reside or on return to their country of origin.
14.	Vocational courses are a viable option for many youth who haven't been able to continue their education. UNHCR and the international community should be strongly supporting Iskur (Turkish institution in charge of vocational training) to develop program targeting young Syrians.
15.	-pushing for Syrian youth to attend Turkish VT centres.
16.	Mapping exercise regarding the potential labour force among the Syrian community, empowerment of women by encouraging them to participate to the informal trainings, etc.
17.	Focusing on community centers projects
18.	Similar to Q21 and Q20.
19.	- Strong advocacy in private sector actors for the employment of Syrian refugees
20.	coordination
21.	Not aware of any support
22.	Coordinate closely with UNICEF and NGOs.

### 23. In what ways did UNHCR engage local authorities and host communities to: | A. welcome Syrian refugees into their communities?

#	Response
1.	Refugees Committees have been established. Also, mixed committees have been established as well (Turkish and Syrians). There is a need to bring on board PI Officer/international to draft a mass PI strategy and guide the country on implementation. UNHCR Turkey FB is poorly managed
2.	N/A
3.	none
4.	through awareness raising activities
5.	If we identify a need, to develop CSP
6.	Through organization of social activities at community centers and camps and targeting both refugee and host Communities.
7.	UNHCR has been in constant relationship with local authorities, explaining the rights of refugees; protection principles and deliverable under the national legislation.
8.	Creating and supporting community centres
9.	UNHCR engages the local authorities (including both at the Governorate level as well as at the district/neighbourhood level through Mukhtars) through its teams and partners in the field, advocating on behalf of refugees and ensuring close collaboration.
10.	not much
11.	Inform and train local authorities and develop projects that involve both refugees and host communities (e.g. RET women centers)



12.	Performing and implementing local integration by all its aspects.
13.	This was done by the Government and local authorities. Turkish authorities, civil society and individuals have shown a great deal of generosity, hospitality and compassion towards Syrian refugees. Tensions with host community have been very limited in scope and in locations. UNHCR didn't have to intervene and any action we would have taken would have been seen as an external intervention among brothers.
14.	Unsure
15.	N/A
16.	Not effectively
17.	more statements coming from HCR's Turkey office; use media channels; use IPs to use the media channels to disseminate facts and information
18.	yes
19.	Not sure

### 23. In what ways did UNHCR engage local authorities and host communities to: | B. manage potential local tensions?

#	Response
1.	Same as above
2.	N/A
3.	programs that aim both locals and Syrians
4.	I do not know
5.	The same
6.	Constant advocacy at all levels on positive aspects of having refugees in Turkish community at all fora to positively affect host community conscious as well as undertaking individual interventions with refugees
7.	Involving locals in activities carried out in community centres
8.	Through advocacy and increasing public awareness on the issues relating to Refugees.
9.	not much
10.	Develop projects that involve both refugees and host communities (e.g. RET women centers)
11.	Public awareness and cultural campaign
12.	same as above
13.	Unsure
14.	N/A
15.	Not effectively
16.	use media channels; use IPs to use the media channels to disseminate facts and information
17.	not aware
18.	Not sure

## 24. In what ways did UNHCR promote or support the Government of Turkey to ensure: | A. effective Syrian refugee representation, both women and men?

#	Response
1.	UNHCR has done an excellent job on that. Community services has been advocating with the government and I/NGOs on establishing committees, developed guidelines, and provided lots of training which resulted in 95% representation at camps level and now urban committees are being established one of which is doing lots of excellent work with their community as well as with the Turkish authority (Reyhanli women's committee
2.	N/A
3.	-
4.	through capacity building assistance
5.	Creation of refugee committees in camps
6.	Findings of focus group discussions were shared with the relevant Ministries to which the suggested solutions by the refugee communities were passed on.
7.	Promoting the creation of refugees' communities and promoting women participation on them
8.	Through the establishment of refugee committees, initially in the camps and later on expanded to urban locations.
9.	Supported the establishment of refugee committees in camps
10.	promote the establishment of diverse refugee committees in all the camps. This has been fully embraced by AFAD
11.	Establishment of refugee committees in camps (first) and then in urban areas.
12.	involving both women and men into discussions related to their daily life, livelihood, encouraging them to participate in decision making as well as identifying protection concerns.
13.	UNHCR successfully convinced AFAD to establish representation mechanisms in the camps.
14.	unsure
15.	N/A
16.	NOT EFFECTIVELY
17.	supporting the refugee committees (by trainings, materials, and tools) and advocate for them
18.	not aware
19.	Not sure

## 24. In what ways did UNHCR promote or support the Government of Turkey to ensure: | B. Syrian refugee community mobilization?

#	Response
1.	UNHCR CS also has been advocating with relevant stakeholders on community mobilization, developed guidelines on refugee outreach programme and did lots of training on the subject.
2.	N/A
3.	encouraging Syrian initiatives
4.	Through our partners, we have a network of Community Centre which are allowed by the Turkish Authorities.
5.	Through community centers and camp activities and training both refugees and authorities' partners
6.	Promoting the creation of refugees' communities
7.	Through the establishment of Community Centers and Multi-service Centers catering to the various needs of Syrian refugees.
8.	Mostly in the South East through refugee outreach volunteers, community initiatives and community centres; much less in the rest of the country due to limited presence in the field and dispersion of the caseload
9.	promote active participation of the refugees in the camps in management and activities for the refugees
10.	Establishment of community centres (multi-service centres)
11.	Working with various source to identify beneficiaries by working in collaboration with mukhtars, local NGO's and institutions. Expanding protection program for urban Syrian refugees by launching community centers. Operating projects with major community mobilization components to facilitate the process of citizens organizing for positive social change.
12.	unsure
13.	N/A
14.	Not effectively
15.	by supporting Syrian NGOs and CSOs and advocate for them with the government
16.	not aware
17.	Not sure

## 25. What more could UNHCR do to take account of and track incidences of social tension between local populations and refugees? |

#	Response
1.	Today it seems that there is no such tension but it has to be followed...
2.	Follow up more effectively on media reports of violence with individuals (refugee and host community involved) in order to understand reasons behind tensions and try to come up with solutions together with refugee community
3.	Expanding the numbers of partners
4.	Further engagement with local authorities all over Turkey, as well as engagement in the field through partner coverage.

5.	Strengthen outreach, community involvement and engagement of local authorities and civil society organisations
6.	Through the community based protection network learn from refugees (focal group discussions/ home visits), local authorities and other partners
7.	Empowering people to be their own agents of change. To collaborate with a diverse range of partner agencies and institutions at all levels of the public, private and civil society sectors.
8.	Same as Question 23

## 26. What measures has UNHCR taken to leverage the engagement of NGO and UN partners in the delivery of support to local populations affected by the refugee presence? |

#	Response
1.	There is room for improvement in terms of coordination of efforts and enabling of NGOs
2.	None.
3.	has timely transferred regular and updated information on time
4.	Support to NGOs targeting both host and refugee communities in their activities and through advocating this at different fora
5.	UNHCR engaged in several activities to build the capacity of NGOs working with refugees. Considerable financial support was provided to broaden presence and efficiency of NGOs in the field. Joint activities targeting local authorities, refugees and line ministries to increase visibility of contributions done by UN agencies and NGOs.
6.	No clear question.
7.	Engagement of actors in the field through field teams and Working Groups (coordination mechanisms). Supporting partner and other NGO projects that include the host community members in their activities to promote peaceful co-existence.
8.	UNDP has had a stronger role in this sector.
9.	funding mobile clinics, ambulances, funding UNDP project; establishing women centers that involve both refugees and host communities (e.g. RET women centers
10.	The 3RP sector planning, with UNHCR leadership and co-ordination, has a focus on resilience and strengthening local service delivery to ensure that the quality of service delivery is not negatively affected. A number of community services projects have focused on addressing social cohesion and promoting interaction.
11.	Effective impact, remains active, empowered during and after the program implementing with close follow up/monitoring.
12.	This is reflected in 3RPs under Resilience
13.	UNHCR chairs or co-chairs most of the NGO Working Groups, which is a useful coordination mechanism.
14.	Awareness raising activities in the host community, peacebuilding activities
15.	Local networking systems and implementation through local NGOs is essential
16.	3 RP

- |     |   |
|-----|---|
| 17. | Not been involved with Refugees   |
| 18. | Good attention to general information and coordination meetings, but weak support for sectoral coordination |

## 27. What initiatives have been taken to promote access to livelihoods amongst: | A. Syrian refugee women?

#	Response
1.	N/A
2.	I do not know, but it should be limited with due to nonexistence of work permits
3.	This is new
4.	Vocational classes through supported women's centers
5.	vocational and language courses.
6.	Promoting language and vocational skills
7.	Initially, advocacy for legal access to labor market, which was recently successful and yielded positive developments. Following the granting of work permits, advocacy for access to and capacity building for vocational training/language training/life-skills activities.
8.	Vocational training and education. In the absence of secondary legislation on employment, livelihoods opportunities were quite limited
9.	Skills training in camps supported (2013, 2014) and later in urban areas (2015). Promotion of participation in Halk Egitim skills development programming. Programming negatively affected by lack of legal work opportunities during period covered by evaluation.
10.	efforts to advance refugee women and initiatives to promote sustainable economic reliance/growth
11.	UNHCR has promoted and lobbied for access to the labor market. This right was granted to Syrian refugees under TP in October 2014 and the implementation directive was adopted last month only. Since last year, UNHCR Turkey has recruited a staff focusing on livelihood who has reach out to business community in order to facilitated engagement with Syrian communities and employment of Syrian refugees, men and women.
12.	very little
13.	Livelihood activities, language courses, women support groups
14.	Women safe spaces including training and job generation
15.	encourage the stakeholders like IsKur and development agencies as well as municipalities for more partnership and cooperation with NGOs for empowerment programmes
16.	not aware
17.	Looks like no effort at all

## 27. What initiatives have been taken to promote access to livelihoods amongst: | B. Syrian refugee men?

#	Response
1.	N/A
2.	I do not know, but it should be limited with due to non existence of work permits
3.	This is new
4.	Vocational courses at community centers and advocating for accessing Turkish vocational system
5.	vocational and language courses
6.	same as for women
7.	Initially, advocacy for legal access to labor market, which was recently successful and yielded positive developments. Following the granting of work permits, advocacy for access to and capacity building for vocational training/language training/life-skills activities.
8.	Vocational training and education. In the absence of secondary legislation on employment, livelihoods opportunities were quite limited
9.	Skills training in camps supported (2013, 2014) and later in urban areas (2015). Promotion of participation in Halk Egitim skills development programming. Programming negatively affected by lack of legal work opportunities during period covered by evaluation.
10.	same as above
11.	very little
12.	Livelihood activities, language courses
13.	vocational training and engaging them to Turkish business sector
14.	encourage the stakeholders like IsKur and development agencies as well as municipalities for more partnership and cooperation with NGOs for empowerment programmes
15.	not aware
16.	Looks like no effort at all

## Appendix V Respondents Interviewed

### Respondents interviewed during the inception mission at UNHCR Geneva (14-16th December 2015)

NAME	TITLE	SECTION / ORGANIZATION
<b>UNHCR Geneva</b>		
Steven Corliss	Director	DPSM
Henrik M. Nordentoft	Deputy Director	DPSM
Paul Spiegel	Deputy Director	DPSM
Betsy Lippman	Chief of Operations, Solutions Transitions Section	DPSM
Kimberly Roberson	Chief of Section	FICCS, DPSM
Nur Amalina Abdul Majit	Registration officer	DPSM
Carol Batchelor	Director	DIP
Louise Aubin	Deputy Director	DIP
Preeta Law	Deputy Director, a.i.	DIP
Janice Lynn Marshall	Deputy Director	DIP
Ita Sheehy	Senior Education Officer	DIP
Cinzia Faiella	Associate Donor Relations Officer	DER
Bates Assilbekova	Donor Relations Officer	DER
Carole Laleve Vallat	Senior Donor Relations Officer	DER
Mengesha Kebede	Inspector General	IGO
Pablo Mateu	Head of Service	IGO
François Reybet-Degat	Deputy Director (Iraq and Syria)	MENA
Ayman Gharaibeh	Head of MENA Unit	MENA
Michele Cavinato	Senior Legal Officer	MENA
Nivene Albert	Senior Protection Officer	MENA
Vincent Cochetel	Director	Europe
Felipe Camargo	Principal Emergency Coordinator	DESS
William Spindler	Senior Communications Officer/ Spokesperson	Communications and Public Information Service



NAME	TITLE	SECTION / ORGANIZATION
<b>Evaluation Reference Group</b>		
M Ayman Gharaibeh, Michele Cavinato and Kenrik Nordentoft		UNHCR (listed above)
Robbie Marks	Deputy Counsellor for Humanitarian Affairs	US Mission to the UN - Geneva
Joachime Nason	Counsellor	EU Delegation Geneva
Joshua Tabah	Conseiller (Affaires humanitaires)	Canada Delegation Geneva
Lori Bell	Regional Advisor, Monitoring and Evaluation	UNICEF Geneva
Nan Buzzard	Executive Director	ICVA – Geneva
Machiel Salomons	Evaluation Manager	Policy Development and Evaluation Service
Ewen Macleod	Head of Service	Policy Development and Evaluation Service

### Respondents interviewed during and after the field mission to Turkey 8 February – 4 March 2016

<b>ANKARA</b>		
<b>UNHCR Office</b>		
Pascale Moreau	Representative	UNHCR Turkey
Karim Atassi	Deputy Representative (Western Borders and Mediterranean)	UNHCR Turkey
Paolo Artini	Deputy Representative (Protection)	UNHCR Turkey
Margarita Vargas Angulo	Assistant Representative	UNHCR Turkey
Nese Kilincoglu	Senior Protection Officer	UNHCR Turkey
Iraj Imomberdiev	Senior Programme Officer	UNHCR Turkey
Jennifer Roberts	Education Officer	UNHCR Turkey
Selin Unal	Association Communication Officer	UNHCR Turkey
Hassan Adballa	Senior Supply Officer	UNHCR Turkey
Damla Taskin	Regional Livelihoods Officer	UNHCR Turkey
Alev Orsel-Karaca	Liaison Officer	UNHCR Turkey
Luca Curci	Senior Protection Officer	UNHCR Turkey
Brenda Goddard	(Former) Sr. Protection Officer	UNHCR Turkey

NAME	TITLE	SECTION / ORGANIZATION
Jing Song	Reporting Officer	UNHCR Turkey
Baran Nedimoglu	Associate Programme Officer	UNHCR Turkey
Asli Yonca Velieceoglu	Asst. Protection Officer	UNHCR Turkey
Handan Gokce Saraydin	Assoc. Protection Officer	UNHCR Turkey
Elmar Bagirov	Senior Resettlement Officer	UNHCR Turkey
Gabor Szucs	Human Resources Officer	UNHCR Turkey
Elena Petrukhina	Senior Admin/Finance Officer	UNHCR Turkey
<b>UN Agencies</b>		
Behire Ozek	Humanitarian Officer	UNFPA
Fatma Kaya Ergani	National Programme Officer	ILO
Kamal Malhotra	UN Resident Coordinator/ Resident Representative	UN/UNDP
Matilda Dimovska	Deputy Resident Representative	UNDP
Fernando Da Cruz	Resilience Advisor	UNDP
Berna Bayazit Baran	Programme Manager	UNDP
Zeliha Unaldi	Gender Specialist	UN Women
Philippe Duamelle	Representative	UNICEF
Nona Zicherman	Emergency Coordinator	UNICEF
Chiraru Kondo	Chief of Child Development and Education	UNICEF
Deema Jarrar	Education in Emergency Specialist	UNICEF
Kathleen Inglis	Programme Communications Officer	WFP
<b>Donors</b>		
Matthew Johnsson	US Humanitarian Advisor	USA Embassy
Jean-Christophe Pegon	Technical Assistant	European Commission DG ECHO
Thomas Triller	Political Officer	Embassy of Germany
Nick Horne	Lead Humanitarian Adviser for Turkey	Embassy of Great Britain Department for International Development (DFID)
Simona Gatti	Minister Counsellor	Delegation of the European Union to Turkey
Banur Ozaydin	Programme Manager, Home Affairs and Human Rights	Delegation of the European Union to Turkey

NAME	TITLE	SECTION / ORGANIZATION
Michael A. Rupp	Head of Section, Institution Building and Civil Society	Delegation of the European Union to Turkey
Jason Tulk	Senior Programme Officer, International Humanitarian Assistance Operations	Global Affairs Canada
<b>Government of Turkey</b>		
Ayse Betul Kasapoglu	Chief Advisory of Immigration and Humanitarian Aid	Chief Advisor's Office of Prime Ministry
Aysenur Bulbul	Chief Advisory of Immigration and Humanitarian Aid	Chief Advisor's Office of Prime Ministry
Ercan Mutlu	Chief Advisory of Immigration and Humanitarian Aid	Chief Advisor's Office of Prime Ministry
Esen Altug	Deputy Director General for Consular Affairs	Ministry of Foreign Affairs (MFA)
Mehtap Iyice	Head of Department of International Protection	Directorate General of Migration Management (DGMM)
Ismail Aydogan	Head of Department of Information Technologies	DGMM
Haldun GONUL	Projects Group Coordinator	DGMM
Mustafa YILMAZ	Migration Expert	DGMM
Gozde Ozkurul	Migration Expert	DGMM
Talip Menekse	Migration Expert	DGMM
Selman Isik	Head of Commission of Syrian Students	Ministry of National Education (MoNE)
Bayram Selvi	Head of Migration and Refugee Department	Turkish Red Crescent (TRC)
Mucahit Salih Duran	Head of Unit, Migration and Refugee Service Department	Turkish Red Crescent (TRC)
Serkan Yilmazturk	Officer, Migration and Refugee Service Department	Turkish Red Crescent (TRC)
Cagatay Gokyay	Expert, Employment and Occupation	ISKUR (Public Employment Agency)
Fatih Ozer	Head of Response Department	AFAD Ankara
Asiye Bekarca Sen	Social Worker, Response Department	AFAD Ankara

NAME	TITLE	SECTION / ORGANIZATION
<b>NGOs, civil society and academic institutions</b>		
Zahide Erdogan	Head of Department	Presidency for Turks Abroad and Related Communities (YTB)
Mehmet Fethi Tanrikulu	Expert	Presidency for Turks Abroad and Related Communities (YTB)
Ibrahim Vurgun Kavlak	General Coordinator	ASAM Ankara
Gokcen Yilmaz	Deputy Project Coordinator	ASAM Ankara
Ezgi Arslan	Deputy Project Coordinator	ASAM Ankara
Veysel Ayhan	Director	International Middle East Peace Research Center (IMPR)
Metin Bakkalci	President	Human Rights Foundation
Ramadan Assi	Country Director & Special Advisor for GCC and MENA Affairs	International Medical Corps (IMC)
Metin Corabatir	Director	Asylum and Migration Research Center (IGAM)
Murat Erdogan	Director	Hacettepe University Migration and Politics Research Center (HUGO)
Saban Kardas	Director, Assoc. Prof.	ORSAM, TOBB ETU
Basak Yavcan	Assist. Prof.	TOBB ETU
Ceylan Tanriverdi	Lawyer/ Director, Commission of Refugee Rights	Ankara Bar Association
<b>Parliamentarians</b>		
Safak Pavey	Member of Parliament	Grand National Assembly of Turkey
Niyazi Nefi Kara	Deputy of Antalya – Member of Committee on EU Harmonization – TR EU Joint Parliamentary Committee Vice Co-chair	Grand National Assembly of Turkey
<b>UNHCR MENA Bureau (Jordan)</b>		
Robin Ellis	Deputy Representative	UNHCR MENA Office
Tayyar Sukru Cansizoglu	Senior Protection Officer	UNHCR MENA Office
<b>GAZIANTEP</b>		
Tracey Buckenmeyer	Head of Sub-office	UNHCR Turkey
Drene Sarifodeen	Programme Officer	UNHCR Turkey
Tayba Sharif	Snr Protection Officer	UNHCR Turkey

NAME	TITLE	SECTION / ORGANIZATION
Fuat Ozdogru	Field Coordinator	UNHCR Turkey
Rana Milhem	(Former) Community Services Officer	UNHCR Turkey
Elif Zeybel	Field Officer	UNHCR Turkey
Gizem Uliu	Field Officer	UNHCR Turkey
Deniz Gucuk	Field Officer	UNHCR Turkey
Aynur Seda Baran	Field Officer	UNHCR Turkey
Vito Trani	(Former) Head of Sub-office	UNHCR Turkey
Rifat Kerim Menemencioglu	Community Services Assistant	UNHCR Turkey
Muharrem Adanc	Senior Community Services Assistant	UNHCR Turkey
Derya Ferhat	Senior Community Services Assistant	UNHCR Turkey
Mahir Safarli	Senior Field Coordinator	UNHCR Turkey
Erdem Bozoglan	Project assistant - Multiservice center for Syrian refugees	ASAM Gaziantep
Nursal Cakiroglu	Deputy Governor	Governorate of Gaziantep
Oktay Bahceci	Director	PDMM Gaziantep
Ahmet Taskesen	Director	AFAD Gaziantep
Ibrahim Cem Kurt	Director	ASAM Gaziantep
Tugce Atak	Community Center Manager	ASAM Gaziantep
Levent Senel	Protection Officer	ASAM Gaziantep
Ekrem Bozdogan	Protection Officer	ASAM Gaziantep
Rukiye Uysal	Protection Expert, Multi Service Center for Syrian Refugees	ASAM Gaziantep
Ayse Asra Belge	Women and Family Branch Manager	Gaziantep Metropolitan Municipality
Kadir Akgunduz	Head of Border Relief Operations, Syrian Crisis Humanitarian Relief Operation	Turkish Red Crescent
Tandogan Noyan	In country Operations Manager	Turkish Red Crescent
Vasif Minik	Director	Provincial Education Directorate
Sedat Canpolat	Director	Social Solidarity and Assistance Foundation - Gaziantep

NAME	TITLE	SECTION / ORGANIZATION
Hande Dilaver	Education Officer	UNICEF
Caroline Dean	Education Programme Officer	Save the Children International
Sayed Shah	Interim Country Director	Relief International- Turkey
<b>ISTANBUL</b>		
Elif Selen Ay	Head of Field Unit	UNHCR Turkey
Mohammad Fateh Alkadah	Senior Protection Associate	UNHCR Turkey
Can Vodina	Protection Officer	UNHCR Turkey
Yazgulu Sezgin	Field Associate	UNHCR Turkey
Eda Tutar	Administrative Assistant	UNHCR Turkey
Mohamad Reza Lakhzadeh	Protection Assistant	UNHCR Turkey
Lara Ozugergin	Protection Assistant	UNHCR Turkey
Gizem Demirci Alkadah	Project Coordinator	ASAM Istanbul
Cansu Alozkan	Project Assistant	ASAM Istanbul
Muhtar Cokar	Executive Director	Human Resources Development Foundation (HRDF)
Kenan Keskin	Branch Manager of the Provincial Directorate of National Education	PD of Ministry of National Education
Muzaffer Zor	Manager Responsible for Syrian children and Temporary Education Centers	PD of Ministry of National Education
Selcuk Satana	Chair of Adaptation and Communication Work Group	Provincial Directorate of Migration Management
Kenan Sanay	Director	PD of the Ministry of Family and Social Policies
Ali Fuat Karaman	Deputy Director	PD of the Ministry of Family and Social Policies
Arzu Gur	Deputy Director (responsible officer for SGBV)	PD of the Ministry of Family and Social Policies
Nermin Fugen Ozer	Deputy Director	PD of the Ministry of Family and Social Policies
Alp Biricik	Project Coordinator	Esenler Support Office for Syrian Refugees (HRDF)
Sema Genel Karaosmanoglu	Director	Support To Life
Enver Aksakal	Attorney at Law	Istanbul Bar Association
Didem Danis	Maître de conférences	Université Galasataray

NAME	TITLE	SECTION / ORGANIZATION
Nurcan Ozgur Baklacioglu	Associate Professor	Istanbul University
Nuray Eksi	Professor	Yeditepe University School of Law
Lami Bertan Tokuzlu	Associate Professor	Istanbul Bilgi University School of Law
Ayse Beyazova	Former Manager	Istanbul Bilgi University – Center for Children Studies
Semih Elseyh	Director	Alawael Temporary Education Center for Syria Children
Ceylan Ergin	Coordinator	Alawael Temporary Education Center for Syria Children
Cihat Elseyh	Administrator	Alawael Temporary Education Center for Syria Children
Ahmet Elseyh	Public Relations	Alawael Temporary Education Center for Syria Children
Kenan Arslan	Director	Yeldegirmeni Childcare Institution
Iclem Kizilocak	Psychologist	Yeldegirmeni Childcare Institution
<b>HATAY</b>		
Ahmet Unal Gurel	Senior Protection Assistant	UNHCR Turkey
Kemal Karahan	Director	Provincial Directorate of Ministry of National Education
Yusuf Avar	Head of Department	Provincial Directorate of Ministry of National Education
Sera Marshall	Communication Officer	Save the Children
Ayse Kocak	Education Officer	Save the Children
Taylan Cengiz	Field Coordinator	Support to Life
Hatem Efe Keller	Project Manager	Support to Life
Luke Gracie	Protection Manager	Danish Refugee Council
<b>KAHRAMANMARAS Camp</b>		
Ferhat Kurtoglu	Deputy Governor	Governorate of Kahramanmaraş
Kahramanmaraş Women's Group		Kahramanmaraş Camp
Kays Tumkaya	Director	MALUMAT
Serife Ozturk	Protection Officer	MALUMAT



NAME	TITLE	SECTION / ORGANIZATION
Yasemin Gultutan	Communication Officer	MALUMAT
<b>BURSA</b>		
Derya Erdogan	Expert	Provincial Directorate of Migration Management
Hakan Gunduz	Expert	Provincial Directorate of Migration Management
Sevket Barca	Director	PD of Ministry of Family and Social Policies
Abdulkadir Karlik	Deputy Major	Bursa Metropolitan Municipality
Mehmet KOYLU	Basic Education Expert	PD of Ministry of National Education
Remziyi KIRAVAN	Head of Basic Education Department	PD of Ministry of National Education
Arif Celenk	Director	Association of Helping Syrian Refugees
Ebubekir Armagan	Director	IPEKYOLU International Students Association
<b>KONYA</b>		
Gokce Ceylan	Office Manager	ASAM Konya
Ahmet Babaoglu	Director	PD of Migration Management
Rahime Das	Deputy Expert (Uzman Yard)	PD of Migration Management
Cenk Sakarya	Deputy Expert (Uzman Yard)	PD of Migration Management
Huseyin Sarac	Co-Director	Elbir Association



## Appendix VI Interview Protocol

### Draft interview guide

### Universalialia evaluation of UNHCR Turkey

Provide name

Universalialia has been contracted by UNHCR to conduct an evaluation of UNHCR's programme in Turkey. It is very important that we explain at the outset that this evaluation only covers Syrian refugees in Turkey – and only in the period from January 2014 to June 2015.

This evaluation does not cover the European migration issues, or other refugees in Turkey, or cross-border operations into Syria.

Also, we are evaluating UNHCR's activities not the Government of Turkey.

**Do you have any questions about our mandate or the overall scope of our evaluation?**

Our evaluation terms of reference ask us to consider a range of normal evaluation questions according OECD DAC and UN Evaluation Group guidelines. We will want to talk about six main cross-cutting themes, which are (1) Coordination, (2) Efficiency, (3) Coverage, (4) Appropriateness, (5) Impact, and (6) Sustainability and Connectedness.

We have also been asked to focus on four sectors of UNHCR's greatest involvement in the time period under review: (1) Protection, (2) Education, (3) Community Empowerment, and (4) Non-Food Items.

Before we get into the actual interview questions, I would also like to be clear about two more things.

The first is that we are fully aware of the importance of the relationship between UNHCR and the Government of Turkey. Our approach is to look at the past in order to be able to make constructive and forward looking recommendations that will help UNHCR and the Government of Turkey better face the challenges ahead. We most certainly will be extremely careful not to say or do anything that could put at risk that extremely important relationship with Turkey.

The second is that, although we are interviewing you and taking notes, we want to assure you that we will not be attributing any findings or recommendations in our final report to you or to this conversation. We are interviewing dozens of people, conducting surveys and consulting a vast number of documents, in order to draw conclusions that we can then triangulate against other sources of information. Nothing you say will be attributed to you in our final report.

**Do you have any questions at this stage, before we jump into the interview itself?**

**Q1. Can you please take a moment to describe your role in the Syrian refugee response, either now or earlier in the period under review? What was your role and what sectors were you responsible for?**

**Q2. What is your general impression of how well UNHCR has responded to the Syrian refugee crisis in Turkey? Are there some things that UNHCR has done particularly well? Are there gaps that UNHCR needs to focus on?**

Invite follow-on questions depending on the initial comments made by the interviewee.

Depending on the role of the interviewee, select ten of the key evaluation questions for specific discussion. These can be from throughout the 10 evaluation areas or concentrated in one area depending on the profile of the interlocutor. The key/priority questions are highlighted in **bold blue**.

#### Coordination

1.1 How effective was UNHCR in supporting AFAD and DGMM in their coordination roles?

**1.2 How effective was UNHCR's performance coordinating with Government, UN and non-governmental partners to provide support and assistance at the National and Sub-national levels?**

1.3 Were the main coordination processes and products effective?

1.4 Given the likelihood of a protracted Syrian refugee situation, what changes to UNHCR's coordination role/ arrangements would produce better programme outcomes?

#### Efficiency

2.1 Were UNHCR's resources used efficiently to achieve the stated objectives?

**2.2 Was the planning process timely and relevant?**

#### Coverage

**3.1 To what extent did UNHCR's support to the Government of Turkey assist in ensuring that protection and assistance interventions reached Syrian refugees both within camps and out of camps?**

3.2 Were persons of concern, in particular persons with specific needs (women and children, disabled, vulnerable host communities, etc.), correctly and fairly identified and targeted, and by whom?

#### Appropriateness

**4.1 Were assessments/ beneficiary consultations carried out to identify needs and priorities?**

4.2 Has UNHCR's support to the Government of Turkey and to Syrian refugees been appropriate in view of the cultural context and customs?

#### Impact

**5.1 Have the interventions made by UNHCR and its partners, in support of the Government of Turkey, improved the situation of Syrian refugees in the respective sectors covered by this evaluation?**

5.2 Have satisfactory humanitarian standards (e.g. Sphere, INEE and/or UNHCR) been met?

5.3 Are M&E systems in place to monitor, measure, or assess impact?

5.4 Has UNHCR helped establish effective beneficiary-feedback mechanisms, for example participatory assessments, and what are the persons of concern perceptions of the impact of UNHCR's assistance programmes?

5.5 Are any of the interventions doing harm?

#### Sustainability and Connectedness

**6.1 How has UNHCR's assistance contributed to strengthening the capacities of host government authorities and organisations to manage the consequence of the rapid growth of the Syrian population?**

6.2 What measures have been taken to guide UNHCR programme design and interventions for the longer-term?

6.3 What has been UNHCR's role with respect to assisting the Turkish authorities to develop longer term policies and programmes?

#### Protection

7.1 Have UNHCR's contributions to the evolution of the refugee registration system resulted in quantitative improvements (i.e. reduction of the backlog and increased coverage)?

7.2 To what extent has UNHCR been able to contribute to ensuring that the needs of Syrian refugees are assessed and their profile and vulnerabilities identified, both through the improvement of the registration system and relevant assessments and monitoring? What impact has this had on targeting of interventions?

7.3 To what extent has UNHCR been able to verify that reception services were adequate?

**7.4 To what extent has UNHCR been able to verify access to the territory by Syrian asylum seekers?**

7.5 Have durable solutions been given due consideration in the planning process? If yes, describe each solution?

7.6 To what extent has UNHCR addressed Syrian refugees' Sexual and Gender Based Violence risks?

#### Education

8.1 How successful has UNHCR been in ensuring that as many pre-school and school-age children and adolescents/ youth as possible gain access to education or appropriate learning opportunities?

**8.2 What measures have been taken by UNHCR to increase access to informal, vocational and higher education, and continuous learning?**

8.3 Has there been effective coordination of policy development and interventions among the UN agencies, government organisations, and other partners participating in the education sector?

#### Community Empowerment

9.1 Was UNHCR's support for local authorities and communities well designed, planned and implemented?

**9.2 What measures are in place in UNHCR to take account of and track social tensions between host communities and refugees?**

9.3 What steps has UNHCR taken to encourage NGOs and UN partners to support host communities affected by the refugee presence?

9.4 What initiatives has UNHCR taken to promote access to work and livelihoods amongst Syrian persons of concern?

#### NFIs

**10.1 Have NFIs and winterisation packages provided by UNHCR and its partners been appropriate and useful for the refugees?**



## Appendix VII List of Documents

### 1. Policy and strategy documentation (e.g. mandate, goals, approach, structure, partnerships, agreements, arrangements, decision-making processes, coordination, Government policy statements and regulatory documents etc.)

- Republic of Turkey (2014) “Law on Foreigners and International Protection”, *Ministry of Interior – Directorate General of Migration Management*. Ankara.
- UNHCR (2015). “Challenges in protecting/assisting refugees in urban areas (Turkey)”. (Internal document)
- No author (n.d.) “Regional Refugee & Resilience Plan 2015-2016: Regional Strategic Overview”.
- No author (n.d.) “2014 Syria Regional Response Plan Strategic Overview”.
- No author (n.d.) “2014 Syria Regional Response Plan Strategic Overview: Mid-Year Update”.
- No author (2014) “Overview: 2015 Syria response plan and 2015-2016 Regional Refugee and Resilience Plan”.
- UNHCR (2015). “Sexual and Gender-based violence prevention and response in refugee situations in the Middle East and North Africa “.
- UNHCR (2015) “16 Days of Activism against SGBV Campaign Activity Report”.
- No author (n.d.) “Proposed questions: Early marriages”.
- UNHCR (2015) “UNHCR Mid-Year Trends”.
- UNHCR (2015) “World at War: UNHCR Global Trends; Forced displacement in 2014”.
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