

IOM TURKEY

MIGRATION CRISIS

OPERATIONAL FRAMEWORK

2020 – 2023



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IOM

وكالة الأمم المتحدة للهجرة

يقدم الدعم

نفسية

ممنقل



FOREWORD

I am very pleased to introduce IOM's Migration Crisis Operational Framework (MCOF) 2020–2023 in Turkey. As the conflict in Syria enters its tenth year and looks increasingly protracted in nature, the development of this document has offered IOM staff an opportunity to analyse and take stock of the organization's interventions in both Turkey and northern Syria since 2011. The document builds on the MCOF 2018–2019 strategic document and draws on the lessons learned since the onset of the crisis, as well as newly emerging global crisis such as COVID-19, to ensure that IOM, the UN Migration Agency, can move forward over the next four years in the most effective and strategic manner possible.

The process of developing the MCOF provides IOM with the opportunity to continue building on its strong partnerships with several ministries. National and local authorities and humanitarian and development actors, working in both Turkey and northern Syria. First and foremost, the MCOF was written to complement the Directorate General of Migration Management's (DGMM) Migration Management Strategy Document, the Regional Refugee and Resilience Plan (3RP) and the Humanitarian Response Plan (HRP). It should be considered alongside each of these documents.

In Turkey, in addition to strengthening IOM's already close relationship with the Government and other humanitarian and development actors active in the country, the document highlights IOM's specific thematic and programmatic comparative advantages for donors, government counterparts, and local partners. IOM's long history of working constructively with the Government of Turkey puts us in a position to further this relationship for mutual benefit; this partnership serves to better the situation of both Syrians and host communities in Turkey. Noting that the Turkish Government has already shown unprecedented compassion to Syrians in Turkey, IOM looks forward to supporting further collaboration in this regard.

In northern Syria, IOM will continue to leverage its partnerships with local actors, UN agencies and other international organizations to provide lifesaving humanitarian assistance to as many vulnerable people as possible. As the situation transitions into one of long-term response, IOM will also look to support innovative and more sustainable programming that empowers Syrians to sustain their own livelihoods, build resilience, and encourage community stabilization where possible.

Moreover, IOM acknowledges that countries, including Turkey and Syria, are currently facing a global health risk that may further worsen conditions for refugees and migrants as well as host communities. The COVID-19 Pandemic will sharpen inequalities in accessing basic services if not addressed properly.

This document captures all these critical initiatives and presents them in a cohesive manner. I thank my colleagues in Turkey for working closely with me to develop the IOM's Migration Crisis Operational Framework in Turkey.

LADO GVILAVA
IOM Turkey Chief of Mission



LIST OF ACRONYMS

3RP	Regional Refugee and Resilience Plan 2020–2021	MiGOF	Migration Governance Framework
AAP	Accountability to Affected Populations	MFA	Ministry of Foreign Affairs
AFAD	Disaster and Emergency Management Presidency (Turkish)	MoAF	Ministry of Agriculture and Forestry
BAH	Bab al-Hawa	MoFLSS	Ministry of Family, Labour and Social Services
BAS	Bab al-Salame	MoH	Ministry of Health
CBI	Cash-Based Intervention	MoI	Ministry of Interior
CDAC	Communications with Disaster Affected Communities Network	MoJ	Ministry of Justice
CfW	Cash-for-Work	MoNE	Ministry of National Education
CwC	Communications with Communities	MPM	Migrant Presence Monitoring
DGMM	Directorate General for Migration Management	NFI	Non-Food Item
DTM	Displacement Tracking Matrix	NGO	Non-Governmental Organization
ERW	Explosive Remnant of War	NPM	Needs and Population Monitoring
ESSN	Emergency Social Safety Net Programme	OAU	Organization of African Unity
EU	European Union	PHA	Principles for Humanitarian Action
GoT	Government of Turkey	PSEA	Prevention of Sexual Exploitation and Abuse
HLP	Housing, Land and Property	PSS	Psychosocial Support
HNO	Humanitarian Needs Overview	SDG	Sustainable Development Goal
HRP	Humanitarian Response Plan	SEA	Sexual Exploitation and Abuse
HTS	Hayat Tahrir al-Sham	TAC	Temporary Accommodation Centre
IASC	Inter-agency Standing Committee	TCG	Turkish Coast Guard
IDP	Internally Displaced Person	TP	Temporary Protection
IED	Improvised Explosive Device	TPR	Temporary Protection Regulation
IKG	In-Kind Grant	UN	United Nations
IOM	International Organization for Migration (UN Migration Agency)	UNDCS	United Nations Development Cooperation Strategy 2016–2020
IP	Implementing Partner	UXO	Unexploded Ordnance
ISIL	Islamic State of Iraq and the Levant	WFP	World Food Programme
LFIP	Law on Foreigners and International Protection	WHO	World Health Organization
MCOF	Migration Crisis Operational Framework	WoS	Whole of Syria



INTRODUCTION TO THE MIGRATION CRISIS STRATEGIC RESPONSE

IOM's Migration Crisis Operational Framework (MCOF) in Turkey outlines IOM's ongoing and planned interventions for the years between 2020-2023 – for the humanitarian response in northern Syria, and the refugee and migrant response in Turkey.

These interventions fall under IOM's strategic response and will be supported by an integrated, multi-sectoral approach. IOM's crisis response is built around three pillars of intervention:

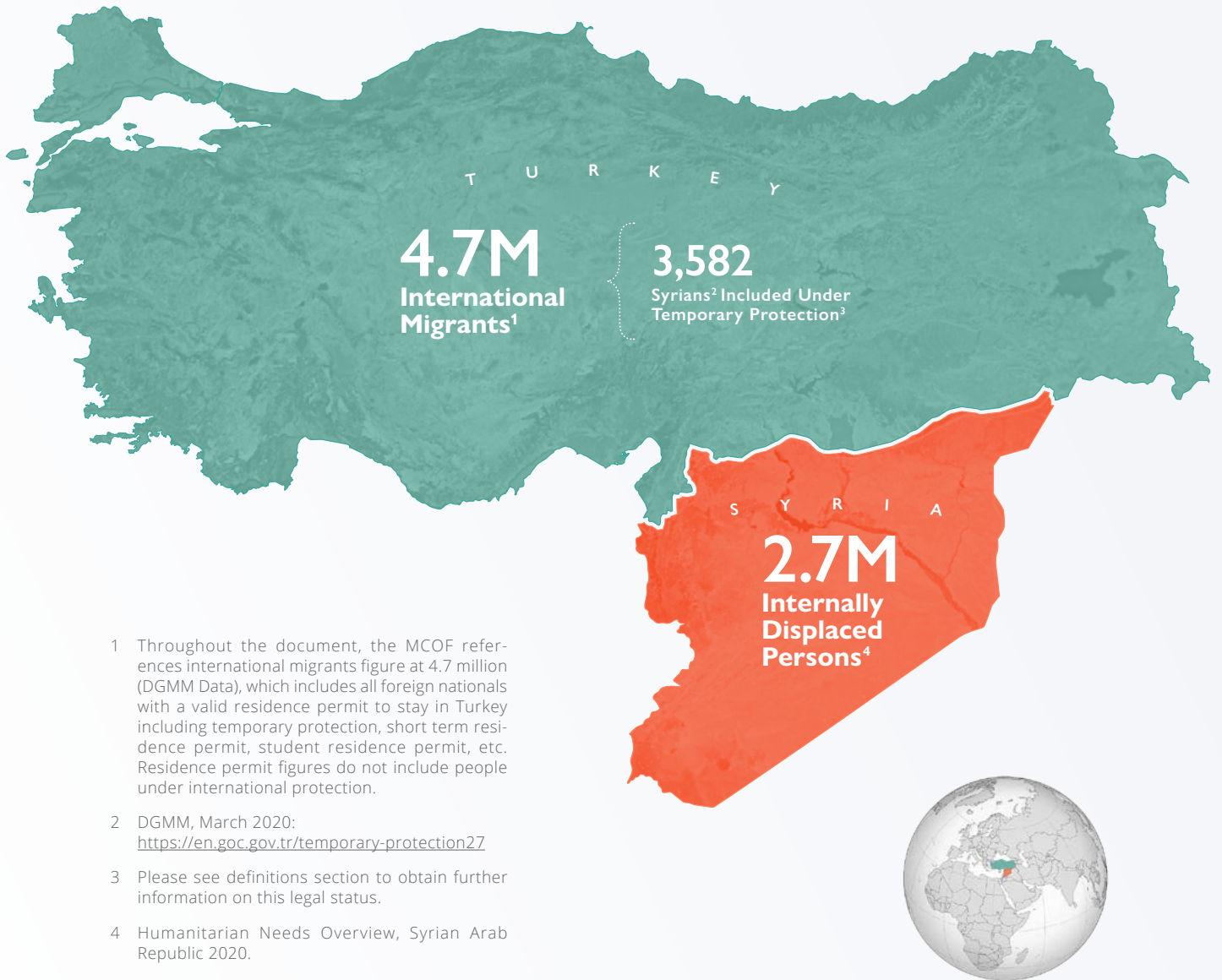
This MCOF outlines IOM's role in linking humanitarian assistance with development in an effort to end needs by reducing risks and vulnerability with the collaboration, coordination and coherence between humanitarian and development actors designated as `New Way of Thinking` and Humanitarian-Development Nexus. The strategy focuses on multifaceted approaches to delivering humanitarian support; community stabilization; livelihoods; and early recovery programming. For all pillars of intervention, IOM will ensure a coherent, effective, and coordinated approach that is aligned with local, national, and regional efforts.

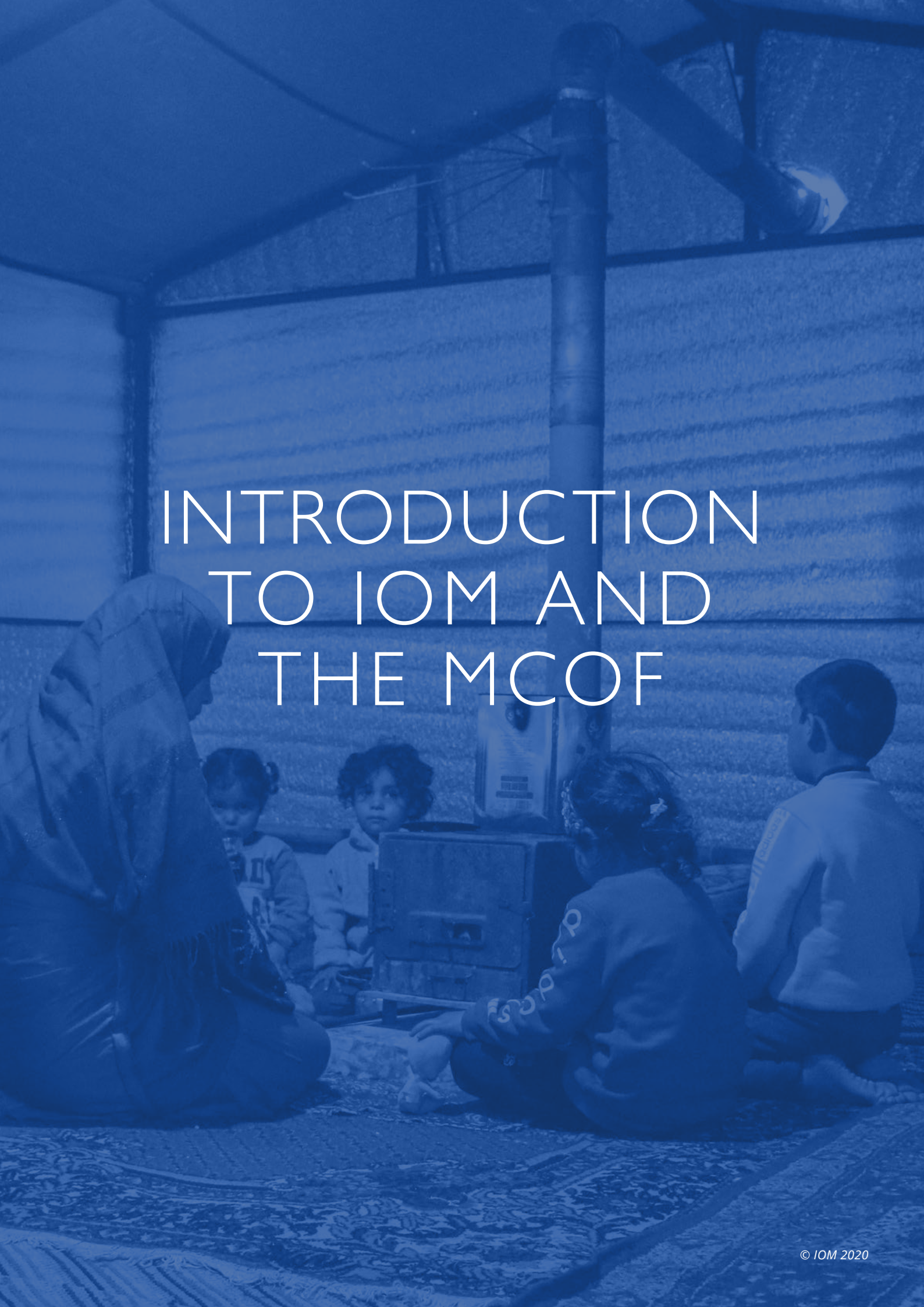


IOM Turkey Sectors of Response



Turkey Regional Migration Numbers at A Glance



A photograph of a woman and four children sitting on a patterned rug inside a tent. They are gathered around a wood-burning stove. The woman is on the left, wearing a headscarf. The children are on the right and in front of the stove. The stove has a vertical chimney pipe extending to the top of the tent. The entire image is overlaid with a blue tint.

INTRODUCTION TO IOM AND THE MCOF

IOM –the United Nations (UN) Migration Agency– opened its first offices in Turkey in 1991, in the aftermath of the first Gulf War. The Turkey Mission began with resettling Iraqi refugees, and its activities were quickly expanded to include migration management programmes. IOM’s partnership with the Republic of Turkey was formalized in November 2004, when Turkey became an IOM Member State.

The partnership between IOM and Turkey has continued since then; notably, the organization supported the GoT in drafting Turkey’s Law on Foreigners and International Protection (LFIP).⁵ In January 2017, IOM’s then Director General William Lacy Swing⁶ signed an amended Host Country Agreement with the Turkish Ministry of Foreign Affairs (MFA) to reflect IOM’s then-recent UN membership, further strengthening IOM’s relationship with the Government of Turkey (GoT).

Following the devastating Van Province earthquake of 2011, IOM began emergency response programmes which have since expanded due to ongoing regional conflicts and crises, notably the 2012 Syria Crisis and the 2015 Mediterranean Crisis. As a result of the considerable growth in IOM programming related to the Syria Crisis, as of March 2020, the Mission is now one of the largest globally, with over 1,079 staff members in 15 different locations across the country. IOM’s Country Office is based in Ankara, and there are sub-offices in Gaziantep and Istanbul, as well as satellite offices in Izmir, Hatay and Şanlıurfa. As of May 2020, the Mission has an active portfolio of over 181 million USD, used to implement more than 55 projects in four distinct areas of operations: refugee assistance, cross-border response (in northern Syria), migration management, and refugee resettlement. In Turkey, IOM’s active programme areas include Humanitarian Response, Community Stabilization, Immigration and Border Management, Labour Migration and Human Development, Integration (Harmonization),⁷ Counter Migrant Smuggling, Assistance to Vulnerable Migrants, Migration Health, and Assisted Voluntary Return and Reintegration. These

projects and IOM’s Strategic Response generally reflect the Sustainable Development Goal (SDG) agenda⁸ and the Global Compact for Migration, which seek to cover all dimensions of international migration in a holistic and comprehensive manner.⁹ IOM is also highly involved in the development of national frameworks to integrate the SDGs, including the 11th National Development Plan.

IOM has strong partnerships with government organizations including the Ministry of Interior (MoI), particularly the Directorate General of Migration Management (DGMM), the Turkish Coast Guard (TCG), the Turkish National Police, and the Turkish General Command of Gendarmerie, Ministry of Family, Labour and Social Services (MoFLSS), Ministry of National Education (MoNE), Disaster and Emergency Management Presidency (AFAD), Ministry of Agriculture and Forestry (MoAF), Ministry of Health (MoH), Ministry of Justice (MoJ), and various municipalities across Turkey.

DGMM is the administrative, legislative, and operational central-governmental authority responsible for overall migration and international protection affairs in Turkey, and thus cooperates very closely with relevant governmental institutions in diverse thematic areas of migration (such as international labour, education, health, social policy, and security). In 2015, IOM and the DGMM agreed on potential areas of work highlighted in a strategy document and have continued the partnership through projects in the area of migration management which included signing an exclusive Letter of Understanding (LoU) in March 2017 to carry out migration data collection in Turkey. Moreover, the close

5 Law No. 6458, adopted 4 April 2013, <https://en.goc.gov.tr/lfip>

6 William Lacy Swing served between the years of 2008 and 2018.

7 For the purpose of this document the term used to denote integration is ‘harmonization’, which stresses the importance of ensuring a two-way approach towards integration – from migrants towards their receiving community, and the other way around. Harmonization has an affirmative meaning in Turkish and therefore better reflects the aim of the Turkish approach which is to understand the host society-migrant interaction as a dynamic mutual relationship in which migrants are not confined to a passive role.

8 Particularly SDG goals 1, 3, 4, 8 and 10.

9 Global Compact for Migration: The global compact for migration is the first, inter-governmentally negotiated agreement, prepared under the auspices of the United Nations. The global compact aims to improve migration governance and address the challenges arising from migration, while harnessing the contribution of migrants and migration to sustainable development. Initiated with the UN General Assembly (UNGA) ‘New York Declaration for Refugees and Migrants’ on 19 September 2016, the UNGA will hold an intergovernmental conference on international migration in 2018 aiming to adopt the global compact.

cooperation between the GoT and IOM has been further strengthened over the years in line with the IOM's support to GoT during the formation of some remarkable documents in the area of migration management such as National Action Plan on Harmonization and Strategic Priorities and National Action Plan on Irregular Migration (2020–2023).

As the UN Migration Agency, IOM actively partners with other UN agencies, non-governmental organizations (NGOs), and government institutions to plan and implement the Regional Refugee Response and Resilience Plan (3RP) in Turkey,¹⁰ and the Humanitarian Response Plan (HRP) in Syria.

The 3RP serves refugees in Turkey; on these matters IOM has been a close institutional partner of the GoT. The organization is thus well-placed to continue expanding its in-country operations to better serve migrants and refugees in crisis in Turkey, and ensure safe, orderly, and regular migration for the benefit of all. According to the 3RP Regional Strategic Overview 2020–2021, the 3RP has contributed to the mobilization of 3.6 billion USD since 2015 for the refugee response in Turkey. The efforts have particularly focused on increasing the accessibility of public services for refugees and supporting the main service providers such as municipalities and line ministries to strengthen their technical capacities. In line with this, over 2 million Syrian refugees have been supported through a multi-purpose cash assistance scheme, Emergency Social Safety Net (ESSN) since 2016.¹¹ Moreover, in 2019, verification of the registration of 2.7 million Syrian refugees was completed by preserving the rights of refugees to access basic services through civil documentation.¹² Moreover, under the 3RP Program, IOM Turkey has expanded its activities in the provinces of Gaziantep, Hatay, Sanliurfa, Kilis, Kahramanmaraş, Izmir, Ankara, Istanbul and Adana and reached 243,214 beneficiaries from refugee and host communities with its diverse activities in protection, education, livelihood and food security, and basic needs sectors in 2019.

Under the HRP, for cross-border activities in northern Syria, IOM utilizes its established operational and thematic expertise and strong partnerships to continue and expand operations in northern Syria as the crisis persists. Within the scope of Humanitarian Response Plan, on average 5.5 million people were supported in some form of humanitarian assistance each month throughout 2018¹³ while this average increased to 6 million in 2019.¹⁴ In northern Syria to date, IOM has delivered multi-sectoral life-saving humanitarian assistance to over 3 million crisis-affected persons, mobilized through a robust commodity and material supply chain and through direct assistance and service delivery programming.

Globally, MCOF is the framework used by IOM to design responses to migration crises. It describes the complex and often large-scale migration flows and mobility patterns caused by a crisis, which typically lead to significant vulnerabilities for individuals and affected communities and generate acute and long-term migration management challenges.

The MCOF was developed in 2012 at the request of IOM Member States, pursuant to their growing interest in the migration consequences of crisis situations.¹⁵ It complements IOM's Migration Governance Framework (MiGOF), endorsed by IOM Member States in November 2015.¹⁶ The MCOF is intended to form only part of IOM's strategic response and should be read in conjunction with the MiGOF and other institutional documents. The IOM MCOF in Turkey seeks to apply this framework to the situations in Turkey and northern Syria. The first Migration Governance Framework for Turkey was developed by the mission for 2018–2019, which follows a similar structure and aligns largely with the objectives identified in the last IOM MCOF in Turkey.

10 Regional Strategic Overview, Regional Refugee and Resilience Plan (3RP) 2020–2021.

11 3RP Regional Strategic Overview 2020–2021.

12 3RP, 2019 Progress Report (Mid-year January–June 2019), August 2019.

13 Humanitarian Response Plan Achievements January–December 2018.

14 OCHA, Syria Humanitarian Response January to December 2019.

15 During the 101st Session of the IOM Council, held on 27–30 November 2012, IOM Member States unanimously adopted Resolution 1243, endorsing the Migration Crisis Operational Framework (MCOF).

16 For further details on the MiGOF please see https://www.iom.int/sites/default/files/about-iom/migof_brochure_a4_en.pdf

DEFINITIONS

MIGRANT



An umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. The term includes a number of well-defined legal categories of people, such as migrant workers; persons whose particular types of movements are legally defined, such as smuggled migrants; as well as those whose status or means of movement are not specifically defined under international law, such as international students. *Source: IOM, International Migration Law, Glossary on Migration, 2019.*

REFUGEE



A person who, “owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country” (Art. 1(A) (2), Convention relating to the Status of Refugees, Art. 1(A) (2), 1951 as modified by the 1967 Protocol).

In addition to the refugee definition in the 1951 Refugee Convention, Art. 1(2), the 1969 Organization of African Unity (OAU) Convention defines a refugee as any person compelled to leave his or her country “owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country of origin or nationality”. Similarly, the 1984 Cartagena Declaration states that refugees also include persons who flee their country “because their lives, security or freedom have been threatened by generalized violence, foreign aggression, internal conflicts, massive violations of human rights or other circumstances which have seriously disturbed public order”.

INTERNALLY DISPLACED PERSONS (IDPs)



Persons or groups of persons who have been forced or obliged to flee or leave their homes or places of habitual residence, in particular as a result of, or in order to avoid, the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border (Guiding Principles on Internal Displacement, UN Doc E/CN.4/1998/53/Add.2.).

ASYLUM SEEKER



An individual who is seeking international protection. In countries with individualized procedures, an asylum seeker is someone whose claim has not yet been finally decided on by the country in which he or she has submitted it. Not every asylum seeker will ultimately be recognized as a refugee, but every recognized refugee is initially an asylum seeker. *Source: IOM, International Migration Law, Glossary on Migration, 2019.*

FOREIGNERS UNDER TEMPORARY PROTECTION IN TURKEY



Turkey maintains a ‘geographical limitation’ to the 1951 Refugee Convention and does not consider people from ‘non-European’ countries of origin eligible for Refugee Status. Instead, they are regarded as ‘conditional refugees’ until resettled to a third country. People who do not qualify as refugee or conditional refugee and cannot return to the country of origin or (former) habitual residence due to life-threatening conditions are subject to ‘Subsidiary Protection’ in Turkey.

Nevertheless, Turkey adopted a comprehensive Law on Foreigners and International Protection (LFIP) in April 2013, which established a dedicated legal framework for asylum in Turkey in line with EU regulations. It also affirms Turkey’s obligations towards all persons in need of international protection regardless of country of origin, at the level of binding domestic law. The law also created the Directorate General of Migration Management (DGMM) as the agency responsible for migration and asylum. Drafted by Ministry of Interior was adopted in General Assembly of the Parliament on 04.04.2013 and dispatched to the President. Law 6458 on Foreigners and International Protection (YUKK) was approved by the President on 10.04.2013 and published in the Official Gazette No. 28615 dated 11.04.2013. In November 2019, a bill submitted to the Turkish Parliament brought about various amendments to the Law on Foreigners and International Protection as regards the international protection procedure, qualification, reception conditions, as well as removal procedures.

Temporary protection under the LFIP is an optional measure deployed in situations of mass influx of refugees, according to the Conclusion No. 100 of UN Executive Committee, where the processing of individual international protection eligibility processing is impractical given the high numbers of individuals entering the country. As such, temporary protection cannot be defined as a form of formal international protection but a complementary measure deployable during situations of

mass influx where assessing individual international protection needs is unfeasible. Within the scope of temporary protection, Syrian nationals in Turkey are granted the right to legal stay, as well as access to basic rights and services. DGMM is the responsible authority for the registration and status decisions within the scope of the temporary protection (TP) regime, which is based on Article 91 of the LFIP and the Temporary Protection Regulation (TPR) of 22 October 2014.¹⁷

OVERALL OPERATING MODALITIES

Within the context of protracted, complex, and recurrent displacement, IOM's humanitarian assistance will continue to be flexible; require close coordination with local, regional, and national stakeholders; and be informed by evidence-based assessments. Specifically, programming will take existing and emergent needs, gaps, accessibility, and level of capacity among service providers and implementing partners into consideration.

UN and international strategy documents related to the Syria Crisis and Refugee Response in Turkey, such as the HRP, 3RP, United Nations Sustainable Development Cooperation Framework and the Global Compact for Migration will be called upon to guide programming. This MCOF seeks to situate the aforementioned documents in the context of IOM's operations.

IOM remains committed to providing support to and building the capacity and resilience of people in need. Sustainable support will be achieved by contributing to the long-term development and capacity of the relevant stakeholders to provide high-quality humanitarian assistance.

IOM aims to support national ownership and improve service delivery by developing the capacity of relevant stakeholders in Turkey. Enhancing the capacity of stakeholders responsible for assisting affected populations is intrinsically linked to IOM's efforts to reinforce resilience within systems, processes, and response mechanisms. Local authorities and organizations that are at the forefront of providing assistance to refugees, asylum seekers, migrants, host communities, and displaced persons, will be the main partners and recipients of IOM support under this approach. IOM will continue to assist governmental structures in analysing existing organizational

and technical capacities at local levels and designing appropriate measures to develop and strengthen these capacities through active consultations. These mapping exercises will provide IOM with a better understanding of gaps, and the resources required to fill them.

IOM will continue to contribute to community stabilization and durable solutions programming by supporting quick-impact initiatives that benefit IDPs and returnees in Syria, refugees in Turkey, and host communities in both places. These projects are designed through community consultations while ensuring appropriate age and gender diversity in decision making. IOM supports local markets in Turkey through its in-country work and its cross-border work in northern Syria. The vast majority of humanitarian relief items distributed by IOM in northern Syria are procured from Turkish local markets.

The situations in Turkey and northern Syria are very distinct; the operating specificities for each location are outlined in chapters two and three.

¹⁷ Throughout this document, and depending on the context, the term 'refugees' is used to refer to refugees as defined by the Geneva Refugee Convention, and Foreigners under Temporary Protection in Turkey.



TURKEY AND REFUGEE RESPONSE

CONTEXT

According to DGMM, almost 4.7 million foreign nationals are officially living in Turkey within the scope of either Turkish residence permits¹⁸ or temporary protection.¹⁹ Of these foreign nationals, 3.58 million are Syrian refugees seeking international protection, making Turkey host to the largest refugee population in the world.²⁰ The GoT has set a precedent for refugee response by pursuing a predominantly non-camp approach while providing assistance in seven temporary accommodation centres (TACs).

Of the 3.58 million Syrians under Temporary Protection in the country, as of June 2020, about 64,044 are hosted in seven TACs under the supervision of DGMM.²¹ These TACs are mainly staffed by Turkish public officers. Since 2011, the GoT has borne the financial and administrative responsibility for these TACs which are located along Turkey's 822-kilometre border with Syria. At the peak of the Syria Crisis, the GoT operated 26 TACs, however these have been gradually phased out. The remaining active seven TACs are located in five provinces in south-eastern Turkey.²² Over 98 per cent (3,516,077) of Syrian refugees live outside these camps.²³

Since the beginning of the Syria Crisis, the GoT has led the response and IOM and other humanitarian actors have been there to support implementation of humanitarian operations. The GoT has extended protection and assistance to Syrian refugees through Law 6458 on Foreigners and International Protection (2013) and Temporary Protection Regulation (2014), which defined a Temporary Protection (TP) regime for Syrian refugees in Turkey. During the state of emergency declared after the failed coup attempt in 2016, security policies and measures have increased which has also resulted in amendments to the LFIP, including through emergency decrees. On 6 December 2019, the GoT issued a reform of the LFIP and the TP Regulation which included

18 DGMM, Up-to-Date Statistics, Residence Permits, accessed on 28 April 2020.

19 DGMM, Up-to-Date Statistics, Temporary Protection, accessed on 28 April 2020. IOM, Migrants' Presence Monitoring Turkey, Situation Report Feb 2020.

20 UNHCR, Figures at a Glance Dashboard, reached on 4 April 2020.

21 DGMM, Up-to-Date Statistics, Temporary Protection, accessed on 6 June 2020.

22 Adana (1), Hatay (3), Kahramanmaraş (1), Kilis (1) and Osmaniye (1).

23 DGMM, Up-to-Date Statistics, Temporary Protection, accessed on 6 June 2020.



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various amendments relating to international protection procedures, qualifications, reception conditions, as well as removal procedures. IOM continues to provide support including capacity building to public and civil society stakeholders on the LFIP including the recent reforms to improve implementation of the legislation.

Recognizing the protracted nature of the conflict, the GoT has shifted from an emergency assistance approach to one that seeks to provide durable solutions, which includes establishing measures to support harmonization between refugees and host communities. The GoT has developed a National Action Plan on Harmonization (NAP) which includes a comprehensive strategic and institutional framework on harmonization consistent with the new migration management framework. With their proximity to both refugee and host communities, municipalities have also been key partners in promoting social cohesion at the local level through the provision of migrant and refugee services alongside non-governmental organisations and aid organisations.

POLITICAL CONTEXT

The GoT has formulated its 11th National Development Plan,²⁴ which focuses on improving international competitiveness, migration management,²⁵ rule of law, human development, and environmental sustainability. The Plan allocated a separate section for external migration by stressing the importance of “providing external migration management which is safe, systematic, controllable, evidence-based

and compatible with human rights and befitting human dignity”.²⁶ The policies and measures planned to be taken include ensuring evidence-based policymaking and service provision, strengthening migration management structures both on intra-institutional and inter-institutional levels as well as improving international cooperation to address irregular migration. Specific emphasis was placed on improving the adaptation of migrants to life in Turkey.

In support of this framework, UN agencies have aligned their respective strategies through the four areas of United Nations Development Cooperation Strategy (UNDCS):

- Sustainable, Inclusive Growth and Development,
- Democratic Governance,
- Gender Equality and Women’s Empowerment, and
- Migration and International Protection.²⁷

Since the signing of the EU-Turkey Statement²⁸ on 18 March 2016 there has been a reduction in the number of the peak irregular crossings from Turkey to Greece observed in 2015/16. Arrivals to Greece remain lower than the period prior to the statement but the number of individuals attempting to cross has been gradually rising. Concurrently EU Member States have supported the implementation of the One to One Policy to increase the resettlement of Syrian refugees from Turkey and have provided further funds within the scope of the Facility for Refugees in Turkey. However, the implementation of the EU-Turkey Statement has seen some

24 GoT 11th Development Plan: http://www.sbb.gov.tr/wp-content/uploads/2020/03/On_BirinciPlan_ingilizce_SonBaski.pdf

25 Particularly in relation to emigration, immigration and internal migration.

26 GoT 11th Development Plan: http://www.sbb.gov.tr/wp-content/uploads/2020/03/On_BirinciPlan_ingilizce_SonBaski.pdf

27 2016–2020 UNDCS Turkey: <https://turkey.un.org/sites/default/files/2020-02/UNDCS-FInal-2016-1-3-1.pdf>

28 EU Turkey Statement Press Release <http://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/>

challenges over the past years. The number of readmissions continues to be low with only 2,441 migrants returned since March 2016.²⁹ The implementation of the visa liberalization for Turkish citizens made under the deal continues to be stalled. As of May 2020, 26,135 Syrian refugees have been resettled from Turkey to EU countries within the scope of EU-Turkey Statement while the number of Syrian refugees has been resettled to 3rd countries such as Canada, USA and England is 16,285.³⁰

In addition, on 28th of February 2020, the GoT released a statement to open the Turkish side of the Turkey-EU border, allowing migrants onwards passage to Europe. Following the statement, thousands of migrants, and refugees, mainly nationals of Afghanistan, Pakistan, Iran, Syria, and Somalia, made their way to Edirne with the intention of crossing over to Greece. On 1 March 2020, IOM staff tracking the movement of people from Istanbul and providing humanitarian assistance to the most vulnerable, observed tens of thousands of people gathering at the formal border crossing points at Pazarkule and Ipsala and multiple informal border crossing points. Early assessments indicated that many of those migrants were very vulnerable, with a high proportion of women, children, and families amongst them in need of food, water, and other basic needs as many were sleeping outside in harsh winter conditions. In response IOM provided food, clothing and hygienic items and other

items, distributed through IOM mobile teams in partnership with UNHCR, the Turkish Red Crescent and the Association for Solidarity with Asylum Seekers and Migrants.³¹ The situation lasted a few weeks and was abated, in part, due to the emergence of COVID-19 in the country when Turkey's Interior Minister Suleyman Soylu announced that thousands of migrants waiting at the border with Greece were evacuated as a precaution amid the COVID-19 pandemic on 27 March 2020. According to the Interior Minister, the migrants were taken to migration centres in nine provinces. IOM is closely monitoring the situation and will continue to provide essential services to migrants and the border with Greece in line with COVID-19 measures.

Although migrants have since left the Edirne border regions these events demonstrate some of the challenges that have arisen during the implementation of the EU-Turkey deal. IOM acknowledges that the protected situation of irregular migration and displacement in the region have placed some countries, including Greece and Turkey, under great strain and that more efforts are required to share the responsibility towards migrants and refugees. IOM stands ready to support all concerned governments with any actions which may help achieve effective migration management, that can reduce vulnerabilities and ensure that the immediate needs of migrants are met.



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29 EU, March 2020, 'EU-TURKEY STATEMENT: Four years on'. retrieved May 2019 from: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/20200318_managing-migration-eu-turkey-statement-4-years-on_en.pdf

30 DGMM, Up-to-Date Statistics, Temporary Protection, accessed on 6 June 2020.

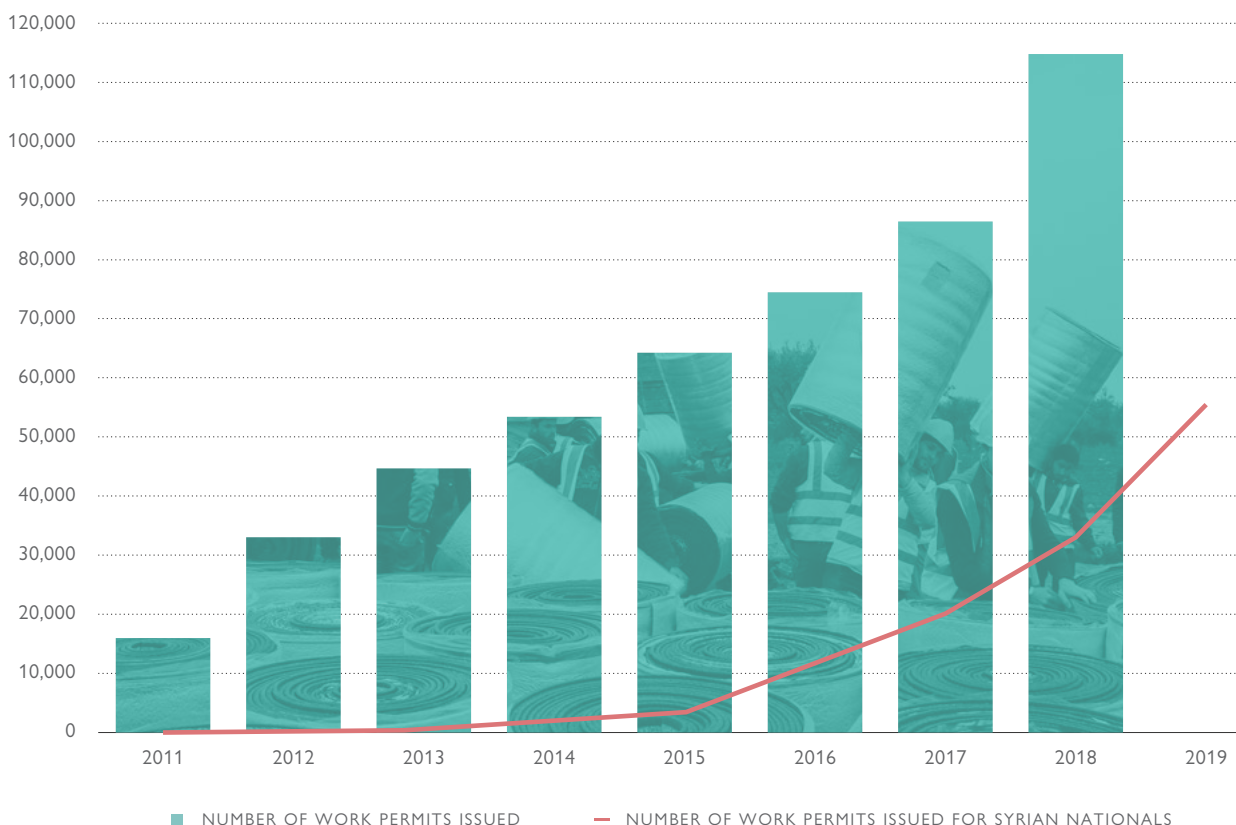
31 IOM response teams are also present along the Aegean coast providing assistance to vulnerable migrants, however activities in the Aegean have been very minimal as weather conditions have largely prevented migrants from trying to cross.

ECONOMIC CONTEXT

Syrians residing outside of government-run TACs have largely settled in rural, semi-urban, and urban areas alongside Turkish communities, signalling an opportunity for harmonization and economic contribution in the short-to-medium term. On 15 January 2016, the GoT formalized the Regulation on Work Permits for Foreigners under Temporary

Protection, allowing Syrians under Temporary Protection to apply for work permits. Through the regulation, registered Syrians who have been in Turkey for at least six months are permitted to apply for work permits through their employers in the province where they first registered.³²

WORK PERMITS OF SYRIAN NATIONALS BY YEARS



The scope and complexity of migration from neighbouring countries into Turkey continues to pose challenges for the GoT in effectively managing labour migration. The number of work permits granted between 2016 and 31 December 2019 was 132,497.³³ To overcome barriers to labour market entry and increase Syrian participation in formal employment, annual work permit fees were subsidized by 40 per cent for employers of SuTPs in 2018.³⁴ Despite this, the number of work permits issued relative to the SuTP working population

in Turkey continues to be low. In addition, the work permit process remains slow for citizens of Afghanistan, Iran, Iraq, Georgia, Ukraine, Kyrgyzstan amongst others, illustrating that challenges remain across all nationalities and accompanying migrant statuses within Turkey. This has resulted in lack protection in the labour market for many refugees and migrants, as they work informally or in low-skilled jobs and a high level of informal employment which can have negative consequences on workers' well-being and their potential contribution to

32 MoFLSS, Work Permits of Foreigners Annual Reports 2011–2018.

33 MoFLSS, DGILF data as of 31 December 2019.

34 SuTPs can also work in seasonal agriculture or animal husbandry within the scope of work permit exemptions.

Turkey's formal economy. For example, due to the increased labour supply in the agricultural sector, and the involvement of powerful labour intermediaries who have connections with large farms (and negotiate low wages for vulnerable migrants), daily wages for seasonal agricultural workers has decreased significantly since 2016 regardless of worker nationality. Tracking the job placements after completion of vocational trainings, in 2019, only one in five persons who completed training found a formal position of employment.

The main obstacles to obtaining work permits include:

- Work permit fees that employers have to pay,
- Employers' unwillingness to get a work permit for migrant workers,
- Lack of knowledge among migrants to how and where to get work permit,
- Employers' lack of familiarity with labour laws and regulations,
- Lack of Turkish language skills, and
- Under the current regulations, formal employment disqualifies Syrians from accessing social aid programmes which disincentivize their formalization.

Furthermore, many Syrians are unable to find work in the province they first registered in and thus find themselves forced to move to new areas with higher employment opportunities. Reports by IOM's Migrant Presence Monitoring (MPM) Unit in Turkey, which is part of IOM's global Displacement Tracking Matrix (DTM), confirm that internal mobility of Syrians in Turkey towards larger cities with higher employment opportunities occurs on a regular basis.³⁵ As a result, the MoFLSS has started facilitating the provision of work permits in provinces other than those of first registration, in line with local labour market needs. While the regulation for receiving work permits became more restrictive, the process has been improved with an easier step by step approach through an online system. Flow Monitoring Survey results reveal that, of the migrant respondents wishing to move to another province, the greatest number (47 per cent) wished to move to

Istanbul. Istanbul is the province hosting the largest number of Syrians in Turkey, hosting a total of 495,783 Syrian refugees. In a public statement released on 22 July 2019 by the Governorship of Istanbul, it is stated that the city is hosting a total of 1,069,860 officially registered foreigners, 547,479 of which are Syrians under Temporary Protection. It further stated that Syrian nationals who are unregistered or not holding an identity card would be transferred to other provinces in order to reduce the number of irregular migrants in Istanbul. Moreover, Istanbul has closed the registration of temporary protection claims.³⁶ In order to reduce the pressure on cities, Syrians registered in provinces other than Istanbul were asked to return to the province they first registered in by October 2019. The transfer of unregistered Syrians under Temporary Protection has continued to be carried out through Data Update Appointment System for Foreigners Under Temporary Protection,³⁷ a website developed by DGMM. However, this was suspended in March 2020 within the scope of precautions against the COVID-19 pandemic.

However, 2018 marked another beginning of instabilities for the global economy due to trade wars, rising interest rates, and Brexit uncertainties. Turkey was one of the negatively impacted countries with the Turkish Lira losing its value against the US dollar by 31 per cent during the second half of 2018. Inflation rates reached a record high of 25.24 per cent in October 2018. As of May 2020, inflation rates regressed to 11.39 per cent³⁸ yet uncertainties and instabilities remain. Access to employment in Turkey has been challenged by fluctuating markets and increasing levels of unemployment. Across Turkey, the unemployment rate increased from 9.9 per cent in January 2018 to 12.6 in January 2020, while the unemployment rate among youth has reached 22.9 per cent.³⁹ As laid out in Turkey's economic program announced September 2019, the government targets a 12.9 per cent unemployment rate for 2020. Based on data provided by the Turkish Statistical Institute, the poverty threshold has increased from 5,007 TL in 2013 to 8,892 in 2018 (for a couple with at least one dependent child)⁴⁰ while the net minimum wage is set to

35 The Displacement Tracking Matrix (DTM) is a system to track and monitor the displacement and population mobility. It is designed to regularly and systemically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route.

36 Governorship of Istanbul, 'Combating Irregular Migration' Press Statement, 22 July 2019. (<http://www.istanbul.gov.tr/duzensiz-gocle-mucadele-ile-ilgili-basin-aciklamasi>)

37 Geçici Koruma Kapsamından Bulunan Yabancılar İçin Veri Güncelleme Randevu Sistemi

38 The Central Bank of the Republic of Turkey, Inflation Data, Consumer Prices, accessed on 15 April 2020.

39 Turkish Statistical Institute (TUIK), Labour Force Statistics (http://www.turkstat.gov.tr/PreTablo.do?alt_id=1007)

40 Turkish Statistical Institute (TUIK), Poverty Statistics (http://www.turkstat.gov.tr/PreTablo.do?alt_id=1013). The figures are calculated by the household type and equivalised household disposable income.

2,325 TL until the end of 2020.⁴¹ A significant gender gap in employment remains between Turkish men (65 per cent employed) and women (34.9 per cent employed).⁴²

The EU's Emergency Social Safety Net Programme (ESSN) continues to provide 1.8 million vulnerable refugees with monthly cash assistance to meet their basic needs. The Government of Turkey has prepared an exit strategy from the ESSN which includes a three-step transition by 2021 to promote social cohesion through employment as well as to reduce the dependence on ESSN and generate sustainable solutions.⁴³ The transition focuses first and foremost on the provision of basic needs, followed by conditional cash assistance and language and vocational trainings, and lastly, supporting employment and social inclusion. With language barriers posing one of the biggest obstacles for foreigners to find employment and assuring social cohesion with Turkish host community, Adult Language Training (ALT) Programmes have been developed within the scope of ESSN to reduce the dependence of refugees to cash assistance. The Programme started implementation on March 2019 across 10 provinces and has reached a total of 28,546 Syrians by February 2020. However, even with the unprecedented scale of assistance provided through ESSN, many refugees who are not registered or live in rural areas remain in need of support.⁴⁴

SECURITY CONTEXT

Turkey has one of the most complex geostrategic positions in the world, sharing borders with Iraq, Iran, Syria, Georgia, Azerbaijan, Greece, and Bulgaria. Turkey has completed the construction of a 700-kilometre wall along its border with Syria. Of the 13 border crossing points along the Turkey-Syria border, two remain open to humanitarian shipments. These border crossing points at Bab Al-Hawa and Bab Al-Salama are heavily controlled to restrict the passage of non-humanitarian goods into Syria.

Since 2015, Turkey has also seen several security incidents within its borders. Major cities such as Istanbul, Ankara, and Gaziantep have been affected by internal security threats. This is further compounded by the attempted coup of July 2016, after which a state of emergency was declared. Even though the state of emergency was halted in July 2018, the effects of these events were observed on the operational capabilities of humanitarian agencies, including IOM. Border areas have become more restricted and security concerns have increased for humanitarian staff.



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41 MoFLSS, <https://www.ailevecalisma.gov.tr/tr-tr/asgari-ucret/asgari-ucret-2020/>

42 Regional Refugee & Resilience Plan (3RP) 2019–2020 Turkey, retrieved from: <https://reliefweb.int/sites/reliefweb.int/files/resources/68618.pdf>

43 Turkish Red Crescent, Emergency Social Safety Net (ESSN) Programme Technical Analysis Report, the First Quarter of 2019 (https://reliefweb.int/sites/reliefweb.int/files/resources/ESSN%20Programme%20Technical%20Analysis_0.pdf).

44 The MoFLSS developed a Vulnerability Criteria to assess who to provide ESSN assistance to as the programme cannot assist all refugees in the country.



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SOCIAL CONTEXT

For refugee communities, access to available services like education and healthcare has been limited due to locally stretched capacities, lack of awareness of services and rights amongst the refugee population, language and cultural barriers, and administrative delays. Further, IOM partner assessments have indicated pockets of social tension undermining relations between Turkish host and Syrian refugee communities, thus highlighting the need to contribute towards harmonization and integration. These barriers, coupled with economic insecurity, serve to create new or exacerbate existing vulnerabilities of Syrian refugee households. In recent years there has been a noticeable increase in social tensions between the Turkish host community and migrants and refugees, particularly in low-income, inner-city districts in working-class enclaves and provinces with large migrant and refugee populations relative to the Turkish host community. Concerns related to increasing competition for jobs, exclusion of Turkish citizens from benefits and services targeting refugees, and strains on public infrastructure and services – due (in part) to the increased population – have resulted in social tensions between communities. These barriers, coupled with economic insecurity, serve to create new or exacerbate the existing vulnerabilities of Syrian refugee households. IOM and partner assessments have highlighted pockets of social tension⁴⁵ undermining relations between Turkish host and Syrian refugee communities, confirming the need to contribute towards harmonization and cohesion.⁴⁶ In many cases, negative attitudes towards migrant communities are also exacerbated by one-sided media reporting and a lack of opportunities for communication and interaction between migrant and host communities,

especially among women.⁴⁷ The information and orientation provided to migrants and refugees have been reported to be fragmented and inconsistent during the meetings held with migrants, refugees, NGOs and local authorities. In 2018 and 2019, IOM undertook a multi-sectoral needs assessment interviewing 18,604 Syrian refugee heads of household across four south-eastern provinces: Gaziantep, Kilis, Hatay and Şanlıurfa. The assessment included questions related to basic needs, education, livelihoods, protection and shelter.

Findings indicate that access to services and state support remains a challenge, not least because of the stretched capacity of national structures but also due to barriers related to:

- Lack of knowledge and awareness of services and rights,
- Language and cultural barriers,
- Delays in the registration process, and
- Distance to access these services.

These barriers, coupled with economic insecurity, serve to create new or exacerbate existing vulnerabilities of Syrian households. Nevertheless, according to a 2018 WFP Social Cohesion survey published in as a part of monitoring framework of the ESSN, it is observed that Syrian refugees have a sense of stability with the majority feeling safe (79 per cent) and settled (77 per cent) in Turkey.

In 2016, The MoNE announced their plan to gradually start closing Temporary Education Centres, and accordingly, Syrian children would be transferred to Turkish public schools and receive their education based on the Turkish Curricula. By

45 Social Cohesion in Turkey, <https://docs.wfp.org/api/documents/WFP-0000073545/download/>

46 Multi-Sector Needs Assessment of Syrians in Turkey's South-Eastern Provinces <https://turkey.iom.int/sites/default/files/Multi%20Sector%20Needs%20Assessment%20of%20Syrians%20In%20Turkey%27s%20South-Eastern%20Provinces.pdf>

47 International Crisis Group (2017) Turkey's Growing Refugee Challenge – Rising Social Tensions, retrieved 20 November from <https://www.crisisgroup.org/europe-central-asia/western-europemediterranean/turkey/turkeys-growing-refugee-challenge-rising-social-tensions>

the academic year 2019–2020, this gradual transition was completed, and all Temporary Education Centres were closed.

Even though by law, students were matched with the schools closest to their address of residence, there was a number of students who had to travel longer distances to reach their school due to overstretched capacities of schools. As a result, school transportation continued to be a crucial need.

Since school transportation is not free in Turkey, this proves to be a burden for families who do not have the financial means to afford it. As a result of this, in most cases, families are forced to choose which child to be able to send to school. In most of these cases, the daughter would drop out of school to be able to help with the domestic work or get married, or the boys would drop out at an early age to join the work force. Also, in winter since the weather gets darker at an earlier time, parents were concerned about their children's, in particular daughters', safety while returning home, and would not send them to school even if their school was close to their home. In order to address school transportation as a gap and to ensure the accessibility to education by every child, IOM provided school transportation for free to children from refugee and host communities during the regular academic period as well as additional integration and Turkish language classes provided by MoNE after school hours, and in the summer. In addition, in provinces which has agricultural land and seasonal workers, IOM shows high flexibility with the children who move with their families, and follow-up with their address changes closely, so the children are able to continue school without any gaps in between.

With no tangible resolution to the Syria Crisis in sight, Syrian refugees are likely to remain in Turkey for the medium to long term. Efforts to improve relations between the host community and refugee populations are crucial.

ENVIRONMENTAL CONTEXT

Due to population growth, fast urbanization and industrialization, Turkey has been experiencing a range of environmental challenges including climate change, deforestation, flooding,

natural degradation, desertification, water scarcity, and marine pollution. To address these challenges, Turkey has adopted new legislation and institutional practices.⁴⁸ Importantly, Turkey's 11th Development Plan (2019–2023)⁴⁹ places sustainability at the centre of its development efforts. The plan promotes sustainable environmental and natural resource management and building of liveable cities. Priority is given to the prevention of environmental pollution, to the conservation and sustainable use of biodiversity and natural resources.

According to the European Environment Agency, Turkey has achieved progress in waste management, noise control, industrial pollution control and risk management, forestry, erosion control, and in the quality of its water and air.⁵⁰ Climate-induced migration constitutes a growing challenge impacting the livelihoods of individuals due to climate change and the degradation of the environment. This has become increasingly relevant in the agricultural sector, one of the main economic sectors affected by climate change in Turkey. With increasing temperatures, changes in rain patterns and the melting of glaciers across the globe, the frequency of droughts and heatwaves are rising, which causes water shortages during periods of cultivation, subsequently resulting in a decrease in agricultural production. This not only threatens food security for many individuals but can be a cause for migration to urban settings and inevitably a change of profession. While the climate- or disaster-triggered migration rate is lower in Turkey compared to other regions, the Internal Displacement Monitoring Centre reports that in the last decade (2009–2019), 275,313 people migrated on the account of climate and disasters.⁵¹

Although Turkey is addressing climate change through policy, the effects of climate change and migration, including seasonal migration,⁵² there is still a need to further recognize and include environmental migrants in policy frameworks to prevent forced migration and address the needs of vulnerable populations.⁵³ While there is not yet a consensus on the definition of 'environmental migrant'⁵⁴ at the international level, IOM promotes the investment in research to obtain necessary evidence to support the recognition of

48 <https://www.eea.europa.eu/soer-2015/countries/turkey>

49 http://www.sbb.gov.tr/wp-content/uploads/2020/03/On_BirinciPlan_ingilizce_SonBaski.pdf

50 <https://www.eea.europa.eu/soer-2015/countries/turkey>

51 <https://www.tr.undp.org/content/turkey/en/home/presscenter/articles/2019/08/1-yilda-17-milyon-insan-iklim-gocunden-etkilendi.html>

52 https://publications.iom.int/system/files/pdf/policy_brief_series_vol2_issue8.pdf

53 https://publications.iom.int/system/files/pdf/policy_brief_series_vol2_issue8.pdf

54 IOM has proposed a broad working definition in 2011 that seeks to capture the complexity of the issues at stake: "Environmental migrants are persons or groups of persons who, predominantly for reasons of sudden or progressive change in the environment that adversely affects their lives or living conditions, are obliged to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their country or abroad". For Further information, please visit IOM Environmental Migration Portal (<https://environmentalmigration.iom.int/environmental-migration>).

environmental migrant into policy frameworks. These efforts can help push the issue forward from the conceptual debate and guide Turkey in developing policies to address the issue. There is generally more research on the south-east part of the country, but not in the other parts, while climate change is affecting the whole country. Data covering all parts of the country will help map vulnerabilities that could be useful for designing policy. It is necessary to identify not only which parts of the country are most vulnerable to climate change and how, but also who is most vulnerable to these changes and why, and how their vulnerabilities should be addressed.⁵⁵

HEALTH CONTEXT

In Turkey, the first positive COVID-19 case was confirmed on 11 March 2020 and the first death was recorded six days later.⁵⁶ The number of confirmed cases has increased steadily as the number of tests performed across the country also increased. As of 3 June 2020, the number of positive cases reached 166,422 and 4,609 persons lost their lives.

In light of the World Health Organization's (WHO) and Turkish MoH's recommendations, the GoT has taken various steps to prevent and mitigate the effects of COVID-19. While the importance of social distancing has been promoted since the first case was reported, a curfew was declared for individuals over 60 years of age and children and young adults below the age of 20, in addition to people with chronic diseases. Further, 30 metropolitan cities closed the entry and exit points of their cities and all major public venues such as theatres, cinemas, public parks, pubs, and restaurants were closed to reduce the mobility of individuals in and among the cities. Moreover, most land borders were closed, and international air travel was suspended. At the time of finalizing the MCOF, these restrictions remain largely in place.

The government response to COVID-19 aims at containing and reducing the spreading of the virus and providing health care services to patients who developed the disease. The pandemic has inevitably placed migrant and refugee populations at particular risk as many are facing a reduction in labour opportunities, especially casual work, and daily wage

earners in the informal sector. An April 2020 World Food Programme report has found that “nearly one-quarter (23 per cent) of refugee households [in Turkey] are at risk to COVID-19 due to exposure to two or more risk factors such as crowding in the home, insufficient access to water and hygiene items, and poor sanitary practices”.⁵⁷ The study indicated that 19 per cent of refugees and migrants in Istanbul are at particular risk to COVID-19 with 23 per cent unemployed and 55 per cent working in unskilled professions. This has been reiterated by a recent rapid assessment by UNHCR which found that 61 per cent of households had lost their jobs as a result of the COVID-19 pandemic.⁵⁸

Although Syrian refugees have access to basic health services in Turkey, their socioeconomic status may have a negative impact on their ability to take all the recommended precautionary measures against COVID-19. Moreover, as of February 2020, general health insurance of the applicants or the beneficiaries of international protection over the age of 18 (with exceptions for those with special needs or cannot afford to seek medical treatment) who have been staying for more than one year beginning from the date of registration was cancelled.⁵⁹ Therefore, irregular migrants, in particular, might be reluctant to seek medical assistance for fear of being reported to enforcement authorities. However, as a result of the Supplemental Decision⁶⁰ all expenses related to COVID-19 treatment including the individual protective equipment, tests, kits and equipment required for the usage of these, as well as medicines centrally provided for treatment purposes, are provided free-of-charge to everybody regardless of their health insurance status. However, concerns arising from the lack of access to information on the available health services, language barriers to seek medical assistance and treatment as well as access to health care for diseases except COVID-19 remain for refugee and migrant communities.

As part of its COVID-19 response, IOM continues to support local governments with official requests to help curb the spread of the virus, and to ensure vulnerable families have support. Assistance includes provision of sanitation and hygiene kits, food baskets, basic needs items and one-time cash assistance.⁶¹

55 https://publications.iom.int/system/files/pdf/policy_brief_series_vol2_issue8.pdf

56 MoH, COVID-19 Daily Update Webpage <https://covid19.saglik.gov.tr/>, accessed on 4 June 2020.

57 WFP Turkey Country Office (2020), 'COVID-19 PANDEMIC IN TURKEY: Analysis of Vulnerabilities and Potential Impact Among Refugees', p.3

58 UNHCR conducted phone surveys with 1,421 persons of concern

59 DGMM Announcement on General Health Insurance of the Foreigners who are the Beneficiaries of International Protection released on 11 February 2020. <https://en.goc.gov.tr/on-general-health-insurance-of-the-foreigners-who-are-the-beneficiaries-of-international-protection-->

60 Official Gazette numbered 2399 on 13/04/2020.

61 Please visit https://crisisresponse.iom.int/sites/default/files/appeal/documents/IOM_Turkey_Interventions_in_response_to_COVID_19_APRIL.pdf to have further information of IOM Turkey's funding Requirements for COVID-19 Response.

IOM HUMANITARIAN RESPONSE IN TURKEY

OPERATING MODALITIES

To date, IOM continues delivering essential services considering the decreased mobility following government regulation and restrictions. As such, IOM is exploring alternative working modalities and means to provide services to beneficiaries expanding into new areas of work in coordination with the GoT, UNCT and the WHO. The situation requires to continue and scale up efforts to ensure that essential services are delivered through innovative means to ensure that limited access to providing services does not lead to further socio economic destabilization and exacerbates the already existing vulnerabilities of refugees, migrants and host communities.

Inside Turkey, IOM's programming will continue to focus on assisting Syrian refugees living outside of TACs as well as host communities and other migrant populations. IOM will continue to work within the framework of the 3RP to ensure in-country interventions are aligned with regional, national, and local priorities.

To ensure effective delivery of assistance, IOM liaises and coordinates closely with line-ministries, provincial and municipal actors. This includes coordinating with local authorities and community leaders to facilitate ongoing support from communities. To better inform its programming, IOM conducts key informant interviews and focus group discussions as part of its commitment to the Accountability to Affected Populations (AAP) framework.

IOM's work, amongst others, focuses on cash-based interventions where appropriate. In the last three years, IOM's cash-based intervention has improved significantly and now provides more cash assistance to beneficiaries than in-kind support. When used in the proper context, cash assistance allows preserving beneficiaries' dignity by giving individuals the freedom to decide on their household expenditures and enhancing their self-reliance through making individual and informed choices.

IOM also plays a leading role in improving harmonization and social cohesion within affected populations through a focus on inter-group dynamics. IOM's interventions explicitly aim to support harmonization and inclusion of Syrian refugees in Turkish host communities, thus reducing the risk of tensions. IOM's social cohesion approach seeks to integrate basic needs, livelihood, shelter, and protection programming to promote social cohesion holistically. A key component of

this will be the provision of Turkish language training, which will enable Syrian refugees and other migrants to better navigate Turkish administration and encourage interaction with Turkish communities. While such integration and sociocultural activities will focus on bringing refugee and host communities together, IOM will work closely with local authorities to identify possible ways of supporting vulnerable Turkish households to help reduce tensions and feelings of discrimination that arise if they are excluded from receiving humanitarian assistance. IOM's emergency response activities in Turkey will focus on:

Migrant Presence Monitoring

IOM presently plays a leading role in collecting and analysing data related to migrants in Turkey through the Migrant Presence Monitoring Programme (MPM). This programme is run in partnership with the DGMM and focuses on the mobility trends, migrant profiles, and urgent needs of migrants. Through MPM, IOM provides the Turkish Government, and national and international migration-related organizations with reliable and timely updates on the presence, flows, locations, intentions and vulnerabilities of migrants and refugees in Turkey. This allows humanitarian organizations, donors, and the government to strategically plan their short- and long-term migration-related programmes and policies.

Basic Needs Assistance

In Turkey, IOM's operating modalities to reach populations not served by the ESSN are varied and include government partnerships, cash-based interventions (CBI), NGO partnerships, direct assistance and community-based assistance.⁶² Municipal governments play a leading role in the process and have helped IOM respond to the significant increase in demands for assistance. This model will be continued across the country as applicable.

Noting that food and rental costs represent almost 30 per cent of a household's expenditure for the average Turkish household, IOM's basic needs assistance provides multi-purpose cash (MPC) assistance, to cover a) a variety of recurring basic household needs, b) one-time items for winterisation, or c) cash for shelter repairs as well as emergency cash grants or top-ups to existing cash or voucher transfers to accommodate growing needs, particularly with regards to health. Furthermore, IOM also supports municipalities and municipal infrastructure upgrades. Cash assistance targets the most

62 Second Compendium on Good and Innovative Practices in the Regional Response to the Syria Crisis.

vulnerable, particularly those not covered under the ESN, and takes individual household vulnerabilities into consideration.

Further to that, IOM has been responding to emergency basic needs such as the response to the Edirne crossings in late February 2020 where IOM provided humanitarian assistance to the most vulnerable.



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Shelter Assistance

Following its pilot shelter project in 2016, and in response to assessments that revealed extensive shelter repair needs especially in southeast Turkey, IOM maintains a leading role in shelter repairs and rehabilitation. IOM currently applies two modalities — one based on contracting of private companies, especially for structural rehabilitation works such as roofs and walls, and one based on cash-for-work for local shelter repair teams, which conduct non-structural labour such as smaller repairs, painting etc.

Livelihood Assistance

In order to increase their resilience and self-reliance, IOM has been supporting refugees and local host communities through the provision of cash vouchers for creating home-based or micro businesses. While until 2019 productive assets were provided to beneficiaries, IOM has since been moving towards the provision of restricted cash vouchers. This innovative

approach offers beneficiaries an increased range of choices according to their individual needs. Individually combined kits comprising professional equipment and tools enable them to establish income-generating activities according to their individual or household skills and capabilities in line with the local market situation. IOM has also been exploring the potential to create additional employment by expanding already established business. This also includes community farming projects that often create work and income for larger and/or groups especially in rural and semi-rural settings.

Moreover, IOM supports a sustainable labour market inclusion of Syrians under Temporary Protection as well as the host community by placing them in available sectors, such as packaging industry where there is a huge labour demand, conducting Small and Medium Enterprise (SME) support programme and mentorship, and providing micro-grants to Turkish–Syrian start-ups and SMEs which have already established and been running their businesses in Turkey. Many beneficiaries who have already received job placement report a regular income source and more stability. IOM also provides cash-for-work to Syrian refugees and host community members through community stabilization activities such as public infrastructure rehabilitation of schools or community spaces while exploring further opportunities for the employment, skills development and economical inclusion of Syrians, and the common benefit of Turkish economy.

Protection and Resilience Assistance

IOM's protection activities in Turkey include a significant component focused on outreach and the provision of basic protection services to alleviate the burden on public service providers such as the MoFLSS, Provincial Directorates of Migration Management (PDMM), Social Services and the MoH.

Since the 2005 municipal reforms, Turkish municipalities have strengthened their capacities to provide social services and assistance to vulnerable Turkish citizens. Under this mandate, the municipalities lead or coordinate with the Social Assistance and Solidarity Foundations (SASFs) and existing Social Service Centres (SSCs) to serve various vulnerable groups, including women and children.⁶³ These reforms have further allowed Turkish municipalities to operate solid social policy structures and approaches for their residents. With the influx caused by the Syria Crisis, municipality services have been stretched, as central banking budgeting is passed down per number of Turkish citizens only. Outside support is needed to ensure that adequate services are inclusive of refugees and migrants.

⁶³ These service centres have either been established by the municipalities themselves or through provincial directorates under the governorates.



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Migrant service centres⁶⁴ represent an important point of harmonization⁶⁵ and information for migrants at the local level. Based on previous successful interventions, IOM plans to continue working closely with municipality centres throughout the country to provide referral support, individualized protection assistance, and counselling.

IOM further plans to expand its mobile outreach capacity to cover unserved host communities; to continue providing direct information on basic services, legal rights; and to conduct mental health and psychosocial support (MHPSS) activities for refugees and host communities living in districts and rural areas with limited access to government and non-government services. Psychosocial Mobile Teams (PMTs) will be responsible for identifying and following up on cases where vulnerable individuals are in need of support, in coordination with IOM's case management team which provides a tailored response, taking into account individual and familial risk factors and protective factors, to address specific vulnerabilities in line with IOM's Global Protection Principles. For beneficiaries with mental or physical disabilities who are unable to support themselves, IOM reviews individual circumstances and prepares tailored responses

to address each case including referrals to existing specialized structures for longer-term support as required. As of 2020, PMTs are operational in Izmir, Gaziantep, Hatay, and Şanlıurfa, conducting regular information and awareness-raising activities, socio-cultural and recreational events aiming to promote cohesion and integration, group PSS sessions, and group discussions. IOM's PMTs are composed according to an internal Mental Health and Psychosocial Support (MHPSS) Guidance Note and the Manual on Community-Based Mental Health and Psychosocial Support in Emergencies and Displacement,⁶⁶ which are in line with Inter-agency Standing Committee (IASC) MHPSS Guidelines.

Through its programming in Turkey, IOM ensures protection is mainstreamed through active inclusion of key principles through standalone programming and across other sectors, namely:

- Do no harm,
- Meaningful access,
- Accountability to affected populations, and
- Ensuring community empowerment.

64 In Turkey, IOM cooperates with Adana Metropolitan Municipality, Gaziantep Metropolitan Municipality, Keçiören Municipality (Ankara) and Şanlıurfa Metropolitan Municipality to efficiently operate four migrant service centers. Various services are provided in three main domains as counselling services, informative services and social cohesion to facilitate the well-being of beneficiaries and enhance the social cohesion between refugee and host communities in Adana Migrant Coordination and Harmonization Center, Gaziantep Ensar Community Center, Keçiören Migrant Services Center and Şanlıurfa Migrant Information and Coordination Center. The services are provided through the kind support of donors including the Swiss State Secretariat for Migration, the Government of Japan, and the US Bureau of Population, Refugees and Migration.

65 The actual term in Turkey used to denote integration is 'harmonization', which stresses the importance of ensuring two-way approach towards integration - from migrants towards their receiving community, and the other way around.

66 <https://www.iom.int/mhpsed>

Social Cohesion

IOM's activities contributing towards social cohesion are in line with the strategic direction of the Regional Refugee & Resilience Plan (3RP) and the 3RP Turkey Social Cohesion Framework, aiming to develop a strong protection network, to strengthen and deepen the resilience approach, to enhance economic opportunities, to utilize a comprehensive approach to social cohesion, and to contribute to durable solutions for Syrian refugees living in Turkey.⁶⁷ Thus, IOM's efforts in promoting social cohesion support both Turkish host communities and Syrian refugees through socio-relational and cultural activities including art classes, sports classes, cooking courses, language courses and community events. The activities are implemented in partnership with Metropolitan Municipalities' Migration Offices and Provincial Directorates of Family, Labour, and Social Services (PDoFLSS), amongst other partners, and are facilitated largely in Municipal Centres for Migrants and by the PMTs. Furthermore, projects addressing livelihoods needs such as rehabilitation of public spaces and community farming or agri-business projects also aim to strengthen social cohesion through activities benefiting both refugee and host communities. The activities have a positive impact on the community at large by improving the communication between Syrian refugees, migrants and the host community and fostering better connections and interactions through social activities.

Access to Education

Since 2014, IOM has been providing school transportation for Syrian children living outside of temporary accommodation centres (TACs) in Turkey to facilitate access to education, reaching over 30,000 students attending over 100 institutions across Turkey. In 2018 and 2019, the school transportation project has expanded to seven provinces: Adana, Antalya, Batman, Mersin, Sakarya, Siirt, and Yalova. The school transportation project has been implemented with support from various donors and in cooperation with the Turkish Government, including the MoNE. The requests for transportation to IOM are made by the Provincial Directorates of National Education (PDoNE) and other provincial government entities according to their needs. Additional needs were identified in early 2019 in Batman, Siirt, and Antalya and the programme has further expanded. Through this project, IOM aims to provide safe, efficient, and humane school transportation services for 5,500 Syrian refugee students throughout Turkey and members of the host community (25 per cent quota in line with the Promoting Integration of Syrian Children into Turkish Education System known as PICTES programme).



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⁶⁷ <http://www.3rpsyriacrisis.org/wp-content/uploads/2019/12/Regional-Strategic-Overview-2020-2021-1.pdf>

POPULATIONS IN NEED OF ASSISTANCE – TURKEY

Syrian Refugees

As of March 2020, 3.58 million Syrians under Temporary Protection were registered in Turkey (53.9 per cent men and 46.1 per cent women).⁶⁸ Furthermore, 80 per cent of this population is below the age of 35 with one-third of this population (1,031,390) under the age of nine, while almost half of this population (1,672,563) under the age of 18.⁶⁹

The number of irregular migrants who have been intercepted and/or detained increased more than ten times within the last ten years following the start of the crisis in Syria and has almost doubled from 2018 to 2019 seeing record highs of approximately 454,662 irregular migrants intercepted.⁷⁰ The Province of Edirne, where one out of every three irregular cross-border movements takes place, became the most affected province of irregular crossing attempts to Europe in 2019. There has been a slight decrease in attempted crossing to Greece in the first eight months of 2019 from 27,612 individuals crossing compared to 28,106 in the first eight months of 2018.

Migrants

According to MPM, over 4.7 million foreign nationals are living in Turkey.⁷¹

Recent regional events have contributed to Turkey increasingly becoming a major destination and transit country for those fleeing conflict, poverty, and disasters. During the summer of 2015, Turkey was at the center of one of the largest migrations of people since the Second World War. The increased number of migrants and refugees leads to additional challenges for migration management strategies, humanitarian assistance and migrant protection and assistance. Turkey is still facing some of the biggest challenges in terms of irregular migration by land and sea. The sheer number and diversity of migrants and refugees in Turkey demand effective humanitarian assistance, migrant protection and migration management strategies. In Turkey, governments, international organizations, and humanitarian organizations are working together to develop comprehensive policies and actions to sustainably manage migration and facilitate its potential positive outcomes. As the UN Migration Agency, IOM provides support and assistance to the Turkish Government for an effective, comprehensive and human rights-based migration management system.



Host Communities

Turkey as a home to the largest refugee population in the world has showed generous and inclusive policy frameworks toward refugees and has been appreciated in international platforms for the welcoming attitude of its host communities. However, protracted nature of the refugee situation in addition to economic and security concerns that Turkey has faced during the recent years resulted in the pressure on the host communities to be more visible.

There are several factors driving the social tension such as lack of interaction between communities, perception of cultural differences, competition for limited employment and economic opportunities. On the other hand, drivers fuelled by misperceptions or misinterpretation such as security concerns, fairness of access to available services and assistance poses higher risk as well as greater opportunity for social cohesion if addressed accordingly.

As a result, the humanitarian response should increasingly integrate durable solutions that take the needs of Turkish nationals into consideration. Without mechanisms to encourage refugees and host communities to live together harmoniously or the extension of assistance to support vulnerable Turkish households, host communities will continue to view refugees with suspicion which may potentially lead to further friction.

IOM, as a 3RP partner, puts specific efforts to increase the opportunities for social cohesion and mutual understanding through municipal migrant and community centres which serve as a common space for interaction between refugee and host communities.

68 DTM Monthly Situation Report, p.2.

69 DGMM, <https://en.goc.gov.tr/temporary-protection27>

70 DGMM, Statistics: Irregular Migration.

71 IOM, Migrants' Presence Monitoring Turkey, Situation Report February 2020.

SCENARIO PLANNING / FORECASTING

IOM MCOF in Turkey is based on the premise that, after ten years of conflict in Syria and with no meaningful political resolution in sight, humanitarian needs will remain high over the next few years. As of March 2020, conditions in Syria are not conducive to voluntary return; within the 3RP framework, partners are not planning to facilitate or promote any such return.

According to Humanitarian Needs Overview 2019, 1.4 million IDPs, including 56,047 refugees, were estimated spontaneously returned to various locations in Syria in 2018 which was almost twice higher than the number of spontaneous returnees (840,000) in 2017. However, the figures for spontaneous IDP returns decreased to 490,000 during 2019 as of increased hostilities across the country.⁷²

At the start of the Syria Crisis, the Turkish government welcomed Syrian refugees into the country with the understanding that fighting would subside relatively quickly, and Syrian refugees would return. Now, the most likely scenario is that Syrian refugees will remain in Turkey for the immediate future. Moreover, it can be expected that if the conflict within Syria continues, particularly in the northern region which borders Turkey, Syrians will continue to cross the border irregularly to seek protection and assistance in Turkey.

Under the Temporary Protection regulation, Syrian refugees will continue to receive protection and basic assistance from the Turkish Government. Stretched resources are becoming more apparent as budgetary pressures on the GoT and donor fatigue increase. Turkish host communities already view the ongoing benefits and services provided to refugees as discriminatory; if left unaddressed, this could further strain relations and cause tensions between the two communities.

It is critical for humanitarian and development actors to work closely with government and local counterparts to support the harmonization of Syrian refugees into Turkish communities as a durable solution to their displacement. There is growing evidence that the inclusion of Syrian refugees in the labour market can help boost the Turkish economy. This will entail expediting work permit applications, increasing access to education and training, and encouraging entrepreneurship. IOM, in close cooperation with international and local organizations, will continue supporting this transition by fostering nationwide economic projects, and focusing on

resilience and mid-term development, while including both refugees and host communities.

IOM, in close coordination with the GoT and relevant international organizations, aims to strengthen early warning systems to identify cross-border movement trends. The MPM programme run by IOM and DGMM will continue implementing Flow Monitoring Surveys, Baseline Studies, and other statistical monitoring activities, including data analysis, intention surveys, profiling, and Communications with Communities (CwC).



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72 UNOCHA, IDP Spontaneous Returns Stock and Flow Data, Jan–Dec 2019.





NORTHERN SYRIA AND CROSS-BORDER RESPONSE

CONTEXT

As the Syria Crisis enters its tenth year, 11.06 million people in Syria are still in need of humanitarian assistance, according to the Humanitarian Needs Overview (HNO) 2020. Around 4.65 million people are in acute need of aid, resulting from displacement, exposure to hostilities, and limited access to basic goods and services.

With a total of 6.1 million internally displaced persons (IDPs) inside Syria, 1.8 million displacement movements were recorded in 2019 with repeat displacement numbers particularly high in northwest Syria (NWS) and northeast (NES).

Families have fled leaving behind their jobs, shelters, and basic household items. The increase in displacements has exacerbated overcrowding in IDP sites, put additional strain on limited services and resources, and deepened the need for humanitarian assistance. Of the most recent displacements, IDPs have sought shelter in camps (20 per cent of newly displaced persons), unfinished houses or buildings (16 per cent), individual tents (14 per cent), collective shelters (7 per cent), and schools (2 per cent).⁷³ As the emergency needs of newly displaced persons increase, IOM has scaled up its humanitarian response to provide lifesaving and life-sustaining assistance and improve the dignity and conditions for vulnerable people.

IOM's efforts are shaped by the Whole of Syria (WoS) approach,⁷⁴ which utilizes cross-border implementation modalities from neighbouring countries to respond to urgent humanitarian needs inside Syria. IOM also ensures that its activities in northern Syria are guided by the annual HRP, which sets out the framework within which the UN responds to large-scale humanitarian needs, based on priorities determined within and across sectors. Since 2014, IOM (through its sub-office in Gaziantep) has delivered over USD 194 million of relief assistance and services to northern Syria, reaching more than 3 million individuals.

The access and mandate to provide assistance in Syria is based on the UN Security Council (UNSC) Resolution 2504,⁷⁵ which authorizes UN agencies and their implementing partners to use routes across conflict lines and border crossings to deliver humanitarian assistance. On 10 January 2020, the UNSC approved the extension of cross-border operations for six months until 10 July 2020. Later, it was collectively agreed

by UN agencies to continue the implementation of cross-border projects until 31 Dec 2020 even if the resolution is not renewed. IOM and other UN agencies are currently working on scenario and contingency plans vis-a-vis the UNSC resolution. Should the UNSC Resolution be renewed, or should an alternative framework facilitate the continuation of cross-border humanitarian operations, IOM will seek to continue scaling up its humanitarian operations in northern Syria. In the event of non-renewal, IOM will consider a range of operating modalities to continue providing life-saving assistance to people in need in northern Syria.

Two border crossings, Bab al-Hawa (BAH) and Bab al-Salame (BAS) remain open for the shipment of humanitarian assistance from Turkey but the situation remains dynamic and irresolute. Through these two border crossings, humanitarian partners have access to northern Idlib governorate and parts of Aleppo governorate.

POLITICAL CONTEXT

The Government of Syria (GoS) initiated an offensive in December 2019 on the areas still held by the Non-State Armed Groups (NSAGs) in Idlib and western Aleppo governorates. Through sustained airstrikes and ground operations, the GoS forces took control over areas around the strategic M4 and M5 highways that connect Latakia and Damascus to Aleppo City respectively. These strategic interests for geographic transit routes would connect GoS-controlled urban centres for their military and commercial objectives. As of April 2020, almost one million people were displaced from southern Idlib and western Aleppo, predominantly moving towards the Syrian-Turkish border. The intervention of GoT forces in Idlib and western Aleppo led to a negotiated ceasefire in March 2020, that holds at present.

73 HNAP Snapshot March 2020.

74 The Whole of Syria (WoS) mandates UN cross-border assistance into Syria from Turkey. The approach provides support for relief assistance to effectively target multiple sectors of concern (such as health, logistics, food security) through focal points led by expert organizations in each sector/cluster.

75 Formerly known as UNSC 2449 (2018), 2393 (2017) 2332 (2016), 2258 (2015), 2165 (2014) and 2191 (2014).

The GoS forces' winter offensive is one of the many escalations of the conflict over the last two years. Between May and August 2019, hostilities launched by GoS forces displaced more than 400,000 people. Many of these IDPs were displaced again a few months later, between the period 1 December 2019 and 29 February 2020 during a renewed offensive under which GoS largely regained control over the full length of the M5 highway. A total of 1.8 million displacement movements were recorded in 2019 (HNO 2020).

In light of the ongoing UN-mediated talks in Geneva, led by the UN Special Envoy to broker a political resolution to end the Syrian conflict since 2012, the timeline of reaching a peace agreement between all parties remains inconclusive. Progress within the Syrian Constitutional Committee remains deadlocked with disputes circulating the adoption of the agenda.

ECONOMIC CONTEXT

The war in Syria has severely damaged the economic infrastructure across the country. In northern Syria, the fighting has caused disruption to the productive sector, destroyed key economic infrastructure and economic networks, and reduced incentives to pursue productive activities. 90 per cent of Syrians live in poverty according to HNO 2020.⁷⁶ There are large swathes of unusable or inaccessible land, a lack of access to infrastructure and local markets, high rates of inflation and

mass unemployment. Since December 2019, the significant devaluation in Syrian Pound has led to an increase in the prices of staple commodities, including fuel, metals, and food.

The conflict in Syria has led to losses in oil and tax revenues, the collapse of international trade due to sanctions, high public debt, and depleted foreign exchange reserves. It should be also noted that the longer the conflict persists, the slower the pace of recovery will be. According to the World Bank Syria Overview, if the conflict in Syria ended this year, the Syrian economy would have recovered by 28 per cent of the pre-conflict GDP levels within four years. However, by 2020, the cumulative GDP losses would still account for over 13 times the pre-conflict GDP levels.

On the other hand, the GoT-administrated areas have been less prone to the decrease in the value of Syrian Pound. This is partly due to the adoption of the Turkish Lira as a fiat currency and the reduced impact of conflict on the markets' infrastructure. The GoT has invested in the areas' stronger infrastructure, including in universities, marketplaces, and public works. However, challenges remain with security issues. Despite the security issues in the area, markets have remained resilient and open throughout the conflict. Several aid organizations are increasingly supporting efforts to encourage income-generating activities, vocational training, and entrepreneurial activities.



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⁷⁶ HNO 2020: "Estimations for poverty figures in Syria vary. In 2016, UN ESCWA estimated that 83.4 per cent of Syrian live below the poverty line. See UN ESCWA, Syria at War: Five Years On, 2016. In 2019, the Syrian Center for Policy Research put that figure at 93.7 per cent. See Syrian Center for Policy Research: Food Security and Conflict in Syria, June 2019."

SECURITY CONTEXT

The primary security concern in northern Syria is the ongoing war, which manifests itself in active armed conflict between the various armed groups and the GoS and is further complicated by the involvement of regional and international powers.

Since the last MCOF 2018–2019, the frontlines of the conflict have shifted. GoS launched a military offensive in northwest Syria in December 2019. The offensive resulted in the displacement of the highest number of people in the region within a shorter period than ever before since the beginning of the conflict.⁷⁷

Indiscriminate and targeted attacks against civilians and humanitarian facilities and staff; threats and extortion at checkpoints; airstrikes; and the targeting of civilian sites such as hospitals and schools; have caused 3,364 civilian deaths in 2019 alone — according to the Syrian Network for Human Rights.⁷⁸ Moreover, the reactivation of military frontlines has increased the exposure of IDP sites and camps to the conflict.

The deteriorating security situation inside Syria has significantly impacted IOM's operations in 2019 and 2020. IOM lost access and assets in its Mizanaz Reception Centre which was damaged from aerial bombardments and retaken in the territorial gains of GoS forces. Similarly, IOM no longer has access to several IDP sites that were assisted for WASH and CCCM activities in 2019, as well as a Protection Community Centre. The collateral damage from shelling has damaged implementing partner offices and warehouses, which hold

IOM relief items. Furthermore, the hostilities have displaced implementing partner staff and limited the capacity of some organizations to continue operations.

On 9 October 2019, a Turkish military offensive into north-eastern Syria, code-named by Turkey as Operation Peace Spring, was launched in an attempt to establish a 'safe-zone' along the Syrian–Turkish border, including the territory Turkey controls in northwest Syria through previous cross-border operations. The cross-border military operation was conducted by the Turkish Armed Forces and the Syrian National Army against the Syrian Democratic Forces and the Syrian Arab Army. The conflict resulted in the displacement of over 300,000 people, the majority of whom returned in the subsequent months.

On 1 March 2020, the GoT announced the launch of Spring Shield Operation in Idlib against the Syrian Armed Forces to ensure ceasefire and to reduce the risk of new large-scale refugee movements into Turkey. On 5 March 2020, a ceasefire agreement was signed between the GoT and Government of Russia in Moscow under which a security corridor of about six kilometres to the north and the south from the M4 highway it to be established, as well as joint Turkish–Russian patrols implemented from March 15 to man the M4 highway from the settlement of Trumba. The Operation contributed to the cessation of hostilities and prevented further displacement.

SOCIAL CONTEXT

As the economic repercussions of the war take an increasing toll on civilians' ability to sustain their livelihoods, the reliance on humanitarian assistance as well as social capital and informal networks to survive becomes ever more pronounced. While pre-war Syria was noted for the co-existence of people from different backgrounds, ten years into the war playing out among sectarian and class lines including large-scale forced displacement, it is evident that the country's social fabric has been drastically impacted. Social and community divisions can pose long-term challenges to the re-establishment of trust and meaningful conflict resolution and undermine efforts to achieve durable solutions when conditions allow.

The ongoing crisis has destroyed the country's public infrastructure on a large-scale and drastically worsened

protection risks and vulnerabilities which are urgent now more than ever. While all population groups are affected by conflict, certain groups are at a greater risk in correlation with gender and age, as well as social roles and responsibilities. Men and boys are reported to be the most exposed to the direct, immediate threat of hostilities, while women and girls are more affected by their indirect impact, such as the deprivation of freedom of movement and the exacerbation of gender inequalities. Negative coping mechanisms such as forced marriage and early marriage; sexual exploitation; restrictions to freedom of movement, gender-based violence; forced prostitution and forced or child recruitment into armed groups increase with the continual waves of displacement, most recently witnessed during the escalation in violence between May 2019 and February 2020.⁷⁹

77 OCHA, Recent Developments in NWS: Situation Report No. 11, 22 March 2020.

78 Syrian Network for Human Rights, http://sn4hr.org/wp-content/pdf/english/3364_civilians_were_killed_in_Syria_in_2019_en.pdf

79 HNO, 2020.

These protection concerns have been noted in all contexts, whether inside or outside of camp settings, but are among the most severe among the hundreds of informal IDP sites in NW Syria with lack even basic service provision.

Issues pertaining to the loss and damage of housing, land, and property (HLP) rights and civil documentation are widespread throughout the country. HLP issues generally revolve around competing claims of ownership where land has been temporarily abandoned or taken by force, legal title documents have been lost, or land has been the site of fighting (and effective control of the land has changed hands frequently between opposing factions). The return of IDPs and refugees to their communities of origin, will likely result in competing claims over use and occupancy of land and property, and a lack of necessary documentation to prove ownership will become an increasing issue.

Social dynamics in NWS are complicated, with affected communities continuing to demonstrate significant resilience and mutual support. However, with such high numbers of IDPs, host communities and local socio-political relationships are in constant change. In November 2019, for every five residents, there were two IDPs in Syria. Due to escalation of hostilities in December 2019, by March 2020, for every two residents, there was one IDP.⁸⁰ In northern Idlib and western Aleppo, IDPs make up 70 per cent of the population and host community members comprise of 30 per cent. Due to ongoing and repeated displacements, IDPs especially in northwest Syria experience challenges in adapting to life in new locations, affecting social cohesion negatively. Social tensions are also increasing in areas where IDPs are perceived to receive preferential access to humanitarian assistance. In other areas, entire population groups have been displaced, with lasting changes to the demographic composition of communities. It is thus crucial that interventions support all conflict-affected Syrians in meeting immediate humanitarian needs as well as support early recovery where conditions allow; and to continue to involve displaced persons, host communities and returnees to encourage integration and rebuild community networks.

ENVIRONMENTAL CONTEXT

The continual displacements and limited land availability in NWS have meant that many agricultural lands have been converted to camps and informal sites, often with populations in the thousands. Some previously rural areas in Idlib

and Aleppo have been transformed into de facto new urban centres. Moreover, military operations and the settlement of IDPs on agricultural lands has led to land degradation, deforestation, and disruption of the food production value chain. Additionally, humanitarian organizations establish settlements in NWS by levelling and gravelling the land. Even if gravel is placed under concrete bases to protect the land's soil underneath, settlements on agricultural land have a lasting effect on the lands' productive capabilities and rely on the gravel extraction process involves intensive quarrying operations.

In the past two winter seasons, widespread flooding and inclement weather conditions have compounded the inadequate living conditions in the IDP sites in NWS. Recently a large number of the IDP sites were significantly impacted by the floods and harsh winter conditions. Many of the IDP sites are spontaneously established in low-lying, flood-prone areas. Additionally, floods in spring 2020 have compounded issues for vulnerable families in IDP sites in Idlib and Aleppo.⁸¹

HEALTH CONTEXT

The health context in Syria regarding COVID-19 remains fluid. As of 3 June 2020, 123 people have been confirmed by the Syrian Ministry of Health to have COVID-19, including six fatalities. In NWS, as of 31 May 2020, 735 samples were tested for COVID-19 while approximately 4,880 COVID-19 tests have been performed in Damascus, Aleppo, Homs and Latakia governorates.⁸² Border crossings have been impacted as Syria and neighbouring countries continue to practice their precautionary measures. In April, significant price increases and some shortages in basic goods (as much as 40 per cent in food staples) and personal sterilization items such as face masks, hand sanitizers (up to 5,000 per cent increase) was reported across Syria. As of 3 May 2020, COVID-19 testing was reported in 30 per cent of sub-districts in GoS areas, 16 per cent of sub-districts in Syrian Democratic Forces (SDF) areas, and 5 per cent of sub-districts in NSAGs and Turkish-Backed Armed Forces areas. In NWS, several preventive measures have been reported by local authorities including the partial suspension of Friday prayers, the banning of crowds at funerals and the suspension of education services in public and private universities and schools from 14 March onwards. Crossing points between NSAGs and GoS controlled areas are closed.

Humanitarian activities have not been prohibited, but activities are reduced due to restrictions and self-imposed

80 HNAP Population Assessment January–March 2020.

81 CCCM Cluster Incident reports 20 and 23 March 2020.

82 OCHA, Syrian Arab Republic, COVID-19 Response update No.5.



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measures. Many health facilities have suspended non-emergency consultations. Many NGOs have suspended non-emergency work and have cancelled all non-essential programming, only conducting operations related to health, hygiene, and food. Restrictions on movement between northern Aleppo and the Idleb area affect humanitarian workers, who often commute between these areas, enabling measures are being discussed with relevant authorities. A survey carried out by the Protection Sector indicated that over 400,000 people have been immediately impacted by the disruption of protection services.

As of May 2020, IOM continues to coordinate the modification of programming to prioritize the response to COVID-19. IOM has increased the provision of soap in its full non-food items (NFI) kits and planned for the procurement and shipment of personal protection equipment (PPE) and hygiene materials/products for Governor of Kilis and Azaz. To improve the COVID-19 response in IDP sites, IOM will provide an additional 10 litres of water per person per day, increased

the soap quantities, provided additional water tanks, and requested the release of 72 tents for triage stations and rub-halls for community-based isolation centres. IOM's response in the Planned Camp and three RCs as well as in overcrowded collective and community centres includes the provision of additional 10 litres of water per person per day, PPE kits for humanitarian workers, psychosocial support (PSS) kits, and COVID-19 hygiene kits. In IOM's Planned Camp and RCs, there will be regular sanitization/disinfection, the dissemination of awareness materials, and possible decongestion measures to relocate beneficiaries from the RCs to camps. IOM will promote the sanitization of public facilities through Cash for Work (CfW) activities and support SMEs for COVID-19 PPE production. To develop the capacity of humanitarian workers, IOM will support the production of three short videos on AAP/Risk Communication and Community Engagement in COVID-19 targeting field humanitarian staff. In total, IOM has appealed for almost 10 million USD to respond to the COVID-19 threats in NWS.

IOM AND CROSS-BORDER RESPONSE IN NORTHERN SYRIA

OPERATING MODALITIES

With no direct access or staff on the ground, IOM remotely manages activities in northern Syria. IOM works with local implementing partners with access and technical capacity to conduct project activities. This implementation modality has proven successful, as local NGOs have strong links to local communities, which helps facilitate context-based, needs-driven, and effective responses. While there are different operating modalities used for the various projects, the challenges of remote management are observed across the board. While IOM continues to support implementing partners in the provision of relief assistance, many of these local organizations have had to rapidly scale up their operations and systems, leaving some gaps in their internal capacities. IOM is continuously working to build the capacity of implementing partners to ensure they can deliver services efficiently.

IOM has leveraged the organization's global experience and comparative advantage in supply chain management to take a leading role in facilitating cross-border operations from Turkey to northern Syria, with a focus on the procurement, storage, shipment, and distribution of life-saving humanitarian relief items. In Turkey, IOM has an extensive logistical capacity to ensure proper management of emergency stocks, through updated inventory and utilizing IOM's warehouse management and supply-chain management systems.

Moreover, IOM has improved its comprehensive monitoring and evaluation (M&E) and compliance systems to verify, monitor and ensure that programs are responsive to the needs of affected populations to meet standards of accountability, organizational and donor requirements. AAP framework was also instituted in accordance with IASC Commitments on AAP and IOM's Global Framework to provide technical guidance to partners. In the remote management context, IOM M&E and Third-Party Monitors (TPM) conduct warehouse visits, quality control, loading and unloading verifications, distribution monitoring, post-distribution monitoring (PDM) and more. In addition, IOM is using new technologies to monitor the delivery of aid. The IOM Commodity Tracking System (CTS) is a real time tracking system using QR codes to track individual items from the border, to the warehouse, and on to the individual beneficiary. The system allows IOM to know when a shipment reached its intended location and beneficiary. IOM recognizes the need to focus on immediate emergency efforts to assist displaced populations and vulnerable host communities with humanitarian assistance through:

Shelter and Non-Food Item (NFI) Assistance in Northern Syria

To ensure an effective and coordinated response, IOM works closely with the Turkey-based Shelter and Non-Food Items (S/NFI) Cluster to ensure basic NFI and shelter assistance is accessible to IDPs during emergencies and winter. In response to the shelter crisis in informal IDP sites and camps, IOM distributes essential emergency family tents and provides tent insulation, graveling, and levelling for its winter response. IOM continues to prioritize all Shelter/NFI assistance based on the ongoing needs assessments in northern Syria. Presently, IOM maintains two of the largest supply chain pipelines for distributing NFIs and tents in northern Syria, fuelling over 30 per cent of the total S/NFI response. Such technical assistance and expertise have supported NGO partners to build robust internal systems, procedures, and responses to address the needs of the affected population.

With over 40 per cent of shelters in NWS still emergency-based more than ten years into the Syria Crisis, IOM works to support mid-term shelter solutions by rehabilitating and repairing existing housing/shelter while taking Housing, Land and Property (HLP) concerns into consideration. Multiple waves of displacement and conflict-related damage and destruction have resulted in shelter overcrowding, rising rents relative to income, occupancy of sub-standard shelters, and barriers to accessing essential basic services in many areas. The number of people requiring shelter assistance has increased by 20 per cent, from 4.7 million in 2019 to over 5.5 million in 2020 (HNO 2020). The repair and rehabilitation of shelter units both increase the shelter capacity in NWS and improves the dignity of IDPs seeking shelter in unfinished or damaged buildings.

The influx of new arrivals into IDP sites in northern Syria places significant stress on existing humanitarian services and necessitates the expansion and establishment of IDP sites to improve access to basic services and dignified shelters. In coordination with the SNFI/CCCM Clusters and IPs, IOM identifies and prepares the sites with levelling, graveling, fencing, installation of tents, installation of communal lightning and construction of WASH facilities, basic site management. By establishing and organizing basic shelter and NFIs to Syrian IDPs, IOM relieves some of the strain on already overcrowded camps and informal settlements and addresses the crucial gap of shelter assistance in NWS.

In NWS, including GoT administered areas, in addition to assisting with tent replacement and shelter rehabilitation, IOM intends to pilot emergency transitional shelters to IDPs in the form of brick units with temporary roofing. By establishing an organised IDP site with brick units, the durability of the brick shelters is longer (typically 3–5 years) and the risk of disorganised and unsafe expansion can be mitigated. IOM works with its implementing partners to identify public lands in line with HLP guidance where it will establish new sites and construct the transitional shelters based on Sphere standards.

Camp Coordination and Camp Management (CCCM)

According to the CCCM Cluster as of April 2020, throughout Syria there are an estimated 1.4 million IDPs living in last resort camps, informal settlements, transit/reception centres, and collective centres, the majority of whom are located in Idlib governorate. In 2019, the number of IDPs in last resort sites and camps increased by 42 per cent compared to 2018 (HNO 2020). To cope with sudden displacements, the CCCM Cluster actively promotes the establishment and management of reception centres (RCs) to respond to the needs of new arrival IDPs. The limited availability and high costs of rented houses in the area have forced about 21 per cent of the newly displaced persons to seek refuge at last resort camps.

IOM has responded through the management of three RCs and a Planned Camp, and the provision of camp infrastructure upgrades and camp management support in northwest Syria. IOM's RCs in NWS play a vital role in providing temporary shelter and multisectoral services (including NFI kits, food, protection, and others) to newly displaced IDPs. As displaced populations move on from RCs, there is a need for continued emergency assistance. IOM prioritizes complementarity in its aid delivery by providing those moving onwards from the RCs with shelter, livelihoods, and NFI assistance. IOM's Planned Camp acts as a semi-permanent site for accommodating IDPs and providing sustained multi-sectoral services.

IOM also supports the camp management and coordination of services in camps in NWS. IOM's site management support teams improve the capacity of camp management in informal settlements by establishing community committees and providing them trainings and small cash grants to assist camp residents. IOM's site monitoring teams collected data and provided assessments on IDP movements and IDP site profiles for the CCCM Cluster and partners.

Water, Sanitation and Hygiene (WASH) and Infrastructural Works

Overcrowding, cleanliness, and protection concerns in informal IDP sites are primarily linked with substandard sanitation facilities and have contributed to the deterioration of living conditions in NWS. According to HNO 2020, over eight million people rely on unsafe water sources to meet or complement their water needs, increasing public health risk, with indicators on water availability and quality being worst for IDPs in NWS and NES. In Idlib, up to 85 per cent relying on alternative water sources. Many of these camps depend fully on humanitarian interventions to cover their residents WASH needs. IOM responds by providing safe water through the setup of communal distribution points, water-trucking and improving sanitation through the rehabilitation and construction of latrines, maintenance and regular desludging, solid waste management, WASH NFI distributions and hygiene promotion awareness sessions in informal IDP sites.

IOM mitigates the risk of flooding in susceptible sites through the upgrading of WASH infrastructure by constructing or rehabilitating culverts, roads, drainage systems and more. IOM also contributes to camp infrastructure projects, including gravelling roads.



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Protection Programming in Northern Syria

10 years of war have led to the breakdown of community structures, lack of safety nets and rule of law, proliferation of weapons, continuous strain on resources, high levels of trauma and psychological distress, and adoption of negative coping mechanisms. Forced and multiple displacements, coupled with family separation, have resulted in weakened family and community support structures as well as an increasingly complex and high-risk protection environment across NW Syria. Women and girls particularly are under risks due exacerbated gender inequalities including sexual exploitation, forced early marriage, and limited access to humanitarian services as well as health and education. Children also face similar risks in addition to child labour, school dropouts and serving in combat roles.⁸³ In Syria, 3.07 million are estimated to be living with a disability with 27 per cent of persons with at least one disability in NWS. The conflict has had a lasting impact on the mental well-being of individuals affected by repeated or prolonged displacement, exposure to hostilities, loss of job or income and reduced access to basic services.

IOM provides non-specialised and specialised protection services and protection monitoring, to help communities cope with increased vulnerabilities arising from the deterioration of the humanitarian and security situation across NWS and to identify and mitigate protection risks. Dedicated community centres in NWS provide specialised and non-specialised services through centre staff and outreach teams. In addition, protection teams are present in all of IOM's RCs and the Planned Camp. Services in all project sites include psychosocial support, gender-based violence (GBV) and child protection (CP) prevention and response activities, specialized response services (including GBV and CP case management), and information and legal assistance on civil status documentation and housing land and property (HLP) issues. IOM Turkey also provides individual in-kind protection assistance (IPA), including the procurement of assistive devices such as wheelchairs for persons with disabilities. All services are coordinated through age- and gender- representative community committees, which are consulted on project activities throughout all projects.

Through its programming in northern Syria, IOM ensures protection is mainstreamed through an active inclusion of key principles, namely:

- Do no harm,
- Meaningful access,
- Accountability to affected populations, and
- Ensuring community empowerment.

83 HNO 2020.

Furthermore, IOM provides comprehensive emergency protection services in line with the Protection Cluster response model for newly displaced individuals whenever new displacement occurs, including psychological first aid, distribution of dignity kits, service mapping and referrals to specialized service providers.

Protection from Sexual Exploitation and Abuse (PSEA)

IOM coordinates the inter-agency PSEA programme which has established PSEA networks in three hubs: Gaziantep, Damascus, and northeast Syria. The programme provides trainings and capacity-building to humanitarian workers on PSEA principles, reporting, investigations and more. Additionally, the programme operates an inter-agency call centre for affected populations in NWS to safely and confidentially report SEA incidents. Finally, in conjunction with IOM's in-kind distribution pipeline and other PSEA network member organizations, the programme raises awareness through the distribution of contextualized PSEA awareness materials to humanitarian staff and beneficiaries inside Syria.



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Resilience, Livelihoods and Early Recovery

With the aim of enhancing the resilience of recovery efforts, IOM promotes initiatives focusing on economic recovery, improved community infrastructure, fostering integration, social cohesion, and community engagement. These activities should alleviate factors that cause displacement, by addressing the underlying structural, social, and economic inhibitors of long-term development. IOM's transition and recovery programming has been established to support the transition away from humanitarian assistance to income-generating activities and self-reliance.

IOM works with implementing partners to expand context-specific, market-oriented sustainable livelihood and skills training activities. Given the risk of exclusion and tensions between host communities and migrants, livelihood interventions are explicitly inclusive and target not only displaced people and returnees but also host communities where possible. In northern Syria, programming is tailored to ensure engagement of a diverse range of women, men, girls, and boys. Addressing shifting gender and family dynamics is critical in ensuring equitable access to livelihood activities.

To create a conducive environment for recovery, IOM prioritizes implementation of support to small-micro enterprises through provision of business support packages, productive asset replacement, and CfW activities and SME support programme including six months mentorship on how to sustain and develop a businesses, how to increase its output and employment capacity, and how to maintain a well-managed marketing strategy. A key part of this effort will entail vocational training and employment for young people, as an alternative to conflict. The rebuilding and rehabilitation of productive community infrastructure such as communal market areas have the potential to support existing and upcoming livelihood activities. The establishment of such spaces also serves to encourage returns to the areas, further supporting individual and communal recovery efforts and increasing resilience for the long-term. Linking CfW initiatives with public infrastructure projects provide a short-term cash injection into the market and increase community ownership over the public project.

Cash-Based Interventions (CBI)

Recognizing the strategic importance of diversifying the modalities of assistance in NWS, IOM has strengthened its evidence-based, technical expertise, and systems to prepare for increased Cash-Based Interventions. IOM has increased its internal capacity by hosting the Cash Working Group (CWG) Coordinator for the cross-border response to provide technical and strategic support to organizations implementing cash programming. IOM with the CWG conducted a Cash Feasibility Assessment in February 2020

on strengthening cash assistance in NWS and establishing a sustainable framework and strategic plan for e-voucher interventions. Additionally, IOM is hosting a secondee from the Swiss Development Corporation (SDC) to support IOM's cash and voucher programming in 2020. IOM's 2019/2020 winterization response piloted a restricted e-voucher programme for beneficiaries to purchase winter clothing inside Syria. In mid-2020, IOM will pilot a Multi-Purpose Cash (MPC) project to assist more than 1,000 households. Moreover, developments in NWS since December 2019 (including COVID-19) have resulted in unprecedented levels of displacement, exacerbated vulnerabilities, and highlighted the need to accelerate innovation in programming.

Capacity Development Framework for the Cross-Border Humanitarian Responses

To improve the quality and effectiveness of the humanitarian response in NWS, IOM provides comprehensive capacity-development support for local and international NGOs. The remote management operating modality necessitates UN agencies to implement their activities through local partners in the field. IOM has vested interests in the improvement of NGOs' internal structures, their adoption of humanitarian principles and standardized operating procedures (SOPs), and their increased positive impact on beneficiaries' living conditions. Therefore, IOM has launched a capacity development framework in coordination with the relevant Clusters and other stakeholders to conduct specialized trainings and trainings of trainers (ToT), improve access to operational tools and guidance documents, strengthen systems of accountability and quality assurance and improve institutional capacity development of partners.

POPULATIONS IN NEED OF ASSISTANCE – NORTHERN SYRIA

Internally Displaced Persons

Based on the Humanitarian Need Overview 2020, 6.1 million people have been internally displaced from conflict-affected areas. 871,150 of those displaced are living in sites of last resort. In 2019, the number of registered IDP movements increased by 12 per cent when compared to 2018, from 1.6 million to 1.8 million persons. According to the HNAP Population Assessment in March 2020, 30 per cent of the Syrian population were IDPs.

Increased hostilities took place in NWS since December 2019 and forced more people to seek security in the region. According to data provided by OCHA, between December 2019 and March 2020, almost one million new displacements took place in NWS with people moving from southern Idlib and western Aleppo to informal sites and camps in



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northern Idlib. Women and children consist of over 80 per cent of those recently displaced.⁸⁴ As of March 2020, 71 per cent of the population in Idlib governorate are IDPs.⁸⁵

The airstrikes, shelling and ground operations were intensified in February 2020 leading to the 310 per cent increase in the number of IDPs compared to December 2019.⁸⁶ The number of people in need of shelter outnumbers the adequate shelters available in the region. Therefore, only 30 per cent of the IDPs resides in adequate housing while the rest is left with no choice other than resort to unsafe or unsuitable accommodation.⁸⁷ While the most urgent needs of IDPs remain as shelter and non-food items, food, and water, access to basic services are also reportedly beneficiaries' high needs. Despite of how persistent the longer-term essential needs, the existing basic service facilities such as schools and hospitals are either closed/destroyed or serving over their capacities: thus, deepening the vulnerability and decreasing the standards of living significantly.

Returnees

From 2018 to 2019, the total number of returnees decreased from 1.4 million to 494,000 IDP returnees due to increased hostilities and destruction across the country.⁸⁸ Most returnees went back to Aleppo and Al-Hasakeh Governorates. The reasons for return included seeking reunification with family members, protection of assets or properties, an improved situation in the community of origin, and/or a worsening situation in the place of displacement.

While IDP returns have been spontaneous, this does not indicate that the returns are safe, sustainable, or even voluntary, given the changing dynamics and ongoing fighting in the country. There are various challenges associated with large-scale returns, which include limited economic opportunities, shortages of essential commodities such as food and water, healthcare, and other critical services. Additionally, returns of IDPs and refugees to their communities of origin can result in high numbers of competing claims for use and occupancy of land and property. Weak governance, limited infrastructure and public services can exacerbate the challenges identified.

Host Communities

As of March 2020, 66 per cent of the Syrian population are residents and host community members.⁸⁹ Despite being the majority in the whole of Syria, host community members make up 29 per cent of the population in Idlib governorate. For Syrians who remain in their communities, the situation can also be extremely difficult. Residents are not only directly at risk during the conflict — as they face threats from airstrikes, shelling, landmines, and improvised explosives — but they are also unable to meet their basic need for food, water, and medical services. For many, shortages in basic commodities and services are all too common.

84 OCHA, Recent Developments in NWS, Situation Report No. 11, 27 March 2020.

85 HNAP Population Assessment March 2020.

86 HNAP, Mobility and Needs Monitoring: North West Syria, February 2020.

87 HNAP, Mobility and Needs Monitoring NWS, February 2020.

88 OCHA, IDP Spontaneous Returns Stock and Flow Data, Jan–Dec, 2019.

89 HNAP Population Assessment, March 2020.

SCENARIO PLANNING / FORECASTING

Despite ten years of conflict, there is no meaningful political resolution to the Syria Crisis insight. Neither a countrywide cessation nor a peace agreement has been achieved in Syria, and as of March 2020, conditions throughout Syria are not conducive to voluntary return and sustainable reintegration in safe and dignified conditions. Humanitarian needs will remain high and IOM's access in NWS could become limited over the next three years.

On 10 January 2020, the UN Security Council adopted Resolution 2504, which renewed authorization for the delivery of relief items into Syria for another six months to cover the period until 10 July 2020. If the UNSC Resolution is renewed or an alternative framework facilitates the continuation of cross-border operations, IOM will seek to scale up its humanitarian operations in NWS. In the event of non-renewal, IOM will consider a range of options to be able to continue to provide life-saving assistance to people in need in NWS. It is expected that humanitarian access to those in need in Syria will remain constrained by the ongoing conflict, violence and fighting along access routes, shifting frontlines, and administrative challenges.

Prospects of a peace agreement for Syria remain distant. Security will remain fragile within Syria, with ongoing fighting continuing in some areas between the different parties including the GoS, non-state armed groups (such as Hayat Tahrir al-Sham (HTS)), SDF, and Turkish-backed armed groups. The GoS will likely focus its military operations on strategic non-government-controlled areas. This may mean renewed offensives, heavy fighting and a worsening humanitarian situation for civilians and stalling of the peace processes.

Given the shifting frontlines and various parties involved in the conflict, there are several possible scenarios for the outcomes of the conflict as of April 2020. One possibility is the end of the ceasefire and renewal of hostilities. If GoS forces advance further into NWS and capture NSAG-held areas, the extent of this advance would dictate not only the territorial lines of military control but also the humanitarian cost of displacing and imperilling lives. IOM's cross-border access to Syria is also dependent on which party controls which targeted areas. For example, should GoS forces capture Syrian Salvation Government-held territory in northern Idlib and western Aleppo and GoT-supported groups remain in control of northern Aleppo, IOM's cross-border humanitarian activities would necessitate a shift to Bab el-Salam crossing point. If GoT-supported groups expand their corridor of territory into SSG-held areas in Idlib, IOM in partnership with OCHA would need to seek humanitarian access through the GoT municipalities to continue its

operations in NWS. With the current context of an unstable ceasefire, IOM continues to deliver humanitarian aid and services where it has access and has contingency planning for where it will have access in the future.

If the current ceasefire between the GoS and NSAGs holds in NWS, a stalemate could draw all parties to talks on further de-escalation and a freezing of the conflict. In this scenario, humanitarian relief would be more vital than ever considering increased protraction of the conflict, possible travel restrictions between controlled-areas, and the continued widespread overcrowding and disorganization in informal sites. In coordination with OCHA and local authorities, UN agencies and local NGOs would prioritize the coordination of emergency aid delivery and infrastructural upgrades for deteriorating camp infrastructure, health facilities and hospitals, WASH facilities, schools, mosques, roads, and markets. In GoT-supported areas less impacted by the conflict, the humanitarian response would prioritize the graduation from economic insecurity and reliance on aid to self-sufficiency and community resilience.

If de-escalation zones are more successful in bringing some stability to relevant areas of the country than they have been to-date, safe and dignified returns for IDPs could be possible. Should any significant numbers of returns take place, it is expected that the need for humanitarian assistance and efforts to support in-country recovery will be high. This will likely present housing, land rights, protection, and social cohesion challenges, given the social restructuring of host communities due to mass influxes and outflows of IDPs and displaced persons.

This chapter outlines IOM's overview of some of the scenarios expected in the coming months and years. IOM's cross-border response in Turkey will be heavily dependent on the advance of GoS forces to take NSAG territory or the ability of NSAG and Turkish-backed armed groups to hold onto northern Idlib and northwest Aleppo. It is possible that the ceasefire could fail, and intense fighting would resume in areas where over a million displaced persons have sought emergency assistance. A stalemate between parties would require a significant, coordinated response to address the protracted needs in NWS.



IOM'S STRATEGIC RESPONSE TO THE SYRIA CRISIS

The overall goal of this strategy is to guide IOM in meeting the humanitarian needs and supporting the stability and resilience of crisis-affected populations.⁹⁰

PILLARS OF INTERVENTION

IOM's MCOF In Turkey for 2020–2023 is underpinned by an integrated, multisector approach represented by three pillars of intervention. Bridging the gap between humanitarian and development work, these pillars promote a coherent, effective, and coordinated approach that is aligned with local, national, and regional efforts. Based on the premise that migration movements, humanitarian aid and development assistance are affected by context and changing dynamics, government priorities and international responses, the strategy is designed to lead the transition in IOM's programming from exclusively humanitarian assistance to a focus on a multifaceted approach. The ultimate objective is to facilitate humanitarian support, community stabilisation, livelihood activities and early recovery programming. Overall, the hope is to build on humanitarian gains and lay the foundations for recovery and development, supporting communities affected by protracted displacement to become less dependent on aid and thus able to seize opportunities as they become available. IOM's programming will be supported by a robust monitoring and evaluation system, strong coordinated partnerships, and innovative approaches.

In Turkey, IOM will continue to coordinate closely with policy and decision-makers to ensure that capacity development plans are in line with national and regional priorities. IOM maintains strong working relationships with key government counterparts such as AFAD, DGMM, municipalities and other relevant national and provincial state institutions. This relationship with the GoT includes a host country agreement and a DGMM-IOM Strategy document. Additionally, DGMM and IOM signed a Letter of Understanding in March 2017 to work together in developing the DTM/MPM methodology, marking a considerable milestone in the Directorate's external relations and for its ability to deliver information about strategic locations inside the country at different administrative levels (provinces, sub-provinces, villages, and neighbourhoods). IOM will continue undertaking efforts to strengthen engagement and dialogue with local authorities through regular consultations, inclusion in response planning, thematic workshops, and tailored trainings.

To help refugees and other migrants become more self-reliant, programming will focus on job placement, provision of in-kind and cash grants, and entrepreneurship support training. In-kind and cash grants provide skilled or experienced refugees and IDPs with the opportunity to use their expertise to establish small businesses or contribute to existing Turkish or Syrian businesses. Additionally, Syrian refugees with business experience can contribute to the

Turkish economy by sharing their expertise, and by leveraging their commercial networks, Arabic language skills, and understanding of market opportunities in selected areas in Syria and the region. Entrepreneurship training for budding young entrepreneurs provides them with opportunities to utilize new technology, learn new skills and collaborate on new business ventures. In Turkey, these actions will allow for synergies between the humanitarian response and Turkey's longer-term labour migration planning.

Community stabilization interventions in Turkey have targeted impact on both refugee and host community populations. It is critical that efforts to encourage integration and social cohesion between the communities are prioritized, to mitigate risks of intercommunal tensions. Quick-impact rehabilitation of communal spaces such as parks, playgrounds, sporting grounds, learning centres and laundrettes can help to bring refugee and host communities together, encourage interaction and support harmonization in the long-term.

Schooling of Syrian children continues but the long distances between their homes and schools, as well as the lack of transportation, complicate access. IOM will coordinate closely with the MoNE as well as local schools to ensure vulnerable Syrian and Turkish children have adequate daily transportation to attend school and further their education.

In Syria, assistance will be provided based on needs identified in the 2020 HNO and HRP, and detailed assessments and analysis conducted by IOM and partners. It must also be noted that in northern Syria, ongoing displacement necessitates flexible approaches. Recognising the importance of empowering NGOs to support a complex humanitarian operation, IOM aims to strengthen their organizational and technical capacity, and their capacity to uphold humanitarian norms and adhere to principles guiding humanitarian action through tailored trainings and engagement.

IOM is committed to supporting principled humanitarian action when working through implementing partners in remote management operations; IOM is increasingly incorporating capacity assessment/development and tailored trainings for its implementing partners. These capacity development activities are intended to complement, not replace, IOM's other risk mitigation measures when working with implementing partners in Syria. These measures include a rigorous selection process, an obligation to abide by IOM's global partnership best practices, and putting in place strong monitoring and feedback mechanisms, including third-party monitoring.

90 IOM Turkey MCOF Wheels for Turkey and northern Syria — See Annex 1a. and 1b.

IMPROVE PROVISION OF EFFECTIVE HUMANITARIAN ASSISTANCE

Pillar One focuses on the emergency and humanitarian response provided during the onset of the crisis, (which has continued to date). IOM works closely with relevant stakeholders to coordinate, implement, and provide humanitarian assistance and critical services to crisis-affected communities. All activities under this pillar will be guided by IOM's commitment to Humanitarian Principles.

In the context of northern Syria, nearly all of IOM's activities will primarily focus on the provision of emergency assistance such as the distribution of NFI and tents through robust procurement and supply chain, CCCM assistance, WASH support, protection, and shelter support. Additionally, many parts of northern Syria require humanitarian support given the ongoing fighting, weak infrastructure, and limited public services. In periods and locations of relative stability, IOM will endeavour to address residual humanitarian needs. In Turkey, as assistance in TACs is provided by the Turkish authorities, IOM's support will focus on providing assistance and protection for vulnerable refugees residing outside TACs. IOM will work closely with national and provincial authorities, as well as community representatives, to ensure that IOM's efforts under this pillar are consistent with ongoing and planned activities.

ENHANCE RESILIENCE AND SUPPORT TO RECOVERY EFFORTS

Pillar Two aims to support affected populations (IDPs, returnees, refugees, and host communities) by enhancing their resilience and laying the foundations for resolving displacement. IOM collaborates with various stakeholders to implement community-driven initiatives that focus on resilience and recovery. Protracted displacement in Syria has led to negative social, economic, political, and environmental consequences for communities, leaving many households highly vulnerable. Initiatives under this pillar aim to address these conflict and displacement-related vulnerabilities.

Enhancing resilience by supporting access to livelihood opportunities and employment, as well as the rehabilitation of public infrastructure and provision of context-appropriate shelter assistance in northern Syria, are critical components of increasing chances of sustainable return and reintegration of those displaced. However, as of May

2020, the priority of key donors has been the delivery of emergency assistance and not the engagement in explicit recovery or reconstruction efforts in Syria.

Within Turkey, alongside access to income-generating activities and rehabilitating community infrastructure, efforts to support integration, social cohesion and harmonization between refugee and host communities will be priorities for IOM.⁹¹ Based on lessons learned, the Social Cohesion model will shift from large, one-off events to smaller-scale activities in which the same participants and groups are sustained. Activities under this pillar will be guided by IOM's Progressive Resolution of Displacement Situations Framework.⁹²

ENHANCE CAPACITY OF KEY STAKEHOLDERS TO DELIVER ESSENTIAL SERVICES

The goal of **Pillar Three** is to build national ownership among key stakeholders, by investing in the development of their organizational and technical capacity to provide quality humanitarian and long-term development assistance. By enhancing the capacities of stakeholders involved in humanitarian and recovery assistance, and/or national ownership of systems, processes and response mechanisms will be improved.

Under this pillar, stakeholder enhancement initiatives will focus on national and local organizations responsible for providing assistance to vulnerable households caught in crises or transitioning into recovery. IOM's programming for northern Syria will focus on strengthening organizational and technical capacity of implementing partners to better respond to ongoing humanitarian needs and contributing to efforts to build resilience and resolve displacement. In Turkey, this will include developing the capacity of national and provincial government counterparts, as well as local partners, to improve policy and legislation, and migrant and refugee services.

91 Social cohesion activities that are designed to bring together members of migrant and host communities in positive experiences of mutual interest are based on the findings of inter-group contact theory (IGCT). Considerable evidence from IGCT "real world" and lab experiments over the course of several decades demonstrates that positive engagement between members of different "groups" has a significant positive.

92 <https://www.iom.int/progressive-resolution-displacement-situations>.



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COMMON PROGRAMMING ELEMENTS

IOM PRINCIPLES FOR HUMANITARIAN ACTION

The IOM Principles for Humanitarian Action (PHA) represent IOM's institutional global humanitarian commitments. The PHA support the MCOF and guide IOM's decision making in complex and volatile environments. IOM is committed to the humanitarian principles of humanity, impartiality, neutrality, and independence.

IOM has made clear commitments towards humanitarian accountability including the accountability to affected populations, concerned states, donors, and humanitarian partners.

IOM engages in partnerships and cooperates with the relevant stakeholders based on shared principles to promote

mutual respect, complementarity, predictability, and reliability for a more effective humanitarian response.

IOM's humanitarian policy requires that the organization's implementing partners commit to humanitarian principles, and to prevent sexual exploitation and abuse in its humanitarian responses.

The humanitarian policy commits IOM to mainstream protection across the MCOF and affirms that humanitarian protection is an integral and central part of IOM humanitarian action.

PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE (PSEA)

IOM has a policy of zero tolerance of sexual exploitation and abuse (SEA) by IOM staff members and the employees of, or any other persons engaged and controlled by IOM Contractors and implementing partners (IN/234). Furthermore, IOM staff members shall protect against and prevent SEA of beneficiaries. Abusive and exploitative sexual activities with beneficiaries are absolutely prohibited.

IOM staff members are trained and sensitized to recognize the position they are in when dealing with beneficiaries and the very real imbalances of power, as brought about by the vulnerabilities of those identified and referred for assistance. IOM has continued to coordinate the Whole of Syria inter-agency Protection from Sexual Exploitation and Abuse (PSEA) programme. The programme supports almost 200 PSEA focal points from member organizations in PSEA Network hubs in Gaziantep, Damascus, and northeast

Syria. The programme provides capacity-building to humanitarian workers, established a pilot inter-agency call centre for affected populations in NWS to safely and confidentially report SEA incidents, and raised awareness through the distribution of contextualized PSEA awareness materials to humanitarian staff and beneficiaries.

The six core SEA principles were first adopted by the Inter-Agency Standing Committee (IASC) in 2002 and reaffirmed in 2006 during the UN High-level conference on SEA, where they were included in the Statement of Commitment signed by the majority of UN entities and several NGOs. In 2009, following the endorsement of the Statement of Commitment by IOM, the six core principles were formally incorporated into IOM rules. They also complement the organization's Standards of Conduct.



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RISK MANAGEMENT AND COMPLIANCE

Humanitarian operations often carry inherent risks to accountability and effective delivery of aid to beneficiaries, particularly those in high-risk environments and remote-management contexts. Lack of field-level oversight and quality control in implementation and potential corruption/aid diversion concerns due to the presence of NSAGs are frequently highlighted as key concerns as regards humanitarian operations in NWS. Recognizing that these challenges could pose institutional reputational risks, and to better enable effective programming in high-risk environments, IOM has instituted various processes and control mechanisms throughout the entire project cycle to minimize these risks.

Access and risk mitigation have been mainstreamed throughout the cross-border programme, and IOM Turkey has advanced monitoring systems in place (as described above). IOM's selection of implementing partners is based on a fully-fledged partner capacity assessment tool developed by IOM's Compliance Unit to examine partners' systems and operational procedures. During implementation, the Compliance Unit conducts financial and procurement audits, accountability checks and analyses of adherence to organizational policies, procedures, and donor requirements.

The IOM Implementing Capacity Assessment Tool is used to document the assessment and determine the IP risk level. Only implementing partners applying for projects longer than six months will be considered for the capacity assessment. All contracted partners are made aware of their programmatic and contractual responsibilities vis-a-vis incident reporting relating to any form of undue interference, influence in their humanitarian activities, or diversion of assistance. Project Managers and teams regularly engage with partners during implementation to encourage transparency and information sharing. IOM deploys its third-party monitors, including technical monitors and mobile protection teams to ensure quality of implementation and protection-sensitivity. When issues are identified

and challenges are faced in the field, IOM liaises with partners and relevant stakeholders to gather necessary information to decide on appropriate action. This can involve suspension of activities or relocation of activities, requesting the support of OCHA Access Working Group, and –when warranted– referral of issues to IOM OIG for further investigation.

Moreover, IOM utilizes a Commodity Tracking System (CTS) for NFI, tent, and food distributions to beneficiaries in NWS. Through CTS, emergency items have a stamped QR code that is scanned during the loading process in Turkey and unloading in Syria to ensure systematized tracking of commodities. Once scanned, items are geotagged in real-time to ensure that commodities are unloaded at the designated warehouse locations. With CTS, implementing partners are required to register the target beneficiaries before distribution to ensure 100 per cent verification that they have received the items. IOM then evaluates the uploaded beneficiary list and ensures they meet all the targeting criteria. During IP distributions to beneficiaries, each QR code is linked to the final beneficiary who then receives the item. CTS gives IOM an additional tool in the monitoring, verification, and supply chain management of emergency item delivery in the remote management context.



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ACCOUNTABILITY TO AFFECTED POPULATIONS

The needs and rights of individuals and communities are at the core of IOM's humanitarian operations since it is these individuals to whom IOM is ultimately accountable. As an active member of the Inter-Agency Standing Committee (IASC) and the IASC Task Team on 'Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse'; co-leading the Accountability Working Group of the Global Shelter Cluster; serving as a board member of the Communications with Disaster Affected Communities Network (CDAC); and as co-lead Agency for the Global Camp Coordination and Camp Management cluster; IOM is committed to ensuring its policies and programming strictly adhere to, or exceed, agreed on AAP (Accountability to Affected Populations) standards by ensuring that feedback and accountability mechanisms are integrated into programmes.

IOM provides accessible and timely information to affected populations on organizational procedures, structures and processes that affect them, to ensure that they can make informed decisions and choices and facilitate a dialogue between an organization and its affected populations, depending on the context. Feedback and complaints mechanisms have been developed to deal with (communicate, receive, process, respond to and learn from) complaints about breaches in policy, stakeholder dissatisfaction and referral to other sector players wherever applicable.

In order to contribute to IOM's commitment to AAP inside Syria, IOM's cross-border team has developed the Dialogue, Information and Participation System (DIPS). DIPS is a two-way communication system used to disseminate information to and receive complaints and/or feedback from beneficiaries. Utilizing a WhatsApp hotline, DIPS as a mechanism provides a safe channel to raise concerns and

receive information that will increase beneficiary participation. Furthermore, DIPS generates additional information on implementation not captured through IOM monitoring processes. This is used to further validate and strengthen the integrity of data and information gathered through TPM and implementing partners' M&E. Overall, DIPS facilitates beneficiary participation and two-way communication between affected populations and IOM, and as such will contribute to better program design by the organization.

The DIPS system has also been utilized by affected populations, who are not IOM beneficiaries, in the wake of recent displacements since December 2019. The hotline has received numerous requests for assistance from displaced families, which has helped direct attention to geographical areas where IOM does not operate. These requests have given us insight into the needs of populations from different locations and are being used to expand operations if capacities permit. IOM also forwards these requests to organizations already operating in the geographical areas. This has been a new initiative undertaken to ensure AAP irrespective of beneficiary status.

With regards to the recent COVID-19 situation, the DIPS hotline was used to disseminate targeted messaging on precautionary and preventative measures for reducing the risks of contracting COVID-19.

IOM's M&E department in Turkey has standardized beneficiary feedback forms and processes and established a database to consolidate all beneficiary feedback and messaging. Moreover, it has also standardized "messaging" to beneficiaries. The DIPS database comprises of a closed-loop information exchange to ensure that all communication received is responded to with corrective actions.

CONFLICT SENSITIVE APPROACHES

Acknowledging the fact that all interventions both take place within and alter a specific context; acting with conflict-sensitivity is a core responsibility of the organization.

This requires all IOM actions to:

- Reflect the context in which the organization operates and may be speaking about,
- Reflect the interactions between the organization's presence, related actions, statements, and the relevant context, and

- Avoid negative impacts (worsening the factors that divide people) and maximize positive impacts (strengthening connections) on individuals, and the tensions and conflict dynamics within and between social groups.

In this respect, all of IOM Turkey's programming both inside Turkey and in northern Syria is designed in a manner that is cognisant of the potential impacts of the interventions and ensures that the interventions are sensitive to conflict conditions.

PROTECTION MAINSTREAMING

The mobility dimensions of humanitarian crises commonly include complex and often large-scale displacement and migration flows which typically result in and/or exacerbate significant and diverse vulnerabilities for affected individuals and communities. Protection Mainstreaming is the process of incorporating the four key protection principles in humanitarian response. IOM ensures that do no harm, promoting non-discrimination, meaningful access, safety, dignity, participation, empowerment, and accountability measures become integral part of every response to migration crises.

Thus, in all facets of its programming in NW Syria and Turkey, IOM strives to engrain in every activity the key

humanitarian protection principles to ensure that the crisis and post-crisis response in addition to providing stand-alone protection interventions:

- Minimizes any unintended negative consequences and prioritizes safety and dignity of the affected individuals and communities,
- Ensures their meaningful access to aid and services without discrimination,
- Fosters participation and empowerment,
- Holds IOM accountable to affected populations, thus contributing to the respect and fulfilment of their rights.



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CONCLUSION

IOM's Migration Crisis Strategic Operational Framework in Turkey is a document tailored to the operating contexts in Turkey and northern Syria. In this sense, it is a unique MCOF document that reflects IOM's operations in Turkey and Syria under a single unified structure (but in two distinct contexts).

In Turkey, IOM's response is based on continued engagement with the national and local government, national and international partners, and direct engagement with local communities. In both Turkey and northern Syria, IOM takes a comprehensive approach towards programming; the contextualized approaches take in to account the need for adaptable interventions and coordination with a range of stakeholders.

The flexible approach to IOM's cross-border work acknowledges differentiated needs and priorities in northern Syria, the rapidly changing context, and the ability of IOM to successfully transition back and forth between phases as required. This approach also recognizes potential future needs with regards to early recovery and development programming.

In synthesizing common programming elements, IOM ensures that cross-cutting issues are mainstreamed, and programming is integrated with protection and human security frameworks under the banner of humanitarian principles and IOM Principles for Humanitarian Action.

This MCOF is guided by IOM's overall objective to contribute to meeting humanitarian needs and supporting the stability and resilience of crisis-affected populations. The IOM's MCOF in Turkey is underpinned by an integrated, multi-sector approach. This approach seeks to bridge the gap between humanitarian and development work, and reflect a coherent, effective, and coordinated approach that is aligned with local, national, and regional efforts. Based on the premise that migration movements, and humanitarian and development assistance are all affected by context and changing dynamics, government priorities and international responses, the strategy in Turkey is designed to lead the transition of IOM's programming from exclusively humanitarian assistance to a focus on a multifaceted approach to humanitarian support, community stabilization, livelihood support and early recovery programming.

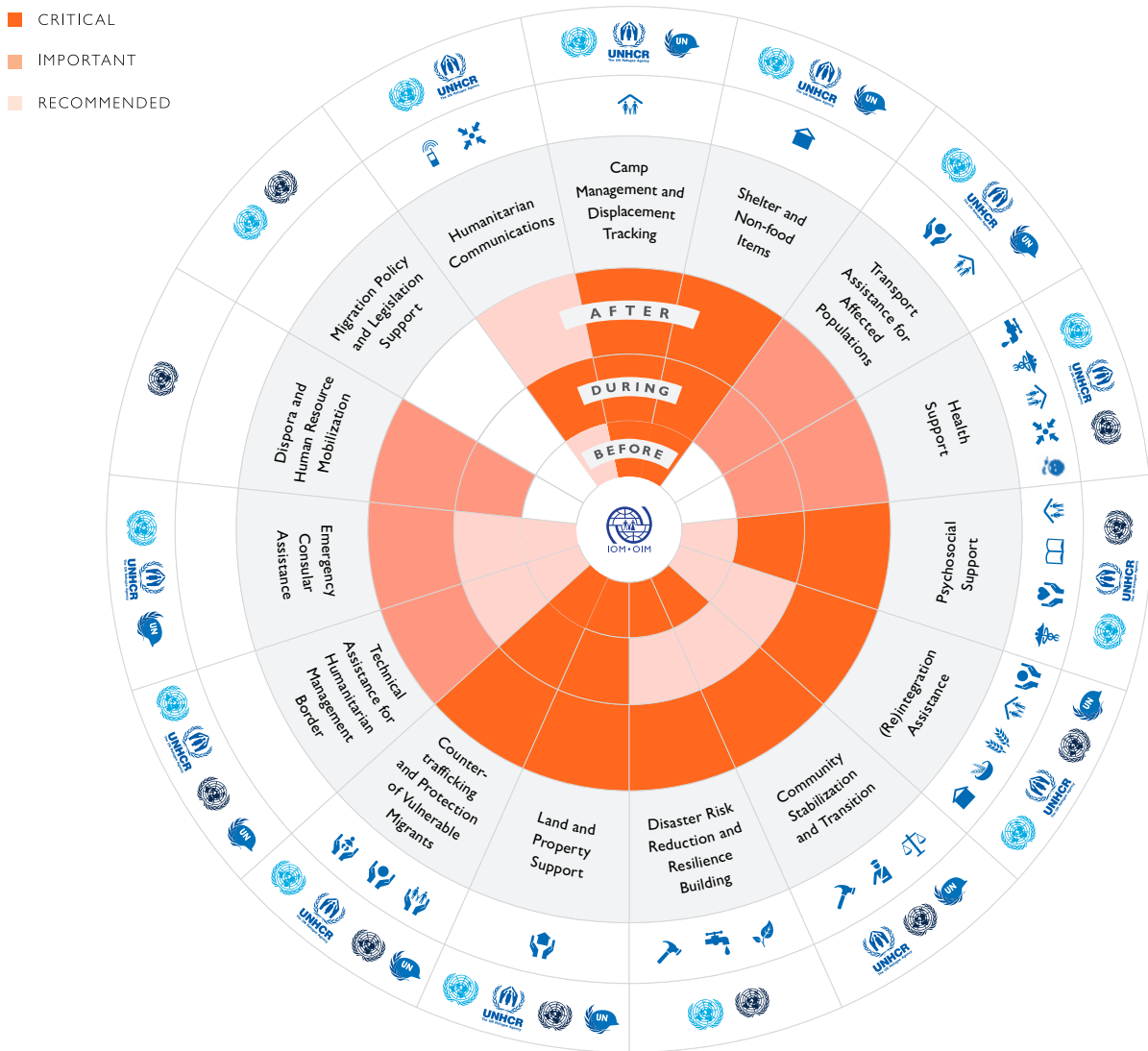


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It should be noted that in devising the two wheels, IOM chose to use two different timeframes in Turkey operations. The Turkey wheel portrays IOM's response throughout the entire war in Syria: 'before' means before the war; 'during' refers to the current situation; and 'after' refers to the situation in Turkey after the end of the war in Syria. As such, the 'before' section of the Turkey wheel is not coloured, as MCOF responses were not appropriate (due to the lack of humanitarian assistance needed).

The Syria wheel, however, takes a more localized approach, with the timescale representing particular incidents and military interventions at the community level. For the Syria wheel, 'before' represents the time before fighting and displacement occurs in a specific community; 'during' is the time of displacement; and 'after' is after displacement, whether it be a period of return or integration.

Syria Wheel of Response



SYSTEMS	CLUSTERS	OTHER CLUSTERS / SECTORS / GROUPS			
<ul style="list-style-type: none"> CLUSTER SYSTEM (OCHA) REFUGEE REGIME (UNHCR) DEVELOPMENT ACTORS (UNDP) SECURITY AND PEACE-BUILDING ACTORS 	<ul style="list-style-type: none"> CAMP COORDINATION & CAMP MANAGEMENT (CCCM) WATER, SANITATION & HYGIENE EARLY RECOVERY EDUCATION 	<ul style="list-style-type: none"> PROTECTION LOGISTICS EMERGENCY TELECOMMUNICATIONS HEALTH 	<ul style="list-style-type: none"> FOOD SECURITY SHELTER NUTRITION 	<ul style="list-style-type: none"> HOUSING, LAND & PROPERTY RIGHTS GENDER-BASED VIOLENCE COORDINATION RULE OF LAW & JUSTICE 	<ul style="list-style-type: none"> MENTAL HEALTH & PSYCHOLOGICAL SUPPORT SAFETY AND SECURITY ENVIRONMENT CHILD PROTECTION AGRICULTURE

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