



Foreword

I am very pleased to introduce IOM Turkey's Migration Crisis Operational Framework (MCOF) 2018-2019. As the conflict in Syria enters its eighth 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 draws on the lessons learnt since the onset of the crisis to ensure that IOM, the UN Migration Agency, can move forward over the next two years in the most effective and strategic manner possible.

This document provided a fantastic opportunity for IOM Turkey to further its strong partnerships with several Turkish government ministries and humanitarian and development actors, working in both Turkey and northern Syria. First and foremost, the MCOF was written to complement the Turkish Directorate General of Migration Management's (DGMM's) 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, as well as 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 Turkey 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.

This document captures all of these seemingly competing priorities and presents them in a cohesive manner. I thank my colleagues in Turkey and those in Geneva for working closely with me to develop the IOM Turkey Migration Crisis Operational Framework.

Lado Gvilava

IOM Turkey Chief of Mission



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List of Acronyms

3RP	Regional Refugee and Resilience Plan 2018-2019
AAP	Accountability to Affected Populations
AFAD	Disaster and Emergency Management Presidency (Turkish)
BAH	Bab al-Hawa
BAS	Bab al-Salame
CBI	Cash-Based Intervention
CDAC	Communications with Disaster Affected Communities Network
CfW	Cash-for-Work
CwC	Communications with Communities
DGMM	Directorate General for Migration Management
DTM	Displacement Tracking Matrix
ERW	Explosive Remnant of War
ESSN	Emergency Social Safety Net Programme
EU	European Union
HLP	Housing, Land and Property
HNO	Humanitarian Needs Overview
HRP	Humanitarian Response Plan
HTS	Tahrir al-Sham
IASC	Inter-agency Standing Committee
IDP	Internally Displaced Person
IED	Improvised Explosive Device
IKG	In-Kind Grant
IOM	International Organization for Migration (UN Migration Agency)
IP	Implementing Partner
ISIL	Islamic State of Iraq and the Levant
LFIP	Law on Foreigners and International Protection
MCOF	Migration Crisis Operational Framework
MiGOF	Migration Governance Framework
MFA	Ministry of Foreign Affairs
MoD	Ministry of Development
MoFAL	Ministry of Food, Agriculture and Livestock
MoFSP	Ministry of Family and Social Policies
MoH	Ministry of Health
MoI	Ministry of the Interior
MoJ	Ministry of Justice
MoLSS	Ministry of Labour and Social Services
MoNE	Ministry of National Education
MPM	Migrant Presence Monitoring
NFI	Non-Food Item
NGO	Non-Governmental Organization
NPM	Needs and Population Monitoring
OAU	Organization of African Unity
PHA	Principles for Humanitarian Action
PSEA	Prevention of Sexual Exploitation and Abuse
PSS	Psychosocial Support
SDG	Sustainable Development Goal
SEA	Sexual Exploitation and Abuse
TAC	Temporary Accommodation Centre
TCG	Turkish Coast Guard
TP	Temporary Protection
TPR	Temporary Protection Regulation
UN	United Nations
UNDCS	United Nations Development Cooperation Strategy 2016-2020
UXO	Unexploded Ordnance
WoS	Whole of Syria



Migration Crisis Strategic Response

IOM Turkey's Migration Crisis Strategic Operational Framework (MCOF) outlines IOM's ongoing and planned interventions for 2018 and 2019 – for the humanitarian response in northern Syria, and the refugee response in Turkey. These interventions fall under IOM's strategic response and will be supported by an integrated, multi-sectoral approach. IOM Turkey's crisis response is built around three pillars of intervention:

- 1 Improve Provision of Effective Humanitarian Assistance**
- 2 Enhance Resilience and Support to Recovery Efforts**
- 3 Enhance Capacity of Key Stakeholders to Deliver Essential Services**

This MCOF outlines IOM's role in linking humanitarian assistance with development efforts. 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.

Sectors of Response



Basic Needs/ NFIs



Shelter



Protection



Livelihoods



Mobility & Needs Tracking



Camp Coordination & Camp Management - in Syria



Education - in Turkey

Turkey 
3.8 Million
Refugees¹

Northern Syria

Syria 
6.3 Million
IDPs²

¹ DGMM, January 2018.

² IOM data, November 2017.



1

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 helped draft Turkey's Law on Foreigners and International Protection.³ In January 2017, IOM's Director General William Lacy Swing 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.

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, the Mission is now one of the largest globally, with over 820 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 February 2018 the Mission has an active portfolio of 148 million USD, used to implement more than 50 projects in four distinct areas of operations: refugee assistance, cross-border response (in Northern Syria), migration management, and refugee resettlement. IOM Turkey's active programme areas include Humanitarian Response, Community Stabilization, Immigration and Border Management, Labour Migration and Human Development, Integration (Harmonization), 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) agenda⁴ and the Global Compact for Migration, which seeks to cover all dimensions of international migration in a holistic and comprehensive manner.⁵ IOM Turkey 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), Directorate General of Migration Management (DGMM), the Turkish Coast Guard (TCG), Ministry of Family and Social Policies (MoFSP), Ministry of Development (MoD), Ministry of Labour and Social Services (MoLSS), Ministry of National Education (MoNE), Disaster and Emergency Management Presidency (AFAD), Ministry of Food, Agriculture and Livestock (MoFAL), 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 Turkey and the DGMM partnered to draft the IOM-DGMM Strategy to shed light on potential areas of thematic engagement. The strategy is a living document that will be updated as emerging needs are identified by both parties.

As the UN Migration Agency, IOM actively partners with other UN agencies, non-governmental organizations (NGOs), and government ministries to plan and implement the Regional Refugee Response and Resilience Plan (3RP) in Turkey,⁶ 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 Government of Turkey. The organization is thus well-placed to continue expanding its in-country operations to better serve migrants in crisis in Turkey, and ensure safe, orderly and regular migration for the benefit of all.

Under the HRP, for cross-border activities in Northern Syria, IOM will utilize its established operational and thematic expertise and strong partnerships to continue and expand operations in Northern Syria as the crisis persists.

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.⁷ It complements IOM's Migration Governance Framework (MiGOF), endorsed by IOM Member States in November 2015.⁸ 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 Turkey MCOF seeks to apply this framework to the situations in Turkey and northern Syria.

³Law No. 6458, adopted 4 April 2013, http://www.goc.gov.tr/files/files/eng_minikanun_5_son.pdf

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

⁵Global Compact for Migration: The global compact for migration is the first, intergovernmentally 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.

⁶Regional Strategic Overview, Regional Refugee and Resilience Plan (3RP) 2018-2019

⁷During 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).

⁸For further details on the MiGOF, refer to <https://emergencymanual.iom.int/entry/26102/migration-governance-framework-migof>

I.1 Definitions

<p>Migrant</p>	<p>Any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the person's legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is.</p>
<p>Refugee</p>	<p>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).</p> <p>In addition to the refugee definition in the 1951 Refugee Convention, Art. 1(2), 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 or 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."</p>
<p>Internally Displaced Persons (IDPs)</p>	<p>Persons or groups of persons who have been forced or obliged to flee or to 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.).</p>
<p>Asylum Seeker</p>	<p>A person who seeks safety from persecution or serious harm in a country other than his or her own and awaits a decision on the application for refugee status under relevant international and national instruments. In the case of a negative decision, the person must leave the country and may be expelled, as may any non-national in an irregular or unlawful situation, unless permission to stay is provided on humanitarian or other related grounds.</p>
<p>Foreigners under Temporary Protection in Turkey</p>	<p>Turkey maintains a "geographical limitation" to the 1951 Refugee Convention, and does not consider people from 'non-European' countries-of-origin as eligible for Refugee Status. Nevertheless, in April 2013 Turkey adopted a comprehensive Law on Foreigners and International Protection (LFIP), which establishes a dedicated legal framework for asylum in Turkey in line with EU regulations and 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 DGMM which is mandated to take charge of migration and asylum matters.</p> <p>Turkey implements a "temporary protection" system for refugees from Syria, which grants beneficiaries the right to legal stay as well as some level of access to basic rights and services. The "temporary protection" status is acquired on a prima facie, group-basis, to Syrian nationals and Stateless Palestinians originating from Syria. 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.*</p>

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

1.2 Overall Operating Modalities

Within the context of protracted, complex and recurrent displacement, IOM Turkey'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 Development Cooperation Strategy (UNDCS) 2016-2020,⁹ 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 Turkey's operations.

IOM Turkey remains committed to providing support to, and building the capacity and resilience of people in need. The best way to achieve this is to support 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 strengthening the capacity of relevant stakeholders. Enhancing the capacity of stakeholders responsible for assisting affected populations is intrinsically linked to IOM Turkey efforts to reinforce resilience within systems, processes and response mechanisms. Local authorities and organizations who are at the forefront of providing assistance to refugees, asylum seekers, migrants, and displaced persons, will be the main contributors and recipients of IOM support under this approach. To do so, IOM will 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. This mapping exercise will provide IOM Turkey with a better understanding of gaps, and the resources required to fill them.

IOM will continue to contribute to community stabilization and reintegration 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.



⁹2016-2020 UNDCS Turkey: http://www.un.org.tr/wp-content/uploads/UNDCS-Final-_2016_-1.pdf

2

Turkey and Refugee Response



2.1 Context

Over 3.8 million refugees and other migrants are living in Turkey, making it host to the largest refugee population in the world.¹⁰ This includes Syrians, Iraqis, Afghans, Somalis, Iranians and Pakistanis among others. The Government of Turkey has set a precedent for refugee response by pursuing a predominantly non-camp approach, while providing assistance in 21 temporary accommodation centres (TACs).

Of the 3.4 million Syrians under Temporary Protection in the country in February 2018, about 228,000 are hosted in 21 TACs (which are in the process of being handed over from AFAD to DGMM).¹¹ These TACs are mainly staffed by Turkish public officers. Since 2011, the Government of Turkey has borne the financial and administrative responsibility for these TACs located along its 822-kilometre border with Syria. However, over 90 percent (3.2 million)¹² of Syrian refugees live outside these camps.¹³

Since the beginning of the Syria crisis, the Government of Turkey has consistently extended protection and assistance to Syrian refugees through the Law 6458 on Foreigners and International Protection (2013), which defined a Temporary Protection (TP) regime for Syrian refugees. The TP regulation sets out the framework that governs admission, registration and exit. It also explains the rights and responsibilities of those under the TP, and regulates the identification process and services to be provided.¹⁴

Recognizing the protracted nature of the conflict, the Government of Turkey has shifted from an emergency assistance approach to one that seeks to assist in the medium and long term, including by establishing measures to support refugee integration into the local community. The Government of Turkey is working to develop a harmonization policy to assist refugees and migrants with diverse statuses, while encouraging integration.¹⁵ At the same time, some municipalities are working to strengthen their local migration governance frameworks. To support harmonization between refugees, other groups of migrants and host communities, municipal centres are offering migrant and refugee services alongside NGOs and aid organizations, which in turn also organize incremental integration and social cohesion activities - including language lessons for children and adults.

2.1.1 Political Context

The Government of Turkey has formulated its Tenth Development Plan,¹⁶ which focuses on improving international competitiveness, migration management,¹⁷ rule of law, human development, and environmental sustainability. In support of this framework, UN agencies have aligned their respective strategies through the four areas of the UNDCS: Sustainable, Inclusive Growth and Development; Democratic Governance; Gender Equality and Women's Empowerment; and Migration and International Protection.¹⁸

On 18 March 2016, the European Union (EU) and Turkey signed an agreement designed to stem the flow of refugees and other mixed migrants into Europe.¹⁹ Under the agreement, all migrants that arrive on the Greek islands through irregular migration from Turkey are returned to Turkey. Turkey also undertakes all necessary measures to reduce irregular migration from Turkey to the EU.²⁰ In exchange, EU Member States established a mechanism to increase resettlement of Syrian refugees from Turkey, taking into account the UN Vulnerability Criteria; increase financial assistance for Turkey to continue supporting the refugee population; and plan accelerated visa-free travel to Europe for Turkish nationals.

2.1.2 Economic Context

Syrians residing outside of government-run TACs have largely settled in urban areas alongside Turkish communities, signalling an opportunity for harmonization and economic contribution, at least in the short-to-medium term. On 15 January 2016, the Government of Turkey formalized the Regulation on Work Permits for Foreigners under Temporary Protection, allowing Syrians under Temporary Protection to apply for work permits.

¹⁰DTM Turkey Monthly Situation Report for January 2018 - http://migration.iom.int/docs/Sitrep_Turkey_January_2018.pdf

¹¹Ibid

¹²Ibid

¹³Syrian refugees are spread across 81 provinces of Turkey but over half (1.8 million) live in the following provinces (estimates): Istanbul (543,000), Şanlıurfa (468,000), Hatay (458,000), Gaziantep (359,000)

¹⁴Recognized as a form of international protection under international refugee law, the TP was prepared pursuant to Article 91 of Law 6458 and came into force on 22 October 2014.

¹⁵The 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.

¹⁶Government of Turkey Tenth Development Plan:

[http://www.mod.gov.tr/Lists/RecentPublications/Attachments/75/The%20Tenth%20Development%20Plan%20\(2014-2018\).pdf](http://www.mod.gov.tr/Lists/RecentPublications/Attachments/75/The%20Tenth%20Development%20Plan%20(2014-2018).pdf)

¹⁷Particularly in relation to emigration, immigration and internal migration.

¹⁸2016-2020 UNDCS Turkey: http://www.un.org.tr/wp-content/uploads/UNDCS-Final-_2016_-1.pdf

¹⁹EU Turkey Agreement Press Release <http://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/#>

²⁰Ibid

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. Since the regulation was introduced, approximately 26,000 work permits have been granted to Syrians. However, due to the sheer number of Syrians under Temporary Protection in Turkey, it is impossible to grant work permits at a pace that keeps up with the demand.²¹ Many Syrians are also unable to find work in their registered province and thus move to places where more employment opportunities arise.

Reports by IOM Turkey's Migrant Presence Monitoring (MPM), which is part of IOM's global Displacement Tracking Matrix (DTM), confirm that internal mobility of Syrians in Turkey towards larger cities with employment opportunities occurs on a regular basis.²² As a result, the Ministry of Labour and Social Services (MoLSS) has started facilitating the provision of work permits in provinces other than those of first registration, in line with local labour market needs. Flow Monitoring Survey results reveal that, of the migrant respondents wishing to move to another province, the greatest number (42%) wished to move to Istanbul.²³ For Syrians in Turkey, economic integration is limited by cultural and language barriers; however, this is starting to improve as more Turkish language courses for Syrians are provided with support from the Government of Turkey.

In September 2016, the Emergency Social Safety Net Programme (ESSN) was established to provide 1.3 million vulnerable refugee households with monthly cash assistance to meet their basic needs. However, even with the unprecedented scale of assistance the ESSN has provided, many refugees are still in need of assistance, particularly those who have been excluded,²⁴ who are not registered or live in rural areas.

2.1.3 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. In line with the escalating fragility in the region, Turkey directly joined the fight against Islamic State of Iraq and the Levant (ISIL) in August 2016. Since then, the Turkish military has intermittently played a role in operations in northern Syria, and also assisted in the establishment of 'de-escalation zones'.

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-Salame are heavily controlled to restrict the passage of non-humanitarian goods into Syria.

Since 2015, Turkey has also seen a number of security incidents within its borders. Major cities such as Istanbul, Ankara, and Gaziantep have been heavily affected by internal security threats. This is further compounded by the attempted coup of July 2016, after which a state of emergency was declared. As of February 2018, the state of emergency remains in place, but these events have indirectly affected the operational capabilities of humanitarian agencies, including IOM. Border areas have become more restricted and security concerns have increased for humanitarian staff.



²¹The employment quota allows Turkish companies to hire Syrians at 10 percent of the total workforce.

²²The 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.

²³DTM Flow Monitoring Surveys Analysis Report & Field Observation Report - http://migration.iom.int/docs/Turkey_Flow_Monitoring_Surveys_Analysis_June_2017.pdf

²⁴Ibid

2.1.4 Social Context

In receiving the largest influx of refugees in the world, the rapid expansion of migrant communities in Turkey has understandably resulted in challenges for integration and social cohesion; in the worst cases, these dynamics have led to open tensions. Turkey should be commended for its support of displaced Syrians, but this generosity needs to be complemented by additional support from the international community. Frictions between host and refugee communities are rising, particularly in low-income, inner-city districts — working-class enclaves where refugees settle to find affordable housing and unskilled employment. In 2017, IOM conducted a preliminary social cohesion assessment; the results identified potential and real challenges faced by migrants in Turkey, such as misunderstandings between migrant/refugee communities and host communities, erroneous assumptions made by each group about the other, and misinterpretation of policies and mechanisms put in place by the Government of Turkey.²⁵ In addition, Syrian refugees residing in Turkey must overcome language barriers and other practical obstacles to access labour markets, and services like education and healthcare. Many refugees are unfamiliar with Turkish administration, and are hesitant to voice their anxieties for fear of appearing too demanding. There is a lack of protection in the labour market, and many refugees and other migrants work informally or in low-skilled jobs. 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.

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.

2.2 IOM Humanitarian Response in Turkey

2.2.1 Operating Modalities

Inside Turkey, IOM's programming will focus on assisting Syrian refugees living outside of TACs. 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, and 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 regular assessments, key informant interviews and focus group discussions as part of its commitment to the Accountability to Affected Populations (AAP) framework.

IOM will focus on cash-based interventions where appropriate. When used in the proper context, they preserve beneficiaries' dignity by giving them the freedom to decide on household expenditures, and enhancing their self-reliance each time they can make informed choices.

IOM also plays a leading role in improving integration and social cohesion within affected populations through a focus on inter-group dynamics. IOM Turkey's role working outside the TAC context means that the organization's interventions target both Syrian and host communities. In this respect, IOM anticipates playing a larger role to improve social cohesion. 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 integration and social cohesion 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 Turkey 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 migratory trends in Turkey. This allows the organizations and the government to strategically plan their short and long term migration-related programmes and policies.

²⁵IOM Turkey Social Cohesion Assessment – Quantitative and Qualitative Assessment of Host-Refugee Cohesion in Three Districts in Turkey, 2017.

Basic Needs Assistance: Noting that food and rental costs represent almost 30 percent of a household's expenditure, IOM Turkey's overall basic needs assistance will cover provision of multi-purpose cash, winterisation support, and shelter repairs. Assistance will target the most vulnerable, particularly those not covered under the ESSN, and will consider household vulnerabilities. Support during winter will remain critical as refugee households are burdened with additional expenses during these months; without any support, they may resort to negative coping mechanisms.

Shelter Assistance: Following its pilot shelter project which began in 2016, and in response to assessments that revealed extensive shelter needs, IOM plans to take a leading role in shelter repairs and rehabilitation. IOM Turkey's operating modalities to reach unserved populations of the ESSN are varied and include government partnerships, cash-based interventions (CBI), NGO partnerships, direct assistance and community-based assistance.²⁶ 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.

Livelihood Assistance: IOM supports refugees with In-Kind Grants (IKGs) to increase their resilience and self-reliance. IOM has supported these refugees by providing tool kits that will enable them to establish income-generating activities. The IKGs aim to provide professional equipment and tools to beneficiaries, assessed by IOM, who want to build their own home-based or micro businesses from scratch, or who want to expand their already established business.²⁷

Moreover, IOM supports a sustainable labour market by placing Syrians under Temporary Protection in different jobs, conducting entrepreneurship trainings, and providing grants to Turkish-Syrian start-ups. IOM also provides cash-for-work to Syrian refugees and host community members through community stabilization activities.

Protection 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 Ministry of Family and Social Policy and the Ministry of Health. Based on previous successful interventions, IOM plans to continue working closely with municipality centres throughout the country to provide referral support, individualized protection assistance, counselling and legal assistance. IOM 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 psychosocial support (PSS) activities for refugees and host communities living in districts and rural areas without community centres. Mobile outreach teams 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.



²⁶Second Compendium on Good and Innovative Practices in the Regional Response to the Syria Crisis

²⁷Given government preferences and the fact that access to needed equipment within the local market is challenging, IKGs have been determined to be preferable to cash transfers.

2.2.2 Populations In Need of Assistance – Turkey

2.2.2.1 Migrants and Refugees

As of February 2018, 3.4 million Syrians under Temporary Protection were registered in Turkey; 53 percent men and 47 percent women.²⁸ Furthermore, 80 percent of this population is below the age of 35.²⁹

Cross-border movements from Syria to Turkey remain high, with approximately 400,000 persons intercepted by the Turkish Armed Forces in 2017. Additionally, DGMM reported 175,000 in-country apprehensions of irregular migrants in 2017.

Overall, mixed migration flows from Turkey to Greece and onwards to Europe dropped significantly in 2017. However, recorded attempts to exit by sea increased significantly between January 2017 (756 apprehensions) and January 2018 (1,640 apprehensions).

2.2.2.2 Host Communities

There is a real risk that misinformation and tensions between Syrians and the host community could sour their relationship, and Turkey's generosity towards displaced Syrians. This is particularly the case if repatriation prospects do not improve, and pressure to allow Syrians free access to the Turkish labour force increases. Understandably, Turkish nationals are concerned about the increasing competition for jobs, particularly as concerns low-skilled work for which refugees and other migrants are willing to take lower wages. Host communities are also becoming increasingly vocal about the benefits and services provided to refugees by the international community, while vulnerable Turkish families are excluded.

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 led to further friction.



²⁸DTM Monthly Situation Report p. 2

²⁹DTM (2017) Turkey Annual Report 2017, retrieved from http://migration.iom.int/docs/Sitrep_Turkey_Annual_2017.pdf

2.3 Scenario Planning / Forecasting

IOM Turkey's MCOF is based on the premise that, after seven years of conflict in Syria and with no meaningful political resolution in sight, humanitarian needs will remain high over the next two years. While the situation in Syria will remain fluid, and ongoing fighting will generate significant displacement within the country, large-scale influxes into neighbouring countries are not expected in 2018.³⁰ The majority of refugees want to return home eventually, and recent findings demonstrated they will be willing to do so when the security situation allows it.³¹ As of February 2018, conditions in Syria are not conducive to voluntary return; within the 3RP framework, partners are not planning to facilitate or promote any such return. The 2018 Humanitarian Needs Overview (HNO) estimates the eventual return of around 200,000 refugees to Syria as the situation stabilizes. While IOM data reported over 800,000 returnees in 2017, 93 percent of these were IDP returnees (from within Syria) and not refugee returnees.

At the start of the Syrian Crisis, the Turkish government welcomed Syrian refugees into the country with the understanding that fighting would subside relatively quickly and Syrians 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 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 may become more apparent as budgetary pressures on the Government of Turkey 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.

The Turkish government will likely maintain tight border controls for the foreseeable future. While large scale arrivals are not expected in 2018, ongoing fighting may mean internally displaced Syrians in the north will make their way to the Turkish borders seeking refuge if a new offensive occurs elsewhere in northern Syria. IOM, in close coordination with the Government of Turkey and relevant international organizations, aims to strengthen early warning systems to identify cross-border movement trends. The IOM-DGMM run MPM programme will continue implementing Flow Monitoring Surveys, Baseline Studies and other statistical monitoring activities, including data analysis, border monitoring, intention surveys, profiling and Communications with Communities (CwC).



³⁰Regional Strategic Overview, Regional Refugee and Resilience Plan (3RP) 2018-2019

³¹Ibid (part of the Durable Solutions for Syrian Refugees)

3

Northern Syria and Cross-Border Response



3.1 Context

As the Syrian crisis enters its eighth year, some 13.1 million people in Syria are still in need of humanitarian assistance, according to the Humanitarian Needs Overview (HNO) 2018. 5.6 million people are in acute need of aid, resulting from displacement, exposure to hostilities, and limited access to basic goods and services.

IOM Turkey's efforts are shaped by the Whole of Syria (WoS) approach,³² which utilizes cross-border implementation modalities from neighbouring countries to respond to sudden displacement and unmet 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 aid organizations respond to large-scale humanitarian needs, on the basis of priorities determined within and across sectors.

The access and mandate to provide assistance in Syria is based on UN Security Council (UNSC) Resolution 2393,³³ which authorizes UN agencies and their implementing partners to use routes across conflict lines and border crossings to deliver humanitarian assistance. Since 2014, IOM Turkey (through its sub-office in Gaziantep) has delivered over USD 60 million of relief assistance and services to northern Syria, reaching more than 1 million beneficiaries. Access to and delivery of humanitarian assistance in areas of need have become increasingly challenging.

Two border crossings, Bab al-Hawa (BAH) and Bab al-Salame (BAS), are open for the shipment of humanitarian assistance from Turkey but the situation remains fluid. Through these two border crossings, humanitarian partners have access to most parts of Idleb, western Aleppo, Jarablus, Al-Bab, and A'zaz.

3.1.1 Political Context

There are various parties in the conflict, controlling different areas of Syria.³⁴ UN-mediated talks in Geneva, led by the UN Special Envoy to broker a political resolution to end the Syrian conflict, have been ongoing since 2012. In January 2017, the Astana talks began with the aim of establishing four so-called 'de-escalation zones' mainly in opposition-held areas. Within these zones, all fighting was expected to cease between the various state and non-state armed groups. At the time of writing (February 2018), while two of the de-escalation zones had achieved relative success, there were still high levels of fighting and instability in Idleb and eastern Ghouta. The overall success of the de-escalation zones remains unclear.

3.1.2 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. There are large swathes of unusable or inaccessible land, land contaminated by hazardous explosives, a lack of access to infrastructure and local markets, high rates of inflation and mass unemployment. Armed groups that demand unofficial taxes at checkpoints and other informal charges have contributed to the economy's inability to function in any real sense.

According to a World Bank report published in July 2017,³⁵ 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 also noted that the longer the conflict persists, the slower the pace of recovery will be.

Though limited, there are pockets of stability where markets are slowly reopening. A number of aid organizations are increasingly supporting efforts to encourage income generating activities, vocational training and entrepreneurial activities.

³²The Whole of Syria (WoS) mandates UN cross-border assistance into Syria from both Turkey and Jordan. 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.

³³Formerly known as UNSC 2332 (2016), 2258 (2015), 2165 (2014) and 2191 (2014))

³⁴As well as the Government of Syria, this includes the Free Syrian Army (FSA), the Syrian Democratic Union Party (PYD)/ Syrian Democratic Forces (SDF), the Islamic State of Iraq and the Levant (ISIL), and other non-state armed groups (NSAG). The changing dynamics and continued fighting impact heavily on the delivery of humanitarian assistance in Syria.

³⁵Humanitarian Needs Overview 2018 / 21 November 2017 <https://www.humanitarianresponse.info/en/operations/whole-of-syria>.

3.1.3 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 Government of Syria, and is further complicated by the involvement of regional and foreign powers. Indiscriminate and targeted attacks using aerial bombing and artillery against civilians and humanitarian convoys; threats and extortion at checkpoints; airstrikes; and the targeting of public sites such as hospitals and schools; have caused more than 210,000 civilian deaths since 2011, according to the Syrian Network for Human Rights, and forced an additional 6.31 million Syrians to be displaced internally.

Hard-to-reach areas are not regularly accessible to aid organizations to carry out sustained humanitarian programming due to access constraints; ongoing conflict; multiple security checkpoints; or, for some organizations, failure of the authorities to provide timely approval for delivery of relief assistance. Ongoing insecurity in various parts of the country has direct migration-related consequences which need to be accounted for. These include, anecdotally, increased smuggling and trafficking operations at border crossing points, the presence of foreign fighters and their families, and increased use of forged and doctored documents.

3.1.4 Social Context

As material resources among the civilian population continue to deplete, the reliance on social capital and informal networks to survive is ever more important. The strength of social networks in a context as complicated and dynamic as Syria is diminishing as the war continues. While pre-war Syria was considered a melting pot of ethnicities, nearly eight years into the war it is evident that the country's social fabric has drastically weakened. Levels of trust within communities have fallen away as people are split based on their support for either the government or the opposition. Socio-ethnic 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.

With additional spontaneous returns to Syria expected,³⁶ it is crucial that future interventions involve Syrian communities as well as displaced persons and returnees to support recovery and sustainable reintegration; encourage integration and social cohesion; and rebuild trust. The ongoing crisis has revealed severe protection risks and vulnerabilities, including negative coping mechanisms such as forced child marriage and early marriage; sexual exploitation; gender-based violence; forced prostitution and forced or child recruitment into armed groups. Women and girls face additional difficulties in accessing humanitarian services given unequal power dynamics and unequal access to resources and information. These protection concerns have been noted in all contexts, whether inside or outside of camp settings.

Issues pertaining to housing, land and property rights and civil documentation are widespread throughout the country; property rights 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 legal titles will become an increasing issue. Civil documentation issues include the loss or destruction of identity documents, and the lack of access to government facilities to have them replaced.



³⁶ In 2017, more than 800,000 individuals returned from outside and inside Syria to their locations of origin (IOM data).

³⁷ Humanitarian Needs Overview 2018 / 21 November 2017 <https://www.humanitarianresponse.info/en/operations/whole-of-syria>

³⁸ NRC, Displacement, housing, land and property and access to civil documentation in the north west of the Syrian Arab Republic, July 2017. https://www.sheltercluster.org/sites/default/files/docs/final_nrc_displacement_hlp_civil_doc_nw_syria_23_07_2017_en.pdf

3.1.5 Environmental Context

Vast amounts of arable land in northern Syria have been rendered unusable through contamination by improvised explosive devices (IEDs) and unexploded remnants of war (URWs), or through the impact of chemical weapons used in the conflict. Additionally, much agricultural land has been converted to camps and temporary shelters or left derelict, impacting both future usability of the land and the amount of productive land available for food production. The devastation of cities can leave behind a toxic footprint — whereby water, soil and air are contaminated, waste is dumped incorrectly, and unexploded ordnances (UXOs) are left around. This will affect the future wellbeing of the concerned communities.

The heavily damaged or destroyed residential and industrial areas have left millions of tonnes of rubble around, often mixed with industrial waste and hazardous substances which can pose long-term risks to civilians. The influx of IDPs into densely populated locations, coupled with the disappearance of rivers and wells, is adding further stress to areas with already stretched water supplies. Damaged water infrastructure, lack of maintenance and an irregular power supply have also contributed to the overall shortage of potable water.

3.2 IOM Cross-Border Response in Northern Syria

3.2.1 Operating Modalities

With no direct access or staff on the ground, IOM Turkey recognizes the challenges that come with remote management of activities in northern Syria. IOM currently relies on local implementing partners with access and capacity on the ground for all project activities. This implementation modality has proven successful, as local NGOs have strong links to local communities, which is helpful for facilitating quick 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 the support of implementing partners is crucial to IOM's efforts in the provision of relief assistance, many of these local organizations are new to large-scale humanitarian operations and have had to rapidly scale up their operations and systems, leaving certain gaps in their internal capacities. IOM Turkey is continuously working to build the capacity of implementing partners to ensure they can deliver services efficiently.

IOM Turkey 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.

IOM Turkey recognizes the need to focus on immediate short-term 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-NFI cluster to ensure basic NFI assistance is accessible to IDPs. During winter, NFIs include winter clothing kits and winterized tents. In 2018 and 2019, unless there are significant contextual changes that necessitate a reassessment of this strategy, IOM will prioritize assistance based on the ongoing needs assessments in northern Syria.

With over 60 percent of shelters still emergency-based more than seven years into the Syrian crisis, IOM will work to support mid-term shelter solutions by rehabilitating and repairing existing housing/shelter while taking Housing, Land and Property (HLP) concerns into consideration. The influx of new arrivals into temporary reception centres in northern Syria continues to place stress on existing humanitarian services and necessitates continued need for these reception centres. These reception centres play a vital role in receiving new arrivals and providing basic assistance such as food, protection, health and nutrition services. As displaced populations move on from reception centres, there is a need for continued emergency NFI assistance. There is a high level of shelter need for those moving onwards from the reception centres to locations that offer some stability but often lack essential infrastructure and services. To support the transition away from humanitarian assistance, and in recognition of the mobility of displaced populations, strong early recovery programming will have to be established to address needs related to equitable access to services, infrastructure rehabilitation and livelihood concerns (as per Pillar 2, outlined in Chapter 4).

Protection Mainstreaming in northern Syria: IOM will prioritize specialized protection services and protection monitoring, to help communities cope with increased vulnerabilities arising from the deterioration of the humanitarian and security situation across the country. Through its programming in northern Syria, IOM will ensure protection is mainstreamed through an active inclusion of key principles, namely: do no harm, meaningful access, accountability to affected populations, and ensuring community empowerment.

Coordinating closely with the Child Protection Sub-Cluster, IOM and implementing partners will work to expand community based child protection mechanisms to protect children from violence, abuse and exploitation.

These mechanisms will also aim to prevent family separation and address the needs of unaccompanied children. Where possible, IOM will undertake assessments and analyses to identify who is most at risk; such analyses will inform the appropriate responses.

Capitalizing on its global expertise, there is scope for IOM Turkey to build capacity in the areas of principled humanitarian action, protection, Prevention of Sexual Exploitation and Abuse (PSEA), protection monitoring, gender equality, returns, and HLP rights.

Additionally, IOM's expertise in supply chain management and logistics can be mined by partners in order to share knowledge, skills and best practices, especially on the cross-border operations in northern Syria. Presently, IOM Turkey maintains a large-scale supply chain project for NFIs into northern Syria. Such technical assistance and expertise can encourage local authorities and NGOs to build robust internal systems, procedures and responses to address the needs of the affected population.

Resilience, Livelihoods and Early Recovery: With the aim of enhancing the resilience of recovery efforts, IOM promotes initiatives focusing on progress towards resolving displacement through economic recovery, improved community infrastructure, fostering integration and social cohesion. These activities should alleviate factors that cause displacement, by addressing the underlying structural, social and economic causes of long-term development. To address underlying causes of instability, IOM Turkey is committed to enhancing the resilience of authorities, communities and individuals.

IOM will work 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 will be explicitly inclusive and target not only displaced people and returnees but also host communities where possible. In northern Syria, programming will be initiated in areas of return, with projects 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 will prioritize implementation of labour-intensive schemes such as Cash-for-Work (CfW), support to small-scale enterprises through provision of in-kind grants, and productive asset replacement. Linking CfW initiatives with the public infrastructure projects noted below is a proven way to ensure positive repercussions such as community ownership and cohesion, as well as short-term cash injections and the provision of new skills for beneficiaries. A key part of this effort will also 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.



3.2.2 Populations in Need of Assistance – Northern Syria

3.2.2.1 Internally Displaced Persons

As of February 2018, it is estimated that over 6 million Syrians remain displaced within the country, with many experiencing secondary and tertiary displacement. In 2017 alone, 1.8 million people were displaced from conflict-affected areas. Most of this displacement took place in northern Syria.

Destinations of displacement are often influenced by movement restrictions and security threats. Those intending to leave areas such as Ar-Raqqa and Deir-ez-Zor governorates can face detention, and are exposed to the threats of landmines, forced conscription, airstrikes and gunfire. Restrictions on information flows and limited humanitarian access have also led to difficulties in tracking movement patterns. As the conflict persists, and destroyed cities offer limited access to basic relief items and services, many Syrians may be forced to move away from their communities of origin in search of safety and assistance.

3.2.2.2 Returnees

IOM data and findings indicate that between January and November 2017, over 800,000 displaced Syrians returned home. The vast majority (93 percent) of those returning were IDPs displaced within Syria. Most returnees headed 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.

3.2.2.3 Host Communities

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.

For those residents under siege or residing in hard-to-reach areas, acute food shortages and the lack of access to basic services has been reported. The inability to move easily around the country means that citizens are particularly susceptible to depleted reserves of food, medicine and other essential life-sustaining items. In some areas, prices of basic commodities have sharply risen due to shortages of food supplies and the inability of commercial trucks to access the area. This has further exacerbated the situation for residents.

3.3 Scenario Planning / Forecasting

There is no meaningful political resolution to the Syrian Crisis in sight. Humanitarian needs will remain high over the next two years. In addition, it must be noted that neither a countrywide cessation nor a peace agreement has been achieved in Syria, and as of February 2018, conditions throughout Syria are not conducive to voluntary return and sustainable reintegration in safe and dignified conditions.

In December 2017, the 15-member United Nations Security Council adopted Resolution 2393, which renewed authorization for the delivery of relief items into Syria. The Resolution extended the framework of cross-border humanitarian assistance for 12 months to cover the entirety of 2018, with a review by Member States to take place after 6 months. 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 against Islamic State of Iraq and the Levant (ISIL) and Hayat Tahrir al-Sham (HTS). With the capture of Ar-Raqqa and Deir ez-Zor from ISIL considered as major victories, the Government of Syria will likely focus its military operations on strategic non-government controlled areas. This may mean new offensives, heavy fighting and a worsening humanitarian situation for civilians and further stalling of the peace processes.

Following the agreement to establish four de-escalation zones reached during the Astana talks, and the mixed success of the ceasefires in these zones, there might be some return incentives for Syrians displaced within and outside the country. Nevertheless, as seen in Idlib and Eastern Ghouta, de-escalation zones remain highly insecure and much progress needs to be made before any significant returns can be planned for.

If an international neutral party could be deployed to police the de-escalation zones, and safe and dignified return could be assured, this may encourage returns to the areas. 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 socio-ethno restructuring of host communities due to mass influxes and outflows of IDPs and displaced persons. If de-escalation zones are more successful in bringing some stability to relevant areas of the country than they have been to-date, there is the possibility that there will be reasonably significant refugee and IDP returns in 2018 and 2019.

Additionally, push factors in Turkey such as a lack of income-generating opportunities, increasing hostility from host communities and the inability to establish legal residency status, may prompt refugee returns into Syria — especially to de-escalation zones.

As noted above, while IOM data reported over 800,000 returnees in 2017, 93 percent of these were IDP returnees (from within Syria) and not refugee returnees. It is anticipated by the HRP 2018 that in the coming year, there will continue to be a steady increase of returns of Syrians from neighbouring countries (200,000) and those internally displaced (up to 1,000,000). While the figures pale in comparison to the number of Syrian refugees and IDPs in existence, they are still significant in terms of humanitarian need. Should the Government of Syria restrict access and aid in areas where citizens are returning, humanitarian assistance and medium-term recovery efforts will be severely hampered.

One major protection concern in Syria has been the presence of landmines, IEDs and other ERWs in many parts of the country. This is especially the case in ISIL-controlled/previously controlled areas such as Ar-Raqqa and Deir ez-Zor, which are highly contaminated with explosive hazards. For assistance to reach these areas, removal of these explosive hazards will need to be a priority in the coming years.

This chapter outlines IOM Turkey's overview of some of the scenarios expected in the coming months and years. It is possible, though highly unlikely, that a sudden mass movement of returnees back to Syria may occur in the coming year, should living conditions in neighbouring countries worsen considerably, or security improve in areas of Syria. Large-scale returns to Syria could have a destabilizing effect, overwhelming existing public services and infrastructure inside Syria, with possible tensions arising between local Syrian communities and returnee populations.



4

IOM 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.³⁹

4.1 Pillars of Intervention

IOM Turkey's MCOF for 2018 and 2019 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 Government of Turkey 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 will 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 the Temporary Education Centres (TEC) or Turkish schools, as well as the lack of transportation, complicate access. IOM will coordinate closely with the MoNE as well as local schools to ensure Syrian children have adequate daily transportation to attend school and further their education while they are in Turkey.

In Syria, assistance will be provided based on needs identified in the 2018 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 Turkey is increasingly incorporating capacity assessment/development and tailored trainings for its implementing partners. These capacity development activities are intended to complement, not replace, IOM Turkey'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.

³⁹IOM Turkey MCOF Wheels for Turkey and northern Syria – see annex 1a. and 1b.

4.1.1 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 distribution of NFIs, protection, and shelter support, particularly at the onset of any new offensives and in areas with ongoing fighting. Additionally, many parts of northern Syria will require humanitarian support given the current weak infrastructure and limited public services. This will likely continue during the post-crisis and recovery phase, 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.

4.1.2 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 negative to 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. 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. Activities under this pillar will be guided by IOM's Progressive Resolution of Displacement Situations Framework.

4.1.3 Enhance Capacity of Key Stakeholders to Deliver Essential Services

Pillar Three intends 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.



⁴⁰Social 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.

⁴¹<https://www.iom.int/progressive-resolution-displacement-situations>

5

Common Programming Elements



5.1 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 preventing sexual exploitation and abuse in its humanitarian responses.

5.2 Prevention of Sexual Exploitation and Abuse

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 (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.

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.

5.3 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 hard-to-reach areas. Lack of quality control and accountability, and potential corruption concerns, are frequently highlighted as key concerns as regards remote management. Recognizing that these challenges could threaten organizational accountability, and to better enable effective programming in high-risk environments, IOM has instituted various control mechanisms throughout the entire project cycle to minimize the risks associated with the remotely managed contexts outlined in this report.

IOM Turkey has developed the Enhanced Approach for Compliance for High Risk Environments, to guide risk-management through pre-distribution warehouse verification visits; field distribution or onsite monitoring activities; financial and procurement compliance monitoring; project inception and mid-term reviews; post distribution monitoring; community-based verification methods and external evaluations. IOM's selection of implementing partners is based on a fully-fledged partner capacity assessment tool developed by IOM's Implementing Partner 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.

Capacity assessments are conducted by IOM's Compliance Unit prior to selection of a partner entity to determine its risk level. This assessment documents the entity's processes, internal controls, and functional areas (Governance, Financial Management, Logistics and Procurement, Human Resources, Monitoring and Evaluation) and checks them against best practices. The objectives of the Implementing Partner (IP) Capacity Assessment process are to:

1. Assist in IP selection process by determining IP risk level (high, medium, low);
2. Create a registry of all highly eligible and competent IPs for future reference;
3. Identify areas that need strengthening or further capacity-building.

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.

5.4 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 AAP (Accountability to Affected Populations) standards by ensuring that feedback and accountability mechanisms are integrated into programmes.

IOM Turkey 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 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.

5.5 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;
- Avoid negative impacts (worsening the factors that divide people) and maximize positive impacts (strengthening connections) on individuals, and on 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.



6

Conclusion



IOM Turkey's Migration Crisis Strategic Operational Framework, 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 Turkey's operation 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 Turkey 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 pockets of need 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 human rights and human security frameworks under the banner of humanitarian principles and IOM Principles for Humanitarian Action.

This MCOF is guided by IOM Turkey's overall objective to contribute to meeting humanitarian needs and supporting stability and resilience of crisis affected populations. The IOM Turkey MCOF 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.



7

ANNEX MCOF Wheels of Response



IOM's operational responses in particular contexts can be represented using “wheels of response”. The wheels focus on sectors of assistance that IOM can best contribute to at various phases of the crisis. The MCOF focuses not only on the emergency response phase, but also pre-crisis preparedness and post-crisis recovery. The 15 sectors of assistance represent sets of activities in which IOM has a mandate to act, and many years of experience.

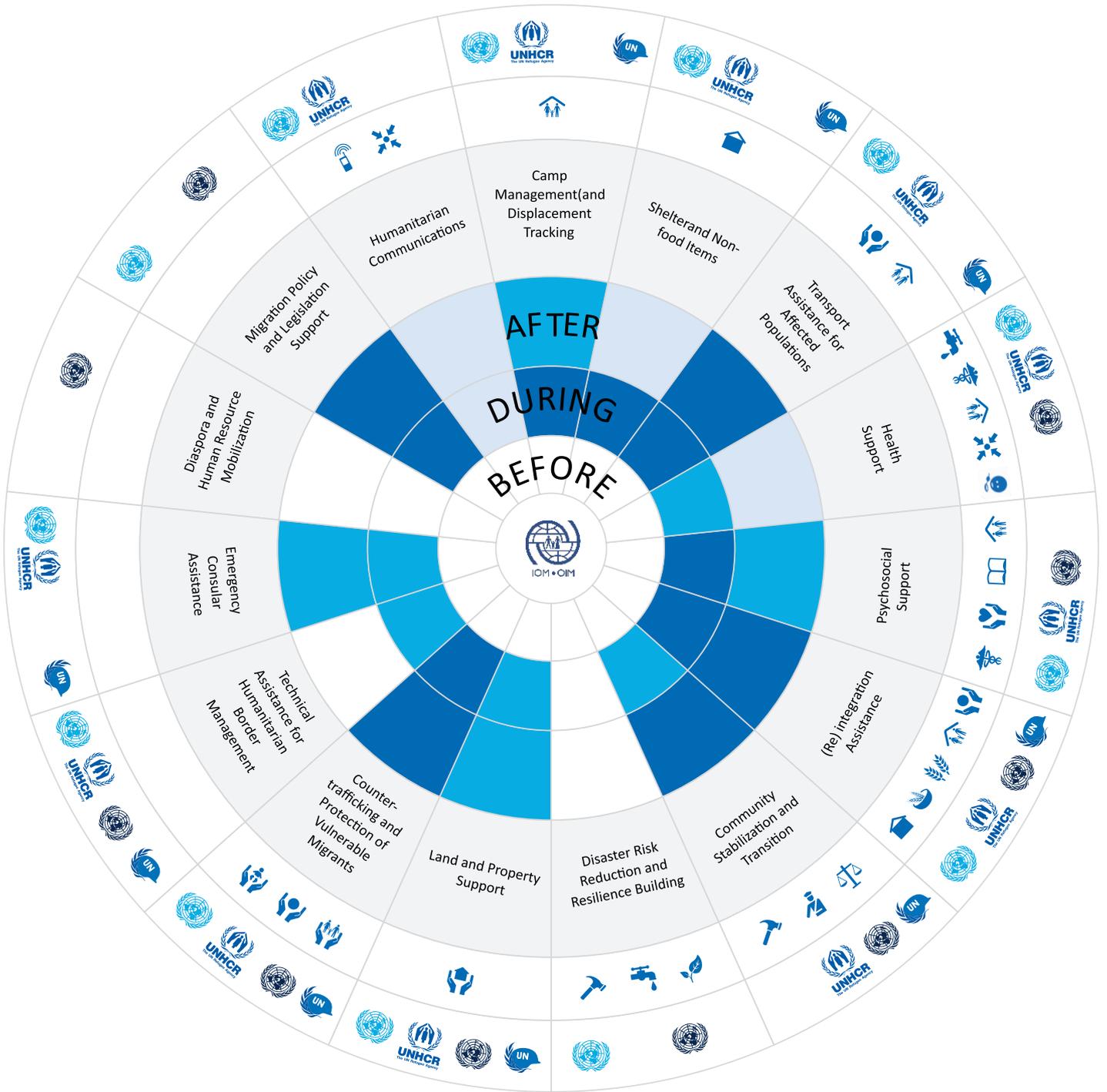
The darkest shaded areas represent the most critical interventions, and the lightest shaded areas represent recommended but non-essential interventions. The outer two rings of the wheels show the existing international systems most relevant to the sectors of assistance, and the other agencies mandated to address these sectors.

It should be noted that in devising the two wheels, IOM Turkey chose to use two different timeframes. The Turkey wheel portrays IOM's response over the course of 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.



Turkey Wheel of Response



- Critical
- Important
- Recommended

Systems

- Cluster System (OCHA)
- Refugee Regime (UNHCR)
- Development Actors (UNDP)
- Security and Peace building Actors

Clusters

- Camp Coordination & Camp Management (CCCM)
- Water, Sanitation and Hygiene
- Early Recovery
- Education
- Protection
- Logistics
- Emergency Telecommunications
- Health
- Food (Security)
- Shelter
- Nutrition

Other Clusters / Sectors / Groups

- Housing, Land and Property Rights
- Gender-based Violence
- Coordination
- Rule of Law and Justice
- Mental Health & Psychosocial Support
- Safety and Security
- Environment
- Child Protection
- Agriculture





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