United Nations Development Programme

Country/Region/Global: UNDP TÜRKİYE CO
Initiation Plan

Project Title	:	Coordination, Needs Assessment and Pilot Activities for a Risk Informed Recovery from the February 2023 Earthquakes in Türkiye
Initiation Plan Start/End Dates	:	10 February 2023 - 10 August 2023 (6 Months)
Implementing Partner	:	UNDP

Brief Description

On 6 February 2023, Türkiye and north-western Syria were hit by a series of forceful earthquakes that have caused a disaster of unprecedented proportions. The project goal is to conduct an early recovery needs assessment, which will then support the preparation of an early recovery strategy and action plan for the earthquake response in Türkiye. In addition, the project will conduct pilots to provide positive examples suitable for scaling up.

Programme Period:	2021 - 2025
Project Number:	TBD
Output Number:	TBD
Gender Marker:	GEN 1

Total resources required:	US$1,150,000
Total allocated resources:	
• Regular (TRAC 1.1.3 fund 04130)	US$1,000,000
• Regular (TRAC 1.1.3 fund 04120)	US$150,000
• Other:	
○ Donor	_____
○ Government	_____
Unfunded budget:	
In-kind Contributions	

Agreed by UNDP:

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UNDP Resident Representative

I. 1. SITUATION ANALYSIS

On 6 February 2023, Türkiye and north-western Syria were hit by a series of forceful earthquakes that have caused a disaster of unprecedented proportions. An earthquake with a 7.7 magnitude occurred at 4:17 AM in Pazarcık district of Kahramanmaraş province in southeastern Türkiye, followed by an earthquake of 7.6 magnitude centered nearby in Elbistan later the same day. In the days that followed the region was hit by more than 1,000 aftershocks, many of them also very strong (6.0+ in magnitude).

Headline statistics (as of 11 February 2023 AM):

- **Fatalities:** 21,000
- **Injured:** 88,000
- **Collapsed buildings:** 7,000+
- **Search and rescue personnel:** 125,000+



The area affected is vast (see map). Ten provinces in Southeast Anatolia were affected: Kahramanmaraş, Gaziantep, Şanlıurfa, Diyarbakır, Adana, Adıyaman, Osmaniye, Hatay, Kilis and Malatya. They have a total population of 13.5 million and a territory spanning more than 100,000 sq kms, running 450 km from Adana in the west to Diyarbakir in the east, and 300 km from Malatya in the north to Hatay in the south.

The loss of life has been huge. As of noon on 11 February 2023, 21,000 people had died in Türkiye and more than 88,000 were reported injured. Given the slow pace of recovery, the unusually cold weather, the lack of food and shelter, the damage to roads and the sheer number of collapsed high-rise buildings, it is feared that the final death toll will be higher, even exceeding 100,000.

Some major highways and railways to the affected regions as well as Hatay and Kahramanmaraş Airports are closed due to earthquake damage. Some bridges, tunnels and trestles have collapsed due to the disaster. Malatya, Gaziantep and Şanlıurfa Airports are only open to emergency supply and search and rescue missions, while Diyarbakır and Adıyaman airports are open for public use.

One early assessment estimated economic losses at US$88bn. A major economic contraction is likely.

The affected region is in Southeast Anatolia, historically one of the poorest regions of Türkiye. It is also the region most affected by the influx of refugees fleeing the Syrian civil war, and has hosted a large share of the 3.7 million Syrians who enjoy temporary protection in Türkiye. In some of the affected municipalities (Kilis, for example), refugees account for half of the population.

The area is historically a focus area for UNDP. UNDP's earliest development projects in Türkiye, dating back to the 1950s, were focused on the Southeast Anatolia region. More recently, UNDP has also been a lead actor in the refugee response, helping the region's municipalities shoulder the burden that the influx posed on public services (particularly waste management) and working to ensure that refugees and host community members alike enjoyed improved employment prospects. As a result, UNDP is a trusted partner to the municipalities and local communities affected by the earthquake.

Leading the response to the crisis from the Government side is the Disaster and Emergency Management Presidency (AFAD) under the Ministry of Interior. AFAD has impressive resources and a strong international reputation as a disaster response organization. Although AFAD categorized the earthquake as a Level 4 disaster, signifying a need for international assistance, initially it limited its requests to Search and Rescue (SAR) and emergency medical resources. In response, UN OCHA activated the UN Disaster Assessment and Coordination (UNDAC) international emergency response system for sudden-onset emergencies, and its Central Emergency Response Fund (CERF) committed US$50 million to the earthquake response in Türkiye and Syria (including US$10 million for Türkiye).

As the unprecedented scale of the destruction became clearer, the Government welcomed broader humanitarian assistance and agreed both to a UN request to issue a Flash Appeal and to an EU plan to hold a donor conference in March 2023. The Flash Appeal is expected to launch on 12 February 2023.

AFAD has been given full responsibility to manage and coordinate all aspects of the earthquake response. This centralization was deemed necessary by the Government for effective coordination and prioritization, but it has been criticized for slowing responses by other actors. Complaints have arisen that AFAD has still not reached many badly affected areas. The UN is fielding many ad hoc requests for help and has undertaken urgent efforts when guided by a relevant line ministry or presidential body. Among the major efforts, WFP is establishing soup kitchens to serve 300,000 for three months, and UNICEF has undertaken to relocate the residents of two institutions housing children with disabilities.

A State of Emergency has been declared for an initial three months in the ten affected provinces in order to speed up the recovery process. The state of emergency enables mayors to call for aid from other provinces and the military, and public institutions and organizations as well as individuals and corporations are obliged to provide all kinds of items requested from them, such as land, building, vehicles, equipment, food, medicine and medical supplies.

In addition to the government institutions, key partners have also mobilized resources to contribute to the responses. Local civil society and the Turkish Red Crescent are directly involved in the emergency response. From the private sector, the Connecting Business initiative (CBi) Network in Türkiye is also actively involved. The network, led by the Turkish Enterprise and Business Confederation (TÜRKONFED) in collaboration with the UNDP-led Business for Goals (B4G) platform, is mobilizing its regional federations to support efforts on the ground. Warehouses are directed to store in-kind contributions, which will be then distributed by AFAD.

As the window closes for search and rescue, emergency needs for shelter, food, medical care and other basic supplies and services clearly outstrip the emergency resources available. Looking further ahead, it is already clear that recovery and reconstruction will consume vast resources and take years.

Under these circumstances, UNDP can contribute in recovery support in these areas, drawing on its decades-long presence in Türkiye and its wealth of experience in helping countries rebuild after disasters.

UNDP's past work in the region, particularly in building the resilience and self-reliance of Syrians and host communities provides a sound foundation for future contributions to recovery and reconstruction, with full respect for the Government's leadership role in all aspects of the earthquake response and recovery. Among the areas in which UNDP could provide support, building on established partnership networks with ministries and local government, are:

- Providing psychosocial support and legal assistance to affected populations.
- Clearing debris and rubble in line with environmental standards.
- Repairing and reconstructing high-priority municipal infrastructure and services including solid waste management.
- Restoring public service provision through prefabricated social centers.
- Assisting in the recovery of small and medium-sized enterprises.
- Tending to the needs of vulnerable and institutionalized populations.
- Translating recovery into cash-for-work and job-creation opportunities.
- Mobilizing private-sector support for recovery and reconstruction.

However, in order to implement such recovery efforts in a coherent and effective way, it is necessary for them to feed into a common and evidence-based response strategy developed by the Government with input from the international community. UNDP is also uniquely positioned to provide support in preparing a needs analysis and costed recovery strategy, upon which the Government could rely should it choose to request international recovery funding.

Such analytical and strategic planning support could take many forms, ranging from sector-specific or issue-drive needs assessments requested by the Government to a full-fledged Post-Disaster Needs Assessment (PDNA). The PDNA is a tried and tested methodology that (in principle) unites the UN, the European Union and the World Bank in supporting the Government in assessing damages and putting a price tag on reconstruction needs across a range of affected sectors. It has been applied recently after earthquakes in both an EU member state like Croatia and an aspiring EU membership candidate like Albania. It has the advantage of uniting many actors, avoiding the time-consuming multiplication of organization-specific initiatives. The PDNA provides a backbone for international funding conferences where donors generally use the resulting assessment as a guidebook for contributions.

The UNDP Country Office in Ankara will engage in a more detailed discussion as soon as our relevant partners in the Ministry of Foreign Affairs, the Presidency for Strategy and Budget, and the many different line ministries with which we work, are able to look beyond the emergency response to the many pressing demands of recovery and reconstruction.

The UNCT has affirmed UNDP's leadership role in coordinating early recovery efforts. UNDP co-chairs both the Emergency, Response and Preparedness (ERP) group of the UNCT and the Türkiye

portion of the Refugee and Resilience Response Plan (3RP), the former with WHO and the latter with UNHCR. In addition, UNDP co-chairs the 3RP Economic Empowerment Sector with FAO.

2. Project Outputs and Activities

The project goal is to conduct an early recovery needs assessment, which will then support the preparation of an early recovery strategy and action plan for the earthquake response in Türkiye. In addition, the project will conduct pilots to provide positive examples suitable for scaling up.

To achieve this goal the project will provide planning and coordination support to local populations, Turkish institutions and humanitarian organizations involved in the relief to early recovery process.

The requested funding will also be used to provide technical support to conduct the needs assessments needed for planning, facilitate coordination between international actors and central and local authorities in designing and executing early recovery efforts, and conduct initial pilot recovery activities in the ten most affected provinces. A prioritized and costed early recovery action plan will be prepared.

The coordination and assessment support will include guidance on optimizing recovery as a process, capacity building and awareness raising. Furthermore, it will involve supporting additional in-depth assessments needed for early recovery planning, support in early recovery plan development and assistance in developing proposals for funding. To build capacities to implement similar coordination and support, the project will pair external expertise with local expertise responsible for defining process and guiding the local staff in implementing this process. The pilot activities support will operationalize some of the priority interventions identified through the process, particularly in areas/sectors where government institutions or humanitarian partners have less capacity.

More specifically, the project outputs are the following:

***Output 1*:** An early recovery strategy and action plan developed for the ten most-affected provinces.

- ***Indicative activities*:**
  - Conduct a rapid early recovery needs assessment ahead of a Post-Disaster Needs Assessment (or similar customized exercise) to support Government-led damage and loss assessment work in liaison with strategic partners ensuring a participatory approach;
  - Consult regularly with partners to share and collect required data and information;
  - Facilitate a joint assessment of structural damage using satellite imagery and UNDP CB expertise and UNOSAT data to support AFAD's assessment of damages;
  - Provide technical support in drafting and developing an early recovery strategy and action plan, in line with Government policies and strategies, and with a participatory approach.

***Output 2*:** Coordination in early recovery efforts among central and local authorities and international actors supported and improved for the ten most-affected provinces.

- ***Indicative activities*:**
  - Organize coordination meetings for early recovery under the EPR and 3RP mechanisms to provide advice to UN and 3RP partners and (where appropriate) governmental counterparts on aid coordination in a humanitarian setting taking into account recovery needs;
  - Provide support to local authorities in coordination and planning early recovery efforts; and
  - Conduct regular meetings with the donor community and Government in order to monitor the progress of recovery efforts under the early recovery framework developed.

Output 3: Priority recovery activities piloted in the ten most-affected provinces to provide proof of concept for priority areas indicated in the early recovery strategy and action plan.

- ***Indicative activities:***
  - Initiate environmentally friendly debris removal and management to recycle a majority of rubble and mitigate the risks of disease and hazardous materials from ruined buildings;
  - Rehabilitate livelihoods through emergency cash-for-work initiatives and SME support centres offering consultancy services and other support based on a needs mapping;
  - Introduce community-based service centers to address urgent needs of vulnerable groups, including persons with disabilities, the elderly, women heading households, refugees.

4. MANAGEMENT ARRANGEMENTS

The project will be implemented though a direct implementation modality (DIM), with the funding fully managed by UNDP Türkiye. Given the scale of the disaster, all portfolios of the Türkiye Country Office will be involved in the outputs, under the overall supervision of the Senior Management (RR, D-RR, A-RRs), who will ensure effective management and results of the project.

The results of the rapid early recovery needs assessment, supplemented if relevant by a customized post disaster needs assessment report, will be presented at a joint event with Türkiye and international stakeholders for identification of potential donors to support implementation of medium-term and long-term early recovery activities specified in the early recovery action plan.

The rapid early recovery needs assessment will provide initial quantitative and qualitative data and analysis on key sectors of interest to UNDP, including livelihoods/economic activities, municipal and basic services, debris removal and community infrastructure, and governance/legal aid, with a strong emphasis on "leave no one behind" to promote to the inclusion of vulnerable groups (refugees, women heading households or at risk of violence, persons with disabilities).

Since UNDP is the international organization with the most experience in early recovery, a significant effort will be given to ensure a prominent role to UNDP in the international conference together with key government institutions (AFAD, Presidency for Strategy and Budget Office) and the main donor (the European Union). The co-chairing of the event with the Türkiye institutions will ensure ownership and successful partnership and implementation of future disaster response.

II. 5. ANNUAL WORK PLAN BUDGET SHEET

EXPECTED OUTPUTS and indicators including annual targets	PLANNED ACTIVITIES	TIMEFRAME		RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1 Feb-Apr	Q2 May-Aug		Source of Funds	Budget Description	Amount (USD)
Output 1*:** An early recovery strategy and action plan developed for the ten most-affected provinces. ***Indicators: Rapid early recovery needs assessment ahead of a Post-Disaster Needs Assessment (or similar completed. Early recovery strategy designed ***Targets:*** Rapid early recovery needs assessments for affected provinces	1.1 Conduct a rapid early recovery needs assessment ahead of a Post-Disaster Needs Assessment (or similar customized exercise) to support Government-led damage and loss assessment work in liaison with strategic partners ensuring a participatory approach;	X	X	UNDP	4120 4120	International Consultant Travel Contractual Services Miscellaneous Expenses	$20,000 $50,000 $1,000
	1.2 Consult regularly with partners to share and collect required data and information;	X	X	UNDP	4120	Local Consultant	$5,000
	1.3 Facilitate a joint assessment of structural damage using satellite imagery and UNDP CB expertise and UNOSAT data to support AFAD's assessment of damages;	X	X	UNDP	4120	International Consultant/ contractual services	$10,000
	1.4 Provide technical support in drafting and developing an early recovery strategy and action plan,					International Consultant	$10,000

including use of satellite resources for HBDA Early recovery Strategy adopted by the ten most-affected provinces	in line with Government policies and strategies, and with a participatory approach.	X	X	UNDP	4120	Local Consultant	$4,000
						Subtotal Output 1.	**$100,000**

Output 2*:** Coordination in early recovery efforts among central and local authorities and international actors supported and improved for the ten most-affected provinces ***Indicators: # coordination meetings held. # disaster assessment workshop organized ***Targets:*** At least 10 coordination meetings held.	2.1 Organize coordination meetings for early recovery under the EPR and 3RP mechanisms to provide advice to UN and 3RP partners and (where appropriate) governmental counterparts on aid coordination in a humanitarian setting taking into account recovery needs; 2.2 Provide support to local authorities in coordination and planning early recovery efforts; and 2.3 Conduct regular meetings with the donor community and Government in order to monitor the progress of recovery efforts	X X X	X X X	UNDP UNDP UNDP	4120 4120 4120	International Consultant Local consultant Miscellaneous Expenses (translation etc) Local consultant International Consultant International Consultant	$20,000 $5,000 $1,000 $10,000 $5,000

At least 5 assessment workshops organized	under the early recovery framework developed.						$9,000
						Subtotal Output 2.	**$50,000**

Output 3*:** Priority recovery activities piloted in the ten most-affected provinces to provide proof of concept for priority areas indicated in the early recovery strategy and action plan. ***Indicators: # pilot activities implemented # of businesses profiled/ supported # of community/livelihoods infrastructure supported with debris management/removal services ***Targets:***	3.1 Initiate environmentally friendly debris removal and management to recycle a majority of rubble and mitigate the risks of disease and hazardous materials from ruined buildings; 3.2 Rehabilitate livelihoods through emergency cash-for-work initiatives and SME support centres offering consultancy services and other support based on a needs mapping; 3.3 Introduce community-based service centers to address urgent needs of vulnerable groups, including persons with	X X	X X	UNDP UNDP	4130 4130	International Consultant Local Consultant Contractual Services Miscellaneous Expenses International Consultant Local Consultant Contractual Services Miscellaneous Expenses Local Consultant Contractual Services	$30,000 $10,000 $420,000 $10,000 $15,000 $10,000 $200,000 $5,000 $20,000 $270,000 $10,000

3 pilot activities implemented 1,000 business profiled provided with counselling/advise services 5 community/livelihoods infrastructures supported	disabilities, the elderly, women heading households, refugees.					Miscellaneous Expenses	
						Subtotal Output 3.	**$1,000,000**
						TOTAL	**$1,150,000**

Fund Code	USD
04120	$150,000.00
04130	$1,000,000.00
Total	**$1,150,000.00**