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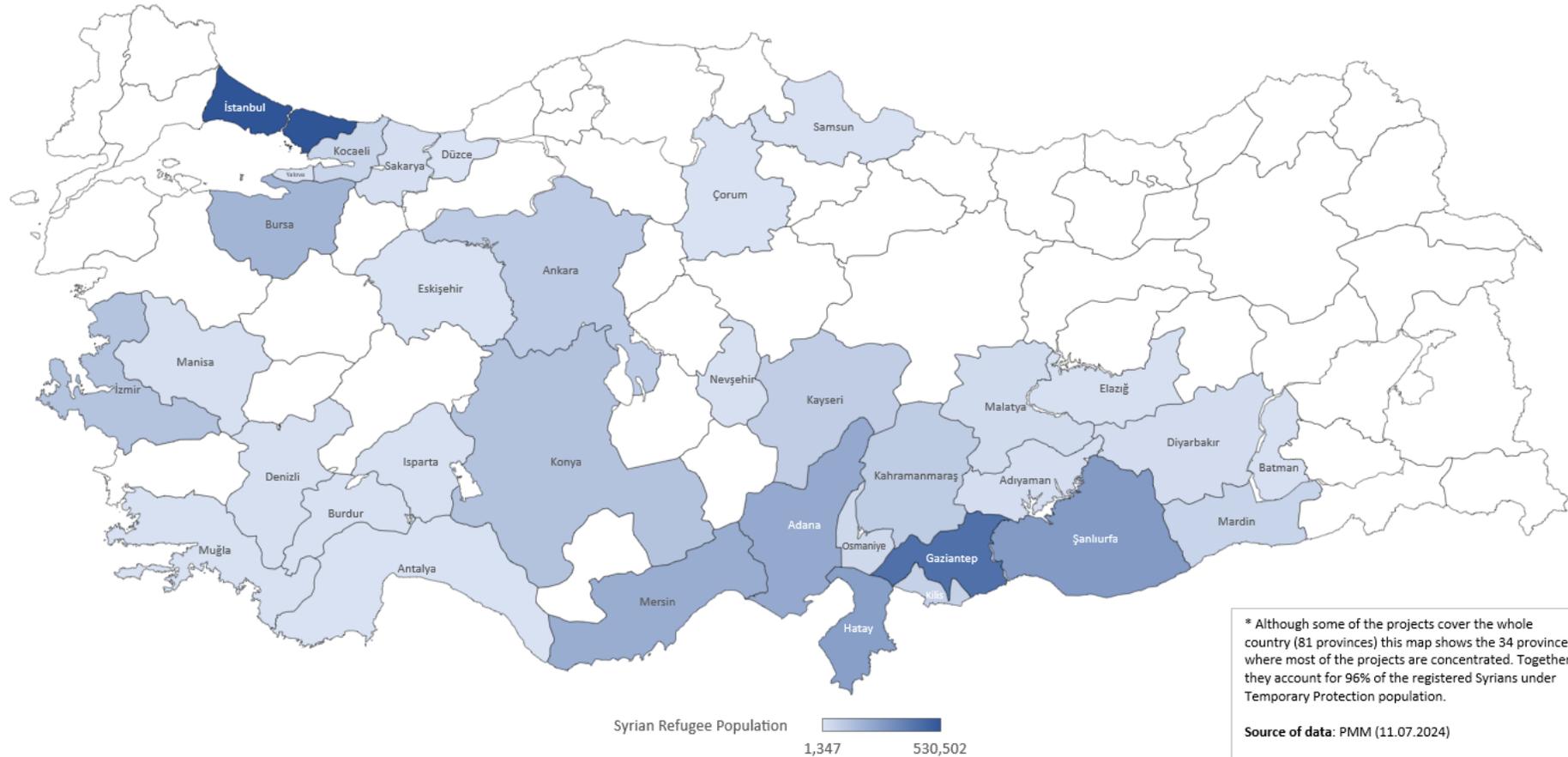
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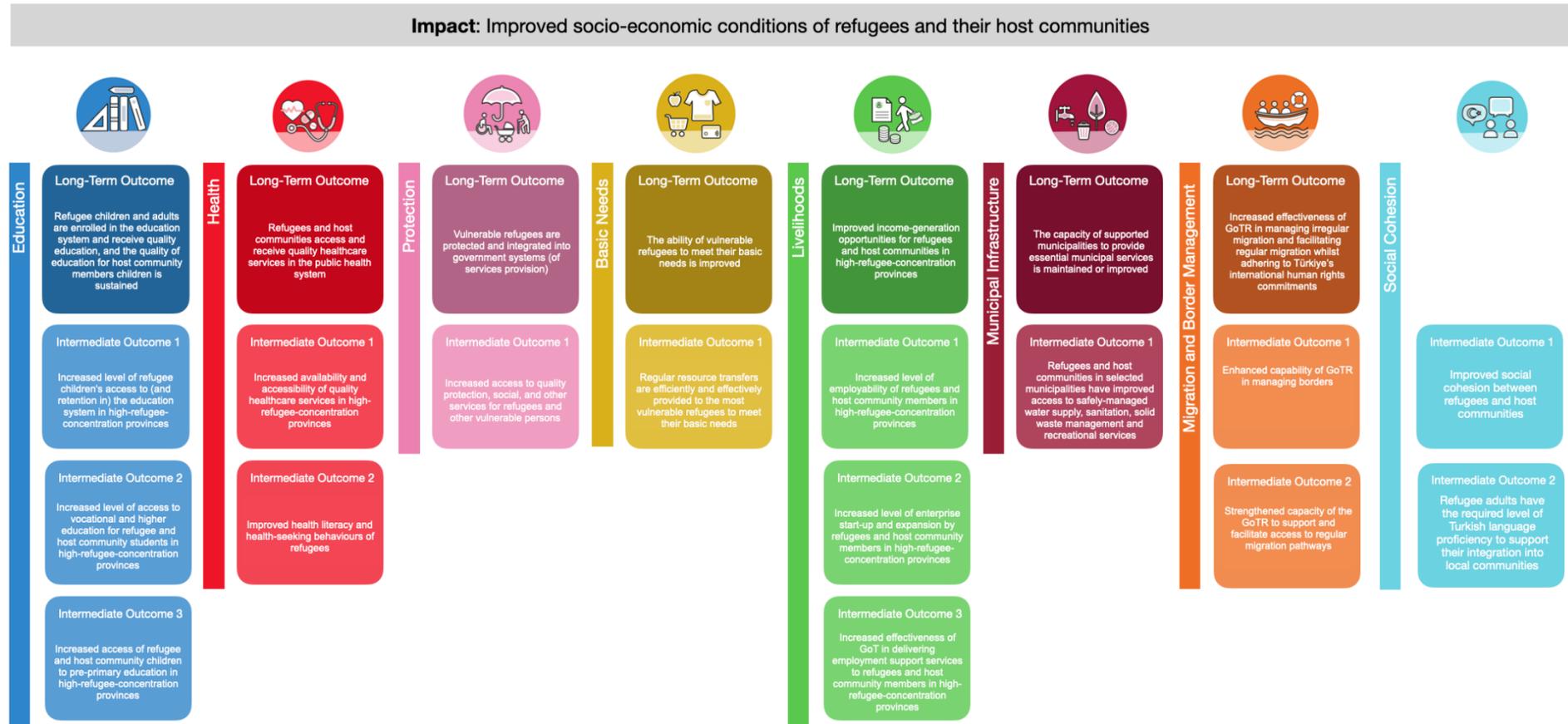
Acronyms and Abbreviations

| | |
|---------|--|
| ANC | Antenatal Care |
| BEURs | European Union Scholarships |
| BPG | Bilingual Patient Guide |
| C-ESSN | Complementary - Emergency Social Safety Net |
| CCTE | Conditional Cash Transfer for Education |
| DG ECHO | Directorate-General for European Civil Protection and Humanitarian Aid Operations |
| DG NEAR | Directorate-General for Neighbourhood and Enlargement Negotiations |
| EMHC | Extended Migrant Health Centre |
| ESPS | European Union Scholarship for Perspective Students |
| ESSN | Emergency Social Safety Net |
| FGD | Focus Group Discussion |
| FHC | Family Health Centre |
| FP | Family Planning |
| HIP | Humanitarian Implementation Plan |
| IFRC | International Federation of Red Cross and Red Crescent Societies |
| IP | Implementing Partner |
| İŞKUR | Turkish Employment Agency |
| MBM | Migration and Border management |
| MBT | Mechanical Biological Treatment |
| MEB | Minimum Expenditure Basket |
| MHC | Migrant Health Centre |
| MHS | Migrant Health Survey |
| MHU | Migrant Health Unit |
| MoFSS | Ministry of Family and Social Services |
| MoH | Ministry of Health |
| MoNE | Ministry of National Education |
| M/SME | Micro or Small and Medium Sized Enterprises |
| NGO | Non-Governmental Organisation |
| OJT | On-the-Job-Training |
| PDM | Post Distribution Monitoring |
| PEC | Public Education Centre |
| PHC | Primary Healthcare |
| PIKTES | Promoting Integration of Syrian Kids into Turkish Education System |
| PMM | Presidency of Migration Management |
| PNC | Postnatal Care |
| PSS | Psychosocial Support |
| PuIP | Persons under International Protection |
| PWD | People with disabilities |
| RF | Results Framework |
| RH | Reproductive Health |
| SB | Syrians Barometer |
| SDG | Sustainable Development Goal |
| SHC | Secondary Healthcare |
| SHIFA | Strengthening Health Care Infrastructure for All |
| SIHHAT | Supporting Migrant Health Services in Turkey |
| SME | Small and Medium-sized Enterprise |
| SRH | Sexual and Reproductive Health |
| SSN | Social Safety Net to Refugees in Türkiye |
| SUMAF | Technical Assistance to Support the Monitoring of Actions Financed under the Facility for Refugees in Turkey |
| SWM | Solid Waste Management |
| TOBB | Union of Chambers and Commodity Exchanges of Türkiye |
| TRC | Turkish Red Crescent (Kızılay in Turkish) |
| TÜİK | Turkish Statistical Institute |
| UNHCR | United Nations High Commissioner for Refugees |
| VET | Vocational Education and Training |
| WFP | World Food Program |

Syrian refugees in Türkiye, by Province (Heat Map)



EU support to refugees in Türkiye programme: Overall Theory of Change



Source: EU support to refugees in Türkiye, Theory of Change, 28 June 2024

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Executive Summary

This is the thirteenth Monitoring Report of the EU support to refugees in Türkiye programme (the Programme). It is prepared to give stakeholders and interested parties an update on the latest Programme achievements and challenges. The reporting reference date is 30 June 2024.

The Programme is divided into seven sectoral priority areas and one cross cutting priority area, each with a full description of intervention logic based on a Theory of Change, a results framework of outcome and output statements and a set of defined indicators agreed with the Implementing Partners (IPs). The data presented is received from the IPs on a regular basis, checked and verified by the SUMAF data team, and stored in a Programme Data Management System (DMS) which holds the Programme output and outcome indicator records since 2017. The report also uses information from the Programme monitoring mission reports, surveys, focus group discussions and the permanent established dialogue with the EUD Programme Managers, DG ECHO field officers, IPs, the Presidency of Migration Management (PMM) and relevant government ministries and international partners.

A summary analysis of performance in each of the priority areas is presented below and in the sector chapters. In line with a recommendation from the European Court of Auditors (Special Report 06, April 2024), the report content is restructured to place more emphasis on outcomes and longer-term impact, including sustainability challenges. An intermediate and long-term outcome progress assessment table is provided in the Priority Area Outcome Progress Assessment using a traffic light approach (Green – Positive; Amber – Neutral; Red – Weak).

Intermediate Outcome Achievements

The intermediate outcome progress for the year ended 30 June 2024 is scored positive for the Education, Health, Protection and Basic Needs priority areas.

The number of refugee children enrolled in education has reached 834,169 in Q1 2024. Refugee children participating in pre-primary education increased from 34% in 2021/22 to 48% in 2024. These levels continue to be significant achievements. In the Health priority area, access to health services continues to expand through seven new Migrant Health Centres (MHCs) and 45 new Migrant Health Units (MHUs) in 13 provinces. The average number of refugees per MHU is stable, at just over 4,000, a dramatic fall in eight years. Health literacy and health seeking habits have significantly increased especially for women and families. The indicator for cancer screenings has reached a 66% achievement rate, with 50,336 screenings conducted in the year ended 30 June 2024.

The performance for the Protection and Basic Needs priority areas is strong. The displacement of refugees due to the 2023 earthquakes had a follow-on effect on their registration records which are essential to access many services, including protection. In the reporting year, 1,897,366 data update interviews were conducted through the DG ECHO funded UNHCR project to resolve registration issues, which is a very positive result. The restructuring of the Basic Needs cash transfer programme into a single Social Safety Net to Refugees in Turkey (SSN) scheme was completed successfully. In June 2024, 1.6 million refugees from 336,544 households received the unconditional monthly cash transfer. There were high satisfaction rates among refugees with the cash transfer application process and the use of bank cards to access the funds.

The Municipal Infrastructure priority area received a neutral progress score. None of the solid waste management plants or sanitation facilities under construction were planned for completion in this reporting year but the progress completion percentages have increased to 41% for water supply and sanitation plants and to 68% for solid waste management. Construction work for the 23 recreation centres is finalised, eleven have been provisionally accepted and the remainder should reach this stage in the next reporting period.

There is good progress in the Migration and Border Management (MBM) priority area with the alignment of migration management systems to EU standards and in enhancing border control and interagency cooperation. Investments in strengthening the borders and in surveillance contributed to preventing 203,437 irregular migrant entries.

Implementation Constraints

The Livelihoods and Social Cohesion areas received weak scores. Negative social attitudes towards refugees in the labour market and limited Turkish language skills are likely to retard both employability and enterprise development initiatives. The risk of losing or reducing their eligibility for social support services is a demotivational factor for refugees to become formally employed. The actual rates of delivery of new or enhanced jobs and the conversion of support to enterprises into successful company registrations, company turnover and profit growth or jobs are very low. The levels of training, business support and advisory services delivered were close to target but their conversion into outcomes remains weak. Some projects are in an early stage of implementation, but the achievement of their outcome targets will depend on an improvement in the external economic outlook. There are reduced output targets for employability (new and enhanced jobs) due to the disruption of project activities after the 2023 earthquakes.

The scale of the individual projects is too small relative to the long-term challenges to be overcome. The SUMAF monitoring missions for livelihood projects have reported on individual successes in export led sectors, technology and agriculture. The blend between training, advisory services and grants is appropriate but lacks a wider initiative to address the known barriers of insufficient language skills, legal and administrative impediments, and access to finance. In this context, the outlook for the livelihoods support strategy in the long term is still challenging. Although most of the funded projects successfully achieved their results, the lack of an enabling economic and legislative environment creates important obstacles to outcome achievement.

The adverse economic situation is already affecting most of the priority areas. The maintenance of the achieved education participation levels is under threat as the cost of education provision rises. The fall in value of educational financial and material support has negated the effect of these payments as an inducement for continuing school participation. Family level education cost inflation is exceptionally high. In the Basic Needs priority area, the fall in value of the cash transfers is leading to severe hardship for the most vulnerable groups. Only 40% of recipients are above the Minimum Expenditure Basket (MEB) compared to the previous figure of 59%. Almost all recipient survey respondents used the money for food and 77% were in debt.

There are data monitoring concerns over the strength of the procedures for the assessment and resolution of protection services by the Ministry of Family and Social Services (MoFSS). Less projects are delivering awareness of rights and services but the need for this is increasing.

Monitoring issues

Several important updates to the description of the Programme Results Framework (RF) were made during the reporting year. The updated RF Version 3 indicator set was adopted in March 2024, with 16 new indicators added following consultation with the EUD Programme Managers and the IPs.

For Basic Needs, no agreement was reached so far on a common calculation method for outcome indicators to monitor the levels of inclusion and exclusion errors. This is discussed further in the Basic Needs Chapter.

An updated Theory of Change for the Programme was adopted and published at the end of June 2024. The contextual and support strategy references in this report are in line with the Theory of Change. The MBM RF was substantially agreed by 30 June 2024 and finalised at the end of August 2024. The output and outcome statements are provided in the MBM chapter with an update of the sector performance developed from secondary data sources. No outcome assessment score is made. The indicator data collection for the MBM ongoing projects is planned to start with Q3 2024 data to be reported before the end of 2024.

Long-term Outcome

The long-term progress assessment is positive for Health and Municipal Infrastructure, neutral for Education and weak for Protection, Basic Needs, Livelihoods and Social Cohesion.

The success of the Programme in changing attitudes, access and behaviour towards family and women's health appears to be enduring. The investment in health infrastructure and equipment is contributing to the prospects for sustainability.

The eventual long-term effect of municipal infrastructure investments is impressive. On projects' completion, up to 2.3 million people will have access to a safely managed water supply and 4.5 million people will be connected to municipal sanitation services. Over three million people will benefit from solid waste management facilities coming on stream.

The level of education participation is likely to plateau unless significant targeted support is found for the very vulnerable learners (persons with disabilities, special needs, children of migrant labourers or who are persistently out of school, and the unregistered). The cost of living has severely eroded the value of financial and material supports and increased the education sector school personnel costs. This puts pressure on the available funding to maintain the current level of service while advancing to tackle the more difficult and labour-intensive sector challenges ahead.

The inflation and cost of living crises have severely affected the situation of the most vulnerable, especially those in the high refugee concentration provinces affected by the earthquakes. The situation is deteriorating rapidly as the level of support is too low to serve the purpose for which it is intended. The Protection and Basic Needs areas are affected by a decline in the available funding and in the number of projects in the pipeline. The Livelihoods and Social Cohesion areas need to be scaled up and mainstreamed for the project deliverables to make a visible difference to the Programme long-term outcomes. These need to be reinforced by durable developmental solutions for the refugees to be able to contribute to Türkiye's economic and social prosperity in the years ahead.

Priority Area Outcome Progress Assessment

| Priority Area | Intermediate outcome | Assessment | | Long-term outcome | Assessment | |
|---------------------------------|--|------------|---------|---|------------|---------|
| | | MR12 | MR13 | | MR12 | MR13 |
| Education | 1. Increased level of refugee children's access to (and retention in) the education system in high-refugee concentration provinces | ● | ● | Refugee children and adults are enrolled in the education system and receive quality education, and the quality of education for host community members children is sustained | ● | ● |
| | 2. Increased level of access to vocational and higher education for refugee and host community students in high-refugee concentration provinces | ● | ● | | | |
| | 3. Increased access of refugee and host community children to pre-primary education in high-refugee concentration provinces | ● | ● | | | |
| Health | 1. Increased availability and accessibility of quality healthcare services in high-refugee concentration provinces | ● | ● | Refugees and host communities' access and receive quality healthcare services in the public health system | ● | ● |
| | 2. Improved health literacy and health-seeking behaviours of refugees | ● | ● | | | |
| Protection | Increased access to quality protection, social, and other services for refugees and other vulnerable persons | ● | ● | Vulnerable refugees are protected and integrated into government systems (of services provision) | ● | ● |
| Basic Needs | Regular resource transfers are efficiently and effectively provided to the most vulnerable refugees to meet their basic needs | ● | ● | The ability of vulnerable refugees to meet their basic needs is improved | ● | ● |
| Livelihoods | 1. Increased level of employability of refugees and host community members in high-refugee concentration provinces | ● | ● | Improved income-generation opportunities for refugees and host communities in high-refugee concentration provinces | ● | ● |
| | 2. Increased level of enterprise start-up and expansion by refugees and host community members in high-refugee concentration provinces | ● | ● | | | |
| | 3. Increased effectiveness of the Government in delivering employment support services to refugees and host community members in high-refugee concentration provinces | ● | ● | | | |
| Municipal Infrastructure | Refugees and host communities in selected municipalities have improved access to safely managed water supply, sanitation, solid waste management and recreational services | ● | ● | The capacity of supported municipalities to provide essential municipal services is maintained or improved | No data | ● |
| Migration and Border Management | 1. Increased effectiveness of the Government in managing borders | No data | No data | Increased effectiveness of the Government in managing irregular migration and facilitating regular migration while adhering to Türkiye's international human rights commitments | No data | No data |
| | 2. Increased effectiveness of the Government to manage irregular migration and facilitate regular migration | No data | No data | | | |
| Social Cohesion | 1. Improved social cohesion between refugees and host communities | N/A | ● | | | |
| | 2. Refugee adults have the required level of Turkish language proficiency to support their integration into local communities | N/A | ● | | | |

Assessment scoring: Positive (●), Neutral (●), Weak (●)

The Impact Challenges Ahead

The impact challenges are the wider long-term consequences of the completed programmes for the targeted populations. They collectively show the highest-level areas of concern that may hold back the future progress of the Programme in the years ahead. There are several cross-cutting influencing factors. A more developed social cohesion priority area could contribute to impact across several sectors, notably education, protection, and livelihoods. The disruption arising from the 2023 earthquakes and high inflation rates and cost of living rises are referred to in the paragraphs below. These have the potential to slow down the path towards sustainable impact and may divert the allocation of scarce resources towards more immediate problems.

Education

A rapid increase in education participation has been achieved while maintaining the standards of the Turkish education system. Further increases in the percentage of refugee children attending school are likely to plateau. The future impact challenge will be to expand classroom access to reach the most vulnerable, unregistered, and out-of-school children. Existing support only minimally addresses education for children with special needs and disabilities and the children of seasonal agricultural workers.

The increasingly hostile social climate requires a systematic approach, including social and emotional learning, to address peer bullying in schools and establish a welcoming and conducive learning environment for both host community and refugee students.

The maintenance of the achieved education participation levels is under threat as the cost of education provision rises. Family level education cost inflation is also exceptionally high. This is a challenge, especially for the families of older children who must choose between continued school attendance, sending their children to work or keeping them at home to help with household responsibilities.

Health

A long-term systemic approach to meet the needs of refugees has been established through SIHHAT, nested within the Turkish public health system. A more accessible range of PHC services is offered without compromising the quality and level available to the host community. The system has reached a mature stage providing stable services, and continuous health promotion, prevention and curative services. The increasing satisfaction of refugees has a very positive impact effect and increases a feeling of security towards their healthcare provision.

Looking to the future, specific healthcare services for refugees are still needed. This remains dependent on external funds to supplement the high burden on the national budget. The longer-term sustainability of the health services for refugees depends on their further integration into the Turkish health system. The Programme experience in the 2023 earthquake areas has shown the importance of good infrastructure in the areas of greatest need. Continued donor assistance is needed for the long-term health infrastructure development plan (including equipment, devices and upgrades).

Protection

The level of protection concerns has increased, but services to address them are declining. There is an unknown number of unregistered refugees, who do not have any rights or access to government services and are especially vulnerable. The deteriorating economic and social climate may widen the gap in the ability of refugees to access their rights at provincial, district or institutional levels.

Information provision, assessment, direct protection services, and referrals are essential to enable refugees to access government health care, education and judicial services. The number of refugees in need of protection services is likely to grow and place an increased demand on government and civil society support. Strategies for filling this gap should consider how government and civil society can build on existing systems and achievements with donor support.

Basic Needs

According to the post distribution monitoring data (PDM18), only 40% of cash transfer recipients and 53% of non-recipients had available income or assistance above the Minimum Expenditure Basket (MEB) used to calculate the average cost required for a vulnerable household to meet its basic needs in a given context. Almost all (98%) respondents use the assistance for food. The survey found that, by June 2024, the cost of the MEB, reached 2,996 TRY per individual and 14,831 TRY for a household of five which are several multiples of the level of the assistance provided. The challenges to meeting basic needs remain immediate and severe.

The PDM18 data reveals a complex picture of how households are managing their economic difficulties. The most common emergency coping strategy for recipient households was involving children in income generation (11%) or withdrawing them from school to contribute to household income (9%). Stress coping strategies, which indicate a diminished capacity to deal with future shocks, are common. Borrowing money from non-relatives was the most frequently adopted strategy for both groups (67% for recipients, 54% for non-recipients), followed by purchasing food on credit (46% overall), with 68% of female-headed households in debt for food. These findings highlight the growing reliance on precarious measures to survive, which could lead to deeper vulnerabilities in the longer term.

In earthquake affected areas, those living in damaged or temporary housing shelters, are exposed to greater protection risks. In late 2023, nearly 27% of households reported that none of their school-aged children were attending school, with the figure rising to 33% in earthquake impacted areas. Health services have been strained, with 20% of respondents reporting difficulties accessing healthcare due to financial barriers.

Livelihoods

The progress towards new or enhanced jobs and enterprise development and growth is small compared to the need. Most work permits (94%) issued for Syrian nationals are for men which reflects a large, unlocked potential for refugees to contribute to the Turkish economy. The exact number of Syrian refugee-owned micro-enterprises in the informal sector is undocumented but is likely to be considerable. The impact challenges are formidable.

The Livelihoods strategy may not be adequately developed to address the scale of the challenges, even though it has many positive features. These include capacity development for policy makers and enterprise creation agencies, using the private sector as part of the solution to include more refugees in economic activity, and targeting the vulnerable Turkish community. Lessons learned from the positive experience of the Health and Education sectors could be applied to achieve a closer collaboration with the Turkish national economic development strategy. A more developed set of social cohesion initiatives should complement the economic strategy to directly address the identified barriers to further economic integration of the refugee community into Turkish economic life.

Municipal Infrastructure

The municipal infrastructure support is closing the service accessibility gap between the provinces with high refugee concentration populations and the national average. The 2023 earthquakes had a major impact on much of the urban municipal infrastructure, including drinking water, sewage networks, stormwater collection systems, wastewater treatment plants and waste management systems. The infrastructure programme will take several more years to achieve the targeted levels of service.

Municipalities are key actors for achieving a closer integration between the refugee and host communities. Future support will need a coordinated policy response from the national level to programme implementation by municipalities and the private sector within the targeted communities.

Migration and Border Management

The desired long-term impact is to create a MBM framework that manages irregular migration in a secure, dignified, and orderly manner while addressing national security concerns. This would align Türkiye's MBM systems with global standards of human rights protection. Successful implementation would create a framework that addresses security concerns and respects the dignity and rights of all individuals. This would promote Türkiye's reputation as a responsible actor in the international community while addressing its national and migrant needs.

The Report

Introduction

This is the thirteenth Monitoring Report produced to inform stakeholders of the progress made to-date by the “EU support to refugees in Türkiye” Programme (the Programme). The short title of “the Programme” was adopted to refer to all EU refugee assistance support in Türkiye since 2016, which includes the two tranches of the Facility for Refugees in Turkey, and post Facility support.

The EU support to refugees in Türkiye Programme

The Programme is divided into seven priority area sectors and one Social Cohesion cross cutting sector. The priority area sectors are defined using a Theory of Change and a Results Framework (RF). Version 3 of the RF was adopted in March 2024 with 43 targeted results. The Programme Theory of Change was updated in June 2024 and is published on the DG NEAR website.

Increased focus on outcomes

This 13th report presents the progress made in all seven priority areas and in the cross cutting Social Cohesion sector. The report structure is updated since the 12th Monitoring Report to place more emphasis on reporting at intermediate and long-term outcomes level. This is to implement a recommendation from the European Court of Auditors¹ to increase the monitoring focus on outcomes and sustainability. The available data for outcomes and their linked outputs are grouped for each priority area and a result achievement assessment is made at intermediate and long-term outcome level, using a traffic light scoring approach of Green – Positive, Amber – Neutral, Red – Weak.

Structure of the Report

The report benefits from data held for the entire period from 2016 to the reference date of 30 June 2024 and focuses on output and outcome progress data recorded in the year then ended. Each chapter provides a short context analysis based on the updated Theory of Change and more recent outcome level issues. The sector support strategy and intervention logic diagram are presented.

For each intermediate outcome, the available results’ dashboards are provided, and the most recent available monitoring information is presented for the outcomes and outputs, including an indication of the achievement score at outcome level built into the narrative. Each chapter ends with a discussion of the outlook at long-term outcome level.

Data Sources

The primary quantitative indicator data source is the updated indicator values received quarterly from project Implementing Partners, verified by the SUMAF data team, and stored in the Programme Data Management System (DMS). This is complemented by Turkish government administrative statistics, and surveys held by Turkish Ministry implementing partners. The qualitative data sources are a literature review of recent studies and evaluations, the SUMAF Provincial Facility Effectiveness Assessment (PFEA) and the Monitoring Mission reports. The SUMAF technical assistance conducts monitoring missions each year for the projects managed directly by the EU Delegation in Ankara or indirectly by its pillar-assessed implementing partners. Data for projects funded under DG ECHO is shared by their Field Office staff.

Indicator dashboards

The sector chapters in the report provide the latest indicator values, taken from the DMS dashboards. There are three types of indicator in the dashboards: 1) a ‘snapshot’ indicator (S) reports the current value at a particular point in time within a specific reporting period; 2) an ‘incremental’ indicator (I) reports the change in the value of the indicator since the last report (i.e. the increment over the last twelve months); and 3) a ‘cumulative’ indicator (C) reports the total value of an RF indicator since the start of the Programme.

The dashboard tables also show a “progress over time” chart which gives the trend in the value of a particular indicator over multiple quarters and reporting periods, in many cases back to 2017.

Indicator Annex

The indicator Annex to the report, issued separately, provides a more comprehensive data on each RF indicator monitored in the DMS. This includes defined disaggregated values established when the indicator is selected for monitoring and a heat map showing the provinces where the activities reported under the indicator are taking place.

¹ The Facility for Refugees in Turkey, Special Report 06, ECA April 2024

Results Achievement

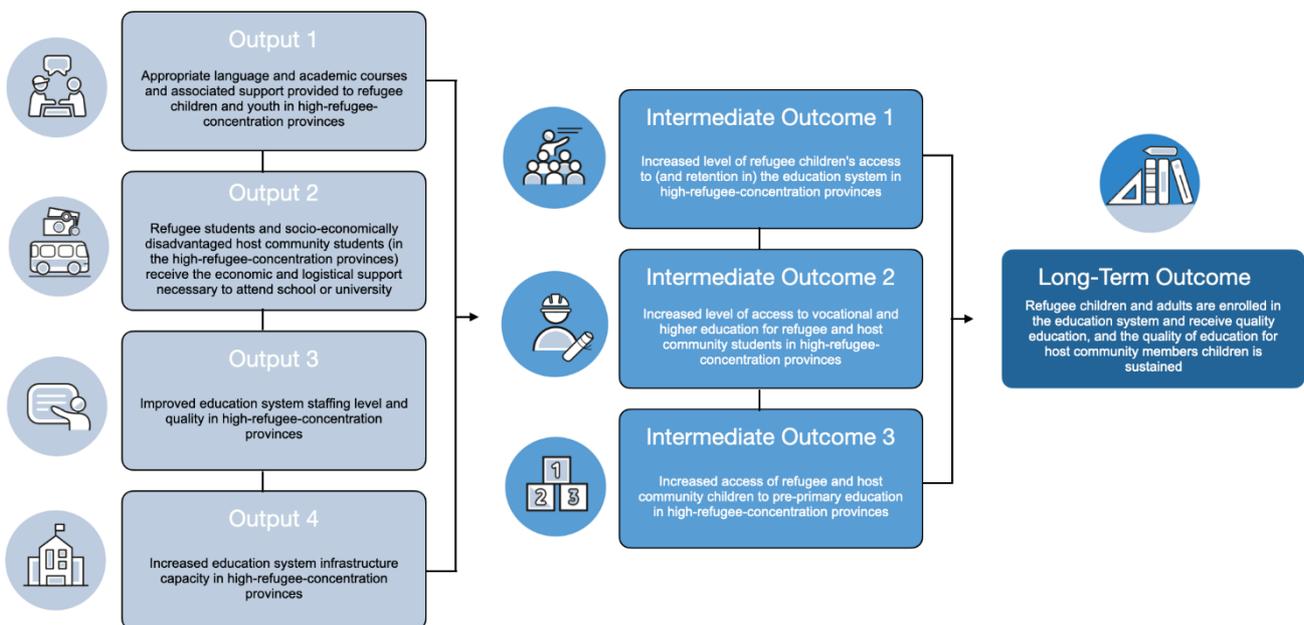
1. Education

By March 2024, 74% of refugee children (834,169) were participating in formal education in 29 Turkish provinces. This compares to only 30% enrolled ten years before². The outcome was achieved by the Promoting Integration of Syrian Kids into Turkish Education System (PIKTES) projects. Enrolment rates vary significantly by age and gender. Boys slightly outnumber girls in primary and lower secondary, but girls begin to outnumber boys in upper secondary where 44% of girls are attending compared to 38% of boys. Over 200,000 refugee children do not participate in education and this number does not include unregistered refugee children without the right to participate in formal education.

School associated costs increased by 107% in the year to June 2024³ and families indicate that the cost of items such as uniforms, materials, fees and transport are the most critical barrier to education participation⁴. Many parents report that bullying can push refugee children out of school. Both caregivers and children must have the legal registration documents with their current address to enrol in school. Some schools may refuse to enrol refugee children to manage overcrowding or to control the proportion of refugees attending the school or to reduce social tensions⁵. The earthquakes of February 2023 initially disrupted learning, with many children and teachers displaced and schools damaged. Enrolment levels had mostly rebounded by March 2024, but the learning losses and socio-economic fragility from the earthquakes will have long-term consequences for children’s education.

Education Support Strategy

The education strategy supports the integration of Syrian and other refugees into formal education, addressing barriers to participation and maintaining the quality of learning for host community students. The strategy extends to all levels, from early childhood and pre-primary to higher education and includes support to both formal education and distance and accelerated learning. Refugees needing academic support benefit from catchup, backup, adaptation and Turkish language classes, including an intensive one-year support programme for third graders needing targeted support. These courses, together with psychosocial support, strengthen students’ ability to participate in education, build positive relationships and cope with stress. The Programme increases the quantity and quality of learning spaces for both refugee and host community students through the construction of new schools and the expansion of existing schools. Equipment to deliver conducive learning environments for all students is also supplied. Teachers and other education staff are employed and/or remunerated to institutionalise support. Education staff receive training to enhance the quality of instruction and support for children. Since 2017, a total of EUR 2.38 billion has been allocated to Education. By 30 June 2024, 82% had been disbursed to Implementing Partners.



2 MoNE, 2019. [Education of Children under Temporary Protection in Turkey](#), p. 58.

3 Turkish Institute of Statistics. 2024. [Consumer Price Index June 2024](#)

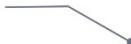
4 UNHCR. 2023 [Inter-agency Protection Needs Assessment, Round 7](#), p. 18.

5 SUMAF, PIKTES+ Monitoring Report, May 2024.

Intermediate Outcomes



Intermediate Outcome 1: Increased level of refugee children's access to (and retention in) the education system in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|---------|-----------------|--|-------------------------|
| E-Oc.08 Number of refugee children enrolled in the formal education system | S | 492,544 | 850,000 | 834,169 ↓ |  830k Q1/2024 | 98% |
| E-Oc.10 Percentage of refugee children regularly attending public schools | S | 78 | 90 | 86.6 ↓ |  86.6 Q4/2023 | 96% |
| E-Oc.11 Percentage of CTE beneficiary children enrolled at the beginning of the school year who are still regularly attending school at the end of the school year | S | 77 | 80 | 89.1 ↓ |  89.1 Q1/2024 | 111% |



Intermediate Outcome 2: Increased level of access to vocational and higher education for refugee and host community students in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--|-------------------------|
| E-Oc.12 Number of refugee and host community students who have completed vocational education (with EU refugee support) | I | 0 | 18,272 | 15,604 ↗ |  5k Q2/2024 | 85% |
| E-Oc.13 Number of refugees students who completed a higher education programme (with EU refugee support) | I | 0 | 5,846 | 454 ↓ |  4 Q2/2024 | 8% |



Intermediate Outcome 3: Increased access of refugee and host community children to pre-primary education in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|-----------------|--|-------------------------|
| E-Oc.14 Percentage of refugee children enrolled in the first grade who have attended pre-primary education programme | S | 36 | 0 | 44 ↓ |  44 Q4/2023 | Target not set |

Level of refugee children's access to, and retention in, the education system

The Education priority area contributes directly to Sustainable Development Goal (SDG) 4: Quality Education - ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. The number of children enrolled in education has increased steadily from 664,618 in the 2020-2021 school year to 834,169 reported in Q1 2024, an extraordinary achievement in a very short period. The distribution of the increase in enrolment varies by province and in some cases, students displaced by the earthquakes may now be enrolled in neighbouring provinces. In Q4 2023, 87% of children met the Ministry of National Education (MoNE) attendance requirements.

In 2023, PIKTES+ conducted a baseline survey of students. The findings showed that 62% of refugee students have a feeling of belonging in their school. This is consistent with findings from interviews with children in the 2024 SUMAF Monitoring Missions to the Promoting Inclusive Education for Kids in the Turkish Education System+ (PIKTES+) and Conditional Cash Transfer for Education IV (CCTE IV) projects. Another PIKTES+ survey of parental perceptions found that 65% consider schools to be accessible. The data and the surveys support a generally positive outcome performance.

The PIKTES II and PIKTES+ projects have increased the percentage of refugee children participating in pre-primary education from 34%⁶ for the 2021-2022 school year to 48% in 2024, which is a very positive result.

Level of access to vocational and higher education for refugee and host community students

The Programme has enabled 15,604 refugee and host community students to graduate from vocational education programmes. Women represent 58% of the vocational graduates, which increases their employability.

A total of 454 students have graduated from higher education institutions, mostly benefiting from projects that ended in 2020. A policy change in 2023 requires Syrian students to pay for university tuition. In response, two projects were funded to provide scholarships and stipends to vulnerable refugee and host community students. Turkish and English language support activities, academic mentoring, professional development and cohesion activities complement the financial benefits provided. Based on the present number of supported students, the projects are likely to deliver almost a thousand graduates in 2025 at undergraduate and postgraduate levels. This will expand the Programme's positive contribution to higher education access for young refugees.

⁶ Ministry of National Education. 2022. [Report on refugee participation in education for the academic year 2021-2022](#), p. 12.

Outputs



Output 1: Appropriate language and academic courses and associated support provided to refugee children and youth in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|---------|--|--------------------------|---|-------------------------|
| E-Ot.01 Number of refugee children provided with catch-up training (with EU refugee support) | C | 137,377 | 179,749 | 28,768 | 10k Q4/2017  180k Q2/2024 | 131% |
| E-Ot.02 Number of refugee children provided with back-up training (with EU refugee support) | C | 132,000 | 153,006 | 8,849 | 43k Q4/2018  150k Q2/2024 | 116% |
| E-Ot.03 Number of refugee students provided with one or more Turkish language courses (with EU refugee support) | S | 0 | 19,948  | -31,451 | 310k Q4/2017  20k Q2/2024 | Target not set |
| E-Ot.04 Number of refugee and host community children provided with pre-primary education (with EU refugee support) | C | 264,604 | 198,874 | 23,916 | 3.5k Q4/2017  200k Q2/2024 | 75% |
| E-Ot.05 Number of refugee children provided with non-formal education (with EU refugee support) | C | 39,450 | 41,030 | 0 | 6.4k Q4/2017  41k Q2/2024 | 104% |
| E-Ot.06 Number of refugee children provided with Arabic language courses (with EU refugee support) | S | 0 | 1,533  | -2,052 | 8.3k Q4/2017  1.5k Q2/2024 | Target not set |
| E-Ot.07 Number of refugee students provided with psycho-social support services (with EU refugee support) | S | 0 | 53,384  | -1,346 | 10k Q3/2020  53k Q2/2024 | Target not set |



Output 2: Refugee students and socio-economically disadvantaged host community students (in the high-refugee-concentration provinces) receive the economic and logistical support necessary to attend school or university

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|---------|---|--------------------------|---|-------------------------|
| E-Ot.08 Number of refugee children enrolled in schools whose family have received Conditional Cash Transfer for Education (CCTE) | C | 800,000 | 984,069  | 88,075 | 190k Q4/2017  980k Q2/2024 | 123% |
| E-Ot.08-01 Number of refugee children enrolled in schools whose families are currently receiving CCTE | S | 615,000 | 456,132  | -92,067 | 550k Q2/2023  460k Q2/2024 | 74% |
| E-Ot.09 Number of refugee and host community students who received scholarships to attend TVET or higher education institutions (with EU refugee support) | C | 86,793 | 83,109  | 28,140 | 479 Q4/2017  83k Q2/2024 | 96% |
| E-Ot.10 Number of refugee and host community students who received in-kind support necessary to attend education institutions (with EU refugee support) | S | 0 | 37,997  | - | 78k Q1/2023  38k Q2/2024 | Target not set |
| E-Ot.11 Number of students provided with transportation services to attend education institutions (with EU support) | S | 0 | 30,053  | 3,837 | 9.8k Q1/2017  30k Q2/2024 | Target not set |



Output 3: Improved education system staffing level and quality in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|---------|---|--------------------------|---|-------------------------|
| E-Ot.12 Number of education service personnel employed and/or remunerated (with EU refugee support) | S | 0 | 14,535  | -5,451 | 4.2k Q4/2017  15k Q2/2024 | Target not set |
| E-Ot.13 Number of education service personnel trained (with EU refugee support) | C | 243,689 | 249,567  | 13,437 | 7.1k Q4/2017  250k Q2/2024 | 102% |
| E-Ot.14 Total number of 'person training days' provided to education service personnel (with EU refugee support) | I | 201,834 | 661,136  | 30,341 | 5k Q4/2017  8k Q2/2024 | 328% |



Output 4: Increased education system infrastructure capacity in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|---------|-----------------|--------------------------|---------------------------------|-------------------------|
| E-Ot.15 Number of educational facilities upgraded (with EU refugee support) | C | 21,028 | 18,752 | 1,073 | 36 Q4/2017 19k Q2/2024 | 89% |
| E-Ot.16 Number of new educational facilities constructed (with EU refugee support) | I | 319 | 176 | 21 | 1 Q4/2018 5 Q1/2024 | 55% |
| E-Ot.17 Percentage completion level of educational facility construction projects (with EU refugee support) | S | 100 | 79 | 15 | 56 Q4/2019 79 Q2/2024 | 79% |
| E-Ot.18 Number of new student places created (with EU refugee support) | I | 172,780 | 133,540 | - | 24k Q3/2023 2.1k Q2/2024 | 77% |

Language and Academic Courses and Associated Support

Academic activities, provided by PIKTES+, support the enrolment and retention of refugee students, with a steady increase in the number of children benefitting from pre-primary education, catch-up, back-up and psychosocial support (PSS). The pre-primary classes support preliteracy and prenumeracy development for both refugee and host community children and help to develop cohesion between refugees and the Turkish host community from an early age.

Catch-up classes supported 28,768 students struggling with their regular classes during the reporting year. In the same period, back-up classes provided 8,849 out of school children with instruction on subject area curricula to help them return to classes. PIKTES+ provided a variety of psychological support activities throughout the school year including psychosocial support seminars in the first semester and one-to-one counselling during the year.

The number of children participating in Turkish and Arabic language classes has fallen because of a reduced need for this type of support. Families that want children to develop Arabic language and literacy classes can send children to Imam Hatip⁷ lower and upper secondary religious schools. Education staff, children and parents interviewed during the SUMAF Monitoring Missions reported that more refugee children are entering school with sufficient language skills to participate in their classes. PIKTES+ reported that only a fraction of third grade refugee students needed additional language support.

Necessary Economic and Logistical Support

The Programme provides financial and in-kind support to pre-primary, grades 1 to 12, open and distance learning, secondary level vocational education and higher education. Conditional and unconditional cash transfers provided by the Conditional Cash Transfer for Education (CCTE IV) project are a key component of this support. A total of 456,132 students benefitted from cash transfers in Q2 2024. CCTE support is focused on primary and lower secondary age students, who represent 84% of all beneficiaries. Inflation rates have reduced the Euro value of the transfers by 51% since October 2022. This has reduced their effectiveness to incentivise school attendance, and an option to increase the value of the transfers.

The ESPS⁸ and BEURs⁹ projects have provided scholarships and/or stipends to 4,507 refugee and host community students to attend undergraduate and postgraduate programmes. PIKTES+ distributed 566,826 sets of student materials during the reporting period. This was lower than previous years as the budget was reallocated to purchase prefabricated education structures to replace schools destroyed by the earthquakes. Two vocational education projects¹⁰ provided school fee support, food vouchers and learning materials to upper secondary school level vocational students. PIKTES+ and Vocational Education II projects provided transportation or transport cards to students in the reporting period.

Improved Staffing Levels and Quality

In Q2 2024, the PIKTES+ project employed or remunerated 14,528 education personnel (9,612 teaching and counselling staff and 4,916 school cleaning and security staff). PIKTES+ previously employed many part time teachers, who are now contracted as full-time teachers by MoNE (Ministry of National Education). This is an example of the positive integration of PIKTES training and support into the national education system. However, it has had an adverse effect on the MoNE budget allocation for teacher salaries as the minimum wage and civil servant salaries have increased sharply in response to inflation. The PIKTES+ budget is also affected as it includes supplemental remuneration for MoNE teachers delivering catch-up, back-up, adaptation, Turkish and Arabic language classes beyond their contractual workload for MoNE. PIKTES+ has compensated for increased salary costs by pausing and reducing some planned activities to focus on providing academic support. It has shifted to shorter, online training for teachers, administrators and counsellors to reduce training costs.

⁷ Imam Hatip lower and upper secondary schools are state funded education institutions with an Islamic syllabus

⁸ European Union Scholarship for Perspective Students

⁹ European Union Scholarships

¹⁰ Improving the employment prospects for the Syrian refugees and host communities by high-quality VET and apprenticeship in Türkiye II and Social and Economic Cohesion through Vocational Education in Türkiye –II

Increased Education Infrastructure Capacity

The support to education infrastructure has significantly improved refugee and host community access to learning spaces. The purpose is to deliver better refugee and host community participation through access to closer schools, more welcoming learning environments, smaller class sizes and more convenient school schedules. The quality of the supported infrastructure was evident after the earthquakes in 2023 as none of the schools constructed suffered structural damage. Some school buildings were used for shelter, storage and staging activities immediately after the earthquakes. MoNE reviewed the school buildings in earthquake prone areas, decommissioned buildings identified as unstable and relocated children to other schools. These moves have contributed to education infrastructure sustainability particularly in Istanbul and southeastern Türkiye.

Overall construction costs increased by 66% in the reporting year, and labour costs increased by 105% during the same period¹¹. The cost increases reduced the number of schools planned to be constructed. Despite these challenges, the Education Infrastructure for Resilience and Education for All I, II and III projects completed 57 solid structure schools. Projects reporting against a new indicator tracking the creation of learning spaces indicated that school construction and upgrading created additional space for 133,540 students¹². School upgrades were implemented in 1,073 education institutions, benefitting pre-primary, primary, lower and upper secondary, vocational and technical schools distance learning centres in high refugee concentration provinces. Rooftop solar arrays installed by the Clean Energy project generated 18,000 megawatt hours of electricity, with an approximate value of EUR 2.1 million by March 2024. The project planned to construct solar farms to reduce MoNE energy costs, but the funds were reallocated to construct prefabricated schools in the provinces hardest hit by the earthquakes.

Long-term Outcome



Long-term Outcome: Refugee children and adults are enrolled in the education system and receive quality education, and the quality of education for host community members children is sustained

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|--|---|---|
| E-Oc.01 Percentage of refugee children enrolled in primary education (Gross Enrolment Rate - GER) | S | 101 | 85 | 91 ↗ |  91 Q1/2024 | <div style="width: 107%;"><div style="width: 100%;"></div></div> 107% |
| E-Oc.02 Percentage of refugee children enrolled in lower secondary education (Gross Enrolment Rate - GER) | S | 46 | 85 | 93 ↘ |  93 Q1/2024 | <div style="width: 109%;"><div style="width: 100%;"></div></div> 109% |
| E-Oc.03 Percentage of refugee children enrolled in upper secondary education (Gross Enrolment Rate - GER) | S | 24 | 45 | 40.65 ↘ |  40.65 Q1/2024 | <div style="width: 90%;"><div style="width: 100%;"></div></div> 90% |
| E-Oc.05 Transition rate of refugee students between primary and lower secondary education levels | S | - | 0 | 109 ↗ |  109 Q4/2023 | Target not set |
| E-Oc.06 Transition rate of refugee students between lower secondary and upper secondary education levels | S | - | 0 | 76 ↘ |  76 Q4/2023 | Target not set |
| E-Oc.07 Percentage of school-age Syrian refugee children who are out of school | S | 41 | 0 | 26 ↘ |  26 Q1/2024 | Target not set |

There are immediate and long-term challenges facing the next steps in the Education sector. Existing projects have achieved a rapid increase in education participation while maintaining the standards of the Turkish education system. Further increases in the percentage of refugee children attending school are likely to plateau. The project implementation modalities will need to be adapted to expand access to reach the most vulnerable, unregistered and out-of-school children. DG ECHO funds small, short-term projects supporting out of school children to return to education, but as their funding is reduced, this support will be even more limited. Existing projects only minimally address education for children with special needs and disabilities and the children of seasonal agricultural workers.

The increasingly hostile social climate impacts the relationship between refugee and host community children at school. Some schools visited by SUMAF are implementing school level strategies, but it will require a systematic approach, such as social and emotional learning programmes, to address peer bullying in schools and to establish a welcoming and conducive learning environment for both host community and refugee students. Education associated costs are a challenge, especially for the families of older children who must choose between continued school attendance, sending their children to work or keeping them at home to help with household responsibilities. This has been aggravated by recent inflation rises and increases in the costs of school materials.

¹¹ Turkish Institute of Statistics. [Construction Cost Index, June 2024](#)

¹² This indicator achievement includes spaces created by construction and upgrading projects completed in previous reporting periods.

2. Health

Good health outcomes are a major element of the wider socio-economic condition of refugees. At June 2024, Türkiye is hosting over 3.1 million Syrian refugees under temporary protection and about 222,000 international protection applicants and status holders from various countries, including Afghans, Iranians, Iraqis and Ukrainians¹³. The main health issues facing the refugee population are non-communicable diseases and addressing them is a long-term process. The health system has been pushed to its limits by a need for quality health services to remain available and accessible to all.

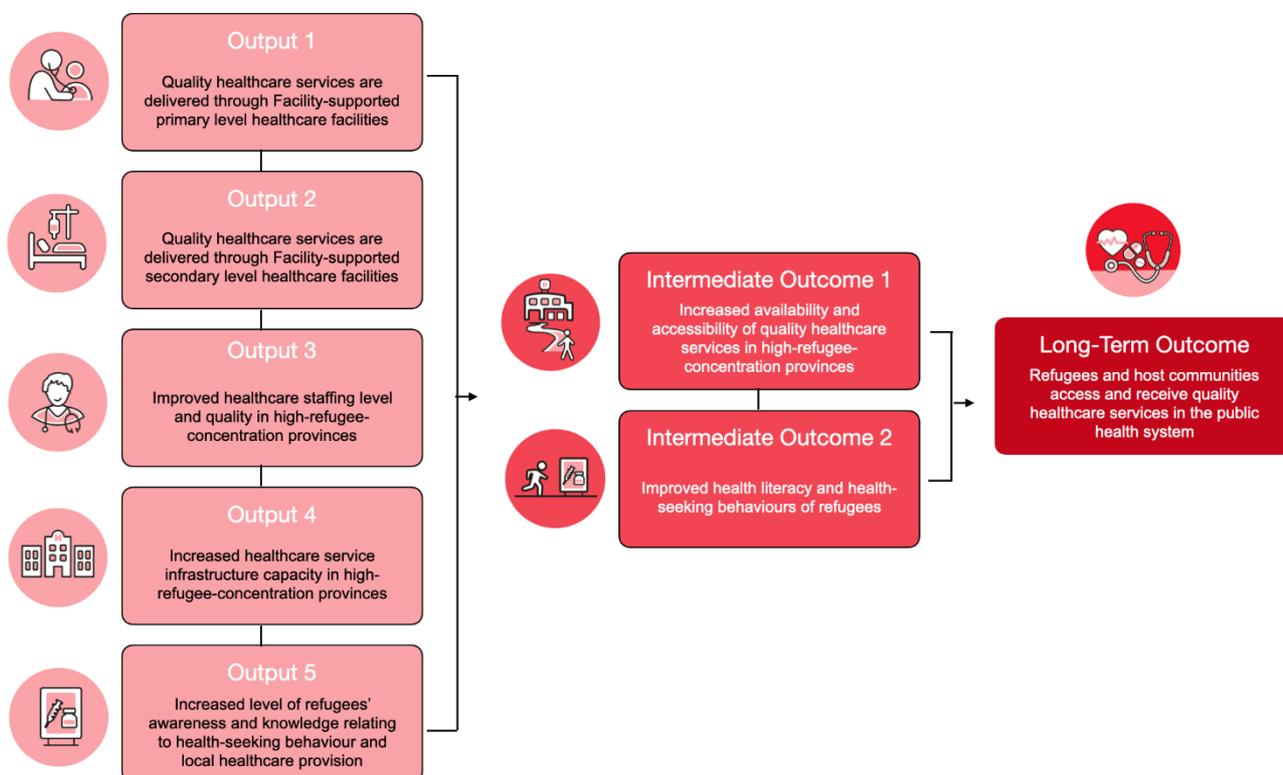
Where the health infrastructure is stretched and the workforce is under extreme pressure, administrative and financial barriers may limit access to healthcare services for those who need it most. Refugee access to healthcare services may be impaired by cultural, socio-economic, or linguistic obstacles, where difficulties in communication between patients and healthcare providers may reduce the efficacy of treatment and lead to weaker health outcomes.

Health Support Strategy

The health sector strategy seeks to achieve full alignment with Türkiye’s health programmes and policies. It aims at ensuring improved accessibility to quality healthcare services for refugees, with a focus on primary healthcare (PHC) services, while mitigating any possible negative impact on health service delivery to host communities. The total allocated budget for the health sector is EUR 999 million.

Four DG NEAR projects were completed, and three were ongoing at 30 June 2024, one focused on health facility infrastructure development “Strengthening Health Care Infrastructure for All” (SHIFA), and two on health services delivery: Supporting Migrant Health Services in Türkiye (SIHHAT II and III), which cover 32 provinces. SIHHAT III started in 2024 and will run until 2027. One short-term humanitarian project remains active “Supporting Safe and Inclusive Access to and Transition of Physical Rehabilitation Services in Türkiye” which will continue until April 2025. It provides physical rehabilitation (PR), psychosocial support (PSS), prosthetic and orthotic, and assistive technology and equipment.

Figure 2: Health Priority Area Intervention Logic



13 PMM temporary protection website page, 1 July 2024 (Syrian); UNHCR Türkiye factsheet, April 2024 (Non-Syrian)

Intermediate Outcome 1



Intermediate Outcome 1: Increased availability and accessibility of quality healthcare services in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|---------|-----------------|--|-------------------------|
| H-Oc.02 Number of refugee infants (12 - 23 months) born in Türkiye who have completed the national vaccination programme | I | 51,158 | 250,000 | 315,544 ↘ |  42k Q4/2023 | 126% |
| H-Oc.04 Average number of refugees per Migrant Health Unit (MHU) | S | 34,100 | 3,500 | 4,078 ↗ |  4.1k Q4/2023 | 86% |
| H-Oc.05 Number of doctors per 10,000 population | S | 18 | 21 | 25 ↗ |  25 Q4/2023 | 119% |
| H-Oc.06 Number of hospital beds per 10,000 population | S | 26 | 30 | 31.1 ↗ |  31.1 Q4/2023 | 104% |
| H-Oc.08 Postpartum consultation coverage rate for refugee mothers (PNC)(%) | S | 39 | 75 | 74.9 ↗ |  74.9 Q4/2022 | 100% |



Output 1: Quality healthcare services are delivered through EU-supported primary level healthcare facilities

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|------------|-----------------|--------------------------|---|-------------------------|
| H-Ot.01 Number of operational Migrant Health Centres (MHCs) (with EU refugee support) | S | 190 | 179 | 7 |  175 Q3/2020 179 Q2/2024 | 94% |
| H-Ot.02 Number of operational Migrant Health Units (MHUs) (with EU refugee support) | S | 900 | 787 ↘ | 13 |  792 Q3/2020 787 Q2/2024 | 87% |
| H-Ot.03 Number of consultations provided to refugees at primary level healthcare facilities (with EU refugee support) | I | 50,413,871 | 40,678,504 ↗ | 7,240,989 |  390k Q4/2016 1.8M Q2/2024 | 81% |
| H-Ot.03-01 Number of cancer screenings of refugees carried out by mobile cancer-screening units (trucks) | I | 840,000 | 550,294 ↗ | 102,913 |  40k Q1/2021 44k Q2/2024 | 66% |
| H-Ot.04 Total number of vaccinations (doses) provided to refugee children (with EU refugee support) | I | 0 | 9,566,297 ↗ | 856,062 |  1.3M Q4/2017 860k Q4/2023 | Target not set |



Output 2: Quality healthcare services are delivered through EU-supported secondary level healthcare facilities

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|------------|-----------------|--------------------------|---|-------------------------|
| H-Ot.05 Number of consultations provided to refugees at secondary level healthcare facilities | I | 65,457,211 | 62,826,641 ↘ | 5,210,212 |  4.6k Q4/2016 2.6M Q4/2023 | 96% |
| H-Ot.06 Number of refugees treated as in-patients in hospitals | S | 0 | 79,171 ↗ | 1,904 |  81k Q3/2020 79k Q4/2023 | Target not set |



Output 3: Improved healthcare staffing level and quality in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|-----------------|--------------------------|---|-------------------------|
| H-Ot.07 Number of healthcare service staff employed (with EU refugee support) | S | 0 | 3,657 ↘ | -282 |  2.2k Q3/2018 3.7k Q2/2024 | Target not set |
| H-Ot.08 Number of healthcare service staff trained (with EU refugee support) | C | 11,708 | 13,293 ↗ | 1,016 |  1.3k Q4/2017 13k Q2/2024 | 114% |
| H-Ot.09 Total number of 'person training days' provided to healthcare service staff (with EU refugee support) | I | 96,784 | 97,944 ↗ | 3,310 |  4.2k Q4/2017 1.2k Q2/2024 | 101% |



Output 4: Increased healthcare service infrastructure capacity in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|--------|-----------------|--------------------------|---------------------------------|-------------------------|
| H-Ot.11 Number of new healthcare facilities constructed (with EU refugee support) | I | 66 | 2 | - | 1 Q2/2022 — 1 Q4/2022 | 3% |
| H-Ot.12 Number of healthcare facilities upgraded (with EU refugee support) | C | 710 | 603 | 55 | 118 Q3/2020 — 603 Q2/2024 | 85% |
| H-Ot.13 Percentage completion level of healthcare facility construction projects (with EU refugee support) | S | 100 | 23 | 4 | 50 Q3/2020 — 23 Q2/2024 | 23% |

After the earthquakes, the post-disaster recovery efforts generated positive health results as the focus was placed on maintaining the accessibility of healthcare services for all refugees. Despite staff losses, damaged or destroyed premises and a decrease in the number of Migrant Health Units (MHUs), the system has proved resilient. Although not entirely returning to pre-disaster levels, the system was restored to 787 operational MHUs which is within 87% of the target of 3,500 refugees per MHU. This is a major success when compared to the baseline of 34,000 refugees per MHU in 2016.

Over the past eight years, the efforts of the Ministry of Health (MoH) and the available funds has facilitated the development of Extended Migrant Health Centres (E/MHCs). This has facilitated a more accessible, comprehensive and qualitatively improved service provided to the refugee population. It has helped to reduce the burden of many other public healthcare services and improve the access to quality healthcare for refugees and for the host community. This is not the case everywhere as there are substantial variations between the provinces. At least ten provinces have a much higher burden of refugees per MHU, from 5,000 up to 17,000, which results in overcrowded facilities and overworked health professionals. A strong focus towards improving the ratio is needed as refugees can hardly avail of equal access and quality services in other provinces.

The Programme has achieved a positive level of effectiveness for mother and child healthcare. To address their needs, training on Reproductive Health (RH), Family Planning (FP) and mental health for health professionals was repeatedly provided by the MoH, the World Health Organisation and SIHHAT. During SIHHAT II, a structured health literacy training programme was delivered to mostly refugee women and youth focusing on RH and FP. It continues during SIHHAT III but a lack of availability of contraceptives in the period hinders the potential effect of the training.

In the provinces most densely populated with refugees, free supplements are provided for pregnant women and infants to prevent anaemia and other complications. The MoH programme is especially stringent about regular antenatal care (ANC) and postnatal care (PNC) for mothers and infants. The follow-up consultations and vaccinations are registered and those who do not adhere to the schedule of visits are reached through mobile healthcare staff. The PNC coverage rate with a low baseline of only 39% in 2018, increased to 75% in 2022 achieving the target¹⁴. A majority of refugee women now deliver their babies in hospitals, and many adhere to regular PNC. The MoH determination to ensure vaccination coverage of children in line with the national vaccination calendar resulted in exceeding the set target among refugee infants of 12-23 months born in Türkiye by 26%. The MoH, supported by the EU and other donors' funds, has delivered an increased number of doctors and hospital beds per 10,000 population (for refugees and host communities). Those targets were overachieved by 19% and 4%, respectively.

Quality Primary Healthcare (PHC) services provided

Prior to the 2023 earthquakes, the numbers of E/MHCs and MHUs had achieved 100% and 97% respectively of their planned targets. Due to the damage caused, the numbers dropped to 86% and 82%. The post-disaster recovery efforts focused on reverting the number of functional E/MHCs and MHUs to the earlier figures. In the provinces where the devastation took a high toll, container cities were set up and the MoH established container health units to ensure the continued provision of standard healthcare services. It is reported that “two million people were sheltered in tent camps and container settlements”¹⁵.

By the end of June 2024, there was a positive development as the number of E/MHCs increased reaching 94%, and MHUs 87%, of respective targets. The numbers of consultations in PHC facilities returned to pre-disaster levels and achieved 81% of the target. The increase in consultations was notably achieved in the earthquake affected provinces. A slight drop in consultations for 0-4 years of age from 33% to 31% was recorded which could be attributed to the health literacy training, the pregnancy classes provided to mainly refugee women, and increased use of contraceptives.

¹⁴ Migrant Health Surveys (MHSs) 2018, 2020, 2022

¹⁵ Türkiye Earthquakes, Recovery and Reconstruction Assessment (TERRA), Government of Türkiye (2023)

Quality Secondary Healthcare (SHC) services delivered

The number of SHC services provided to refugees achieved 96% of the target. The services are now quite stable, similar to pre-earthquake levels and viewed as positive. The SHC services were supported under SIHHAT I and II by assigning Bilingual Patient Guides (BPGs) to enable easier communication between refugee patients and Turkish healthcare staff. The cumulative number of consultations in hospitals is one third higher than in E/MHCs but the trend is much improved, and patients are now more inclined to go to E/MHCs and only visit hospitals for more complex health issues. During 2023, over 9.6 million new consultations were provided mainly by SIHHAT II and the physiotherapy and PSS support from two humanitarian projects. The reporting of SHC services against RF indicators was discontinued for SIHHAT in Q4 2023 but the project still provides BPGs in the hospitals. Two DG Echo funded projects provided 15,196 SHC services in the reporting period.

Cancer Screening of refugees carried out by mobile cancer screening units (trucks)

Cancer screenings are conducted in mobile screening vehicles, visiting different provinces allowing access to a wide range of services. This is a positive development since mobile screenings focus more on refugees with limited access to healthcare facilities. SIHHAT II and III supports the conduct of mobile cancer screenings for breast (8%), cervical (23%) and colorectal cancer (69%). There has been an increase from 13,937 in Q4 2023, to 43,809 in Q2 2024 in mobile screenings. Smear and stool samples are taken in the E/MHCs.

Improved healthcare staffing level and quality in high refugee-concentration provinces

Staffing is crucial yet a volatile component of the E/MHC system. The limited number of available qualified health professionals among refugees, unwillingness of many to take up a position in places other than those of their registration and insufficiently attractive benefits pose a challenge for the healthcare service staffing. The deterioration of the socio-economic situation in the country and the devastating earthquakes further aggravated the situation. The healthcare system has lost many staff some due to the earthquakes, others due to displacement and others due to taking up other employment opportunities. The human resources complement has not returned to pre-disaster norms, but the level of services delivered allow the system to operate even without a full staff capacity.

The MoH employs several young refugee professionals completing their studies in Türkiye and gaining their first working experience in E/MHCs although they typically stay for a short period before obtaining a new position elsewhere in the health system. The greatest concern is the lack of specialist doctors. The available specialists serve 60-80 patients per day which hardly permits an adequate time for each consultation. Q2 2023, the number of staff available in the E/MHCs system dropped by 7% which is a considerable loss. Achieving a gender balance in staffing has always been one of the MoH's priorities but it continues to pose a challenge. For cultural reasons, the refugee community is often less willing to be supportive for female education and employment leading to less female health professionals. A gender sensitive employment policy increased the female employee ratio from 23% in September 2018 to 40% in June 2024.

Maintaining a high level of services and improving the quality of healthcare quality is conditioned by a constant updating of the health staff knowledge. MoH's standard training programme for healthcare staff was adapted to the specificities of the E/MHCs services. Training is provided to the E/MHC's healthcare staff on chronic diseases, mental health, occupational health and other topics. Since Q2 2023, staff training has been provided to another 1,016 trainees with the target number overachieved at 114%.

Increased healthcare service infrastructure capacity in high refugee concentration provinces

Physical recovery of the health facilities became especially important in the aftermath of the earthquakes. The infrastructure project that started prior to the disaster became indispensable for the healthcare system recovery. Without adequate physical conditions, the staff cannot provide adequate services and beneficiaries access to quality healthcare is seriously limited. To strengthen the provision of services, SHIFA provided medical equipment and devices that are of equal benefit for refugees and the host communities. Since the last report, the number of upgraded facilities, increased by 8% and achieved 85% of the target. A weak point concerns the completion level of healthcare construction works where the achievement level was 23% and the progress was 4% since Q2 2023.

Intermediate Outcome 2



Intermediate Outcome 2: Improved health literacy, health management, and health-seeking behaviours of refugees

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--------------------|-------------------------|
| H-Oc.09 Percentage of refugees who demonstrate an adequate level of health literacy | S | 18 | 40 | 34.7 | 34.7 Q4/2022 | 87% |
| H-Oc.10 Percentage of refugees who report improved health-seeking behavior | S | 37 | 45 | 59.8 | 59.8 Q4/2022 | 133% |



Output 5: Increased level of refugees' awareness and knowledge relating to health-seeking behaviour and local healthcare provision

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|---------|-----------------|--------------------------|--------------------------------|-------------------------|
| H-Ot.14 Number of refugees reached through outreach activities (with EU refugee support) | I | 566,671 | 656,581 | 188,310 | 120k Q2/2020 39k Q2/2024 | 116% |
| H-Ot.15 Percentage of refugees reporting having received healthcare awareness messages | S | 0 | 22.4 | - | Data not available | Target not set |

Improved health literacy, health management, and health seeking behaviours of refugees

Early phases of SIHHAT revealed a low health literacy level and poor health seeking habits among refugees as a major barrier towards long-term improvement of their health situation. Changing the knowledge, attitude and practice of the population requires long-term attention through well planned and persistently implemented projects. The initial health awareness activities, and health promotion materials provided by doctors and nurses during consultations were applied in SIHHAT I. This was followed with a more comprehensive health literacy training programme established under SIHHAT II, complemented by the outreach services extended to the most vulnerable refugees with limited access to health facilities. The number of refugees displaying an adequate level of health literacy gradually increased; from the 18.4% baseline in 2018 to 34.7% in 2022¹⁶, achieving 87% of the target. About 60% of refugees were reporting improved health-seeking behaviour in 2022 which overachieved the target by 33%¹⁷. This is a very positive result. Further efforts are required because 65% of the Migrant Health Survey (MHS) 2022 respondents showed inadequate health knowledge.

The health literacy training mainly reaches refugee women as the most frequent visitors of the E/MHCs. The data shows that the health seeking behaviour of pregnant refugee women has improved. The average number of ANC visits per pregnant woman increased from 2.6 in 2018 to 3.9 in 2022. Today, many more refugee women express their family planning needs with healthcare professionals with ease, which was nearly unthinkable eight years ago when SIHHAT I started. An increasing number have a better understanding of the consequences related to early and frequent pregnancies and comprehend the need of timespan between pregnancies and the use of contraceptives¹⁸. Due partially to the E/MHC opening hours (8.30am to 5.30pm), only a few refugee men have an opportunity to benefit from the health literacy sessions. From a health policy perspective, this is a weak point which needs to be addressed in future projects. Improved attitude and knowledge on health issues cannot be accredited solely to the efforts invested through the health system. This is a combined effort of the health and education system, society influence and media exposure, and the fact that a young generation of refugees have grown up in Türkiye, speak the language fluently, and are much better integrated into society than their elders a decade ago.

Increased level of refugees' awareness and knowledge relating to health-seeking behaviour and local healthcare provision

SIHHAT established outreach teams visiting beneficiaries at home to increase the awareness and health seeking habits of vulnerable refugees that have limited access to healthcare. The visits delivered health messages and identified the need for mobile health services or other types of health and/or social care. In the post-disaster situation, outreach activities proved even more essential because the vulnerability of the refugee population increased.

16 MHS Surveys 2018, 2020, 2022

17 MHS Surveys 2018, 2020, 2022

18 SIHHAT II, Monitoring Report, 2024

Long-term Outcome



Long-term Outcome: Refugees and host communities access and receive quality healthcare services in the public health system

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|-----------------|--|---|
| H-Oc.01 Proportion of reproductive age refugee women expressing an unmet need for reproductive health services | S | 46 | 16 | 17.4 ↓ |  17.4 Q4/2022 |  92% |
| H-Oc.03 Percentage of health service users expressing satisfaction with the quality of service they received | S | 72 | 83 | 80 ↓ |  80 Q4/2022 |  96% |

The access to and quality of healthcare for refugees was steadily improving during SIHHAT I and II before the earthquakes. Healthcare support to refugees has existed since 2011. The SIHHAT projects are introducing a long-term systemic approach to meet the needs of the refugees. Through SIHHAT, the healthcare for refugees was delivered through a PHC system nested within the Turkish public health system. The projects have provided refugees with a more accessible range of PHC services without compromising the quality and level available to the host community. The E/MHCs provide an extended set of services including PSS and specialised medical services (gynaecology, paediatrics, internal medicine and dentistry) that are not available in the Family Health Centres.

The MHSs conducted in 2018, 2020 and 2022 show increasing satisfaction of refugees with the E/MHCs services. No new survey data is available since then but interviews with refugees and focus group discussion (FGDs) conducted from late 2023 show that most refugees seek the PHC services in E/MHCs. In some MHCs an exception is that waiting times are long and a short time is allocated for each consultation.

The Sexual and Reproductive Health (SRH) and FP awareness raising has achieved a significant reduction in the proportion of reproductive age refugee women expressing an unmet need for RH services. No new figures are available but during the last year, free contraceptives were not equally available in all E/MHCs¹⁹ and provinces, and this makes it less likely that the improvement in addressing unmet RH needs continued at the same pace.

The availability of the E/MHC services mitigated the adverse effect of the earthquakes by maintaining the availability of services where they were needed. The E/MHC's system has reached a mature stage providing stable services capable to cover the PHC needs of refugees, and provide continuous health promotion, prevention and curative services. This has a very positive impact on the health of the refugee population and increases a feeling of security when it comes to healthcare needs.

The health priority area contributes to SDG 3: Good health and well-being (to ensure healthy lives and promote well-being for all at all ages). Looking to the future, specific healthcare services for refugees are still needed to ensure their sustainability. This remains dependent on external funds to supplement the high burden on the national budget.

The longer-term sustainability of the health services for refugees depends on continuing their further integration into the Turkish health system. There is an increasing number of refugee health professionals engaged in E/MHCs that graduated from Turkish universities. Many of those who obtained a diploma in Syria are attempting (some already managed) to obtain a diploma equivalence, while there are others who will retire in the next few years (the exact numbers are not available). Close to 63% of refugee health workers employed in E/MHCs have already acquired Turkish citizenship²⁰.

The availability of two hospitals, funded by the Programme, in the earthquake affected provinces confirmed the importance of the availability of good infrastructure in the areas of greatest need. Continued donor assistance will be needed for the long-term health infrastructure development plan (including equipment, devices and upgrades).

¹⁹ SIHHAT II, SUMAF Monitoring Mission Report, 2024
²⁰ SIHHAT II, Project Status Table, February 2024

3. Protection

In the year ended 30 June 2024, refugees have become more vulnerable while facing increasing difficulties to access their rights and services. The SuTP population has fallen to 3.1 million. Returns to Syria, migration to third countries, and fatalities resulting from the February 2023 earthquakes may contribute to the decline.

Earthquake-related displacement has invalidated address-based legal registrations for many refugees, limiting their access to healthcare, social services, and education. Refugees were housed in informal settlements but in early 2024, containers began to be recognised as new addresses which reduced delays for refugees to reactivate their IDs. The temporary suspension of travel permit requirements for earthquake-affected refugees has ended, and the number of neighbourhoods closed to new registrations increased. Many remaining neighbourhoods are either too expensive or severely damaged, making it difficult for refugees to find available and affordable housing. This situation is particularly difficult for refugees whose registrations were deactivated due to address verification issues.

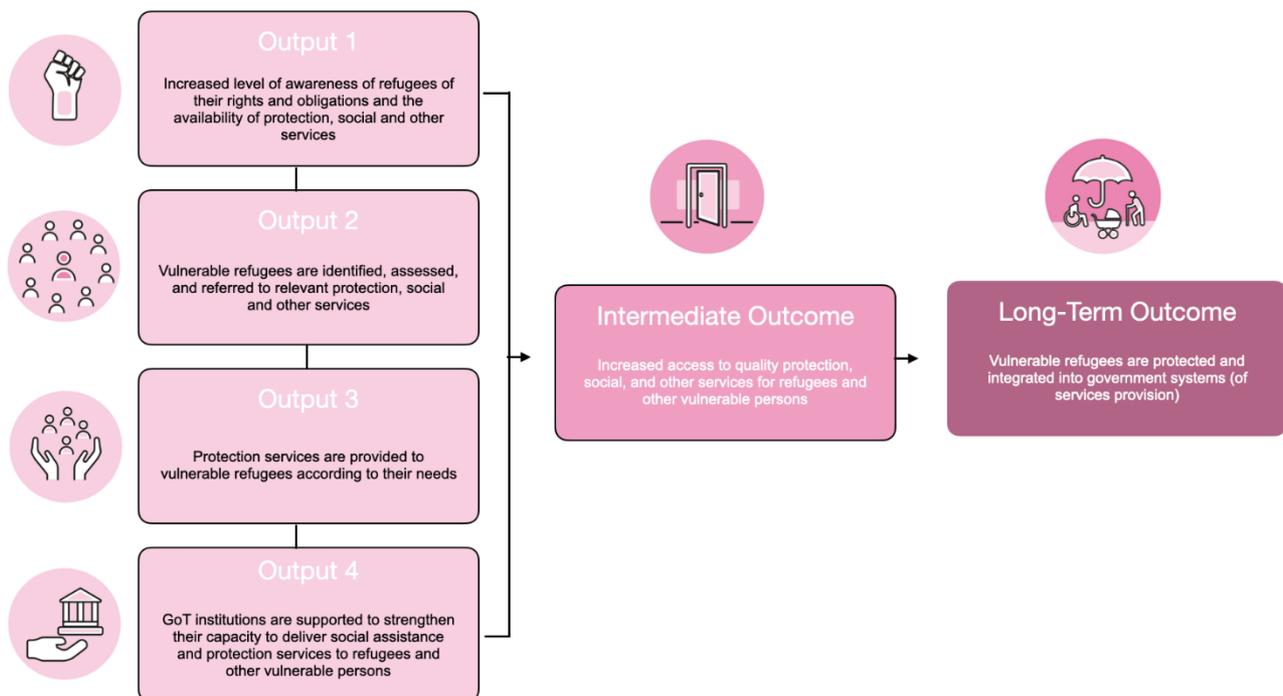
Tighter MBM mobile checks and controls since July 2023 have contributed to an atmosphere of fear regarding deportation, discouraging refugees from accessing basic services including protection services. Many refugees are afraid of violence when they leave their homes or communities²¹ and are afraid of being detained and deported²².

Despite the rising need for protection services, funding from DG NEAR and DG ECHO for these services has significantly decreased, with humanitarian funding dropping from EUR 43 million in 2022 to EUR 13 million in 2024. The Protection indicators are reporting the lowest levels of achievement since the Programme started.

Protection Support Strategy

The Protection support strategy recognises that refugees may experience a broad spectrum of vulnerabilities and focuses on providing a range of supporting services to households and individuals. This begins with ensuring that refugees are aware of their rights, responsibilities and available services and processing the necessary documentation. Refugees experiencing challenges may be assessed for specific needs and benefit from direct provision of services from projects or referred to government or non-governmental organisations for additional specialised support. The strategy includes support to ensure the institutionalisation of legal and functional mechanisms that allow refugees to access their rights and to benefit from quality service provision from government agencies.

Figure 3: Protection Priority Area Intervention Logic



²¹ SUMAF Monitoring Mission interviews with refugee children and parents in Q1 and Q2 2024

²² Upinion, Syrian Refugees in Türkiye: A State of Limbo, January 2024

Intermediate Outcome



Intermediate Outcome: Increased access to quality protection, social, and other services for refugees and other vulnerable persons

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|-----------|-----------|--|--|-------------------------|
| P-Oc.02 Number of refugee registration record updates conducted | I | 1,766,250 | 9,764,195 | 9,186,128 ▼ |  420k Q2/2024 | 94% |
| P-Oc.04 Percentage of refugees reporting being satisfied with the protection services they received | S | 82 | 82 | 97.8 ▲ |  97.8 Q2/2024 | 119% |



Output 1: Increased level of awareness of refugees of their rights and obligations and the availability of protection, social and other services

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|-----------|--|--------------------------|---|-------------------------|
| P-Ot.01 Number of individuals who participated in information provision and awareness raising activities (with EU refugee support) | I | 1,542,189 | 1,760,328 ▲ | 126,330 |  30k Q4/2017 27k Q2/2024 | 114% |
| P-Ot.02 Average level of awareness among the refugees of their rights and obligations relating to accessing protection services (with EU refugee support) | S | 0 | 84.1 | - | Data not available | Target not set |



Output 2: Vulnerable refugees are identified, assessed, and referred to relevant protection, social and other services

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|-----------|--|--------------------------|---|-------------------------|
| P-Ot.03 Number of refugees identified and assessed for protection, social and other services (with EU refugee support) | I | 4,588,555 | 4,613,502 ▼ | 336,505 |  2.3M Q3/2019 70k Q2/2024 | 101% |
| P-Ot.04 Number of referrals (for refugees) made to external services (with EU refugee support) | I | 1,923,848 | 1,946,534 ▲ | 285,147 |  6.6k Q4/2017 78k Q2/2024 | 101% |
| P-Ot.05 Number of refugees referred to relevant external (specialised) services (with EU refugee support) | C | 1,629,091 | 1,458,810 ▲ | 198,400 |  6.6k Q4/2017 1.5M Q2/2024 | 90% |



Output 3: Protection services are provided to vulnerable refugees according to their needs

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|-----------|--|--------------------------|---|-------------------------|
| P-Ot.06 Number of protection services provided to refugees (with EU refugee support) | I | 4,289,276 | 5,387,162 ▼ | 558,365 |  802 Q4/2016 120k Q2/2024 | 126% |
| P-Ot.07 Number of refugees who benefited from protection services (with EU refugee support) | C | 3,744,291 | 3,185,641 ▲ | 417,240 |  1.6M Q3/2019 3.2M Q2/2024 | 85% |



Output 4: GoT institutions are supported to strengthen their capacity to deliver social assistance and protection services to refugees and other vulnerable persons

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|--|--------------------------|--|-------------------------|
| P-Ot.08 Number of social services and migration management staff employed (with EU refugee support) | S | 843 | 685 ▲ | - |  238 Q2/2020 685 Q2/2024 | 81% |
| P-Ot.09 Number of Social Service facilities upgraded (with EU refugee support) | C | 142 | 137 | 3 |  30 Q2/2020 137 Q2/2024 | 96% |
| P-Ot.10 Number of Social Service facilities' staff trained (with EU refugee support) | C | 11,229 | 4,098 ▲ | 115 |  523 Q2/2020 4.1k Q2/2024 | 36% |
| P-Ot.11 Total number of 'person training days' provided to SSC staff (with EU refugee support) | I | 53,425 | 15,360 ▼ | 460 |  2.6k Q2/2020 159 Q2/2024 | 29% |

DG ECHO has co-funded a series of projects titled “Providing Protection and Advancing Access to Services for People in Need of International Protection in Türkiye” implemented by United Nations High Commissioner for Refugees (UNHCR). This active project supported the updating of 1,897,366 registration records during the reporting period, of which 984,281 were for Syrian refugees. This is a positive outcome that addressed an urgent need, as widespread displacement after the earthquake invalidated the address-based registration records of many refugees and limited their access to government services and legal rights. The existing problems with registration were aggravated with 74% of surveyed refugees reporting challenges with registration and 75% reporting a fear of forced deportation to Syria because of inaccurate or no registration documents in the summer of 2023²³. DG ECHO implementing partners surveyed the beneficiaries and found that the satisfaction levels ranged from 87% to 99%, confirming that the projects are providing appropriate, good quality services to refugees.

Awareness of rights and obligations and the availability of protection, social and other services

In the year ended 30 June 2024, the information shared with refugees was for social services and rights (52% of services provided), legal rights and responsibilities (29%), education opportunities (5%) and other information (14%). The IPs delivered many of these services in the refugees’ first language, which expanded access for those with limited literacy or language skills. Women are represented at a higher rate (59%) than males in the awareness and information sessions, due to targeted efforts to engage the most at-risk refugees. As men in the workforce may find it challenging to attend sessions during working hours, partners have scheduled the sessions in the evenings and on weekends to enhance accessibility for employed men. The data shows that the number of refugees benefitting from group information sessions has fallen below pre-earthquake levels. This trend aligns with the fall in the operational budget for the humanitarian component of EU support in Türkiye, which has led partners to concentrate more on specialised protection services for the most vulnerable cases, such as targeted GBV responses, rather than general group GBV mitigation activities.

Surveys indicate a continued need for awareness and information sessions, with 49% of Syrian refugees and 43% of refugees from other countries reporting insufficient information about their rights and available support services²⁴. Refugees expressed increased concern over the lack of clear information about rights, describing it as a primary contributor to their level of fear and uncertainty²⁵. Refugees with limited Turkish and literacy skills face challenges understanding information on their legal rights and requirements for accessing services. The lack of a central source of information on government administrative processes means that refugees must identify and navigate different sources of information for each institution or agency.

Vulnerable refugees identified, assessed and referred to relevant protection, social and other services

The number of refugees assessed for protection risks has fluctuated over time, increasing to 251,721 in Q2 2023 immediately after the earthquake, and decreasing to 69,515 in Q2 of 2024. The downward trend is partly the result of fewer projects providing assessment services and a lower than planned number of services provided by the CCTE IV project. The percentage of referral services benefitting non-Syrian refugees has increased in the current reporting period. This is a positive change as the research indicates that non-Syrian refugees are more vulnerable than Syrian refugees^{26,27}.

If a project is unable to provide a direct service to resolve an assessed need, they can refer beneficiaries to external service providers including government institutions, non-governmental organisations, schools, health care providers and legal support. This approach expands the number and type of services available to support households with specific needs and encourages the integration of government and civil society support for refugees. Project staff may provide additional support to refugees referred to external services. This may include interpretation or accompanying them to meetings. In the year ended 30 June 2024, a total of 285,147 referrals were made and an additional 198,400 refugees benefitted from referrals, with women and adults over 18 years old representing a small majority of beneficiaries in each indicator. The trends in the number of referrals and in the number of refugees referred for non-specialist services are lower than in previous periods as there are fewer projects providing referral services. The overall delivery of services is positive.

Protection services are provided to vulnerable refugees according to their needs

A total of 558,365 (2023: 1,265,744) protection services were provided and an additional 417,240 refugees benefitted from services in the reporting year. The figures reflect a sharp decline compared with the previous reporting period, when the demand was higher due to the earthquakes in February 2023. In addition to services provided to refugees, protection projects supported 60,643 members of the host community, compared to 570,491 host community individuals in the previous reporting year. The result is positive, but it is likely that the overall number of services delivered, and refugees reached, will continue to fall as there are fewer ongoing projects. Group and individual psychological counselling services were the primary types of protection service, followed by legal support, counselling and information provision. Syrian refugees represented 83% of the beneficiaries with non-Syrian refugees accounting for the remainder.

23 Upinion, [Syrian Refugees in Türkiye: A State of Limbo, January 2024, p. 16.](#)

24 UNHCR, [Inter-agency Protection Needs Assessment, Round 7](#), p. 13.

25 Upinion, [Syrian Refugees in Türkiye: A State of Limbo, January 2024](#)

26 Turkish law has two asylum categories: Non-Syrians can apply for “under international protection,” renew their status regularly and pay for government services. Syrians granted asylum “under temporary protection” do not need to renew their status or pay for government support services.

27 UNHCR, [Inter-agency Protection Needs Assessment, Round 7, \(whole document\)](#)

Government institutions supported to strengthen their capacity to deliver social assistance and protection services to refugees and other vulnerable persons

CCTE IV and UNHCR²⁸ projects, funded by DG NEAR and DG ECHO, respectively, employed 685 interviewers, desk officers and other support staff to improve the response to refugee registration issues in the PMM. This is the significant contribution to the priority area outcome and the number of staff employed has been steady since Q1 2022. The CCTE IV project upgraded 65 buildings which host CCTE social workers. CCTE IV has trained 409 social workers and interpreters since the project began, providing 491 training days during the reporting year to support project services to refugee beneficiaries. This is a positive investment in the institutionalisation of the project activities, and it leverages existing facilities and management staff to contribute more to the project outcome targets.

Long-term Outcome



Long-term Outcome: Vulnerable refugees are protected and integrated into government systems (of services provision)

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--------------------|-------------------------|
| P-Oc.01 Percentage of surveyed refugees reporting experiencing no issues in accessing government services | S | 50 | 0 | 50 | Q4/2022 | Target not set |

Refugees have reported a limited understanding of their rights and government services and are concerned about their ability to access the services they need²⁹. The deteriorating economic, social and political climate creates a potential gap between national policies and laws for the ability of refugees to access these rights at provincial, district or institutional levels. There is an unknown number of unregistered refugees, who do not have any rights or access to government services and are especially vulnerable.

Information provision, assessment, direct protection services, and referrals are an essential part of the refugee assistance strategy because they enable refugees to access government health care, education and judicial services. The level of protection concerns has increased, but services to address protection needs are declining. It is likely that the number of refugees in need of protection services will continue to grow, and this will place an increased demand on government and civil society support. As DG ECHO funding decreases, the support for refugee access to protection rights and support services will also decrease. Strategies for filling this gap should consider how government and civil society can build on existing systems and achievements with donor support. DG ECHO and DG NEAR are discussing strategies to transition protection services previously provided by ECHO funded projects to the DG NEAR portfolio and this would help maintain refugee access to key protection services.

²⁸ Providing Protection and Advancing Access to Services for People in Need of International Protection in Türkiye
²⁹ Upinion, [Syrian Refugees in Türkiye: A State of Limbo, January 2024](#)

4. Basic Needs

Worsening economic conditions in Türkiye in recent years has made it increasingly difficult for refugees to meet their basic needs. Rapid and volatile movements in the annual consumer price inflation rate reached 71.6% in June 2024³⁰ and have sharply reduced the purchasing power of EU cash transfer programmes. The programmes, once critical for covering essential expenses, now only provide partial relief to refugee families who are confronted with sharp increases in food and rent prices. Food prices alone have surged by nearly 68%, making it particularly challenging for refugees to maintain adequate nutrition. As the cost of living continues to rise, refugee households face increasing strain, with many adopting negative coping strategies such as reducing food consumption or borrowing money to make ends meet³¹. Despite receiving financial assistance, the support is now insufficient to fully cover the most basic expenses, leaving many families struggling to survive.

The 2023 earthquakes struck eleven provinces and affected 1.8 million refugees, 46% of whom were EU cash transfer recipients.

Basic Needs Support Strategy

The Basic Needs support strategy is designed to alleviate economic hardship for vulnerable refugees by providing regular cash transfers. Since July 2023, the primary mechanism for this support is the SSN project, with a total budget of EUR 781 million. The overall objective of the SSN programme is to improve the ability of vulnerable refugees to meet their basic needs and to increase their access to protection, social and employability services. Since 2017, the EU has contracted a total of EUR 3.68 billion for Basic Needs.

In response to the 2023 earthquakes, the EU swiftly reallocated EUR 35.3 million from ongoing projects to address urgent humanitarian needs. A further EUR 43.2 million was contracted to support recovery efforts, including providing emergency cash assistance.

Figure 4: Basic Needs Priority Area Intervention Logic



³⁰ EU Candidate Countries' and Potential Candidates' Economic Quarterly (CCEQ) [Technical paper 073, July 2024, DG ECFIN](#)

³¹ IFRC/TRC PDM-18: <https://reliefweb.int/report/turkiye/turkiye-trcifrc-findings-post-distribution-monitoring-survey-round-18-navigating-socioeconomic-realities-insights-emergency-social-safety-net-essn-iii-programme-november-2023>

Intermediate Outcome



Intermediate Outcome: Regular resource transfers are efficiently and effectively provided to the most vulnerable refugees to meet their basic needs

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|-----------------|--|-------------------------|
| B-Oc.04 Percentage of cash transfer applicants reporting being satisfied with the application procedures | S | 88 | 85 | 88 ↓ |  88 Q3/2023 | 104% |
| B-Oc.06 Percentage of eligible applicants who are rejected as beneficiaries (exclusion error) | S | - | 0 | 0 | Data not available | Target not set |
| B-Oc.07 Percentage of ineligible applicants who are accepted as beneficiaries (inclusion error) | S | - | 0 | 0 | Data not available | Target not set |



Output: Vulnerable refugees receive resource transfers to meet their basic needs

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|-----------|-----------------|--------------------------|---|-------------------------|
| B-Ot.01 Number of refugees receiving unconditional regular cash transfers (with EU refugee support) | S | 2,180,842 | 1,552,684 ↓ | -353,839 |  1.5M Q4/2017 1.6M Q2/2024 | 71% |
| B-Ot.01-01 Number of refugee households receiving unconditional regular cash transfers (with EU refugee support) | S | 445,760 | 336,544 ↓ | - |  350k Q4/2023 340k Q2/2024 | 75% |
| B-Ot.02 Number of refugees who received restricted, seasonal or one-off resource transfers (with EU refugee support) | S | 0 | 368,790 ↓ | - |  330k Q4/2016 370k Q4/2023 | Target not set |

The intermediate outcome seeks to ensure that regular cash transfers are efficiently provided to vulnerable refugees to meet their basic needs. This is aligned with SDG-1: *No Poverty*, to reduce poverty by providing economic relief, and SDG-2: *Zero Hunger*, addressing food insecurity through cash transfers to enable refugees to purchase essential goods. The EU cash transfer programmes in Türkiye have transitioned through three key phases, starting with the Emergency Social Safety Net (ESSN), which provided cash assistance to refugees from December 2016 to July 2023. Implemented initially by the World Food Program (WFP) and the Turkish Red Crescent (TRC), and later by the International Federation of Red Cross Societies (IFRC) and TRC, the ESSN offered regular cash transfers based on demographic and vulnerability criteria, with additional top-ups. In July 2021, the most vulnerable groups, including single-parent households, elderly-headed households, and PWDs among the ESSN caseload was transitioned to MoFSS and TRC with the direct grant from DG Near/EUD with the Complementary Emergency Social Safety Net (C-ESSN). The C-ESSN ended in December 2023 after the launch of the SSN, which now covers both ESSN and C-ESSN caseloads.

The SSN and its predecessors (ESSN and C-ESSN) have been essential in delivering cash transfers to vulnerable refugee populations. In June 2024, almost 1.6 million refugees (from 336,544 households) received unconditional monthly transfers, with a total of TRY 889,396,400 (EUR 25,346,150) disbursed. Despite this broad reach, the number of beneficiaries has seen a significant reduction of over 350,000 compared to previous periods, reflecting changes in programme operations and the phasing out of the ESSN. Female beneficiaries make up 60% of the total recipients, with Syrian nationals representing 92%, and a large proportion of recipients falling into vulnerable groups such as children (67%) and the elderly (6%). Around 40,000 individuals receiving SSN benefits were identified as having a disability.

At 30 June 2024, each beneficiary receives a monthly transfer of TRY 700 (EUR 19.93), targeted at the most vulnerable, while other cash transfer beneficiaries receive TRY 500 (EUR 14.23). People with severe disability (50% or above) receive TRY 2,400 (EUR 68.32). These cash transfer values were increased from TRY 450 (56%) for C-ESSN beneficiaries and TRY 300 (67%) for ESSN beneficiaries. In November 2023, over 83,772 households (368,790 individuals) received a one-time payment through the C-ESSN programme, and ESSN beneficiaries received a one-off seasonal transfer at the programme closure in July 2023³².

The Basic Needs RF includes two indicators to monitor the levels of inclusion and exclusion errors in the efficiency and effectiveness of the SSN. Inclusion errors refer to the incorrect acceptance of individuals who do not meet the eligibility criteria, thereby diverting resources from those in genuine need. Exclusion errors occur when eligible individuals or households are mistakenly left out of the cash assistance programme, often due to issues such as flawed selection criteria, administrative oversight, or lack of proper documentation. Reporting on these indicators has not been possible due to a lack of data. This is due to differences in the underlying calculation methods and data sources used by the MoFSS. The ESSN Satisfaction Survey³³ revealed key insights into beneficiary satisfaction with various aspects of the programme. A total of 95% of cash transfer recipients and 81% of non-recipients expressed satisfaction with the application process,

³² The one-off payment was provided based on the following criteria: Households with up to 4 members received TRY 600; households with 5 to 8 members received TRY 300; and households with more than 9 members received TRY 100.

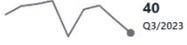
³³ IFRC/TRC, 2023: ESSN Satisfaction Survey Results. https://platform.kizilaykart.org/en/Doc/rapor/ESSN_Satisfaction_Survey-6_final.pdf

with 88% satisfied with the information provided on how to apply for the cash assistance. The cash card distribution process received high approval, with 98% of ESSN recipients expressing satisfaction, and 91% reported no difficulties in withdrawing cash from the banks. While 20% of recipients and 19% of non-recipients had provided feedback or made complaints, satisfaction with the response varied significantly between the two groups, with 89% of recipients satisfied compared to just 51% of non-recipients. Concerns about the adequacy of cash assistance persist, as 62% of recipients stated that the cash assistance was insufficient to cover their basic needs, with only 6% finding it sufficient. Overall, the operation of the cash transfer system is viewed in a very positive way.

Long-term Outcome



Long-term Outcome: The ability of vulnerable refugees to meet their basic needs is improved

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|--|---|-------------------------|
| B-Oc.01 Percentage of resource transfer beneficiary households with expenditure above the Minimum Expenditure Basket | S | - | 0 | 40 ↘ |  40 Q3/2023 | Target not set |
| B-Oc.02 Mean Livelihoods Coping Strategy Index (LCSI) for resource transfer beneficiary households | S | 6 | 4 | 3.8 ↘ |  3.8 Q3/2023 | 92% |
| B-Oc.03 Average (median) amount of debt held by resource transfer beneficiary households | S | 700 | 0 | 5,000 ↗ |  5k Q3/2023 | Target not set |

The long-term outcome of the Basic Needs strategy aims to improve the ability of vulnerable refugees in Türkiye to meet their essential needs. Despite the provision of cash assistance, refugees continue to face considerable challenges. The ESSN Post Distribution Monitoring (PDM18) survey³⁴ revealed that spending had increased substantially since PDM17. According to the survey results, household expenditure increased by 25% for recipient households. Almost all (98%) respondents used the assistance primarily for food, yet 77% of households remain in debt, with the median debt rising from TRY 4,800 to TRY 5,000. Only 40% of cash transfer recipients and 53% of non-recipients were above the Minimum Expenditure Basket³⁵ (MEB), a sharp decrease from the previous figures of 59% and 57%, respectively. This decline signifies deteriorating living standards. The UN WFP and TRC conducted a study to assess the MEB for the earthquake-affected provinces. The analysis found that the cost of the MEB increased by 3.48% between May and June 2024, reaching 2,996 TRY per individual and 14,831 TRY for a household of five³⁶.

To cope with the ongoing economic hardship, the PDM18 data reveals a complex picture of how recipient and non-recipient households are managing their economic difficulties. The most common emergency coping strategy for recipient households was involving children in income generation (11%) or withdrawing them from school to contribute to household income (9%). Stress coping strategies, which indicate a diminished capacity to deal with future shocks, are common. Borrowing money from non-relatives was the most frequently adopted strategy for both groups (67% for recipients and 54% for non-recipients), followed by purchasing food on credit (46% overall), with 68% of female-headed households in debt for food. These findings highlight the growing reliance on precarious measures to survive, which could lead to deeper vulnerabilities in the longer term.

Housing remains a significant concern, particularly in earthquake affected areas, where 17% of respondents live in damaged or temporary shelters, exposing them to greater protection risks³⁷. Nearly 27% of households reported that none of their school-aged children were attending school, with the figure rising to 33% in earthquake impacted areas. Health services have been strained, with 20% of respondents reporting difficulties accessing healthcare due to financial barriers³⁸. Despite these struggles, many refugees continue to express that their situation in Türkiye is better than returning to Syria. The worsening economic situation raises concerns about the sustainability of these coping strategies, particularly in the face of deteriorating living conditions and mounting debt.

34 IFRC TRC PDM18: <https://reliefweb.int/report/turkiye/turkiye-trcifrc-findings-post-distribution-monitoring-survey-round-18-navigating-socioeconomic-realities-insights-emergency-social-safety-net-essn-iii-programme-november-2023>

35 MEB is used to calculate the average cost required for a vulnerable household to meet its basic needs in a given context. It ensures that goods and services can be accessed without resorting to harmful coping strategies, maintaining minimum living standards for households of different sizes.

36 WFP/TRC, 2024: https://platform.kizilaykart.org/en/Doc/rapor/MEB_june_2024.pdf

37 UNHCR, 2023: https://reliefweb.int/report/turkiye/inter-agency-protection-needs-assessment-round-7-august-2023?gad_source=1&gclid=CjwKCAjwufq2BhAmEiwAnZaw8mCkcE3KniXPCEluGpccNW0X66BRqwnQgMky9YnXy0BDQqCkDgIBuBoCkQkQAvD_BwE

38 *Ibid.*

5. Livelihoods

Refugees and host communities face common employability problems in the high refugee concentration provinces. There are some demotivational factors for refugees to become formally employed such as losing or reducing their eligibility for social support services. The vocational training available, though beneficial, is often insufficient to provide the knowledge, skills and competencies sought by Türkiye’s labour market. Despite policy driven initiatives, unemployment and under-employment persists, attributed to a mismatch of skills, language barriers, and limited access to formal job markets. About one million working-age Syrians are thought to be active in the labour market, but mostly in low-skilled, informal or seasonal jobs. Reliable data for tracking refugee participation in the labour market is scarce. The Programme uses the number of work permits issued to Syrian refugees as the closest available proxy indicator.

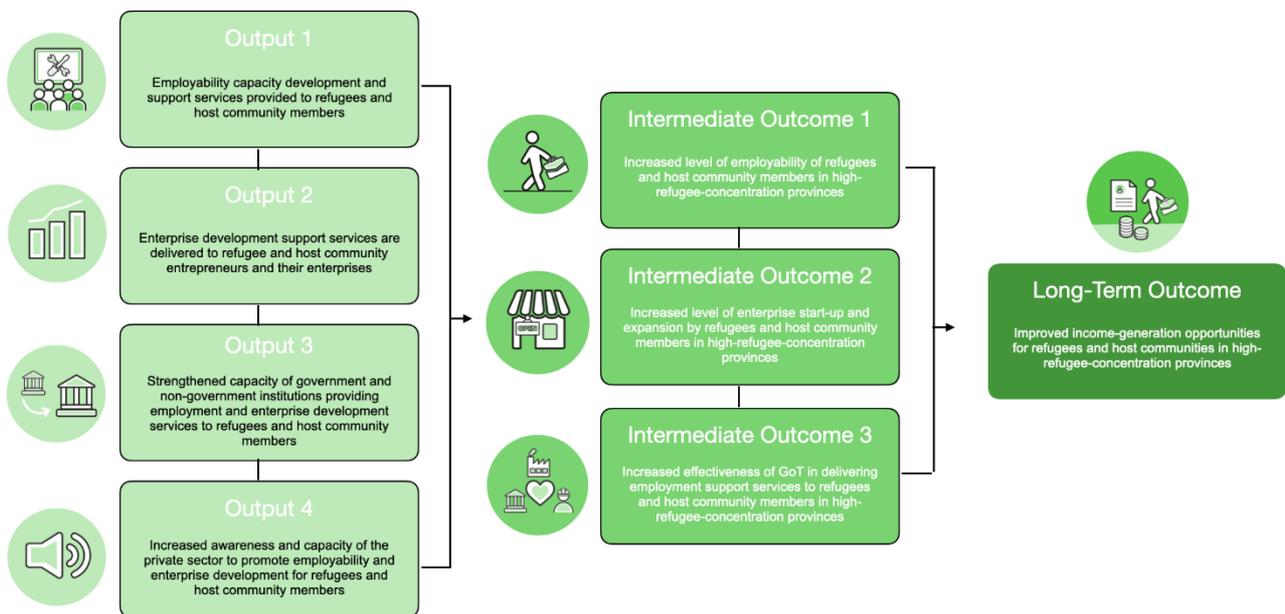
In Türkiye, small and medium-sized enterprises (SMEs) account for 99.7% of all enterprises and contribute to 71% of total employment, highlighting their crucial importance to the economy³⁹. SMEs owned by the host community and foreigners, including Syrians, play a vital role in job creation and improving livelihoods. Refugee-owned SMEs face acute funding and credit constraints, where limitations in accessing formal loans compel them to seek alternative, often less favourable, sources of funds.

The national strategy for the livelihoods priority area rests with the Turkish government agencies. Institutional strengthening is needed for selected government and other relevant national institutions, to improve the effectiveness of their policy, strategic and supervisory responses to the economic needs of refugees and vulnerable host communities in the future.

Livelihoods Support Strategy

The Livelihoods support strategy supports the supply and demand sides of the labour market for refugees and vulnerable host communities in high-refugee concentration provinces. It aims to enhance employment for youth, women, and ESN beneficiaries while facilitating enterprise start up and expansion. Capacity-building activities enhance the effectiveness of governmental, semi-governmental, and private sector institutions to better serve the targeted populations.

Figure 5: Livelihoods Priority Area Intervention Logic



39 Building Markets (2024) Economic Outlook of SMEs in the Earthquake Affected Region of Türkiye

Intermediate Outcome 1

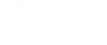


Intermediate Outcome 1: Increased level of employability of refugees and host community members in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|-----------------|---|-------------------------|
| L-Oc.05 Number of new or improved jobs created following receipt of EU-funded employability and employment support | I | 0 | 22,275 | 20,534 ↗ |  293 Q2/2024 | 92% |



Output 1: Employability capacity development and support services provided to refugees and host community members

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|---------|-----------------|--------------------------|--|-------------------------|
| L-Ot.01 Number of refugees and host community members registered for vocational skills development training (with EU refugee support) | I | 82,497 | 83,789 ↗ | 11,779 |  282 Q2/2018 4.5k Q2/2024 | 102% |
| L-Ot.02 Number of refugees and host community members who completed vocational skills development training (with EU refugee support) | I | 69,794 | 76,087 ↘ | 9,377 |  10 Q2/2018 3.4k Q2/2024 | 109% |
| L-Ot.03 Number of refugees and host community members provided with basic labour market skills training (with EU refugee support) | C | 30,873 | 11,644 ↗ | 8,292 |  2.1k Q3/2020 12k Q2/2024 | 38% |
| L-Ot.04 Number of refugees and host community members who benefited from employment counselling services (with EU refugee support) | C | 155,441 | 149,110 ↗ | 24,905 |  280 Q3/2018 150k Q2/2024 | 96% |
| L-Ot.05 Number of refugees and host community members who obtained a certificate in a vocational skill area issued by an authorised vocational certification body (with EU refugee support) | I | 15,400 | 18,086 ↘ | 282 |  31 Q1/2019 14 Q2/2024 | 117% |
| L-Ot.06 Number of refugees and host community craftsperson and tradesperson provided with financial/material assistance (with EU refugee support) | C | 1,500 | 1,594 | 0 |  338 Q3/2020 1.6k Q2/2024 | 106% |

By 30 June 2024, the Programme has supported 20,534 people in obtaining either new (38%) or improved (62%) jobs. The gender disaggregation is 86:14 in favour of men that is at odds with the closer to 50:50 gender balance for the underlying training and advisory services supporting this outcome. The job support target was significantly reduced during the year from 33,827 to 22,275 jobs due to a combination of projects finishing and linking the jobs target to the underlying training targets. Several ongoing skills training projects have not yet begun to contribute to the job-related outcome indicator.

The impact of the 2023 earthquakes in the affected provinces led to many deaths and casualties among employees and workers in the labour force. It is estimated that about two million people left the earthquake areas. According to the earthquakes recovery and reconstruction assessment, more than 700,000 people who were employed informally in five affected provinces would probably remain out of work for six months, seriously impacting their livelihoods⁴⁰.

Employability capacity development and support services provided to refugees and host community members

A variety of employability training and support programmes were delivered to refugees and host community members in the year ended 30 June 2024. An additional 11,779 participants were registered in short-term vocational skills development training courses, bringing the cumulative number of beneficiaries to 83,789, of which 51% were men. The 102% achievement rate (2023: 87%) is inflated due to the replanning of activities in several projects.

Most provinces had lower numbers of people registering for Vocational Education and Training (VET) courses but delivered a positive completion rate of 92% for the skills development training. The participants were divided between host community members (45%), and Syrian beneficiaries (54%) and less than 1% from other refugee nationality groups. A reason for this is that the project delivering the training also carries out household visits to Syrian families to encourage youths and children to enrol. On-the-job training (OJT) was dropped completely in Q2 2024.

A higher level of activity in life skills training was delivered through the collaboration between the Turkish Employment Agency (İŞKUR) and the TRC. The increase of 6,104 participants refers to individuals who completed the work-readiness and social life skills training at the TRC. The progress rate has increased from 8% to 20% which is a positive result. The achievement rate for individuals benefiting from employment counselling services has increased from 80% to 96% due to a reduction in the target and to an increase of 24,905 beneficiaries in the reporting year. Each participant who visited the TRC Centre received livelihood consultancy services. A total of 149,110 individuals have benefitted from the support.

40 Türkiye earthquakes recovery and reconstruction assessment, 2023 <https://reliefweb.int/report/turkiye/turkiye-earthquakes-recovery-and-reconstruction-assessment>

Intermediate Outcome 2



Intermediate Outcome 2: Increased level of enterprise start-up and expansion by refugees and host community members in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--------------------|-------------------------|
| L-Oc.06 Number of enterprises owned by refugees and host community members established or expanded following receipt of EU refugee support | C | 0 | 5,827 | 674 | 674 Q2/2024 | 12% |
| L-Oc.07 Number of jobs created by enterprises established or expanded with EU refugee support | I | 0 | 29,547 | 15,004 | 3.2k Q2/2024 | 51% |
| L-Oc.08 Percentage of refugee and host community owned enterprises established with EU support that are still operating six months or more after the completion of EU refugee support | S | 0 | 50 | 100 | 100 Q4/2023 | 200% |



Output 2: Enterprise development support services are delivered to refugee and host community entrepreneurs and their enterprises

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|-----------------|--------------------------|-------------------------------|-------------------------|
| L-Ot.07 Number of refugees and host community members provided with entrepreneurship training (with EU refugee support) | C | 7,820 | 7,933 | 2,432 | 47 Q4/2018 7.9k Q2/2024 | 101% |
| L-Ot.08 Number of enterprises, owned by refugees and host community members, provided with advisory services (with EU refugee support) | C | 14,701 | 13,850 | 10,332 | 32 Q4/2018 14k Q2/2024 | 94% |
| L-Ot.09 Number of enterprises, owned by refugees and host community members, provided with financial and/or material assistance (with EU refugee support) | C | 6,648 | 2,945 | 1,543 | 60 Q3/2019 2.9k Q2/2024 | 44% |



Output 4: Increased awareness and capacity of the private sector to promote employability and enterprise development for refugees and host community members

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|--------|-----------------|--------------------------|------------------------------|-------------------------|
| L-Ot.12 Number of private sector companies that benefited from awareness raising and capacity development activities (with EU refugee support) | C | 6,500 | 9,042 | 2,113 | 716 Q3/2020 9k Q2/2024 | 139% |

Limited progress in supporting the establishment and expansion of refugee and host community-owned enterprises was made. The overall target for the indicator was revised down from 6,680 to 5,827 and the latest target achievement rate is 17%. By 30 June 2024, a total of 674 enterprises had been established (45%) or expanded (55%), just over half were Syrian-owned (54%) and most were in the micro or small and medium sized enterprise (M/SME) categories. Although the numbers are modest, the trend is positive. The low level of newly established or expanded enterprises is attributed to several interconnected factors, including delays in the implementation of key projects, initiatives in an early stage of implementation, or yet to report data, uncertainty over refugee rights to remain in Türkiye, and restrictions on inter-provincial travel which is deterring business investment among the refugee community⁴¹.

Jobs created by supported enterprises

Data collected from three projects in the year ended 30 June 2024 reported an increase of 8,584 new jobs bringing the total to 15,004 jobs.

Supported enterprises survival rates

In Q4 2023, data from one project showed that all four enterprises established with Programme support were still operational six months after the support ended. The absence of ongoing monitoring when projects end creates data gaps, limiting the long-term impact assessment of the EU support. Nationwide data for Türkiye, published by TÜİK in December 2023, showed that 75% of formal enterprises established in 2021 were still operational in 2022⁴².

Enterprise development support services

A total of 2,432 individuals participated in entrepreneurship training in the year ended 30 June 2024. To date, 7,933 individuals have received training, with 45% being women. Syrian refugees comprise 64% of the entrepreneurship training participants, the rest were from the host community. The increase in the achievement in the past year should be treated

⁴¹ SUMAF PFEA: Oct 2023

⁴² <https://data.tuik.gov.tr/Bulten/Index?p=49391&dil=2>

with caution. The target was reduced from 12,120 to 7,820, which inflated the actual achievement rate to 101%. The project shifted the focus from incubation to expansion support after the earthquakes which affected the target of entrepreneurship training. The changes were justified to address the urgent needs of the post-earthquake context. By Q4 2023, many livelihood support projects began to take effect, adding to the increase in recorded training participants.

Advisory services are provided to SMEs by three projects, covering general entrepreneurship topics and various management issues, including soft, business, and technical skills. Most advisory support was directed towards M/SMEs, and SMEs and notable progress was seen in the advisory services delivered to M/SMEs managed by farmers. The cumulative total of 13,850 enterprises is a 94% achievement rate of which 18% were female-owned. Host community-owned enterprises made up 92% and Syrian refugee-owned enterprises accounted for the balance. The overall trajectory remains positive.

Financial/material support to SMEs

In the year ended 30 June 2024, financial support was provided to 1,543 enterprises. Almost 87% of the enterprises supported were host community owned with the balance consisting of Syrian owned enterprises (12%) and non-Syrian refugee-owned enterprises (1%). The target under this indicator was adjusted from 10,526 to 6,648. One project raised its target due to a shift in activities, while three others lowered their targets citing changes in inflation and economic conditions as key driving factors. The cumulative achievement rate of 44% is affected by project activities delivered that had previously faced delays and were affected by the earthquakes.

Group interviews by SUMAF in October 2023 with young refugees reveal significant challenges in establishing small businesses, even for those with a good command of Turkish or with relevant technical skills. The primary obstacle is their inability to access established M/SMEs financing schemes. The refugees face substantial barriers in securing loans and grants, including basic financial services like opening a bank account or obtaining a credit card. Many potential refugee entrepreneurs are unaware of the available financing sources, and existing NGO-supported schemes often fall short of providing adequate financial support for proper business establishment.

Private Sector Awareness and Capacity Building

A common perception among Turkish employers is that obtaining work permits for refugees is a challenging process due to the associated costs, bureaucratic hurdles, and lengthy waiting periods. During the year, several awareness raising initiatives to improve the capacity of enterprises to integrate refugees in their workplaces were launched. A total of 2,113 private companies were reached of which 92% were small-scale enterprises.

One project proactively promoted and facilitated the recruitment and training of refugee apprentices through informative visits to the targeted client companies. The capacity-building activities included discussions on how to apply for work permits for refugees, with an emphasis on business-related aspects. The activities focused on leveraging opportunities for exporting to Arabic-speaking countries, understanding the potential for innovation and export that Syrian entrepreneurs bring, and exploring possible areas of cooperation. Key discussions highlighted how large companies can contribute to the integration of refugees and how these companies can benefit from collaborating with Syrian entrepreneurs in the broader business supply chain. The importance of enhancing product ranges and expanding customer bases was underscored during the sessions.

Intermediate Outcome 3



Intermediate Outcome 3: Increased effectiveness of GoT in delivering employment support services to refugees and host community members in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--------------------|-------------------------|
| L-Oc.09 Number of refugees and host community members obtaining employment following receipt of İŞKUR employability support (with EU refugee support) | C | 0 | 10,000 | 18,174 | | 182% |
| L-Oc.10 Number of refugees registered with İŞKUR (with EU refugee support) | C | 0 | 63,300 | 73,369 ↗ | | 116% |



Output 3: Strengthened capacity of government and non-government institutions providing employment and enterprise development services to refugees and host community members

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|-----------------|--------------------------|--------------------|-------------------------|
| L-Ot.10 Number of employability and enterprise development institutions' staff provided with training (with EU refugee support) | C | 3,222 | 1,936 ↗ | 193 | 258 Q3/2020 | 60% |
| L-Ot.11 Total number of 'person training days' provided to employability and enterprise development institutions' staff (with EU refugee support) | I | 7,706 | 6,331 ↗ | 1,042 | 535 Q3/2020 | 82% |

Increased effectiveness in delivering employment support services

The project to help İŞKUR adapt its employment services to the needs of refugees ended. More than one-third of the jobs facilitated during its implementation were obtained in the İstanbul area (6,853), and 31% of the total number of beneficiaries were female. There was a 2:1 ratio of host community members to Syrian refugees benefiting from the jobs. The overall number of jobs recorded does not always include jobs sustained after the project support ends. The number of new refugees registered with İŞKUR with Programme support slightly increased in the reporting year. A reason for the slow progress is that many supported beneficiaries were already registered.

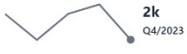
Strengthened capacity to provide employment and enterprise development services

Only one training project was active for employability and enterprise development institution staff during the year, where 193 staff were trained.

Long-term Outcome



Long-term Outcome: Improved income-generation opportunities for refugees and host communities in high-refugee-concentration provinces

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|--|--|-------------------------|
| L-Oc.02 Number of Syrian-owned enterprises registered during the last year | S | 3,216 | 0 | 2,027 ↘ |  2k Q4/2023 | Target not set |
| L-Oc.04 Number of work-permits issued for Syrians in the past 12 months | S | 13,290 | 0 | 120,610 ↗ |  120k Q4/2023 | Target not set |

The reported actual rates of delivery of new or enhanced jobs and the conversion of support to enterprises into successful company registrations, turnover, profit or jobs are very low for this reporting period. There are reduced output targets for employability (new and enhanced jobs) due to the disruption of project activities after the 2023 earthquakes. Several employability projects are in an early stage of implementation, but the achievement of their outcome targets will depend on an improvement in the external economic outlook. Most work permits (94%) issued for Syrian nationals are for men which reflects the unlocked potential of the refugees to contribute to the Turkish economy.

The support to enterprise contributes to Türkiye's commitment to SDG 8 (Decent work). The levels of training, business support and advisory services delivered were close to target but their conversion into new or expanded enterprises remains weak. Between 2,000 and 3,000 new Syrian owned enterprises have been registered each year since 2020. In the year 2023, just over 2,000 Syrian-owned enterprises were registered. The exact number of Syrian refugee-owned micro-enterprises in the informal sector is undocumented but is likely to be considerable.

The Livelihoods IPs include experienced international organisations with a long and successful working relationship with DG NEAR. The support strategy described in the Theory of Change has the basic proven structure that is used elsewhere but the scale of the individual projects is too small relative to the challenges to be overcome. The SUMAF monitoring missions for livelihoods have reported on individual successes in export led sectors, technology and agriculture. The blend between training, advisory services and grants is appropriate but lacks a wider initiative to address the known barriers of insufficient language skills, legal and administrative impediments, and access to finance. In this context, the outlook for the livelihoods support strategy in the long term is still challenging. Although most of the funded projects successfully achieved their results, the lack of an enabling economic and legislative environment creates important obstacles to outcome achievement.

The strategy recognises the need for capacity development for policy makers and the institutions and agencies that support enterprise and economic development. It also emphasises the important role of the private sector as part of the solution to expanding the inclusion of the refugees in economic activity. The projects to increase the awareness of private sector companies and potential employers of the skills, expertise and experience of the refugee community to contribute to their growth are too small to make a difference. These projects also target the vulnerable Turkish community who may benefit more from the refugee target groups.

It is likely that the combination of external factors including the prevailing negative economic climate, a negative attitude and behaviour of employers towards refugees and limited awareness of the skills they offer are, together, severely restricting the progress of the projects towards the outcome targets. Any improvement in the prospects for longer term achievement is likely to come from a closer collaboration with the Turkish national economic development strategy combined with an expansion of social cohesion initiatives to directly address the identified barriers to further economic integration of the refugee community into Turkish economic life.

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6. Municipal Infrastructure

Municipalities were among the primary responders delivering support services to Syrian refugees. The sudden increase in population in some urban areas has contributed to worsening environmental problems in those provinces where the refugee populations are significant. Many refugees in Türkiye reside either in metropolitan cities such as İstanbul, Bursa, Konya, İzmir and Ankara or in the south-eastern provinces such as Gaziantep, Şanlıurfa, Hatay, Adana and Mersin. Most refugees live in urban areas with host community members who often face similar needs and challenges in terms of municipal infrastructure. Very few remain in refugee camps.

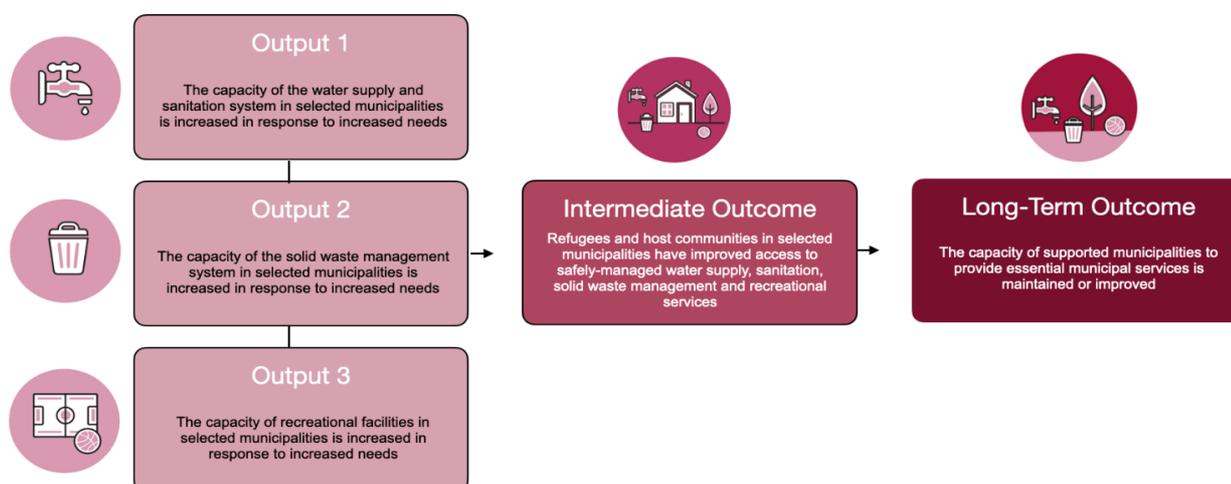
Türkiye is listed as a water-stressed country because of rapid urbanisation since the early 1980s. The refugee crisis worsened the situation considerably in certain provinces. According to 2022 TÜİK data⁴³, while 78% of municipal residents were served by wastewater treatment plants nationwide, the average for the ten provinces⁴⁴ with the highest refugee concentration was 65%. Water sanitation and solid waste management are also critical issues for municipalities.

Municipal recreational infrastructure contributes to the mental and physical well-being of youth and children. Over 70% of the 3.1 million Syrian refugees registered with the PMM are children and young adults under the age of 30. The provision of basic infrastructure for youth activities and sports is an important area for local government investment, as such infrastructure not only responds to the needs of local urbanised youth, but also facilitates cross-cultural communication and understanding which is an important contributor to social cohesion.

Municipal Infrastructure Support Strategy

The objective of the support strategy is to ensure that services are provided at the scale and reliability required, while any negative effects of service provision on the local environment are reduced or eliminated, and the economics of service delivery for the municipalities are improved in terms of both charges to citizens and operating costs. The Municipal Infrastructure Programme consists of three projects worth EUR 380 million and a component of a multi-sectoral project implemented by UNDP.

Figure 6: Municipal Infrastructure Priority Area Intervention Logic



43 TÜİK website <https://biruni.tuik.gov.tr/medas/?kn=121&locale=en>, July 2024

44 Kilis, Gaziantep, Hatay, Şanlıurfa, Mersin, Adana, Mardin, Kahramanmaraş, Osmaniye, and Kayseri

Intermediate Outcome



Intermediate Outcome: Refugees and host communities in selected municipalities have improved access to safely-managed water supply, sanitation, solid waste management and recreational services

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|-----------|-----------------|--|-------------------------|
| M-Oc.04 Number of people provided with access to safely-managed municipal water supply services (with EU refugee support) | S | 0 | 2,361,954 | 0 | Data not available | 0% |
| M-Oc.05 Number of people provided with access to safely-managed municipal sanitation services (with EU refugee support) | S | 0 | 4,520,275 | 182,490 |  | 4% |
| M-Oc.06 Number of people provided with access to safely-managed municipal solid waste management services (with EU refugee support) | S | 0 | 3,061,831 | 598,764 |  | 20% |
| M-Oc.07 Number of users of recreational facilities (with EU refugee support) | S | 0 | 0 | 0 | Data not available | Target not set |



Output 1: The capacity of the water supply and sanitation system in selected municipalities is increased in response to increased needs

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|--|--------------------------|--|-------------------------|
| M-Ot.01 Number of water supply and sanitation construction facilities completed (with EU refugee support) | I | 33 | 2 | - | Data not available | 6% |
| M-Ot.02 Percentage completion level of water supply and sanitation system construction projects (with EU refugee support) | S | 100 | 41  | 10 |  | 41% |



Output 2: The capacity of the solid waste management system in selected municipalities is increased in response to increased needs

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|--|--------------------------|--|-------------------------|
| M-Ot.04 Number of solid waste management facilities completed (with EU refugee support) | I | 10 | 6  | - |  | 60% |
| M-Ot.05 Percentage completion level of solid waste management construction projects (with EU refugee support) | S | 100 | 68  | 1 |  | 68% |



Output 3: The capacity of recreational facilities in selected municipalities is increased in response to increased needs

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|--------|--|--------------------------|--|-------------------------|
| M-Ot.07 Number of recreational facilities completed (with EU refugee support) | I | 23 | 12 | 12 | Data not available | 52% |
| M-Ot.08 Percentage completion level of recreational facility construction projects (with EU refugee support) | S | 100 | 76  | 33 |  | 76% |

The specific objective of the municipal infrastructure priority area is to finance the rehabilitation or expansion of basic services in areas where the pressure of the refugee community on services is great and where the ability of the local municipalities to respond is weak. The focus is on potable water supply and sanitation, urban solid waste management and recreational services. The largest share of investment in this priority area is in infrastructure development, but institutional capacity development is also supported.

The Programme has financed four projects under the municipal infrastructure priority area. One project is completed. It has provided several wastewater and solid waste management facilities in four southeastern provinces. The construction of water supply, sanitation and solid waste management facilities in 13 provinces is continuing under two of the remaining projects. The fourth project is working with the Ministry of Youth and Sports to provide recreational infrastructure. It started in 2020. A total of 20 municipalities within the 13 provinces are supported in the Central Anatolian, southern and south-eastern regions.

Improving water supply and sanitation systems

Approximately 180,000 people are benefiting from the two completed water supply and sanitation sub-projects (4% target achievement rate). These are a wastewater treatment plant in Hatay and a solar drying (of waste from sanitation) facility in Kilis.

The Programme is financing an additional 31 new water supply and sanitation facility sub-projects (either new constructions or the upgrading of existing facilities). A total of 17 municipalities (mostly in the south-east) are targeted for this support. When all 33 facilities are completed a total of over 2.3 million people are expected to benefit from improved access to safely managed municipal water supply services and over 4.5 million people will benefit from improved access to safely managed municipal sanitation services.

By 30 June 2024, 12 of the 31 additional facilities remained at the first of six stages⁴⁵ of the infrastructure development process. This stage consists of 'pre-construction planning (including detailed design work) and contracting'. One sub-project was at Step 2 (contracting of constructors and consultants completed and construction permits granted) while 18 sub-projects were at Step 3 (physical construction ongoing). The progress made since June 2023 is positive. Since then, eleven sub-projects have advanced to a subsequent stage and the average sub-project completion level has increased from 31% to 41%.

Improving solid waste management capacity

Almost 600,000 people have already benefitted from access to improved solid waste management services as a result of the EU support provided (20% target achievement rate). The construction of six solid waste management (SWM) facilities was successfully completed with Facility Tranche I funding. All are in operation. The six facilities are four waste transfer stations (three in Hatay and one in Şanlıurfa), a leachate management facility in Kilis, and a Mechanical Biological Treatment (MBT) facility in Gaziantep. The MBT facility processes solid waste from seven districts of Gaziantep province.

Four additional SWM facilities are in development. At 30 June 2024, three were at Step 1 (planning and contracting) while the construction contract was signed and site delivery was completed for the fourth one by May 2024. The relatively slow progress in the construction of the facilities was originally attributed to the COVID-19 pandemic interruptions, urban planning issues and project procurement-related factors. The situation was further aggravated last year by the effects of the earthquakes. The external consultants contracted for three projects were already at the design review and tender preparation stage at the beginning of 2023. All operations stopped because of the earthquakes and the construction commencement was postponed to Q1 of 2024.

The average completion level of the solid waste management facility sub-projects is weak, showing a small increase from 67% to 68% in this reporting year. The outcome achievement rate is expected to rise significantly to over 3 million people when the remaining sub-projects reach their completion stage and are put into use.

Increasing recreational services capacity

The municipal infrastructure portfolio includes a project for the improvement of municipal recreational facilities of community, sports and cultural activities in targeted neighbourhoods. The objectives aim to facilitate an increased level of interaction between the refugee and host communities. It started in July 2020 and was due to be completed in July 2024. With the approval of Addendum No.1 in June 2024, the project completion deadline is extended to December 2025. The project originally planned to construct a total of 28 recreational facilities (sub-projects) in 12 provinces. Due to a rapid increase in construction costs, the number of sub-projects was reduced to 23 in the recently approved Addendum.

By the end of June 2024, construction works of all 23 facilities are finalised. Provisional acceptance is granted for 11 football fields and one tennis court, while the remaining five youth centres, four training halls, one football field and one swimming pool are due to receive provisional acceptance in the next reporting period. The progress since June 2023 is positive. Following the reduction of the number of sub-projects, the average percentage completion rate increased from 43% in June 2023 to 76% in June 2024.

Data for the number of users of the completed recreational facilities is reported under the Social Cohesion priority area. More data, specific to the usage of the completed facilities, is expected in the next reporting period.

⁴⁵ Key implementation steps are as follows:

- Step 1: Planning and contracting on-going
- Step 2: Contracting completed and construction permit granted
- Step 3: Construction ongoing
- Step 4: Equipment installation completed
- Step 5: Provisional acceptance issued
- Step 6: Operational

Long-term Outcome



Long-term Outcome: The capacity of supported municipalities to provide essential municipal services is maintained or improved

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|----------|--------|--|---|-------------------------|
| M-Oc.01 Percentage of households in the target municipalities with access to safely-managed municipal water supply | S | 98 | 0 | 97.6 ↘ |  97.6 Q4/2022 | Target not set |
| M-Oc.02 Percentage of households in the target municipalities with access to safely-managed municipal sanitation | S | 83 | 0 | 87.36 ↗ |  87.36 Q4/2022 | Target not set |

TÜİK publishes data every two years for the levels of essential services provided by the municipalities. According to the latest data published in 2022, while 99% of municipal populations in the country were served by water supply network, the average for the ten provinces supported by the EU was marginally lower at 97.6%. This minor decline, from the 98% recorded in 2018, is mainly due to a significant decline in Kilis partially offset by improvements in Mardin. Similarly, the percentage of the municipal populations served by sewerage networks in 2022 was 93% for the whole country and 87% for the eleven provinces served by the Programme. The EU funded investments in sewerage systems in Kahramanmaraş, Osmaniye and Şanlıurfa account for most of the increase since 2018.

The earthquakes had a major impact on much of the urban infrastructure in the affected area, including drinking water, sewage networks, stormwater collection systems, the WWTPs and the waste management systems of the affected municipalities, impacting the existing infrastructure and equipment. The management of construction debris is a major environmental problem in terms of polluting the ecosystems into which the debris is dumped, including due to the release of asbestos⁴⁶.

⁴⁶ Türkiye 2023 Report, DG NEAR Staff Working Document (https://neighbourhood-enlargement.ec.europa.eu/document/download/eb90aefd-897b-43e9-8373-bf59c239217f_en?filename=SWD_2023_696%20T%C3%BCrkiye%20report.pdf).

7. Migration and Border Management

Existing Migration and Border Management (MBM) facilities can barely cope with the complexity and volume of migration flows. The extra burden placed on Türkiye’s MBM systems by the refugee crisis is multifaceted and significant. Türkiye has faced profound challenges in managing migration flows. At April 2024, over 3.1 million Syrian refugees were under the temporary protection regime, while 222,000 refugees and asylum seekers from other conflict-affected countries sought protection⁴⁷. More recently, the complex migration landscape is further underscored by 38,935 displaced Ukrainians⁴⁸.

The MBM challenges have been magnified by a series of policy shifts, natural disasters, and social tensions. The 2023 earthquakes impacted 11 provinces and created urgent humanitarian needs in areas where 1.7 million Syrians lived. In these regions, 7,000 Syrians lost their lives, and 4,000 were injured⁴⁹.

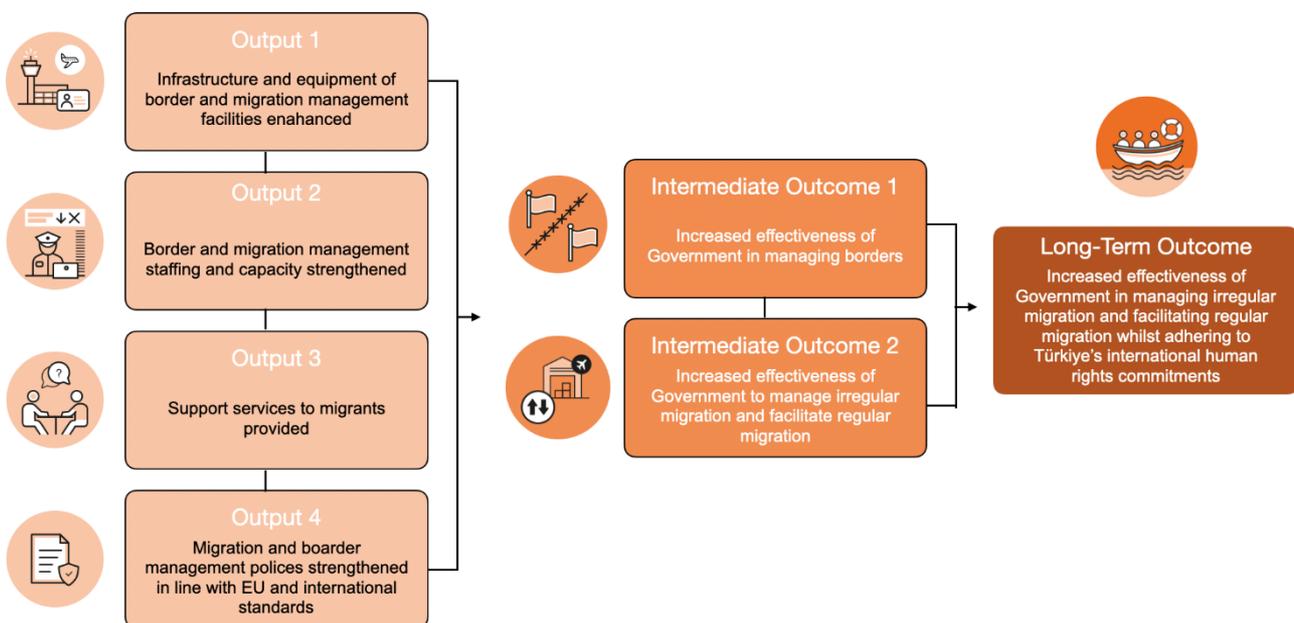
The PMM oversees migration management in Türkiye, supported by several key security agencies. In 2023, the Department of Border Management, previously part of the General Directorate of Provincial Administration, was replaced by the General Directorate of Border Management under the PMM.

MBM support strategy

At June 2024, four MBM projects were in progress under the EU support to refugees programme with a total allocation of EUR 340 million. They focus on the effectiveness of MBM systems while respecting international human rights standards.

After an extensive review process with PMM, the MBM RF was finalised in August 2024. It includes one long-term outcome, two intermediate outcomes, and four outputs supported with a total 21 indicators. No data has been collected for the indicators during the reporting period. The MBM RF will be operationalised from Q3 2024. Progress will be included in the upcoming Monitoring Report.

Figure 7: Migration and Border Management Intervention Logic



47 UNHCR Türkiye Factsheet (2024): https://www.unhcr.org/tr/wp-content/uploads/sites/14/2024/05/Bi-annual-fact-sheet-2024-02_Turkiye_FINAL-30-April-24.pdf

48 UNHCR, Ukraine Refugee Situation Data at 12 August 2024: <https://data.unhcr.org/en/situations/ukraine>

49 SBB (March 2023): <https://www.sbb.gov.tr/wp-content/uploads/2023/03/2023-Kahramanmaras-ve-Hatay-Depremleri-Raporu.pdf>

Intermediate Outcomes and indicators

Intermediate Outcome 1: *Increased effectiveness of the Turkish government in managing borders*

- MBM-Oc.03: Number of irregular migrants apprehended by authorities of Türkiye
- MBM-Oc.04: Number of casualties at borders
- MBM-Oc.05: Number of fraudulent documents seized at airports
- MBM-Oc.06: Number of inadmissible passengers detected at airports
- MBM-Oc.07: Level of functionality of inter-agency and international cooperation mechanisms in the area of integrated border management

Intermediate Outcome 2: *Increased effectiveness of the Turkish government to manage irregular migration and facilitate regular migration*

- MBM-Oc.08: Number of migrants accommodated in removal centres supported through EU Refugee Support
- MBM-Oc.09: Number of migrants provided with alternatives to immigration detention measures (ATD)
- MBM-Oc.10: Number of irregular migrants returned to their countries of origin
- MBM-Oc.11: Number of persons who were issued a residence permit in Türkiye
- MBM-Oc.12: Level of alignment of accommodation conditions in the removal centres with EU and international standards

Outputs and indicators

Output 1: *Infrastructure and equipment of border and migration management facilities enhanced*

- MBM-Ot.01: Length of border (KM) strengthened with enhanced security and surveillance systems with EU Refugee Support
- MBM-Ot.02: Number of removal centres built or refurbished with EU Refugee Support
- MBM-Ot.03: Number of border-crossing points enhanced with EU Support for Refugees in Türkiye

Output 2: *Border and migration management staffing levels and capacity strengthened*

- MBM-Ot.04: Number of staff trained in the area of a) border management and b) migration management with EU Refugee Support
- MBM-Ot.05: Number of training days provided to staff in the area of border and migration management with EU Refugee Support
- MBM-Ot.06: Number of staff employed and/or remunerated in the area of migration management with EU Refugee Support

Output 3: *Support services to migrants provided*

- MBM-Ot.07: Number of irregular migrants provided with support services in the removal centres with EU Refugee Support
- MBM-Ot.08: Number of vulnerable migrants identified in removal centres and referred to external services

Output 4: *Migration and border management policies strengthened in line with EU and international standards*

- MBM-Ot.09: Number of legal, policy and operational frameworks on a) border management and b) migration management improved with EU Refugee Support

Intermediate Outcome 1: *Increased effectiveness of the Government in managing borders*

The specific objective is to strengthen Türkiye's capacity to manage borders. In 2023, Turkish security forces apprehended 234,092 irregular migrants and detained 9,256 migrant smuggling organisers⁵⁰. Mobile Migration Points detected 47,466 irregular migrants out of 143,047 foreign individuals inspected for irregular stays⁵¹. In the year ended 30 June 2024, Türkiye intensified its efforts to combat irregular migration through initiatives such as Mobile Migration Points and *Kalkan* (Shield) operations.

Voluntary, safe, and dignified returns remain a policy priority for the PMM, which launched its National Assisted Voluntary Return (AVR) programme in 2021. Although the AVR does not cover the return of Syrian refugees, by the end of 2023, 625,000 Syrians had returned to Syria, though concerns remain about the voluntary nature of some of these returns⁵². The country has made significant progress in strengthening its borders with Iran and Syria and constructing 1,234 km of patrol roads. The enhanced effort led to the prevention of 203,437 irregular migrant entries.⁵³

50 PMM, 2023: PMM, December 2023, <https://www.goc.gov.tr/icisleri-bakani-ali-verlikaya-duzensiz-gocmenlere-ve-gocmen-kacakligi-organizatorlerine-asla-gecit-vermiyoruz>

51 *Ibid.*

52 IHA, 2024: <https://www.ihaberleri.com.tr/kilis-haberleri/icisleri-bakani-verlikaya-huzurumuzu-bozanlari-112yi-arayarak-ihbar-edin-58712442>

53 PMM, 2023

Intermediate Outcome 2: *Increased effectiveness of the Government to manage irregular migration and facilitate regular migration*

The specific objective is to improve the effectiveness of the Government of Türkiye in managing irregular migration while facilitating regular migration pathways. This objective aligns with SDG 10: Reduced Inequalities, specifically targeting the creation of safe, orderly, and responsible migration systems. Efforts made in the reporting period include expanding Türkiye's detention capacity and providing temporary protection to Syrian refugees in large-scale camps. While significant progress has been made, administrative challenges, such as inconsistencies in registration processes and growing numbers of undocumented individuals, continue to present obstacles to effective migration management.

Türkiye continues to implement substantial measures to manage irregular migration and facilitate regular migration. There are 32 removal centres, providing a combined detention capacity of approximately 18,700 places. Following the earthquakes, some removal centres became non-operational or repurposed to serve as a temporary shelter for earthquake victims⁵⁴. The number of Syrians in the temporary centres increased from 47,467 to 63,730, reflecting the urgent need for shelter and basic services. They provide essential facilities such as shelter, heating and medical care, were opened to Turkish citizens affected by the earthquakes. By December 2023, they were housing 63,881 Syrian refugees⁵⁵.

Despite these efforts, significant administrative challenges persist. The registration processes for international protection have been inconsistent, with 63 provinces halting new registrations in areas where the foreign population exceeds 20% of the Turkish population⁵⁶. This inconsistency, compounded by the deactivation of IDs due to address verification issues, has left many refugees unable to access essential services, contributing to a growing number of undocumented individuals. The number of rejection decisions has also increased, with 94,506 decisions issued in 2023, a significant rise compared to 51,472 in 2022.

Since 2022, the number of foreigners holding residence permits in Türkiye has fallen. In 2022, 1,354,094 residence permits were issued, but this number fell to 1,107,032 in 2023 and slightly increased to 1,108,757 by July 2024. Short-term residence permits continue to dominate, with 575,410 issued, followed by 171,136 student permits, 130,687 family permits, and 231,524 permits under other categories. The decline in permits issued suggests a possible shift in migration policies or the effect of adverse economic conditions influencing residency in Türkiye⁵⁷.

Long-term Outcome: *Increased effectiveness of the Turkish government in managing irregular migration and facilitating regular migration while adhering to Türkiye's international human rights commitments*

MBM-Oc.01: Level of progress made in revising legislative and policy frameworks on migration management in line with EU Acquis

MBM-Oc.02: Number of irregular migrants apprehended in Greece, Bulgaria and Italy who have transited through Türkiye.

The long-term outcome results statement is to create a framework that manages irregular migration in a secure, dignified, and orderly manner while addressing national security concerns. Türkiye has made some progress in aligning its migration management systems with the EU *Acquis*. There are still gaps in legislative reforms, especially regarding asylum procedures, border management, and the protection of fundamental rights. The migration data trends show that the number of illegal border crossings between Türkiye and Greece has remained significantly lower than before the adoption of the EU-Turkey Statement in March 2016, but, more recently, there was a 62% increase in irregular arrivals from Türkiye to Greece, while other routes saw a substantial decline. For instance, the sea route to Italy experienced a 52% decrease, and irregular arrivals in Cyprus via the Green Line decreased by 42%⁵⁸.

54 (<https://www.goc.gov.tr/kurumlar/goc.gov.tr/Mali-Tablolar/FAALİYET-RAPORU/2023/2023-Yili-İdare-Faaliyet-Raporu.pdf>)

55 IOM Quarterly Report: Migrant Presence Monitoring Türkiye, Overview of the Situation with Migrants, 2023.

56 PMM, 2023: <https://www.goc.gov.tr/istanbulda-39-ilcenin-yabancilarin-ikamet-izinlerine-kapatildigi-iddialarina-iliskin-basin-aciklamasi>

57 PMM, July 2024: <https://en.goc.gov.tr/residence-permits>

58 EU Türkiye 2023 Report, 8 November 2023 (Page 7)

8. Social Cohesion

The cultural diversity introduced by the refugee population offers potential for enriching local communities, but it has also led to substantial social tensions. A critical barrier to integration is the language gap. Many refugees, especially adults, struggle to achieve the Turkish language proficiency necessary to engage fully in society. This limitation hampers their ability to access essential services including healthcare and education, to secure employment, and to actively participate in community life. Women face additional hurdles, including cultural norms that limit their public participation, further deepening their isolation from the host community.

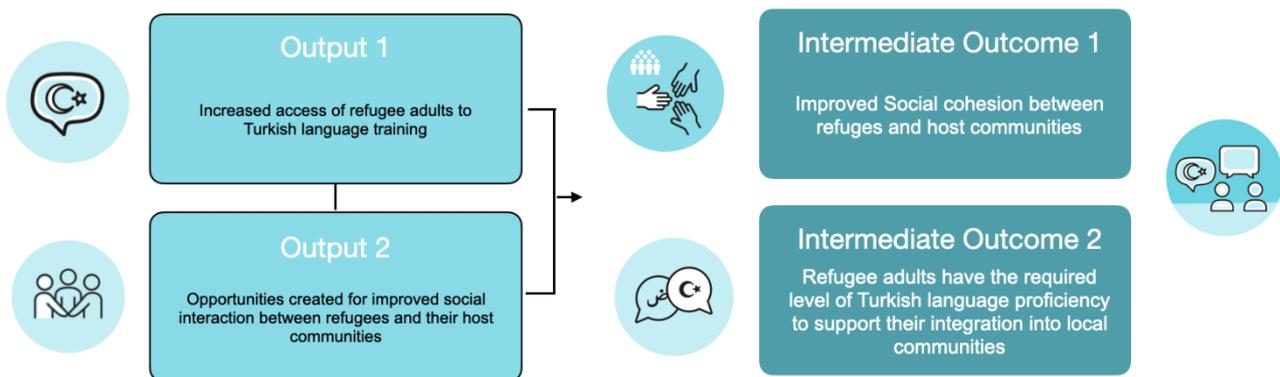
The social divide is further widened by negative media portrayals and political rhetoric, which frames refugees as economic burdens and competitors for jobs and resources. Media narratives have highlighted the pressure of refugees on public services, amplifying existing frustrations. The rhetoric, particularly prevalent during election periods, has promoted a hostile atmosphere towards refugees, with xenophobic sentiments on the rise. Political campaigns often frame the refugee presence as a threat to Turkish identity, leading to growing public calls for their repatriation. The toxic narrative amplifies social conflicts, making it more difficult to bridge the gap between the refugee and host communities.

Efforts to promote social cohesion, particularly through Turkish language courses and inter-community social events, remain essential in addressing these divisions. Without adequate language training and genuine opportunities for cultural exchange, the risk of long-term social fragmentation persists. The economic strain intensified by inflation and the aftermath of natural disasters like the 2023 earthquakes has made it harder for both refugees and host communities to achieve a peaceful coexistence. In this challenging context, the promotion of mutual understanding and increasing opportunities for refugees to integrate meaningfully into Turkish society is vital for fostering long-term social cohesion.

Social Cohesion Support Strategy

The support strategy aims to improve social cohesion between refugees and host communities and enhance refugees' Turkish language proficiency for better social and economic integration. The strategy is built on two main interventions areas: expanding access to Turkish language training programmes and creating opportunities for social interaction through cultural, social, and sporting activities. These activities, embedded across sectors like Education, Livelihoods, and Municipal Infrastructure, aim to reduce language barriers, promote mutual understanding, and build community integration. Social cohesion is treated as a cross-cutting priority area, with seven ongoing and eight completed projects focusing on social cohesion activities, while three ongoing and eight completed projects provide Turkish language training to aid refugee integration.

Figure 8: Social Cohesion Intervention Logic



Intermediate Outcome 1



Intermediate Outcome 1: Improved social cohesion between refugees and host communities

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--------------------|-------------------------|
| C-Oc.01 Percentage of refugees who have reported experiencing issues with social cohesion in their neighbourhood or workplace over the past 12 months | S | 11 | 0 | 27.2 | Q4/2021 | Target not set |
| C-Oc.02 Average social distance score (Turks towards Syrians) | S | 0 | 0 | -0.56 | -0.56 Q4/2022 | Target not set |
| C-Oc.03 Average social distance score (Syrians towards Turks) | S | 1 | 0 | 0.55 | 0.55 Q4/2021 | Target not set |



Output 2: Opportunities created for improved social interaction between refugees and their host communities

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|--|------|---------|-----------------|--------------------------|-------------------------------|-------------------------|
| C-Ot.03 Number of refugees and host community members who participated in inter-community social cohesion events (with EU refugee support) | I | 702,310 | 910,307 | 94,397 | 82k Q4/2017 72k Q2/2024 | 130% |

The intermediate outcome focuses on promoting mutual understanding and fostering positive interactions that reduce tensions and enhance integration between refugees and host communities. This aligns closely with SDG 10: Reduced Inequalities, which emphasises efforts to reduce social inequalities and enhance inclusion for vulnerable groups, including refugees. It also supports SDG 16: Peace, Justice, and Strong Institutions, which seeks to build peaceful and inclusive societies by addressing social tensions and promoting coexistence.

Despite ongoing efforts to improve social cohesion, the perception of refugees in Türkiye remains largely negative. According to the Syrians Barometer (SB), 41% of respondents reported increased tension between refugees and host communities, while 88% of Turkish citizens expressed a desire for Syrian refugees to return to their home country. The social distance between the two groups has worsened, reaching its highest score of -0.56, indicating deepening divisions⁵⁹.

Economic difficulties and negative media portrayals continue to fuel these tensions. Many Turkish citizens view Syrians as contributing to societal and economic problems, with 77% believing that Syrians harm the economy and 76% expressing concerns about cultural impact. Social interactions between the groups have also diminished, with only 41% of Turkish citizens willing to engage in conversations. Moreover, 77% of Turkish respondents believe that Syrians have not integrated into Turkish society⁶⁰. The available evidence is that the social attitudes towards the refugees are continuing to deteriorate.

Efforts to improve social cohesion have centred on facilitating interactions through inter-community events. During the year ended 30 June 2024, approximately 90,000 refugees and host community members participated in these events, bringing the total number of participants to over 900,000 since the Programme began. The annual performance includes a surge of 68,000 participants in social cohesion events in Q2 2024. A notable increase in participation was observed in earthquake affected regions such as Adana, Hatay, and Şanlıurfa. An additional 5,000 non-Syrian refugees joined these events, reflecting a broader engagement across refugee groups. The surge in participation this year, especially in earthquake affected areas, underscores the vital role these events play in fostering social cohesion and supporting post-disaster recovery. The promotion of social cohesion has improved this year but a comprehensive strategy, using innovative social media is needed in this priority area to achieve more positive change.

⁵⁹ SB-2022: <https://www.unhcr.org/tr/wp-content/uploads/sites/14/2024/07/SB-2022-EN-d1-2.pdf>

⁶⁰ *Ibid.*

Intermediate Outcome 2



Intermediate Outcome 2: Refugee adults have the required level of Turkish language proficiency to support their integration into local communities

| INDICATOR NAME | TYPE | BASELINE | TARGET | INDICATOR VALUE | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|----------|--------|-----------------|--|-------------------------|
| C-Oc.04 Percentage of adult refugees who report significant difficulties in communicating in the Turkish language | S | 40 | 0 | 35.8 ↗ |  | Target not set |



Output 1: Increased access of refugee adults to Turkish language training

| INDICATOR NAME | TYPE | TARGET | INDICATOR VALUE | CHANGE SINCE LAST REPORT | PROGRESS OVER TIME | TARGET ACHIEVEMENT RATE |
|---|------|--------|-----------------|--------------------------|--|---|
| C-Ot.01 Number of adult refugees who completed one or more Turkish language courses (with EU refugee support) | C | 72,547 | 56,708 ↗ | 1,963 |  |  78% |

The limited Turkish language proficiency among adult refugees is a significant barrier to refugee integration in Türkiye. The intermediate outcome focuses on ensuring that refugee adults acquire the necessary Turkish language skills to facilitate a better interaction within local communities. Since the beginning of the Programme, over 56,000 adult refugees have completed one or more Turkish language courses. In the year ended 30 June 2024, 1,963 additional adult refugees completed a Turkish language course, marking significant progress compared to 624 in the previous year. Two-thirds of the beneficiaries were women, a notable improvement in gender inclusion. Most participants reached the target of completing the A1 level, providing them with basic communication skills. A small increase in course participation was reported in some earthquake affected provinces, highlighting a continued demand for language training in areas undergoing post-disaster recovery.

Around 60% of participants in SUMAF group interviews reported attending Turkish language courses, which are typically offered through Public Education Centres (PECs) or local NGOs. Despite their participation, many refugees, particularly women, only achieve basic conversational skills, which are insufficient for navigating daily life, accessing services, or entering the labour market. Women face additional cultural barriers that limit their public engagement, further isolating them and restricting their employment opportunities⁶¹.

In the winter 2023, SUMAF focus group discussions, many refugees expressed dissatisfaction with the language courses, noting that they are overly focused on grammar and do not provide enough practical conversational skills for everyday situations. The short duration of the courses was also considered to hinder fluency development. The lack of follow-up courses, childcare facilities for women, and weekend classes for working men makes it difficult for refugees to continue improving their Turkish language skills. Afghan refugees reported specific challenges, citing limited access to courses tailored to their needs, which further impedes their integration.

Moving forward, Turkish language training must be expanded and adapted to meet the practical needs of refugees, particularly women and other vulnerable groups. A stronger focus on conversational skills, longer-term courses, and more accessible training options are essential to help refugees attain the language proficiency needed to fully integrate into Turkish society, access essential services, and secure stable employment.

61 SUMAF PFEA: Oct 2023.