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Tenth Annual Report on the Facility for Refugees in Turkey

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1. Introduction

Under Article 8(1) of Commission Decision C(2015) 9500[1] ('the Decision'), the Commission must keep the European Parliament and the Council regularly informed about the implementation of the Facility for Refugees in Turkey ('the Facility'). Under Article 8(2) of the Decision, the Commission must report annually to the European Parliament and to the Council on the Facility's implementation. The first annual report on the Facility was published in March 2017[2]. All annual reports can be found on the Facility for Refugees website. This tenth annual report is based on data up to and including January 2026.

1.1. Türkiye and the refugee crisis

Due to its geographic position, Türkiye is a prominent reception and transit country for refugees and migrants. In January 2026, according to data provided by the Turkish government, the country hosted 2 339 543 Syrians under temporary protection and more than 300 000 registered migrants, mainly from Afghanistan, Iraq, Iran and Somalia[3,4]. This has had a significant impact on host communities. The protracted presence of Syrian refugees and continuing irregular arrivals from Afghanistan in Türkiye represent an increasing challenge to social cohesion between refugees, migrants and host communities. Following the fall of the Assad regime in December 2024, and according to data provided by the Turkish authorities, more than 600 000 Syrians have returned to Syria. UNHCR has monitored the voluntary returns from Türkiye of over 453 000 Syrians since 8 December 2024 (as of 30 January 2026). This brings the total number of voluntary returns to Syria since 2016 to some 1.3 million in February 2026. UNHCR is present at the border crossings and has been monitoring the voluntary returns through individual interviews. The Turkish authorities have underlined that returns should be voluntary, safe, dignified and orderly.

On the eastern Mediterranean route, detections of illegal border crossings continued to fall overall, which shows that cooperation can deliver results, but risks have not disappeared. Along the eastern Mediterranean route, the most frequently detected nationalities in 2025 were Afghans (27%), Sudanese (18%), Egyptians (16%), Bangladeshis (7%) and Syrians (6%). Irregular border crossings by Syrian nationals have decreased sharply (-88%). The main departure points along the route were Türkiye (62%) and Libya (38%). At the external maritime borders, the risks and the loss of life remain severe, with organised criminal networks frequently exploiting vulnerable individuals by facilitating irregular crossings in overcrowded and substandard vessels.

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[1] Commission Decision C(2015) 9500 of 24.11.2015 on the coordination of the actions of the Union and of the Member States through a coordination mechanism – the Refugee Facility for Turkey.
[2] https://enlargement.ec.europa.eu/document/download/9dc8736f-c734-48be-8678-aca919a6a1bf_en.
[3] https://en.goc.gov.tr/irregular-migration.
[4] A specific characteristic of the Turkish asylum system is linked to the fact that the country has signed the 1967 New York Protocol of the 1951 Geneva Convention with a reservation. Accordingly, the vast majority of refugees in Türkiye cannot apply for fully fledged refugee status, but only for 'Conditional Refugee' status, which, if granted, limits the stay in the country until the moment a recognised refugee is 'resettled to a third country'.

Türkiye continues to make very significant efforts to host and address the needs of refugees and migrants and has reiterated its commitment to implementing the EU-Turkey Statement of 18 March 2016[5] ('the Statement'). The Statement continued to deliver concrete results in 2025. Under the 'One-for-One' resettlement scheme set out in the Statement more than 44 046 persons were resettled from Türkiye to the EU between April 2016 and December 2025. EU Member States have suspended resettlement from Türkiye following the change of regime in Syria in December 2024. The total number of persons returned from the Greek islands to Türkiye under the 'One-for-One' scheme since 2016 stands at 2 253. As the Turkish authorities have not revoked their decision of March 2020 to suspend return operations under the Statement following the COVID-19 pandemic, no return operations have since taken place, despite repeated requests from the Commission and the Greek authorities.

The October 2020 European Council agreed to launch a positive EU-Türkiye agenda. Four priority areas were identified: (i) improving the functioning of the Customs Union and relaunching discussions on its modernisation; (ii) migration and support to refugees; (iii) high-level dialogues; and (iv) people-to-people contacts and mobility. The European Council of June 2021 reiterated the EU's readiness to engage with Türkiye in a phased, proportionate and reversible manner to increase cooperation in a number of areas of common interest, subject to the established conditions set out in March 2021 and in previous European Council conclusions. The Joint Communication of 29 November 2023 responded to the invitation by the European Council of 29-30 June 2023 to the High Representative and the Commission to submit a report on the state of play of EU-Türkiye relations. It put forward several proposals to reinvigorate relations, including in migration management and financial support to refugees and host communities. Two EU-Türkiye high-level dialogues on migration and security took place in Brussels in November 2023 and in Istanbul in July 2025.

1.2. The EU response to the crisis and the establishment of the Facility

The European Union has supported Türkiye in hosting over 3 million refugees, mainly from Syria, since 2011. In response to the call from EU Member States for significant additional funding to support refugees in Türkiye, the Commission established the Facility for Refugees in Turkey by means of the Commission Decision of 24 November 2015, amended on 10 February 2016 and on 14 March and 24 July 2018. The Facility is a mechanism to coordinate the mobilisation of resources made available under both the EU budget and additional contributions from Member States integrated into the EU budget as external assigned revenue[6]. Member States committed politically to provide national contributions as part of the

[5] http://www.consilium.europa.eu/en/press/press-releases/2016/03/18-eu-turkey-statement/.

[6] External revenues under Article 21(2), point (b), of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002 (OJ L 298, 26.10.2012, p. 1, ELI: http://data.europa.eu/eli/reg/2012/966/oj) for contributions in 2016 and until 1 August 2018 and under Article 21(2), point (a)(ii), of Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU)

Common Understanding between EU Member States and the European Commission, adopted on 3 February 2016 and updated at the time the second tranche of the Facility was agreed[7]. The Common Understanding also established a conditionality framework.

On 18 March 2016, the Heads of State and Government of the EU and Türkiye reaffirmed their commitment to implementing their Joint action plan and agreed further measures aiming to deepen EU-Türkiye relations and address the migration crisis[8]. Türkiye and the EU recognised that further swift and determined efforts were needed. More specifically, the EU-Turkey Statement signed on 18 March 2016 called for irregular migration from Türkiye to the EU to be ended by breaking the business model of the smugglers and offering migrants an alternative to putting their lives at risk and accelerating the Facility's implementation.

A total of EUR 3 billion was allocated for the first tranche of the Facility (2016-2017)[9] and an additional EUR 3 billion was made available for the second tranche (2018-2019), taking the Facility total to EUR 6 billion, funded equally through the EU budget and bilateral contributions by Member States. By 31 December 2020, the Commission had contracted the full operational allocation of the Facility, and by the end of 2025 almost EUR 5.9 billion was disbursed.

2. The functioning of the Facility

The Facility is a coordination mechanism that allows for the swift, effective and efficient mobilisation of EU assistance to refugees in Türkiye, while ensuring sound financial management. The Facility ensures the optimal mobilisation of existing EU financing instruments, as humanitarian and/or development assistance, to address the needs of refugees and host communities in a comprehensive and coordinated manner[10].

The Steering Committee of the Facility provides strategic guidance on the priorities, the type of actions to be supported, the amounts to be allocated, the financing instruments to be mobilised and the conditions related to the implementation of Türkiye's commitments under the EU-Turkey Joint action plan of 29 November 2015 (the 'Joint action plan')[11].

The sustainability of Facility projects and co-ownership by the Turkish authorities continues to be important. The importance of sustainability and impact were highlighted both in the recommendations of the European Court of Auditors' second special report from April 2024 and in the recommendations of the independent final evaluation of the Facility from November

No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012 (OJ L 193, 30.7.2018, p. 1, ELI: http://data.europa.eu/eli/reg/2018/1046/oj).

[7] https://data.consilium.europa.eu/doc/document/ST-11329-2018-INIT/en/pdf.

[8] http://www.consilium.europa.eu/en/press/press-releases/2016/03/18-eu-turkey-statement/.

[9] This EUR 3 billion was made available in addition to the EUR 345 million that the Commission had already allocated to Türkiye in response to the Syrian refugee crisis before the start of the Facility and was additional to Member States' bilateral aid.

[10] Commission Decision C(2015) 9500 of 24.11.2015, Article 2 – Objectives of the Facility.

[11] See Article 5(1) of Commission Decision C(2015) 9500, as amended by Commission Decision C(2016) 855.

2025. Priority areas for assistance were identified based on a comprehensive and independent needs assessment, which was updated in 2018.

The Facility coordinates financing from the following external financing instruments[12]: (i) humanitarian aid; (ii) the European Neighbourhood Instrument; (iii) the Development Cooperation Instrument (DCI); (iv) the Instrument for Pre-accession Assistance (IPA); and (v) the Instrument contributing to Stability and Peace. Measures financed by the EU's budget are carried out according to its financial rules and regulations applicable to both direct and indirect management. Implementation of assistance is conditional upon Türkiye being in strict compliance with the undertakings of the Joint action plan and the Statement.

3. Financial capacity, duration and nature of funding

The total budget coordinated by the Facility is EUR 6 billion, mobilised in two tranches. Under the second tranche, the implementation of 11 projects continues following their extension due to COVID-19, the February 2023 earthquakes and persistently high inflation in Türkiye. Final disbursement under six projects is still pending, while activities under five interventions await completion.

The first tranche amounted to EUR 3 billion, of which EUR 1 billion was mobilised from the EU budget and EUR 2 billion was provided in bilateral contributions from the Member States. The second tranche also amounted to EUR 3 billion, of which the EU budget provided EUR 2 billion and the Member States EUR 1 billion[13].

As regards EU budget resources, of the EUR 1 billion from the EU budget for 2016-2017, EUR 250 million was mobilised in 2016 and EUR 750 million in 2017. Of the EUR 2 billion from the EU budget for 2018-2019, EUR 550 million was mobilised in 2018, with the balance mobilised in 2019.

For the first tranche Member States contributed EUR 677 million to the Facility in 2016, EUR 847 million in 2017, EUR 396 million in 2018 and EUR 80 million in 2019. For the second tranche, Member States contributed EUR 68 million in 2018, EUR 202 million in 2019, EUR 265 million in 2020, EUR 166 million in 2021 and EUR 165 million in 2022, with the last payments amounting to EUR 134 million in 2023. Member State contributions were made directly to the EU budget in the form of external assigned revenue and assigned to the budget lines of the IPA and humanitarian aid.

[12] The European Neighbourhood Instrument and the Development Cooperation Instrument (DCI) contributions were respectively transferred to and implemented under the Instrument for Pre-accession Assistance and the EU Trust Fund. In principle, all Facility contributions to the EU Regional Trust Fund in Response to the Syrian Crisis (from the IPA and to a minor extent from the DCI) were implemented as non-humanitarian assistance.

[13] https://www.consilium.europa.eu/en/press/press-releases/2018/06/29/facility-for-refugees-in-turkey-member-states-agree-details-of-additional-funding/.

A satisfactory match between the rate of Member States' payments of their contributions *into* the Facility and the rate of disbursements financed by those contributions *from* the Facility was maintained.

Additional EU assistance to refugees in Türkiye outside the framework of the Facility

In 2020, an additional EUR 535 million was allocated to support humanitarian actions in Türkiye outside the framework of the Facility, which has been fully contracted and disbursed.

Following the European Council conclusions of June 2021, the Commission mobilised a further EUR 3 billion for refugees and host communities in Türkiye for 2021-2023 to ensure continuity of support in the priority areas of humanitarian assistance, basic needs, education, health, migration management and border control. A significant part of this funding was mobilised in response to the 2023 earthquakes, with a total of EUR 355.6 million being directed to socio-economic support and infrastructure.

In February 2024, the European Council decided to allocate a further EUR 2 billion for 2024-2027 to maintain effective migration cooperation with non-EU countries, including support for Syrian refugees in Türkiye, as part of an agreement to revise the multiannual financial framework (MFF) for 2021-2027.

At the Syria Conference of May 2024, the Commission pledged EUR 1 billion in support to refugees and host communities in Türkiye. This amount included EUR 520 million from the regular budget for 2024 to ensure that refugee assistance continues, and EUR 480 million frontloaded from the EUR 2 billion allocation mentioned above, leaving around EUR 1.5 billion for 2025-2027. The EUR 1 billion package included five measures focusing on: (i) education (EUR 80 million); (ii) basic needs, healthcare, municipal services and social cohesion (EUR 421 million); (iii) migration management and border control (EUR 398 million); (iv) provisioning for re-engagement by the European Investment Bank generating potential loans for refugee-related investment (EUR 75 million); and (v) humanitarian assistance (EUR 26 million).

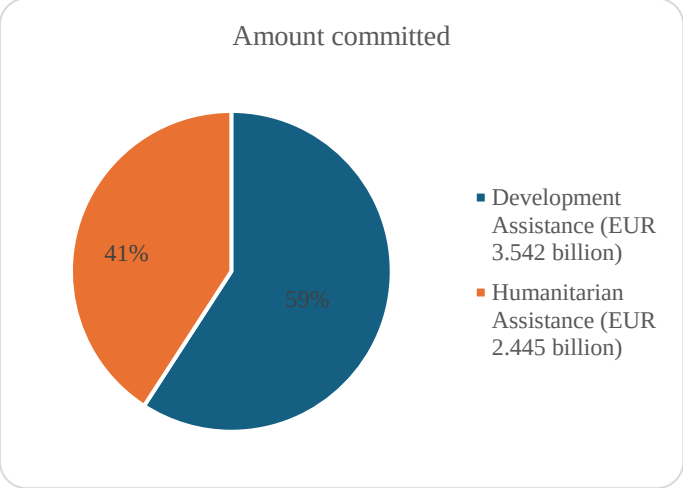
Building on this commitment, the Commission planned a comprehensive package of measures under the remaining 2025-2027 budget. By the end of 2025, a total of EUR 1.311 billion had been allocated and corresponding financing decisions adopted. Of that amount, EUR 1.151 billion was committed under the multiannual support package for 2025-2027 and covers essential needs, including basic needs, healthcare and education (EUR 839 million); support for voluntary returns (EUR 150 million); and border management (EUR 161 million). In addition, EUR 160 million was allocated separately for the continuation of integrated education support under the PIKTES (Promoting Integration of Syrian Kids into the Turkish Education System) programme, and EUR 40 million for humanitarian assistance. A balance of EUR 195 million under the 2027 budget remains to be allocated in 2026.

Total EU funding allocated to refugee and host community assistance in Türkiye since 2011 amounts to EUR 12.4 billion. This includes EUR 345 million in refugee assistance mobilised between 2011 and 2016, the EUR 6 billion under the Facility, EUR 535 million in bridge funding in 2020, EUR 3 billion in additional funding in 2021-2023, EUR 1 billion in 2024 and an additional EUR 1.5 billion of assistance until the end of 2027.

4. Implementation of the Facility

The Facility is implemented in the form of humanitarian and development assistance. Under the first tranche, nearly EUR 1.4 billion was allocated to humanitarian assistance and EUR 1.6 billion to development assistance. Given the protracted nature of the Syria crisis, interventions under the second tranche increasingly focused on socio-economic support activities and creating livelihood opportunities. Under the second tranche, almost EUR 1.06 billion was allocated to humanitarian assistance and EUR 1.9 billion to development assistance[14].

For the Facility overall, the breakdown of humanitarian and development assistance as at December 2025 is as follows:



For full details, see the online projects table[15].

Assistance provided under the Facility is project-based. Disbursements depend on the progress made in implementing Facility interventions. Facility support includes assistance to both refugees and host communities.

[14] The balance of EUR 60 million is allocated to the administrative and operational support provided for rolling out the Facility.

[15] https://neighbourhood-enlargement.ec.europa.eu/enlargement-policy/turkiye/eu-support-refugees-turkiye_en.

Humanitarian assistance under the Facility aims to help the most vulnerable refugees by providing dignified support addressing basic needs and protection[16]. It also addresses gaps through specialised agencies and partners in the priority areas of health and education. The provision of EU humanitarian aid is guided by the European Consensus on Humanitarian Aid of 2007[17], which stipulates that the EU, as a humanitarian actor, adheres to the humanitarian principles of humanity, neutrality, impartiality and independence, as set out in Article 214 of the Treaty on the Functioning of the European Union and in the Humanitarian Aid Regulation (No 1257/96)[18,19].

Under the humanitarian strand of the Facility, a total of 65 projects has been implemented through 21 partners under both the first and the second tranche. These projects cover the response to basic needs, protection, education and health for the most vulnerable refugees in Türkiye. Nearly EUR 1.4 billion in humanitarian assistance was allocated and contracted and EUR 1.4 billion was disbursed under the first tranche, while almost EUR 1.06 billion was contracted and nearly EUR 1.05 billion was disbursed under the second tranche.

Development assistance supports the longer-term needs in the areas of health, education and socio-economic development of refugees, particularly in terms of access to public services and livelihood opportunities, and municipal infrastructure. It also focuses on vulnerable groups and includes a gender aspect in its interventions, e.g. protecting women and girls against sexual and gender-based violence and improving access to sexual and reproductive healthcare.

Under the development strand of the Facility, progress continued to be made in the implementation of 26 projects contracted under the first tranche. Of these projects, 15 were implemented under the EU Regional Trust Fund in Response to the Syrian Crisis for a total of EUR 293 million, in addition to the allocation managed directly through the IPA[20].

Disbursements to implementing partners accounted for EUR 3.4 billion out of a total of EUR 3.5 billion allocated to development assistance under both tranches[21]. In December 2025, EUR 1.6 billion in development assistance had been allocated and contracted and EUR 1.6 billion had been disbursed under the first tranche, while EUR 1.9 billion had been contracted and more than EUR 1.8 billion disbursed under the second tranche.

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[16] A total of EUR 352 million has been allocated to protection under the Facility, primarily through humanitarian assistance. Activities have included refugee registration and verification, strengthening institutional capacity of Türkiye's Presidency of Migration Management, and targeted protection interventions for vulnerable groups. Protection has also been mainstreamed across basic needs, health and education.

[17] Joint Statement by the Council and the Representatives of the Governments of the Member States.

[18] Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid.

[19] The European Commission's humanitarian aid is based on annual, country-specific humanitarian implementation plans. The framework for cooperation between the Commission and its partners in the area of humanitarian aid is set up by the Commission's financial and administrative framework agreements with international organisations and framework partnership agreements with non-governmental organisations.

[20] Funds from the IPA under the Facility are managed according to the rules for external action contained in Title IV of Part Two of the Financial Regulation and its rules of application.

[21] This figure also includes disbursements under projects implemented by the EU Regional Trust Fund in Response to the Syrian Crisis, but not yet charged to the EU budget.

The development strand of the Facility includes 11 ongoing interventions.

In 2025, the implementation of the Facility continued to be affected by very high inflation in Türkiye and exchange rate-related challenges.

Facility interventions in each priority area

Progress made in each priority area under both tranches of the Facility is reported on in the Facility monitoring reports[22]. There have been significant achievements in the following priority areas:

Education

A total of EUR 2.51 billion has been allocated to education support under the Facility and additional refugee support. Under the humanitarian strand of the Facility, more than EUR 181 million has been allocated to education.

Conditional Cash Transfer for Education IV (CCTE IV) supports school enrolment and attendance of refugee children by providing monthly payments to refugee families on condition that pupils attend school regularly. In 2025, the CCTE IV programme supported up to 540 292 vulnerable refugee children via conditional cash transfers for education, in return for regularly attending public schools. The cumulative number of children benefiting from cash assistance for education has reached 1 054 173. A total of 49 418 refugee children at risk have benefited from protection services via the Turkish government's social service centres and the Turkish Red Crescent's community centres. A total of 61 318 referrals were made under the CCTE IV programme.

In September 2025, cash assistance levels were adjusted again (in Turkish lira terms) to mitigate the negative impact of high price inflation. However, the number of students benefiting from the programme declined slightly during the year due to the returns to Syria, financial hardship and the strict application of the address-based verification system by the Turkish authorities. Under this system, families under temporary protection who changed their residency without prior approval from the authorities (Provincial Directorates of Migration Management) faced suspension of their status, leading to their exclusion from social assistance programmes.

The implementation of the second phase of the Facility flagship programme (Promoting Integration of Syrian Kids into the Turkish Education System II – PIKTES II) by the Ministry of National Education, with a total budget of EUR 400 million, ended in January 2023. It was followed up by PIKTES+[23] with a total budget of EUR 300 million funded under additional assistance for refugees in Türkiye, ending in October 2025. In January 2025, in order to pay

[22] https://enlargement.ec.europa.eu/enlargement-policy/turkiye/eu-support-refugees-turkiye_en.
[23] Promoting Inclusive Education for Kids in the Turkish Education System (PIKTES+).

teachers' salaries, PIKTES+ was supplemented by a new contract for EUR 80 million, PIKTES+, Part II. In September 2025, this contract was renamed PIKTES IV and 'topped up' by EUR 160 million, bringing the total value to EUR 240 million. In 2026, this will be 'topped up' by a further EUR 180 million in total, and the total amount of PIKTES IV will be EUR 420 million.

The overall aim of EU refugee assistance in this priority area continues to be the integration of all refugee children into the Turkish formal education system, complemented by reaching out-of-school children and creating safe pathways to learning, as well as improving learning outcomes. For the 2024-2025 academic year, 938 610 refugee children were enrolled in formal education across Türkiye. This still leaves over 225 000 children out of school, representing a persistent access gap (Ministry of National Education, 2025). The scale of enrolment has also placed significant pressure on Türkiye's public education system, which has had to accommodate these learners by making major investments in education infrastructure, teaching staff and support services.

The number of refugee and host community students receiving Facility-supported scholarships to attend technical and vocational education and training or higher education institutions reached 72 331. Most of these students were refugees and gender balance was maintained. With the help of projects which have supported higher education since the beginning of the Facility, 7 156 higher education students have been awarded scholarships: 4 337 of them were Syrian, 178 non-Syrian and 2 641 Turkish students.

The Facility also continued to support the development of educational infrastructure and helped reduce school overcrowding. There has been significant progress in the number of educational facilities upgraded and completed. A major achievement in upgrading was the installation of 8 700 interactive whiteboards in primary and secondary schools. To date, over 17 726 facilities have been upgraded with Facility support.

In addition, under the Education for All in Times of Crisis and Education Infrastructure for Resilience projects, 214 schools were built and education services started. Rooftop solar panels installed in schools generate power for 50 schools and energy efficiency improvement measures were completed for 41 schools.

In 2024, contracts were signed to help reconstruct education infrastructure in Türkiye in the aftermath of the earthquakes of February 2023. This funding aims to increase access to education for both refugees and host communities.

Protection

A total of EUR 392 million has been allocated to protection support under the Facility and additional refugee support, mainly through projects under the humanitarian strand.

The humanitarian strand of the Facility has supported the registration and verification of refugees, allowing them to regularise their status in Türkiye and helping them access services. It has supported the registration efforts of Türkiye's Presidency of Migration Management (PMM) and strengthened its institutional and technical capacity. In addition to stand-alone protection interventions aimed at filling gaps and responding to specific needs and individuals at risk, protection has also been mainstreamed into the other pillars of the humanitarian response strategy (basic needs, health and education). The overall aim is to better address refugee vulnerabilities, regularise their status and link them to a wider network of public and UN/NGO services. During the reporting period, assistance remained focused on the most vulnerable groups (e.g. seasonal agricultural migrant workers, key refugee groups[24]). In addition, projects financed through the EU Regional Trust Fund in Response to the Syrian Crisis included assistance to community centres receiving refugees and further referring vulnerable refugees to appropriate services.

Health

A total of EUR 1.24 billion has been allocated to healthcare support under the Facility and additional refugee support.

The main pillar of Facility funding is the SIHHAT project supporting migrant health in Türkiye. The project has been financed by four consecutive allocations: EUR 300 million in 2016, EUR 210 million in 2020, EUR 210 million in 2023 and EUR 50 million in 2024. SIHHAT supports the Turkish Ministry of Health in its efforts to provide all refugees with free and equitable access to healthcare. A total of 182 migrant health centres has been operating in 32 provinces and 3 500 healthcare staff, over 76% of whom are of Syrian origin, have been working in EU-supported facilities. The implementation of SIHHAT III will continue until the end of 2026. SIHHAT III ensures that refugee healthcare services continue, with additional EU support of EUR 190 million for 2026 and 2027.

The two hospitals funded under the Facility – Dörtyol/Hatay and Kilis – have been fully operational since 2022 and provided crucial healthcare services in the aftermath of the 2023 earthquakes, when the capacity of both hospitals was increased to 400 beds. In addition, the Facility continues to build and renovate migrant health centres, procuring medical equipment and maternity kits and renovating physiotherapy and rehabilitation units, as a complement to SIHHAT. In 2025, the construction of 26 health centres started and EUR 8.1 million worth of medical equipment was delivered to benefit 59 hospitals.

In terms of humanitarian support, comprehensive, life-saving assistance continues to be delivered to vulnerable refugees with disabilities in Reyhanlı/Hatay and Gaziantep. This

[24] These include refugees living in the most affected provinces of the 2023 earthquakes, and vulnerable refugee and migrant groups with specific protection needs (e.g. single-headed households, persons with disabilities, survivors of gender-based violence, LGBTIQ+), including some 300 000 out-of-school children.

includes direct physical rehabilitation services, mental health and psychosocial support, as well as the provision of prosthetics, orthotics, and other assistive devices.

Municipal infrastructure

A total of EUR 509 million has been allocated to municipal infrastructure support under the Facility and additional refugee support.

The Facility supports various municipalities by providing essential municipal services, including water supply, sanitation and solid waste management. It also supports local infrastructure by providing recreational services. As for recreational facilities, 23 facilities (youth centres, football pitches and tennis courts) have been completed and a further eight sports complexes are planned to be tendered in April 2026. The construction of 13 major waterworks and solid waste infrastructure contracts (managed by the World Bank, WB) in the provinces of Adana, Konya, Kahramanmaraş, Kayseri and Osmaniye has been completed. Another three waterworks contracts (managed by the Agence Française de Développement) have been completed in Gaziantep and Şanliurfa, while implementation of other projects in Kilis, Şanliurfa, Gaziantep, Mersin, Mardin, Adıyaman, Malatya and Hatay continues.

Basic needs and socio-economic support

A total of EUR 4.38 billion has been allocated to basic needs and socio-economic support under the Facility and additional refugee support.

Interventions in this priority area aim to help meet the basic needs of the most vulnerable refugees and strengthen refugee resilience and self-reliance. This should allow for a gradual transition from dependence on social assistance to increased self-reliance and livelihood opportunities.

Under the Facility's basic needs assistance, more than 2.6 million refugees have received direct support allowing them to live in dignity. Until July 2023, most support was provided through the emergency social safety net (ESSN), a social assistance programme delivering monthly cash assistance via a debit card system to more than 1.6 million refugee beneficiaries.

Under the second tranche of the Facility, the implementation of a EUR 245 million direct grant by the Ministry of Family and Social Services was completed. This grant allowed for the provision of monthly financial support comparable with social assistance provided to vulnerable individuals under the Turkish social security system, i.e. the complementary ESSN (C-ESSN). The project ran in parallel with the ESSN and provided support to the households of single parents, older people and people with disabilities (including severe disabilities). In 2024, continuity of the C-ESSN and ESSN programmes was assured by the EUR 3 billion in

additional refugee support mobilised for 2021-2023[25] outside the framework of the Facility. Both programmes have since been merged into the single contract. In July 2023, this new cash assistance programme, the 'social safety net (SSN) for refugees in Türkiye' (EUR 781 million), was signed with the Ministry of Family and Social Services. This intervention marked the transition of the ESSN from humanitarian aid to longer-term development assistance. The current programme (SSN), the budget of which increased to EUR 906 million in November 2025, helps nearly one million refugees meet their basic daily needs. A significant reduction in the number of beneficiaries was observed as a result of voluntary returns and updates to the targeting methodology. While the number of SSN cases stood at approximately 1.4 million in January 2025, it had declined to 972 000 by December 2025: a decrease of more than 40%.

Additional socio-economic support continues to be provided to refugees to facilitate their access to the labour market. The EU's strategy in this priority area covers both the supply and the demand side of the labour market. The main types of support include technical and vocational education and training, short-term vocational training courses including on-the-job training, soft skills training, job and vocational counselling and support services as well as work permit support.

Around 85 000 participants were registered on short-term vocational skills development training courses, 78 500 of whom (half of them women) completed the training. Furthermore, over 37 000 new or improved jobs were created by enterprises set up or expanded with EU support[26].

The second major strand of the programme focuses on establishing new businesses and expanding existing ones through material and non-material support to improve formal job creation. The Employment Support and Support for Transition to Labour Market projects (İSDEP I and İSDEP II), implemented in cooperation with the Turkish Employment Agency (İŞKUR) and the Directorate-General of International Labour Force (DG ILF) of the Ministry of Labour and Social Security, focus on increasing formal employment of refugees and members of host communities. İSDEP I was successfully completed in 2024. It provides grants to entrepreneurs, including entrepreneurship training, as well as material and non-material support to both refugees and host communities to create jobs in close cooperation with the Small and Medium-sized Industry Development Organisation of Türkiye (KOSGEB) and the Development and Investment Bank of Türkiye (TKYB).

The Enhancement of Entrepreneurship Capacities for Sustainable Socio-Economic Integration (ENHANCER) and the Social Entrepreneurship, Empowerment and Cohesion in Refugee and Host Communities in Turkey projects share the same objective and are implemented in

[25] Commission Implementing Decision of 4.11.2022 on the financing of the individual measure for the delivery of cash support to the most vulnerable refugees in Türkiye for 2022 and 2023 (C(2022) 7822) and Commission Implementing Decision of 7.12.2022 on the financing of the individual measure to continue support for basic needs and transition to livelihoods opportunities for refugees in Türkiye in 2022 (C(2022) 8887).
[26] WB İSDEP II (IPA/2020/417-830) data is excluded due to data inaccuracy issues which SUMAR tries to address.

cooperation with the Ministry of Industry and Technology. Additional projects are taking place in the areas of agricultural employment, vocational training and apprenticeships. Further socio-economic support contracts were signed in 2024. They include contracts that aim to improve sustainable livelihoods and formal employment for refugees and host communities in areas affected by the February 2023 earthquakes.

Migration management

A total of EUR 1.19 billion has been allocated to migration management support under the Facility and additional refugee support[27].

Two projects funded under the first tranche for a total of EUR 80 million have been completed. The first project provided EU support to strengthen the search and rescue capacity of the Turkish coastguard, and the second aimed to support Türkiye's Presidency of Migration Management in its management of returns from the EU.

In 2024, three projects amounting to EUR 30 million under additional refugee support continued to be implemented in order to: (i) strengthen the capacity of Türkiye's Presidency of Migration Management to counter irregular migration; (ii) improve interservice cooperation of border management agencies at airports; and (iii) continue providing operational support for the management of removal centres.

A EUR 220 million contract for the 'Strengthening of Türkiye's eastern and south-eastern borders, including land border crossing points' (SAFE) project signed in December 2023 has been under implementation since 2024. It aims to further strengthen border management at the eastern and south-eastern borders of Türkiye by installing modern communication and surveillance and smart lighting equipment.

The EUR 398 million allocated under additional support to refugees in the 2024 financing decision to support Türkiye's migration and border management capacity focuses on: (i) voluntary returns to countries of origin; (ii) strengthening international and temporary protection procedures; (iii) preventing migrant smuggling; (iv) land and sea border security; (v) regular migration; and (vi) a EUR 50 million top-up allocated to SAFE. All EUR 398 million was contracted in 2025.

This included a EUR 95 million project strengthening national mechanisms for voluntary, safe, dignified and orderly returns to Syria, launched in August 2025. Implemented by UNHCR, the project: (i) increases the PMM's capacities to process voluntary return cases in line with international standards; (ii) expands UNHCR's independent monitoring of returns; and (iii) provides one-time transportation assistance to Syrians who have applied for voluntary return (approx. 190 000 individuals over three years, until August 2028). As at December 2025, 16 752 returnees had received transportation cash assistance under the project.

[27] This excludes the EUR 150 million allocated under HOME instruments.

Furthermore, a financing decision taken in 2025 will provide for: (i) a first (EUR 150 million) top-up of the pilot intervention to facilitate safe, orderly, voluntary and dignified returns of Syrian refugees; and (ii) a second (EUR 161 million) top-up of SAFE to complete the installation of all surveillance systems along Türkiye's borders with both Iran and Iraq. The SAFE project is scheduled for completion by the end of 2028 and has a total budget of EUR 431 million with this most recent top-up.

Gender aspects within projects under the Facility

The EU Gender Action Plan III 'Together towards a gender-equal world 2021-2025' continues to guide the implementation of actions under the Facility. The promotion, protection and fulfilment of human rights for women and girls in all their diversity, gender equality and women's and girls' empowerment remained priorities in 2025. Gender-related considerations were integrated into all Facility projects and have been continuously monitored through disaggregated data (76 indicators).

The Facility significantly boosted women's employability, with over 39 000 completing short-term vocational skills training, around 68 000 benefiting from employment counselling services and over 4 000 women-owned businesses receiving advisory or financial support. The Facility has provided Turkish language courses to refugee women, with approximately 37 000 adult refugee women completing them. Furthermore, approximately 55 000 female refugee children have attended pre-primary education made available through Facility-funded projects, with 38 000 female students receiving educational scholarships. Over two thirds of the teachers and educational staff engaged by the Facility are women. The cash transfer programme (SSN) currently benefits 700 000 refugee women. Moreover, the families of 200 000 female students currently receive conditional cash for education (CCTE) support. Approximately 700 000 refugee women have received protection referral services separate from cash transfer programmes, while approximately one million refugee women have benefited from protection services through Facility-funded projects.

5. Monitoring, evaluation and audit

In 2025, reporting on Facility achievements continued to be based on the Facility Results Framework[28] and the Theory of Change[29]. The 14th Facility monitoring report was published in January 2026 and can be accessed on the Commission website[30].

At the end of 2024, the Commission signed a new contract (SUMAR) to ensure the continuation of the Facility monitoring and data management system as set up under the first

[28] https://neighbourhood-enlargement.ec.europa.eu/document/download/23babb53-e316-4361-b373-78f0ce1d663e_en?filename=EU%20support%20to%20Refugees%20in%20TR_Results%20Framework.pdf.
[29] https://neighbourhood-enlargement.ec.europa.eu/document/download/99c1bfa3-1853-42ff-ae3b-59622f7bdab1_en?filename=EU%20support%20to%20refugees%20in%20TR_Theory%20of%20Change%202024.pdf.
[30] https://enlargement.ec.europa.eu/enlargement-policy/turkiye/eu-support-refugees-turkiye_en.

technical assistance contract (SUMAF)[31]. The original SUMAF[32] contract ended in December 2024; it reported a total of 127 monitoring missions carried out (covering four ad hoc missions), whereas 20 missions were completed in 2025 under the new SUMAR contract. All deliverables were provided on time and in good quality by SUMAR in the first year of the contract. Throughout 2025, the EU Delegation to Türkiye and SUMAR conducted a total of seven monitoring visits to removal centres within the scope of the operational grant to the PMM[33].

The European Court of Auditors issued its second performance audit of the Facility in April 2024. The audit report, including the Court's findings and recommendations and the Commission's replies, was published on 24 April 2024 and is available online[34]. A key recommendation made by the Court was for the Commission to improve the way the impact of Facility projects is measured and to start discussing with Member States and the Turkish authorities how to ensure that projects remain sustainable.

In September/October 2025, with the support of SUMAR services, a provincial effectiveness assessment study was carried out through 38 focus group discussions (FGDs) and 25 key informant interviews (KIIs) in multiple provinces in order to measure the outcomes of the Facility. The Delegation requested the data from the previous PIKTES projects and is also holding discussions with the Ministry of National Education on how to improve the data system of the ongoing PIKTES project. Refugees' access to basic services is sustained by topping up direct grant contracts with the relevant line ministries.

In 2024 the Commission contracted an independent final evaluation of the Facility, which was completed at the end of 2025. The evaluation assessed the effectiveness, relevance, coherence and sustainability of the Facility, with particular focus on the second tranche. The report[35] provides valuable recommendations for the planning and implementation of EU refugee assistance in Türkiye and elsewhere.

The evaluation concludes that the Facility delivered a comprehensive and well-coordinated EU response, achieving significant results for refugees and host communities across priority sectors, in particular in protection, basic needs, education and health. It also highlights the Facility's flexibility in adapting to a protracted and evolving crisis. At the same time, the evaluation points to challenges in ensuring the sustainability of results, in particular in the area of livelihoods and long-term socio-economic inclusion, as well as the need to further enhance sustainability of interventions and outreach to the most vulnerable groups.

[31] Technical assistance to monitor the performance of EU support to refugees in Türkiye – IPA/2024/461-735.
[32] Technical assistance to support the monitoring of actions financed under the facility for refugees in Turkey – IPA/2021/429-105 (Addendum VI to Contract IPA/2018/393-877).
[33] The EU Delegation to Türkiye visited Adana Removal Centre in March 2025 and Aydın Removal Centre in September 2025. Its findings were shared with the Turkish authorities.
[34] https://www.eca.europa.eu/ECAPublications/SR-2024-06/SR-n-06_EN.pdf.
[35] https://enlargement.ec.europa.eu/final-evaluation-facility-refugees-turkey_en.

6. Communication and visibility

In 2025 activities continued to increase the visibility of the Facility's actions and raise the profile of the EU in helping Türkiye to host the refugee population. Against the backdrop of sustained negative official rhetoric and public sentiment towards refugees during this period, activities focused on EU assistance to refugees and host communities following the February 2023 earthquakes. Examples include the following:

In January 2025 visits by the EU Commissioner for Equality, Preparedness and Crisis Management, Hadja Lahbib, were organised to Facility for Refugees in Türkiye (FRiT)-related projects in Ankara, as well as to the earthquake-hit region.

In April 2025 a press trip to Warsaw involving prominent Turkish journalists was organised in cooperation with the Embassy of Poland in Ankara during the Polish Presidency. The trip included discussions on migration and a visit to Frontex headquarters.

In May 2025 a series of activities were organised in Gaziantep to mark Europe Day, including a reception at the Zeugma Museum and the creation of a mural by a Turkish artist to highlight the close cooperation between the EU and Türkiye. This was followed by another series of events in Brussels: the success stories, photographs and videos produced by the Delegation were featured in a public exhibition in front of the European Parliament building. The exhibition ran until 20 June, World Refugee Day. A press trip was organised between 18 and 20 June, and a reception was held and attended by the Head of Delegation and Turkish representatives.

A coffee-table book featuring success stories was also published on the occasion of the launch event held at the Erimtan Museum on 11 July.

7. Conclusion and next steps

The Facility continued to be implemented in 2025. The full operational budget of the Facility was contracted by the end of 2020, and by the end of 2025 a total of EUR 5.9 billion had been disbursed. A total of 11 projects will continue to be implemented until 2029. Additional refugee assistance allocated for 2025-2027 continues to be implemented and aims to ensure the sustainability of many Facility achievements.

The **next steps** include:

- *continuing to effectively implement all projects to benefit refugees and host communities, in line with the principles of sound financial management;*
- *continuing to roll out refugee-related communication activities;*
- *programming EUR 195 million in additional support to refugees and host communities under the 2027 budget to ensure that Facility achievements remain sustainable;*
- *continuing to monitor the needs of refugees in Türkiye.*