EUROPEAN
COMMISSION

Brussels, 25.9.2025
COM(2025) 517 final

COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL

Ninth Annual Report on the Facility for Refugees in Turkey

Contents

1. Introduction....1
1.1. Türkiye and the refugee crisis....1
1.2. The EU response to the crisis and the establishment of the Facility....2
2. The functioning of the Facility....3
3. Financial capacity, duration and nature of funding....4
4. Implementation of the Facility....6
5. Monitoring, evaluation and audit....14
6. Communication and visibility....15
7. Conclusion and next steps....15

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 report is based on data until and including February 2025.

1.1.1. Türkiye and the refugee crisis

Due to its geographic position, Türkiye is a prominent reception and transit country for refugees and migrants. In January 2025, according to data provided by the Turkish government, the country hosted 2 888 876 Syrians under temporary protection and more than 300 000 registered refugees and asylum seekers, mainly from Afghanistan, Iraq, Iran and Somalia[3,4]. This has had a significant impact on host communities. The protracted displacement of Syrian refugees and the increasing number of irregular arrivals from Afghanistan in Türkiye represents an increasing challenge to social cohesion between refugees, migrants and host communities. At the same time, there continues to be pressure along the Turkish-Iranian border. Following the fall of the Assad regime in December 2024, and according to data provided by the Turkish authorities, an increasing number of Syrians with termporary protection status in Türkiye have been crossing the border with Syria. Data are not fully clear on whether these are permanent returns or go-and-see visits[5]. The Turkish authorities have underlined that returns should be voluntary, safe, dignified and orderly.

Türkiye continues to make very significant efforts in hosting and addressing the needs of refugees and migrants and has reiterated its commitment to implement the EU-Turkey Statement of 18 March 2016[6] ('the Statement'). The Statement continued to deliver concrete results in 2024. Although still lower than the pre-Statement figures, irregular arrivals in Greece

[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 for 'Conditional Refugee' status only, which, if granted, limits the stay in the country until the moment a recognised refugee is 'resettled to a third country'.
[5] On 29 January 2025, the Turkish Ministry of Interior announced that since 9 December 2024, 81 576 refugees had returned to Syria. Furthermore, in line with UNHCR recommendation, it confirmed that President Erdoğan approved go-and-see visits for Syrians from Türkiye from 1 January until 1 July 2025. Within this six-month period, a designated head of the family will be able to enter/leave the country three times without losing their temporary protection status.
[6] http://www.consilium.europa.eu/en/press/press-releases/2016/03/18-eu-turkey-statement/.

by sea continued to increase, as well as arrivals by land to Bulgaria, while arrivals in Italy and in the government-controlled territory of Cyprus decreased considerably[7].

The 'One-for-One' resettlement scheme continued to be implemented under the Statement. Between April 2016 and February 2025, more than 43 815 Syrian refugees were resettled from Türkiye to the EU. Since 2016, 2 140 migrants have been returned from the Greek islands to Türkiye. 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 taken place since, 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 the area of migration management and financial support to refugees and host communities. An EU-Türkiye high-level dialogue on migration and security took place in Brussels in November 2023 and a new meeting is expected to be held in the first half of 2025.

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

In answer 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

[7] Between January and December 2024, 65 574 irregular migrants arrived in the EU from Türkiye compared to 57 597 arrivals during the same period in 2023 – a 14% increase. In 2024 in total, irregular arrivals by sea to Greece increased by 31% compared to 2023. Arrivals to Greece by land increased to a much lower extent at 2%. At the same time, the number of arrivals in Cyprus via the Green Line went down by 42% between January and December 2024, compared with the same period in 2023. Moreover, between January and February 2025, 4 537 irregular migrants arrived in the EU from Türkiye compared to 7 426 arrivals during the same period in 2024 – a 39% decrease. The migratory route from Türkiye to Italy has significantly reduced in 2024 with around 3 366 arrivals, making Türkiye the origin of 5% of the irregular border crossing to Italy. In 2015, before the EU-Turkey Statement, irregular arrivals from the Eastern Mediterranean route were at 885 386.

States integrated into the EU budget as external assigned revenue[8]. Member States committed politically to provide national contributions as part of the 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[9]. The Common Understanding also established a conditionality framework.

On 18 March 2016, the Heads of State and Government of the EU and Türkiye reconfirmed their commitment to implement their Joint action plan and agreed further measures that aimed to deepen EU-Türkiye relations and address the migration crisis[10]. Türkiye and the EU recognised that further, swift and determined efforts were needed. More specifically, the EU-Turkey Statement called for putting an end to irregular migration from Türkiye to the EU 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.

For the first tranche of the Facility (2016-2017) a total of EUR 3 billion was allocated[11], and an additional EUR 3 billion was made available for the second tranche (2018-2019), taking the Facility total to EUR 6 billion. Following this meeting, the Commission moved quickly to contract the first projects. By 31 December 2020, the Commission had contracted the full operational allocation of the Facility, and by the end of 2024 over EUR 5.7 billion had been disbursed.

2. The functioning of the Facility

The Facility was a coordination mechanism that allowed for the swift, effective and efficient mobilisation of EU assistance to refugees in Türkiye, while ensuring sound financial management. The Facility ensured 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[12].

The Steering Committee of the Facility provides strategic guidance on the priorities, the type of actions to be supported, the amounts to be allocated and the financing instruments to be

[8] External revenues under Article 21(2), point (b) of Regulation (EU, Euratom) No 966/2012 of the European Parliament and 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) for contributions in 2016 and until 1 August 2018 and under Article 21(2)(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) 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, 30.07.2018, p.1).

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

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

[11] This EUR 3 billion was made available in addition to EUR 345 million that the Commission 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.

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

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')[13].

The sustainability of Facility projects and co-ownership by the Turkish authorities continue to be important. The importance of sustainability and impact were highlighted in the recommendations of the European Court of Auditors' second special report of April 2024. Priority areas for assistance are identified based on a comprehensive and independent needs assessment, which was updated in 2018.

The Facility coordinated financing from the following external financing instruments[14]: 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. Projects under the first and second tranche run until the end of 2025 (with four projects extended until the end of 2029 due to force majeure like the 2023 earrthquake) with many projects under the first tranche completed and most projects scheduled to finish on time or before the fnal deadline. Exceptionally, due to the COVID-19 pandemic, the implementation period for projects under the 2016 Special Measure (EUR 1.6 billion) was extended, allowing for all projects concerned to reach their stated objectives.

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. Likewise, the second tranche amounted to EUR 3 billion, of which the EU budget provided EUR 2 billion and the Member States EUR 1 billion[15].

As regards EU budget resources, out 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. Out 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.

---

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

[14] 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 DCI) were implemented as non-humanitarian assistance.

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

As for Member State contributions, 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, 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 revenueand assigned to the budget lines of the IPA and humanitarian aid.

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 continues.

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

In 2020, the Commission allocated an additional EUR 535 million to support humanitarian actions in Türkiye outside the framework of the Facility. This refugee assistance focused on basic needs, protection, education and healthcare and has been fully contracted and disbursed.

This trend continued in 2021. Further to the European Council conclusions of June of that year, the Commission mobilised EUR 3 billion for refugees and host communities in Türkiye for 2021-2023. This funding aimed to ensure that key Facility interventions could continue in the priority areas of humanitarian assistance, basic needs, education and health, as well as migration management and border control. It also included EUR 150 million under DG HOME instruments, primarily in support of resettlement efforts of EU Member States from Türkiye, but also in support of migration management, border management and anti-smuggling efforts. It also included EUR 14.4 million under a Support Measure, which was adopted in October 2024.

A significant part of the funding for 2021-2023 was mobilised in response to the devastating 2023 earthquakes in Türkiye, with a total of EUR 355.6 million being directed to socio-economic support, municipal infrastructure, education infrastrucure, and health infrastructure.

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

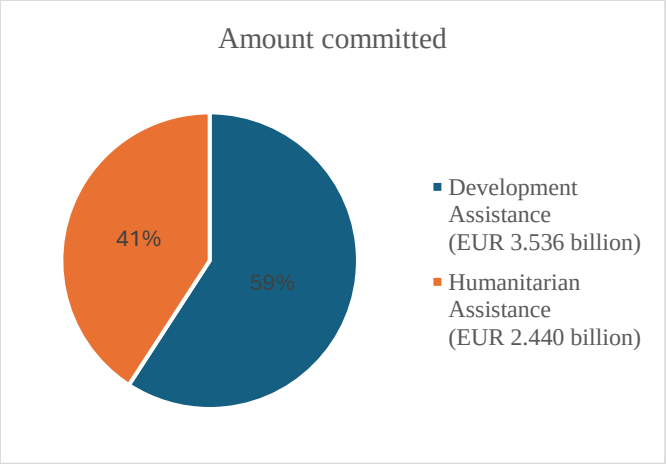
At the Syria Conference of May 2024, the Commission pledged EUR 1 billion in support to refugees and host communities in Türkiye. This amount included EUR 520 million from the regular budget for 2024 to ensure refugee assistance continues, and EUR 480 million frontloaded from the EUR 2 billion allocation mentioned above, leaving some 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 potential future re-engagement by the European Investment Bank generating potential loans for refugee-related investment (EUR 75 million); and v) humanitarian assistance (EUR 26 million).

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 planned assistance until 2027.

4. Implementation of the Facility

The Facility is implemented in the form of humanitarian and development assistance. Under the first tranche roughly EUR 1.4 billion and EUR 1.6 billion were allocated to the respective strands. 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, EUR 1.04 billion was allocated to humanitarian assistance, and EUR 1.9 billion to development assistance[16].
For the Facility overall, the breakdown of humanitarian and development assistance as of December 2024 is as follows:



For full details, see the online projects table[17].

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

[16] The balance of EUR 60 million is allocated to the administrative and operational support provided for rolling out the Facility.
[17] 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 through providing dignified support addressing basic needs and protection[18]. 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[19], 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)[20,21].

Under the humanitarian strand of the Facility, a total of 65 projects have 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. Under the first tranche, around EUR 1.4 billion in humanitarian assistance was allocated and contracted and EUR 1.4 billion was disbursed, while for the second tranche, EUR 1.05 billion was contracted and EUR 1.04 million was disbursed.

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[22].

Disbursements to implementing partners reached nearly EUR 3.2 billion out of a total of EUR 3.5 billion allocated to development assistance under both tranches[23]. Under the first tranche, around EUR 1.6 billion in development assistance was allocated and contracted and EUR 1.6 billion was disbursed, while for the second tranche, EUR 1.9 billion was contracted and close to EUR 1.7 million was disbursed.

---

[18] 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.

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

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

[21] 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 established by the Commission's Financial and Administrative Framework Agreements with international organisations and Framework Partnership Agreements with non-governmental organisations.

[22] 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.

[23] 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 14 ongoing contracts.

In 2024, Facility implementation continued to be affected by very high inflation in Türkiye and exchange rate-related challenges. This required a reduction in the scope of some projects.

Facility interventions per priority area

Progress made per priority area under both tranches of the Facility is reported on in the Facility monitoring reports[24]. There have been significant achievements in the following priority areas.

Education

A total of EUR 2.08 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. The Conditional Cash Transfer in Education (CCTE) supports school enrolment and attendance of refugee children by means of providing monthly payments to refugee families on condition that pupils attend school regularly. In 2024, the CCTE VI programme supported up to 585 000 vulnerable refugee children via conditional cash transfers for education, in return for regularly attending public schools. A total of 42 312 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.

In September 2024, cash assistance levels were adjusted to mitigate the negative impact of high inflation. However, the number of students benefiting from the programme declined slightly during the year due to financial hardship and the application of the address-based verification system. Under this system, families under temporary protection who changed their residency without prior approval from the authorities faced suspension of their status, leading to their exclusion from social assistance programmes.

In August 2024, the Minister of Interior announced that 729 000 Syrians under temporary protection could not be located at their registered addresses and should reactivate their registration. As a result, children from these families were unable to apply for social assistance programmes, such as the Conditional Cash Transfer for Education (CCTE), or had to drop out of the programme entirely. To address these challenges, the Ministry of Family and Social Services strengthened the child protection component in the last quarter of 2024.

The implementation of the Facility flagship programme (Promoting Integration of Syrian Kids in the Turkish Education System – 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+[25]

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

with a total budget of EUR 300 million funded under additional assistance for refugees in Türkiye. In November 2024, PIKTES+ received a further EUR 80 million to help pay for teachers' salaries.

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. As of March 2024, 74% (834 169) of refugee children were participating in formal education (including preschool) in the 29 most densely refugee-populated provinces targeted by the PIKTES+ programme.

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 29 049. Most of these students were refugees and gender balance was maintained.

The Facility also continued to support educational infrastructure development 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 smartboards in primary and secondary schools. To date, over 12 000 facilities have been upgraded with Facility support.

In addition, under the Education for All in Times of Crisis and Education Infrastructure for Resilience projects, 175 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. Two grant projects worth a total of EUR 20 million provide scholarships and associated services to refugee students and students from host communities pursuing undergraduate/graduate studies. The projects started in January 2023 and should last three years. As of January 2025, 5 702 higher education students have been awarded scholarship, 3 077 of them Syrian and 2 625 Turkish students.

Protection

A total of EUR 352 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. In particular, it has supported the registration efforts of Türkiye's Presidency of Migration Management and strengthened its institutional and technical capacity. In addition to stand-alone protection interventions aimed to fill gaps and respond 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[26], etc.). In addition, projects financed through the EU Trust Fund in response to the Syrian Crisis included assistance to community centres receiving refugees and further referring vulnerable refugees to adequate services.

Under the development strand of the Facility, the implementation of a direct grant to the Ministry of Family and Social Services of EUR 20 million continued. This project aims to increase access for vulnerable segments of both the Turkish and refugee population to quality social services as well as the Ministry's ability to deliver integrated and quality social services.

Health

A total of EUR 1.05 billion has been allocated to healthcare support under the Facility and additional refugee support.

The main pillar of Facility funding is supporting migrant health known as SIHHAT, a project financed by three consecutive allocations: EUR 300 million in 2016, EUR 210 million in 2020 and EUR 210 million in 2023. SIHHAT supports the Turkish Ministry of Health in its efforts to provide free and equitable access to healthcare to all refugees. A total of 176 migrant health centres and nine container health units have been operating in 32 provinces and 3 500 healthcare staff have been working in EU-supported facilities, over 75% of whom are of Syrian origin. Due to the earthquakes, there have been losses in healthcare staff and 17 centres were damaged; their services have been moved to temporary container health units. The implementation of SIHHAT II ended in mid-2024. SIHHAT III ensures refugee healthcare services continue with additional EU support amounting to EUR 210 million in 2023, and EUR 50 million in 2024.

The two hospitals funded under the Facility – Dörtyol/Hatay and Kilis – have been fully operational since 2022 and provided crucial healthcare services following 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, maternity and hygiene kits, and renovating physiotherapy and rehabilitation units, as a complement to SIHHAT. In 2024, the construction of eight health centres started and 113 items of medical equipment were procured to benefit more than 40 hospitals.

[26] 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.

In terms of humanitarian support, two physical rehabilitation centres in Kilis and Reyhanli/Hatay continue to operate and provide services such as physiotherapy, mental health and psychosocial support for refugees with disabilities and other vulnerabilities.

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, 12 facilities (football and tennis courts) have been completed while 10 sports complexes are currently being built. The construction of water and wastewater projects in the provinces of Kilis, Şanlıurfa, Gaziantep, Mersin, Mardin, Adıyaman, Malatya and Hatay continues.

Additional municipal infrastructure contracts were prepared in 2023 and 2024. Their purpose is to enable the continuation of a project that aims to strengthen vulnerable young people by providing inclusive sport and youth infrastructure, as well as the continuation of a project aimed at rehabiliating water supply and wastewater systems.

Another contract in this priority area was signed in 2024 with the Turkish Ministry of Environment, Urbanisation, and Climate Change to help prepare and implement the municipal infrastructure projects for which loans from international financial institutions will be facilitated through Ilbank.

Basic needs and socio-economic support

A total of EUR 4 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 with 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 households with single parents, older people and people with disabilities (including with severe disabilities). In 2024, the continuity of the C-ESSN and ESSN[27] programmes was assured under the EUR 3 billion in additional refugee support mobilised for 2021-2023[28] outside of 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 for Refugees in Türkiye (SSN)' (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, with DG ECHO no longer involved in management of the programme. The current programme (SSN) supports just over 1.4 million refugees in meeting their daily basic needs.

Additional socio-economic support continues to be provided to refugees to facilite their access the labour market. The EU's strategy in this priority area covers both the supply and 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. Regarding short-term vocational skills development training courses, 11 779 participants were registered in short-term vocational skills development training courses over a six-month period in 2024, bringing the cumulative number of beneficiaries to 83 789, of which 51% were men. Furthermore, data collected from three projects in the same period reported an increase of 8 584 new jobs created by enterprises established or expanded with EU refugee support, bringing the total to 15 004 jobs.

The second major strand of the programme focuses on establishing new businesses and the expanding those in existence through material and non-material support to improve formal job creation. The Employment Support and Support for Transition to Labour Market projects (ISDEP I and ISDEP II), implemented in cooperation with the Turkish Employment Agency (İŞKUR) together with 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. ISDEP I was successfuly completed in 2024. 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 Turkish Development and Investment Bank (TKYB).

The Enhancement of Entrepreneurship Capacities for Sustainable Socio-Economic Integration (ENHANCER) and the Social Entrepreneurship, Empowerment and Cohesion in Refugee and

[27] It is planned that the next phase of ESSN programme will be taken over by DG ENEST.

[28] *Commission Implementing Decision* of 4.1.2022 *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 Implementation 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*).

Host Communities in Turkey projects share the same objective and are implemented in 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 878 million has been allocated to migration management support under the Facility and additional refugee support[29].

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 for Migration Management[30] 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 for Migration Management to counter irregular migration; ii) improve inter-service cooperation of border management agencies at airports; and iii) continue providing operational support for the management of removal centres.

A EUR 220 million contract signed in December 2023 has been implemented since 2024. It aims to further strengthen border management at the eastern and south-eastern border of Türkiye. In 2024, under additional support to refugees, a further EUR 398 million was allocated to support Türkiye's migration and border management capacity. The focus of this funding is 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; and regular migration. It also included a EUR 50 million top-up that was allocated to the above border management project.

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 2024. Gender-related considerations were integrated into all Facility projects and have been continuously monitored through disaggregated data (76 indicators).

[29] This excludes EUR 150 million allocated under HOME instruments.
[30] Then called Directorate-General for Migration Management (DGMM).

The Facility significantly boosted women's employability, with over 26 000 completing short-term vocational skills training, around 40 000 benefiting from employment counselling services, and 500 women-owned businesses receiving advisory or financial support. The Facility has provided Turkish language courses to refugee women, with approximately 25 000 adult refugee women and 20 000 female students successfully completing them. Furthermore, approximately 55 000 female refugee children have attended pre-primary education made available through the Facility-funded projects, with 15 000 female students receiving educational scholarships. In particular, nearly 50% of the teachers and educational staff engaged by the Facility are women. Cash transfer programmes equally benefits over 1 million refugee women, and with regular unconditional resource transfers. Moreover, around 400 000 families of female students have received conditional cash for education support. Separate from cash transfer programmes, about 500 000 refugee women have received protection referral services, while approximately 550 000 refugee women have benefited from protection services through Facility-funded projects.

5. Monitoring, evaluation and audit

In 2024, reporting on Facility achievements continued to be based on the Facility Results Framework[31] and the Theory of Change[32]. The 13th Facility monitoring report was published in December 2024 and can be accessed on the DG ENEST website[33].

At the end of 2024, the Commission signed a new contract to ensure the continuation of the Facility monitoring and data management system as set up under the first technical assistance contract (SUMAR)[34]. The original SUMAF[35] contract ended in December; it reported 127 monitoring missions (covering four ad hoc missions), 53 on-the-spot checks and 112 monitoring missions[36].

In May 2024, the Commission signed a framework contract for the final evaluation of the Facility. Following the Facility strategic mid-term evaluation of 2021, the final evaluation is to focus on the second tranche of the Facility and should be completed at the end of 2025, marking the conclusion of the Facility.

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

[31] https://neighbourhood-enlargement.ec.europa.eu/document/download/23babb53-e316-4361-b373-78f0ce1d663e_en?filename=EU%20support%20to%20Refugees%20in%20TR_Results%20Framework.pdf
[32] 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
[33] https://enlargement.ec.europa.eu/enlargement-policy/turkiye/eu-support-refugees-turkiye_en
[34] Technical Assistance to Monitor the Performance of EU Support to Refugees in Türkiye – IPA/2024/461-735.
[35] Technical Assistance to Support the Monitoring of Actions financed under the Facility for Refugees in Turkey – IPA/2021/429-105 (Addendum VI to the Contract IPA/2018/393-877).
[36] Cumulative figures from 2017.

Commission's replies, was published on 24 April 2024 and is available online[37]. A key recommendation by the Court was for the Commission to improve the way the impact of Facility projects is measured, and to begin a discussion with Member States and the Turkish authorities on how to ensure their sustainability.

6. Communication and visibility

In 2024, activities continued to strengthen the visibility of the Facility's actions and raise the profile of the EU in assisting Türkiye in hosting the refugee population. Due to the sharp increase of negative official rhetoric and public sentiment towards the refugees during this period, activities were focused on the EU assistance to the refuges and host communities following the February 2023 earthquakes. Examples include: i) a press trip in the end of January 2024; ii) several success stories and videos; iii) an event, publication, video and photo album 'Stronger Together' on the role played by EU rescue workers in assisting refugees and host communities in February 2023, organised in close cooperation with EU Member States in Ankara; and iv) a high-visibility of visit by Commissioner Ferreira at the end of April 2024.

7. Conclusion and next steps

The Facility continued to be implemented in 2024. The full operational budget of the Facility was contracted by the end of 2020, and EUR 5.7 billion disbursed by the end of 2024. The Facility continued to provide much needed assistance to refugees and host communities in Türkiye. Additional refugee assistance allocated for 2020-2024 aims to ensure the sustainability of Facility achievements.

The **next steps** include:

- *continuing effective implementation of all Facility projects to benefit refugees and host communities, in line with the principles of sound financial management;*
- *continuing the roll-out of Facility-related communication activities;*
- *organising a final Facility Steering Committee in 2025;*
- *programming additional support for 2025-2027 to refugees and host communities in Türkiye to ensure the sustainability of Facility achievements.*

[37] https://www.eca.europa.eu/ECAPublications/SR-2024-06/SR-2024-06_EN.pdf