EU support to refugees in Türkiye

Theory of Change

June 2024

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Table of Acronyms and Abbreviations

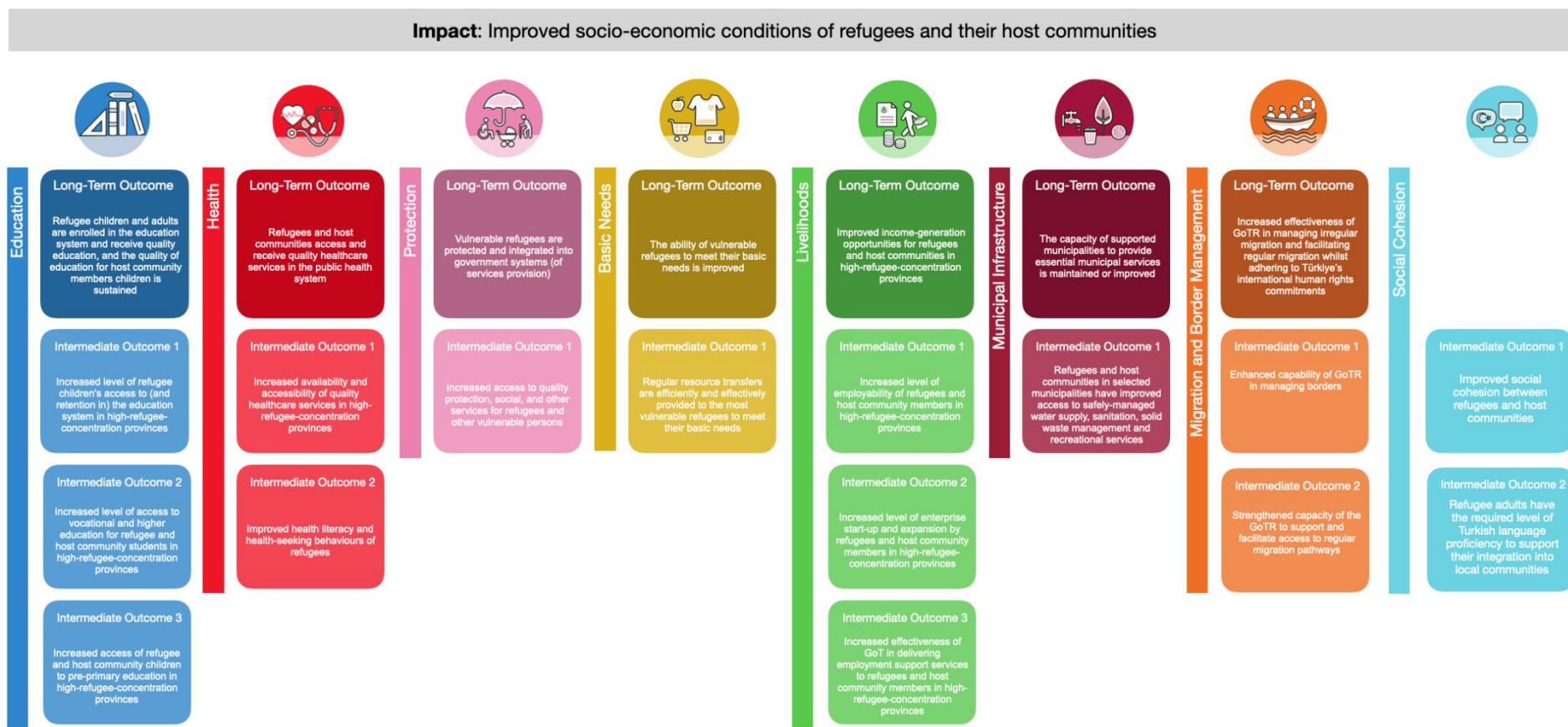|	
AFD	Agence Française de Développement
C-ESSN	Complementary ESSN
CCTE	Conditional Cash Transfer for Education
CMHC	Community Mental Health Centre
ECE	Early Childhood Education
ECHO	European Civil Protection and Humanitarian Aid Operations
EMHC	Extended Migrant Health Centre
ESSN	Emergency Social Safety Net
Facility	Facility for Refugees in Turkey
FS	Facility Secretariat
ICMPD	International Centre for Migration Policy Development
IP	Implementing Partner
IŞKUR	Turkish Employment Agency
KfW	Kreditanstalt für Wiederaufbau
KOSGEB	Small and Medium Enterprises Development Organization of Türkiye
MHC	Migrant Health Centre
MHPSS	Mental Health and Psycho-Social Support Services
MHU	Migrant Health Unit
MoFLSS	Ministry of Family, Labour and Social Services
MoFSS	Ministry of Family and Social Services
MoH	Ministry of Health
MoIT	Ministry of Industry and Technology
MoLSS	Ministry of Labour and Social Security
MoNE	Ministry of National Education
NGO	Non-Governmental Organisation
NRW	Non-Revenue Water
PIKTES	Promoting Integration of Syrian Kids into Turkish Education System
PTR	Physical Therapy and Rehabilitation
PuIP	Person under International Protection
RF	Results Framework
SASF	Social Assistance and Solidarity Foundation
SHIFA	Strengthening the Health Infrastructure for All Project
SIHHAT	Improving the Health Status of the Syrian Population under Temporary Protection and Related Services Provided by Turkish Authorities
SME	Small and Medium Sized Enterprises
SSC	Social Service Centre
SSN	Social Safety Net
SUMAF	Technical Assistance to Support the Monitoring of Actions Financed under the Facility for Refugees in Turkey
SuTP	Syrian under Temporary Protection
TEC	Temporary Education Centre
TESK	Tradesmen and Artisans Confederation of Türkiye
TOBB	The Union of Chambers and Commodity Exchanges of Türkiye
TRC	Turkish Red Crescent (Kızılay in Turkish)
TUIK	Turkish Statistical Institute
UNICEF	United Nations Children's Fund
VEC	Vocational Education Centre
WHO	World Health Organization

Introduction

There is no single definition of what a Theory of Change is. In the international Monitoring and Evaluation (M&E) community, it is regarded as a tool or an approach that supports the effective design, implementation and evaluation of a programme. It does this by defining and documenting the chain(s) of causes and effects, from programme activities to desired final objectives, to make the underlying intervention logic more explicit. A Theory of Change also needs to introduce the assumptions being made for the "cause" to successfully lead to the "effect".

The Theory of Change presented in this document covers the priority area sectors under the EU support to refugees in Türkiye programme. It indicates how the funded projects may lead to the achievement of intermediate and long term results defined in the sector results frameworks (RF). The document is intended to introduce the intervention strategies of the EU support to refugees in Türkiye to EU staff, Government of Türkiye implementing partners, external auditors, monitors and programme evaluators, and other interested third parties. The 'intervention logic' behind the selection and design of the portfolio of EU funded projects for each sector is explained in this document.

Each priority area chapter presents the results chain as a graphic, supported by a clearly written set of "If-then-because statements". The outcomes and related outputs are then described in an attempt to show how the projects are intended to deliver the defined priority area outputs, and how these outputs should lead to the achievement of lower-level 'Intermediate outcomes' and ultimately contribute to measurable higher-level 'long-term outcomes'. The Theory of Change tells a simplified story of the 'development pathways', the chain of positive effects which should emerge from the successful implementation of the projects in each priority area. In this way, it is possible to discuss the strength of the underlying theory and the key assumptions that must hold for the cause and effect linkages to function effectively.

Across most of the priority areas, the EU assistance comes in addition to the substantial support provided by the Government of Türkiye , Turkish civil society and other donors to refugee support efforts in the country. Significant expenditure allocations within the Turkish national budget are directed to adapt the public sector institutions to the presence of almost four million refugees in the country, notably in the areas of health, education, labour, local government services and socio-economic programmes. The attribution of the results achieved to the various contributors is technically difficult to establish beyond the project level. This question is not addressed in this document. It is focused more on improving the clarity of the intervention strategies rather than on the underlying evaluation models that may be applied to reach conclusions on the outcomes, impact and lessons from the implementation experience.

Figure 1: EU support to refugees in Türkiye: overall Theory of Change

Impact: Improved socio-economic conditions of refugees and their host communities

Education

Long-Term Outcome

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

Intermediate Outcome 1

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

Intermediate Outcome 2

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

Intermediate Outcome 3

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

Health

Long-Term Outcome

Refugees and host communities access and receive quality healthcare services in the public health system

Intermediate Outcome 1

Increased availability and accessibility of quality healthcare services in high-refugee-concentration provinces

Intermediate Outcome 2

Improved health literacy and health-seeking behaviours of refugees

Protection

Long-Term Outcome

Vulnerable refugees are protected and integrated into government systems (of services provision)

Intermediate Outcome 1

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

Basic Needs

Long-Term Outcome

The ability of vulnerable refugees to meet their basic needs is improved

Intermediate Outcome 1

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

Livelihoods

Long-Term Outcome

Improved income-generation opportunities for refugees and host communities in high-refugee-concentration provinces

Intermediate Outcome 1

Increased level of employability of refugees and host community members in high-refugee-concentration provinces

Intermediate Outcome 2

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

Intermediate Outcome 3

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

Municipal Infrastructure

Long-Term Outcome

The capacity of supported municipalities to provide essential municipal services is maintained or improved

Intermediate Outcome 1

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

Migration and Border Management

Long-Term Outcome

Increased effectiveness of GoTR in managing irregular migration and facilitating regular migration whilst adhering to Türkiye's international human rights commitments

Intermediate Outcome 1

Enhanced capability of GoTR in managing borders

Intermediate Outcome 2

Strengthened capacity of the GoTR to support and facilitate access to regular migration pathways

Social Cohesion

Intermediate Outcome 1

Improved social cohesion between refugees and host communities

Intermediate Outcome 2

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

1. Overall Impact

The overall impact statement of the EU support to refugees in Türkiye is *'Improved socio-economic conditions of refugees and their host communities'*. This statement is based on two ideas. Firstly, the supported refugees should achieve a level of physical and mental well-being, economic independence and ability to satisfy their basic needs. This includes decent living conditions, adequate nutrition and access to public education and health services. They should become sufficiently integrated with the local host community to enjoy a reasonable level of security. Secondly, the host community in high-refugee-concentration provinces should not be negatively impacted by the presence of refugees.

The seven long term RF outcomes are designed to achieve the overall impact. Families are supported to enable children to attend school and obtain the maximum benefit from the teaching provided. Support is allocated to ensure that the public education system is not overloaded in high-refugee-concentration provinces. Refugee students should reach a similar level of post-education opportunity as host community students and should be empowered to succeed both socially and economically in their new environment.

Local health services are reinforced in the provinces to cope with the additional burdens stemming from the refugee community. Additional health services are provided to address refugees' specific needs. By ensuring their easy access to the health services and increasing their level of health literacy and awareness, the overall health status of the refugees should improve while maintaining the quality of the health service for the host community.

The direct provision of specific support to vulnerable refugees is planned to protect and integrate them into established national service delivery systems. Income and material support is provided to prevent them from falling into destitution. Targeted refugee and host community adults are gradually supported to transition into employment or entrepreneurship. Ultimately, the aim is for refugees and low-income Turkish families to be economically independent and better integrated in their local communities. The government's reinforced border management and improved migration pathways are intended to contribute to socio-economic stability while upholding international human rights commitments.

> A series of earthquakes in February 2023 had devastating effects in the southern provinces where most of the refugees live. The housing loss and disruption to livelihoods and infrastructure, created an immediate surge in demand for basic needs and support services. Progress towards refugee integration with the host communities was stalled. Significant funds for recovery and to strengthen the resilience of the communities affected are needed. The priority is to contain the risks of long-term socio-economic decline and to ensure that both refugees and their host communities resume a path towards improved well-being and stability.

The EU support is designed to create multiple positive feedback loops. For example, improved household livelihoods should eventually have positive effects on the education levels and health status of the family members. The local services of selected municipalities are targeted for support to ensure they are not overwhelmed by the presence of large refugee communities. This should have many positive impacts. EU investments at municipality level are directed to obtaining positive effects on energy efficiency and local environmental pollution reduction. This should deliver a combination of local service cost efficiencies and health status improvements for the wider population.

By achieving the seven long term outcomes, there is a high level of confidence that the overall socio-economic conditions of the refugees and the target host communities will be improved. These improvements depend on an assumption that no major deterioration of the Turkish economy should occur. The combined effects of COVID-19, the 2023 earthquakes and changes to other macro-economic factors are setbacks but, they have not undermined the continued relevance of the intervention logic. In this context, the EU support is mitigating the negative economic and social impacts on the living conditions of the targeted communities.

2. Education

Problem Statement

The integration of the substantial refugee population into Türkiye's education sector is a significant challenge. SUMAF data, sourced from the Ministry of National Education (MoNE) in 2023, shows an enrolment of 867,695 refugee children in formal education[1] Despite this level of enrolment, a substantial number of refugee children remain outside the education system, pointing to the need for more inclusive educational strategies.

A 2022 study showed that children's participation in education is negatively impacted by multiple factors[2]. Refugee families struggle economically and school associated costs such as transport and learning materials can be a barrier to attendance. Children may need to assist with household responsibilities while older family members go to work. Older children, especially boys, may work to contribute to family income rather than attending school. Parents with less education were shown to be more likely to withdraw children from school to cope with economic difficulties[3].

Limited Turkish language skills is a barrier to effective participation in classes for some children. This specifically applied to higher grades, which require greater language fluency to cope with more demanding course content. Refugee children may also experience difficulties interacting with their Turkish peers and families report that bullying at school is a key reason for children dropping out.

The February 2023 earthquakes disrupted learning, with many children and teachers displaced and schools damaged. When classes resumed, attendance continued to be low in the provinces that experienced the greatest damage. Some displaced families have reported difficulties registering their new addresses with the Presidency of Migration Management (PMM). This creates a barrier to participation in education as both parents and children must have a valid registration to enrol in school. It is likely that the learning losses, trauma and socio-economic fragility resulting from the earthquakes will have long term consequences for the education of all affected children.

According to the United Nations Children's Fund (UNICEF), the challenge of overcrowding in schools reflects a priority need to expand educational facilities and to increase the allocation of resources. This is particularly evident in the regions with high refugee concentrations where some education facilities are operating at up to 150% capacity. Refugee children face difficulties registering at school. Some families have reported difficulties with providing the required legal and academic documents for enrolment. Additionally, families who move on a seasonal basis to conduct agricultural work, or who live at an address that differs from their registration document records, face particular difficulties in enrolling their children in education as each child should register at the school nearest to their officially registered address.

The pursuit of higher education remains a formidable challenge for refugees. Obstacles such as financial constraints, documentation requirements, and language proficiency issues lead to only a small percentage reaching this educational level. This brings into focus the acute need for scholarships and other financial and non-financial support programmes tailored to address these specific barriers.

The issue is compounded by a shortage of adequately trained educational personnel. The existing school managers, teachers and special needs support personnel often lack the training necessary to navigate the challenges presented by a student population that is both multicultural and multilingual. This gap in professional development affects the overall quality of teaching. It also limits the ability of educators to adapt their methods to a diverse classroom, which is crucial for the effective education of refugee children.

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1 In 29 high-refugee concentration provinces.
2 Evaluative Learning Study for Phase III of the Emergency Social Safety Net (ESSN) Assistance for Refugees in Türkiye, 2022.
3 Inter-agency Protection Working Group. 2022. Interagency Protection Needs Assessment, Round 6.

Stakeholder Analysis

The stakeholders include Turkish ministries, international organisations, educational institutions, students and their families, all working together to create a comprehensive and cohesive strategy. The MoNE is at the forefront of this endeavour. It plays a crucial role in leading policy development, strategy execution, and resource allocation and implements the key PIKTES Programme (Promoting Integration of Syrian Kids into Turkish Education System). MoNE's aim is to adjust the education system to suit the needs of a growing and diverse population while maintaining the high levels of educational quality that are essential for a modern Turkish society.

Students from refugee backgrounds and from host communities are at the centre of the initiatives. They are both beneficiaries and active participants whose involvement is crucial to the changing educational and cultural landscape in Türkiye. The programme aims to foster their combined personal and professional growth and to ensure a seamless integration of the educated refugees into Turkish society. Parents play a dual role as facilitators of their children's education and in cross-community liaison. They engage with educational institutions and with government bodies to advocate for their children's needs. This is critical to achieve high enrolment rates and continuity of educational provision, which are fundamental for the acceptance and ownership of the educational interventions in the communities served.

The educational institutions, including schools and universities, translate MoNE's policies into practice. They must create the inclusive environments that cater for diverse student bodies, directly affecting the quality of education and the programme's success at the grassroots level.

International partner organisations such as the World Bank, Kreditanstalt für Wiederaufbau (KfW), Expertise France and others play instrumental roles in school construction and vocational training projects. Higher education initiatives are supported by the International Centre for Migration Policy Development (ICMPD) and the Haci Bayram Veli University . The Ministry of Family and Social Services (MoFSS) oversees the Conditional Cash Transfer for Education (CCTE) support. This provides refugee families with critical financial support according to their needs and promotes classroom participation by facilitating consistent school attendance.

The collective effort of these stakeholders has formed a strong synergistic force to propel the education programme forward. Each distinct role, interest, and sphere of influence is crucial to the programme's overall success. It is essential that the programme remains adaptable and responsive to the inputs of its diverse participants, valuing each contribution as it builds an enduring and robust educational framework.

# Intervention Logic

Outcomes

The ultimate aim is to get all school-age refugee students into school and provide them with the teaching and learning supports for a quality education experience and outcome.

Long term outcome
The dominant political and social objective is to get refugee school enrolment numbers up to acceptable levels. This should enable children to receive their right to education and help to maximise their contribution to Turkish society. If many refugee youths grow up outside the Turkish education system, this will introduce a range of social and economic risks to the country. The long-term outcome needs to be achieved while maintaining the current level of education quality for the host community in the existing and newly supported education facilities.

The focus of the EU refugee assistance is on the full integration of refugee students into the Turkish education system. It is not seeking to improve the overall quality of the existing education system. However, it is recognised that direct investments through three of the four outputs may have a wider positive effect on improving the general standard of education. The three outputs referred to are targeting appropriate language classes and associated support services, improved teaching capacity and the provision of school infrastructure.
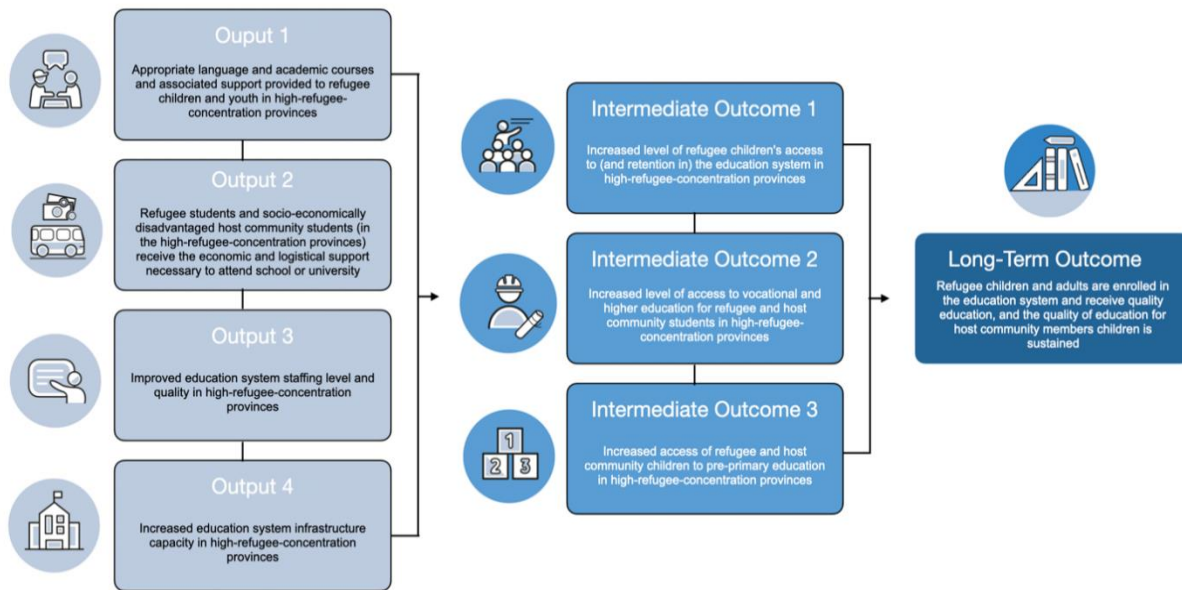
Intermediate outcomes

The intermediate outcomes depend on a series of measures to reduce barriers to accessing four main forms of education, namely 1) the regular public schools' education system from primary to upper secondary levels; 2) vocational education delivered through Technical and Vocational High Schools and Vocational Education Centres (VECs); 3) Higher education; and 4) Early Childhood Education (ECE). After the transition of EU support from the first to the second tranche, support to higher education was discontinued in favour of placing more emphasis on ECE.

The strategy is summarised in three intermediate outcomes targeting increased access to each form of education. It is investing in the expansion of the supply of quality public pre-school, primary and secondary education services, including formal vocational education. Families and students are supported to reduce drop-out rates. While the strategy is focused on the 29 provinces where the density of refugees (both SuTPs and PuIPs[4]) is high, the overall final effects should be nationwide.

A key part of the government strategy is to reduce the barriers and factors which prevent refugee families from sending their children to school. The "demand problem" is present at the lower secondary school level but is more severe at the upper secondary level. Here, there are significant economic factors at play, with older children contributing to the household economy (particularly through agricultural labour), and strong cultural factors where older girls may be kept at home to work or are married in their mid-teens. The limited level of social integration of older refugee children into the school community is another factor affecting retention rates. Emphasis is placed on communicating with parents to encourage the enrolment of their children and on providing appropriate support to them when they are in school to minimise drop-out rates.

Outputs

Each output[5] focuses on a particular type of education support and may relate to different levels of education. Several projects are designed to contribute to multiple facility outputs. The project portfolio is centred on the PIKTES project which covers all activity areas except school infrastructure construction, the support to students and families to encourage school attendance and scholarships to follow higher education courses.

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4 PuIP stands for Person under International Protection; SuTP stands for Syrian under Temporary Protection.
5 In this Theory of Change document the output statements are shortened for brevity. The full output statements are presented in the results chain.

Output 1: Provision of language and academic courses and associated support

The output is designed for refugee students to have the capacities to successfully join and benefit from the Turkish education system. A key deliverable is for school-age refugee children to attain a level of Turkish language proficiency needed to follow the education curriculum for their age group. The support is provided through year-long adaptation courses[6], intensive Turkish language classes[7] and summer courses. The formal school system has catch-up courses delivered at weekends, and back-up, remedial classes. These cover the regular academic curriculum and are intended to enable students to join the grade corresponding to their age group. The Accelerated Learning Programme also helps struggling students to keep up with the curriculum and aims to prevent them from dropping out of school. The EU supports curriculum and materials development and the use of learning monitoring systems to ensure the additional courses delivered reach the intended quality standards.

The PIKTES Programme supports MoNE through the provision of scholarships to students to attend technical and vocational high schools. These incentives are targeted at both in-school and out-of-school refugee children at the upper secondary level. In line with government policy to significantly increase the level of availability of pre-school education, the EU supports MoNE to make ECE available to refugee and host community families to prepare young children to start primary school when they are legally required to do so.

A barrier to refugee students joining the Turkish education system, and performing well within it, is the extent to which they successfully integrate into the school environment. Many factors to be overcome include psychological effects of their experiences of war and sudden, radical displacement. Host community students' reluctance to accept refugee children into the school community and the level of social exclusion practices such as bullying are also pervasive. If students do not feel they belong in the school environment, it is hard to keep them there and for them to perform adequately in academic terms.

The CCTE programme provides protection services for children at risk of dropping out and raises awareness among vulnerable refugee families about child protection needs. These support services complement financial assistance to play a role in reducing dropouts and enhancing retention rates. The EU supports psycho-social support through student guidance counsellors to students, including those traumatised by the 2023 earthquakes, aiming to restore a sense of normalcy and security within the educational environment and to support their emotional and mental recovery.

Output 2: Provision of economic and logistical support

The problem of low enrolment rates at lower and upper secondary school levels is partly due to strategies where parents may prevent their older children from attending school. Incentives are provided to encourage refugee parents to enrol their children and support their regular attendance at school. The CCTE programme makes regular payments to low-income refugee families, conditional on regular school attendance. It is implemented in partnership with MoFSS, MoNE, the Turkish Red Crescent (TRC) and UNICEF. There is a similar government programme for economically disadvantaged host community households.

The EU also finances transportation services for children to attend school where their families live some distance away. This reduces a dependence on public transport and responds to families' concerns over the safety and well-being of their children, particularly girls[8]. Additional economic support is the supply of school stationery supplies, bags and free school lunches. Scholarships are offered to beneficiary children to attend Technical and Vocational High Schools. The experience is that these measures help to improve enrolment and retention rates.

The proportion of refugee school graduates who go on to higher education in Türkiye is much lower than for Turkish graduates. Higher education support was prioritised in the first tranche, but resources were reallocated in the second tranche. The 2023 post-Facility funding introduced two higher education projects, providing scholarships and essential support to assist refugee students access to higher education.

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6 For third graders only since the academic year 2020-2021.
7 For grades other than third since the academic year 2020-2021.
8 Under Tranche I this support was only provided to refugee children. It is extended to host community children in Tranche II.

Output 3: Strengthening education system staffing

The education system needs a skilled staff capacity to effectively deliver the teaching and associated support services, including the delivery of the Turkish language courses under Output 1. The focus is on enabling each supported province and school to respond to the needs of the refugee population.. This output provides funding for the employment of several thousand teachers and other professional staff and the training of approximately 170,000 existing education system staff. The EU allocations are channelled through MoNE, several international agencies and Non-Governmental Organisations (NGOs). The skills required by school staff to improve their understanding and ability to respond to the particular needs of refugee students are provided, including psycho-social needs. The hiring of extra teachers and other staff, and the training of existing MoNE staff are intended to ensure a satisfactory level of quality of the supported courses and additional support services.

Output 4: Improving educational infrastructure

Improvements to educational infrastructure in the 29 focus provinces is delivered through projects implemented mainly by MoNE, KfW and the World Bank. Since 2019, the support is used for the construction of new schools, the expansion and refurbishment of existing ones and the refurbishment and equipping of Technical and Vocational High Schools. This includes the equipping of many ECE centres and schools with renewable energy facilities. Some institutional strengthening support is delivered to help MoNE to effectively handle the large-scale infrastructure development programme. A key priority is the reconstruction and refurbishment of educational infrastructure affected by the 2023 earthquakes. This involves the repair of damaged schools and the provision of temporary learning spaces, such as prefabricated classrooms or mobile schools.

'If-then-because' logic statements

The 'If-then-because' statements summarise the cause-and-effect relationships that underpin the strategy.

1. **If** appropriate language, academic, economic and logistical support is provided, **then** school enrolment and retention rates for refugee children will improve, the level of their Turkish language proficiency and academic success will increase and families will keep sending their children to school, **because** these targeted interventions will equip students with the necessary level of language proficiency and other required support to successfully integrate into the Turkish education system.

2. **If** the level of human resource competencies and the volume and quality of school infrastructure in the targeted provinces is improved, **then** the capacity to educate will increase and the quality of education provided will be enhanced, **because** adequately staffed schools with well-trained personnel working within a conducive school infrastructure is better equipped to meet the diverse education needs of refugees and host community children in Türkiye.

Key Assumptions

The underlying assumption is that the educational interventions will create a conducive learning environment that is accepting of refugee students leading to their integration into Türkiye's educational system and society. The demographic stability of the refugee population is needed for a proper allocation of resources. Where major demographic changes occur, the structure and delivery of educational services may face critical challenges. Since the 2023 earthquakes, the importance of constructing new facilities and refurbishing existing ones has been underscored, as these are essential in repairing the damage and ensuring a continuation of education services.

Continued financial support for programme sustainability and community acceptance of the shared policies on education and integration are crucial assumptions. The programme relies on a positive reception and participation of both refugees and host community members in the education initiatives. Parental involvement in enrolling their children and the children's active engagement in the educational process, are the indicators of a long-term collective endorsement of the standard of education received. The success of the programme depends on a seamless coordination among donors and stakeholders.

3. Health

Problem Statement

The hosting of one of the largest refugee populations in the world places substantial demands on the Turkish healthcare sector. The health system is pushed to its limits by a need for quality health services to remain available and accessible to all. Where the health infrastructure is stretched and the healthcare workforce is under extreme pressure, administrative and financial barriers may limit access to primary health services for those who need it most. Refugee access to healthcare services may also be impaired by cultural, socio-economic, or linguistic obstacles. In these cases, difficulties in communication between patients and healthcare providers may reduce the efficacy of treatment and lead to weaker health outcomes.

> The 2023 earthquakes in Türkiye placed further pressures on the healthcare system, with considerable damage to hospitals and healthcare facilities. Many buildings suffered damage beyond their design limits, underscoring the need for improved earthquake resilience in medical infrastructure. The earthquakes disrupted healthcare access due to damage to Migrant Health Centres (MHCs), healthcare staff displacement, and an accumulation of emergency cases.

Stakeholder Analysis

The response of the Turkish health sector to the refugee crisis is a collaborative effort by a range of stakeholders. Refugees, especially women and children, are at the centre of the stakeholder matrix, bearing the brunt of health system deficiencies while presenting with unique health needs shaped by their forced displacement. Their precarious situation is a key driver for health policymaking and strategic planning. The Ministry of Health (MoH) leads the response through its policies to ensure service quality. It coordinates with national and international bodies to develop the capacity of the health system to address the scale of need.

International organisations, like the UN agencies, contribute to the programmes by proposing standards for the health services that align with global practices. They, along with national NGOs, fill service gaps particularly in hard-to-reach areas, playing a vital role in direct care and community engagement. Healthcare professionals, tasked with the direct delivery of services, face challenges of increased demand. Local governments, international donors, policy experts, and private sector participants work in unison to scale up the health initiatives. Social and community health workers are a crucial link between refugees and healthcare services to ensure access and promote health-positive behaviour. This concerted effort is crucial to address the complex health needs of refugees, and to maintain public health security for both the refugee and host communities.
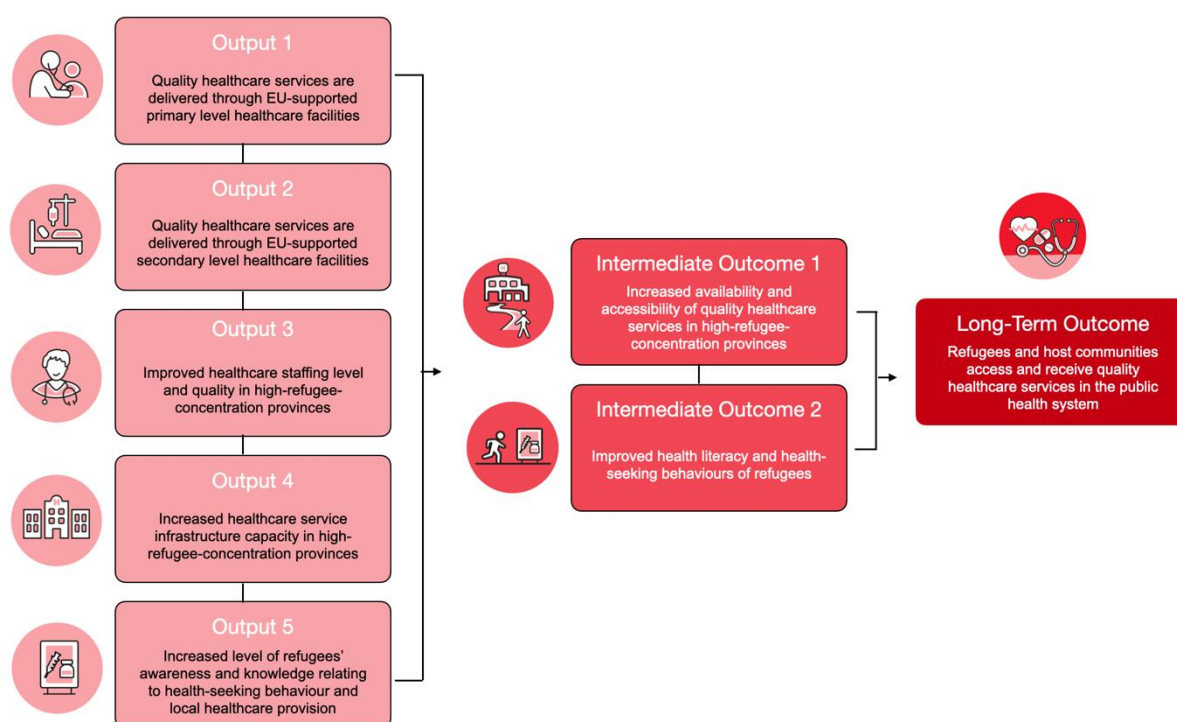
Intervention Logic

Outcomes

The strategy underpinning the EU allocations to the health sector respond to the needs of refugees, while supporting them to manage their health and to effectively avail of health services. This is to be achieved by supporting the government's delivery of primary and secondary healthcare services in 33 selected provinces.

Long-Term Outcome
Good health outcomes are a major part of the wider socio-economic condition of the refugee target groups. As the main health issues faced by the refugee population relate to non-communicable diseases, improving their health status is a long-term process. The health sector interventions are ultimately interlinked with education and with improvements in their socio-economic conditions in housing, working conditions and nutrition.

Figure 3: Results Chain for the Health Priority Area

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

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

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

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

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

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

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

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

Intermediate outcome 1 (supply side)

The supply side objective is to ensure that refugees are provided with quality health services in response to their needs and, at the same time, to maintain the level and quality of the services for the host community. Turkish citizens' access to public health services must not be adversely affected by the provision of services to refugees.

The 'availability' of quality health services means ensuring there are enough primary and secondary level health facilities in the communities where the targeted households live. The reference to 'quality' implies that the facilities should be adequately staffed, and suitably equipped and supplied.

The 'accessibility' of quality health services requires the removal of barriers that may impede refugees from using the services to an appropriate extent. The barriers include their awareness of the existence of the services, administrative forms that may be difficult to complete , and the cost barriers that may hinder or prohibit fair access to the services. Some of the access barriers may be directly addressed by the programmes while others may not. An example of the latter are the barriers to access to free public health services for unregistered refugees or for those residing in a different province where they are officially registered.

Intermediate outcome 2 (demand side)

The demand side outcome is focused on factors influencing the level of take up of healthcare services by the refugee community. These include the general level of health awareness or literacy among refugees, and their familiarity with the Turkish primary healthcare system. Cultural factors like the need for many refugee women to be treated by female doctors and nurses are relevant. The strategy in this area targets health-seeking behaviours to ensure the target groups are more aware of basic public health issues and are encouraged to alter their behaviours to improve their long-term health. This includes health education and support on obtaining medical advice and treatment in the local public health system.

Outputs

Output 1: Provision of primary healthcare services

Several projects under the first EU tranche supported the delivery of primary healthcare services. These included the MoH's large programme (the SIHHAT Project)[9] and several projects implemented by international NGOs and UN agencies. Most of the investment assisted with establishing and operating the Migrant Health Centres (MHCs) and Extended MHCs (E/MHCs), including their staffing with mostly Syrian and some Turkish health professionals who had received training to operate the centres. In the second tranche, the on-going support to primary healthcare services has continued, along with further specific assistance in areas like vaccinations through the MoH's regular Family Health Centres and other facilities.

The supported primary healthcare services include reproductive health (antenatal care, postnatal care), mental health and psycho-social support services (MHPSS) through the E/MHCs. The MoH's Community Mental Health Centres (C/MHC) for severe mental health problems such as schizophrenia and bipolar disorders are also supported. Where refugees live and work in rural areas or have mobility issues, mobile healthcare services are in place, including cancer screening vehicles.

By expanding the scope of primary healthcare, the programme is delivering a concerted effort to enhance general health and disease prevention. The distribution of Vitamin D and iron supplements, essential contraceptive materials, and facilitation of cancer screening initiatives for breast, cervical, and colorectal cancers are all supported. These additional health services are integrated seamlessly in the programme to provide a comprehensive approach to health, addressing the needs of the refugee and host populations alike.

Output 2: Provision of secondary healthcare services

The EU assistance to secondary and specialist healthcare services is focused on the E/MHCs and C/MHCs in selected provinces[10]. A substantial investment has been made in providing medical equipment for hospitals including the equipping of Intensive Care Units. Physiotherapy and post-operative rehabilitative care (PTR) will also receive more emphasis through support to PTR units in hospitals. A substantial proportion of refugees use hospitals as their initial source of healthcare. The EU is financing the training and deployment of bilingual patient guides to public hospitals to enable Arabic speakers to access to their services.[11]

Output 3: Strengthening healthcare system staffing

A major deliverable is the support to recruit Syrian doctors, nurses, patient guides and other health professionals and to train them to work in the MHCs, E/MHCs, C/MHCs and hospitals. A pre-deployment training programme to enable Syrian professionals to understand and operate within the Turkish public health system was delivered by the World Health Organisation (WHO) working with the MoH. After this training, the professionals are deployed under the SIHHAT programme, which provides follow-up in-service training, also to Turkish healthcare staff, to support their ability to work with refugees.

No separate output exists in the results chain to strengthen the MoH's capacity to manage the delivery of health services to refugees effectively, but additional investments are being made for this institutional strengthening. Two large surveys of refugees have been conducted covering aspects like their health issues, the use of services, satisfaction with services, health literacy and health-seeking behaviour. Future support to the MoH, under SIHHAT III, includes additional surveys and the strengthening of the Ministry's knowledge management, policy analysis and policy-making capacities in refugee healthcare. Knowledge sharing events and the formation and operation of a Migrant Health Advisory Board will be supported to advise the MoH on refugee health matters.

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9 SIHHAT stands for 'Improving the Health Status of the Syrian Population under Temporary Protection and Related Services Provided by Turkish Authorities'.

10 While E/MHCs are officially part of the primary healthcare system, they are providing some secondary healthcare services. C/MHCs are considered part of secondary health services.

11 While previous phases of the SIHHAT project provided limited support for secondary healthcare services, SIHHAT Phase III has redirected its focus and no longer prioritizes this area.

Output 4: Improving healthcare infrastructure

The construction of two state hospitals in Hatay and Kilis provinces was supported under the first EU tranche for infrastructure development. A second tranche is financing the construction or refurbishment of MHCs and E/MHCs. The two newly constructed hospitals are already operational.

In response to the 2023 earthquakes, the EU prioritised the construction of new healthcare facilities and refurbishment of existing damaged infrastructure. This was crucial to restore or enhance the availability of healthcare services, ensuring that both refugees and the host community had continued access to essential medical care in the affected regions. SIHHAT II managed to adapt to the impact of the earthquakes by opening 17 container health centres to ensure the continued services in the affected provinces.

Output 5: Health awareness-raising and education

The SIHHAT and SHIFA Projects,[12] with different Implementing Partners, conduct health awareness-raising (videos and brochures) and health literacy improvement activities. These demand side outputs support outreach activities in the refugees' homes and at community locations through the deployment of outreach teams. In the first MoH support programme, lessons were learned on the need to improve the level and quality of health promotion to the refugee community. This aspect has received greater emphasis in the design of the follow-on support programme (SIHHAT III) with the planned delivery of a major programme of health literacy training in the E/MHCs and the implementation of a wide ranging outreach programme.

The SIHHAT III outputs are intended to advance the focus on creating health policies tailored to the needs of refugees. The strategic move includes convening the Migrant Health Scientific Advisory Board to guide evidence-based policy development. A primary goal is to strengthen the MoH's capacity to collect and manage data and insights that will shape informed policymaking for migrant health. There is a concerted effort in this initiative to develop policy papers on migrant health and healthcare, leading to a responsive and inclusive policy environment addressing the unique health challenges faced by migrants.

'If-then-because' Logic statements

The general strategic purpose is to provide equitable and informed access to quality healthcare. This is articulated through the set of "if-then-because" logic statements presented below.

1. **If** adequate health service provision is extended to refugees and healthcare infrastructure and capacities are enhanced, **then** their access to quality healthcare will increase, **because** these initiatives will improve the overall health infrastructure and care available, making them more robust and responsive to patient needs.
2. **If** effective health education programmes are delivered for refugees and host community members, **then** the level of health literacy and preventative health practices among the populations will increase, **because** they will have the crucial knowledge and training to empower individuals to make informed health decisions.
3. **If** health facilities[13] are expanded or restored and services are tailored to the needs of refugee and host communities, **then** there will be an enhanced health system capacity to provide comprehensive care, **because** the targeted health infrastructure should ensure that services are more accessible and suitable for all.

Key Assumptions

The healthcare programme operates on an assumption of continued socio-political stability, which is vital for the wellbeing of the refugee population. The stability underpins the consistent support and financial investment from the donor community needed to sustain the health initiatives. It is assumed the government will maintain accessible health services for refugees without major policy changes, that the services will be integrated into the national health system and that all legal and logistical barriers to the healthcare services will be removed.

The programme's success assumes that healthcare infrastructure will be resilient to withstand future disasters like the earthquakes and that the refugee population will remain stable. It is anticipated that the health profiles

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12 SHIFA stands for Strengthening the Health Infrastructure for All Project.
13 including the construction of new healthcare facilities or refurbishment of facilities damaged in the 2023 earthquakes

of the refugees will gradually align with the host communities, to enable consistent, uninterrupted care and accurate forecasting for future healthcare requirements. The new facilities should allow the level of healthcare services in the affected provinces to be fully re-established and to effectively meet the needs of the population.

The health programme relies on the continuous professional development of healthcare workers to meet the demands of the system and to develop the cultural competencies to cater to the refugee population's needs. The assumption is that they will remain operational in areas populated heavily by refugees, staffed by willing Syrian health personnel, appropriately incentivized to relocate. The programme presumes adequate funding, a robust infrastructure, solid data, research-driven policy-making, and comprehensive health literacy programmes, all underpinned by a legal framework guaranteeing healthcare access for refugees.

4. Protection

Problem Statement

Despite considerable efforts to integrate vulnerable refugees into the existing social protection frameworks, there remains a disparity in their protection, shown in their exposure to exploitation, abuse, and harm. The limitations in refugees' awareness of their rights and the protection services available to them is part of the problem. Linguistic, bureaucratic, and logistical barriers, hinder their ability to access the services designed to safeguard their welfare.

The process of identifying refugees who require specialised protection services is complex. It depends on their understanding and ability to seek help and on the capacity and behaviour of service providers to identify and assess the vulnerabilities of this group. Once identified, the referral process to appropriate services is another step where issues may arise, whether through the internal mechanisms within the same project or with external agencies.

The delivery of the protection services is another critical problem. Refugees are often unaware of how to navigate the health, education, mental health, and legal advice services available to them. This can lead to underuse of vital services and a consequent lack of adequate protection against risks and abuses.

> The devastating earthquakes in 2023 magnified the protection challenges faced by refugees in Türkiye.
> As infrastructure crumbled and services were disrupted, many refugees found themselves at increased risk of exploitation and abuse while struggling to access critical protection services.
> The loss of documentation, essential for legal protection and accessing services, became a widespread issue.
> This natural disaster further compounded the vulnerabilities of an already at-risk population, intensifying the need for robust, accessible, and immediate protection measures to ensure their safety and rights amidst the chaos.

The capacity of Turkish public institutions to deliver protection services to refugees is stretched. The increase in demand has put a strain on resources and has highlighted the need for a larger, better trained workforce. Institutional capabilities to maintain and improve the quality of service delivery need to be strengthened.

Stakeholder Analysis

A diverse group of stakeholders play pivotal roles in the protection services for refugees. Vulnerable refugees are at the centre of the beneficiary framework. IPs, including international NGOs and UN agencies, are the linchpin of awareness and education efforts, to ensure that refugees understand their rights and maintain awareness of the available support services.

Government institutions, particularly the MoFSS and the Provincial Directorates of Migration Management, are key players to manage registration processes and the delivery of direct services. Local authorities facilitate these efforts, acting as a conduit between the refugees and central governmental institutions. Healthcare providers, legal aid, and educational entities contribute to a holistic approach in response to refugees' protection needs.

Intervention Logic

Outcomes

The basic protection strategy implemented under the EU support to refugees in Türkiye programmes has evolved over time. Initially, protection services were provided as part of the ECHO-funded humanitarian response in support of the government's efforts. In later stages, resources are also allocated to support the existing national

social protection services to respond to the needs of the refugee community. This is in line with an overall strategy to ensure sustainability of support to the refugees after the phasing out of EU support.

Figure 4: Results Chain for the Protection Priority Area
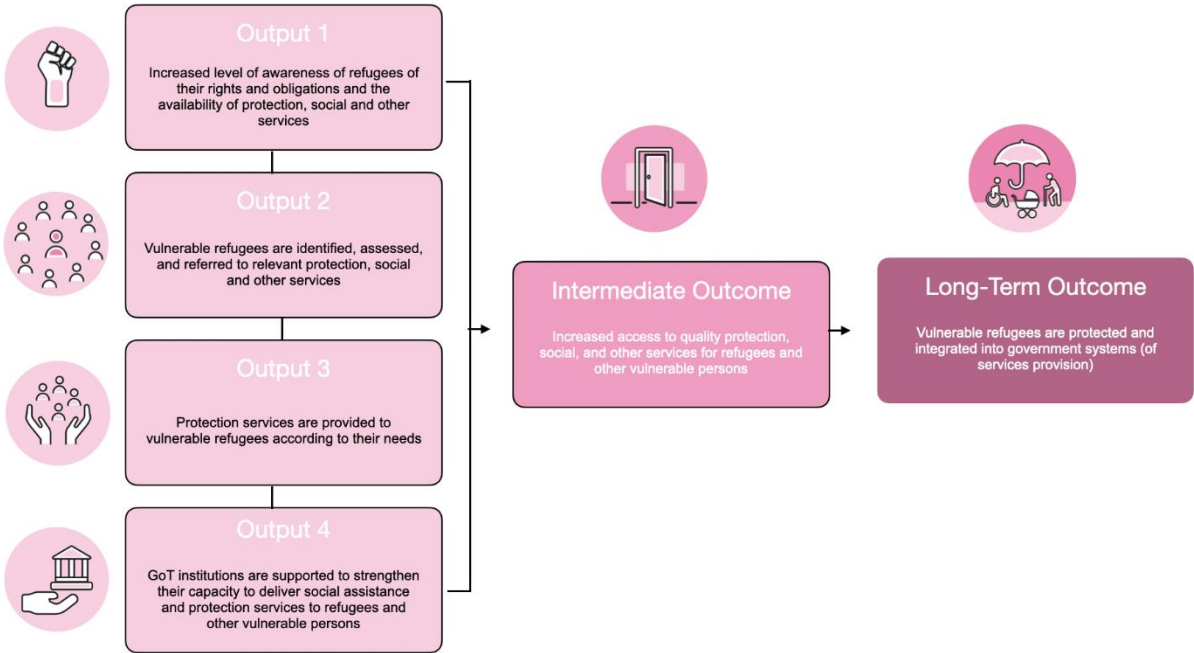
Long term outcome

The overall objective is for all vulnerable refugees to be protected from exploitation, abuse and harm and integrated into existing social protection systems. Protection is a cross-cutting criterion as the services are provided within the work of education, health, basic needs, migration and border management (MBM), and livelihoods areas. Specialised protection services are also provided to vulnerable people not addressed through the sectoral mainstreaming. An important objective is to ensure that refugees are not subjected to refoulement, forcible return to a country, including their country of origin, where they could be exposed to persecution.

Intermediate Outcome

Access for refugees' and other vulnerable citizens in the supported areas to all types of protection services is the desired outcome. This includes both government and non-governmental service providers. The protection services refer to all activities to respond to the risks and consequences of violence, coercion, deliberate deprivation and abuse. The types of support include registration processes; education and health services; mental health and psycho-social support services; legal advice to resolve legal or refugee registration issues; welfare services and obtaining temporary shelter to escape domestic violence.

Outputs

The approach to integration and protection is designed through the following four outputs:

Output 1: Increasing refugees' awareness

IPs, financed by the humanitarian arm of the EU support mechanism, carry out extensive awareness campaigns using a broad array of communication channels. The campaigns use social and mainstream media, distribution of informative brochures, and the facilitation of information sessions within community centres. Home visits to ensure refugees and vulnerable citizens can access the guidance right at their doorstep, aim to ensure that no one is left behind, uninformed or unsupported.

Output 2: Identification and referral of refugees

Protection work is combined with many other forms of assistance, such as language and skills training, social cohesion events and the operation of community centres. Persons are assessed as particularly vulnerable and in

need of protection assistance through either intake, where the beneficiary visits a service facility, or outreach, where a service provider visits households or community locations. Examples may be individuals who suffering from a severe mental illness who are not under medical care, or a family threatened with homelessness due to rent payment issues. Identification and assessment are needed before the appropriate service can be arranged.

Output 3: Provision of protection services to refugees

The protection of vulnerable individuals is a priority of humanitarian organisations dealing with a refugee crisis. Many protection services were initially provided by EU-funded international NGOs and UN agencies working closely with the Turkish local authorities. Lately, more emphasis is placed on supporting vulnerable refugees to access established government protection services.

Output 4: Strengthening of government institutions

The EU is training social services staff in the MoFSS and staff within supported Provincial Directorates of Migration Management. It is upgrading Social Service Centres (SSCs) and establishing new centres in high-refugee-concentration provinces, including mobile SSCs. In response to the reduced capacity of the SSCs affected in the 2023 earthquakes, the EU is funding the refurbishment of damaged facilities and the construction of new centres. This support is crucial to restoring and enhancing the provision of protection services for vulnerable refugees in Türkiye.

'If-then-because' Logic statements

The Protection programme's strategy, presented through the 'if-then-because' logic outlined below, is designed to enhance the wellbeing and security of refugees in Türkiye by fostering awareness of their rights and of the available services, streamlining access to protection, and strengthening the capacities of the Turkish institutions to deliver comprehensive social support.

1. **If** (a) refugees and vulnerable citizens have increased awareness of their rights, and of the protection services available, and (b) identification, assessment and referral processes are functional **then** they can better find and access the support systems appropriate for them, **because** tailored information campaigns and outreach activities will empower them to seek assistance and structured identification and referral processes will connect them with the appropriate resourceso address their specific vulnerabilities.

2. **If** the capacity of government and non-government bodies to deliver social and protection services is strengthened and the services are effectively delivered according to need, **then** the well-being and safety of the individuals served will be enhanced, **because** targeted support will be available and will address the direct risks and challenges they face.

Key Assumptions

The registration process managed by the Turkish authorities must remain accessible to refugees and the vulnerable. The openness and accessibility of the processes are imperative.

Existing government policies for protection services must continue and be supported by investment in the implementation capacity to deliver the assistance. The SSCs affected by the 2023 earthquakes must be restored to full operational capacity quickly, to ensure a continuation of crucial protection services to those most in need in the earthquake affected provinces.

A sustained commitment of international support is vital for the continuity and scalability of the protection services offered. This must remain in place until the full integration of protection services into the Turkish national system can be completed.

5. Basic Needs

Problem Statement

Refugees face severe deprivation challenges when their fundamental needs are unmet. Reduced food consumption, child labour, accruing debt, or engaging in hazardous and exploitative work are the visible symptoms of this deprivation. Long-term effects on their health, protection, development, and overall welfare may arise leading to poverty and social exclusion, severely affecting their potential for recovery and integration.

In the aftermath of events such as the 2023 earthquakes, the necessity to adapt quickly to changing circumstances is critical. A lack of financial resources may force refugees to endure hunger, live in inadequate shelter, or be unable to afford heating during winter, further alienating them from participation in community life and undermining their autonomy and dignity.

Stakeholder Analysis

The most vulnerable demographic groups include women, the elderly, individuals with disabilities, widows, and children. These groups are the focal points for providing e critical services for food, shelter, healthcare, and education. Their well-being is the ultimate measure of programme impact.

The MoFSS steers the overarching welfare strategy and policy architecture. It seeks alignment with the nation's broader social welfare frameworks. The TRC has a pivotal role in the cash transfer programmes, leveraging its logistical prowess to reach the identified beneficiaries. The precision of the Social Assistance and Solidarity Foundations (SASFs) in beneficiary selection underpins the equitable and efficient distribution of resources, while Halkbank's financial systems guarantee the secure and expedient provision of aid. This alliance of stakeholders is a resilient support structure.

Intervention Logic

Figure 5: Results Chain for the Basic Needs Priority Area

Output	Intermediate Outcome	Long-Term Outcome
Vulnerable refugees receive resource transfers to meet their basic needs	Regular resource transfers are efficiently and effectively provided to the most vulnerable refugees to meet their basic needs	The ability of vulnerable refugees to meet their basic needs is improved

Outcomes

The overall strategic focus is on vulnerable refugees. It is not designed to fully meet all basic needs, but to alleviate the most pressing hardships. The rationale is for an integrated systemic approach to resource distribution. This includes cash transfers and the distribution of essential goods and top-up payments for the stability and welfare of all vulnerable refugee households.

Long term Outcome

The objective of the basic needs strategy is to ensure that no refugee household finds itself in a state of destitution. The Emergency Social Safety Net (ESSN) and the Complementary ESSN (C-ESSN) programmes are intended to provide eligible households with a sufficient unconditional monthly cash transfer for this purpose.

In the post-Facility landscape, the SSN has emerged as a unified platform administered jointly by MoFSS and the TRC. This consolidation is an evolution in strategic thinking, where efficiency and effectiveness in resource distribution are paramount. The SSN structure ensures that resource transfers are both predictable and regular but also sensitive to inflationary trends. The cash transfers under the SSN are meticulously tailored, subject to a robust eligibility assessment framework developed and implemented through local government (district) SASFs. This process ensures that the assistance is fair and reaches those most in need. As the SSN takes up the objectives of its predecessors, it continues the imperative mission of the ESSN programme, but adopting a refined methodology that amplifies impact while maintaining fiscal prudence.

Intermediate outcome

A number of resource transfer mechanisms, whether in cash or material items, are operated to ensure that resources are regularly transferred to the most vulnerable individuals / families.

Output

There is little substantive difference between the formulations of the output and intermediate outcome statements. The operational core of the strategy within the EU refugee support has matured into a consolidated SSN programme that follows a comprehensive approach to meet the spectrum of beneficiaries' needs, particularly during challenging periods. Supplemental top-ups to the regular cash transfers address the dynamic economic conditions faced by beneficiaries. Emergency cash funds assist non-regular beneficiaries to withstand the worst of winter crisis, maintaining stability and dignity amidst adversity.

'If-then-because' Logic Statement

The 'If-then-because' logic that applies is the following:

If regular, sufficient cash transfers are efficiently and effectively provided to the most vulnerable refugees, **then** their ability to meet essential needs such as food, heating, clothing, and housing will be improved the incidence of acute financial distress among this population will diminish, **because** a dependable mechanism for resource distribution ensures that critical support reaches those in acute need, preventing destitution.

Key Assumptions

The basic premise is that the effective delivery of assistance should automatically lead to an improved ability of the recipient(s) to meet their basic needs over time. The Basic Needs support is anticipated to significantly curb the extremities of poverty among refugee households. Concurrently, there is a presumption that the cash transfer values, and any supplementary financial aid will be periodically adjusted to reflect the prevailing inflation rates, thus preserving the adequacy of the support despite Türkiye's economic fluctuations.

Underpinning the programme's success is a belief in the efficacy of its targeting mechanisms. The mechanism should accurately identify the most vulnerable refugees in order to minimise the inclusion of the ineligible and the exclusion of the needy.

The assumption of sustained commitment from the Turkish authorities and the international community is integral to the success of the programme. It presupposes enough financial and logistical support for resilience against external disruption like natural disasters in an interim period that progressively leads to integration with the Turkish social safety net systems.

6. Livelihoods

Problem Statement

Refugees and host communities face common employability problems in the Turkish provinces with high refugee populations. Despite policy driven initiatives, unemployment and under-employment persists, attributed to a mismatch of skills, language barriers, and limited access to formal job markets. The vocational training available, though beneficial, is often not sufficient to provide the knowledge, skills and competencies sought by Türkiye's labour market, particularly for the unskilled or those educated only up to primary or lower secondary levels. This slows down the transition from informal to formal employment.

Enterprise start-up and expansion initiatives make a crucial contribute to self-reliance, but their sustainability is challenged by barriers to access financial support and business support services. Refugee-owned SMEs may face acute funding and credit constraints, where limitations in accessing formal loans compel them to seek alternative, often less favourable, sources of funds. The capacities for micro and SME development and for the roll-out livelihood initiatives for the self-employed are under pressure.

The challenge of socio-economic integration in Türkiye is compounded by dynamic social perceptions about the inclusion of refugees in the labour market. The prejudices and stereotypes obscure the potential contributions, skills and prosperity that the refugee workforce can bring to the Turkish economy.

Stakeholder Analysis

The Turkish government, through the MoLSS and its employment agency - IŞKUR - sets the overarching policy and regulatory framework that underpins the livelihoods programmes. They ensure the alignment with national economic strategies, and provide a structured approach to service delivery and to the integration for refugees into the labour market. The EU and international donor partners support these efforts through funding and strategic support. Their role has become more critical since the 2023 earthquakes. Sustained investment and engagement by donors are a cornerstone for the programmes.

National and international development organisations work with relevant government institutions to implement the programmes. Their close community ties and on-the-ground insights facilitate the delivery of customised services from vocational training, support to job creation and job finding and business development support.

Private sector companies are regarded as key actors in achieving the programme's goals. They provide job opportunities and engage in collaborative initiatives for enterprise development and support. Their participation ensures that capacity building initiatives translate into real economic growth. Successful entrepreneurship is the embodiment of the programme's aspirations, as it provides evidence of the potential of peer participation and directly contributes to the cycle of sustainable economic growth. Vocational and language training providers also contribute significantly to the programme. The quality and relevance of the training delivered are directly correlated with the employment prospects and entrepreneurial success of the beneficiaries. Local municipalities are also critical stakeholders who advocate for the needs of refugees, influence policy, and promote an environment of acceptance and support in the broader community for the initiatives undertaken.

Intervention Logic

Figure 6: Results Chain for the Livelihoods Priority Area
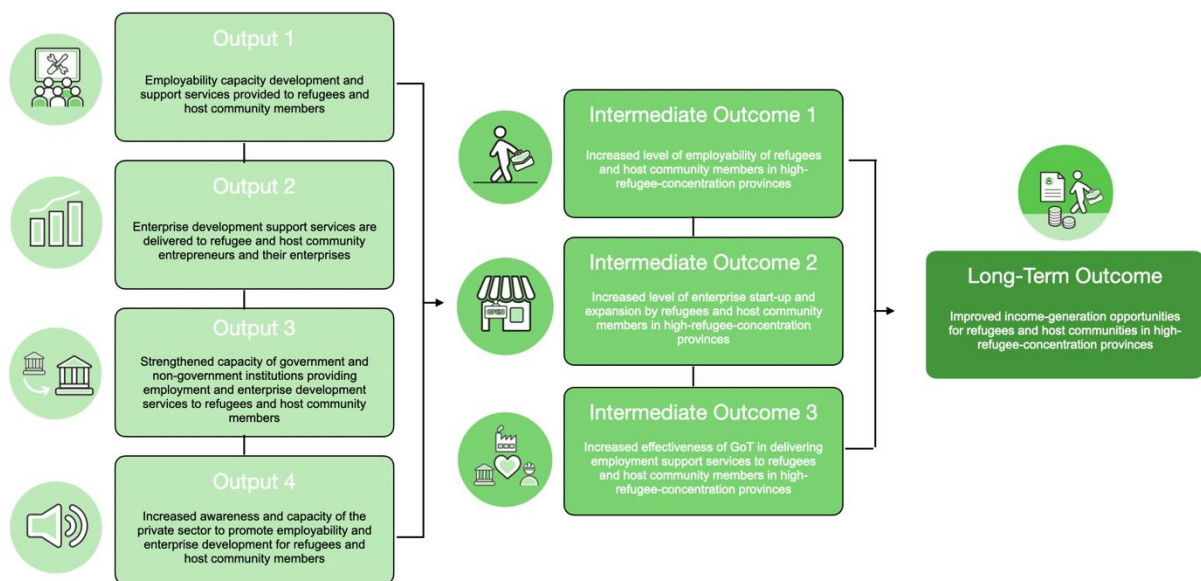
Outcomes

Supporting the ability of beneficiaries to sustain themselves economically has always been a part of the EU refugee response strategy. This aspiration has a greater emphasis under post-Facility support due to a stronger focus on targeted programme impacts. New approaches are sought to increase the sustainability of the benefits already achieved. A further important aspect is an expanded effort to improve the livelihoods of host community members in the high-refugee-concentrated provinces.

Long term outcome
The overall objective of the livelihoods programme is to improve the livelihoods of the supported refugee and economically disadvantaged host community populations, through "income generating" opportunities. This long term outcome defines the livelihoods impact in terms of the integration of refugees into Turkish economic life, reducing or eliminating their dependence of social supports and raising the overall national prosperity through enhanced national socio economic progress.

Intermediate outcomes
The livelihoods strategies are divided between employability, enterprise start-up and expansion, and capacity building for programme design and management. The employability outcome (**intermediate outcome 1**) targets an expansion of the mechanisms to improve the chances of individuals to enter and compete in the labour market by getting a job or improving their labour market position. The support to enterprise start-up and expansion fuels economic activity through entrepreneurial spirit, leading to job creation and local economic growth (**intermediate outcome 2**). The strengthening of central government capacity to design, programme and manage livelihood strategies (**intermediate outcome 3**) contributes to a sustainable, policy driven approach to nurturing the overall ecosystem for economic development.

Outputs

Output 1: Strengthening beneficiaries' employability
The objective is to help strengthen the supply of qualified workers to the labour market and to strengthen the functioning of the market institutions which match the level of active job seekers to the demand for workers. The approach to deliver this has two elements: vocational skills training and certification, and employability skills development and job counselling. Vocational training provides the knowledge skills and experience to increase

the employability of participants often through recognised certification of proficiency and achievement. The strategy recognises that this alone may not deliver the target of gainful employment. Additional support on how to register for employment opportunities, to seek out jobs, make job applications and prepare for an interview or other competitive process, all enhance the prospects of job success.

Some vocational and skills training are provided through the Union of Chambers and Commodity Exchanges of Türkiye (TOBB), IŞKUR, and NGOs or through MoNE's Public Education Centres. These may channel refugees towards new skills in high demand by the local economy. The support extends to promoting the availability of newly skilled job seekers to local employers through their certification and registration with IŞKUR.

At sector planning level, the MoLSS and IŞKUR try to improve the alignment of local vocational skills development with the actual needs of local industries, which vary significantly from province to province. Labour market demand and supply studies are conducted. An additional work area is the support to the labour market regulatory and inspection agencies to ensure that international labour standards are upheld.

Output 2: Provision of enterprise development support
The EU supports many aspects of small enterprise development. A key focus area is developing beneficiary skills in entrepreneurship, including identifying market opportunities, preparing business plans, analysing financial aspects, and applying for funding. The emphasis is on relevant and useful support to start-ups and existing small business owners. The training is followed by hands-on support through advisory services and coaching on legal and administrative aspects of setting up a business and on market expansion in domestic and export markets.

The support to SMEs to gain better access to finance uses grants and loans to encourage start-up enterprises or the expansion of existing ones. Financing may be provided to larger enterprises in support of the formal hiring of workers drawn from the refugee and host community beneficiary groups. The EU also supports cooperative businesses amongst groups of women, some of whom may only engage in work from home.

Micro and small enterprise start-up survival rates are typically low in most countries. Success depends on creating an adequate level of mature businesses or jobs. The projects must reach many beneficiaries in the first instance, but the normal rules of the protection of investments and loans supplied must also apply.

Output 3: Strengthening labour market institutional capacities
The sustainability of employment support services rests with the Turkish government agencies who will assume full responsibility for the strategy after the donor support ends. The third output provides institutional strengthening to selected government and other relevant national institutions, to improve the effectiveness of their policy, strategic and supervisory responses to the needs of refugees and vulnerable host communities in the future. Beneficiaries of the support include the international labour force directorate of the MoLSS to enable it to process and issue work permits for refugees more efficiently. IŞKUR is assisted to assess refugee skills profiles and identify appropriate skills development programmes for them. The upgrading of employment data management and analytical systems is also covered.

Other institutions including TOBB, the government's SME development agency (KOSGEB), and the national artisans' association (TESK) play important roles in improving access to enterprise development. The capacity development is designed to enable them to effectively respond to the economic opportunities created by the large presence of refugees in local labour markets. The Ministry of Industry and Technology and selected provincial governments receive support to develop local infrastructure to support enterprise start-ups and expansion, through facilities at industrial parks and industrial innovation centres.

Output 4: Increasing private sector awareness and capacity
The participation of the private sector in delivering both strands of employability and enterprise development is essential. The output promotes awareness of the opportunities that the skills and knowledge within the refugee community presents and aims to reduce levels of prejudice and negative stereotyping. This output contributes to all three of the outcome strands in an over-arching way.

The distribution of information to local employers in the private sector is important. The official institutions are used to organise campaigns to address negative perceptions of the willingness and ability of refugees to work in

Turkish enterprises or to change the attitude of employers towards the refugee community. Opportunities are promoted for employers and refugee / host community employees alike to gain direct experience of working with each other in an effort to overcome these prejudices.

'If-then-because' Logic Statements

The rationale of the Livelihoods strategy is seen through a linked set of 'if-then-because' logic statements.

1. **If** refugees and host community members benefit from effective employability and enterprise development focused support services, **then** their level of participation in employment and in local enterprise in the high-refugee-concentration provinces will increase, **because** successful employability and enterprise development support services lead to matching educated and skilled persons available for work with employers and investors for the economic and social benefit of both sides.
2. **If** there is strengthened capacity of government and non-government institutions to provide policy and strategy driven employment and enterprise development services, **then** the government led employment and enterprise support services will be effective in reaching the target groups, **because** institutional reinforcement will lead to the sustainability and adaptability of employment services to the specific needs of refugees and will ultimately contribute to the economic integration in Türkiye.
3. **If** the private sector is encouraged to support the employability and enterprise development of refugees and host community members, **then** their participation in the labour market and local enterprise markets will grow **because** raising awareness reduces prejudices and showcases the potential economic contributions of refugees and host community members to the Turkish economy.

Key Assumptions

The foundation assumption is that improvement in the livelihoods of refugees and vulnerable host communities will contribute to economic growth, a reduction in poverty and better socio economic cohesion between the communities. Over time, the livelihood interventions will be strong enough to prepare the targeted communities to participate in the labour market. The Turkish economy will either remain stable or show signs of improvement in order to avoid the negative impact of economic downturns on the livelihood aims. There is an acknowledgment that delivery of outputs may be delayed as the programmes are complex and require more time for coordination to find the flexibility and adaptability to respond to rapidly changing economic circumstances. Active results oriented monitoring is part of the toolkit to keep this under review.

A twin assumption lies at the heart of small enterprise development. It recognises the importance of ongoing availability of financial support and the need for a specialised programme design to ensure business success. This includes adjusting financial assistance to keep pace with inflation, to maintain its continuing adequacy. The programme assumes the ability of the refugees to adapt in support of their successful integration into Turkish society and the labour market. It should be matched by a change in attitude and behaviours of Turkish employers to gradually increase their acceptance of Syrian refugees as part of the workforce, underscoring the importance of closely monitoring social attitudes and recognising the economic benefits they bring.

The Livelihoods programme relies on a sustained donor commitment for the medium-term support and expansion of successful initiatives. It presumes that services will be equitably accessible, including for women, the elderly, and people with disabilities. It anticipates a progressive shift from informal enterprises into the formal sector, supported by adequate incentives and structural assistance. These assumptions do not account for disruptions due to political shifts, security issues, or further natural calamities, which represent additional risks to the programme's consistent delivery and overall success.

7. Municipal Infrastructure

Problem Statement

A large majority of the four million refugees in Türkiye are settled in the south-eastern region, and the metropolitan cities of Istanbul, Bursa, Izmir, and Konya. Municipalities are among the primary responders in providing support to refugees, as almost all refugees now live among host communities. Very few remain in refugee camps.

Türkiye is now listed as a water-stressed country. The sudden arrival of refugees led to additional stress on municipal services such as potable water supplies, sanitation and solid waste management. According to the 2022 Turkish Statistical Institute (TUIK) data[14], while 78% of municipal residents in the country were served by wastewater treatment plants, the average for the ten provinces with the highest refugee concentration[15] was 65%. Statistics for the municipal populations served by sewerage networks were somewhat better: 93% for Türkiye as a whole and 86% for the ten provinces referenced above. Solid waste management is also a critical issue for municipalities as a significant proportion of solid waste is dumped in wild dumpsites and watercourses, particularly in rural areas.

The 2023 earthquakes in Türkiye deeply impacted municipal infrastructure in eleven high-refugee concentration provinces, increasing the burden faced by the refugee population alongside local residents. Vital services such as water, sanitation, and waste management suffered extensive damage, severely affecting living conditions and increasing health risks. Recreational and sports facilities, often used as communal spaces for integration and relief, were also compromised or destroyed. The devastation underlined the urgency for reinforced infrastructure to meet the needs of both the refugee community and host populations.

TUIK data (for 2022) indicated that although 99% of people living in urban areas had access to a piped water supply at home, only two-thirds of municipalities had water treatment plants to supply potable water. The population served was much lower at 55% for the ten provinces with the highest proportion of refugees. Non-Revenue Water (NRW) – water lost through leakages from piped water systems due to old or poorly maintained supply networks – is another significant problem, especially for south-eastern municipalities.

Stakeholder Analysis

The effective delivery of municipal services in Türkiye's high-refugee-concentration areas depends on the strategic collaboration of a group of stakeholders, each with critical roles and responsibilities. The refugees and host community members are the primary beneficiaries of municipal services. Their participation, feedback, and evolving needs shape the operational priorities and impact assessment of the interventions. Local municipalities, mandated with direct oversight of water, sanitation, waste management services and recreation facilities are local policy owners and frontline responders.
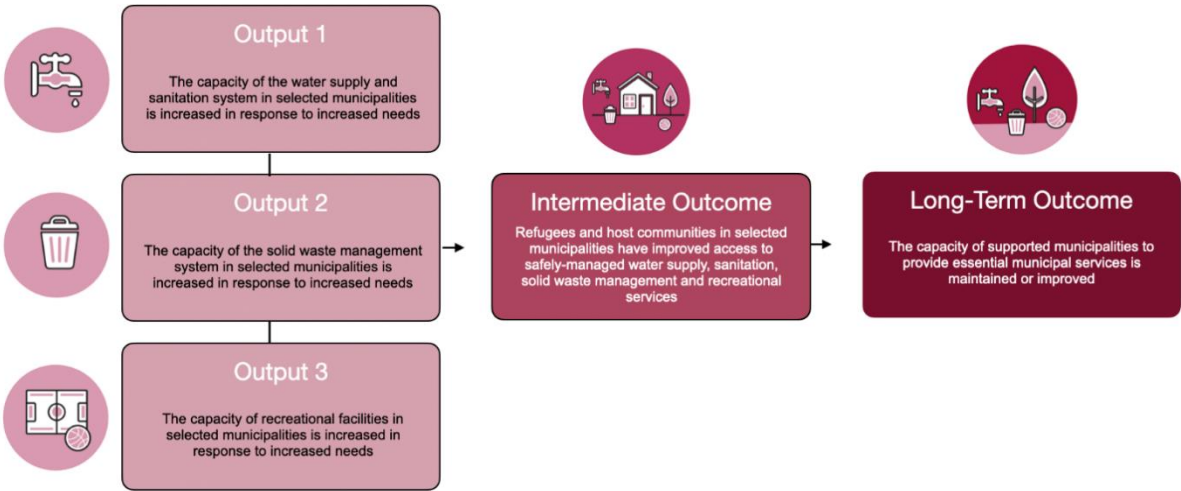
Development partners, including the World Bank, Agence Française de Développement (AFD), and KfW bring international expertise and funding to support infrastructure development. Their role is to ensure that projects follow both local requirements and global best practices in infrastructure development to maintain sound financial management of the aid provided. IlBank is a pivotal national financial conduit to channel resources into the projects. The Ministry of Youth and Sports, alongside local municipalities, ensures that investments in sports and recreational facilities meet the diverse needs of the youth and broader communities, fostering social cohesion and well-being.

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14 TUIK website (https://biruni.tuik.gov.tr/medas/?kn=120&locale=tr), March 2024.
15 Kilis, Gaziantep, Hatay, Şanlıurfa, Mersin, Adana, Mardin, Kahramanmaraş, Osmaniye, and Kayseri.

Intervention Logic

Outcomes

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

Long term and Intermediate outcomes
The two results are at a similar level in terms of the intervention logic. The delivery of the priority area outputs should simultaneously improve both the supported municipalities' capacity to provide essential services and the actual improved access to those services by refugee and host community residents in the municipalities. The EU support is focused only on those areas where the presence of the refugee population is large and on those services most at risk of being overwhelmed.

Outputs

All three outputs refer to increasing the capacity of the systems to deliver an adequate service to local residents. They do not refer to theoretical system capacities but to the actual systems service delivery outputs based on the number of people or households served. This is consistent with keeping a results-oriented focus on the needs of the refugee and host communities.

An important component of several projects is to strengthen the capacities of the municipalities or local water and sanitation authorities to plan, design, contract and manage infrastructure investment projects. The capacity building includes technical project supervision and monitoring and evaluation aspects of project management.

Some of the EU investments are designed to improve the environmental performance of the supported systems, by minimising the discharge of effluent into local watercourses, reducing urban pollution, recycling schemes for solid waste or establishing more environmentally friendly landfill sites. The EU is also supporting improved technology-based approaches to strengthen local municipal services. Since the 2023 earthquakes, resources are allocated to refurbish damaged municipal infrastructure and establish new facilities, in support of both local and refugee populations. This is essential to re-establish vital services and sustain the well-being of the affected communities.

'If-then-because' Logic Statements

The use of 'If-then-because' logic underlines the commitment to strengthen basic municipal service capacities in Türkiye's high-refugee-density areas. By supporting essential services and enhancing local government expertise in infrastructure management, the strategy aims to ensure sustained and equitable access to quality municipal services for both refugees and host communities. The if-then-because logic applied is:

1. **If** the capacity of municipal water supply, sanitation, solid waste management, and recreational services is increased in areas with large refugee populations, **then** both refugee and host communities alike will have improved access to safely managed services, **because** enhancing the physical and managerial capacities of the services enables them to meet the needs of a larger population without compromising service quality.

2. **If** both refugee and host communities have improved access to safely managed services **then** overall municipal and local authority service delivery will approach sustainable levels, **because** community access to quality municipality services supports integration and social cohesion efforts within the communities served.

Key Assumptions

The foundation assumption is that the mobility of the refugee population within Türkiye will stabilise, ensuring that investments made in any municipality will benefit the intended populations without a risk of diminished returns due to onward migration to other areas. This stability is considered a relatively low-risk factor, but it is imperative for the continuity and focus of the municipal services' enhancement efforts.

A further assumption is that the municipal authorities will equitably allocate and maintain the newly improved or expanded services, without pressure or bias to favour one community over another. The potential risk associated with this assumption is substantial and warrants close monitoring to achieve fair access to services for all final beneficiaries.

It is assumed that municipal governments will apply sustainable management and maintenance practices for the services. This assumption underscores the necessity for services to remain accessible after project completion without imposing financial barriers on refugees and host community members who rely on them.

The design and delivery of the municipal services, backed by the EU, are assumed to integrate smoothly with other existing or new country infrastructure. This integration is crucial for the sustainable quality, durability, and continued relevance of the services to cater for the growing needs of the populations served.

8. Social Cohesion

Problem Statement

The presence of refugees from diverse backgrounds adds a rich but complex layer to Turkish society, but achieving social cohesion presents formidable challenges. Language barriers are a tangible sign of the cultural divide. A lack of proficiency in spoken and written Turkish impedes the ability of refugees to engage fully in the labour market, access services, and make meaningful connections within the local communities.

The situation is exacerbated by Türkiye's inflationary pressures and economic uncertainties. The strain of the housing market and job availability deepens the social and economic rift between refugees and their host communities. Competition for limited resources has the potential to widen social distance, with each group dealing with survival and stability concerns. The negative perceptions and stereotypes, fuelled by economic hardships, often cast refugees as competitors for jobs and contributors to the strain on public services. The mix of cultural differences and economic competition can widen the social divide, to create an environment where misconceptions and social isolation thrive.

> The devastating earthquakes of 2023 tested the fabric of social cohesion, particularly affecting the refugee population. The sudden upheaval and subsequent scramble for resources placed additional strain on the delicate balance between refugees and host communities. While the shared experience of the disaster has the potential to unite people in their recovery efforts, the disproportionate effect on existing vulnerable refugee groups widens existing social divides. Their struggle with economic insecurities and displacement, further complicates their integration into Turkish society.

Stakeholder Analysis

The landscape of social cohesion in Türkiye is shaped by a complex network of stakeholders, each influencing the integration of refugees within the host communities. The refugees and the host community members themselves are pivotal, for it is their day-to-day interactions and social integration that truly defines the success of social cohesion efforts. MoNE, alongside other educational institutions, plays a crucial role by providing Turkish language courses, which are essential for breaking down communication barriers, fostering mutual understanding and providing opportunities for social interaction.

Local municipalities are also integral to this matrix. They offer community spaces where social cohesion activities can be held, enabling refugees and hosts to connect and engage in shared experiences. The policies set by the Turkish government, influenced by the tenets of various political parties and leaders, can either foster an inclusive atmosphere or propagate divisive narratives, significantly impacting the social fabric of communities.

Law enforcement agencies are responsible for maintaining the peace and ensuring that efforts towards integration are upheld within the framework of the law. They are key to safeguarding the human rights of refugees and preventing discrimination and, through their behaviour, promoting the benefits of social cohesion. Employers and the private sector can promote social cohesion by creating inclusive workplaces that respect diversity and provide equal opportunities, thereby improving economic integration.

NGOs and civil society groups are the catalysts of grassroots initiatives, often serving as bridges between policy and practice. Their on-the-ground work to advocate and to implement social cohesion programmes is vital in reaching and supporting both refugees and host community members. Media, with its far-reaching influence, shapes public opinion and the narrative around the refugee crisis, playing a dual role that can either support or undermine social cohesion based on the stories and perspectives it promotes.

The EU, and its international partners, underpin the financial and strategic aspects of social cohesion programmes. Their sustained support and funding to work with the Turkish government initiatives, preserves the continuity of efforts aimed at integrating refugees into their new communities.

Intervention Logic

Figure 8: Results Chain for Social Cohesion
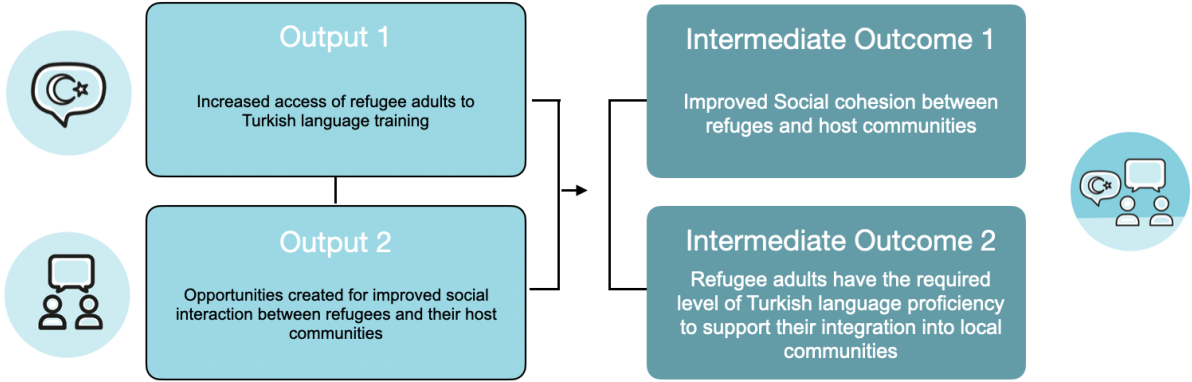
Outcomes

The activities and outputs under the Social Cohesion are designed to lead directly to two critical intermediate outcomes. Creating conditions that promote social interaction between refugees and host communities through shared social, cultural, and sporting events is intended to improve social cohesion (**intermediate outcome 1**). Simultaneously, by improving access to Turkish language training programmes, the programme aims to enhance the Turkish language proficiency of refugee adults, which is essential for their effective participation in the labour market and broader society, thereby supporting their integration into local communities (**intermediate outcome 2**). This approach helps in fostering mutual understanding and appreciation of diverse cultures and values, enhancing peaceful coexistence and mutual respect among all community members. Although there is no designated long-term outcome for social cohesion, these intermediate outcomes contribute significantly to the overarching goal of EU refugee support, i.e., improved socio-economic conditions for refugees and their host communities.

Outputs

Two outputs were identified which are applicable to several priority areas. Rather than duplicate them they are presented here as the cross-cutting social cohesion intervention logic.

Output 1: Increasing access to Turkish language training
This is a critically important output to be delivered under the EU support strategy. The implementation of the projects funded under the first tranche of the Facility has shown the challenges encountered by refugees in learning the Turkish language and the critical importance of achieving a certain level of proficiency to participate effectively in the labour market and integrate into Turkish society. The output specifically refers to increasing access to language learning programmes, while the result to be achieved is increased levels of proficiency in the Turkish language among the refugee community. The curriculum used for the language courses can be used to promote social and economic cohesion in the other priority areas.

Output 2: Promoting improved social interaction between refugees and host communities
The output focuses on creating the appropriate conditions and opportunities for improved social interaction between the two communities. While the EU refugee support Results Framework has not explicitly established an objective of increasing the level of social cohesion between refugees and the host community, this is clearly

the desired end result. The approach adopted to achieve this consists of a mix of finance and practical support to the establishment of community centres and putting them into use for various forms of inter-community social, cultural and sporting events. The events are intended to encourage the Turkish host community and the (mostly Syrian) refugee community to come together in a benign social setting to better understand each other's cultures, values and perspectives. Many EU projects include the facilitation of interaction and understanding between the two communities in their activities, including actions implemented by bilateral and UN agencies, international and local NGOs as well as some Turkish ministries.

'If-then-because' Logic statements

The Social Cohesion strategic implementation is encapsulated within the 'if-then-because' framework, aiming to bridge cultural divides between refugees and their host community in Türkiye. By facilitating language acquisition and nurturing environments for positive social exchange, the programme aspires to not only enhance Turkish proficiency among refugees but also to foster a community spirit that transcends cultural differences, contributing to the harmonious coexistence and mutual respect of all community members.

1. **If** refugees have increased access to Turkish language training programmes, **then** their proficiency in Turkish will improve, **because** a certain level of language proficiency is essential for effective participation in the labour market, access to services, and for integration into Turkish society.

2. **If** conditions and opportunities for improved social interaction between refugees and host communities are created, **then** social cohesion between these groups is likely to be enhanced, **because** engagement in shared social, cultural, and sporting events fosters understanding and appreciation of each other's cultures, values, and perspectives.

Key Assumptions

The success of social cohesion initiatives targeting host and refugee communities in Türkiye is based on a series of critical assumptions. The foundation is laid by Turkish language proficiency, vital for refugees to navigate daily life and gain employment. It is presumed that the quality, duration, and availability of language courses will be adequate to endow refugees with necessary linguistic skills.

The efficacy of social cohesion is presumed to be amplified by the scale of promotional activities, designed to positively influence the perceptions and interactions between refugees and the host community. The durability of these efforts may be tested by economic downturns that may fuel divisive narratives, positioning refugees as economic threats rather than as contributors to society. In this assumption, the role of the media becomes pivotal. Responsible reporting can foster understanding and solidarity, while sensationalism could aggravate societal rifts.

There is an assumption that the political landscape will remain neutral or supportive of the plight of the refugees. Shifts in political rhetoric or policy can have profound impacts on social cohesion efforts, either by bolstering them with inclusive narratives or by undermining them with divisive discourse.

The programme presupposes a sustained and balanced participation in social cohesion events, requiring both refugees and host community members to be equally engaged. This assumes that the activities are scaled to influence perceptions in a meaningful way and that the economic conditions do not significantly taint the attitudes of the host communities' towards refugees.

9. Migration and Border Management

Problem Statement

The extra burden placed on Türkiye's MBM systems by the refugee crisis are multifaceted and significant. The number of irregular migrants apprehended by Turkish authorities, 254,008 in 2023, underscores the ongoing challenges[16]. Existing MBM facilities can barely cope with the complexity and volume of migration flows. Equipment and technology in use at land and air border points are not sufficient for effective, rights-based identification and referral of persons in regular and irregular migration contexts.

There is a substantial gap in the actual versus needed staffing levels and expertise required for effective MBM. Personnel may be undertrained for migration scenarios that require compliance with international human rights standards. Interagency coordination mechanisms for border management are not fully effective and functional. This may hinder the successful application of a multi-sectoral approach or of joint measures to address migration related issues through a whole-of-government approach.

The support services to migrants in removal centres are limited. The centres may not meet international standards in all respects to accommodate migrants in humane and protection-sensitive conditions. Existing services are often overwhelmed and under-resourced, struggling to meet the varied and urgent needs of migrants. Migrants may not receive the necessary care and assistance they need for vulnerability assessment, psycho-social support or access to interpretation services. Their referral to external services, including medical assistance, legal aid, or protection support may also be problematic.

Türkiye's MBM policies and legal frameworks are not fully aligned with EU and international standards. The processes applied may be neither secure nor respectful of migrants' rights, thus limiting the management of migration flows in a transparent and humane manner.

Stakeholder Analysis

The PMM leads migration management responsibilities for regulatory compliance and operational effectiveness. It is supported by the Turkish National Police, the Gendarmerie General Command, and the General Directorate of Security, to handle security and law enforcement at borders.
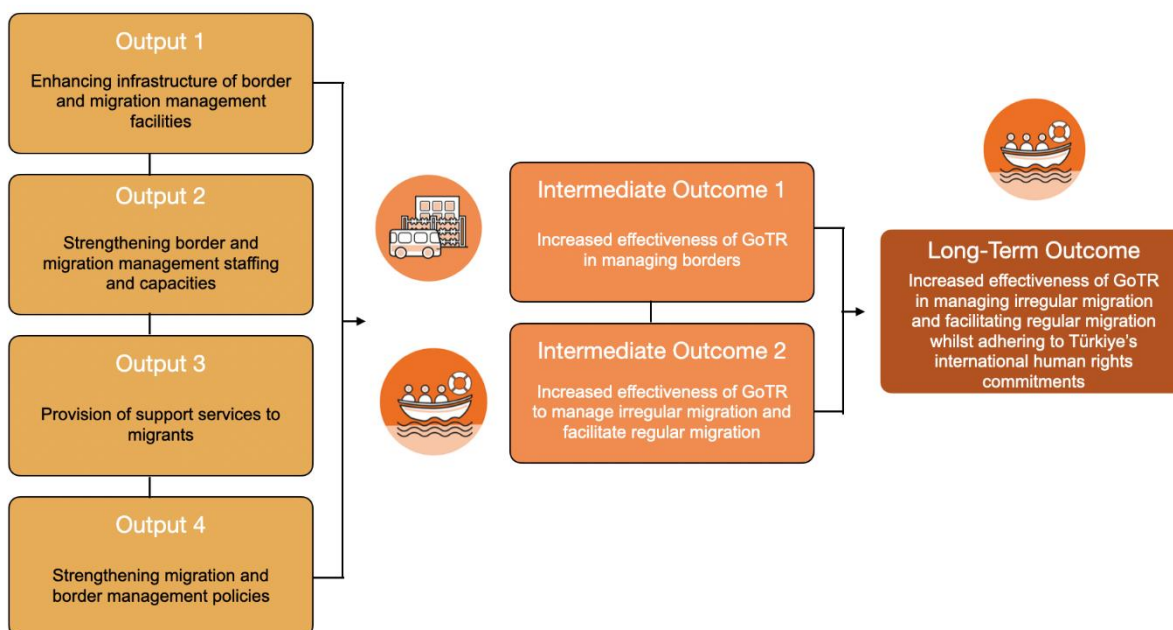
The Directorate General of Provincial Administration of the Ministry of Interior, manage the air entry points, crucial for regulating regular and irregular migrant flows. The Turkish Coast Guard patrols Türkiye's long coastlines to protect the maritime borders and the safety and security of maritime migration routes. Interior, National Defence, Foreign Affairs, Health, Transport and Infrastructure, and Labour and Social Security ministries contribute to regulatory, operational, and logistical support to the MBM programme.

EU funding and strategic guidance drive the MBM programme, emphasising regional security and a commitment to human rights. International organisations like the International Organisation for Migration (IOM), UNHCR and ICMPD play key roles in the implementation of projects. Specialised institutions like the Human Rights and Equality Institution of Türkiye (TIHEK) and the Ombudsman Institution (KDK) provide oversight. Local NGOs and civil society groups play essential roles in shaping and applying migration policies, providing valuable insight into the effectiveness of migration management, and addressing community needs.

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16 *https://www.infomigrants.net/en/post/52559/Türkiye-declares-it-has-effectively-curtailed-illegal-migration*

Intervention Logic

Outcomes

Long-Term Outcome

Achievement of the long-term outcome would align Türkiye's MBM systems with global standards of human rights protection. Successful implementation of the programme would create a MBM framework that addresses security concerns and respects the dignity and rights of all individuals. Irregular migration would be managed in a safe, dignified, and orderly manner, promoting Türkiye's reputation as a responsible actor in the international community while addressing its national and migrant needs. Through these efforts, the government's commitment to advancing human rights in its migration policies and practices would be upheld.

Intermediate Outcomes

Two intermediate outcomes are essential to achieve the long-term outcome:

1. **Increased government effectiveness in managing borders** – The outcome focuses on the physical and procedural aspects of border management. Enhanced surveillance systems, upgraded border facilities, rights-compliant identification and referral procedures, improved inter-agency coordination and robust training programmes for border management personnel are central to this initiative. These improvements are intended to secure Türkiye's borders, prevent illegal crossings, and ensure the borders are managed proactively and efficiently.

2. **Increased government effectiveness to manage irregular migration and facilitate regular migration** – The outcome targets a refinement in the administrative and support mechanisms for managing migration. By streamlining migration procedures and providing clearer pathways for legal migration, the level of irregular migration is reduced. It also ensures that migrants have access to the necessary resources and legal channels, to facilitate their integration or safe return to home countries where appropriate[17].

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17 In 2022, Over 120,000 irregular migrants were returned to their countries of origin by the Turkish government.

Outputs:

The outputs linked to the Intermediate outcomes are:

Output 1: Enhancing Infrastructure of Border and Migration Management Facilities

MBM infrastructure facilities across Türkiye would benefit from investments in required security enhancements and in the humane treatment of migrants. These will improve surveillance systems along the southern and eastern land borders. Key activities include the installation of advanced lighting systems, stationary surveillance systems, and mobile electro-optical cameras designed to protect the borders against unauthorised entry and deliver operational efficiencies.

Renovation and refurbishment plans to ensure removal centres meet international human rights standards and address the vulnerability and gender-specific needs of all migrants.

Output 2: Strengthening Border and Migration Management Staffing and Capacities

The EU is supporting capacity development for Türkiye's MBM personnel, covering a broad range of staff functions from border management officers securing land borders and airports to migration management professionals in the removal centres. The programmes will equip personnel to operate the advanced border security and surveillance systems and to deal with migration scenarios in compliance with international human rights standards.

Further training for migration management personnel covers international cooperation protocols, alternatives to detention (ATD) measures, migration flow data collection, and residence permit procedures. An additional focus is placed on vulnerability assessments, psychosocial support, sanitation and hygiene (WASH) services. The holistic training programmes use specialised liaison officers, social workers, psychologists, interpreters, and technicians.

Through the development of human resources and operational capabilities, the government efforts to manage border security and migration flows more effectively and humanely are supported. The dual focus on technical proficiency and ethical conduct underpins Türkiye's commitment to improve its MBM systems, in alignment with EU and international standards.

Output 3: Provision of Support Services to Migrants

The support services output is linked to the special training delivered under output 2. The support services are based on the identification, assessment and responses to vulnerabilities in the mental and emotional well-being of migrants. Basic essential services such as translation, food, and WASH are provided. The migrants benefit from a robust referral system to external services across several sectors. Health, medical assistance, legal aid, and advanced psychosocial support are covered. Family reunification and protection services for victims of trafficking are provided. These support services seek to provide migrants with the necessary care and support during their stay in Türkiye, consistent with international human rights standards.

Output 4: Strengthening Migration and Border Management Policies

The output to refine the legal and operational frameworks for MBM in Türkiye is a foundation for an integrated, strategic driven response to the migration crisis. The core policy is for closer alignment with EU and international standards. Continuous updates to the legal and regulatory framework extend to secondary legislation covering the management of regular migration, the identification and referral of irregular migrants at borders and the processing of inadmissible passengers. The development of protocols, policies, and memoranda of understanding on migration cooperation with countries of origin, transit, and along migratory routes are the visible outputs for the strategy.

'If-then-because' Logic statements

The EU strategy for MBM is designed to enhance Türkiye's effectiveness in managing irregular migration and promoting regular migration while adhering to international human rights commitments. This approach is structured through the systematic delivery of the following elements, presented in an "if-then-because" format:

1. **If border management** outputs in infrastructure and equipment, border management human resource competencies, support services for migrants at the borders, and border management policies and legal frameworks are delivered, **then** the government's capacity to manage its borders will be significantly improved. This is **because** border infrastructure, equipped with advanced lighting systems and surveillance cameras, will contribute to effective migration flow management. Well-trained personnel will enhance operational capabilities and referral services at the borders will ensure dignified and respectful treatment of irregular migrants.

2. **If migration management** outputs are delivered in infrastructure and facilities, human resource competencies, migrant support services, and alignment of policies and legal frameworks to EU and international standards, **then** the government's ability to host migrants will be improved. This is **because** enhanced living conditions and other upgraded facilities would contribute to the humane treatment of migrants and comprehensive support services would ensure their dignified and respectful treatment during their stay in Türkiye. Well-trained personnel and transparent, human rights-focused policies will enhance both border integrity and migration management efficiency.

Key Assumptions

Türkiye's investment in technological advances and infrastructure improvements to MBM facilities needs to be sufficient and reliable to address the high volumes and complexities of current and future migration flows. The improvements will need to evolve to stay ahead of the dynamic changes in global migration trends.

The effective operation of border management and of migration management systems depends on the availability of the required knowledge, skills and aptitudes of MBM managers and operating personnel. The government needs to continue to invest in a well-trained workforce to maintain the competencies needed to cope with future migrant scenarios while respecting international human rights standards.

A key lesson to date from the migration crisis is that no country alone, or the EU on its own, can adequately address the socio economic, environmental and cultural effects of such crisis[18]. The EU strategy assumes that the development and implementation of MBM policies and implementation strategies will continue to be aligned with EU and international standards and that the EU-Türkiye partnership to achieve a sustainable long term solution will continue. The solution will be based on robust legal and operational frameworks to handle the complexities of migration management while respecting the rights and dignity of individuals.

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18 The Turkish efforts have been endorsed in the latest 2023 EC report on Türkiye. The report acknowledges Türkiye's significant efforts to host and meet the needs of one of the largest refugee communities in the world.