

Annual Results Report

2025

Türkiye

Acknowledgements

UNHCR would like to thank all the stakeholders that contributed data and evidence to this report and reviewed their progress against the joint results of the strategy, including forcibly displaced and stateless people, host communities and host governments, United Nations agencies, and international and national non-governmental organizations, civil society and private sector. Their contributions enable us to create positive changes in the lives of the people we serve.

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Note:

The baseline values presented in this document reflect previous year's progress when available. If such data is not available, strategy baseline values are used instead.

Downloaded date: 08/05/2026

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- 4.1 - Lessons Learned and Future Outlook

Section 1: Context and Overview

1.1 Changes to the Operational Context

In 2025, a sharp contraction in humanitarian funding forced UNHCR and partners in Türkiye to drastically scale down or sequence community-based protection, legal counselling, outreach and other activities. Staffing and resources were reoriented to expand voluntary return monitoring from two to six land border crossing points and to international airport transit zones, while partner footprints and outreach declined and pressure on national systems grew.

Türkiye remained one of the world's largest refugee-hosting countries, with some 2.4 million Syrians under Temporary Protection and 167,000 international protection applicants and status holders by end 2025. Needs increasingly centred on basic expenditures, essential services, continued schooling and access to civil documentation and legal aid for people at heightened risk. The Presidency of Migration Management and the Ministry of Family and Social Services (MoFSS) led registration, procedures and service delivery through national systems.

Headline economic indicators improved, with inflation easing to about 31 per cent by late 2025, but high living costs and reduced aid further constrained access to services and livelihoods. Coverage of the EU-funded Social Safety Net fell from about 1.6 million people in mid-2024 to just over 1.1 million by November 2025. Voluntary returns rose sharply, with around 600,000 Syrians returning between late 2024 and late 2025. The government signalled a stronger focus on border management and deterring irregular movement and introduced healthcare contribution fees for Syrians under Temporary Protection from 1 January 2026, increasing costs for low-income households. These dynamics led UNHCR to consolidate its protection footprint, rely more on inclusion through national systems, focus on statutory and lifesaving functions and expand voluntary return monitoring. Over 800,000 Syrian children were enrolled in the national education system in 2025–2026.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

People in need of international protection and the host community benefit from coordinated support from a wide range of actors.

People in need of international protection have access to quality, fair and efficient procedures in line with international law and the national legal framework.

Population Type	Indicator	
	Baseline	Actual (2025)
1.1 Proportion of people seeking international protection who are able to access asylum procedures		
Refugees and Asylum-seekers	94.79%	100.00%
1.2 Proportion of people who are able to move freely within the country of habitual residence		
Refugees and Asylum-seekers	0.00%	0.00%

In 2025, access to asylum procedures remained available despite a 29% reduction in new registrations compared to 2024, with 6,430 international protection applicants registered by PDMs. A significant proportion (84%) were registered by PDMs operationally supported by UNHCR, contributing to maintained access to procedures. PDMs continued to register Syrians under temporary protection (TP) yet a no official number of newly registered Syrians was published by PMM.

Continued data update and address registration transactions (312,693 for IP; 1,670,880 for TP), with 90% implemented by PDMs supported by UNHCR, enabled individuals to maintain legal stay and uninterrupted access to national services, contributing to legal security and inclusion. Individual case follow-up and advocacy supported access to registration for persons facing procedural or documentation barriers, with 60% of cases successfully resolved. These interventions contributed to reducing protection risks and enhancing effective access to procedures.

Türkiye being in the mixed movement routes, authorities reported 66,794 persons prevented from entering the territory and 28,928 persons intercepted/ apprehended due to irregular exit attempts. Despite this, UNHCR's strengthened advocacy, coordinated monitoring, and reinforced information-sharing mechanisms contributed to a reduction in confirmed refoulement cases compared to 2024. The long-standing incident reporting mechanism was further consolidated, with 128 cases shared and followed up for prevention of their forced returns. Timely interventions in cases reported through protection monitoring channels enabled individuals expressing international protection needs to access procedures. In 2025, a total of 32 persons reached out to UNHCR from the airport expressing the need for international protection and the intention to lodge an asylum application. UNHCR engaged with the authorities in each case to support their admission into the territory, which required a positive assessment of their protection needs.

Cooperation with the Union of Turkish Bar Associations facilitated legal aid for 629 persons under administrative detention, enabling judicial review of deportation decisions and prevent their return prior to legal oversight. This contributed to enhanced due process guarantees and procedural fairness, and prevention of refoulement.

Technical and operational support to national asylum authorities contributed to improved processing capacity, reflected in 30,980 RSD interviews conducted. The findings of desk review activity (79 cases were reviewed) as well as observations carried out in PDMs show that quality of procedures showed modest improvement, including stronger reasoning and more consistent use of country of origin information.

2. Impact Area: Realizing Rights in Safe Environments

People in need of international protection have access to essential and social services.

Population Type	Indicator	
	Baseline	Actual (2025)
2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities		
Refugees and Asylum-seekers	72.90%	74.60%
2.3 Proportion of people with access to health services		
Refugees and Asylum-seekers	96.37%	77.31%

In 2025, access to essential and social services for people in need of international protection remained broadly stable. Refugee feedback indicated improved access to Provincial Directorates of Migration Management (PDMs), sustaining access to documentation and basic entitlements.

A legal amendment exempting Syrians under temporary protection from work permit requirements improved access to the labour market through a simplified e-State procedure. Together with UNHCR advocacy and cooperation with stakeholders, this contributed to a decrease in households reporting at least one working child under 16 from 7 per cent to 4 per cent. UNHCR and partners conducted protection assessment interviews, identifying risks and enabling tailored interventions. Within a constrained funding envelope, Cash for Protection reached 2,627 individuals with specific needs and heightened risks, while some 4,200 people received in-kind assistance, including access to contracted health services, transport and medication. Partners supported 40,407 individuals with emergency cash and in-kind assistance, helping to meet urgent needs and limit negative coping mechanisms, although coverage remained below identified needs.

Access to education was mostly sustained; 58 per cent of households reported all children attending school, and participation in Turkish language courses supported inclusion. Community stress and reported tensions with host communities declined compared with 2024.

For Syrians under temporary protection, the Emergency Social Safety Net (ESSN) remained the core social assistance tool, though funding constraints and sharpened targeting reduced the caseload while preserving support depth for the most vulnerable. Due to funding shortfalls, Cash for Protection was discontinued in June 2025, prompting a shift towards non-cash protection responses, intensified case management and counselling, strengthened referrals to public services or other partners' networks and limited in-kind support. From 1 January 2026, comprehensive free health care for Syrians under temporary protection ended, bringing access in line with general health insurance rules.

3. Impact Area: Empowering Communities and Achieving Gender Equality

Refugees participate in social and economic life harmoniously with the host community.

Population Type	Indicator	
	Baseline	Actual (2025)
3.1 Proportion of people who have the right to decent work		
Refugees and Asylum-seekers	100.00%	100.00%
3.2a Proportion of children and young people enrolled in primary education		
Refugees and Asylum-seekers	96.00%	91.79%
3.2b Proportion of children and young people enrolled in secondary education		
Refugees and Asylum-seekers	72.51%	70.32%
3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark		
Refugees and Asylum-seekers	78.72%	76.00%

Of over 850,000 Syrian school-age children, nearly 650,000 were enrolled in public schools (grades 1–12), with an enrolment rate above 75 per cent and near gender parity, as girls represented 49 per cent of students. Primary and lower secondary enrolment exceeded 90 per cent and broadly matched host community levels. By contrast, upper secondary enrolment remained significantly lower and declined compared with the previous year and is believed to be linked to economic pressures that push adolescents into informal and potentially exploitative work and hinder continued schooling. Higher education access remained strong: just over 54,000 Syrians were enrolled in tertiary education in 2025 and, despite a decrease in absolute numbers linked to demographic shifts, the enrolment rate stayed at 12 per cent, above the global refugee average of 9 per cent.

Since 2016, refugees have been able to obtain employer-sponsored work permits, and as of 15 October 2024, the Government authorized the Ministry of Interior to grant work permit exemptions to temporary protection beneficiaries. Of about 1.1 million working-age Syrians, more than 117,000 hold work permits, meaning around 10 per cent are in formal employment. Despite substantial investments by development actors, barriers to formal employment persist, and further information from the authorities on the impact of work permit exemptions would help assess their contribution to expanding formal labour market access.

Evidence suggests that beneficiaries of the Social Safety Net (691,053 individuals) and the Complementary Social Safety Net (281,402 individuals)—together more than 39 per cent of the registered refugee population under temporary and international protection—are among the most economically vulnerable and at high risk of hardship. Amid these challenges, UNHCR worked with development partners to promote a response focused on socio-economic inclusion, self-reliance and strengthened social cohesion between refugees and host communities.

4. Impact Area: Securing Solutions

Refugees have opportunities for suitable and sustainable solutions based on their individual needs

Population Type	Indicator	
	Baseline	Actual (2025)
4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin		
Refugees and Asylum-seekers	54,074	600,000
4.2a Number of people who departed on resettlement		
Refugees and Asylum-seekers	10,756	3,772
4.2b Number of people who departed through complementary pathways		
Refugees and Asylum-seekers	11	8
4.3a Number of stateless people for whom nationality is granted or confirmed		

Stateless Persons	0	0
4.3b Number of refugees for whom residency status is granted or confirmed		
Refugees and Asylum-seekers	110,504	97,033

In 2025, the solutions landscape shifted. Following developments in Syria, voluntary returns from Türkiye increased. UNHCR staff at Provincial Directorates of Migration Management (PDMMs), border points and airport transit zones counselled individuals and monitored that departures were voluntary and dignified. Many refugees, especially non-Syrians, were unable or unwilling to return because conditions in countries of origin did not allow safe return.

High living costs, reduced aid, shrinking social safety nets and the planned introduction of health-insurance contributions for Syrians under temporary protection, alongside measures facilitating formal work, shaped decisions to stay or leave. Preventing premature or uninformed movement required information, legal counselling and referrals.

UNHCR pursued protection-centred solutions by scaling up return monitoring and individual counselling on rights, documentation and services, while working with authorities to uphold voluntariness and identify people without a viable return option who require continued protection and lawful stay. Referrals to national systems supported access to essential services.

Resettlement places have significantly declined, prompting strict prioritization of the highest-risk profiles. In parallel, complementary pathways, including higher education, were nurtured where counselling, documentation and reception support could be aligned.

Maintaining a balanced solutions portfolio will require continued monitoring and counselling so that returns remain voluntary and informed, resettlement firewalled as a responsibility-sharing tool and safe alternative to irregular movement, and expansion of complementary pathways enhanced. For refugees likely to remain in Türkiye, including many born or brought up there, expanding access to formal work, livelihoods and social protection and strengthening self-reliance and inclusion in national systems will depend on cooperation with authorities and partners.

1.3 Challenges to Achieving Impacts

Türkiye's legal framework for international and temporary protection remained aligned with international standards, guaranteeing access to procedures and national services. In practice, gaps persisted between entitlements on paper and actual access.

For international protection, registration and re-registration remained uneven across provinces, with inconsistent decisions and status deactivations interrupting documentation and services. Cuts to NGO legal aid and outreach in 2025 reduced referrals and due process support, increasing backlogs and risks for applicants. Access to health care under the General Health Insurance scheme was difficult for many, particularly after negative RSD outcomes, widening gaps for children and people with specific needs.

For temporary protection, the Social Safety Net helped stabilize households, but benefit levels and coverage did not keep pace with inflation and living costs. Monitoring found growing gaps between income and expenditure, high indebtedness and poor diet diversity, signalling rising poverty and constraints on inclusion and self-reliance. The late-2025 decision to introduce contribution fees for public health services from January 2026 further increased pressure on low-income households, especially those in informal work, to consider return.

Across both regimes, partner footprints and referral pathways, combined with information and language barriers, limited outreach and access to services, including in earthquake-affected provinces where public

systems were strained. Reduced interpretation at social service and assistance offices further complicated access and case follow-up. At the same time, intensified return monitoring at land borders and in airport transit areas drew staff and resources toward statutory functions, narrowing community-based protection. The phase-out in mid-2025 of cash assistance for people with specific needs removed a last-resort support for vulnerable households as safety nets tightened.

1.4 Collaboration and Partnerships

In 2025, all humanitarian actors in Türkiye were affected by a global funding shortfall. Despite this and a context marked by rising voluntary returns to Syria, UNHCR Türkiye recalibrated its partnership architecture to safeguard protection space and advance solutions in line with UNHCR's Strategic Directions, the Global Compact on Refugees and the SDGs. Cooperation with the Presidency of Migration Management (PMM) remained central. Two EU-funded multiyear FRIT projects were signed to strengthen voluntary, safe and dignified return mechanisms and to reinforce international and temporary protection procedures, further anchoring refugee protection in national systems. Engagement with the Ministry of Family and Social Services was affected by funding reductions and direct financial support concluded, but technical coordination continued to promote inclusion of vulnerable refugees in national social protection schemes. Under the UNSDCF 2026–2030, refugee inclusion was embedded across pillars, positioning UNHCR as a core actor on migration and displacement governance.

Under UNHCR's leadership, the 3RP brought together some 60 partners under the 2025 appeal. Building on this, UNHCR convened a partnership fair with over 200 actors, including refugee-led organizations, strengthening joint planning, accountability and recognition of local capacities. Civil society remained the backbone of implementation, with all implementing partners being national organizations. Funding cuts required consolidation and geographic prioritization, but UNHCR maintained structured engagement with municipalities, NGOs and refugee-led groups, including through small-scale grants, to sustain referral pathways and peer-led protection. Engagement with development actors, international financial institutions, Islamic philanthropy platforms and private-sector networks became more important to mobilize complementary financing and support sustainable inclusion.

Section 2: Results

2.1. Outcomes and Achievements

1. Outcome Area: Access to Territory, Reg. and Documentation

People seeking international protection are registered and documented in an efficient, timely, and quality manner.

People seeking international protection have access to territory and asylum procedures and are not forcibly returned.

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
1.1 Proportion of refugees and asylum seekers registered on an individual basis			
Refugees and Asylum-seekers	100.00%	97.09%	100.00%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority			
Refugees and Asylum-seekers	100.00%	97.19%	100.00%
1.3 Proportion of people with legally recognized identity documents or credentials			
Refugees and Asylum-seekers	100.00%	97.09%	100.00%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
01.1.1 Number of people registered on an individual basis	
Refugees and Asylum-seekers	97,033
01.2.1 Number of people supported to obtain civil status, identity or legal status documentation	
Refugees and Asylum-seekers	97,033

Progress Against the Desired Outcome

In 2025, access to asylum procedures remained available despite a 29 per cent drop in new registrations compared to 2024, with 6,430 international protection applicants registered by PDMMs. Some 84 per cent were registered in PDMMs operationally supported by UNHCR, helping to sustain access. PDMMs continued to register Syrians under temporary protection, although no figure for newly registered Syrians was published by PMM.

Data update and address registration transactions (312,693 for international protection and 1,670,880 for temporary protection), 90 per cent of them in UNHCR-supported PDMMs, enabled people to maintain legal stay and access to national services. Individual case follow-up (184 cases) and advocacy supported applicants facing procedural or documentation barriers; 60 per cent of these cases were successfully resolved, securing timely documentation and services.

UNHCR deployed more than 450 project staff, enabling PDMMs to keep registration accessible and avoid

backlogs, with all applicants who could be recorded registered in a timely manner. Protection desks supported by UNHCR conducted over 85,000 interviews, identifying more than 67,000 people with specific needs (an identification rate of 79 per cent) and facilitating referrals to relevant institutions. Social workers' engagement with local stakeholders helped resolve barriers in case management and strengthen provincial coordination.

UNHCR's digital Registration Monitoring Tool brought together data from field monitoring, partner reports, the Counselling Line, satisfaction surveys and individual casework in a single analytical framework. This supported real-time analysis of trends and early identification of emerging risks and inconsistencies, including local documentation requirements and obstacles to address registration and health-insurance activation, informing targeted advocacy and dialogue with PMM.

2. Outcome Area: Status Determination

International protection (IP) applicants receive quality refugee status determination decisions after going through fair and efficient asylum procedures with integrity.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
2.2 Proportion of people undergoing asylum procedures who have access to legal representation			
Refugees and Asylum-seekers	89.38%	96.00%	100.00%
2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
02.1.1 UNHCR has provided capacity development support to strengthen the national status determination system(s), in accordance with international standards	
Refugees and Asylum-seekers	Yes

Progress Against the Desired Outcome

UNHCR continued to monitor RSD practices of PDMMs through regular coordination with PMM, analysis of calls received through the CL, meetings with NGOs and observations shared from the field in order to ensure that applicants receive quality refugee status determination decisions after going through fair and efficient asylum procedures with integrity. The findings from these monitoring efforts directly informed and shaped UNHCR's capacity development initiatives, enabling the organization to tailor its support and design more thematic and targeted actions to address identified gaps. In this context, UNHCR sustained its capacity development efforts to enhance the quality and efficiency of international protection procedures through a combination of trainings and workshops, on-the-job visits, development of guidance materials, and the provision of COI.

Training evaluations demonstrated measurable improvements in participants' knowledge (increasing from 56per cent to 74per cent in selected trainings), and 94per cent of COI training participants reported

readiness to apply the knowledge in their daily work, indicating strengthened institutional capacity. In addition, comparative analysis of interviews and decisions, delivered by PDMMs, reviewed by UNHCR over the course of the years shows an improvement in their quality.

In 2025, UNHCR and PMM upgraded the COI database to enable faster access to reliable information, supporting more evidence-based decision-making. A remote interview platform compliant with data protection standards was also developed to support the completion of RSD interviews remotely, contributing to standardization of interpretation quality and supporting authorities facing caseload pressures.

UNHCR remained engaged in supporting PMM's e-learning platform with new modules on international protection developed and rolled out for use. Feedback from users in PMM and PDMMs indicates that these modules are considered highly useful and relevant for their daily work.

UNHCR also continued to support mobile decision units where a total of 70 PMM/PDMM staff deployed at PDMMs with complex caseload to support technical capacity of PDMM caseworkers and assist in elimination of the backlog and finalized 1,134 cases corresponding to 5,158 individuals.

Integrity of the asylum system was strengthened through targeted anti-fraud initiatives. UNHCR delivered Training of Trainers sessions and follow up trainings to more than 150 PMM/PDMM staff on prevention of fraud and misconduct, confidentiality, data protection, and prevention of sexual exploitation and abuse (PSEA). Over 240,000 multilingual posters and leaflets were distributed to raise awareness among applicants about fraud, misconduct and reporting channels.

3. Outcome Area: Protection Policy and Law

The legal framework is in line with international principles and implemented consistently and in its entirety by the national authorities.

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol			
None	Broadly aligned	Broadly aligned	Broadly aligned
3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness			
None	Broadly aligned	Broadly aligned	Broadly aligned

Core Output Indicators

Indicator	
Population Type	Actual (2025)
03.1.1 UNHCR has engaged in legislative and judicial processes to strengthen laws and policies for the protection of refugees, IDPs, returnees and stateless people and/or the reduction and prevention of statelessness	
Refugees and Asylum-seekers	Yes
Stateless Persons	Yes

Progress Against the Desired Outcome

In 2025, the Law on Foreigners and International Protection remained unchanged and retained its protection-sensitive language and safeguards. The preservation of this legal framework continued to provide the normative basis for international protection and temporary protection procedures in Türkiye. In October 2025, an amendment to the Temporary Protection regulation's provision related to access to health services by Syrians under temporary protection restricting the free access to health services by Syrian nationals under temporary protection, to be effective as of beginning of 2026.

To support compliance with the legislation, UNHCR maintained systematic monitoring of the implementation of asylum procedures and observed the practices of both the Presidency of Migration Management and Provincial Directorates of Migration Management (PDMMs). These observations informed structured advocacy and written recommendations shared with PMM on a wide range of issues, including registration practices, address registry procedures, access to General Health Insurance, appeal procedures, procedural safeguards, and the quality of RSD decisions.

Throughout 2025, UNHCR continued to provide detailed written observations on the implementation of relevant regulations, including on registration modalities, the application of General Health Insurance provisions, the requirement of electronic notification addresses for service of decisions, and areas where amendments to secondary legislation regulating procedures for Syrians under temporary protection could enhance clarity and alignment with the primary law. Relevant national and regional jurisprudence concerning the caseload in Türkiye was also regularly shared with PMM to support consistency in decision-making.

In support of RSD-related policy development, UNHCR shared template samples for use in RSD procedures for specific risk profiles and complemented these with updated country of origin information reports and analytical notes covering neighbouring and selected African countries, reflecting developments in those regions.

With regard to deportations and forced returns, UNHCR continued consultations with relevant PMM departments and shared observations concerning access to notifications, information provision, and legal safeguards for persons held in administrative detention. In parallel, regular summaries of global developments, jurisprudence, and good practices on combating human trafficking were shared with PMM to support alignment with international standards and evolving practice.

4. Outcome Area: Gender-based Violence

Refugees live in safety from gender-based violence (GBV), and those at risk and survivors have access to specialized services.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
4.1 Proportion of people who know where to access available GBV services			
Refugees and Asylum-seekers	85.42%	74.00%	74.46%
4.3 Proportion of survivors who are satisfied with GBV case management services			
Refugees and Asylum-seekers	61.16%	82.00%	61.16%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
04.1.1 Number of people who benefitted from specialized GBV programmes	
Refugees and Asylum-seekers	9,848

Progress Against the Desired Outcome

In 2025, progress was made in strengthening identification, referral, and response mechanisms for persons at risk of GBV and other heightened protection risks. UNHCR and partners conducted protection assessments for 6,256 individuals identified as at risk or reporting GBV, enabling tailored protection planning and timely interventions that helped reduce exposure to further violence and ensured that support was aligned with each survivor's specific circumstances. For 7,723 individual GBV survivors and those at risk, GBV response services were provided, and referrals were made to specialized services enabling their access to safe shelter, MHPSS, and medical support, thereby improving their safety, wellbeing, and recovery prospects.

Where security risks were identified in the provinces of residence, UNHCR engaged with PMM to support residence province changes, enhancing protection and safety for affected individuals. Additionally, UNHCR reached out to 1,676 GBV survivors with dedicated Cash for Protection programme, to mitigate GBV risks, empower survivors, supporting their own and their dependents' access to shelter, medical care, and other immediate requirements.

LGBTI+ persons at risk of GBV, exploitation, and abuse were supported through counselling, legal assistance, and cash support, complemented by close follow-up with partners to ensure effective access to services. This contributed to more comprehensive case management and continuity of protection support.

The UNHCR Counselling Line (GBV dedicated line) was accessed by 7,359 individuals; 3,217 inquiries were assessed as GBV-related and addressed through case assessment and follow-up actions with partners, reinforcing timely response mechanisms.

Through UNHCR's operational and technical support to 50 Protection Desks operational at PDMMs, 5,092 women-at-risk cases, many related to GBV, were interviewed and referred to specialized services, including shelter and medical support. This contributed to strengthened front-line identification and referral systems within national structures.

5. Outcome Area: Child Protection

Refugee children are protected and those at risk have access to specialized and child-friendly services.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure			
Refugees and Asylum-seekers	46.69%	44.50%	41.66%
5.2 Proportion of children who participate in community-based child protection programmes			
Refugees and Asylum-seekers	6.97%	5.00%	21.71%

5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement			
Refugees and Asylum-seekers	78.94%	82.50%	91.93%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
05.1.1 Number of children and caregivers who received child protection services	
Refugees and Asylum-seekers	30,061

Progress Against the Desired Outcome

In 2025, progress was observed towards the outcome that refugee children are protected and those at risk have access to specialized and child-friendly services. Identification and response mechanisms for children at heightened risk were strengthened, contributing to improved access to case management and referrals. UNHCR and partners carried out more than 20,000 individual assessments with children to identify protection risks contributing to earlier detection of concerns and more timely support. Best interest procedures (BIP) undertaken by UNHCR and its partners supported safe identification, assessment, and case management of children affected with child labour, school dropout, family violence, peer bullying, and other protection risks helping to reduce exposure to harm and to support the children and their caregivers through targeted interventions, enabling safer pathways to services.

The decrease in reported child labour from 7per cent to 4per cent suggests positive movement towards reducing exposure to harmful practices, while continued monitoring remains important. Education access remained broadly sustained, with 58per cent of households reporting that all children attend school, which contributes to a more protective environment and supports children’s wellbeing and development, including more stable daily routines and continuity in learning.

Targeted referrals ensured access to statutory child protection, education, health, and social assistance services for the most vulnerable children. Through coordination platforms, including co-leadership of the 3RP Child Protection Sub-Working Groups, UNHCR supported harmonized and risk-informed programming and helped ensure that refugee children’s needs were reflected in national child protection discussions and planning processes, reinforcing alignment with national systems and sustainability of responses.

UNHCR continued its close cooperation with PMM and through the support provided, Protection Desks have identified and referred 10,587 child-at-risk cases to specialized services in 2025, expanding the reach and timeliness of protection support and contributing to more consistent follow up for children at heightened risk.

6. Outcome Area: Safety and Access to Justice

People seeking international protection are aware of and benefit from legal assistance and remedies.

Refugees with specific needs have access to specialized protection services without obstacles.

Syrian refugees seeking to return to Syria benefit from legal assistance and legal aid for removal of legal barriers preventing voluntary return.

Core Output Indicators

Indicator	
Population Type	Actual (2025)
06.1.1 Number of people who received legal assistance	
Refugees and Asylum-seekers	8,662

Progress Against the Desired Outcome

In 2025, international protection and temporary protection beneficiaries continued to access and benefit from legal assistance and remedies through legal aid mechanisms, legal counselling services, and legal representation under the partnership between UNHCR and the Union of Turkish Bar Associations (UTBA). Throughout the year, within the scope of UNHCR's support, 3,172 legal aid cases were supported enabling 2,929 individuals to obtain free legal representation through lawyers appointed by 56 Bar Associations. Legal aid requests are predominantly concerned with access to IP procedures and safeguards against removal, including appeals against rejection decisions, implicit withdrawals, and deportation orders. UNHCR further supported individual applications to the Constitutional Court where a risk of irreparable harm was identified in case of return.

Legal Clinics, established and run by UNHCR and UTBA, remained a key channel for legal empowerment and legal counselling. During the reporting period, over 7,300 IP applicants, status holders, and TP beneficiaries received more than 11,500 counselling services, including verbal counselling, support for petition drafting, and referrals to Bar Associations for legal aid appointments, and other institutions. Through targeted outreach activities, these six Legal Clinics reached out to 1,385 asylum-seekers and beneficiaries of international and TP, strengthening their awareness of legal rights, obligations, and available administrative procedures.

Capacity development efforts contributed to systemic improvements affecting access to justice. Trainings delivered by UNHCR in cooperation with the Justice Academy of Türkiye reached 177 judges and prosecutors, promoting consistent application of IP standards and relevant jurisprudence.

Through nationwide capacity development initiatives, UNHCR also reached 3,201 lawyers, enhancing professional competencies on international refugee law and domestic IP procedures, to support more informed legal counselling and higher-quality representation for people seeking IP.

Developments in Constitutional Court case-law further strengthened procedural safeguards, particularly regarding the assessment of removal decisions and the voluntary nature of returns, which UNHCR incorporated into its advocacy with national authorities.

7. Outcome Area: Community Engagement and Women's Empowerment

Refugees and host community collaborate to address issues of concern to both communities.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
7.1 Extent participation of displaced and stateless people across programme phases is supported.			
Refugees and Asylum-seekers	Extensive	Extensive	Extensive
7.2 Proportion of people who have access to safe feedback and response mechanisms			
Refugees and Asylum-seekers	90.00%	93.00%	73.69%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
07.1.1 Number of people consulted through Participatory Assessments	
Refugees and Asylum-seekers	1,569
07.2.1 Number of people who used UNHCR- supported feedback & response mechanisms to voice their needs/ concerns/feedback	
Refugees and Asylum-seekers	165,157
07.3.1 Number of people who received protection services	
Refugees and Asylum-seekers	167,393

Progress Against the Desired Outcome

In 2025, UNHCR Türkiye further strengthened inclusive and structured community engagement by institutionalizing coordination mechanisms with refugee-led organizations (RLOs) across different communities, including Syrians and Afghans. These platforms enabled more representative, accountable and sustained participation of refugees in decisions affecting their lives and their interaction with host communities. This was complemented by a series of focus group discussions with diverse refugee groups to gain deeper insights into priority issues in 2025, notably access to education and livelihoods and conditions for voluntary repatriation.

Through a diversified RLO grants portfolio, UNHCR advanced scalable, community-driven responses by piloting three complementary small-scale partnerships with RLOs. The first grant focused on institutional capacity development, resulting in strengthened financial management, project design and implementation, and compliance with international standards—including protection from sexual exploitation and abuse (PSEA) and accountability frameworks. This, in turn, enhanced RLOs' credibility, operational effectiveness and access to external funding opportunities. Building on this foundation, two additional grants translated the strengthened capacity into targeted action: one supported refugee women, particularly young women entrepreneurs, contributing to increased economic participation, leadership and agency within their communities; the other established structured business dialogue platforms that generated evidence and actionable insights on refugee entrepreneurship, informing more responsive programming and policy engagement and opening structured engagement with the Turkish business environment and international development actors.

Together, these interventions contributed to community-level economic resilience and more sustainable pathways to self-reliance for refugees and host communities, while systematically mainstreaming gender equality across all actions. They resulted in more inclusive participation and strengthened leadership roles for women within refugee-led structures.

11. Outcome Area: Education

Refugees benefit from public education and training in an unhindered way.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
11.1 Proportion of young people enrolled in tertiary and higher education			
Refugees and Asylum-seekers	15.26%	9.00%	11.56%
11.2 Proportion of children and young people enrolled in the national education system			
Refugees and Asylum-seekers	78.59%	75.00%	74.66%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
11.1.1 Number of people who benefitted from education programming	
Refugees and Asylum-seekers	4,520

Progress Against the Desired Outcome

In 2024/25, Türkiye sustained strong progress towards inclusive education for refugees. Of over 850,000 Syrian school-age children, nearly 650,000 were enrolled in public schools (grades 1–12), with an enrolment rate above 75 per cent and near gender parity, as girls represented 49 per cent of students. Enrolment in primary and lower secondary exceeded 90 per cent, comparable to host community levels, while upper secondary enrolment declined to 42 per cent in 2025, indicating persistent barriers to retention and transition.

UNHCR, in collaboration with UNICEF, supported sector coordination and led the Higher Education Sub-Sector to promote inclusive policies and services. UNHCR supported the implementation of joint surveys and sector-wide problem log entries, and contributed to the preparation of regular analytical briefs in collaboration with UNICEF.

The European Union Delegation to Türkiye, through the PIKTES project implemented by the Ministry of National Education, facilitated refugee children's access to and retention in formal education by providing education personnel, language support, transportation and learning materials. UNHCR engaged with stakeholders to foster alignment between PIKTES and broader interventions under the 3RP.

At tertiary level, UNHCR led the Higher Education Sub-Sector with the Council of Higher Education and the Presidency for Turks Abroad and Related Communities. Over 54,000 Syrian youth were enrolled in universities, with women representing 48 per cent of students, reflecting sustained inclusion in the national system.

Through its partnership with YTB, UNHCR supported 540 Syrian students through DAFI scholarships and more than 1,500 through Higher Education Cash Grants, and also extended scholarships and cash grants to non-Syrian students. Monitoring showed positive socio-economic and social cohesion outcomes: 93 per cent of scholarship recipients felt welcome at university and 95 per cent reported that financial support contributed positively to academic continuity and well-being. UNHCR further supported transition to employment through online information sessions on labour market access and job search.

Student support was strengthened through a joint online learning platform with YTB, offering university preparation modules, alongside 20 Academic Advisors providing structured guidance; over 81 per cent of surveyed students reported a positive impact on academic performance, integration, and social cohesion. Earlier investments in Public Education Centres continued to expand access to non-formal education.

Renovation and refurbishment of classrooms increased capacity for certified language and vocational courses, with more than 3,500 Syrians participating in vocational training in 38 supported centres.

13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

Refugees strengthen their self-reliance through livelihood opportunities.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider			
Refugees and Asylum-seekers	36.07%	36.00%	62.29%
13.2. Proportion of people who self-report positive changes in their income compared to previous year			
Refugees and Asylum-seekers	11.40%	11.00%	4.06%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions	
Refugees and Asylum-seekers	14,056

Progress Against the Desired Outcome

In 2025, UNHCR promoted refugees' economic inclusion and access to work in Türkiye with national and local authorities, the private sector and other partners. As direct livelihood support concluded mid-year due to funding constraints, efforts shifted towards policy dialogue and strategic collaboration with International Financial Institutions, UN agencies such as ILO and UNDP, and the Ministry of Labour and Social Security (MoLSS).

Until mid-year, UNHCR supported the Turkish Employment Agency (İŞKUR) through two staff and 11 interpreters who counselled refugees on job opportunities and registration in the İŞKUR database. By end-2025, they had reached over 10,481 refugees, with thousands receiving counselling and 2,751 supported to participate in on-the-job training.

On 15 October 2024, Türkiye introduced regulatory changes exempting refugees and individuals under temporary protection from work permit requirements in selected sectors, facilitating formal labour market access. Although public communication on the new arrangements remained limited, MoLSS reported a recent increase in work permits issued under the revised framework.

Under the IFC–UNHCR Joint Initiative, UNHCR supported a stock-taking study on private sector engagement with refugees which confirmed interest in refugee employment but highlighted low awareness of work permit reforms, economic pressures on businesses and gaps in skills matching and job placement. Round tables with IFC strengthened public–private dialogue to promote more sustainable and inclusive employment pathways.

As refugee returns from Türkiye accelerated following developments in Syria in late 2025, UNHCR commissioned a Market Systems Development assessment in Gaziantep, a key export-oriented hub where refugees are embedded in local value chains. The study analysed market functions and constraints and

identified opportunities linked to industrial resilience and digitalization, informing UNHCR's engagement with public and private actors.

Throughout 2025, UNHCR and ILO advanced a country-level Letter of Understanding on decent work, labour market integration and data coordination for refugees and host communities, completing the technical groundwork for signature. UNHCR also engaged UNDP to reinforce 3RP coordination, focusing on policy alignment, IFI engagement and evidence-based programming through joint analytical work with national institutions.

Partners implemented complementary initiatives to advance refugees' economic inclusion. ILO supported formalization and decent work; GIZ and UNDP delivered skills development and vocational training; and IOM provided SME support. UNHCR coordinated through the 3RP and bilateral channels to link skills building, formalization and sustainable employment. The European Union Delegation remained a key actor, providing multi-year funding, including through the Facility for Refugees in Türkiye, to scale up formal employment, skills, entrepreneurship and private sector engagement.

14. Outcome Area: Voluntary Return and Sustainable Reintegration

Refugees considering return to Syria make informed and voluntary decisions.

Syrian refugees return to Syria voluntarily in safety and dignity

Core Output Indicators

Indicator	
Population Type	Actual (2025)
14.1.1 Number of people who received counselling and/or information on voluntary repatriation	
Refugees and Asylum-seekers	438,625

Progress Against the Desired Outcome

In 2025, UNHCR increased its presence at border crossing points and PDMMs to expand monitoring of the voluntary nature of returns to Syria. Monitoring coverage rose from an average of 71 per cent to 75 per cent, reaching 83 per cent at certain periods. Refresher trainings for staff engaged in return monitoring improved identification of protection risks and more timely interventions where there was doubt about voluntariness. Stronger staff knowledge, including on civil law procedures requiring additional safeguards, enabled more effective on-site guidance to Syrians on the procedural steps.

In addition to case-by-case advocacy, UNHCR shared regular, evidence-based observations and recommendations with PMM through consultations and written submissions, supported by anonymized case examples. These focused on procedural safeguards and implementation gaps. In 2025, several issues raised by UNHCR were reflected in secondary legislation and internal instructions issued by PMM, strengthening procedural clarity and alignment with national legislation and international principles. This included clarification on the return of single parents with children and the requirement for custody documentation or court decisions in complex cases involving the departure of children.

Field visits were conducted to monitor implementation, and process-mapping exercises with recommendations were shared with PMM. These technical inputs were progressively reflected in practice through instructions and secondary measures issued during 2025. As implementation improved, the number of cases requiring escalation to PMM decreased.

Cooperation with PMM and UTBA enhanced access to legal aid for Syrians wishing to return but facing unresolved legal matters. By the end of 2025, 63 Bar Associations had signed protocols with UTBA to participate in this framework, helping to resolve legal barriers such as custody and guardianship, civil

documentation and consent-related issues, thereby reinforcing voluntariness safeguards.

Recognizing that voluntariness requires informed decision-making, UNHCR worked with PMM to develop frequently asked questions for Syrians considering return. Information on voluntary return on UNHCR communication channels was updated, and community liaison staff received training to ensure accurate and consistent responses.

To strengthen safeguards in family reunification cases involving Syrian unaccompanied and separated children (UASC) wishing to return, UNHCR included this topic in inter-institutional workshops with PMM and relevant line ministries.

15. Outcome Area: Resettlement and Complementary Pathways

Refugees have access to resettlement or complementary pathways that enable durable solutions.

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
15.1 Number of refugees submitted by UNHCR for resettlement			
Refugees and Asylum-seekers	14,320	30,000	3,623
15.3 Number of people admitted through complementary pathways from the host country			
Refugees and Asylum-seekers	11	30	10

Core Output Indicators

Population Type	Indicator
	Actual (2025)
15.1.1 Country issues machine-readable travel documents	
Refugees and Asylum-seekers	No

Progress Against the Desired Outcome

In 2025, only 3,623 refugees were submitted for resettlement from Türkiye—a dramatic decline to just one quarter of the 2024 submissions and the lowest number submitted in 18 years. This steep reduction reflects the sharp contraction in global resettlement quotas and has resulted in even more limited avenues to use resettlement to address growing protection challenges for vulnerable refugees in Türkiye.

Against this backdrop, UNHCR had to prioritize even more rigorously to ensure that the most vulnerable and marginalized refugees are considered for resettlement. Despite the reduced quotas, the Türkiye operation significantly increased the proportion of high vulnerability protection submissions. In 2025, the resettlement unit submitted 381 LGBTI refugees and 323 female headed households, more than double the number submitted in 2024.

This shift occurred at a time when UNHCR had to cut financial assistance to the most vulnerable individuals, including transgender and intersex refugees and survivors of gender based violence. Coupled with an increasingly restrictive environment in which many refugees are unable to access adequate protection, the additional resettlement submissions and departures of LGBTI refugees and women at risk represent a critical lifeline. These submissions offer not only physical safety but also a rare source of hope

for individuals who face extreme marginalization within Türkiye and whose prospects for alternative solutions are severely limited.

Since the onset of the Syrian crisis, the operation's resettlement submissions have been dominated by Syrian refugees. In 2024, for example, 74per cent of submissions were Syrian, broadly in line with their proportion within the refugee population in Türkiye. However, the changed situation in Syria has shifted what resettlement countries were looking for. Many countries have now reoriented their quotas toward Afghan refugees, reflecting heightened needs and global protection priorities. As a result, the composition of Türkiye's submissions has changed profoundly. In 2025, only 40per cent of submissions were Syrians, while 52per cent were Afghans. This trend is expected to deepen further in 2026 as resettlement countries continue to adjust their caseload priorities, and as UNHCR responds to evolving protection needs across nationalities.

In 2025, the operation expanded its efforts to develop education pathway opportunities, going beyond what was possible in 2024. UNHCR successfully engaged three countries and universities to secure new scholarship places for refugee students in Türkiye.

This progress came at a critical time, as severe funding shortfalls forced a dramatic reduction in local education grants and scholarship support for refugees. These international education pathways provided not only continued access to higher learning, but also a route to long-term stability and self-reliance.

Other Core Output Indicators

Population Type	Actual (2025)
10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services	
Refugees and Asylum-seekers	21,918
16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people	
Refugees and Asylum-seekers	Partially

2.2. Age, Gender and Diversity

In 2025, UNHCR Türkiye further strengthened implementation of its Age, Gender and Diversity (AGD) Policy by advancing inclusive programming, widening participation and promoting equitable access to protection and community-based services. UNHCR supported 8,433 individuals, 51.3 per cent of whom were women and girls, including 197 older persons (60+) and 338 persons with disabilities. Gender-responsive programming remained central, with women heading 52.56 per cent of households. Assistance addressed diverse and intersecting risks among survivors of violence, including women, men and children. A total of 124 survivors received Cash for Protection (100 women, 23 men and 1 person of unspecified gender), including transgender and intersex individuals facing heightened risks.

Participation, inclusion and accountability were strengthened through expanded information, feedback and complaint channels. The Help Türkiye page on protection from violence reached over 41,800 visitors, while the Counselling Line received 234,971 calls, 42 per cent from women, including 5,281 GBV-related calls to the dedicated GBV line. Formal complaint and feedback mechanisms enabled safe and confidential reporting; 559 complaint records were created, 43.11 per cent submitted by women.

As co-chair of the National GBV Sub-Working Group, UNHCR promoted the participation of refugee-led and refugee women-led organizations in 3RP priorities and, through the Ageing and Disability Inclusion Task

Team, advanced inclusion of older persons and persons with disabilities. Community outreach and empowerment remained central to AGD-informed GBV prevention and response, with UNHCR and partners reaching around 1,400 individuals through awareness, empowerment and risk-mitigation initiatives, including International Women's Day and the 16 Days of Activism.

Section 3: Resources

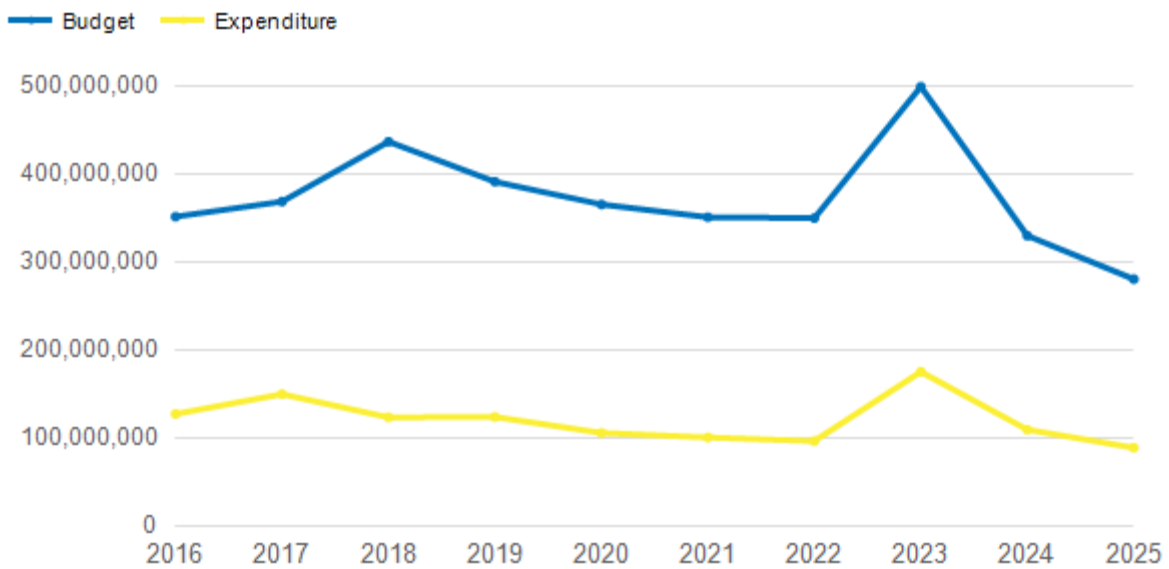
3.1 Financial Data

(Financial figures in USD)

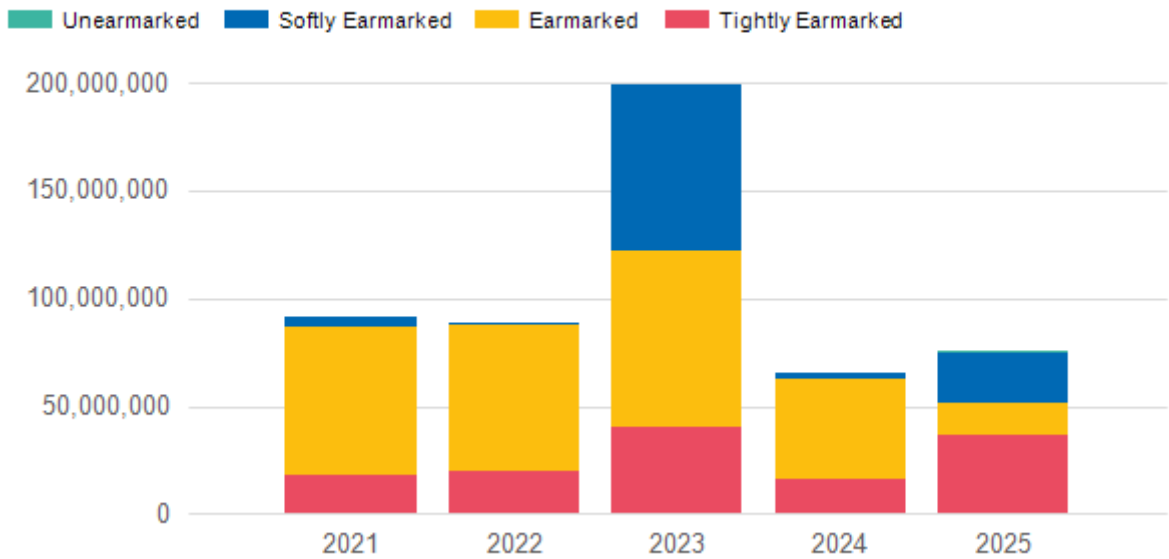
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	83,592,491	39,175,878	46.87%	38,889,052	99.27%
IA2: Respond	63,744,183	26,757,697	41.98%	26,757,697	100.00%
IA3: Empower	36,633,535	5,787,692	15.80%	5,787,692	100.00%
IA4: Solve	96,029,791	17,793,203	18.53%	17,149,660	96.38%
All Impact Areas		2,218			
Total	280,000,000	89,516,688	31.97%	88,584,100	98.96%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	43,279,913	23,125,564	53.43%	22,838,738	98.76%
OA2: Status	5,521,965	2,689,669	48.71%	2,689,669	100.00%
OA3: Policy/Law	3,165,983	475,462	15.02%	475,462	100.00%
OA4: GBV	5,356,971	1,820,399	33.98%	1,820,399	100.00%
OA5: Children	5,986,971	1,848,903	30.88%	1,848,903	100.00%
OA6: Justice	70,182,206	28,146,351	40.10%	28,146,351	100.00%
OA7: Community	5,181,010	1,392,781	26.88%	1,392,781	100.00%
OA11: Education	21,071,515	3,200,411	15.19%	3,200,411	100.00%
OA13: Livelihood	10,381,010	1,194,501	11.51%	1,194,501	100.00%
OA14: Return	88,351,745	11,790,375	13.34%	11,146,831	94.54%
OA15: Resettle	7,678,045	6,002,828	78.18%	6,002,828	100.00%
EA17: Systems	5,501,546	3,269,020	59.42%	3,269,020	100.00%
EA18: Support	3,165,187	1,190,614	37.62%	1,190,614	100.00%
EA20: External	5,175,933	3,369,810	65.11%	3,367,592	99.93%
Total	280,000,000	89,516,688	31.97%	88,584,100	98.96%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

The operation began the year with a total budget of US\$ 108.7 million. Three consecutive reductions between February and May lowered this to US\$ 72.4 million, before a mid-year increase in tightly earmarked funding lifted it to US\$ 93.2 million and shifted the focus from broader programme activities in Türkiye toward voluntary return monitoring and transport assistance. The operation closed 2025 at US\$ 87.9 million. Cash assistance for protection reached 2,620 individuals before its discontinuation in June. Institutional support to the Ministry of Family and Social Services, previously spanning 49 provinces and more than 200 service points, was fully phased out by mid-2025. The number of active NGO partners decreased from ten to three by early 2026; legal clinics closed, higher education support was reduced and

livelihoods programming ended. Three rounds of staffing reductions during the year further constrained presence and outreach, while remaining posts were realigned to sustain return monitoring at six land border points and in airport transit areas, remote counselling and essential legal support for people at heightened risk. Over the same period, the funding profile shifted from relatively loosely earmarked country-level contributions to extremely tightly earmarked funding tied to specific activities and locations, sharply reducing flexibility to reallocate resources as risks evolved.

Prioritization reflected the need to protect core protection outcomes, comply with earmarking and avoid unmanaged service gaps. Resources were concentrated on return monitoring, protection referrals and access to services through the counselling line, while maintaining a minimum legal counselling capacity for people at heightened risk. Activities with high fixed costs or large partner networks, such as system support to national institutions, higher education advisory services and livelihoods, were reduced or phased out.

Decisions were driven primarily by donor earmarking, followed by the risk register, cost per outcome, coverage and the feasibility of delivering through national systems under constrained access.

Despite overall budget reductions, the operation secured a mid-year increase through additional tightly earmarked contributions, which stabilized core protection delivery and expanded voluntary repatriation activities, including monitoring and cash for return, preventing deeper cuts to essential services. Flexible funding, where available, was used to bridge critical gaps, notably to keep the counselling line running, sustain a limited number of higher education cash grants and maintain a minimum legal counselling footprint pending dedicated contributions. Targeted earmarking supported specific interventions, including legal aid and education support, and became increasingly important as overall humanitarian funding declined, helping the operation pivot toward national service delivery while slowing further erosion of essential protection services.

Section 4: Lessons Learned and Future Outlook

4.1 Lessons Learned and Future Outlook

The annual review, including the February 2026 strategic reflection, confirmed five lessons that will guide the operation. First, planning must remain evidence based, with clear assumptions on return trends and possible changes in protection frameworks, while keeping flexibility for provincial variations and policy shifts. Second, safeguarding access to procedures and due process is essential, as administrative constraints and uneven practice still delay registration and case processing. Third, constrained and tightly earmarked funding requires sharper prioritization, clearer communication on results and early, proactive engagement with donors. Fourth, partnerships need to be more strategic and locally anchored, drawing on municipalities, national NGOs, refugee-led organizations and private sector actors where they add most value. Fifth, coordination platforms should be lean, and outcomes focused, with clearer definition of collective results. These lessons will inform the 2027–2029 multi-year strategy. The Office will translate forward-looking assumptions into concrete plans, review them regularly against new evidence and adjust quickly when the context changes. Programmatically, the focus will be on preserving access to asylum, preventing refoulement and advancing solutions through support to voluntary return, resettlement for those most at risk, complementary pathways and economic inclusion. Evidence generation will be strengthened, including follow-up on the impact of discontinued cash for protection, to support advocacy and resource mobilization. Partnerships will be reshaped under a clear selection framework that emphasizes comparative advantage and coverage, with renewed engagement of local actors, the private sector and development partners. Coordination will be tightly scoped, with concise objectives and improved visibility of results, while community feedback and data use will be enhanced to support adaptive management, risk readiness and transparent communication.



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