English Version of the Special Report on Syrians in Turkey

OMBUDSMAN INSTITUTION OF THE REPUBLIC OF TURKEY

THE GRAND NATIONAL ASSEMBLY OF TURKEY

Address: Kavaklıdere Mah. Zeytindalı Cad. No: 4 Çankaya/ANKARA
Telephone: 0 (312) 465 22 00 - Fax: (312) 465 22 65
General network: iletisim@ombudsman.gov.tr
www.ombudsman.gov.tr
iletisim@ombudsman.gov.tr


Owner of rights on behalf of Ombudsman Institution: Şeref Malkoç (Chief Ombudsman)
Chairperson of the Report Commission: Celile Öziem Tunçak (Ombudsman)
Coordinator: Hüseyin Yürük (Ombudsman)
Prepared by: Cigdem Alp, Ibrahim Yücel Apis, Hande Hazneci, Mehmet Ali Küçükcavuş, Mustafa Aydın Ertunç

Graphic Design: Bekir Kenan Coşgün
Images: AFAD (Prime Ministry Disaster and Emergency Management Authority), Anadolu News Agency

Place and date of printing: Elma Technical Printing

PRODUCTION
International Pirireis Culture Agency
Address: Kazım Özalp Mah. Rabat Sok. No: 27/2 GOP, Çankaya/Ankara
Telephone: 0 312 446 21 56
General Network: www.pirireisajans.com
e-mail: info@pirireisajans.com

Ankara - The Ombudsman Institution © 2018
The content of this report belongs to the Ombudsman Institution and cannot be used or reproduced without the prior consent of the publisher, except for reasonable quotations and use including the source, in accordance with Law No. 5846 on Intellectual and Artistic Works.
SYRIANS IN TURKEY

SPECIAL REPORT

2018, ANKARA
INDEX

FOREWORD BY THE PRESIDENT OF THE REPUBLIC OF TURKEY, MR. RECEP TAYYIP ERDOĞAN / 6
FOREWORD BY THE SPEAKER OF THE GRAND NATIONAL ASSEMBLY OF TURKEY, MR. İSMAIL KAHRAMAN / 8
FOREWORD BY THE PRIME MINISTER OF THE REPUBLIC OF TURKEY, MR. BİNALİ YILDIRIM / 12
FOREWORD BY THE CHIEF OMBUDSMAN OF THE REPUBLIC OF TURKEY, MR. ŞEREF MALKOÇ / 14

Abbreviations / 18
List of Tables / 20
List of graphics / 21

INTRODUCTION / 23
I. The Mission And Duty Of Ombudsman Institution / 24
II. Why the Ombudsman Needed to Prepare a Special Report on Syrians / 25
III. Methods Used in the Preparation of the Report / 33

CHAPTER I: DEVELOPMENTS IN THE SYRIAN ARAB REPUBLIC AND TURKEY’S APPROACH TO THE EMERGING REFUGEE CRISIS / 39
I. Developments in the Syrian Arab Republic after 2011 / 40
II. Turkey’s Policy Towards the Syrian Conflict / 44
III. Turkey’s Approach to the Humanitarian Crisis and Refugee Problem in Syria / 46

CHAPTER II: PRACTICES AND SERVICES FOR SYRIANS UNDER TEMPORARY PROTECTION / 51
I. Entry into the Country and Registration / 52
II. Translation Services / 55
III. Information Activities / 57
IV. Legal Aid Services / 58
V. Accommodation and Placement / 59
VI. Security / 66
VII. Education / 70
VIII. Health / 87
IX. Psychosocial Support / 93
X. Right to Work and Employment / 100
XI. Social Assistance / 103
XII. Services for Women and Children / 107
XIII. Services Provided for the Disabled and Elderly / 115
XIV. Religious Services / 116
XV. The Turkish Red Crescent and its Services / 119

CHAPTER III: FINDINGS AND RECOMMENDATIONS / 126
I. Administrative and Legal Registrations / 130
   A. Process Management, Establishing an Integrated and Sustainable Migration and Protection Policy and Strategy / 130
   B. Coordination of Migration and International Protection, Improvement of Physical Infrastructure and Staff Capacity / 134
   C. Increasing Data Quality and Sharing in Immigration and International Protection / 137
   D. Evaluation of New Legal and Administrative Regulations / 138
II. The Registration Process / 140
III. The Language Barrier and Translation Services / 143
IV. Information Activities and Legal Aid Services / 143
V. Accommodation and Placement / 144
VI. Security / 146
VII. Healthcare Services / 149
VIII. Psychosocial Support Services / 151
IX. Education of Syrian Children / 153
X. Right to Work and Employment / 155
XI. Social Assistance / 161
XII. Women and Children / 162
XIII. Other Vulnerable Groups / 165
XIV. Social Integration / 165
XV. Relations with International Society / 170
XVI. Communication Strategy for Turkish Society and International Society / 172
XVII. Universities and Research / 173

APPENDIX
APPENDIX I: LIST OF NATIONAL LEGISLATION ON TEMPORARY PROTECTION / 174
APPENDIX II: UNITS OF INSTITUTIONS AND ORGANISATIONS RESPONSIBLE FOR SERVICES AND TRANSACTIONS FOR SYRIANS UNDER TEMPORARY PROTECTION / 176

BIBLIOGRAPHY / 178
Foreword by The President of the Republic of Turkey, Mr. Recep Tayyip Erdoğan

The migration debate is one of the most important issues in the world today, especially in European countries. Although migration and refugee issues take a primary place on the agendas of many governments and international organizations, we see that the issue is discussed mainly on the axis of security.

The efforts of racist groups in the West to draw a parallel between refugees and terrorist events have begun to influence increasingly broader segments of society and, in particular, politicians.

Evaluating the issue of refugees and migration only as a matter of security is causing great damage to the human conscience. However, it is first of all necessary to reveal the impetus that has led to this humanitarian crisis, which has forced people to abandon their homes, their homelands, their loved ones.

If there is no force majeure, no one throws himself, his family, or his cherished children into rough waves on a flimsy boat and runs the risk of living in inhuman conditions.

Our Turkish Coast Guard Command has saved over 130,000 migrants from drowning in the sea in the last 2 years and has brought them to our country. If millions of people are on the same journey, despite the tens of thousands of tragedies, it means that there is a serious problem that must be considered.

At present, we have more than 4 million asylum seekers in total, including 3.5 million Syrians and Iraqis, and we host them all. Neither the European Union nor the United Nations agencies have kept their side of the bargain. In Turkey, we protect everyone
coming to our country to save their lives, and we regard this as a humanitarian mission.

Although we have faced intense pressure due to the instability in Syria and Iraq and the resulting migration and refugee issues, in fact we are not strangers to this subject.

For Anatolia is a land of migrants.

Anatolia has always been a safe harbor in every period of history for all oppressed peoples who faced persecution, oppression, and violence in their lands.

For centuries, everyone – from Jews escaping massacres and Christians in Eastern Europe to Muslims in the Caucasus and the Balkans – has found a shelter in this country. Turkey is a safe place, the country of “the friends who wipe away tears without being noticed,” in the words of the late Fethi Gemuhluoğlu.

Furthermore, we have not only opened our arms to those who come to our own lands, but we have also endeavored to lend a hand to the oppressed and the downtrodden abroad.

Among more than 140 nations, Turkey has earned the right to the title of the world’s most generous country in proportion to its national income, with about $6 billion worth of humanitarian and development aid.

On the other hand, international society and organizations have unfortunately been unable to successfully find the solution to this humanitarian crisis.

If we desire peace and tranquility for the whole world, we should seek ways to become active in the crisis and in conflict-affected regions, rather than confining our attention and capabilities to our own borders. The tragic events we have experienced in recent years show that Brussels and Berlin cannot be at peace while Aleppo, Baghdad, Mosul and Gaziantep burn. Turkey’s convictions about humanitarian aid aim to engage not only its own but also the collective conscience. In this respect, I find the report of the Ombudsman Institution very valuable.

I would like to thank the Chief Ombudsman of the Ombudsman Institution, Mr. Malkoç, and his team, who prepared the Migration and Refugees Report. I hope that this report will bring benevolence to Turkey and to humanity.
Causes such as conflicts, wars, terrorist acts, inequality in wealth and income distribution, economic and political instability in the world and in our region cause people to escape from their countries. Events such as war and famine also cause people to leave places where they live.

Migration is a phenomenon as old as the history of mankind. This phenomenon that has been going on for hundreds of years has become more visible to the whole world because millions of people who have escaped from our neighboring Syrian civil war today have become refugees.

Great wars have led to great devastation and have brought great waves of migration. Because of the fluctuations that make humanity complex, lives, cognition, and civilizations have been rebuilt. Hundreds of thousands of people have lost their lives during forced migration or emigration, where human tragedies are ignored.

Our Ombudsman Institution, which entered the 6th year since its foundation this year, has prepared this very important report about the migration phenomenon. The report, which is prepared in a guiding manner within the framework of rights and responsibilities, evaluates the mass migration and asylum movement we have been facing after every war in our region with the sociological and legal dimensions. It will be an important response in terms of directing public opinion and humanity.

Today, people cannot benefit from the resources of the earth in an equitable and fair way. The power of the capital that has taken control of labor has enslaved human beings.
The forces that have overtaken the means of production aspire to possess every living thing on earth. Therefore, they build their new concept on the idea of humans’ being unnecessary. However, it is possible to live together peacefully on earth; acknowledging mankind as “the most honorable being” created by God and protecting his dignity will facilitate the resolution of these problems.

The first paragraph of Article 14 of the Universal Declaration of Human Rights defines the right to asylum as follows:

“Everyone has the right to seek and to enjoy in other countries asylum from persecution.”

Signatories of the Universal Declaration of Human Rights are presenting all kinds of obstacles in order to prevent migrants from benefiting from the right of refuge that these parties have recognized in the declaration.

It is useful to identify a point correctly: no one is arbitrarily dismantling his home, leaving his homeland, and taking refuge at the mercy of other nations to survive without force majeure. People take to the roads to establish a new order for themselves. Those who cause them to emigrate from their homes do not have the right to complain about the problems that these people bring.

Those who create many obstacles, such as not allowing asylum seekers to work and not taking them under the social security system in order to avoid sharing their prosperity, have to create other options for those people to survive other than tent cities.

The person we refer to as a refugee or immigrant is a person with limited freedoms because he has no citizenship rights. Limited freedom is against human nature because the human is a free entity. It is only possible to be a rights holder and to fulfill one’s responsibilities by having personal liberty. The right to life is an inherent right.

The phenomenon of migration and asylum causes unjust suffering that can easily be avoided if desired. The most tangible example of this victimization is the tragedy of Aylan Kurdi, whose tragic death made people face their conscience after his tiny body washed onto the shores of the Aegean Sea, like the plight of thousands of other children and their parents.
Again, today’s migration and asylum tragedies are due to planned attacks to a large extent. The winners of the conflicts between countries and between societies are the barons of war, while the victims of these attacks are vulnerable, innocent, civilians.

These people who have left their homeland to find their lost security and peace are forced to take refuge in other countries where they live in exploitative and dehumanizing circumstances. During their short days on earth, they are forced to feel like lowly foreigners, like timid pigeons.

If desired, the world can be made a habitable place of peace and tranquility. However, this is not possible because of the future plans of invading states, war barons, and imperialist corporations, which depend on human suffering.

An exploitative system has been established in the world that serves the interests of only 1% of the world’s population, that is, 75 million. This disgraceful situation constitutes the greatest danger to the future of humanity.

20% of the world’s population is deprived of potable fresh water resources. According to 2016 reports of the UN High Commissioner for Refugees, more than 60 million people are homeless due to reasons such as war and violence. This rate has exceeded 1.5 million in EU member countries.

In contrast, the world’s total gross national product has reached $77 trillion. The largest share of this total production and income belongs to the USA and EU member countries. Distribution is not at all fair. Muslim countries, which are rich in underground and surface resources such as oil, make up 22% of the world’s surface area and 23% of the world’s population but unfortunately only 10% of the world’s gross national product.

Unfortunately, injustice and inequality are already institutionalized. That all people could benefit from the earth’s resources equally and fairly is seen as an ideological utopia. If those who exploit the earth’s resources surrender some of their rights, the problems of humanity would cease to a great extent, and it will not be so difficult to bring a more habitable world into life.

Today, according to recent numbers, more than 3.5 million of our Syrian brothers and sisters are living in our country. In addition, hundreds of thousands of people from the countries in our historical and cultural region are also looking for a future in our country. We know that the level of discomfort about the presence of these people increases during times of economic stress. But we should never forget that
we are the children of the civilization of conscience. Because of the experience we have gained from our history, we have and will never turn away anyone waiting at our door.

This is an outcome of the universal mercy of our civilization.

The burden of conscience requires us to ask why these people are forced to flee their homelands instead of blaming them. It is easy to blame migrants. Taking the easy way out, which is often preferred, is another form of escape from responsibility, rather than devising a solution.

Everyone should be able to live peacefully and happily in the place where they were born. The responsibility of the economically developed countries is extremely high in this respect. These countries should be reminded that:

You cannot say “do not disturb Paris, Vienna, Munich, London” if you make Aleppo, Baghdad, Gaza, Sana, Kabul, and other similar places uninhabitable.

You cannot imagine that you will live in peace and security in Spain, Italy, Belgium, or America, if you make Libya, Sudan, Somalia, Nigeria, Mali, and other similar places unmanageable.

You must think that after terrorist organizations like PKK, YPG, Daesh, FETÖ, and Al-Qaeda made these people’s homelands uninhabitable, the same problems will spread to other countries, like stirring up a hornet’s nest.

With the walls you have built, the fences you have erected, and the barricades you have established to deter people fleeing African coasts in boats from finding shelter in Europe, you just turn your own continent into an enormous prison. However, if you spend your resources to enable people who have been forced to migrate to live in their homes in peace, the entire world will be more peaceful and happier.

In this sense, the report prepared by the Ombudsman Institution has been very stimulating, instructive, and helpful in producing solutions. I would like to congratulate our valuable colleagues and all the hard-working people, especially Mr. Şeref Malkoç, the Chief Ombudsman of the Ombudsman Institution, for the work that has been done, and hope that the prepared report will result in opening a new horizon.
The immigration and refugee issue, which has always been on the agenda throughout history, unfortunately persists as one of the most important problems of our time.

Our country has a heritage of always pursuing an active policy across national and global affairs. Since the Ottoman era, the Anatolian lands have been a safe harbor to which refugees have escaped from occupation or massacres and have once again opened their doors to millions of Syrian refugees that have escaped from oppression and tyranny in their land.

Turkey has the potential and opportunity to accommodate the harsh conditions of the region and follow the changes very closely. We are hosting more than 3.5 million refugees and sharing our bread. On the one hand, we try to make our guests forget the sorrow they felt when they were separated from their homes, their loved ones, and their homeland; on the other hand, we are providing assistance to sustain their lives.

By offering our Syrian brothers and sisters a new life, we are trying to prevent a lost generation.

No one can deny the fact that that Turkey is a great and generous nation. Our refugee brothers and sisters should know that even if there is no one else, there is Turkey!

Global solidarity is necessary today.

Therefore, we expect all of humanity, all states of the world, to become more sensitive to the barbarous drama that has been
playing out in our region. No matter how many walls countries build on their borders, they cannot isolate themselves from this humanitarian plight.

The resistance shown against refugees entering Europe is very offensive and upsetting to the name of humanity. The attitude of Europe that looks at the immigration problem more on the basis of religion, race and ethnicity is nothing but an attitude that excludes and otherizes humanity.

The solution to the problem comes through global peace and global justice.

Turkey, being always on the side the oppressed and against the oppressor, has once again become the spokesperson for human rights and justice.

The ombudsman is undoubtedly another mechanism that can be a spokesperson for refugees. Again, I invite all ombudsmen around the world who are advocates for rights and freedom to take action, especially regarding solutions for refugees’ human rights problems and grievances.
Foreword by the Chief Ombudsman of the Republic of Turkey, Mr. Şeref Malkoç

Ombudsman Institution has been carrying on its activities as a constitutional supervision mechanism affiliated with the Grand National Assembly of Turkey as a public advocate for five years, on the basis of ensuring the rule of law, the implementation of good governance principles, and with the responsibility for public and equity.

The main task of the Ombudsman Institution, which acts in the belief that “the most blessed of mankind is the one who helps others” and with the principle “let the people thrive so that the state thrives,” is to investigate the complaints about government acts within the context of a human rights-based approach to justice. The authorization to prepare special reports as necessary was also given to our institution in Article 7 of the Ombudsman Act No. 6328. Through special reports, our institution aims to present the current situation of our public administration on the issues that a large part of the society is concerned about, to contribute to the improvement of the government and expansion of the foundation of the public administration in compliance with law and justice. Therefore, in 2014, our institution prepared the “Special Report on Occupational Health and Safety in Coal Mining Related to the Soma Mine Accident,” and in 2016, the “Special Report on Problems in our Justice System, Improvements and Increasing Credibility” which were submitted to the relevant authorities and released to the public.

Another issue that our institution has been working on for a long time is the provision of a living environment compatible with human dignity for people under temporary protection as a result
of the wave of migration into our country since the start of the Syrian civil war in 2011 and fulfillment of the duties established by international law.

In the current situation of Syria, which has been the scene of the biggest humanitarian crisis ever since World War II and failure to prevent human rights violations, migration towards neighboring countries caused by civil war and terrorism has become unmanageable. The so-called developed states are using a double standard in this respect. These countries, as has become painfully clear through Syria’s experience, can become blind and deaf when the identity of the oppressed changes.

Our country has not been indifferent to the waves of migration from the Syrian territory, with which we share a border of 911 kilometers in length, and has assumed responsibility for human dignity without waiting for support from any state for the management of migration or prevention of terrorism. Our country, with its open-door policy that reflects its ancient tradition, has become host to 3.5 million Syrians, which is equal to 4.5% of the population, and has shared its bread. While these people with whom we lived together under the same flag until 100 years ago are taken under temporary protection, their religion, language, color, or race; their cost of living, income level, and education level has not been questioned; what needed to be done was done for humanity. For, according to our belief, if any administrator closes the door to the needy, the destitute, and those who have nothing, God will close the doors of heaven in his face if he falls into poverty and need.

Our nation uses every available means within its institutions and non-governmental organizations in order to bind the wounds of all the oppressed who have lost their spouses, been left orphans, been victims of human rights violations, whose houses have been destroyed in short, each one is going through a different victimization. Our institutions which apply decisions in the field, such as the Ministry of Family and Social Policy, the Ministry of National Education, the Ministry of Foreign Affairs, the Ministry of Health, the Ministry of Labor and Social Security, the Ministry of Youth and Sports, the Ministry of European Union Affairs, the Disaster and Emergency Management Presidency, the Directorate General of Migration Management, the Turkish Red Crescent, the Turkish Coast Guard Command, the Gendarmerie General Command, and the Directorate General of National Police, along with non-governmental organizations, will provide a lesson on migration management lesson worthy of human dignity that will serve as an example for the whole world by setting up hospitality centers and bringing humanitarian aid from all over the country to the needy, fighting migrant smuggling, providing psychosocial
support for the destruction caused by the war, and offering uninterrupted education and healthcare services; in a sense this collaborative effort exemplifies human dignity. In this regard, I express my gratitude to all public institutions and organizations. The hospitable and charitable attitude of our loyal and resolute nation has made us the most generous country in the world in terms of humanitarian aid compared to national income. Moreover, our country does this while fighting undeterred against terrorist organizations such as the PKK, Daesh, FETÖ, and PYD. In this regard, we should thank our public personnel and non-governmental organizations who are working day and night.

Ombudsman institutions, because of their objective nature, take important roles in terms of informing the international community about preventing rights violations towards people who are forced to leave their countries and take refuge in other countries, cases where migrants cannot exercise their rights as defined in international agreements, or where governmental organizations conduct illegal activities towards them. We, as the Ombudsman Institution, have endeavored to establish the condition of those under temporary protection in our country and present the research we have conducted in this area as a special report. While conducting our study, first of all, after acknowledging all the parties involved, we set out to decide how we could deliver public services more effectively, how we could overcome the problems arising from coordination, and how we could meet the needs of our public institutions and organizations and how we could improve our related legislation. At the same time, we wanted to contribute to a foundation for framing international organizations’ perceptions of Syrians under temporary protection through this special report. Most importantly, by evaluating our country’s efforts in undertaking this integrated approach, we would like to note the sacrifices our nation has made to uphold the obligations of brotherhood.

Within the scope of our special report study, we have carried out meetings with many of our provincial administrations and representatives of non-governmental organizations, visited our temporary accommodation centers, conducted site surveys, heard about problems on the spot by doing field inspections, and interviewed representatives of international organizations working in Turkey, such as the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children’s Fund (UNICEF); and we have analyzed academic studies and reports from various perspectives on this field. With the participation of our President, Mr. Recep Tayyip Erdoğan, we organized the “International Migration and Refugees”
symposium with the participation of more than 50 ombudsmen from 40 countries, which took place in Ankara on March 2-3, 2017. Finally, we have completed our project by capturing the resulting knowledge and experience accumulated during the course of the study in the special report that we have prepared. Our special report, called “Syrians in Turkey,” includes the theoretical and historical background of migration along with the legal framework for international protection, the developments in the Syrian Arab Republic and our country’s approach to these developments, the public services offered to Syrians under temporary protection, and, based on all these evaluations, our final assessments of and recommendations on these services.

I would like to mention that a large number of people have contributed to the preparation of this work. I would like to thank to former Chief Ombudsman, Mr. Nihat Ömeroğlu, Ombudsman Mr. Mehmet Elkatmış, and Ms. Serpil Çakın for their support and work during the preparation of this report. I am especially grateful to the Chairperson of the Report Commission, Ombudsman Ms. Celile Özlem Tunçak, and Ombudsman Coordinator Mr. Hüseyin Yürük for their efforts, contributions, and guidance during the preparation of the report and during the study. I would like to thank Turkish-German University Professor Murat Erdoğan, who provided the general draft of the report and proofread it with academic eyes; Ombudsman experts Çiğdem Alp, İbrahim Yücel Apiş, Hande Hazneci, Mehmet Ali Kıcıkçavuş, and Mustafa Aydın Ertunç, who have prepared the report with great care, and assistant experts Merve Üstün Mete and Hamza Günaydin, who contributed to the report.

I hope the report can contribute to the quality of public services offered to Syrians in Turkey and will be beneficial for our public institutions and organizations, non-governmental organizations, our academic community, and all others concerned.
ABBREVIATIONS

AFAD    Disaster and Emergency Management Presidency
AFKEN   Disaster Temporary City Management System
BSYBS   Integrated Social Assistance Information System
CEDAW   Convention on the Elimination of all Forms of Discrimination Against Women
DGMM    Directorate General of Migration Management, Ministry of Interior
ECHO    Directorate General for European Civil Protection and Humanitarian Aid Operations
EGM     Directorate General of National Police, Ministry of Interior
GNAT    Grand National Assembly of Turkey
EU      European Union
IOM     International Organization for Migration
KOM     Smuggling and Organized Crime Department, Directorate General of National Police
MADAD   European Union Trust Fund
MFSP    Ministry of Family and Social Policy
MIT     Turkish National Intelligence Agency
MoHE    Ministry of National Education
NGO     Non-Governmental Organization
PR      Pre-Registration
SASF    Social Assistance and Solidarity Foundation
SYDV    Foundation of Social Help
TAC     Temporary Accommodation Center
TP      Temporary Protection
LIST OF TABLES

Table 1: Distribution of Syrians under temporary protection by province / 29

Table 2: Total number of Syrians whose asylum requests were accepted in EU countries in 2010-2016 / 47

Table 3: Current status of temporary accommodation centers / 62

Table 4: Provinces with highest populations of Syrians according to numbers living inside and outside of TACs / 64

Table 5: Services of temporary accommodation centers / 65

Table 6: Migrants who lost their lives at sea between 2011 and 1 September 2017 / 66

Table 7: Syrians in Turkey according to education status / 70

Table 8: Syrian students provided access to education by academic year / 76

Table 9: Enrollment numbers and rates by grade level / 77

Table 10: Enrollment rates by education level / 78

Table 11: Enrollment rates by gender / 78

Table 12: Number of participants in non-formal education activities / 83

Table 13: Number of Turkish language trainees by gender / 83

Table 14: The top 10 universities and provinces with the highest numbers of Syrian university students / 86

Table 15: Data on health services provided to Syrians in Turkey / 90
LIST OF GRAPHICS

**Graphic 1:** Number of Syrians under temporary protection by year / 27

**Graphic 2:** Total number of Syrians who live in and outside of temporary accommodation centers / 28

**Graphic 3:** Distribution of Syrians under temporary protection in top 10 provinces /30
INTRODUCTION
I. MISSION AND DUTY OF OMBUDSMAN INSTITUTION

The Ombudsman Institution (OI) of the Republic of Turkey, also known as the Ombudsman, “was established as a public entity affiliated with the Grand National Assembly of Turkey (GNAT), to investigate, research, and make recommendations on matters of compliance to justice and equity for all kinds of actions, procedures, attitudes, and behaviors of the administration within a human rights-based framework. The main duty of the Ombudsman Institution of the Republic of Turkey is to advocate for individuals against the administration, and it is considered the “conscience” and “lawyer” of the people in the system that is based on individuals and rights.

The Swedish Royal Ordinance that the king sent to his country from Demirtas (Edirne) on October 26, 1713 concerning the establishment of the Ombudsman system and rules that the Ombudsman should comply with. ¹

The Ombudsman is one of the most important institutions of the citizen-centered structure of today’s modern democratic states. The first examples of it in history were seen in the Seljuk and Ottoman empires. In its modern form, it was first established in Sweden by a 1713 edict of King Charles XII (Iron Head), who had taken refuge in the Ottoman Empire in 1709, after his experience in Ottoman lands, and it soon spread to Northern European countries and then to the whole world. The Ombudsman Institution of the Republic of Turkey, which was established as a constitutional institution by Law No. 6328 and published in the Official Gazette of June 29, 2012, strives to receive and resolve grievances against the administration in the fastest way possible. The ombudsman is the institutionalized form of the proverb of our Prophet Mohammad (may peace be upon him) “The most blessed of mankind is the one who helps others,” and as Sheik Edebali’s advice to Osman Gazi, founder of the Ottoman state, “Let the people thrive so that the state thrives.” In other words, it is the proof of a public and individual-based administration philosophy and an essential element of our culture.

The ombudsman institution follows all developments in society within the scope of its duties, evaluates complaints, and reports on them, based on fundamental rights for any individual living in Turkey, regardless of religious, cultural, and/or ethnic affiliation. Its responsibility as a constitutional institution is to assess the requests submitted within the scope of its duties and powers and to endeavor to present to policy makers what needs to be done as well as the structures for these actions. In this respect, the purpose of the institution is to evaluate the complaints to reduce the number of complaints.

II. WHY THE OMBUDSMAN NEEDED TO PREPARE A SPECIAL REPORT ON SYRIANS

Within the scope of its mission and vision, the Ombudsman Institution of the Republic of Turkey has undertaken an initiative to conduct a comprehensive study of the situation of the Syrians who started to come to Turkey in groups or individually starting in April 2011 and who now number 3.4 million² under temporary protection and to present this study to relevant institutions in the form of a report including policy proposals.

The presence of such a large Syrian population in our country, which alone hosts more than half of the Syrians who were escaped from the war in their country and were forced to take refuge in other countries, has led to important effects on the social, economic, political, and security sectors. More importantly, even as efforts to ensure peace in Syria and to facilitate the return of Syrians to their homes continue unabated,

² DGMM
it has also become a clear sociological reality that the likelihood of permanence has increased with each passing day.

In this context, it is indispensable for the Ombudsman Institution to take into consideration the management activities related to Syrians under temporary protection status.

This humanitarian crisis, the largest in the world after World War II and the largest in the history of Turkey, is unfortunately entering its 7th year. Due to this crisis, Turkey has become the country with the largest number of “refugees” in the world since 2015, and it presently hosts almost two-thirds of the 5,523,317 people who were forced to flee Syria. According to data shared by the Directorate General of Migration Management, the number of Syrians under temporary protection as of December 14, 2017 is 3,412,368. In addition to this number, there are also Syrians who have been pre-registered in Turkey but are not yet under temporary protection.

The number of Syrians who are covered by temporary protection alone corresponds to 4.22% of the population of Turkey, which is 80,810,525. In other words, the number of Syrian refugees under temporary protection in Turkey exceeds the population of many countries, including Armenia, Qatar, Bahrain, Mongolia, Djibouti, Slovenia, Macedonia, Lithuania, Latvia, Estonia, Luxembourg, Malta, and Iceland.

---

3 Turkey, despite being a party to the 1951 Convention Relating to the Status of Refugees, only grants the right to “refugee” status to persons from member states of the Council of Europe, stemming from the Convention’s geographical limitation clause. On the other hand, non-refoulement principle is applied to non-European people coming to our country; these foreigners are referred to as “international protection applicants.” According to the Law on Foreigners and International Protection, if their applications are approved, they are given “conditional refugee” status. As of 28/04/2011, due to the events occurring in the Syrian Arab Republic, Syrian citizens, stateless people, and refugees who come to our country from Syria for the purpose of protection are placed under “temporary protection.” However, in this study, the term “refugee” will be used for the Syrians in Turkey, independently of the legal-administrative context, in its sociological context in terms of widespread daily use and practicality.


6 DGMM. “Syrians under Temporary Protection by Year.”

7 Turkey Statistical Institute (accessed February 2, 2018); available from http://www.tuik.gov.tr/HbGetirHTML.do?id=27587

A large number of the Syrians who fled from their country to other countries in 2011 as a result of the events in Syria live in our country. Besides the fact that an extraordinary number, almost two-thirds of all internationally displaced Syrians, are living in our country, the other important feature of this population is that, as of December 14, 2017, only 228,489 or 6.69% of them were living in camps (temporary accommodation centers) while the remaining 93% were urban refugees.⁹/¹⁰

---

⁹ See footnote 3.

Syrians live in different concentrations in each of Turkey’s 81 provinces. The Syrian population in some provinces and districts in Turkey is significant.

In particular, the number of Syrians in Kilis is almost equal to the province and district population. The following table from the official website of the Directorate General of Migration Management, based on data dated December 21, 2017, shows the number of Syrians registered in each of our provinces:

(Source: DGMM)
### Table 1: Distribution of Syrians under temporary protection according to provisions

<table>
<thead>
<tr>
<th>Province Name</th>
<th>Registered Syrians</th>
<th>Provincial Population</th>
<th>Percentage Compared to Provincial Population</th>
<th>Province Name</th>
<th>Registered Syrians</th>
<th>Provincial Population</th>
<th>Percentage Compared to Provincial Population</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,412,368</strong></td>
<td><strong>79,814,871</strong></td>
<td><strong>4.22%</strong></td>
<td><strong>Total</strong></td>
<td><strong>3,412,368</strong></td>
<td><strong>80,810,525</strong></td>
<td><strong>4.22%</strong></td>
</tr>
<tr>
<td>1 Adana</td>
<td>170,362</td>
<td>2,201,670</td>
<td>7.74%</td>
<td>42 Kahramanmaraş</td>
<td>99,168</td>
<td>1,112,634</td>
<td>9.91%</td>
</tr>
<tr>
<td>2 Adıyaman</td>
<td>27,988</td>
<td>610,484</td>
<td>4.58%</td>
<td>43 Karabük</td>
<td>613</td>
<td>242,347</td>
<td>0.25%</td>
</tr>
<tr>
<td>3 Afyonkarahisar</td>
<td>5,723</td>
<td>714,523</td>
<td>0.80%</td>
<td>44 Karaman</td>
<td>665</td>
<td>245,610</td>
<td>0.27%</td>
</tr>
<tr>
<td>4 Ağrı</td>
<td>1,083</td>
<td>542,255</td>
<td>0.20%</td>
<td>45 Kars</td>
<td>206</td>
<td>289,786</td>
<td>0.07%</td>
</tr>
<tr>
<td>5 Akşakaray</td>
<td>2,248</td>
<td>396,673</td>
<td>0.57%</td>
<td>46 Kastamonu</td>
<td>1,281</td>
<td>376,945</td>
<td>0.34%</td>
</tr>
<tr>
<td>6 Amasya</td>
<td>586</td>
<td>326,351</td>
<td>0.18%</td>
<td>47 Kayseri</td>
<td>70,252</td>
<td>1,358,980</td>
<td>5.17%</td>
</tr>
<tr>
<td>7 Ankara</td>
<td>93,269</td>
<td>5,345,518</td>
<td>1.74%</td>
<td>48 Kırıkkale</td>
<td>1,097</td>
<td>277,984</td>
<td>0.39%</td>
</tr>
<tr>
<td>8 Antalya</td>
<td>563</td>
<td>2,328,555</td>
<td>0.02%</td>
<td>49 Kırklareli</td>
<td>2,274</td>
<td>351,684</td>
<td>0.65%</td>
</tr>
<tr>
<td>9 Ardahan</td>
<td>147</td>
<td>98,335</td>
<td>0.15%</td>
<td>50 Kışlakoy</td>
<td>1,098</td>
<td>229,975</td>
<td>0.48%</td>
</tr>
<tr>
<td>10 Artvin</td>
<td>60</td>
<td>168,068</td>
<td>0.04%</td>
<td>51 Kilişi</td>
<td>131,793</td>
<td>130,825</td>
<td>100.74%</td>
</tr>
<tr>
<td>11 Aydın</td>
<td>10,184</td>
<td>1,068,260</td>
<td>0.95%</td>
<td>52 Kocaeli</td>
<td>45,696</td>
<td>1,830,772</td>
<td>2.50%</td>
</tr>
<tr>
<td>12 Balıkesir</td>
<td>3,628</td>
<td>1,196,176</td>
<td>0.30%</td>
<td>53 Konya</td>
<td>99,212</td>
<td>2,161,303</td>
<td>4.59%</td>
</tr>
<tr>
<td>13 Bartın</td>
<td>65</td>
<td>192,389</td>
<td>0.03%</td>
<td>54 Kütahya</td>
<td>631</td>
<td>573,642</td>
<td>0.11%</td>
</tr>
<tr>
<td>14 Batman</td>
<td>20,787</td>
<td>576,899</td>
<td>3.60%</td>
<td>55 Malatya</td>
<td>26,323</td>
<td>781,305</td>
<td>3.37%</td>
</tr>
<tr>
<td>15 Bayburt</td>
<td>57</td>
<td>90,154</td>
<td>0.06%</td>
<td>56 Manisa</td>
<td>8,945</td>
<td>1,396,945</td>
<td>0.64%</td>
</tr>
<tr>
<td>16 Bilecik</td>
<td>706</td>
<td>218,297</td>
<td>0.32%</td>
<td>57 Mardin</td>
<td>90,647</td>
<td>796,237</td>
<td>11.38%</td>
</tr>
<tr>
<td>17 Bingöl</td>
<td>871</td>
<td>269,560</td>
<td>0.32%</td>
<td>58 Mersin</td>
<td>191,263</td>
<td>1,773,852</td>
<td>10.78%</td>
</tr>
<tr>
<td>18 Bitlis</td>
<td>881</td>
<td>341,225</td>
<td>0.26%</td>
<td>59 Muğla</td>
<td>12,886</td>
<td>923,773</td>
<td>1.39%</td>
</tr>
<tr>
<td>19 Bolu</td>
<td>1,716</td>
<td>299,896</td>
<td>0.57%</td>
<td>60 Muş</td>
<td>1,164</td>
<td>406,501</td>
<td>0.29%</td>
</tr>
<tr>
<td>20 Burdur</td>
<td>8,369</td>
<td>261,401</td>
<td>3.20%</td>
<td>61 Nevşehir</td>
<td>7,745</td>
<td>290,895</td>
<td>2.66%</td>
</tr>
<tr>
<td>21 Bursa</td>
<td>134,490</td>
<td>2,901,396</td>
<td>4.64%</td>
<td>62 Niğde</td>
<td>4,825</td>
<td>351,468</td>
<td>1.37%</td>
</tr>
<tr>
<td>22 Çanakkale</td>
<td>4,534</td>
<td>519,793</td>
<td>0.87%</td>
<td>63 Osmaniye</td>
<td>799</td>
<td>750,588</td>
<td>0.11%</td>
</tr>
<tr>
<td>23 Çankırı</td>
<td>501</td>
<td>183,880</td>
<td>0.27%</td>
<td>64 Osmaniye</td>
<td>49,554</td>
<td>522,175</td>
<td>9.49%</td>
</tr>
<tr>
<td>24 Çorum</td>
<td>2,493</td>
<td>527,863</td>
<td>0.47%</td>
<td>65 Rize</td>
<td>839</td>
<td>331,048</td>
<td>0.25%</td>
</tr>
<tr>
<td>25 Denizli</td>
<td>10,291</td>
<td>1,005,687</td>
<td>1.02%</td>
<td>66 Sakarya</td>
<td>11,753</td>
<td>976,948</td>
<td>1.20%</td>
</tr>
<tr>
<td>26 Diyarbakır</td>
<td>31,729</td>
<td>1,673,119</td>
<td>1.90%</td>
<td>67 Samsun</td>
<td>5,054</td>
<td>1,295,927</td>
<td>0.39%</td>
</tr>
<tr>
<td>27 Düzce</td>
<td>1,716</td>
<td>370,371</td>
<td>0.26%</td>
<td>68 Siirt</td>
<td>3,691</td>
<td>322,664</td>
<td>1.14%</td>
</tr>
<tr>
<td>28 Edirne</td>
<td>6,493</td>
<td>401,701</td>
<td>1.62%</td>
<td>69 Sinop</td>
<td>113</td>
<td>205,428</td>
<td>0.05%</td>
</tr>
<tr>
<td>29 Elazığ</td>
<td>7,885</td>
<td>578,789</td>
<td>1.36%</td>
<td>70 Sivas</td>
<td>4,014</td>
<td>621,224</td>
<td>0.65%</td>
</tr>
<tr>
<td>30 Erzincan</td>
<td>166</td>
<td>226,032</td>
<td>0.07%</td>
<td>71 Şanlıurfa</td>
<td>462,077</td>
<td>1,940,627</td>
<td>23.81%</td>
</tr>
<tr>
<td>31 Erzurum</td>
<td>923</td>
<td>762,021</td>
<td>0.12%</td>
<td>72 Şırnak</td>
<td>14,860</td>
<td>483,788</td>
<td>3.07%</td>
</tr>
<tr>
<td>32 Eskisehir</td>
<td>3,639</td>
<td>844,842</td>
<td>0.43%</td>
<td>73 Tekirdağ</td>
<td>8,492</td>
<td>972,375</td>
<td>0.87%</td>
</tr>
<tr>
<td>33 Gaziantep</td>
<td>349,039</td>
<td>1,974,244</td>
<td>17.68%</td>
<td>74 Tokat</td>
<td>1,054</td>
<td>602,662</td>
<td>0.17%</td>
</tr>
<tr>
<td>34 Giresun</td>
<td>174</td>
<td>444,467</td>
<td>0.40%</td>
<td>75 Trabzon</td>
<td>2,707</td>
<td>779,379</td>
<td>0.35%</td>
</tr>
<tr>
<td>35 Gümüşhane</td>
<td>87</td>
<td>172,034</td>
<td>0.05%</td>
<td>76 Tunceli</td>
<td>110</td>
<td>82,193</td>
<td>0.13%</td>
</tr>
<tr>
<td>36 Hakkari</td>
<td>4,426</td>
<td>267,813</td>
<td>1.65%</td>
<td>77 Uşak</td>
<td>2,126</td>
<td>358,736</td>
<td>0.59%</td>
</tr>
<tr>
<td>37 Hatay</td>
<td>456,761</td>
<td>1,555,165</td>
<td>29.37%</td>
<td>78 Van</td>
<td>2,833</td>
<td>1,100,190</td>
<td>0.26%</td>
</tr>
<tr>
<td>38 Iğdır</td>
<td>104</td>
<td>192,785</td>
<td>0.05%</td>
<td>79 Yalova</td>
<td>3,484</td>
<td>241,665</td>
<td>1.44%</td>
</tr>
<tr>
<td>39 Isparta</td>
<td>6,881</td>
<td>427,324</td>
<td>1.61%</td>
<td>80 Yozgat</td>
<td>3,979</td>
<td>421,041</td>
<td>0.95%</td>
</tr>
<tr>
<td>40 İstanbul</td>
<td>537,084</td>
<td>14,804,116</td>
<td>3.63%</td>
<td>81 Zonguldak</td>
<td>370</td>
<td>597,524</td>
<td>0.06%</td>
</tr>
<tr>
<td>41 İzmir</td>
<td>128,690</td>
<td>4,223,545</td>
<td>3.05%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(Source: DGMM)

*(TUIK) 2017 population numbers*
Considering that there are only two countries in Europe (Germany: 518,326 and Sweden: 114,585) that have more than 100,000 Syrian refugees, it is stunning to see how many provinces there are in our country with more than 100,000 Syrians. Below is a chart showing the most common places where Syrians under Temporary Protection live, based on data from the Directorate General of Migration Management dated December 21, 2017; as can be seen in the graphic, Istanbul alone is hosting more Syrians than the total Syrian population in Germany, the country that has the most Syrian refugees in Europe.

**Graphic 3:** Distribution of Syrians under temporary protection in top 10 provinces

![Graphic 3: Distribution of Syrians under temporary protection in top 10 provinces](chart.png)

(Source: DGMM)

Despite the Syrian population reaching such high numbers in such a short time, the exemplary solidarity of the Turkish society in enacting its traditional belief in providing hospitality to the traveler is the most valuable element in the process. By opening its arms to people and communities who are in need, the Turkish society is teaching humanity a great lesson beyond all comprehension.

Considering that the whole international community has been unable to find a solution in the 7 years of the ongoing Syrian crisis, Turkey’s pioneering of some important improvements has provided a glimpse of hope. For example, Operation Euphrates

---

Shield and Operation Olive Branch in Afrin gave birth to hope for lasting peace in Syria and led to an increase in the number of voluntary repatriations to Jarabulus and Al Bab, which were cleared of terrorist organizations by the Turkish Armed Forces. However, despite all these developments, another important factor in the preparation of this special report is the likelihood that Syrians will stay in Turkey, which increases with each passing day.\(^{12}\)

In most mass migrations, if migrants are not kept in the border zone and the crisis lasts more than 6 months, return is the exception while the permanency is the rule. On the other hand, since it could not have been predicted in the early stages that the crisis in Syria would wear on for so long, process management has operated within a “temporary” framework for a long time. This approach also carries the risk of all of these short-term efforts and goals being wasted in the medium- and short-term. Therefore, in addition to demonstrating all kinds of internal and external efforts to allow for the return of Syrians to their homeland, it is necessary to emphasize the development of integration policies for the possibility of permanence. As a matter of fact, in the process of preparing this report, we observed that public institutions and organizations are aware of this situation and are taking steps to take the necessary precautions. The Syrian crisis could not be fully resolved despite a period of nearly seven years, and there is no real peace and tranquility in the country; furthermore, from the point of view of the current situation, Syrians are living in all provinces of Turkey. The percentage living in the camps has decreased to 6.69%, some Syrians have become citizens of the Republic of Turkey, and some have started to work and invest in Turkey. In light of this situation, it is not realistic to only produce policy as if they are leaving tomorrow.

However, regardless of whether the 3.4 million Syrians under temporary protection are permanent or temporary in Turkey, it is also a fact that comprehensive legal and administrative strategies should be developed. Up to this point, all the institutions and organizations of our country have been making extraordinary efforts and ensuring that the process continues smoothly. In this context, it is also known that Turkey is seeking a strategy and coordination for the medium and long term. It is necessary to consider the many aspects of the legal and administrative infrastructure for the Syrian issue in Turkey, such as healthcare, shelter, education, social support, labor rights, security, process management, local government, research, relations with Turkish society, and

strategies for saving time and resources as well as for the elimination of potential problems.

In this context, it is a very positive development that the Migration Policy Board, which is required to meet at least once a year according to Article 105 of the Law on Foreigners and International Protection that entered into force on April 11, 2013 but had not yet met in 2016 when the preparations for this report were initiated, is expected to convene 4 times in 2017: February 15, April 26, November 16, and finally, December 28.  

(Source: Anadolu News Agency)

On April 29, 2011, a 252-member group of Syrians entered our country, and since that time all public institutions and organizations have faithfully fulfilled their duties. With this report’s reassessment of the process management and proposals for holistic policy proposals for the future, it is possible to achieve a high level of social acceptance, which, though delicate, cannot be attained in any other country of the world, in spite of the fact that the cost of over 26 billion US dollars " has been met almost entirely by the Turkish population. In other words, the aim was to further develop the temporary


protection system created in response to the mass influx, taking into consideration the current situation and possible future developments, in the framework of the findings and suggestions to be given at the end of the report.

The preparation of this report by the constitutional institution, the KDK, can be considered an effort to put forward a holistic picture of what is lacking in terms of process management. In this context, since 2011, there has also been the opportunity to carry out work that will cover all public institutions and all service areas. Thus, the KDK has been involved in an effort to create a comprehensive picture of the issue, benefiting from its close working relationship with all public institutions and organizations. While this study reveals the extraordinary and extremely successful efforts of the public institutions and the international community in the process on the one hand, on the other hand, it attempts to be the national conscience and advocate to assess what needs to be done in a coherent way.

Despite a long and careful research and consultation period, this report does not claim to contain all of the work undertaken by many institutions over approximately 7 years for our country, our society, and all of humanity. It is beyond the scope of such a report to refer to all of the numerous efforts that each institution, governmental or non-governmental, has undertaken.

In this way, we owe our gratitude to all the institutions and employees contributing to the process through the rights and the human-based approach in the name of humanity; the KDK is based on respect for the fundamental rights of each individual, independent of nationality, religion, or culture and will continue to strive for a peaceful and prosperous Turkey.

**III. METHODS USED IN THE PREPARATION OF THE REPORT**

This special report, “Syrians in Turkey,” to which the Ombudsman Institution of the Republic of Turkey gives great importance, was prepared as a result of long-term, detailed preparations made at technical meetings held in Ankara, Gaziantep, Kahramanmaraş, and Kilis provinces. Many central and provincial senior managers of Turkish and Syrian non-governmental organizations working in this issue participated;

by the negotiations held with the municipalities, bar associations, trade associations, non-governmental organizations, the United Nations High Commissioner for Refugees (UNHCR), and the United Nations Children’s Fund (UNICEF) Turkey representative offices of international organizations; by the NGO meetings with wide participations that were held in Ankara, Gaziantep, Kahramanmaraş, and Kilis provinces participated
by many Turkish and Syrian non-governmental organizations working in the field; with the information and documents obtained from relevant public institutions and organizations, NGOs and related international organizations, as well as the analysis of previously published reports and literature; a number of field trips and interviews with the Syrians during these field trips and 9 camp visits, and even many other activities which are not mentioned above, but which our Institution has participated in at national and international level on the immigration and refugees, as well as on-site examinations of our institution according to applications made in this area. The International Ombudsman Symposium with the main theme “Migration and Refugees” also contributed to the formation of the report as a study of the most up-to-date information on the Syrian issue.

In this context, field visits were first made to Gaziantep and Kilis from January 31 to February 2, 2016 by the chief ombudsman at the time, Mr. Mehmet Nihat Ömeroğlu, and the accompanying delegation, who also interviewed the governors and deputy governors of Gaziantep and Kilis, the provincial managers
of the Directorate General of Migration Management (DGMM) and the Disaster and Emergency Management Authority (AFAD). On-site inspection and interviews with Syrians were carried out in Islahiye 1 Tent City in Gaziantep and Öncüpınar Container City in Kilis.

On September 28, 2016, a field study was carried out in the Önder neighborhood of Altındağ district in Ankara, which is densely populated by Syrians, firstly by the former ombudsmen Mr. Mehmet Elkatmiş and Ms. Serpil Çakin and an accompanying delegation. In this context; Altındağ district and municipal administrations were visited; information was obtained about their work with and services for the Syrians, as well as findings and recommendations. In addition, interviews were conducted with some Syrians, the neighborhood headman, and religious officials residing in Önder.

Furthermore, site visits to Şanlıurfa and Kahramanmaraş were held on October 4-7, 2016 by the former ombudsman Mr. Mehmet Elkatmiş and the accompanying delegation; representatives from the Şanlıurfa Governorship, the Şanlıurfa directorates of DGMM and AFAD, the Şanlıurfa Metropolitan Municipality, the Şanlıurfa Bar Association, the Şanlıurfa Chamber of Commerce and Industry, the Turkish Red Crescent’s Şanlıurfa Community Center, the Şanlıurfa office of the Association of Asylum Seekers and Immigrants (SGDD), the Kahramanmaraş Governorship, the Kahramanmaraş provincial directorates of DGMM and AFAD, and the Kahramanmaraş Metropolitan Municipality were interviewed. In addition, onsite inspections were made in Şanlıurfa Harran container city, Şanlıurfa Açıkale tent city, and Kahramanmaraş central tent city and also in Kahramanmaraş container city, which was newly established at that time; interviews were held with Syrians living in the temporary accommodation centers.
During the dates of January 16-18, 2017, field visits to Gaziantep, Kahramanmaraş, and Kilis were held by Chief Ombudsman Mr. Şeref Malkoç, Ombudsman Ms. Celile Özlem Tunçak, and the accompanying delegation, during which interviews were conducted with the governors and metropolitan mayors of Gaziantep, Kahramanmaraş, and Kilis. In addition, well-attended meetings were organized in each province to include all public institutions and organizations involved in work and operations related to Syrians so that their evaluations and possible solutions were distinctly heard. During these visits, a wide range of NGO meetings were also held in which invited NGOs working on the Syrians in each province were invited. During these visits, representatives from NGOs working with Syrians in each province were invited to large participatory meetings.

Gaziantep Nizip 2, Kahramanmaraş, and Kilis Öncüpınar container cities were visited and necessary information was obtained from the local administrative supervisor or camp manager, the services offered were examined on-site, and interviews were held with Syrians in the camps.

On February 2, 2017, Ombudsman Ms. Celile Özlem Tunçak, Ombudsman Mr. Hüseyin Yürük, and the accompanying delegation organized a field visit to Sultanbeyli Municipality, which is the district that hosts the largest Syrian population on the Anatolian side of Istanbul province. Following meetings with the mayor and officials of Sultanbeyli, the delegation visited the Refugees and Asylum Seekers Aid and Solidarity Association, which is also supported by the Sultanbeyli Municipality and provides services to Syrians under temporary protection in many areas, including education, rehabilitation, healthcare, social assistance, vocational education, workforce participation support, and legal counsel. The DGMM coordination unit for the
Anatolian side of Istanbul province and the Association’s Refugee Community Center and its annex building, which hosts a day care center for Syrian children, are also located at this site and were included in the inspection.

In addition to all these studies, the Fourth International Ombudsman Symposium, which was organized by the Ombudsman Institution and held on March 2–3, 2017 on the subject of “Migration and Refugees,” also contributed to the formation of the report as a study of the most up-to-date information on the subject.

The opening of the symposium on the main theme of “Migration and Refugees” was held in the presidential complex with the participation of 55 Ombudsmen and deputy Ombudsmen from 40 countries and the support and encouragement of President Recep Tayyip Erdoğan.

Also at the symposium, the Deputy Speaker of the Grand National Assembly of Turkey, Mr. Ahmet Aydin; the Prime Minister of the Republic of Turkey, Mr. Binali Yıldırım; the President of the Constitutional Court, Prof. Dr. Zühtü Arslan; the Deputy Prime Minister of the Court of Appeals, Mr. İsmail Rüştü Cirit; the current Deputy Prime Minister, Mr. Numan Kurtulmuş; the Minister of Interior, Mr. Süleyman Soylu; the Minister of Family and Social Policy, Ms. Fatma Betül Sayan Kaya; and the Chief Ombudsman, Mr. Seref Malkoç delivered speeches on migration and refugee issues.  

CHAPTER I.
DEVELOPMENTS IN THE SYRIAN ARAB REPUBLIC AND TURKEY’S APPROACH TO THE EMERGING REFUGEE CRISIS

I. Developments in the Syrian Arab Republic after 2011

The wind of change, which first started in Tunisia and Egypt and was called the “Arab Spring,” also deeply affected Syria at the beginning of 2011. The demonstrations for longed-for rights and freedoms began in Daraa on March 16, 2011 and spread throughout the country; as events got out of control, Syria found itself in a formidable spiral of violence.

Calls from many countries including our own and international organizations to the Syrian regime to listen to the demands of the people and begin democratic initiatives in order to resolve the conflict in a peaceful way have not been accepted. Likewise, the regime has been reluctant to apply a number of plans and roadmaps revealed both at the regional and international level in order to resolve the conflict in a peaceful way. During this period, in place of the Syrian Regime, which has lost its legitimacy among its own people and the international society, the Syrian National Coalition was recognized as the legitimate representative of the Syrian people by 114 countries and 13 international organizations at the fourth meeting of the Group of Friends of the Syrian People that was held in Marrakech in December 2012.

As a result of the Syrian regime’s use of chemical weapons in their attacks against rural areas of Damascus on August 21, 2013, more than 1,400 people, including women and children, lost their lives, and over 5,000 people were wounded. In addition, a similar chemical attack took place in Khan Shaykhun village in Idlib province on April 4, 2017.

---

16 In this chapter predominantly notes published by the Ministry of Foreign Affairs of the Republic of Turkey, available from http://www.mfa.gov.tr/sub.tr.mfa?79a4341a-366e-4b03-ad66-ca59dfc86f7, and open-source news has been used.


18 The Ministry of Foreign Affairs of the Republic of Turkey, “Political Landscape of Syria.”

19 ibid

20 ibid
The attacks against East Aleppo, which was surrounded by the regime in July 2016, have intensified since November 15, 2016. During this time, it was reported that more than 600 civilians were killed in Aleppo, hundreds were injured, and many vitally important buildings in East Aleppo, including hospitals, were bombed. It is also reported in the press that the regime and its supporters intensified their attacks in Aleppo province as of December 12, 2016, carrying out operations and massacres that have created outrage in the international community. It was also reported that tens of thousands of civilians were stranded in a 6-kilometer area consisting of the last two districts held by the opposition in Aleppo. As a result of these uninterrupted attacks, East Aleppo was completely taken under regime control in December 2016.
In the light of the direction from the President of the Republic of Turkey, Mr. Recep Tayyip Erdoğan, and the President of Russia, Mr. Vladimir Putin, extensive studies have been carried out between Russia and Turkey, resulting in a cease fire in Aleppo and 45,000 civilians safely evacuated in December 2016. In order to evacuate East Aleppo, a close working process was carried out with Iran as well as Russia; the Turkish Minister of Foreign Affairs met with his Russian and Iranian counterparts in Moscow on December 20, 2016, and the initiative of this three-party process established the basis for the Astana meetings. In order to extend the ceasefire in East Aleppo throughout the country, a nationwide ceasefire was declared in an arrangement signed on December 29, 2016, with Turkey and Russia as the guarantor states, and went into effect on December 30. The high-level Astana meetings on the Syrian issue, which were held for the first time on January 23-24, 2017, gathered the three guarantor states of the ceasefire regime, Turkey, Russia and Iran, which became a guarantor state later on, and with the UN, US, and Jordan as the observers. The Astana meetings were held to strengthen the ceasefire regime and to accept confidence-building measures between conflicting parties. This improvement gained by the Astana meetings also opened a path for the stalled Geneva process, and as a result, new meeting tours could be organized starting from February 2017. 21

(Source: Anadolu News Agency)

Finally, a three-party summit meeting on Syria was held on November 22, 2017 in the Sochi province of the Russian Federation, with the participation of our President,

Mr. Recep Tayyip Erdoğan, the Russian President, Mr. Vladimir Putin and the Iranian President, Mr. Hasan Ruhani. At the meeting, improvements achieved towards reducing violence in Syria following the Astana meetings were discussed. The leaders declared in their joint statement at the end of the summit that they reaffirmed their persistence in respect to the continuation of active cooperation between Turkey, Iran, and Russia to establish peace and stability in Syria within the framework provided by the UN Security Council decree 2254 and stated that the “Astana Format” and its benefits have become an effective tool for contributing to peace and stability in Syria. They also emphasized the importance of the need for rapid, secure, and uninterrupted humanitarian assistance.

Our President emphasized in his statement on the tri-party summit meeting that “a consensus has been reached about helping the Syrian people to lead a free, fair, and transparent political process that will be carried out with the ownership and leadership of the Syrian people” and emphasizing the priority of excluding terrorist elements from the process.

(Source: Anadolu News Agency)

According to information provided by our Ministry of Foreign Affairs; in Syria, since 2011, around 600,000 Syrians have lost their lives, 1,400,000 people have been injured, 6,300,000 people have been displaced within the country, and nearly

---


13,500,000 people were in need of assistance as a result of the events. In addition, more than 5,000,000 Syrian people have tried to find a solution by taking refuge in neighboring countries. Economic destruction exceeding 320-340 billion USD (according to some estimates about 400 billion USD) also increases the gravity of the tragedy.

II. Our Country’s Policy Towards The Syrian Conflict

The events that started in Syria in March 2011 have redefined the agendas of Syria and the whole region as well as our bilateral relations with this country. The conflict in Syria, with which we share a 911 km land border, has cost so many innocent lives to date and has presented our country with important responsibilities.

(Source: Anadolu News Agency)

Our country’s approach to the Syrian conflict has been summarized from the official website of the Ministry of Foreign Affairs as follows:

“The protection of the territorial integrity and the unity of Syria, ending bloodshed in the country, and the political transformation process towards meeting the legitimate demands of the people of Syria in a peaceful manner constitute the basic parameters of the policy that our country has been following since the first day in the face of the developments in Syria ...”

24 This chapter mainly draws on open sources published by the Ministry of Foreign Affairs (accessed July 7, 2017); available from http://www.mfa.gov.tr/sub.tr.mfa?79a4341a-366e-4b03-ad66-ca59d5c86f7. In addition, statements of the National Security Council and open media sources were used.
Within the framework of the conflict, sectarianism and ethnic discrimination-based policies of the regime has been triggering the regional instability, causing threats to gain a new dimension. Due to these policies, Daesh and other extremist groups have gained ground in the region. At this stage, the fact that Daesh has reached a point that threatens regional and international peace has necessitated a global struggle with this problem, so the Global Coalition against Daesh was established under the leadership of the United States.

The Daesh problem is a primary national security threat for Turkey. From the beginning, as an active member of the Global Coalition, Turkey has been contributing to the coalition campaign with its national resources and capabilities.

And, since July 24, 2015, the Turkish Armed Forces have been targeting specific Daesh elements in Syria on the basis of legitimate right to self-defense under Article 51 of the Charter of the United Nations (UN), in accordance with the decisions of the UN Security Council and responding to the attacks coming from the Syrian territory to our country within the frame of the rules of engagement.

In this context, Turkey started Operation Euphrates Shield on August 24, 2016 with the support of the air forces of the Global Coalition Against Daesh... Carried out on the basis of the right to self-defense arising from Article 51 of the Charter of the UN, the results of Operation Euphrates Shield were announced by the National Security Council on March 29, 2017. Principally, the relevant decisions of the UN Security Council (1373, 2170, 2178) lay a burden on countries in the fight against terrorism and especially Daesh.

On the one hand, our country provides the necessary assistance to dress the wounds of Syrians who have escaped from the tyranny of the regime and the actions of Daesh and other terrorist organizations, and on the other hand, it continues to take steps in cooperation and coordination with the international community in order to end the conflict in Syria peacefully in the shortest possible time and to prevent the spread of extremist and terrorist organizations in the region...

In order to find a peaceful solution to the conflict, Turkey has been actively involved in all international initiatives carried out so far and has given every effort to accelerate the solution process as much as possible to prevent further escalation of the violence in Syria and its spreading to neighboring countries...
Our wish is the ceasefire regime, the start of a real transition period by running a political process that has been accelerated by the improvement on the conditions of the field provided by the Astana and Sochi meetings, and this process should be achieved to the peaceful settlement of a free and democratic system in line with the legitimate demands and expectations of the Syrian people in which the fundamental rights and freedoms of all Syrians are taken on a constitutional guarantee on the basis of equality, regardless of race, ethnicity, religion or sect. Turkey will continue to resolutely stand beside the Syrian people in this difficult period and will maintain the protection of Syria’s national unity and territorial integrity as its main objectives.”

III. Our Country’s Approach to the Humanitarian Crisis in Syria and the Refugee Problem

Our country has also played a very important role in the huge refugee crisis that has arisen in Syria within the context of the solution to the political crisis in Syria in addition to the political efforts described in the section above. As Filippo Grandi, the United Nations High Commissioner for Refugees, mentioned in his visit to Turkey from August 31 to September 1, 2016, and still retains its validity; today, with more than 3.4 million Syrians under temporary protection in its territory, Turkey is the country with the largest refugee population in the world.


According to UNHCR data, our country currently hosts almost two-thirds of the total 5,523,288 people who have had to escape from Syria. According to the same data, 997,552 of the remaining Syrians are registered in Lebanon, 655,624 in Jordan, 247,057 in Iraq, 126,688 in Egypt, and 30,104 in other parts of North Africa. If those who are still waiting to register are added to those numbers, then the size of the tragedy that the Syrians are experiencing can be understood. Similarly, according to UNHCR data, only 17% of the 65.6 million ‘forcibly displaced persons’ in the world are living in European countries, and the majority are living in developing countries or in extremely poor countries. In addition to this, it is striking that as of October 2017 there were only 996,204 asylum requests submitted to European countries among the total 5,523,288 registered Syrians who have fled Syria since April 2011. According to European Statistics Office data received from the Ministry of Foreign Affairs, during the 2010-2016 period, only 816,000 Syrian asylum applications were accepted by European countries, and also about 38,000 applicants were accepted by Canada, 10,000 by the United States and more than 2,000 by Australia. The distribution of Syrians accepted as asylum seekers in European countries is given in the table below in detail:

Table 2: Total number of Syrians whose asylum requests were accepted in EU countries in 2010-2016

<table>
<thead>
<tr>
<th>EU COUNTRIES</th>
<th>TOTAL NUMBER OF SYRIANS WHOSE ASYLUM REQUESTS WERE ACCEPTED BETWEEN 2010 - 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>GERMANY</td>
<td>456,000</td>
</tr>
<tr>
<td>SWEDEN</td>
<td>110,000</td>
</tr>
<tr>
<td>HUNGARY</td>
<td>76,000</td>
</tr>
<tr>
<td>AUSTRIA</td>
<td>39,000</td>
</tr>
<tr>
<td>HOLLAND</td>
<td>32,000</td>
</tr>
<tr>
<td>GREECE</td>
<td>19,000</td>
</tr>
<tr>
<td>BULGARIA</td>
<td>18,000</td>
</tr>
<tr>
<td>BELGIUM</td>
<td>17,000</td>
</tr>
<tr>
<td>NORWAY</td>
<td>14,000</td>
</tr>
</tbody>
</table>

(Source: Ministry of Foreign Affairs note using EUROSTAT figures)

30 Ministry of Foreign Affairs note dated January 9, 2017
As can be clearly seen from the numbers, despite EU countries experiencing fear of the influx of Syrian refugees and the restrictive politics they have displayed in this context, our country has generously mobilized all of its resources to welcome over 3.4 million Syrians. The first group of 252 people who escaped as a result of the events in the Syrian Arab Republic entered our country by crossing the border at Güveççi Village in the Yayladağı district of Hatay province on April 29, 2011. As a result of the escalation of violence in Syria, the inflows into both this region and other regions of Turkey, especially the Altınözü and Reyhanlı regions of Hatay, continued to increase. The open-door policy was implemented for Syrians who came to our borders in accordance with the principle of non-refoulement.

Due to the fact that Syrian citizens have been coming to our border points in mass and to an extreme degree, the international protection applications cannot be assessed individually; as a result, temporary protection is provided for people entering in this mass influx, and they are provided protection by being accommodated in tent cities, container cities, and across the country.

Regarding reception and shelter of Syrian citizens, all activities are carried out in accordance with the March 30, 2012 “Directive on Reception and Accommodation of Syrian Arab Republic Nationals and Stateless Persons residing in the Syrian Arab Republic who arrive at Turkish Borders in Mass Influx to Seek Asylum” of the Ministry of Interior’s Directorate General of Migration Management, the details of which were provided in the previous sections.

In the modern accommodation centers (containers and tents) for Syrians, all physical and social facilities of a regular city are available. In these accommodation centers, the needs of the Syrians such as infrastructure, cleaning, security, housing, social assistance, technical services, firefighting, laundry, health, psycho-social support, education, vocational courses, social and religious services, and interpretation are covered completely free of charge. Also, since September 2013 an AFADKART has been given to each head of household to meet basic needs such as food, cleaning, etc., and 100 TL is loaded on these cards for each Syrian, including babies. With this financial support loaded on the Syrians’ cards, they can shop at the supermarkets in the centers. Likewise, donations in kind from UNHCR and NGOs such as clothing, blankets, heaters, refrigerators, fans, etc. are distributed to Syrians through the AFADKART to prevent duplication of benefits. As the current Chairman of AFAD expressed in his speech³¹ at

an international meeting, the digital platform management system of AFAD cities was awarded for being a successful model in Colombia in 2015. The Disaster Temporary City Management System (AFKEN) used in AFAD cities was awarded 1st prize in the United Nations 2015 Public Service Awards. An American newspaper, *The New York Times*, published an article called “How to Set Up an Excellent Camp” after visiting the shelter centers in Turkey and described these sheltering centers as ‘5- star camps’.

In addition, healthcare and education services are provided free of charge to the Syrians that reside across the country, not only to the ones in the Temporary Accommodation Centers; necessary social assistance is provided to people in need; access to the job market for all registered Syrians is provided; and also various courses and psycho-social support activities including Turkish lessons are organized by many institutions and organizations for these people.

When the general data on the educational services provided to the Syrians in our country are examined, a very striking picture emerges. A Ministry of National Education memorandum dated August 14, 2017 states that in total 492,544 Syrian children benefited from the education and training services; this number is even higher than the population of countries such as Malta or Iceland. As can be seen here, in such countries where the national per capita income is much higher, even the total population being educated is below the number of Syrians who are educated in our country. Likewise, data on the health services provided to Syrians who have come to our country is extremely important for understanding the effort Turkey has put forward in this regard and the costs of it. According to a Ministry of Health memorandum dated August 18, 2017, from the year 2011, when Syrians began to enter the country, to July 1, 2017, 28,685,499 examinations were carried out, 1,231,840 patients were hospitalized, 1,034,073 Syrians were operated on, and 248,462 Syrian babies were delivered in hospitals. The approximately 250,000 Syrian births in Turkey account for more than the entire population of the capital cities of some EU countries, like Slovenia.
CHAPTER II

SYRIANS IN TURKEY
Special Report
I. ENTRY INTO THE COUNTRY AND REGISTRATION

The registration procedures for Syrians under the Temporary Protection Regulation No. 2014/6883 of October 22, 2014 are carried out by the registration/dispatch centers located at the Directorate General of Migration Management offices in each of the 81 provinces. There is a total of 208 registration centers, including more than one in the areas where Syrians are concentrated.

Initially, biometric and personal data of persons entering our country from the Syrian border were taken by temporarily authorized staff in the Provincial DGMM and collected in the police database for tracking foreigners in Turkey, “Polnet,” according to former arrangements. When DGMM established provincial offices on May 18, 2015, in accordance with the protocol made with the Directorate General of National Police, the works and actions of the Provincial Directorate of National Police Foreigners Section were transferred to the Provincial DGMM according to Law No. 6458, and after then, registrations started to be collected in a system called “GöçNet” established within the DGMM. Together with GöçNet, the information of all foreigners was combined into a single database and a new registration form was created through different inquiries.

For Syrians whose preliminary registration processes were completed in Turkey and were taken into “temporary protection” before March 2016, “Temporary Protection Identity Cards” were issued. However, with the “Procedures and Principles for the Implementation of Tasks and Procedures Related to Foreigners within the Scope of Temporary Protection” Regulation No. 2016/8 dated March 15, 2016, it was decided to conduct a security investigation before Syrians were taken into temporary protection and before identification documents were issued, and the “pre-registration” application began. In this framework, the address information of the person as well as the biometric and personal data is taken in the Provincial DGMM for pre-registration, and an ID number starting from “98” is issued. DGMM then determines whether Syrians whose preliminary registration is completed will be taken under temporary protection, that is to say, whether they will be given an ID number starting with 99, after an investigation is made by the related security and intelligence units. People must not leave their residence until the investigation is concluded.
The pre-registration documents have a validity period of 30 days, and if the investigations cannot be completed in this period, then the relevant security units may request additional time. Those with pre-registration documents can benefit from primary healthcare (emergency) services. For this reason, in urgent situations a temporary protection certificate can be issued by the approval of the governorship without waiting for the 30-day evaluation period. This practice allows governorships to take initiative for people who urgently need to take advantage of health services, such as cancer patients, women in the advanced stages of pregnancy, or people over 65 years of age. The same practice is also taken into consideration for children so they do not suffer in terms of educational services. Temporary Protection Identity Cards are issued to Syrians who are pre-registered as long as investigations do not present any obstacles preventing their temporary protection, and identification numbers starting with “99” are issued to these applicants.

Temporary Protection Identification Card is not subject to any fee or expense; it contains the foreign identification number of the person to whom it is given and is not equivalent to the document replacing the residence permit in Law No. 6458. The ID has a validity period of 6 months and is renewed at the end of that term. People with an ID number starting with “99” are entitled to access opportunities such as education, health, social benefits and social assistance, as well as access to the labor market, banking, and notary public services.
Since its establishment, DGMM has been conducting activities such as registration, identification, access to basic rights and services, voluntary repatriation, and placement in third countries. DGMM has started a new study in cooperation with UNHCR called “The Project of Updating the Records of Syrians under Temporary Protection in Turkey,” for which preparations were begun in 2016. The process started with the opening of the Ministry of Interior’s project in Hatay on January 7, 2017, and the process still continues.

There is no doubt that this humanitarian crisis, the most serious in the history of Turkey and rare in world history, one of Turkey’s major misfortunes is that DGMM, which is the main institution responsible for the relevant issue was established by law in April 2013 and its activities started in April 2014. By the time DGMM began its activities, the number of refugees in Turkey had exceeded 1 million people.\(^3\)\(^2\) Because entries occurred in large numbers, reliable registrations were impossible. Another important problem was that a large number of irregular migrants also entered Turkey during the same period. The refugees that went to European countries during the years 2014-2015 and to a certain extent in 2016 have also played an important role in the records becoming unreliable. Another important problem is that the information in the biometric records, besides fingerprints and biometric photographs, is based on the statements of the refugees. The authenticity of the information given by many refugees could not be checked because of their particular vulnerabilities as refugees. Another important problem is that dialogue has been cut off with the administration of the country the refugees come from. In this case, it is very difficult to investigate the accuracy of the refugees’ declarations and documents. For all of these reasons, DGMM began a new project at the beginning of 2017 to renew the above-mentioned records and attain both reliable and more detailed data, which is of the utmost importance for migration management. This project will provide not only verification of data but also diversification, for the 57 different types of data included in the initial registration will be increased to 99 types of data. The project, which was scheduled to be completed in 6 months, will obtain the most detailed information, including Syrians’, personal data, address, profession, education, and special needs. In this way, it will also be possible to develop integration policies. Updating registrations will also allow security screenings that were not done before, and in this way, security concerns regarding refugees will be reduced. A total of 509 personnel, of whom 350 speak Arabic, have been employed for this data update, which will be performed via fingerprints. The plan is to update the records of all Syrians in our country in 6 months using mobile registration vehicles.

consisting of 11 trucks and 21 vans-type vehicles, with a total of 133 registration desks and to distribute new secure ID documents to the Syrians whose records are updated.\textsuperscript{33} This project, which began on January 7, 2017, is of vital importance both for the rights of refugees and also in terms of process management in Turkey.\textsuperscript{34}

### II. TRANSLATION SERVICES

In determining the needs of the Syrians under temporary protection in our country, it has been observed that the most basic problem they encounter at every stage of their lives is a language barrier to obtaining information about the rights and obligations they have, accessing the services provided, and carrying out the necessary operations and transactions to benefit from these services.

Considering the diversity of services offered by institutions and organizations and the number of Syrians wanting to benefit from these services, there is a need for qualified and professional translation services, especially in healthcare and legal issues. Many institutions and organizations, especially DGMM, are involved in an effort to produce solutions. Turkey’s most important advantage regarding language is the support of Turkmen citizens coming from Syria and Turkish citizens living in provinces neighboring Syria, some of whom speak Arabic. Nevertheless, it is clear that a systematic solution must be found for the language problem, which is the most serious obstacle to communication, defending rights, and utilizing services. One of the most important initiatives in terms of reducing language problems is the establishment of DGMM’s Communication Center for Foreigners (YIMER-157) on 20 August


\textsuperscript{34} Registration updating has started in certain provinces; the announcements are available on the DGMM website (accessed August 8, 2017): http://www.goc.gov.tr/icerik6/suriyeliler-kayitlarini-guncellemeye-davet-ediliyor_350_361_10611_icerik
2015, which at first offered services in Turkish, English, Arabic, and Russian, and the telephone information line that started service in the German and Persian languages as of April 1, 2016.\(^{35}\) The YIMER-157 line, which provides continuous service in 6 languages 7 days a week and 24 hours a day, also provides indirect translation service for foreigners to communicate with law enforcement units when necessary.\(^{36}\) The number of people calling this line is increasing daily. The YIMER-157 line receives 2,987 calls a day on average.\(^{37}\)

A total of 570 translators were recruited for 22 TACs established by AFAD in 10 provinces; according to information from the Ministry of Health, the need for translators in the Ministry’s headquarters and affiliated health facilities is supported by international organizations (World Health Organization, UNHCR, etc.) under AFAD and IPA projects. The need for translators is also met by purchasing services in hospitals, as a result the Ministry has no tenured staff working for translation. In the scope of the “Grant Project” prepared with the EU, a total of 960 bilingual (Arabic-Turkish) patient guidance staff and 202 patient routing (translator) staff were hired. 164 of them were hired to work in Public Hospital Authority central and provincial locations, and 38 were employed in Public Health Department central and provincial locations.

(Source: Anadolu News Agency)

37 DGMM note 36775 dated August 14, 2017.
Even though there are translators’ appointments being made within the framework of the relevant legislation to the governorates and institutions serving refugees for interpreting services, it is clear that the need is enormous. The need for interpreters is emerging in areas where high numbers of Syrians live, from schools to medical institutions, from municipalities to course locations, and from security units to media organizations. In this regard, to meet the needs for interpreters, it is important to create opportunities for more effective utilization of Turkmens who came to Turkey from Syria or from the other countries in the region and Turkish citizens who have learned Arabic from their families, typically those living in the areas such as Hatay, Mardin, Kilis, and Şanlıurfa.

III. INFORMING ACTIVITIES

The YIMER 157 (Communication Center for Foreigners) line, established within DGMM in order to provide effective, uninterrupted, and fast service to foreigners, responds to information requests from foreigners about issues such as visas, residency, international protection, and temporary protection; at the same time, it serves as a helpline and hotline for victims of human trafficking. In addition to giving information to foreigners, the representatives who respond to calls at YIMER 157 record complaints related to all matters that fall under the jurisdiction of the DGMM. They report complaints to the related units of the institution, follow the results, and provide feedback. YIMER 157 provides help to foreigners who are in need of emergency assistance in coordination with the related foreign law enforcement agencies.

In addition to DGMM, the Turkish Red Crescent, the Ministry of Family and Social Policy, the Directorate General of National Police, and many national and international NGOs have been working on providing information to foreigners.

Within the scope of the Turkish Red Crescent Society Project, we learned that a variety of services are provided for Syrians in health and education, registration procedures, and basic rights, and these services include field studies to evaluate the needs for guidance, informative services for Syrians, and access to Syrians who live in villages, to be able to provide healthcare, rehabilitation, social services, disability insurance, legal assistance and so on.

Similarly, we have learned that the Directorate General of National Police has printed informative brochures in Turkish, Arabic, and English and sent them to the provincial police directorates in order to expedite the social integration process for Syrians and to improve the services provided.
In addition, the Ministry of Family and Social Policy (MFSP), along with United Nations staff, has informed Syrians who want to return to their country during the decision-making process about their country and the living conditions.

Within the context of the Humanitarian Aid Program, brochures on violence against women, domestic violence, marriage age, legal marriage, women’s rights, and human trafficking were published in Turkish and Arabic and distributed to relevant institutions and organizations for the benefit of Syrians. In addition, we learned from MFSP that, in provinces where there are women’s guesthouses, women who are admitted to the guesthouses are provided legal counseling services.

Also, after the Ministry of Labor and Social Security published guidelines on how to submit applications through the Ministry website, the “Reference Book on Working Life,” which explains labor rights of Syrians, the “Information Brochure” in Turkish and Arabic, and posters showing the process of obtaining permission to work have been distributed to 81 provinces, especially in places where most Syrians live. In addition to these, after the “Regulation on Work Permits for Foreigners under Temporary Protection” entered into force on January 15, 2016 (published in the Official Gazette No. 29594), informational meetings on Syrian employment, access to the labor market, and work permit procedures have been held in the Turkish Chambers of Industry, UCCET, NGOs, and with employers in the 10 provinces where most Syrians that have temporary protection live.

**IV. LEGAL AID SERVICES**

Legal aid services provided pursuant to Articles 176-181 of the Attorneyship Law No. 1136 are conducted by the Legal Aid Bureau formed among lawyers in the bar associations that have been established by the management boards of the bar associations. Within the scope of legal aid services, it is very important to increase the professional capacity of lawyers who will serve the Syrian population in our country, and on this issue, there are projects carried out by the Ministry of Justice and by the Union of Turkish Bar Associations. (“Strengthening Legal Aid Services in Turkey European Union Matching Project,” “Support to the Development of Legal Aid Procedures for Access to Justice in Turkey (SILA) Project”). With these projects, we evaluate that the quality and efficiency of legal aid services provided to Syrians, in providing information on services and application rights will be increased.

In some provinces densely populated by Syrian refugees, we observed that the local institutions have to create faster solutions because of the needs. For example, during a research visit to Şanlıurfa province, a meeting was held in the Şanlıurfa Bar Association,
where it was stated that Syrians benefit from legal services provided by the bar
association. It is also stated that lawsuits have been filed on behalf of Syrians within
the scope of the service provided; the lawyers followed up with the legal cases without
charging any fees, there is no distinction between domestic and foreign residents in
legal aid, but it is stated that the legal aid budgets are not sufficient because of the fact
that there are around 500,000 Syrians living in Şanlıurfa. The legal aid budget allocated
to the Şanlıurfa Bar Association was consumed in a very short time, so the budget
should be increased accordingly.

V. ACCOMMODATION AND PLACEMENT

It is obvious that efforts to solve the accommodation and placement problems of the
Syrians under temporary protection in our country are of great importance, because
this directly or indirectly affects issues such social cohesion, education, health, security,
etc. Syrians who have come to our country but do not have any relatives or friends
in Turkey and are unable to provide their own resources are transferred to AFAD’s
Temporary Accommodation Centers after they are registered in the registration and
transfer centers. During the first stage Syrians only resided in the border provinces, but
in time they began to live in all 81 provinces; the temporary protection identity card
issued to them is exclusively valid in the province of residence.

(Source: Anadolu News Agency)
Among the most serious problems encountered in terms of process control is high mobility, which means that refugees are constantly relocating, not staying in the provinces they are registered in. According to Law No. 6458 and the Temporary Protection Regulation, DGMM can place administrative obligations on foreigners. In this framework, refugees who leave the province where they are registered have to obtain permission. Depending on the evaluation made by the governors, Syrians who have a temporary protection identity card can be obligated to notify the places deemed suitable (neighborhood headmen, police stations, gendarmerie headquarters, other public institutions and organizations, etc.) by signature or fingerprint during certain periods. It is sufficient for the heads of household to fulfill the notification obligation. Requests of foreigners under temporary protection for changes in residence status for reasons such as family reunification, kinship, health, education, work, etc. are considered a priority. The provincial governor assesses the residence change application where the foreigner resides. For approved applications, a travel permit is provided to go to the desired province.

We have observed that some of the Syrians who are living in our country outside of the TACs are using their kinship relations to obtain more comfortable accommodation opportunities in the border provinces, and that those who have limited economic means concentrate in the neighborhoods where they can find cheaper rental housing. Syrians living in our country outside of TACs create a huge housing demand, especially in the border provinces, which has notably increased rental prices; for economic reasons, Syrians are forced to live in houses with inadequate physical conditions.

According to Article 39 of the Directive on the Establishment, Management and Operation of Temporary Accommodation Centers, which was jointly prepared by AFAD and the Ministry of Interior (DGMM) and entered into force on November 9, 2015, entitled “Transfer to Temporary Accommodation Centers,” transfer of foreigners under temporary protection is carried out with the approval of both DGMM and AFAD. As of August 1, 2017, under the coordination of AFAD, the relevant public institutions and organizations jointly provide for all the needs of a total of 235,365 Syrians in TACs.

In the TACs that we visited, we observed a high level of understanding and order for meeting human needs. This situation is often emphasized and appreciated by international institutions.38 The services provided to thousands of people in temporary accommodation centers are coordinated using the Disaster Temporary Urban

Management System (AFKEN) software developed by Turkish engineers. AFKEN, which sets a new standard for the services provided in disasters and temporary emergencies, was awarded the ‘Best Public Service Award’ by the United Nations in 2015.\(^{39}\)

In the TACs, there is a wide range of services in addition to board and lodging, heating, security, fire brigades, infrastructure, education, health, psychosocial support, interpreting, communication, religious services, grocery stores, laundry rooms, bakeries, etc., such as training and vocational courses for the social needs of the Syrians (hairdressing, sewing and embroidery, carpet weaving, textiles, etc.), recreation centers, playgrounds, sports fields, television rooms, and computer rooms with internet.

Syrians interviewed, especially residents of container cities, stated that they are generally satisfied with the physical conditions in TACs and the services provided, and they say that they have not experienced serious problems except for a number of challenges caused by living in camping conditions for a long time. According to information

received from AFAD\(^{40}\), as of December 11, 2017, the number of Syrians in TACs was determined to be 228,546. There are 27,934 tents and reinforced concrete partitions in TACs and 30,911 containers. Taking into account the 6,508 Iraqi residents in TACs, 133,087 people or 56.6% of those living in TAC live in containers, while the remaining 43.4% live in tents and reinforced concrete partitioning structures. AFAD continues to work on converting tent cities into container cities.

As of December 11, 2017, there are a large number of personnel in different categories for the services offered at 22 TACs where Syrian refugees are located. There are also 2,830 Syrian teachers and 302 Syrian neighborhood headmen working in TACs.

Table 3: Current status of temporary accommodation centers

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>Temporary Accommodation Centers</th>
<th>Type of shelter</th>
<th>Total number of people in the TAC</th>
<th>Total number of people</th>
<th>TAC capacity (persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>HEKİMİYEH</td>
<td>Altınözü container city</td>
<td>container</td>
<td>8,306 Syrians</td>
<td>12,336</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Yayladağı container city</td>
<td>776 container, 32 concrete partials</td>
<td>4,472 Syrians</td>
<td>4,656</td>
<td></td>
</tr>
<tr>
<td>GAZİANTEP</td>
<td>Apaydın container city</td>
<td>container</td>
<td>5,048 Syrians</td>
<td>7,086</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Güveçli tent city</td>
<td>824 tent</td>
<td>0 Syrians</td>
<td>4,120</td>
<td></td>
</tr>
<tr>
<td>ŞANLIURFA</td>
<td>İslahiye tent city</td>
<td>1,562 tent</td>
<td>6,204 Syrians</td>
<td>7,930</td>
<td>8,160</td>
</tr>
<tr>
<td></td>
<td>Karkamış tent city</td>
<td>1,632 tent</td>
<td>5,448 Syrians</td>
<td>9,365</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Nizip 1 tent city</td>
<td>1,873 tent</td>
<td>8,926 Syrians</td>
<td></td>
<td>9,365</td>
</tr>
<tr>
<td></td>
<td>Nizip 2 container city</td>
<td>908 container</td>
<td>3,864 Syrians</td>
<td>5,448</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ceylanpinar tent city</td>
<td>5,032 tent</td>
<td>18,496 Syrians</td>
<td>25,160</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Akçakale tent city</td>
<td>6,245 tent</td>
<td>26,268 Syrians</td>
<td>31,550</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Harran container city</td>
<td>2,070 container</td>
<td>12,939 Syrians</td>
<td>12,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Viranşehir tent city</td>
<td>3,938 tent</td>
<td>12,665 Syrians</td>
<td>19,690</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Suruç tent city</td>
<td>7,094 tent</td>
<td>24,201 Syrians</td>
<td>35,140</td>
<td></td>
</tr>
</tbody>
</table>

\(^{40}\) AFAD note dated December 11, 2017
<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>Temporary Accommodation Centers</th>
<th>Type of shelter</th>
<th>Total number of people in the TAC</th>
<th>Total number of people</th>
<th>TAC capacity (persons)</th>
</tr>
</thead>
<tbody>
<tr>
<td>KİLİS</td>
<td>Öncüpınar container city</td>
<td>container</td>
<td>12.115</td>
<td>Syrians</td>
<td>19.104</td>
</tr>
<tr>
<td></td>
<td>Elbeyli Beşiriye container city</td>
<td>container</td>
<td>14.280</td>
<td>Syrians</td>
<td>21.432</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MARDIN</td>
<td>Midyat tent city</td>
<td>tent</td>
<td>2.770</td>
<td>Syrians</td>
<td>4.120</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1.350</td>
<td>Iraqis</td>
<td>6.675</td>
</tr>
<tr>
<td>KAHRAMANMAŞ</td>
<td>Central container city</td>
<td>container</td>
<td>17.341</td>
<td>Syrians</td>
<td>22.499</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>5.158</td>
<td>Iraqis</td>
<td>30.036</td>
</tr>
<tr>
<td>OSMANIYE</td>
<td>Cevdetiye container city</td>
<td>container</td>
<td>14.212</td>
<td>Syrians</td>
<td>20.112</td>
</tr>
<tr>
<td></td>
<td>Düzüçi container city*</td>
<td>container</td>
<td>1.117</td>
<td>Syrians</td>
<td>15.329</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4.500</td>
</tr>
<tr>
<td>ADIYAMAN</td>
<td>Central tent city</td>
<td>tent</td>
<td>8.955</td>
<td>Syrians</td>
<td>8.955</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11.510</td>
</tr>
<tr>
<td>ADANA</td>
<td>Sarçam container city</td>
<td>container</td>
<td>26.350</td>
<td>Syrians</td>
<td>26.350</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>36.816</td>
</tr>
<tr>
<td>MALATYA</td>
<td>Beydağlı container city</td>
<td>container</td>
<td>9.476</td>
<td>Syrians</td>
<td>9.476</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11.862</td>
</tr>
<tr>
<td></td>
<td>27.934 tents and concrete partials (101.967 persons, %43,4)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOPLAM</td>
<td>30.911 containers (133.087 persons, %56,6)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: AFAD, accessed 11/12/2017
Table 4: Provinces with highest populations of Syrians according to numbers living inside and outside of TACs

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>Number of people living in TACs</th>
<th>Number of people living outside TACs</th>
<th>Total number of Syrians</th>
<th>Population of the province</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>İstanbul</td>
<td>0</td>
<td>496.983</td>
<td>496.983</td>
<td>14.657.434</td>
<td>3%</td>
</tr>
<tr>
<td>Şanlıurfa</td>
<td>79.662</td>
<td>340.537</td>
<td>435.068</td>
<td>1.892.320</td>
<td>23%</td>
</tr>
<tr>
<td>Hatay</td>
<td>17.774</td>
<td>380.406</td>
<td>398.180</td>
<td>1.533.507</td>
<td>26%</td>
</tr>
<tr>
<td>Gaziantep</td>
<td>24.442</td>
<td>311.765</td>
<td>337.698</td>
<td>1.931.836</td>
<td>17%</td>
</tr>
<tr>
<td>Adana</td>
<td>26.350</td>
<td>155.574</td>
<td>165.974</td>
<td>2.183.167</td>
<td>8%</td>
</tr>
<tr>
<td>Mersin</td>
<td>0</td>
<td>154.610</td>
<td>154.610</td>
<td>1.775.221</td>
<td>9%</td>
</tr>
<tr>
<td>Kilis</td>
<td>26.395</td>
<td>96.520</td>
<td>127.297</td>
<td>130.655</td>
<td>97%</td>
</tr>
<tr>
<td>Bursa</td>
<td>0</td>
<td>115.184</td>
<td>115.184</td>
<td>2.842.547</td>
<td>4%</td>
</tr>
<tr>
<td>İzmir</td>
<td>0</td>
<td>113.882</td>
<td>113.882</td>
<td>4.168.415</td>
<td>3%</td>
</tr>
<tr>
<td>Mardin</td>
<td>2.707</td>
<td>93.335</td>
<td>96.042</td>
<td>796.591</td>
<td>12%</td>
</tr>
<tr>
<td>Kahramanmaraş</td>
<td>22.499</td>
<td>75.009</td>
<td>93.472</td>
<td>1.096.610</td>
<td>9%</td>
</tr>
</tbody>
</table>

Source: AFAD 41

41 AFAD, Accommodation Centers, available from https://www.afad.gov.tr/tr/16892/BarınmaMerkezleri
Table 5: Services of temporary accommodation centers

<table>
<thead>
<tr>
<th>TAC Personnel Distribution (Public and service procurement)</th>
<th>Service elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registration and Admission Services Bureau</td>
<td>Security cameras</td>
</tr>
<tr>
<td>Security Services Bureau</td>
<td>Fire extinguishers</td>
</tr>
<tr>
<td>Cleaning and Environmental Health Services Bureau</td>
<td>Sports fields (m2)</td>
</tr>
<tr>
<td>Transportation Services Bureau</td>
<td>Playgrounds (m2)</td>
</tr>
<tr>
<td>Correspondence Bureau</td>
<td>Supermarkets</td>
</tr>
<tr>
<td>News Center and Information Services Bureau</td>
<td>Kitchens</td>
</tr>
<tr>
<td>Press, Publication, Protocol, and Briefing Services Bureau</td>
<td>Dishwashing units</td>
</tr>
<tr>
<td>Logistics Bureau</td>
<td>Laundry rooms</td>
</tr>
<tr>
<td>Health Services Bureau</td>
<td>WCs</td>
</tr>
<tr>
<td>Educational Services and Sports Activities Bureau</td>
<td>Showers</td>
</tr>
<tr>
<td>Number of interpreters</td>
<td>Multipurpose tents</td>
</tr>
<tr>
<td>Religious Services Bureau</td>
<td>Hairdressers</td>
</tr>
<tr>
<td>Fire Brigade Services Bureau</td>
<td>Prayer rooms</td>
</tr>
<tr>
<td>Technical Services Bureau</td>
<td>Quran courses</td>
</tr>
<tr>
<td>Accounting Services Bureau</td>
<td>Lounges</td>
</tr>
<tr>
<td>Family and Social Policy Services Bureau</td>
<td>TVs</td>
</tr>
<tr>
<td>Total number of civil servants</td>
<td>Phone booths</td>
</tr>
<tr>
<td>Total number of service procurement personnel</td>
<td>Internet rooms</td>
</tr>
<tr>
<td>Total number of workers</td>
<td>Fire engines</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>TAC VOLUNTEER PERSONNEL</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Syrian neighborhood headmen</td>
<td>302</td>
</tr>
<tr>
<td>Syrian teachers</td>
<td>2,830</td>
</tr>
</tbody>
</table>

Source: AFAD
VI. SECURITY

For Syrians who continue to live in our country; important services and activities in addition to key areas such as housing, education, and health are provided to ensure public safety, security, and social peace. Here we must discuss two different dimensions of security. The first is the security of the refugees themselves; the second is security risks that may arise directly or indirectly from the refugees.

As a result of the efforts to prevent uncontrolled passage on the Syrian border, very positive results have been achieved to avoid security and economic losses in the border provinces. Because of Turkey’s operations on its borders, the apprehension caused by Syria’s launching rockets toward Turkey in 2016 has disappeared almost completely.

On the other hand, we observed that the TACs have a very high level of safety and no serious security problems were encountered, as the internal security of the TACs we visited was provided by private security and the external security was provided by the relevant general law enforcement units.

Some of the Syrians who come to our country are trying to cross the Aegean Sea to European countries through illegal routes and under conditions that can be extremely dangerous for human life; some of them have lost their lives while using these routes, but most of them have been saved by the Turkish Coast Guard Command’s efforts.

Table 6: Migrants who lost their lives at sea between 2011 and 1 September 2017

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total number of migrants</td>
<td>546</td>
<td>2.531</td>
<td>8.047</td>
<td>14.961</td>
<td>91.611</td>
<td>37.130</td>
<td>21.937</td>
</tr>
<tr>
<td>Number of deceased migrants</td>
<td>5</td>
<td>63</td>
<td>40</td>
<td>69</td>
<td>279</td>
<td>192</td>
<td>56</td>
</tr>
<tr>
<td>Ratio</td>
<td>0,90%</td>
<td>2,50%</td>
<td>0,50%</td>
<td>0,50%</td>
<td>0,3</td>
<td>0,5</td>
<td>0,2</td>
</tr>
</tbody>
</table>

Source: Turkish Coast Guard Command
According to information received from the Turkish Coast Guard Command on irregular migration by sea; in the 2011-2017 period, a total of 176,758 irregular migrants were caught, 62% of them, or 110,011, were Syrians. The number of irregular Syrian migrants attempting the sea route was 47 in 2011, 347 in 2012, 3,101 in 2013, 8,418 in 2014, 68,711 in 2015, 22,988 in 2016, and 6,399 in 2017 as of August 1.

(Source: Anadolu News Agency)

However, despite the ongoing struggle on this issue, it is clear that people who flee from war and death continue to attempt to reach Europe via the Mediterranean. At the same time, the crisis has increased the smuggling sector to serious levels. For this reason, efforts against smuggling have increased, and according to information from the Turkish Coast Guard command 646 migrant smugglers were caught by the Turkish security forces between 2011 and August 1, 2017. There was a significant reduction in sea crossings the after the agreement between the EU and Turkey was signed.

42 Turkish Coast Guard Command records dated 13/01/2017, 14/08/2017, and 29/12/2017 (accessed 12 January 2018).
However, the decrease in the number of attempted crossings did not prevent the dramatic increase in the number of deaths. Because refugees who are determined to go to Europe and those who organize smuggling have begun to follow more risky routes, deaths have increased. According to numbers provided by IOM, while the number of people drowning in the sea was about 3,500 in 2015, this number has increased to 5,000 in 2016. In other words, the number of people drowning in the sea on their way to escape is 13-14 per day.

Another important issue that comes to mind when refugees and security are mentioned is the different “security” risks that refugees will create in the society where they take refuge.

As is well known, the most serious concerns raised everywhere in the world is that mass influxes are the local masses of refugee raids will cause local people to lose their jobs because of the cheap labor force that refugees represent and security problems arising from the refugee populations. Here the concerns focus not only on refugees but also on possibility that an uncontrolled environment may emerge and create favorable conditions for terrorist organizations and organized crime networks. On the other hand, it is not surprising that there are people who commit crime in a population exceeding 3.4 million, regardless of where they live in the world. As a result of the interviews conducted in the provinces visited for this report, we saw that there are no significant problems of public order caused by Syrians; cases in which Syrians have been involved often originated from hostility among themselves, and in most cases, plaintiffs were found to be Syrians. This fact observed in the fieldwork was also revealed numerically in a Ministry of the Interior press release dated July 5, 2017.

This statement reports that, “The ratio of total crimes committed by Syrians to the total crimes committed in Turkey is quite small considering their total population in our country. The ratio of the events that Syrians were involved in to the total public order incidents in Turkey annually is on average 1.32% between the years 2014-2017. An important portion of these events is incidents that arise from disagreements among themselves. In addition, despite the increase in the number of Syrians, there has been a 5% decrease in crimes committed by Syrians in 2017, compared to the first six months of the previous year. Nationwide, a total of 3,046 persons were arrested in the implementation of the “Huzurlu Sokaklar” (Peaceful Streets) operations, which were held two times, on May 17 and May 27. In the first operation, it was determined that 149 of them were Syrians and in the second application, it was determined that 230 of them were Syrians, and necessary judicial and administrative actions were taken. Moreover, it was also established that some of those arrested were people disguised in Syrians.” This was found to be worth mentioning considering the number of Syrians in Turkey.
On the other hand, traumatic effects within the refugees, many problematic areas such as lack of education, lack of occupation, unemployment and minority psychology have strengthened their tendency to commit crime. As all over the world, it is known that the increase in crime rates of refugees and migrants is closely related to time and social exclusion.

It is also not surprising that if there is an increase in the number of criminal actions, it will naturally affect the society to strike an attitude against refugees.

Such concerns come to the forefront in the main security concerns that is created by the Syrians in Turkey, are such as The uncertainty of the mass transit from the border between 2012 and 2015 and the fact that the security inquiries of the mass have not been carried out effectively, the presence of those who are not yet registered, even they are in small numbers, numerical size exceeding 3.4 million of their population, possible risk of the Syrian people conflicts within themselves, many terrorist organizations in the region to head for the refugees, radicalization, autism and rejecting the local community which is caused by ghettoization, local tensions that may arise from unregistered work or caused by open a workplace, the “anger accumulation” caused by the possible externalities that can arise from the breakaway of school life and similar problems.

Existence of the 340,000 Syrian children and teenagers that are yet not going to school are actually a source of concern for security.
VII. EDUCATION

The educational status of Syrians in Turkey and the studies on this issue should be discussed under two separate titles. The first is the general educational status of Syrians in Turkey, while the other is opportunities for Syrian children and young people of school age to access education in Turkey.

◊ General Education Status of Syrians in Turkey

The data available regarding the education level of Syrians in Turkey generally provides an image far below the national average.

According to DGMM data that was also reported in the Republic of Turkey’ Ministry of Development’s brief issued in March 2016, *First Stage Needs Analysis Covering the 2016–2018 period for Syrians in Turkey under Temporary Protection Status*, 33.3% of Syrians in Turkey are illiterate and 13% of them are not going to school but are learning to read and write on their own.

Table 7: Syrians in Turkey according to education status

<table>
<thead>
<tr>
<th>Education Status</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Okuma-Yazma Bilmeyen</td>
<td>33.3%</td>
</tr>
<tr>
<td>Okuma-Yazma Bilip Okul Bilirmeyen</td>
<td>13%</td>
</tr>
<tr>
<td>Lkokul ve Dengi</td>
<td>16.5%</td>
</tr>
<tr>
<td>Ortaokul ve Dengi</td>
<td>6.5%</td>
</tr>
<tr>
<td>Lse ve Üst0</td>
<td>5.6%</td>
</tr>
<tr>
<td>Beyanda Bulunmoyan</td>
<td>26.6%</td>
</tr>
</tbody>
</table>

Source: Ministry of Development 43

Prior to the year 2011, Syria was known as one of the countries with the highest levels of education in the region, and even in 2009, the number of children attending primary

---

and secondary school in Syria was 94%;\textsuperscript{44} therefore, the low education levels of Syrians in Turkey is surprising. On the other hand, many Syrians have come to Turkey from northern Syria, and the education levels are low in this region. In addition, in 2015 a significant number of the Syrians with high education levels in Turkey went to Europe, and this has reduced the average.

\textbf{School-aged Syrians in Turkey and their Opportunities to Access Education}

Every child in our country, as required by our international agreements and legislation, has the right to benefit from educational opportunities. The institution responsible for the execution of services is the Ministry of National Education (MoNE). In this framework, general education activities carried out by MoNE for Syrian citizens under temporary protection in our country are organized under 3 main headings:

- Efforts to increase the access of school-aged Syrians to all types and at all levels of educational institutions affiliated with the Ministry of National Education,
- Preparation and distribution of teaching and learning materials for Syrian students
- Non-formal education activities for Syrians.

Temporary Training Centers (TTCs) were first established in Temporary Accommodation Centers (TAC) and then in the provinces that are heavily affected by migration in order to meet urgent and temporary educational needs of Syrian students under temporary protection. The basic rationale for TTCs established to serve only Syrian children was based on impermanence and presumed immanent return to Syria. Education given in these centers is in the Arabic language and based on a revised version of the Syrian curriculum. However, Turkish lessons are also included in the program.

According to the Ministry of National Education’s August 2017 data, there are a total of 404 TTCs, 30 of which are in TACs and 374 are outside of TACs. Most of the TTCs established by MoNE outside TACs are dual education centers in public schools that are opened for the use of foreign students in the afternoons.

In 2015, these schools came under the supervision of MoNE and continued their activities with a Turkish administrator. As a result of realizing that the war would not end in a short time, steps have taken since 2016 to provide intensive Turkish teaching programs for students under temporary protection. In this context, an average of 5 hours of Turkish lessons a week were added to the Arabic curriculum in the TTCs, which were trained by the curriculum prepared in their own languages through course programs specially created by the Board of Education; in the 2016-2017 academic year, Turkish lessons were increased to 15 hours per week. This approach is intended to facilitate Syrian students’ gradual transition to public schools by taking Turkish and academic content courses.
In order to increase the schooling rates of Syrian children under temporary protection during the 2016-2017 academic year and facilitate their transition to public schools, it has been decided that Syrian families should be directed to İmam Hatip (religious) secondary schools, vocational schools, or apprenticeship schools, taking into account their preferences. It was also decided that TTCs would be closed within 3 years and it would be mandatory for pre-school, 1st, 5th, and 9th grade students to be enrolled in public schools in order to ensure inclusion of students under temporary protection in the Turkish education system and acceleration integration. However, although Syrian students are now subject to the Turkish education system and curriculum, the Ministry of National Education’s approach includes additional courses on the Arabic language and culture to prevent them forgetting their own language and culture. Syrian and Turkish teachers are volunteering in TTCs. At the beginning of the 2016-2017 academic year, 20,000 Syrian teacher candidates were selected and trained.

Foreigners who volunteer to work are assessed by the assigned training coordinator (staff assigned to the TTCs to coordinate educational activities) as well as by provincial
commissions established within the provincial national education directorates and, if approved, they support the efforts in the centers mentioned above by working under the supervision of the training coordinator.

As of August 2017, there were a total of 19,189 volunteer teachers in TTCs, of whom 13,178 are Syrians and 5,959 are Turkish. UNICEF provides incentive pay for volunteer teachers working in TTCs in cooperation with the Ministry of National Education. UNICEF used to pay 600 TL for volunteer teachers in the camps and 900 TL for volunteer teachers working outside the camps, but these rates were raised to 1,300 TL as of January 2017.

The follow-up on Syrian students attending public schools affiliated with the Ministry of National Education is carried out through the e-school system, while follow-up on students being educated in TTCs are carried out in the Foreign Student Information System (YÖBİS). In a MoNE brief dated 23 October 2017, the number of school-aged children was 976,200, according to DGMM data for November 2017. According YÖBİS records dated 11 October 2017, during the 2017-2018 academic year there were a total of 618,948 children being educated: 267,813 of them were being educated in 338 TTCs, 342,571 in 14,742 public schools, and 8,564 in open schools. It appears that that 63% of school-aged Syrian children are being schooled while the remaining 37% are out of the education system.

On the other hand, as can be seen from the relevant data, 43% of the 618,948 students enrolled between the 1st and the 12th grades and between the ages of 6-17 comprise children who attend TTCs and are educated according to the revised Syrian curriculum in the Arabic language. The number of children attending Turkish public schools and being educated according to the education curriculum of the Ministry of Education of Turkey in the Turkish language is 351,135; this rate is 57% of the children that attend school.

---

As a result of the extraordinary efforts displayed by Turkish public institutions and NGOs, especially the Ministry of National Education and AFAD, the number of Syrian students enrolled in schools is about 32,000 in pre-schools and 586,000 in formal education, meaning that 63% of the school-aged children have been reached; so, despite capacity problems, this points to a highly valuable and successful situation.

The current enrollment number of 618,948 Syrian students in Turkey is remarkable, given that it is more than the total number of students in primary and secondary schools in many European countries.

Compared to the 2014-2015 academic year in Turkey, a significant increase has been achieved in the number of Syrian students who have access to education; a 30% enrollment rate has increased to 59% in the 2016-2017 academic year and 63% in the 2017-2018 academic year. The most serious increase was in the number of students in public schools, which rose to 342,571.
Table 8: Syrian students provided access to education by academic year

<table>
<thead>
<tr>
<th>Years</th>
<th>Number of students registered in public schools</th>
<th>Rate of students registered in public schools</th>
<th>TTC Student numbers</th>
<th>TTC student rates</th>
<th>Total registered student</th>
<th>Total school-aged population</th>
<th>Enrollment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014-2015</td>
<td>40,000</td>
<td>%17.39</td>
<td>190,000</td>
<td>%82.61</td>
<td>230,000</td>
<td>756,000</td>
<td>%30</td>
</tr>
<tr>
<td>2015-2016</td>
<td>62,357</td>
<td>%20.03</td>
<td>248,902</td>
<td>%79.97</td>
<td>311,259</td>
<td>834,842</td>
<td>%37</td>
</tr>
<tr>
<td>2016-2017</td>
<td>201,505</td>
<td>%40.91</td>
<td>291,039</td>
<td>%59.09</td>
<td>492,544</td>
<td>833,039</td>
<td>%59</td>
</tr>
<tr>
<td>2017-2018</td>
<td>351,135</td>
<td>%57</td>
<td>267,813</td>
<td>%43</td>
<td>618,948</td>
<td>976,200</td>
<td>%63</td>
</tr>
</tbody>
</table>

*8,564 students who are registered in open schools are added to the number of students in official schools.

Source: MoNE document dated 23/10/2017

The highest enrollment rates of Syrian children continuing their education in Turkey, in both public schools and TTCs, have been achieved mostly in the 1st, 2nd, and 3rd grades. Enrollment rates tend to decrease markedly as education levels and grade levels increase.

In the academic year 2017-2018, the enrollment rates by education levels were 108% in primary school, 53% in secondary school, and 23% in high school. Considering the gender distribution of Syrian students who are being educated in our country, 174,156 of the students in TTCs are girls and 176,979 are boys; in the official schools, 134,353 of the Syrian students are girls while 133,460 of them are boys. It is apparent that the numbers of male and female students are very balanced and even.
### Table 9: Enrollment numbers and rates by grade level

<table>
<thead>
<tr>
<th>Grade</th>
<th>*Public schools</th>
<th>*TTC</th>
<th>Total</th>
<th>** Population by age group</th>
<th>Enrollment rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre – school</td>
<td>24,574</td>
<td>7,964</td>
<td>32,538</td>
<td>93,791</td>
<td>%34</td>
</tr>
<tr>
<td>1st grade</td>
<td>91,052</td>
<td>17,303</td>
<td>108,355</td>
<td>92,358</td>
<td>%108 (net %98)</td>
</tr>
<tr>
<td>2nd grade</td>
<td>66,611</td>
<td>18,984</td>
<td>85,095</td>
<td>89,198</td>
<td>%53</td>
</tr>
<tr>
<td>3rd grade</td>
<td>35,094</td>
<td>71,785</td>
<td>106,879</td>
<td>85,335</td>
<td></td>
</tr>
<tr>
<td>4th grade</td>
<td>26,982</td>
<td>53,993</td>
<td>80,975</td>
<td>84,320</td>
<td></td>
</tr>
<tr>
<td>5th grade</td>
<td>39,611</td>
<td>14,949</td>
<td>54,560</td>
<td>76,568</td>
<td></td>
</tr>
<tr>
<td>6th grade</td>
<td>19,474</td>
<td>15,590</td>
<td>35,064</td>
<td>67,721</td>
<td></td>
</tr>
<tr>
<td>7th grade</td>
<td>9,712</td>
<td>20,228</td>
<td>29,940</td>
<td>64,486</td>
<td></td>
</tr>
<tr>
<td>8th grade</td>
<td>6,585</td>
<td>18,596</td>
<td>25,181</td>
<td>64,044</td>
<td></td>
</tr>
<tr>
<td>9th grade</td>
<td>13,619</td>
<td>4,920</td>
<td>18,539</td>
<td>61,434</td>
<td></td>
</tr>
<tr>
<td>10th grade</td>
<td>5,673</td>
<td>6,595</td>
<td>12,268</td>
<td>62,852</td>
<td></td>
</tr>
<tr>
<td>11th grade</td>
<td>2,507</td>
<td>7,107</td>
<td>9,614</td>
<td>61,069</td>
<td>%23</td>
</tr>
<tr>
<td>12th grade</td>
<td>1,573</td>
<td>9,471</td>
<td>11,044</td>
<td>73,004</td>
<td></td>
</tr>
<tr>
<td>Open schools</td>
<td>8,564</td>
<td></td>
<td>8,564</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>351,135</td>
<td>267,813</td>
<td>618,948</td>
<td>976,200</td>
<td>%63</td>
</tr>
</tbody>
</table>

*23-10-2017 YOBİS and e school data
**November 2016, DGMM data

Source: Ministry of National Education document dated October 23, 2017

As the result of the meeting with MoNE, we learned that the enrollment rate is more than 100% because of families residing in TACs with children in 1st grade registered in 2nd grade to avoid sending them to public schools; hence, this situation has arisen as the number of children in the 2nd grade is more than the number of children at this age.
Table 10: Enrollment rates by education level

<table>
<thead>
<tr>
<th>Education level</th>
<th>Enrollment Rates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre – school</td>
<td>%34</td>
</tr>
<tr>
<td>Primary school</td>
<td>%108</td>
</tr>
<tr>
<td>Secondary school</td>
<td>%53</td>
</tr>
<tr>
<td>High school</td>
<td>%23</td>
</tr>
</tbody>
</table>

Source: MoNE presentation text dated 2 August 2017

Table 11: Enrollment rates by gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Number of Student on TTCs</th>
<th>Number of students in public schools</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>174.156</td>
<td>134.353</td>
<td>308.509</td>
</tr>
<tr>
<td>Male</td>
<td>176.979</td>
<td>133.460</td>
<td>310.439</td>
</tr>
<tr>
<td>TOTAL</td>
<td>351.135</td>
<td>267.813</td>
<td>618.948</td>
</tr>
</tbody>
</table>

Source: MoNE document dated October 23, 2017

The number of school-aged Syrian children in our country is even higher than the total number of students in many EU countries, and this situation calls for a serious increase in capacity. In addition, despite all of Turkey’s efforts and most importantly the state’s commitment to the “no lost generation” policy, the fact remains that there are serious problems in Syrian children’s education, as the number of children not attending school is still quite high; a solution must be found without delay. First of all, the Ministry of National Education of Turkey, along with other institutions related to this issue, are continuing efforts to limit the size of the “lost generation” as much as possible. Many potential problems that will arise if Syrian children’s education is disrupted are taken into account in particular in these endeavors. The problem areas of education for Syrian children are as follows:

1. The main problem encountered in the education of Syrian children arises from the difference in language and alphabet. Problems arising due to language differences constitute natural obstacles to the integration of children in Turkish-medium schools. This problem is especially striking for students in grade three and above who are directed to public schools. Another important problem encountered in the field of education is the presence of 357 thousand Syrian children who can not be schooled.
2. Another important problem encountered in the field of education is the presence of nearly 357,000 Syrian children who cannot be educated.

3. Although more than 350,000 Syrian children out of the total 618,948 (43%) attend TTCs, which undertook an important task at the beginning, it is now necessary to reorganize these centers with a different understanding.

4. The enrollment rate of Syrian children in both TTCs and public schools decreases markedly in upper grades.

5. The authorities working in the field state that some Syrian families are not inclined towards enrolling their children due to concerns about assimilation, while others do not enroll their children because of their financial needs, and some families resist sending their daughters to school after primary school.

6. Some Syrian children experience problems accessing schools due to financial difficulties.

7. In our society, where education is very important, there is concern that the quality of education will deteriorate with the inclusion of Syrian students, expected to exceed 960,000, in the education system. The need to implement education policies as part of an integrated strategy is becoming clearer every day.

In order for all Syrian students to be enrolled in public schools, TTCs are slated to be closed gradually during a transition period. Since the attendance rate is relatively low at the secondary school level, efforts to develop vocational education and redirect students towards open high schools continue. At the same time, the Ministry of National Education is building 105 schools, which will be ready in 2019. Construction of 30 of these schools has been completed, and construction of 7 schools supported by UNICEF has also been completed.

A collaborative project between the Ministry of Family and Social Policy, the Ministry of National Education, the Turkish Red Crescent, AFAD, the Directorate General of European Civil Protection and Humanitarian Aid Operations (ECHO), and UNICEF, called the “conditional education assistance for refugee children” program, which seeks to encourage families to send their children to school, to ensure continuity, and to give assistance to needy Syrian students in the form of the “Conditional Cash Transfer” began on June 8, 2017; funds are delivered to beneficiaries via the Krzlaykart (Turkish Red Crescent card). The first payment of the “Conditional Education Assistance for Foreigners” program, totaling 147,000,000 TL, was made on May 31, 2017; a total
amount of 8,700,120.00 TL has been paid to 72,021 beneficiaries since then. Payments are made every two months in parallel with the national program according to the genders and grades of the children, and it is targeted to reach 230,000 children.

It is expected that the agreement with the EU and the support provided will play an important role in these efforts. Considering the difficulties that Syrians living in cities experience covering basic needs due to financial reasons, it is understandable that children cannot attend school because of the cost of education. To find a solution for transportation problems preventing Syrian students from accessing schools, the Ministry of National Education stated that negotiations are in progress on the signing of a protocol with the International Organization for Migration (IOM) to provide transportation for 20,000 students. In addition, the transportation expenses of 45,000 students can be covered by the grant agreement with the EU, and transportation services will be provided for 40,000 students within the scope of the Supporting the Integration of Syrians Under Temporary Protection into the Turkish Education System project.

In order to certify education given in Turkey, the Ministry of National Education held the “High School Equivalency Exam and Proficiency for Foreign Students” in June 2015 and June 2016. Of the 6,530 students who entered the equivalency exam held in June 2016, 57.93% were successful. Students in TTCs who were in the 12th grade were registered in open education schools as of May 2017, and by the end of July, 8,002 students had met the graduation requirements from open education schools.

Students who are awarded accreditation and have enrolled at universities are able to apply for the scholarship program of the Presidency for Turks Abroad and Related Communities. As of the 2016-2017 academic year, a total of 2,911 students were granted scholarships: 1,670 in Turkey by the Prime Ministry Presidency for Turks Abroad and Related Communities and 1,241 by the Syria Project Scholarship Programs.

The Ministry of National Education is trying to reach out to enrolled Syrian children as well as unschooled children who are at home or in the streets and integrate them into the system without destabilizing the Turkish education system. However, this requires serious strategic planning and preparation, and Turkish teachers may also experience problems due to students using a different language and alphabet, especially advanced students. According to the Education Monitoring Report47, calculating that there is 1 teacher for every 20 students in Turkey, and considering that the school-aged population

---

is approaching 980,000 in the 2017-2018 academic year, around 48,000 new teachers will be needed for these Syrian students.\(^{48}\)

Although there is no problem at the preschool level or in the first and second grades of the primary schools, teachers who teach in the later grades also need to participate in teacher training courses.

The “Financial Aid Program for Refugees in Turkey” grant agreement, totaling 500 million euros, was signed between the Delegation of the European Union to Turkey and the Ministry of National Education on October 3, 2016 to finance all types of education expenses that will arise as a natural result of the integration of Syrian students into the Turkish education system. Of this amount, 200 million euros will be used for school construction, and 300 million euros will be used for school supplies and similar educational expenses. With this active EU financial support, the “Project for Supporting the Integration of Syrian children into the Turkish Education System” has begun for children in Turkey under temporary protection.

This project, carried out by the Ministry of National Education Directorate General of Lifelong Learning, has set important goals for a comprehensive solution to the educational problem. Within the scope of this project, which is expected to be completed in 2 years and is abbreviated as “PICTES,” 300,000 Syrian students will be provided with Turkish language education, 40,000 Syrian students with Arabic language education, 10,000 Syrian students with remedial education, and 20,000 students with educational support. Also, within the scope of the project, a total of 500,000 Syrian children will be given support for school supplies, educational materials, and clothing, 50,000 will be given transportation services, 60,000 children at various levels of education will be provided scholarship opportunities, 340,000 course resource books will be provided, and a total of 500 psychologists, sociologists, guidance counselors will be appointed to provide psychosocial support to school-aged Syrians who fled their country because of war. Within the scope of the project, a measurement system will be developed and implemented in order to monitor the success of the Syrians who receive educational services. During the project, 500 security officers and 500 cleaning personnel will be employed in schools and temporary training centers to ensure the hygiene and safety of the environment where the Syrian students are trained. Furthermore, 15,000 teachers and 2,000 administrators will be given in-service training opportunities at the facilities where they provide education; an average of 10,000 euros worth of infrastructure

\(^{48}\) Considering that a teacher working in a primary or secondary school in Turkey has a monthly gross salary (salary, pension, insurance, etc.) of 4,000 TL, or approximately €1,000, it can be understood that adding 48,000 teachers will have a total annual cost of €576 million. Taking into account other costs besides teacher costs, it can be assumed that the enrollment of 960,000 children will cost at least €1 billion annually.
support will be provided to schools and temporary training centers that host Syrian students for education services; finally, an online monitoring system will be established to track the project activities effectively.  

◊ **Non-formal Education Activities for Syrian Refugees**

(Source: Anadolu News Agency)

In addition to formal education activities, the Ministry of National Education continues to offer non-formal education activities for Syrian youth and adults in Public Education Centers, particularly for Turkish language education. In this regard, Syrians who participate in vocational and hobby courses have both the ability to earn income and the opportunity to recover from severe trauma they have experienced and return to normal life.

Between 2015 and 2017, 303,228 Syrian trainees participated in the courses offered in the Public Education Centers affiliated with the Ministry of National Education, including vocational and general education courses, and 170,441 participated in Turkish

---

courses. General education courses were offered on topics including foreign languages, literacy, sports, personal development and education, family and consumer sciences, child development and education, music and performing arts, art and design, life and property security, social services and counseling, and aviation; vocational training was provided in handicrafts, clothing production technology, information technology, child development and education, beauty and hair care services, horticulture, electrical and electronic technology, plumbing and air-conditioning technology, textile technology, metal technology, personal development and education, wood technology, patient and elderly services, and ceramics and glass technology.

In 2016, 3,417 Turkish Language Teaching classes at the A1 and A2 levels were opened. A total of 170,441 Syrians were trained in these courses during the years 2015–2017, including 99,892 female and 70,549 male students.

Table 12: Number of participants in non-formal education activities

<table>
<thead>
<tr>
<th>Year</th>
<th>Vocational courses</th>
<th>General Education</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>61.344</td>
<td>74.931</td>
<td>136.275</td>
</tr>
<tr>
<td>2016</td>
<td>15.545</td>
<td>85.689</td>
<td>101.234</td>
</tr>
<tr>
<td>2017</td>
<td>10.279</td>
<td>55.440</td>
<td>65.719</td>
</tr>
<tr>
<td>Total</td>
<td>87.168</td>
<td>216.060</td>
<td>303.228</td>
</tr>
</tbody>
</table>

Source: MoNE document dated October 23, 2017

Table 13: Number of Turkish language trainees by gender

<table>
<thead>
<tr>
<th>Year</th>
<th>Female</th>
<th>Male</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>40.904</td>
<td>28.639</td>
<td>69.543</td>
</tr>
<tr>
<td>2016</td>
<td>35.985</td>
<td>26.201</td>
<td>62.186</td>
</tr>
<tr>
<td>2017</td>
<td>23.003</td>
<td>15.709</td>
<td>38.172</td>
</tr>
<tr>
<td>Total</td>
<td>99.892</td>
<td>70.549</td>
<td>170.441</td>
</tr>
</tbody>
</table>

Source: MoNE document dated October 23, 2017
In addition, the Turkish Teaching Module for Foreigners was prepared for 6-12-year-old students. 4,200 teachers were employed to teach Turkish, and 925,000 books were purchased from the Yunus Emre Institute’s curriculum for teaching Turkish to foreigners and distributed in 30 provinces. Furthermore, during field visits we learned that there also is support for non-formal education activities organized by municipalities and non-governmental organizations for Syrians in our country, which includes vocational education, religious education, and Turkish language education.

◊ University Students

Various measures were taken at the Council of Higher Education’s Executive Council meeting on October 9, 2013 in respect to higher education for countries determined to be unstable due to violent events and crises. In this framework, it was decided that Turkish citizens, the citizens of these countries, and foreign students in these countries who started training programs at the associate, undergraduate, or graduate level (except medical and dentistry specialization programs) in Syria and Egypt before the 2013-2014 academic year can do the following during lateral transfers to higher education institutions in our country:
1. Students may do lateral transfers, including first and senior classes, if they have all the necessary documentation for lateral transfer,

2. Undergraduate transfer applications are evaluated by higher education institutions just about not to over 10% of the Student Selection and Placement System (ÖSYS) quota of university department which is applied by the students on related year,

3. Students who do not have the required documents for lateral transfer can take courses as special students at the following universities: Gaziantep, Kilis 7 December, Harran ( Şanlıurfa), Mustafa Kemal (Hatay), Osmaniye Korkut Ata, Çukurova, and Mersin; those able to provide the documents can do lateral transfer. So that Syrian and Palestinian nationals can benefit, it has been decided that the above-mentioned universities will be able to open educational programs in Turkish and/or foreign languages to accept students from abroad. For students unable to submit the required documents to apply for transfer to intermediate classes, it was decided that these universities should be able to accept the students by giving proficiency exams and accepting the students according to the result of these examinations. For students who have graduated from high school but cannot submit the relevant documents, the Ministry of National Education will give a certificate of competency as a result of the examination.

The amount of the tuition and fees which are taken as student contributions to the current service costs in higher education institutions is determined by the decree of the Council of Ministers which is done every year; in accordance with the resolutions of the Council of Ministers. It was decided that tuition fees for Syrian students that have been registered to the higher education institutions with their own efforts until the 2012-2013 academic year are paid from the budget of the Presidency for Turks Abroad and Related Communities. In addition, according to the decision of the Council of Ministers published in the official gazette dated September 27, 2014, “Decision on the Determination of Tuition Fees to be Taken as Student Contribution to the Current Service Costs in Higher Education Institutions in 2014-2015 Academic Year” for citizens of Syria who have come to Turkey because of the events that happened in Syrian Arab Republic, there will be no tuition fees required in higher education institutions at the undergraduate and graduate levels. All the fees are paid by the Council of Higher Education “Announcements” (accessed October 25, 2016); available from http://yok.gov.tr/web/guest/anasya/-/asset_publisher/64ZMbZPZlSI4/content/suriyevem%C4%B1s%C4%B1r-ulkelerinden-yurdumuzda-bulunan-yuksekogretim-kurumlar%C4%B1na-yatay-gecis;jsessionid=190E403FCFECAAFCAF9DAE4647F3CA99?redirect=http%3A%2F%2Fyok.gov.tr%2Fweb%2Fguzet%2Fanasayfa%3Bjsessionid%3D190E403FCFECAAFCAF9DAE4647F3CA99%3Fp_id%3D101_INSTANCE_64ZMbZPZlSI4%26_p_lifecycle%3D0%26_p_mode%3Dview%26_p_col_id%3Dcolumn-3%26p_col_count%3D1.
Presidency for Turks Abroad and Related Communities on behalf of these students. According to information provided by the Council of Higher Education, as of August 1, 2017, the total number of Syrian students studying in 151 different state and private universities in Turkey has reached to 15,042. 13,109 of these students are in state universities (87.15%), while 1,933 are in private universities (12.85%). Even though there are Syrian students in 151 different universities, 48.14% of these students are in 10 universities and 59.7% are in 8 provinces. Gaziantep alone hosts 13.7% of all Syrian university students, and İstanbul hosts 21.4% of them.

Table 14: The top 10 universities and provinces with the highest numbers of Syrian university students

<table>
<thead>
<tr>
<th>University</th>
<th>Number of Syrian students</th>
<th>State university / private university</th>
<th>Province</th>
<th>Number of Syrian students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gaziantep University</td>
<td>2011</td>
<td>state</td>
<td>İstanbul</td>
<td>3224</td>
</tr>
<tr>
<td>İstanbul University</td>
<td>1025</td>
<td>state</td>
<td>Gaziantep</td>
<td>2061</td>
</tr>
<tr>
<td>Karabük University</td>
<td>927</td>
<td>state</td>
<td>Karabük</td>
<td>927</td>
</tr>
<tr>
<td>Mersin University</td>
<td>741</td>
<td>state</td>
<td>Mersin</td>
<td>750</td>
</tr>
<tr>
<td>Kahramanmaraş Sütçü İmam University</td>
<td>646</td>
<td>state</td>
<td>Kahramanmaraş</td>
<td>646</td>
</tr>
<tr>
<td>İnönü University</td>
<td>463</td>
<td>state</td>
<td>Ankara</td>
<td>452</td>
</tr>
<tr>
<td>Çukurova University</td>
<td>437</td>
<td>state</td>
<td>Malatya</td>
<td>463</td>
</tr>
<tr>
<td>İstanbul Aydın University</td>
<td>391</td>
<td>state</td>
<td>Adana</td>
<td>455</td>
</tr>
<tr>
<td>Yüzüncü Yıl University</td>
<td>300</td>
<td>State</td>
<td>Konya</td>
<td>378</td>
</tr>
<tr>
<td>Sakarya University</td>
<td>300</td>
<td>State</td>
<td>Sakarya/Van</td>
<td>300</td>
</tr>
</tbody>
</table>

Source: Higher Education Council memorandum dated August 10, 2017

According to August 2016 data given by the Council of Higher Education, total number of Syrian university students in Turkey is 9689. Among the students in this number, 649 are continuing their education in associate degree (6.6%), 7977 in undergraduate (82.3%), 791 in graduate (8.1%) and 272 in doctorate (2.8%).

The information on how many students studying in universities in Turkey have temporary protection and how many have residence permits cannot be accessed. In the near future those who get citizenship will be added into these categories. The distinctions in this regard are important for future planning. Universities and the YÖKSİS system should be structured to reflect these distinctions.
University Academic Personnel

In 2016, the Council of Higher Education, together with the Chief Advisor for Migration and Humanitarian Aid of the Prime Ministry established the Foreign Academician Information System (YABSIS) to create a continually updated database of researchers and foreign academicians who were forced to leave their country and migrate to Turkey because of war and internal disturbance and to give them the opportunity to work in Turkish higher education institutions. As of January 2017, 1,637 Syrian academicians and researchers were registered in the Foreign Academician Information System. However, within this number, only around 20% of these applications is only around 20%.

According to the information provided by the Council of Higher Education, as of August 10, 2017, 14 professors, 14 associate professors, 93 assistant professors, 124 teaching assistants, 4 doctors, 1 research assistant, 79 lecturers and 5 Syrians with the title of expert were already working in vocational colleges, state, and private foundation universities established by Law 4702. A significant portion of the Syrians working as academic staff in Turkey are theology scholars (217) and Arabic lecturers.

 VIII. HEALTH

Health services for Syrians under temporary protection started when they first entered Turkey’s Hatay province on 29 April 2011. The health services provided are primarily governed by Circular No. 2013/8 issued by AFAD. The responsibility of coordination between institutions is given to AFAD for the services presented by the “Services to be Provided for the People Under Temporary Protection” section by entering into force of the Temporary Protection Regulation, and it has been arranged that the service expenses will be covered by AFAD.

The same regulation places health services under the control and responsibility of the Ministry of Health. According to the aforementioned regulation, the Principles Regarding the Health Services to be Provided for People Under Temporary Protection, those who have Temporary Protection Identity Cards, those who have not yet been registered by DGMM, those who were wounded when they crossed the border, and those who have been accepted for temporary protection can benefit from health services. These services consist of emergency health services, primary, secondary, and tertiary care.
The Center for Middle Eastern Strategic Studies (ORSAM) report titled The Effects of Syrian Refugees on Turkey 2015 states that in state hospitals in the border provinces Syrians receive between 30% and 40% of total services; for this reason, there is a capacity problem in the border province state hospitals. Not only refugees in Turkey but also people living in Syria who were injured in clashes are being treated in these hospitals, and there is a capacity problem in terms of both physical conditions and healthcare workers. Local people who think that they cannot receive services because of capacity problems are also reacting. The report mentions that public health has also been adversely affected: certain diseases that used to be unseen in Turkey, such as measles, dengue disease, and poliomyelitis, have started to appear again in the border provinces. Gaziantep province had the highest number of measles cases in 2013.\(^5^3\) Although the vaccine had stopped being used in Turkey, children in the 0-5 age group in the border provinces have all now been vaccinated for polio. During the research visits and meetings that we arranged, we observed a serious capacity need for healthcare in the areas with concentrated Syrian populations, as well as occasional complaints from local people that they cannot access health services.

Syrians under temporary protection can make use of migrant health centers, health service providers of the Ministry of Health and its affiliates, university healthcare practice and research centers, private hospitals, and voluntary health centers. Those who are under temporary protection are required to use health services local to their registered addresses, and if they cannot be treated in the province where they live, then necessary referral procedures are performed. While applications can be made directly to secondary and tertiary health institutions belonging to the Ministry’s affiliated institutions without referrals, applications to the university health practice and research centers and private hospitals cannot be done directly; patients can go to these institutions by referral when necessary. Syrians in Turkey who have done initial registration and are waiting for temporary protection are also provided primary level basic health services.

Within the framework of the protocol between the Ministry of Health and AFAD, the fees for health services offered to those under temporary protection are paid by AFAD to the Ministry of Health. Only emergency health services can be offered to those who are not under temporary protection. According to the Health Implementation Regulation, all services offered to Turkish citizens are also offered to Syrians under temporary protection, and at the same time, the medical and medical device needs of those under temporary protection are covered by AFAD under STP’s supervision. The

health facilities located at Temporary Accommodation Centers are called “temporary healthcare facilities.” These facilities are affiliated with the Ministry of Health and temporarily appointed staff provide services. According to August 2017 data, there were a total of 498 personnel appointed in Temporary Accommodation Centers, including specialists, practitioners, dentists, and healthcare personnel other than doctors. These facilities provide around-the-clock services and also offer translation support. Temporary healthcare facilities were also visited during the field visits, and the Syrians interviewed stated that they were very satisfied with the current healthcare services, ambulances were immediately ready in case of emergency, and patients were referred to hospitals in the city centers when required.

(Source: AFAD)

In residential areas deemed appropriate by the Ministry of Health, healthcare services may be provided for those under temporary protection in centers called “voluntary health facilities,” which are supported by aid funds or charities. In this context, NGOs and foundations that the Ministry of Interior has granted permission to work in our country apply to the Provincial Health Directorate of the province in which they plan to open a health facility; if the evaluation committee sees a need for the facility, then the application is sent to the Ministry of Health and necessary examinations are made. Work permits are given for 6 months and can be extended for 6-month periods. In the aforementioned centers, the foundation or the association covers all health expenses,
and the patient is not charged any fees. Inspections are made every 2 months by the Provincial Health Directorate, which reports to the Ministry of Health. There are 13 voluntary health facilities: 1 in Kilis, 6 in Hatay, 2 in Gaziantep, 3 in Mersin and 1 in Istanbul.

However, outside of Temporary Accommodation Centers, “migrant health units” are also established in places where refugees under temporary protection are concentrated. Each unit consists of 1 physician; 1 midwife, nurse, or health officer; 1 interpreter; and 1 service staff member. As of August 2017, there were a total of 200 migrant health units in 76 migrant health centers providing healthcare for refugees in 19 provinces: Adana, Adıyaman, Ankara, Elazığ, Gaziantep, Hatay, İstanbul, İzmir, Kahramanmaraş, Kayseri, Kilis, Konya, Malatya, Mardin, Mersin, Osmaniye, Şanlıurfa, Sakarya, and Bursa, in cooperation with the Ministry of Health.

These migrant health units provide preventive, diagnostic, and curative health services. Persons under temporary protection are referred to these centers in order to overcome the language problem, as Syrian health officials have begun to be employed at these centers as a result of negotiations with the authorities.

Data relating to the healthcare services provided for the Syrians who have come to Turkey is extremely striking in terms of understanding the costs and the efforts Turkey has made in this regard. Beginning from 2011, when Syrians began to enter our country, through December 11, 2017, 31,449,800 examinations were carried out, 1,326,849 patients were hospitalized and treated, 1,112,058 Syrian patients were operated on, 276,158 Syrian babies were born in hospitals, and 3,215,128 doses of vaccines were administered to Syrian babies and children in accordance with the vaccination schedule.

**Table 15:** Data on health services provided to Syrians in Turkey

<table>
<thead>
<tr>
<th>Number of polyclinic services provided to Syrians</th>
<th>Number of Syrians hospitalized</th>
<th>Number of surgeries performed on Syrians</th>
<th>Number of births given by Syrians in our country</th>
<th>Doses of vaccines given to Syrian babies and children</th>
</tr>
</thead>
<tbody>
<tr>
<td>31,449,800</td>
<td>1,326,849</td>
<td>1,112,058</td>
<td>276,158</td>
<td>3,215,128 doz</td>
</tr>
</tbody>
</table>

*Source: AFAD memorandum dated December 11, 2017*

The vaccination program is applied to Syrian infants and children under temporary protection as well as to Turkish citizens. However, in terms of those who are subject to free residence, there may be follow-up problems.
To overcome these problems, mobile healthcare services are being used to visit residences individually. Since communicable disease is a threat to the health of the whole community, this healthcare is offered irrespective of whether or not recipients are registered or have temporary protection identity cards.

(Source: Anadolu News Agency)

The Ministry of Health and AFAD each provide health services by signing a “global budget protocol” on a lump sum basis and receive services from public hospitals, university hospitals, and private hospitals every year. All costs of inpatient treatment services are also included in the global budget. Expenses for outpatient care, medicine, and medical supplies are covered by AFAD. In this context, the medical expenses of Syrians under temporary protection were covered by AFAD between the years 2011 and 2015 and during the first 6 months of 2015; in the last 6 months of 2015 the global protocol was equal to 187,500,000 TL and in the year 2016, 1 year of the global protocol was equal to 650,000,000 TL.

Legal regulations for the employment of Syrian healthcare professionals were included in the “2016/8375 Regulation Regarding Work Permits for Foreigners under Temporary Protection” published in the Official Gazette dated January 15, 2016. In this framework,
Syrian healthcare professionals must first be under temporary protection, reside in our country for 6 months, and have a professional diploma or certificate. According to data received from the Ministry of Health, as of August 14, 2017, there were 51 specialists, 151 general practitioners, and 237 midwives and nurses, for a total of 439 Syrian health personnel working at migrant health centers and temporary accommodation centers. The preliminary permits granted by the Ministry of Health are not equivalence certificates but are vocational qualification documents. The healthcare professionals who receive work permits are to be registered by the migrant health centers to examine only Syrian patients.

(Source: Anadolu News Agency)

Additionally, according to the information received from the Ministry of Health, plans are being made based on what we learned that plans are being done such as physician appointments, budget allocation, etc., according to information on the Syrian population in the provinces which is received from the Ministry of Health, the same sensitivity is shown in the health facilities or medical devices, again, the trainings on cultural interaction and chaos management are given to 450 health personnel who are working in the places where Syrian population is concentrated, and about 1000 personnel are planned to be given such trainings. We have also learned that a total of 202 patients interpreter personnel, 164 of them work in Turkey’s public hospitals, 38
of them work at Turkey Public Hospitals Authority of Turkey’s central or provincial organizations, assigned by the Ministry and the interpreter needs are met by the support of the international organizations such as World Health Organization or UNHCR. Within this context, the projects of AFAD (Prime Ministry Disaster and Emergency Management Authority) and instruments for pre-Accession Period (IPA) Projects and needs of the interpreter are tried to be met in our hospitals by service procurement. There is no permanent staff working within the body of the Ministry in this scope, therefore, within the context of the “Grant Project” made with the EU, the employment of 960 bilingual (Arabic-Turkish) patient orientation staff have started working.

IX. PSYCHOSOCIAL SUPPORT

The word “psychosocial” implies the relationship between psychological and social factors, which interact dynamically with each other in a continuous way. Armed conflicts and natural disasters cause significant psychological and social distress in the affected population. The psychological and social effects of emergencies can be acute in the short term, but they can also damage long-term mental health and psychosocial well-being. These effects can threaten peace, human rights, and development. For this reason, one of the priorities in emergencies is to protect and improve people’s mental health and psychosocial well-being. To be successful in this regard requires the coordinated activities of all human actors including the public and civil society.

The definition of “psychosocial support”, which should be included as a priority in this framework, is a whole of multidisciplinary service that is carried out in each stage of the disaster including the prevention of psychological maladaptation and disorders that may arise in the event of a disaster, crisis, trauma or difficult living conditions; re-establishment or development of relationships at the individual, group, family, and community levels; being aware of how one’s own capacities were affected during the period when they return to normal life; actualize their resurgence; the enhancement of their ability to cope, recover, and heal against possible disasters and emergencies that may arise in the future in the community and the support of aid workers.

54 Association of Psychosocial Services in Disasters (accessed January 1, 2017); available from http://koutab.kocaeli.edu.tr/dosyalar/APHB.pdf, 6
56 Department of Psychosocial Support in Immigration, Disaster and Emergency, Report Number 107981 on “Services Provided to Foreigners on the Temporary Protection Status,” October 17, 2016, Ministry of Family and Social Policy.
The Ministry of Family and Social Policy (MSFP) has primary responsibility for the psychosocial support services given to foreigners under temporary protection in accordance with AFAD’s notice number 2014/4, “Implementation of Services for Foreigners under Temporary Protection.” In order to closely monitor the immigration problem and to carry out studies on disadvantaged groups including women, children, disabled and elderly, the Department of Psychosocial Support in Migration, Disaster, and Emergency Situations was established within the Ministry. The Ministry provides care, rehabilitation, psychosocial support, social aid, and protective and preventive services to Syrians. With the services provided, the aim is to develop Syrians’ coping mechanisms to handle the current situation, to repair social networks between individuals and families, and to create new networks.

In this scope, psychosocial support services are provided by MFSP’s psychosocial support bureau, unit, or provincial directorates in 26 temporary accommodation centers (TACs) located in Hatay, Kilis, Gaziantep, Osmaniye, Şanlıurfa, Adıyaman, Adana, Malatya and Mardin provinces. Psychosocial support services were provided to approximately 120,000 people between the years 2014 and 2016, and about 19,000 people through July 2017 through psychosocial support units at 26 TACs in 10 provinces. In addition, in order to improve the capacity of the psychosocial support services provided by the Ministry, instructions have been given to the provinces to establish psychosocial support bureaus or units outside TACs in provinces with Syrian populations of 70,000 and above as well as in provinces that have TACs, and instructions have been given to the other provinces to determine their provincial deputy managers.

29 interpreters are employed in 11 provinces through UNHCR to solve the language barrier faced in the provinces where most Syrians live. Additionally, AFAD and UNHCR, with the cooperation of MFSP, provided training called “Legal Framework and Support Mechanisms in the Scope of National and International Protection” to the professionals and provincial deputy managers who provide services to Syrians under temporary protection in the provincial organizations of MFSP within the scope of the “Provision of Protection and Basic Services for the Syrians Living Outside the Camps in Turkey Project”.

In addition to the activities carried out by MFSP, the Turkish Red Crescent Society Center Project was brought to life in January 2015 with a budget of 27,000,000,00 TL within the scope of the Syrian Humanitarian Aid Operation in order to provide psychosocial support, guidance, and educational services for Syrians under temporary protection who live outside the temporary accommodation centers. Community Centers are social service institutions established to serve protective, preventive, educative,
developmental, guiding, and rehabilitative functions in a combined, easily accessible way, in cooperation and in coordination with public institutions and organizations, local governments, universities, non-governmental organizations, and volunteers in order to cope with the problems Syrian individuals, groups, families and society face and to help individuals become participatory, productive and self-sufficient.  

Within the scope of the project, the first community center was opened in Şanlıurfa on January 20, 2015, and a total of 10 community centers are offering services in Sanliurfa, Ankara, Istanbul (both European and Anatolian sides), Konya, Kilis, Izmir, Bursa, Adana, and Mersin. The Turkish Red Crescent plans to have a total of 15 community centers active in the cities where they are needed by the end of 2017. In the case of disaster or war, women and children comprise the most vulnerable part of the population. For this reason, the project mainly focuses on services for women and children. Within the scope of the project, child friendly areas created for children contribute to the psychological development of children who fled to the country to escape the war environment they experienced in their countries. Activities for the 4-18-year-old groups are being held in these child-friendly areas.

(Source: AFAD)

57 42946 numbered and 12/10/2016 dated report that take place in the written attachment presented by the Turkish Red Crescent to our Institution.
In the creation of Community Centers, consultations were made with the related public institutions, United Nations organizations, and other partner organizations, and then needs analysis and focus group meetings are held in the determined regions, and the basic types of services needed by the Syrians living in the region are determined. Under the roof of community centers activities for the Syrians living in city centers are offered, including cultural adaptation courses, health and education services, Turkish language education, individual and group psychosocial support activities, group therapy, individual therapy, children: drama, music, and workshops, and for women: informative meetings, handicrafts, clothing production, art and design classes, field studies (needs assessment, etc.), and activities such as litigation and protection.

While the service capacity varies depending on the provinces where the project is carried out, on average, each center is expected to provide services to at least 7,000 Syrians in a year. The community centers and the Turkish Red Crescent have reached 150,576 people in total as of August 1, 2017; 38,938 beneficiaries were served in psychosocial support activities alone.

(Source: Anadolu News Agency)

Under training activities, various courses and activities are organized in order to enable the Syrians to improve their life skills, such as tailoring, handicrafts, computers,
hairdressing, cooking courses, and crafts. Community centers issue certificates after vocational courses; thus, Syrians can obtain documents with professional validity. Vocational courses are very important in terms of providing Syrians with a potential income and means of contributing to the economy of the country where they live as well as their psychosocial well-being. The beneficiaries also consider skill development more important than receiving one-time support services from community centers. Besides, Syrians are able to socialize in the centers by participating in educational activities. Community Centers also give seminars to both Syrian children and adults to inform them about important issues. Seminars are given on topics such as first aid, public health, family communication, maternal and child care, legal status, rights and services. Seminars are organized according to the needs and demands of the beneficiaries.

(Source: Anadolu News Agency)

Turkish, English, and Arabic language courses are offered at community centers for both children and adults. In addition, community centers provide language courses in the evenings and on weekends for workers and those who cannot attend classes during the day. The most requested language course is Turkish. Turkish language courses are
given in order to improve integration by helping overcoming language barriers. Turkish learning is vital for Syrians’ daily lives in Turkey. Community centers also offer Arabic language lessons so that they do not forget their own language and can preserve their culture. Community Centers organize social and cultural events in order to foster harmony between local people and Syrians as well as to enhance the sociocultural skills of the beneficiaries. These activities include excursions, urban cultural trips, culinary workshops for both Syrians and local people, Children’s Day activities, Women’s Day activities, and similar activities. The main goal is to socialize Syrian women who spend most of their time at home because of financial difficulties and to create an environment both for Syrians and local people where they can communicate and share their experiences.

One field study revealed that psychologists are consistently working at the community centers we visited, group therapies are generally preferred, site studies are done, and individual interviews are conducted by visiting families when necessary in order to make on-site observations.

(Source: Anadolu News Agency)

In addition, we learned that within the scope of guidance services, beneficiaries usually asked questions about health issues. Those who go to the hospital and do not find a solution request advice about what they should do. There is a need for interpreters in
the hospitals; 3 interpreters were hired within the scope of the project and have been working in 2 different hospitals 5 days a week. Those who come to the guidance services due to financial difficulties are directed to the non-governmental organizations where there are emergency funds in case of need. Regular course attendance enables follow-up on participants; for example, when a woman was absent from her course, a home visit was made, revealing she was suffering from domestic violence at the hands of her husband, and she was moved to a violence prevention and monitoring center (VPMC).

In addition, community centers opened by some national or international NGOs provide services to Syrians. Within the scope of the Şanlıurfa program, we visited the Şanlıurfa office of the Association for Solidarity with Asylum Seekers and Migrants (SGDD-ASAM) and learned that the Association has been carrying on its activities in 46 offices in 41 provinces with a team consisting of paperwork employees, psychologists, social workers, health educators, and interpreters. The Association has been providing services in cooperation with International Medical Corps (IMC) and UNHCR in multi-directional support centers (MSC) in Adana, Gaziantep, İstanbul, İzmir, and Sakarya provinces. During the study visit to Kilis, we observed that the municipality has opened courses for women in order to provide psychosocial support, with activities such as hairdressing or language education, and that children could spend their time in child-friendly areas while their mothers were in classes.
X. RIGHT TO WORK AND EMPLOYMENT

One of the most common issues in the agenda about Syrians who are living in our country is the right to work and the arrangements made in this respect. This is a matter that affects not only economics; it also indirectly affects social life.

According to Article 91 of the Law on Foreigners and International Protection No. 6458 and Article 29 of the Temporary Protection Regulation, the “Regulation on the Work Permits of Foreigners under Temporary Protection” was accepted by a decree of the Council of Ministers dated January 11, 2016 and numbered 2016/8375, and entered into force on January 15, 2016. Thus, the procedures and principles regarding employment conditions for Syrians under temporary protection in our country were determined.

Employers who want to hire foreign nationals of Syrian origin who came to our country before the Regulation due to internal turmoil in their countries and who have been granted a residence permit for at least 6 months by the Ministry of Interior, or Syrian nationals who have established their own company in order to obtain a work permit, are given the right to apply to the Ministry of Labor and Social Security within the framework of certain procedures and principles. In these cases, the Ministry examines the request for permission without being subjected to any evaluation criteria to work promptly, they are provided a one-year work permit.

With this regulation, the Syrians in our country who have been dependent on aid are able to earn economic freedom and contribute to the country they live in. In the context of the regulation, certain basic conditions are included in the assessment of applicants for work permits:

* Foreigners under temporary protection will be able to apply to the Ministry for work permits six months after the date of their temporary protection registration.

* The application must work in the province where the temporary protection registration was completed.

* Foreigners under temporary protection will not be paid less than the minimum wage.

No documents are requested in the applications. Applications are done completely electronically through the e-government portal. The first document requested to be scanned into the system is the employment contract; and the second is a photograph of the Syrian citizen under temporary protection. The evaluation of all information other
than these documents is completed online under the protocols of the Ministry with other public institutions.

The International Labor Force Law No. 6735, which was prepared in order to regulate the work and operations related to work permits and work permit exemptions, was accepted on July 28, 2016 by the Grand National Assembly, was published on the Official Gazette on August 13, 2016. The Law on Work Permits of Foreigners No. 4817 was abolished in the seventh paragraph of Article 27 of the said law. In order for the applications to be assessed more rapidly under the Directorate General of the International Labor Force, which is located within the Ministry, a unit dealing with the applications of Syrian citizens under temporary protection has been established.

With the Regulation on Work Permits for Foreigners under Temporary Protection, work permit exemptions have been given for foreigners under temporary protection, provided that they work only in seasonal agriculture and livestock labor. According to this:

* Work permit exemption applications are submitted to the Provincial Directorate of Labor and Employment Institution in the province where the foreigners registered and received temporary protection.

* Applications should be made six months after the date of temporary protection registration and only for seasonal agricultural and livestock labor.

* With a one-year work permit exemption information form, Foreigners under temporary protection whose registration is completed, can work during the validity period of the document provided and only in seasonal agricultural and livestock works.
The information form, prepared in the Turkish and Arabic languages, is given to the person who has received the work exemption. With the enforcement of this regulation, access to the work permits module for foreigners under temporary protection via the e-Government portal was opened on February 1, 2016 and applications have been started to be received.

It is sufficient that the application is made online through the automated system, and there is no need to send any documents to the Ministry in paper. In this way the work permit assessment process is accelerated and facilitated.

According to Article 3.6 of the “application guide on the work permits of foreigners under temporary protection” prepared by the Ministry, persons under temporary protection can participate in courses and programs organized by the Turkish Employment Agency as part of active workforce services. If these foreigners are hired or if they work in any workplace after the course or program, a work permit must be granted.

According to the information provided by the Ministry of Labor and Social Security as of August 1, 2017; the number of Syrians who applied to the Ministry for work permits in 2017 was 15,290. While 10,139 work permits were granted to Syrians under temporary protection in Turkey between 2016 and August 1, 2017, 21,693 work permits were granted to Syrians outside the scope of temporary protection between 2011 and August 1, 2017. The work permits given to Syrians in the period between 2011 and August 1, 2017 were distributed by sector as: manufacturing of food products (932), manufacturing of apparel goods (2021), retail trade (excluding motor vehicles and motorcycles) (1844), food and beverage service (761).

AFAD’s field research in 2013 on Syrians living in our country revealed that 51.9% of those living in TACs and 77% of those living outside TACs were looking for a job, meaning that a significant portion of Syrians wanted to work. A report of the Turkish Confederation of Employer Association prepared in 2015 states that, “Both Syrians in Turkey and employers in some areas often ask for the provision of employment opportunities. However, every regulation in this area is disturbing the local people of the region, especially those who are worried about losing their jobs or facing unfair competition. Even more important is the fact that serious exploitation is emerging. For some employers, the presence of the Syrians can be seen as an advantage in terms

58 Ministry of Labor and Social Security memorandum dated August 18, 2017
of cheap labor. In some sectors, there are claims that staff need is met by Syrians and naturally the incomes are determined in favor of the employers.” 60

Within this context; it is very important to take measures in order to prevent the illegal employment of Syrians under temporary protection status in our country and to prevent them from working unregistered to ensure their own and their families’ livelihoods in terms of continuing their lives during their integration to the society without being a burden to the society.

**XI. Social Assistance**

Social welfare services have an important place among the services for the Syrians under temporary protection in our country. These services are carried out through AFAD, MFSP, municipal administrations, and non-governmental organizations, and a number of projects are being carried out for this purpose. The first paragraph of Article 30 of the “Social Welfare and Services” section of the Migration Protection Regulation states that, “foreigners who are in need can benefit from social assistance within the scope of the terms and principles to be determined by the Social Welfare and Solidarity Promotion Fund Board. These terms and principles are named in Article 3 of the Law on Social Welfare and Solidarity Promotion, number 3294 dated May 29, 1986.” In the second paragraph, Article 30 states that, “access to social services for those who are in need are provided within the scope of this regulation and in accordance with the procedures and principles determined by the Ministry of Interior and the Ministry of Family and Social Policy.”

In this context, the procedures and principles regarding assistance to be provided to foreign nationals through the Social Assistance and Solidarity Foundations (SYDVs) are regulated by Fund Board Decision No. 2014/6, which took place on October 17, 2014, and in accordance with Fund Board Decision No. 2015/1 dated January 22, 2015, which found that providing social welfare for foreigners under temporary protection is appropriate. This principal decision has been updated with by Fund Board Decision No. 2015/4 dated July 2, 2015.

According to these legislative arrangements, Syrians who live outside of temporary accommodation centers may request assistance from SYDVs, as long they are registered. As a result of requests for aid, SYDVs can provide assistance under the title of “aid to foreigners” to the Syrians under temporary protection who have been granted a foreigner identification number starting with 99 as to Turkish citizens (in accordance with the

60 M. Murat Erdoğan and Can Ünver “Opinions of the Turkish Business World on Syrians in Turkey, Prospects, Expectations and Recommendations” (Ankara: Turkish Confederation of Employer Associations, 2015), 45.
provisions of Law No. 3294). Those who live outside of temporary accommodation centers may receive other types of assistance as long as their household files are opened in the Integrated Social Assistance Information System (BSYBS).

The ones who are given temporary protection identity cards can benefit from “Orphan Benefits, Conditional Education and Health Benefits, and Assistance for Widows”, which are provided based on Law No. 3294 by opening a household file on the BSYBS. However, the eligibility for Turkish citizens for aid from BSYBS is determined not based on the information based on the letter sent by the applicant to SYDVs but based on the administrative records and the social review report from the instant inquiries made through the central databases. As for Syrians, these administrative records may have experienced some problems and are not included in the central database of public institutions in Turkey. As a result, there might be some problems for them in benefiting from other social assistance programs under Law No. 3294. However, since centralized aid is made through the BSYBS, beneficiary statuses is verified at each payment period in accordance with the relevant central database inquiries. In other words, it is not expected that the use of central aids will be widespread in the short term because the Syrians do not have records in these databases.

On the other hand, the aid for Syrian individuals with identification numbers starting with 99 can be viewed by institutions sharing data via the BSYBS system. Efforts are underway to share data under the same constraints as the Turkish Red Crescent. In the MFSP Integrated System, there is no problem getting data from the related institutions. The local governments in Turkey also want to be included in the BSYBS in order to make the process management and aid organizations reliable and productive.61

On the other hand, during our field visits and interviews we observed that the Syrians living in city centers are in much more difficult economic conditions than others who live in TACs, and that some of them are living in quite dire conditions. We have learned that municipal administrations also provide in-kind and cash assistance based on social investigations about the Syrians who live in city centers.

Residents of Temporary Accommodation Centers are regularly supported by AFAD cards and Red Crescent cards. In these centers, Syrians’ food needs were at first met by the camp authorities, either to be procured from the market or cooked in the camps. However, the difference in taste of the Syrians caused dissatisfaction. In order to solve this problem, the AFAD Card and Turkish Red Crescent Card programs were started.

In these programs, the heads of each household in the TACs are given an AFAD card on behalf of their families, cash is loaded to the card per person in the household, and social aid information can be entered if necessary. The amount loaded per person, which used to be 85 TL, has increased to 100 TL. With the AFAD Card, significant savings in food costs have been achieved and the opportunity to eat according to their own tastes has also increased Syrians’ satisfaction.

(Source: Anadolu News Agency)

The Turkish Red Crescent Food Support Program, which has been implemented in cooperation with the Turkish Red Crescent, the United Nations World Food Program (WFP) and the Halk Bank, is being carried out in two different ways, inside and outside of camps. Firstly, the Turkish Red Crescent Card in-Camp Project was started in the Öncüpınar tent city in Kilis on October 5, 2012 in order to meet the basic food needs of the Syrians living in TACs and was continued at 23 TACs. However, as of January 2015, the Red Crescent program is currently being carried at only 11 TACs due to funding difficulties.

Money is loaded to these cards per person in the family. The amount is 50 TL per person for those staying in the camps and 100 TL per person for those living outside the camps. With these cards, the Syrians can obtain their own preferences from grocery stores which are suitable for their needs and desires. Contracted markets are determined

62 Harran Container City, Şanlıurfa; Akçakale Tent City, Şanlıurfa; Viranşehir Tent City, Şanlıurfa; Ceylanpınar Tent City, Şanlıurfa; Adana Tent City; Adıyaman Tent City; Islahiye Tent City, Gaziantep; Karkamış Tent City, Gaziantep; Cevdetiye Tent City, Osmaniye; Kahramanmaraş Container City, Malatya Container City.
by the Turkish Red Crescent and WFP joint teams and the markets’ prices and hygiene are controlled by the Red Crescent. Syrians staying in TACs are entitled to benefit from both the Red Crescent Card and the AFAD Card without being bound by any criteria. Every family with a Red Crescent Card also has an AFAD Card and receives 50 TL per person per month from AFAD.

With AFAD Card, other needs can be met without product restrictions. As of August 1, 2017, a total of 462,812,015 TL had been loaded to the 132,763 beneficiary cards within the scope of the Red Crescent In-Camp Program.

Since June 2015, the Red Crescent Card Program has begun to be implemented for Syrian citizens living outside of TACs in 5 provinces, including Gaziantep, Kahramanmaraş, Şanlıurfa, Hatay, and Kilis and continued its activities until April 30, 2017. In the frame of the non-camp project, the families to be given cards were selected based on criteria agreed upon by the Turkish Red Crescent and the WFP; 100 TL is loaded to these cards per month per person in the household. In this way, the families were able to receive the amount in cash from ATMs. Between the dates of June 2015 and April 2017, a total of 147,624,903 TL was distributed to 159,960 beneficiaries.

The Republic of Turkey and the European Union, along with the European Civil Protection and Humanitarian Aid Operations (ECHO) Directorate General, have agreed to release 3 billion euros to fund these programs; thus, the “Social Integration Assistance” program has been launched for foreign nationals living outside TACs. At this point, the Red Crescent Card Non-Camp Program, which had been running in five provinces, has been expanded throughout Turkey. As of December 30, 2016, Red Crescent Cards were delivered to the first 589 eligible families and the first aid money were loaded and this project carried on by The Turkish Red Crescent, MFSP, and WFP. Within the context of the program in which entitlement is determined by the SYDVs, a decision was made to pay 120 TL per person per month, effective June. Elderly and the disabled people have privileges to receive this aid. As of August 2017, approximately 942,000 people and 158,000 households were provided aid within the context of Social Integration Aid.

A protocol on the “Non-Food Support Project” was signed between the Turkish Red Crescent and UNHCR on June 1, 2016 in order to meet the basic needs of the Syrians living in our country. The aim of the project is to distribute 10,000 items of non-food material goods to urban Syrians living in Adana, Mersin, Bursa, İzmir, Ankara, Konya, Kayseri, and Osmaniye and 50,000 hygiene sets in Hatay, Kilis, Gaziantep, Şanlıurfa, and Kahramanmaraş.
There are also efforts underway within the scope of the “Urban Refugees Support Project” for Syrians living in cities. The purpose of the project is to reach approximately 300,000 Syrians under temporary protection and to provide necessary assistance. Toward this goal, distributions have been made in many centers, especially in İzmir, Mersin, and Bursa.

Up to the present, more than 25,000 Syrian families under temporary protection have been provided with food aid, kitchen sets, hygiene sets, baby hygiene sets, and blankets.

In addition, social assistance for the Syrians in our country has been provided by projects such as the International Organization of Migration (IOM) Winter Assistance Project, the UNICEF Cash Assistance Project; the Welthungerhilfe (WHH) Food Support Project; the SGDD-ASAM Suruc District Emergency Response Project; and the Sanliurfa Emergency Response Program.

Moreover, we learned during our field visits and meetings that local non-governmental organizations play an important role in delivering social welfare services; NGOs have come together to build up platforms especially in the areas densely populated by Syrians (e.g. the Sanliurfa Humanitarian Assistance Platform, the Hatay Civil Will Platform, the Mardin-Syria Assistance Platform, and the Kilis Civil Solidarity Platform), and in this way aid can be delivered to people in need.

XII. Services for Women and Children

Following the United Nations Security Council (UNSC) Resolution No. 1325 in 2000, stating that women and children are the group most adversely affected by war and conflict, six other decisions were made by 2013 to support this resolution. These UNSC decisions emphasize the necessity of participating in protection, prevention and decision-making mechanisms for women’s empowerment. In addition to the UNSC resolution, Turkey is a party to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and passed national legislation, Law No. 6284 on Protection of the Family and Prevention of Violence against Women, to establish protection and prevention mechanisms for women. According to Turkey’s international obligations and its national legislation, provision of easy and efficient access for refugee women to these protection and prevention mechanisms and provisions for these women to participate in decision-making mechanisms should be ensured, and these women should be empowered. 63

In situations such as wars and migration, women often lose the men in their families, thus becoming more vulnerable and are more likely to experience physical, sexual, or psychological violence.

“Women’s health counseling centers have been opened in order to strengthen women and girls who are in a more vulnerable situation with specific needs that are generally ignored in crisis and disaster situations. These centers are areas where women and girls can obtain information and services related to reproductive health and sexual health, gender-based violence, and psychosocial support, and can acquire various skills, obtain hygiene and personal care supplies and can rebuild their social networks.

The Ministry of Health, in cooperation with MFSP and supported by ECHO funding, provide services in reproductive health and gender-based violence, and in the Ministry of Health clinics, they provide clinical and psychological services; if deemed necessary, the people who are served are directed to MFSP health units. The United Nations Population Fund (UNFPA) also provides service in 25 centers located throughout Turkey.64

Additionally, MFSP serves women who are victims of violence through the Women’s Guesthouse, the First Admissions Unit, and the Violence Prevention and Monitoring Center (VPMC). These services include protection for victims of violence, provision of safe accommodation, psychosocial support, guidance in legal matters, and provision of free legal services when necessary. Syrian women as well as Turkish citizens can benefit from all these services. As of August 2017, 221 Syrian females and 235 accompanying children had received accommodation in women’s guesthouses.

In addition, a number of training activities have been offered in order to empower the Syrian women who fled their countries and took refuge in our country. The “Program for Combating and Intervening in Gender-Based Violence, and Humanitarian Aid” a collaborative effort between the Directorate General on the Status of Women, AFAD, and UNFPA, to increase awareness of gender-based violence, build capacity among center staff serving Syrians, and provide technical support to our country regarding this issue, took place in the Nizip temporary accommodation center in Gaziantep between April 2013 and June 2015. A “Helping the Helpers” training program consisting of three stages was given to the center staff: the first stage covered “Trauma Information for Emergencies,” the second stage addressed “Personal Skills and Communication,”

64 UNFPATurkey. “Introducing UNFPA Women’s Health Counseling Centers” (accessed August 21, 2017); available from http://turkey.unfpa.org/tr/video/unfpa-kad%C4%B1n-sa%C4%9F%C4%B1%C4%9F%C4%B1-dan%C4%B1%C5%9Fma-merkezleri-tan%C4%B1%C4%B1%C4%B1m%C4%B1-trt-haber-r%C3%B6portaj%C4%B1.
and the third stage discussed “Evaluation and Guidance for People Affected by Violence and Legislation and Legal Systems for the Prevention of Violence in Turkey.” In addition, 47 Ministry staff (social workers, psychologists, teachers and sociologists) who work with Syrians at the Provincial Directorate of Family and Social Policy, VPMC, the Women’s Guesthouse, the First Admission Unit and social service centers in 10 provinces where TACs are located were given training on trauma, techniques for approaching victims, and legal regulations.

Based on information provided by the MFSP, we learned that the Gender-based Violence Working Group has carried out its project by meeting once a month with representatives of the Directorate General of Family and Community Services, Directorate General of Migration Management, UNFPA, UNICEF, UNHCR, and other relevant institutions, and non-governmental and international organizations, under the coordination of the Directorate General on the Status of Women, and prepared a brochure in 2014 on violence against women, domestic violence, marriage age, official marriage, and women’s rights in the scope of the Humanitarian Assistance Program. UNFPA published 500,000 copies in Turkish and 500,000 in Arabic, and the brochures were delivered to the provinces where TACs are located (distributed to the accommodation centers by AFAD and to social service centers and places in the cities that are accessible to Syrians by the Provincial Directorate of FSP). We also learned that, in the year 2015, the brochures were reprinted with the addition of the issue of human trafficking; 222,000 brochures were published in Turkish and 435,000 in Arabic, and they were sent to 10 provinces where TACs are found; to Istanbul, Izmir, Ankara, Konya, and Mersin, where there are high concentrations of Syrians; and to the relevant non-governmental organizations, international organizations, Provincial Directorates, their affiliated organizations, VPMCs, social service centers, and TACs in 15 provinces.

◊ Services for Children

The most important problems children may encounter in wars and migration contexts are being unaccompanied, vulnerable, and forced to work by their families due to economic difficulties.

The Law on Foreigners and International Protection No. 6458 defines an “unaccompanied minor” as “a child who comes to Turkey without being accompanied by an adult or who becomes unaccompanied after entering Turkey, as long as he/she is not under the care of a responsible party.” In the fourth paragraph of Article 23 of the Temporary Protection Regulation, there is a provision stating that “Unaccompanied minors are mainly cared for under the supervision of the Ministry of Family and Social Policy. However, when appropriate conditions are met, unaccompanied children may
be housed in a separate part of the temporary accommodation centers in cooperation with AFAD under the control and responsibility of the Ministry of Family and Social Policy.” In this context, services related to unaccompanied minors of Syrian nationality who are in the group with special needs are carried out by MFSP’s Directorate General of Child Services. Unaccompanied children, as defined in Article 3 of the Law on Foreigners and International Protection No. 6458, are provided services under the provisions of the Child Protection Law No. 5395 and Article 66 of the same law.

In addition, the procedures for identification and referral of unaccompanied children, the acceptance and release works of these children which will be carried out in cooperation with the related institutions and organisations, and the services to be carried out in the centers are being carried out within the scope of the “Unaccompanied Children Directive” enacted on 20/10/2015.

By the General Directorate of Child Services, it is primarily tried to support the Syrian children in our country near their families who are found to be in need of protection but in cases when it is not possible, it is tried to prevent any children from being put at risk in the streets by applying protective support measures within the scope of Child Protection Law No. 5395. Unaccompanied children who entered our country without legal assistance or without an adult accompanying customarily and children separated from their families are taken under the care and protection of the Children’s Services General Directorate. Within this scope, 10 Children Support Centers have been specialized to provide services to unaccompanied children who have been separated from their families during or after migration and studies on the follow-up and the reunion of the families are being conducted. Information and records taken from the children who are found alone by law enforcement officers outside the temporary accommodation centers because of abandonment, lost etc. are evaluated and searched if these children have a family or close relatives in our country. If deemed appropriate, children whose families are found are returned to their homes and unaccompanied children are placed in institutions providing services to children under the Ministry.

In cooperation with MFSP and AFAD (Prime Ministry Disaster and Emergency Management Authority), Children Protection Units have been established in Adana Sarıçam Temporary Accommodation Center and Şanlıurfa Harran Temporary Accommodation Center to provide monitoring, follow-up and family unification of unaccompanied children of Syrian nationality in the 13-18 age groups who are capable of meeting basic life skills with developmental competence. As of 01 August 2017, 497 foreign nationals, 159 of which are Syrians, received service at the subsidiaries of the General Directorate of Child Services.
In addition to unaccompanied children, children whose families are found in our country but who are neglected and exploited and children who are not taken care of by their families are taken under protection in the subsidiaries of the Ministry of Family and Social Policy. These children benefit from the Children’s Support Centers as well as other organizations of the Ministry that provide services to children.

In order to determine the children who are worked / begged on the streets and to make them benefit from the appropriate social services and assistance, a commission has been established under the presidency of the Governors of all provinces or the Deputy Governors to be appointed and in the secretariat of Family and Social Policies Provincial Directorate, with the participation of the representatives of the relevant public institutions and organizations and the universities and the representatives of non-governmental organizations serving this area. In the follow up and supervision studies of this commission, field surveys are carried out by the teams formed by representatives of the relevant institutions in areas where children are intensely worked / begged. It is ensured that children and families who are found working / begged in the streets due to economic deprivation are supported with social assistance.

Families which force their children to work / beg in the streets or the families who insist on begging in the streets despite social support and awareness raising activities, Düziçi Temporary Accommodation Center has been established in Osmaniye by AFAD (Prime Ministry Disaster and Emergency Management Authority) with a capacity of 5,000 people, which has been allocated to the General Directorate of Migration Management. In this scope, the detected Syrian children who are forced to beg or the families who are exploiting their children are informed to Provincial Migration Management Directorate to be directed to Osmaniye Düziçi Temporary Accommodation Center to be provided from the accommodation, nutrition, health and education services and from the psychosocial support services.

In addition to unaccompanied children, children whose families are found in our country but who are neglected and exploited and children who are not taken care of by their families are taken under protection in the subsidiaries of the Ministry of Family and Social Policy. These children benefit from the Children’s Support Centers as well as other organizations of the Ministry that provide services to children.

In order to identify the children who are made to worked or beg on the streets and to provide them access to the appropriate social services and aid, a commission has been established under the authority of the provincial governors or deputy governors and the Provincial Directorate of Family and Social Policy, with the participation of
representatives of the relevant public institutions and organizations, universities, and non-governmental organizations serving the area. In the follow-up and supervision tasks of this commission, field surveys are carried out by teams formed by representatives of the relevant institutions in areas where children are commonly made to work or beg. Children who are found working or begging in the streets due to economic deprivation and their families are supported with social assistance.

For families that insist on making their children to work or beg in the streets despite social support and awareness-raising activities, AFAD established Düziçi TAC in Osmaniye with a capacity of 5,000 people on behalf of DGMM. In this scope, Syrian children who are found to be forced to beg or the families who are exploiting their children are reported to the Provincial Directorate of Migration Management and are directed to Osmaniye Düziçi TAC to be provided with accommodation, nutrition, healthcare, education, and psychosocial support services.

Child labor is another important problem for child refugees. Many reports state that Syrian families in our country, in particular the ones that live in cities and have economic difficulties, do not send their children to school and force their children work for a living. The study entitled “Opinions of the Turkish Business World on Syrians in Turkey: Prospects, Expectations and Recommendations” by Hacettepe University’s Migration and Political Research Center (HUGO) for the Turkish Confederation of Employer Associations aimed to present the existence and problems of child labor with a scientific approach. This study found that there are a considerable number of Syrian children who have to work due to informality and living conditions, especially in urban areas. TESEV-ORSAM’s report called “The Effects of Syrian Asylum Seekers on Turkey, 2015” states that “Another social problem caused by asylum seekers is child labor. A small proportion of Syrian children living outside the camps are able to receive education. The main reason is that the state and non-governmental organizations are not yet able to provide this opportunity adequately. Another equally important factor is that Syrian families are encouraging their children to work rather than sending them to school. Because of the need for money, children are put to work in all areas. Children who sell different products in the streets are the exposed faces of this business.”

“In addition to this, Syrian children are employed as a cheap labor force in factories or as apprentices in various shops. The exploitation of women and children has emerged mostly in the form of employment of very young children. In Adana there are insufficient educational facilities for Syrian asylum seekers, leaving these children idle and open

to exploitation. If the necessary social and economic environment is not provided for school-aged children who live in urban areas, it is probable that they will grow up as a problematic generation and lead to problem of public order in the future. Yet already, it is uncomfortable to see that children have to try to maintain their lives by begging.”66

Social Economical Support (SED) is provided by the Directorate General of Child Services in cases where children are at risk of being taken into institutional care if not supported. With the help of SED services, the Directorate aims to prevent children from being in need of protection due to economic deprivation and to be supported with their families without being taken under institutional care. The SED services for the protection and support of these children with their families is carried out under the “Regulation on Social and Economic Support Services.” The United Nations Convention on the Rights of Children, within the framework of the support and prevention of all kinds of negligence and abuse of children, provides for support of children of foreign nationality. In the “Regulation on Social and Economic Support Services,” there is no requirement to be a Turkish citizen. This service is provided to support unaccompanied children and women who are left alone with their children.

The regulation states that services are provided “if it is determined that children who live with their relatives outside of the camps and do not have any opportunity to go back to camps, the ones who are unaccompanied foreigners or the children of women who have lost their spouses and live alone in our country without any regular income that are not taken under protection due to economic reasons or if it is determined that these children are not supported by other institutions, SYDV (Foundation of Social Help), or NGOs, the assessment of their situation in the context of economic support and other preventive, supportive, and development services of the MFSP and the support of these children in the context of budget possibilities pursuant to Article 25 of the Regulation and the plans of the Directorate General of Child Services.” These guidelines were sent to the Provincial Directorates in written form. As of July 2017, 3,799 children had been supported. In addition, the project “No Lost Generation” under the European Union Trust Fund (EU-MADAD Fund)’s “Social Integration Program” in cooperation with UNICEF Turkey and the Directorate General of Child Services has been implemented to support the integration of Syrian children living in TACs into society through the children's rights provincial children's committees and to establish a platform that will allow mutual dialogue and exchange of information between Turkish children and Syrian children.

The program aims to decrease Syrian children's social integration problems, to increase their awareness about existing risks and resources in the society, and at the same time

---

to develop mutual understanding and tolerance among the cultures. The program is carried out in the form of peer education training on children’s rights given by Turkish and Syrian children registered to the provincial children’s committees. Socio-cultural activities offered through the program include chess tournaments, children’s workshops, sporting events, festivals, visits, artistic activities, meetings, seminars, and conferences; so far about 30,000 children have been reached. Another program, was implemented in May 2013 under a cooperation protocol signed by UNICEF and the Turkish Red Crescent, is the “Child Protection Program under the Syria Emergency Situation Intervention,” which aims to provide psychosocial support to children.

The program’s goal is to ensure that all Syrian children and youth under temporary protection participate in safe, participatory, inclusive education and supportive development activities in temporary accommodation centers, community centers, and mobile child friendly areas. Within the scope of the Syria Emergency Situation Intervention “Child Protection” aims to ensure the participation of all school-aged Syrian children and adolescents under temporary protection in Turkey in safe and effective activities and education for their development. This program aims to provide refugee children between the ages of 4 and 18 with access to “Child Friendly Areas.” In addition, with the support of the Turkish Red Crescent Children’s Programs Coordination Unit, a child protection center was established in Ankara with the aim of organizing activities, workshops, seminars and trainings on various topics to provide psychosocial support in the child friendly areas and youth friendly areas to children between 6-18 ages; the center started its activities in March 2017. In the center, meals coming from the meal center of the Turkish Red Crescent Ankara Branch are served to the children and transportation service is provided. As of June 2017, 221 children had benefited from these activities.
Children’s programs are active in 34 different places in total, including 21 TACs, 10 community centers, 2 mobile child friendly areas and 1 child protection center.

**Mobile child friendly areas** are mobile activity zones where comprehensive educational and recreational activities take place to reach school-aged Syrian children and youth under temporary protection who are living in urban areas rather than TACs.

to increase the resilience and integration capacities of Syrian children aged 4-18 and reestablish stability and continuity in their lives. The mobile child friendly areas consist of trailers and semi-trailers. Both Syrian and Turkish children can take advantage of mobile child friendly areas.

As of August 1, 2017, a total of 215,124 children have benefited from the 1,155,549 activities offered since 2013.

**XIII. Services Provided for the Disabled and Elderly**

Care for disabled and elderly refugees who came to Turkey due to events in their country, can be carried out in MFSP’s elder care institutions; services are available periodically or continuously according to the needs of the individual. Within this scope, there are 140 nursing homes and elder care and rehabilitation centers and 41 senior living facilities as well as daycare facilities and home care services for the elderly. No fees are charged to elderly refugees who do not have income. Services provided for the disabled by MFSP
are temporary and guest care services, daycare services, home care support services, community support services, residential care services, and special care center services.

In this context, applications by the foreign nationals (including Syrian nationals) for disabled and elderly people in need of institutional care are transmitted by the Provincial Directorates of Family and Social Policies to the MFSP Directorate General of Disabled and Elderly Services. In cases where individuals are in need of legal assistance, Regulation No. 27691 on Care, Rehabilitation, and Family Counseling Services for the Disabled, dated September 3, 2010, entitles Syrian persons with disabilities to all the institutional services that Turkish citizens enjoy during their residence in Turkey. In addition, if requested, it will be possible to obtain home care services provided by MFSP within the scope of Regulation No. 29878 dated November 4, 2016 on the Institutional Care Services on the basis of the Regulation on Personal Care Centers for Persons with Disabilities and the Determination and Maintenance Services of the Disabled Persons with Disabilities Act No. 26244 dated July 30, 2006.

In this context, applications of the foreign nationals (including Syrian nationals) to the institutional care of the disabled and elderly people with disabilities are transmitted by the Provincial Directorates of Family and Social Policies to the MFSP General Directorate of Handicapped and Elderly Services. In the case of disadvantaged persons with disabilities who are in need of legal assistance from Syria in the scope of the 27691 numbered and 03.09.2010 dated Regulation on the Care, Rehabilitation and Family Counseling Services, they are entitled to all the institutional services that Turkish citizens enjoy in the case of relocating to the disabled care centers during their residence permit. In addition that, if requested, it will be possible to apply the home care service provided by MFSP within the scope of the 29878 numbered and 04.11.2016 dated Regulation on the Institutional Care Services on the basis of the Regulation on Personal Care Centers for Persons with Disabilities and the Determination and Maintenance Services of the Disabled Persons with Disabilities Act No. 26244 dated 30.07.2006.

XIV. Religious Services

The Directorate of Religious Affairs (Diyanet), which is one of the most important institutions of Turkey, has been involved in the process from the beginning of the crisis and has undertaken important functions. Diyanet is involved in the provision of religious services both inside and outside of camps as well as multifaceted social support projects. The Religious Foundation of Turkey, which has been authorized as the fundraising network, plays an important role in Diyanet’s work across Turkey. The
institution, which is active all over Turkey, has been authorized by the organization and fundraising network, the Religious Foundation of Turkey, plays an important role.

Diyanet carries out its work for Syrians under four main categories: religious services, educational services, publishing services and support services. The Directorate of Religious Affairs published the “Circular on Refugees” on September 19, 2015 outlining how to provide services and appointed a “religious services coordinator” to conduct religious services in the camps. Established within the Directorate General of Religious Services on November 25, 2015, the department is exclusively engaged in these matters. Diyanet works in cooperation with public institutions and Syrians to prepare the necessary infrastructure to fulfill Syrians’ religious duties, from the reading of the call to prayer to the provision of equipment for mosques; furthermore, it carries out extensive work on religious education. Quran reading and memorization courses have special place in these efforts. Diyanet uses both printed and television advertisements to reach Syrians, which is effective, frequently organizes charity campaigns, and plans to hire 100 Syrians in the areas of religious service and education.

One of the most important tasks of the Directorate of Religious Affairs (Diyanet) in recent times is to prevent radicalization tendencies that have become identified with the name of Daesh. Diyanet, which organizes reports, workshops, and conferences that reveal the damage that Daesh and similar organizations which use religion as a mask have inflicted on the Islamic world, makes a special effort to limit the influence of pro-violence groups on refugees and therefore places importance on educating Syrian clergy.

◊ Religion Services, Rehabilitation, and Counseling Services

The Directorate of Religious Affairs maintains religious services for Syrians in mosques and prayer rooms in camps within Turkey, across the border, and throughout Turkey. In this context, central amplification systems were installed in all camps to broadcast the call to prayer, efforts are made to support consistency in daily religious life and spiritual and personal development, and referrals for and organization of humanitarian aid are provided.

In metropolitan areas, mosques are allocated for Syrians and Quran courses are held in the summer. Social solidarity and integration are promoted by hiring Syrian teachers, conducting home visits, and meeting emergency needs.

An orphanage founded by the Şanlıurfa mufti (scholar of Islamic law) houses 54 orphans meets their needs of all kinds. Work is also being carried out in Şanlıurfa city center to protect fatherless families. To reduce the trauma experienced, these families are specifically addressed and all their needs are met.
Legal counseling services for refugees are provided at the Social Support and Education Center (SODEM), which was opened in Ankara by the Women and Family Youth Center affiliated with the Turkish Religious Foundation (TDV KAGEM). A faculty member and two student interns from Yıldırım Beyazıt University provide the service on specific days and hours each week for all refugees, particularly Syrians.

The Turkish Religious Foundation (TDV) and the Ministry of National Education (MoNE) have published and sent 4 million school books to temporary education centers located in 22 provinces. In addition, TDV KAGEM provides Turkish and vocational training for Syrian asylum seekers at the Social Support and Education Center in Ankara.

◊ Work Carried Out within the Scope of the Syrian Task Force:

Religious services are being provided by the Religious Affairs Foundation in areas in Syria freed from terrorist organizations by Turkey’s Operation Euphrates Shield to facilitate the normalization of life. In this context, 4 muftis were appointed by the Directorate of Religious Affairs as coordinators in the 4 liberated residential areas, with each mufti conducting religious services in that territory and providing local muftis to guide them.

The local muftis and parliament identified and trained the instructors of the Quran course to provide religious instruction in mosques and in camps, including giving the call to prayer and leading mosque prayers. 110 mosques damaged by the war in the region were repaired and maintained, and repair, maintenance and refurbishment of 66 of these mosques were commenced in the beginning of 2017 Ramadan. Mosques and Quran courses for the camps in the region were opened in tents and the necessary personnel were assigned. Educational materials were prepared to protect the people of the region from the influence of exploitative religious groups; these documents were translated into Arabic, and 30,000 copies were printed in the first edition. Brochures prepared in Arabic on youth, family and children were sent to the public via camps, settlements, and mosques to raise awareness of the Directorate of Religious Affairs’ activities. Humanitarian aid activities such as food and clothing assistance, clothing stores, emergency aid, and especially hot food are continuously carried out in the region.

◊ Humanitarian Aid Activities for Syria:

In-kind aid and financial aid collected in the “Let Humanity not Die in Aleppo” campaign initiated by the Directorate of Religious Affairs provides the opportunity to deliver critical services in the face of human tragedy in Syria.
The Turkish Religious Affairs Foundation has delivered humanitarian aid worth about 145,000,000 TL to Syrians so far.

(Source: Anadolu News Agency)

The Turkish Religious Affairs Foundation meets the need for bread among distressed Syrians in Kilis and on the other side of the border in Azaz, Jarabulus, and Al Bab via mobile ovens. With the Directorate of Religious Affairs, the Foundation prepares daily hot meals for 15,000 Syrians in the city of Azaz and villages in the Idlib region whose homes have been ruined and lack cooking facilities.

The Turkish Religious Affairs Foundation provides health service through a team consisting of 4 ambulances and volunteer doctors. After chemical attacks and bombings by the Syrian regime forces in which 100 people were killed, the majority of whom were children, patients were transported by Turkish Religious Affairs Foundation ambulances, volunteer doctors performed health screening and first aid, and hospitals provided fuel and medical supplies.

XV. The Turkish Red Crescent and Their Services

The Turkish Red Crescent started the “Syrian Crisis Humanitarian Aid Operation” on April 29, 2011 in cooperation and coordination with the Ministry of Foreign Affairs and AFAD following the first entry of Syrians into the Republic of Turkey via the Hatay border.

The installation of the first camp in Turkey was carried out by the Red Crescent teams in Hatay province, where the Syrian crisis was experienced intensely in June 2011. The Turkish Red Crescent established 5 camps in the first phase, provided and distributed...
the most basic humanitarian aid materials such as hot meals, water, infant formula, hygiene kits, and so on for Syrians gathered behind barbed wire at the Turkish-Syrian border.

In the following periods, new camps were established with the support of AFAD and other governmental institutions, and the management of the camps is still provided by AFAD.

The Turkish Red Crescent first initiated the distribution of hot meals and other humanitarian supplies in the camps (clothing, blankets, hygiene materials, etc.); in the following years, cooperation with the United Nations World Food Program (WFP) and UNICEF has increased.

As the population living outside the camps has exceeded the number living in the camps due to the changing conditions of the crisis over time, the development of services and assistance to the Syrian population outside of camps has become a necessity. Within this scope, international funding support and Turkish Red Crescent programs, the Child Protection Project, and the Community Centers Project began.

As a new element of the Red Crescent program, cash support is provided to Syrians under the name of “Social Integration Aid.”

Within the scope of the Community Centers Project, 10 community centers are operating as of June 2017 and 5 more community centers are slated to be opened in 2017 and 2018 with the support of the European Union’s MADAD fund. The Community Centers project provides services and support for Turkish citizens, citizens of the Syrian Arab Republic, and immigrants from other countries.

In addition, the Turkish Red Crescent Border Assistance Activity was launched in August 212 through a joint initiative of AFAD and the Ministry of Foreign Affairs. This consists of sending of humanitarian aid materials (food and non-food materials) with great care and inspection in the framework of requests received by Syria without violating the border rights of Syria. The current value of hospitality, education, logistics, healthcare, water-sanitation-hygiene, and food materials provided with the aid of Turkish Red Crescent to Syria is approximately 2.16 billion TL.

Due to the vital importance of border aid and the demonstrated success of the Turkish Red Crescent, the United Nations Humanitarian Aid Coordination Office (UNOCHA) provided direct funding for this activity in 2016 and 2017.
Bayırıbcak Humanitarian Aid Operation: On November 15, 2015, Russian planes and Syrian regime forces launched an air and land campaign against the Turkmen population living in the Bayırıbcak (Yamadiye) territory. Within the context of the Syrian Crisis Humanitarian Aid Operation, 549 tons of humanitarian aid supplies were delivered to the needy people in the region between November 15, 2015 and November 14, 2016.

Aleppo Humanitarian Aid Operation: Due to the turmoil in the Aleppo region, 45,000 people in total were evacuated starting on December 12, 2016. The wounded among the evacuated Syrian citizens were treated after the first interventions. Out of 265 injured people brought to Turkey, 95 were children and 35 of them died.

Humanitarian Aid Activities of the Turkish Red Crescent in the Region: 113 temporary tents were set up by Turkish Red Crescent teams, AFAD, and Humanitarian Aid Foundation (IHH) authorities to protect people coming to the region from the elements. Regarding the events in Aleppo, the Turkish Red Crescent team in Hatay continues to work in the province with 21 staff members, with 1 tractor trailer, 1 truck, and 6 vehicles. Also, as of January 17, 2017, the tent city team in Hatay province continues its activities with 7 personnel and 3 vehicles. Within the scope of the Aleppo Humanitarian Aid Operation, 3,227 vehicles passed through the Cilveğözü border crossing to deliver humanitarian aid to people in need.

Orphanage and Camp Activities in Syria: Within the scope of the Turkish Red Crescent’s Syrian Humanitarian Aid Operation, which has been ongoing for about 6 years, efforts are being made to meet the needs of Syrian orphans in difficult situations. In this context, the Turkish Red Crescent has been working since the early days of the Syrian crisis to reduce the impact of this humanitarian disaster to some extent through several projects in Turkey and Syria. For example, humanitarian aid supplies are regularly sent to the camps and orphanages in Idlib and clothing is given to those who need it through 9 clothing stores in the region.

Evacuation of Al Waer, Homs, and Hama: Turkish Red Crescent teams met between 2,000 and 2,500 families who evacuated the Al Waer region due to clashes. The groups evacuated from the conflict zones were accompanied by the Turkish Red Crescent teams to safe zones. The teams also provided canned food, bread, milk, water, diapers, and baby food and helped them to set up tents.

Karkamis – Çobanbey Activities: The Turkish Red Crescent started to provide food aid at the request of AFAD on August 23, 2017 in order to meet needs resulting from a high level of migration from the Jarabulus region of Syria which could cause a
population flow to the Karkamis district of Gaziantep. In this context, 1,026,880 food items and 1,695,024 hot meals were distributed.

Çobanbey: As of September 1, 2016, at the Çobanbey Border Point, distribution of 3 hot meals a day began in Öncü, Seve, and Çobanbey to meet the needs arising in the Elbeyli district of Kilis. In the following days, it was removed from the distribution point of Seve and distribution of hot food was continued in Öncü and Çobanbey. As a result of the meetings between the institutions, the distribution of hot food was ended on 14.03.2017. A total of 1,212,530 hot meals were distributed.

Operation Suruc: The Turkish Red Crescent has actively participated in the events happened during the border crossings in the area of Ogan village which started on September 19, 2014. In this scope; 3,720,290 pots of hot meal, 92,000 packs of diapers, 124,554 bottles of 0,5 lt. water, 2,412 hygiene sets, 113,224 packs of nutritiously high biscuits and 67,680 lt. milk distribution was made.

Cooperation with King Salman Humanitarian Aid & Relief: During the work carried out as part of King Salman Humanitarian Aid-Relief and the Syrian Crisis Humanitarian Aid Campaign, close contacts were established in 2016 and bilateral cooperation has been carried out in the framework of mutual interests.

Child Protection Program: In order to minimize the trauma of the Syrian children under temporary protection in our country and to reduce integration problems, psychosocial support has actively been provided by Turkish Red Crescent and UNICEF at 30 locations within the context of the Syrian Emergency Response since May 2013 as part of the child protection program called “Child Friendly Space”.

Turkish Red Crescent Card Program: This program for Syrian guests, which is financially supported by the WFP and technically supported by Halk Bank, is carried out both both inside and outside of camps. Details of the project are given in the “Social Assistance” section of the report.

Conditional Educational Aid: The program, which was designed to encourage Syrian children to go to school, has started with the cooperation of the Red Crescent, MFSP, MoNE, AFAD, and UNICEF. This aid is provided through Turkish Red Crescent Cards. Detailed information is given under the section titled “Education”.

Cooperation with DGMM: Within the scope of the protocol signed between DGMM and the Turkish Red Crescent on April 28, 2016, the Turkish Red Crescent has been given the responsibility of monitoring and reporting needs at 1 admission and accommodation center and 19 repatriation centers. A workshop was organized, and
training was provided to the personnel of the Turkish Red Crescent who will serve at the repatriation centers and other activities were carried out.

**Meeting the Subsistence Needs of Irregular Migrants:** Migrants who were sent back from Lesbos, Chios, and Kos Islands, or were caught by security forces while trying to reach European countries, were brought to the ports of Çeşme, Güllük, Milas and Dikili within the scope of the readmission agreement signed with the European Union. In order to meet the subsistence needs of these migrants, the Disaster Management Directorate of the Aegean Region assigned personnel with the coordination of the Directorate of Migration and Refugees Services. As of June 2017, two meals per day were distributed to meet the needs of a total of 3,023 migrants and the civil servants assigned to handle the transfer process.

**Voluntary Repatriation:** The Turkish Red Crescent has also been assigned to work on voluntary repatriation in addition to its other institutional tasks by the Ministry of Interior’s directive on the “Acceptance and Hosting of Persons who are Syrian Arab Republic Citizens and Stateless Persons who reside in the Syrian Arab Republic and Come to Turkey for Asylum” dated March 30, 2012. Within this context, general service managers were assigned at the Turkish Red Crescent Branch Directorate. As of June 2017, 3,205 voluntary repatriation forms were signed by these staff.

**Aid to non-Syrian Foreigners:** Approximately 250,000 foreigners, especially Meskhetian Turks, Iraqis, Iranians, and Afghans, were assisted with food and other material aid in accordance with their needs as determined by the Red Crescent or by the directives of the Turkish Red Crescent Branch Offices and Regional Directorates of Disaster Management.

**Red Cross–Red Crescent Mobility Partnership Program:** The program was established on March 25, 2016 in order to establish and manage the cooperation provided by the International Federation of Red Cross and Red Crescent Societies (IFRC) affiliated with the National Associations and the International Committee of the Red Cross (ICRC), under the supervision of the Directorate of Turkish Red Crescent Migration and Refugee Services. Current projects under the Red Cross–Red Crescent Mobility Partnership Program are the Community Center Project, the Ankara Child Protection Center, the Restoration of Family Ties, and the Ulucanlar Public Soup Kitchen Project.
SYRIANS IN TURKEY
Special Report

CHAPTER III.
FINDINGS AND RECOMMENDATIONS

As announced by UNHCR, Turkey has been the country that hosts the highest number of refugees in the world since 2015. Although the Anatolian territories are used to voluntary or forced mass migration, this is the first time that we have experienced such an intense humanitarian crisis as the one that began in 2011. After the anti-regime demonstrations in Syria spread throughout the country and caused a massive refugee crisis as a result of increasing violence, Turkey opened its borders to people escaping from persecution and war with an open-door policy in a manner consistent with human rights. The crisis has grown to the point where it exceeds all estimates, and the number of refugees arriving, well into the millions, has made it difficult to manage the process. The crisis, which has entered its seventh year, has been successfully managed by the Turkish society embracing the refugees and by the extraordinary efforts and sacrifices of all the institutions of the state.

The migration of Syrians, which started with a group of 252 people on April 29, 2011, reached the number of 3,412,368 only including Syrians who were under temporary protection as of December 2017. Because of the continuing registration process, this number tends to increase based on updated weekly numbers. The number of non-Syrian refugees has also increased rapidly since April 2011. Many foreigners have come to Turkey to seek international protection status between the years 2011-2016, starting with Syrians, but also from countries such as Afghanistan, Iraq, and Pakistan. During this period, the number of international protection applicants who came to our country is approximately 242,425. As of 2018, the total number of refugees in Turkey has exceeded 3.5 million.67 The registration process continues for refugees from both Syria and other countries. Even though the entry of refugees to Turkey has fallen to a very low level compared to previous years, the size of the crisis that is faced can be better understood when considering that refugee entry to Turkey has never stopped. The refugee population equals approximately 4.4% of Turkey’s population of 80.8 million, which has made Turkey the country with the highest number of refugees in the world since 2015. The crisis, which rapidly escalated and reached the point of being a humanitarian disaster, has been managed as smoothly as possible to this day thanks to the extraordinary efforts of public institutions, the Turkish society’s tolerance and high social acceptance, even though almost all developed countries, especially those in Europe, have taken “protectionist” measures until recently, and leaving international legal principles and conscientious sensibilities aside. While there are many developed

67 Minister of Interior Affairs Suleyman Soylu gave the number of refugees in Turkey as 3,551,078 at the Migration Policy Board meeting held on February 15, 2017. Ministry of Interior. “Interior Minister Süleyman Soylu: Turkey has Turned no one Away from the Door” (accessed February 15, 2017); available from https://www.icisleri.gov.tr/icisleri-bakani-suleyman-soylu-turkiye-hic-kimseyi-kapidan-cevirmemistir.
countries that do not tolerate even 5,000-10,000 refugees within their borders, new models are being developed, from accommodation to security, education to health, psychosocial support to all other fields, and great efforts are being carried out with great sacrifice. Within this context, it should be emphasized that the spirit of solidarity put forth by the Turkish society is beyond all discretion.

The Syrian crisis has revealed an extraordinary image of unequal sharing of the burden as well as loyalty to universal principles. “The Open-Door Policy” has only become a burden for neighboring countries. Despite their developed economies, the countries that have built refugee policies with a “protective” approach have preferred to continue to accept the minimum number of refugees and provide minimal financial support with a goal of keeping problems out of their territories. This has led to further isolation of neighboring countries in the crisis region. Aside from theoretical discussions, questions have emerged: Why should a person who has escaped from the war in Syria seek refuge only in neighboring countries? Do other countries not have a responsibility? According to UNHCR data, a total of 983,876,97 international protection status applications were made to EU countries, Norway, and Switzerland between April 2011 and June 2017. This corresponds to only 0.19% of the total EU population. In Turkey, there are at least 9 provinces which host more than 100,000 refugees each. In Lebanon, there are approximately 1 million refugees, in excess of 16.6% of the 6.1 million population. However, these conditions have been ignored by the international community. In order for the EU, one of the most prosperous regions of the world, to have a similar proportion of refugees to its population of 511.8 million, it would need to host 22.5 million refugees, as refugees currently correspond to 4.4% of Turkey’s population. However, not only the EU, but also all the other wealthy countries have ignored justice, responsibility, burden-sharing in this humanitarian crisis; the fact that they have provided financial support to “externalize” the problems is a serious moral issue.

The Turkish society, which welcomed those fleeing from persecution and war, has made a great sacrifice that it can be proud of today and in the future. However, being able to sustain this sacrifice and understanding with a certain strategy is important for both the refugees and Turkey’s peaceful future. Turkey should have a reliable, feasible and mid- to long-term “migration management” strategy regardless of whether it receives support from other countries. If the process cannot be managed well, it is clear that that all the sacrifices will be wasted. The large number of Syrians, reaching 4% of population of Turkey, should be taken into consideration as an important factor in the relevant efforts. Mass migration disrupts the host society for many reasons. Even though some of the disruption is entirely perceptual, some has highly understandable, reasonable justifications.
The question of how the level of social acceptance shown by the Turkish society, which is high, but partly “fragile,” can be made sustainable should be answered regardless of what other countries do. Although the public institutions make extraordinary efforts, the question of how it will be possible to minimize the loss of resources, time, and effort created by coordination problems is yet another of the questions of Turkey should ask itself. Therefore, an integrative strategy is needed in the fields of education, work, settlement, security, and social integration.

The refugee crisis which Turkey has been experiencing since 2011 has led to serious needs in terms of legal and institutional capacity for a country that received only 8,932 international protection applications in 2010. The Directorate General of Migration Management, which started operating in 2014, has suddenly needed to handle millions of refugees. The most serious problem in this process is the “temporary” approach, which is caused by the uncertainty of how the situation will be shaped. However, after the year 2014, the number of Syrians who were taken under temporary protection quickly exceeded 1.5 million. The low chance of establishing peace in Syria in a short time and the high possibility of Syrian refugees’ staying in Turkey brought the crisis to another dimension.

Even though the sociological facts and other global experiences strengthen the probability of Syrians’ permanence in Turkey, it cannot be ignored that the process in Syria is extremely dynamic and that the alternative of return is on the agenda. There is no doubt that the preferences of the Syrians who were forced to leave their country and of the host countries are primarily focused on return. The initiative that Turkey has taken in the region and its operations against terrorist organizations, Operation Euphrates Shield and Operation Olive Branch, as well as other progress in the region have also created some hope around these issues. As of September 7, 2016, 44,643,100 Syrians voluntarily returned to Jarabulus, which was cleansed of terrorist organizations by Turkey, has also increased their hopes.

Readmission from Greece, which started in April 2016 within the scope of the March 18 agreement with the EU, has caused both the number of refugees who come to Turkey through Syria and Iraq and those transiting to Europe through Turkey to decrease significantly. However, this process also has increased the likelihood of Syrians staying in Turkey. More than 92% of Syrian refugees in Turkey live in urban areas throughout the country and try to make room for themselves in every aspect of life. Hence, there are many signs that the sociological-psychological threshold for repatriation is now left behind.
In addition to the study carried out under the leadership of DGMM and AFAD, the Ministry of Family and Social Policy, the Ministry of National Education, the Ministry of Health, and the Ministry of Labor and Social Security have also been actively involved in the refugee crisis. Although it was not possible to develop and coordinate an integrated policy as it is often expressed in this report, each public institution had to make significant legislative and institutional changes in its internal structure for Syrian refugees. Since the activities carried out and the services provided to Syrians are handled by different ministries and institutions, it is impossible to gather all related executive units under a single roof. However, as can be seen from the list in Appendix II of this report, ministries and other public institutions have taken initiative and assigned some of the units that existed before 2011 to work on this subject, and some departments have been re-structured to work exclusively on Syrian refugees, especially after 2015.

It is obvious that it was not possible to be prepared in advance for the influx of Syrians into Turkey. As noted above, a country that received 8,932 international protection applications in 2010, and where the total number of refugees reached 3.5 million by 2017 could not be prepared for such a crisis. The process has essentially become “the fastest way to intervene in the crisis” and Turkey has achieved a great deal of success in this regard. However, the development of crisis management in the form of “temporary” and “emergency intervention” left mid- and long-term planning aside. As it is known, the most important problem in crisis management is that the process cannot be predicted and or sometimes even controlled. However, the need for the development of a general strategy and coordination on the Syrian crisis, which is now in its seventh year, clearly manifests itself.

This report, “Syrians in Turkey,” was prepared by a team of experts using the information support of the relevant public institutions, meetings held with the representatives of non-governmental organizations operating in the field, and evaluation of field observations. This study, which has shown great changes not only in a numerical sense but also in content and future perceptions of the issue of Syrians in Turkey, intended to establish the role of the Ombudsman Institution of the Republic of Turkey as a national conscience and advocate and the responsibility of being a constitutional institution. Even though the findings and the policy recommendations revealed with the expectation to contribute to a general strategy are structured partially for specific, private institutions and areas, they suggest building an integrated policy. In this context, the following general and specific findings and policy recommendations have been set out based on the research, data obtained from public institutions, and field visits conducted by the Ombudsman Institution.
I. Administrative and Legal Regulations

A. Process Management, Establishing an Integrated and Sustainable Migration and Protection Policy and Strategy

It is clear that in order to develop durable and comprehensive policies on mass migration from Syria, which has rarely been experienced at this scale in the history of the world and for the first time in Turkey’s history, it is necessary to make strong predictions about how the process will progress from now on. There is no easy answer to the question of whether the Syrians, whose numbers exceed 3.4 million and who have lived in Turkey since April 2011, will return to their countries. This situation causes instability and prevents long-standing and permanent policies.

For example, the language and content of the education will be given to Syrian children in Turkey is shaped by the fact that they will return to Syria. Without a doubt, reestablishing peace and stability in Syria and the repatriation of all Syrian people are the priorities of the Syrians and the communities in which they live. Many studies show that the Syrians wish to return to their countries after the establishment of peace. Therefore, it is neither possible nor accurate for policymakers to say clearly and unequivocally that Syrians in Turkey are permanent or that they will return. Hence, a policy of dynamic process management that allows for different alternatives and monitoring of the events in Syria is required.

Even though the ideal solution for all parties is the return of Syrians in Turkey to their homes, it is known that this depends on many external factors. Therefore, the option Syrians’ returning home is debatable. However, the main issue here is the important differences between what Turkey’s strategy will be in a situation where Syrians return to Syria or stay in Turkey permanently. Therefore, if a substantial number of the Syrians will stay permanently, Turkey should develop comprehensive integration policies and implement them immediately. Yet, if the Syrian society and the Turkish society are not adequately prepared for the possibility of Syrians staying in Turkey permanently, this situation can lead to various serious problems. It is also clear that the integration policies contain the risk of increasing the tendency of staying in Turkey. However, if living with a population equal to 4% of the country’s population becomes inescapable, the costs of postponing integration policies in order to avoid encouraging them to stay will be even higher. Therefore, we believe that it is necessary to consider the possibility of Syrians staying permanently, which becomes stronger day by day, as well as implementing
dynamic process management in order to develop a comprehensive strategy towards integration.

There are many factors that make it difficult for a significant number of Syrians to return to Syria:

1. It does not seem possible to reestablish peace and security in Syria in the near future.

2. Even if peace is reestablished, the country is destroyed and there is hostility and conflict between groups, which will have an impact on every Syrian.

3. Research about mass migration shows that if the problem does not end in the near future and the refugees are not in the border region, their return will become more difficult. More and more Syrians move from border provinces to Turkey’s central and western regions, where they establish their lives, which indicates a significant change. Even if their desire to return home persists, sociological reality proves that it gets more difficult every day.

4. The desire to return home is always more intense for those who live in refugee camps. However, only 7.45% of Syrians are living in camps in Turkey. The remaining 3 million Syrians have spread to all 81 provinces of Turkey, which also plays a role in the emotional context that makes the return difficult.

5. Syrians, some of whom have been living in Turkey for more than 6 years, with 92% living in urban areas, have made great efforts to build their lives. Syrians have entered the business world, learned some Turkish, sent their children to school, developed social relations with their neighbors, made friends, and so on. A period of 5-6 years is extremely long for a human life and has effects on future plans. If Syrians feel safe in Turkey, even if their earnings are low but they have a job, have an average place to live, and have schools where they can send their children, it will be difficult for them to go back to Syria even if the war is over. One of the important indicators of Syrian’s survival is the babies who have been born in Turkey. According to official numbers, a total of 276,158 Syrian babies have been born in Turkey since 2011. Even this fact can be read as a sign of their inclination to stay permanently.

6. In addition to the liberal democratic system in Turkey, social and economic opportunities are very attractive for Syrians.
7. For a substantial number of the Syrians living in Turkey, the political and legal environment is more attractive than the economic conditions.

8. 45% of Syrians in Turkey, which translates to more than 1.4 million people, are children and young people under 18 years of age. It is not possible that they will return to their country alone. Besides that, families will not consider returning to their homes unless peace and security are established in Syria, as they prioritize staying in a secure environment for their children.

9. There is no alternative for Syrians living in urban areas but to work. According to the Monitor of Syrian Refugee Lives research report, the average household size of Syrians in Turkey was determined to be 6.2. Based on this research, it can be estimated that there are approximately 470,000 Syrian families/households living outside of temporary accommodation centers. Besides the partial support from some NGOs and municipalities, more than 470,000 Syrian families without regular income are struggling to survive by working. Therefore, it is estimated that at least one person works in every household living outside of the camps. For those who live in a society and now find themselves in every part of the society, it is difficult to return.

In the light of the explanations above that some have been living in Turkey for more than 6 years and 92% of them are living in urban areas, mostly independent from the political developments in Syria, we anticipate that a substantial portion of Syrians will not or cannot return that the likelihood of them staying in Turkey permanently is high. Additionally, Turkey needs to be prepared for an increased number of Syrians, which was over 3.4 million as of December 2017. Possible border crossings and new births might cause a population increase. Another issue that will cause the increase of the number is that family re-unification might be experienced in the future. Therefore, it seems that the Syrian population in Turkey might exceed 4-5 million in ten years.

Turkey’s policies regarding Syrians have naturally been built on the concept of impermanence since the beginning. Terms such as temporary protection status, temporary accommodation centers, temporary identity cards, and temporary training centers are the products of this approach. However, the crisis did not end quickly, Syrians did not stay in Turkey for a short time, and the number of refugees was not low. In this context, it is necessary to confront the facts and to produce policies for permanence since the possibility of them being permanent has become even stronger than the possibility of them being temporary. This is called integration policy. Feelings

---
or perceptions of impermanence are not the basis for a sustainable policy for the local community or for the refugees, and it will likely only produce anxiety. It is clear that the policies built on impermanence contain risks of high cost, limited efficiency, and many future problems. Feelings of being temporary also prevent refugees from participating in work, education, and social life. This approach to policy is likely to lead to many problems that will arise in the case of them being permanent. Therefore, the dynamic process model, in which persistence is considered - especially for the “lost generation” - but efforts for return continue, is generally less risky.

In the meantime, when considering the number of Syrians in Turkey, which is more than the population of dozens of countries, it is necessary to determine a comprehensive strategy for such a large number of refugees without losing any time. Although all relevant public institutions have tried to solve problems with a superior and sincere effort over the past six years, long-term and sustainable policy and strategy are needed.

In the first paragraph of Article 104 of the Law on Foreigners and International Protection, the legislation on migration and the development of administrative capacity, the task of determining these policies and strategies was assigned to the Directorate General of Migration Management affiliated with the Ministry of Interior. In Article 105 of the same legislation, the task of determining migration policy and strategy was given to the Migration Policy Board, to be presided over by the Minister of the Interior, the secretariat of the Directorate General of Migration Management, and the representatives of the relevant institutions. Based on this information, the duties of the Board are stated below:

“Identifying and implementing migration policies and strategies; preparing strategy documents, program and application documents in the field of migration; determining the methods and measures which will be applied to the cases of mass influx; with humanitarian considerations, to determine the people who will be accepted into Turkey and the procedures and principles regarding entry and residence in the country; to determine foreign labor that Turkey needs based on the Ministry of Labor and Social Security’s recommendations, and in accordance with the opinion of the Ministry of Agriculture and Livestock, the procedures and principles for foreigners engaged in seasonal work in agriculture; to determine the conditions for long-term residence permits for foreigners; to determine the effective working relationship with foreign countries and international organizations in the field of migration and the framework of the efforts in this area and to make decisions about coordination between public institutions and organizations working in the field of migration.”
The legislation requires for the Board to convene at least once a year. The Migration Policies Board convened for the first time on February 15, 2017 and held its fourth and last meeting on December 28, 2017. This board has a significant role in terms of developing integrated policies.

Every day that is now lost, especially in the fields of education, health, placement, labor, and safety of children, has the potential to create problems for years to come, and it is essential to form a strategy to cover all institutions

B. Improvement of the Coordination of Migration and International Protection, Physical Infrastructure, and Staff Capacity

It is observed that the most frequently expressed problem of the institutions working in refugee centers or in the field is the lack of strategic decisions and the resulting lack of coordination. The lack of coordination can appear among different public institutions as well as between a specific institution's own central and provincial organizations.

Similar to the activities and services carried out by the public institutions and organizations, the coordination among local administrations and non-governmental organizations towards Syrians is very important; however, these institutions and organizations, which are generally independent from each other, do not have a common strategy and are often unaware of each other's activities or secondary legislative arrangements. There may be differences in practice, even between provincial organizations affiliated with the same administration. It is also not possible to coordinate with all Syrians in the planning of aid made by central public institutions, local governments, or non-governmental organizations. As a matter of fact, one Syrian can receive the same kind of aid more than once while another Syrian has never been able to benefit from this aid.

Accordingly, it is clear that the coordination between all relevant institutions and organizations should be increased.

For this purpose, within the context of the tasks of immigration due to the duties of Directorate General of Migration Management as established in Articles 103 and 104 of Law No. 6458, it is important to establish the communication, coordination, and cooperation among the agencies working in the field of migration by helping to identify problematic areas and to assist in programing and development of the activities of public institutions and organizations. Also, among the duties of the Migration Policy Board enumerated in Law No. 6458 is:

“...making decisions to ensure coordination between public institutions and organizations serving in the field of migration.” It is very important that the
Migration Policy Board, which held its first meeting on February 15, 2017, gets involved in regular and comprehensive meetings. In addition, careful attention should be paid to ensure the participation of reliable NGOs and academic institutions working in the field in the Board meetings, which will increase communication and contribute to the elimination of difficulties in coordination and implementation.

Additionally, considering that the Directorate General of Migration Management has only been in operation for a few years, it is important to strengthen the staff capacity of the institution, especially the capacity of the Provincial Directorates of Migration Management.

Moreover, the establishment, if not already established, of specialized units which will work directly on the foreigners’ transactions within the body of the relevant institutions will lead to significant benefits in increasing coordination among the public institutions which provide services to the Syrians.

Furthermore, we learned during meetings held within the scope of the special report that numerous tasks related to monitoring migrant activities in rural areas were given to the Gendarmerie General Command together with the Directorate General of National Police; in other words, in addition to activities related to public safety and smuggling, first admissions of the migrants (fingerprints and identification information), completion of the documents, keeping them until their referral, and submitting them to the Provincial Directorate of Migration Management (if there is a judicial situation, to the judicial authorities), dispatching migrants to temporary accommodation centers, return centers, or border gates are all assigned to these forces under the instruction of the Provincial Directorate of Migration Management. Since the Gendarmerie General Command (together with the EGM and the MIT) began to carry out security investigations on Syrians under temporary protection status, and since the Service Commands also return illegal migrants to the Gendarmerie, the workload of the General Command of Gendarmerie personnel has increased significantly.

After preparing the relevant documents by taking the identity information of foreigners rescued at sea while trying to illegally leave our country, the police and the Turkish Coast Guard Command staff, who turn them over to the Gendarmerie forces, may face difficulties in some cases during the turnover process, especially during the process of returning illegal immigrants.

The list of public institutions working with refuges in Turkey is provided in the appendix.
For example, the Turkish Coast Guard Command staff has to keep the migrants they rescue from the sea during the night until they are turned over in the morning. Hence, they cannot perform their primary duties such as sea surveillance and patrolling.

Additionally, since the Turkish Coast Guard Command does not have large enough facilities on land, irregular migrants are kept at the Coastal Support Facilities, which are built for the needs of the boat staff. These facilities are inadequate to meet the needs of the detainees; for instance, they usually do not have toilets for women. Because the facilities are not large enough, the migrants are often kept in an open area. Problems supplying accommodation and food can occur due to seasonal weather conditions. Besides that, difficulties in keeping these people under control occur when the number of migrants increases. In addition, there are not enough land vehicles to meet the needs, and Turkish Coast Guard Command staff face difficulties in housing foreigners due to physical impossibilities.

Similarly, the staff of the Gendarmerie General Command may face similar problems in terms of guarding migrants who are caught by the Turkish Coast Guard Command personnel during the transportation process to the places which are designated by the Provincial Directorate of Migration Management. In addition, we learned that all law enforcement personnel face language barriers during the registration and transportation process.

Within the context of all of these issues listed above, it might be beneficial to increase the number of personnel employed in the local police force proportionally to the number of foreigners being processed and to establish a Gendarmerie unit specialized in services for foreigners.

It is important to raise awareness about the Turkish Coast Guard Command needs in order to provide support for operations on land against illegal migration. Ensuring necessary measures are taken promptly with the coordination between all the law enforcement personnel is a necessity. Increasing the number of shelters or outposts for women and disabled persons in order to facilitate the functions of law enforcement personnel, especially for the Gendarmerie and Turkish Coast Guard Commands has significant importance. If necessary, places such as the Primary District Boarding School (YİBO) can be designated for these foreigners. Providing personnel for the Coast Guard Stations opened for the first time this year is also necessary. Assigning a sufficient number of interpreters to assist all law enforcement personnel involved in the first registration and dispatch of foreigners is also essential.
It is also important to establish a fast and problem-free mechanism for initial registration, accommodation, subsistence and subsistence of foreigners in such works that doesn’t have regular working hours. Problems may occur during the transfer of an irregular immigrant who is caught at a random location in Turkey to a center on the other side of Turkey in terms of human resources. In this context, it may be useful to increase the number of such centers.

Lastly, it is recommended that the allowances of personnel involved in the transportation of the foreigners be paid in advance and that per diem allowances of personnel who have to wait long hours at airports be increased; this may alleviate the problems that the personnel have been facing.

C. Increasing Data Quality and Sharing in Immigration and International Protection

The 119th Article of the Law on Foreigners and International Protection, in the section titled “Statistical Data,” states that statistics regarding foreigners and applicants recipients of international protection status shall be kept and shared by the Directorate General of Migration Management or provincial governor’s office according to the procedures and principles to be determined by the Directorate General of Migration Management and that statistics regarding the Directorate’s work and operations will be published in cooperation with the Turkish Statistical Institute. Furthermore, in the preparation phase of this special report, the following statements emerged from interviews with public institutions and organizations:

- There are shortcomings and irregularities in the information about foreigners including Syrians,
- In cases where there is not enough data, the relevant public institutions and organizations sometimes encounter serious problems in accessing and serving Syrians.

Firstly, it is absolutely necessary to ensure that the quality of the data related to foreigners is increased and that the records contain all necessary information (age, gender, nationality, marital status, number of children, dependents, disability status, educational status, membership in a vulnerable group, full address in Turkey, etc.) to be able to analyze the foreigners in Turkey correctly, to plan the services to be provided, and to control security threats against the country. The “Records of Syrian under Temporary Protection in Turkey Update Project”, which was first begun in Hatay by DGMM and UNHCR on January 7, 2017, has been found satisfactory.
In addition to the proper collection of such information, it is also extremely important for DGMM to take all necessary precautions to ensure that all essential information is fully and promptly shared with the relevant institutions so that they can serve Syrians and carry out requisite operations.

In addition to this, it is important that different institutions compile relevant information according to their areas of responsibility for foreigners; for this, it is necessary that the data related to foreigners should be managed from one source (Göç-Net); the relevant public institutions and organizations may be given the authority to enter data only through their Göç-Net (data deletion can only be carried out in a controlled manner under specific jurisdiction) so that the integrity and uniformity of the collected data can be achieved.

**D. Evaluation of New Legal and Administrative Regulations**

The fact that the number of Syrians exceeds 3.4 million in Turkey and the total number of refugees is more than 3.5 million indicates that we have faced an extremely serious situation. Therefore, it is necessary that the process be managed from a different approach than it was before 2011. Considering that countries in other regions of the world have been disrupted by hosting 5,000-10,000 refugees, it appears that Turkey, which has gained 3.5 million refugees in five years, may need new laws and regulations, and institutional structures, even though these refugees might possibly return to their countries.

Considering factors such as the recent increase in the number of foreigners in our country and the quality and diversity of the services offered to these people, it is important to strengthen the current capacity of related personnel. This need was often expressed in our field studies. It has been mentioned many times that it is of utmost importance that the various institutions and organizations in the negotiations take action in the field of migration and asylum within a predetermined policy and strategy; also, the establishment of a multidimensional and holistic migration policy and strategy and the integration of the work carried out on this subject could ensure uniformity. A general manager at the Ministry of the Interior has expressed his opinion that a central institution should be set up to work exclusively in the field of migration and integration and produce targeted policies.

In addition to that, it has been found that the administrative structure existing within the Ministry of the Interior and the maintenance of the distribution of duties in relation to the said work, operations, and services offered would be more beneficial in terms of specialization and effectiveness.
Besides DGMM and AFAD, which have a very successful record of process management, many public institutions and organizations are intensively involved in this process and carry out efforts in different areas. This is the reason why the need for more explicit identification of authorities and coordination in process management has arisen.

AFAD became involved in the first place to manage the Syrian crisis as an emergency, but it has increased its capacity and carried out many effective activities in the field, especially managing temporary accommodation centers. However, as likelihood of permanence comes to the forefront, that is to say, now that comprehensive integration policies are needed, inevitable legal and capacity constraints given the current structure, mission, and legal standing of AFAD, require the implementation of comprehensive coordination and integration policies and the need to redefine the role of process management.

There is no doubt that the main institution responsible for this is the Directorate General of Migration Management within the Ministry of Interior, as the 103th article of the law regarding these matters expresses clearly in the first paragraph:

**The Institution**

**Article 103 – (1)** The Directorate General of Migration Management within the Ministry of Interior has been established to apply the policies and strategies related to the area of migration, to provide coordination between related institutions and organizations, to manage the entry, residence, departure, and deportation of foreigners in Turkey, to carry out tasks and operations related to international protection, temporary protection, and protection of human trafficking victims.

Even though DGMM has been assigned by law on this issue, the magnitude of the crisis has caused a very serious burden. When considering the 3.5 million refugees in the country and the centralized administrative structure of Turkey, it seems more appropriate that an effective organization might be established as a separate ministry.70

Taking into account the risk of encumbering the structure in the short-term, a strong coordinator undersecretary or department reporting directly to the president may also be created. If a reorganization is done as explained, this new institution will have to

---

70 A report prepared by the Turkish Confederation of Employer Associations (TISK) suggested dividing the MFSP into two units, such as the Ministry of Family and Women and the Ministry of Integration, and to assign migration, refugee and integration duties to the Ministry of Social Policies and Integration. M. M. Erdoğan and Can Unver. “The Opinions, Expectations, and Recommendations of the Turkish Business World on the Syrians in Turkey.’ (Ankara: TISK, 2015).
work in close cooperation with DGMM, AFAD, the Turkish Red Crescent, and the Undersecretary of Public Order and Security, or some institutions should be directly attached to it. These new ministries or the undersecretary or department should also be prepared to take a role in the effective functioning of local governments, which are extremely important in the process.

When considering the number of refugees in Turkey, the nature and diversity of services offered, and the significant economic, social, political, and security impacts of migration on our country, it is very important to establish the necessary policies and strategies for immigration in advance. More importantly, the policy and strategies for immigration must take a holistic and long-term approach, and our country, which has the largest refugee population in the world, must act within the framework of a strategy of immigration which takes into account economic, social, and political aspects.

The role of the UN in immigration and refugee crises can succeed in cooperation with the political decisions of the countries and their stances on migration. The Syrian mass migration is an example of failure for the UN. The Syrian crisis and subsequent migration movements and the reaction of other countries show that the structure of the UN must change.

II. The Registration Process

The first and a very important part of the process management carried out in relation to the Syrians entering our country is the collection of reliable registration information and data. Many aspects are of great importance for creating records in an accurate and detailed way, as well as for security issues, and planning and implementing the measures to be taken. Information on issues such as gender, age, education level, occupation, disability is of great importance in all kinds of plans to be made.

However, since Syrians started coming to Turkey on April 29, 2011, both the technical impossibility caused by the number of refugees exceeding 100,000 per day and the fact that the Directorate General Migration Management was not legally established until April 2013 and only started acting in April 2014, when they started taking systematic biometric records, there were problems with the records taken between 2011 and 2014. It is clear that in any country or region of the world, it is not easy to register such a crisis when the number of refugees is so high. On the other hand, we have learned that most of the Syrians did not carry official documents that allowed us to confirm their identity, and some are hesitant to share their identity information because of fears related to the situation in their country. In practice, they were registered based on verbal statements, so it is not surprising that there are some problems in terms of the reliability of the
information provided. Another disadvantage of this system is that they may change addresses that they verbally declared, which may cause problems related to the other issues mentioned previously.

DGMM continues the registration process, but in the meantime, they are working with UNHCR to update the records of Syrians under temporary protection in Turkey. After updating their fingerprint records and details, DGMM will issue secure digital identity documents.

The work initiated in Hatay on January 7, 2017 will play an extremely vital role in organizing assistance, controlling high mobility, providing security, and enabling refugees to access their rights. It will be more likely that the strategies will be carried more accurately after the records are made more reliable.

Another important problem in the registration process is the lack of information on socioeconomic data, which is of great value for the refinement of the detailed characteristics of the refugees. For this reason, it is extremely important to create more accurate records in terms of process management.

The mobility of Syrians in Turkey creates an important problem when it comes to managing the process. It is believed that having strict regulations in this area will not be effective enough to alleviate human rights issues. What is important is the development of a mechanism that will provide monitoring of refugees. This is vital in terms of security, which is of utmost importance; it is considered necessary to implement the distribution of digital chip ID cards so that this can be done.

◊ Pre-Registration Process

After a Turkish citizen who declared himself to be Syrian and received a temporary protection identity document committed a suicide bombing, the security of the registration process was reevaluated. On March 15, 2016, Circular No. 2016/8 on “Procedures and Principles for the Implementation of Work and Procedures Related to Foreigners under Temporary Protection” was issued to create a pre-registration process. With the beginning of this new process, granting temporary protection status and identification document during registration were stopped except for in special cases, and instead, the pre-registration process was introduced. Security and intelligence units conduct investigations using the information gathered in the pre-registration stage; if no problems are identified, temporary protection status is granted. The pre-registration period has a 30-day time limit but can be extended upon request of the relevant institution.
For those who do not pass the security investigation, there is no option to send them back to Syria, so they must be kept at deportation centers. Within this scope, the Syrians who do not pass background checks are evaluated according to Article 8 of the Temporary Protection Regulation.

In addition to this, it is also possible that institutions such as EGM, the Gendarmerie and MIT can extend the 30-day period for security investigations of Syrians applying for temporary protection; accordingly, these individuals may encounter delayed receipt of their foreign identity numbers which will enable them to access the rights and facilities granted to them in our country. It is necessary to provide personnel support to the security units in the areas where the relevant investigations are conducted; to maintain public security these investigations are important, but the capacity to accelerate the process needs to be increased. Pre-registered Syrians can suffer as a result the prolonged waiting period because they cannot access rights and services during this time. In fact, the reason for this practice is that those who were accepted into the country without a completed security investigation do not have a different status than others who have temporary protection ID cards. Even if the investigation results in a denial of status, these applicants can remain freely in the country until the investigation is completed. Therefore, this can create security problems.

On the other hand, there are complaints that pre-registered people face problems in using many public services. These include access to health services, children’s school enrollment, social assistance and ability to travel throughout the country. The main source of the problem is that security checks take time. The absence of relations with the Syrian Arab Republic makes it difficult to conduct a security investigation and causes delays. On the other hand, it is clearly necessary to conduct security investigations before the temporary protection status is granted. However, the distinction between those who enter the registry and access to public services causes significant grievances. In this context, it is necessary to remove the obstacles to accessing services even if the investigation extends beyond 30 days, these applicants should be able to benefit from services like those who have temporary protection status. Enrollment in school and access to medical services for pre-registered individuals is often left to the initiative of the local authorities. For a while, enrollment for children who have pre-registration was left to the discretion local administrators, some of whom did not want to enroll students without a temporary protection ID card. Therefore, there have been some different applications throughout the country. However, in a meeting with Ministry of National Education officials, we learned that the situation has changed; children are enrolled in schools all over the country in order to prevent them from being deprived of the right to education. Similar arrangements are needed in other service areas.
III. The Language Barrier and Translation Services

The main problem Syrians encounter is a language barrier to accessing services, the transmission and determination of requests and wishes, and their integration to society.

Considering the diversity of services offered by institutions and organizations and the number of Syrians wanting to benefit from these services, qualified and professional translation services are needed in many services, especially health services and judicial issues.

In this context, especially for those of school age, the Ministry of National Education and universities should cooperate with NGOs to bring projects to teach Turkish to life.

In addition, in order to reduce the language barrier, which is thought to directly affect the content and quality of public services for Syrians, it is important to have experienced interpreters within administrative institutions.

As Syrian refugees are becoming more and more permanent, Arabic language options must be provided on government internet sites. This will be a big step in order to monitor bureaucratic issues and the integration of Syrian refugees.

IV. Information Activities and Legal Aid Services

It is observed that the Syrians who live in our country are not always well informed about the rights and obligations they have and the related legal changes and developments.

Various non-governmental organizations and public institutions have been providing legal counselling to foreigners; also, although the bar associations also give legal aid services to people who benefit from international protection and temporary protection, it is important to strengthen the occupational capacities of lawyers working in this area. It would be helpful to increase the number of projects among the bar associations, non-governmental organizations, and public institutions.

In addition to this, especially considering the provinces where many Syrians live, the population served by the bar associations is increasing, and the bar associations cannot handle the increasing demand for legal aid due to the inadequacy of resources.

In this context, considering the number and needs of the persons benefiting from international protection and temporary protection in the planning and allocation of legal aid budgets will facilitate the provision of necessary and qualified services for those who need legal assistance.
V. Accommodation and Placement

As is often expressed throughout the report, 7.45% of the Syrian population in our country, which is more than 3.4 million, is living in the temporary accommodation centers, and other remaining 92% is living in the 81 provinces of our country.

Syrians who reside in cities rather than in TACs have created a serious demand for rental housing, especially in the border provinces, and this situation has increased the rent prices notably; for this reason, both Syrians and local people who are looking for affordable rental housing and students, civil servants, or workers coming from other cities have experienced difficulties in this regard. In our meetings, people stated that the increase in rent prices caused Syrians to stay in places that are inadequate and in bad living conditions, sometimes with more than one family living together. Also, Syrians who live together in crowded housing sometimes create dissatisfaction and complaints among the local people. In this context; it is important to expand the social housing projects currently in progress throughout the country and in particular to direct the attention of the international community to this issue.

A fair sharing of burdens is needed in order to find a lasting solution to the problem of housing.

Taking the above-mentioned points into consideration, it is possible that the public housing administration (TOKI) in cooperation with municipal administrations can build new social housing with very low rent for refugees, but the possible reactions of the Turkish society should be taken into consideration. Their support is necessary to develop peaceful coexistence. When regional preferences are made in these placements, this should be done very sensitively and in a way that does not cause perceptions of ethnically-based placement; otherwise serious tensions and conflicts may arise in the near future.

◊ Temporary Accommodation Centers

All the needs of Syrians in the temporary accommodation centers (TACs) are fulfilled by coordination of the AFAD and the relevant public institutions and organizations; all the people in the families, including newborn babies, are provided regular financial support by AFAD and the Turkish Red Crescent every month to ensure their basic needs; in addition to accommodation, schools, polyclinics and vocational courses are provided free of charge within these centers; the Syrians are able to produce materials for themselves free of charge in the vocational training courses in these centers, and they can use the revenue obtained as a result of the sale of these products for their own
needs; these people living in TACs are allowed to leave the center and work. In other words, the opportunities provided to the Syrians in these centers are much broader than the opportunities provided for the Syrians located in the cities, who have meet their own needs.

During the field visits made within the framework of the report, we saw that the services provided and the activities carried out at these centers have high standards that are exemplary for other countries; moreover, Syrians were found to be generally satisfied with the physical conditions of the TACs and the services provided. On the other hand, it was observed that especially those who stayed in tent cities did not have full possession of privacy; this situation becomes more difficult as a result of marriages. In addition, Syrians who live in the tent cities are not able to meet their bathing and toilet needs, because these structures are far away from some tent residents, and they sometimes experience difficulties accessing the facilities. However, it was observed that the camp administrators showed a special sensitivity to this issue, especially in terms of the elderly and the disabled, and carefully evaluated the requests made in these matters.

In addition to this, we learned that the tents used in the tent cities must be replaced periodically with new ones due to wear.

Although TAC residents are pleased in the short run, in the mid- and long-term, the camps are naturally isolating, which is considered to be a problem for future integration efforts. There is also the possibility of complacency and laziness caused by the fulfillment of all needs in TACs. There is a significant number of people who have been residing in TACs for more than 3-4 years but have almost no contact with the outside world. In this context, the communication of people living outside the centers with the outside world is naturally higher and more valuable. In addition to these issues, when the number of Syrians living in TACs and the number of Syrians living in city centers are taken into consideration, the question of which Syrians can stay for how long in these centers is again an important point.

The first paragraph of Article 23 of the Regulation on Temporary Protection, entitled “Procedures for Referral to Temporary Accommodation Centers” states that foreigners will be placed directly or from the referral center in TACs based on the capacity as reported by AFAD; DGMM determines the location in coordination with the governorships. The second paragraph states that during transportation to the TAC determined by DGMM, conservation will be given to the foreigner’s requests, family situation, and special needs; however, there is no detailed explanation of this issue, and the duration of stay is undefined. Thus, some families with young children who do
not have special needs and who can work stay in these centers; some families whose children have disabilities are experiencing more difficult conditions outside the center.

In this context, firstly, it is important for DGMM to clarify the relevant principles and procedures under which Syrians will be taken to TACs and provided with free housing, as well as how long the foreigners can stay in these centers.

Within this context;

- In consideration of cost to benefit, we recommend that tent cities be transformed into container cities,
- TACs should be used for emergency response purposes; in other words, these centers should operate not as permanent accommodation but as the first intervention and rehabilitation center,
- It is important to ensure that vulnerable groups (people with disabilities, the elderly, single mothers with children, victims of severe trauma, etc.) who are unable to work are allowed to stay in these centers,
- Vulnerable groups and other needy foreigners should leave the center and be integrated with society after the rehabilitation process (psycho-social support, vocational rehabilitation etc.); in other words, these temporary centers are not seen as a permanent solution,
- It has been deemed necessary for the TAC to be gradually evacuated in the process, except to allow some disadvantaged and vulnerable groups to stay.

VI. Security

Along with the crisis in Syria, Turkey has been exposed to mass migration, and this situation has naturally brought with it many security risks. A significant proportion of these risks are caused by the difficulty of ensuring border security in the destabilized zones and the presence of terrorist organizations in the region. Security risks have to be taken into account in all strategies to be mentioned. It is estimated that there are 7 basic areas of security risk in this regard:

◊ **Border Security:**

Firstly, it is important to improve the security of Turkey’s borders with Syria, Iraq and Iran. Being able to control border crossings is of vital importance, especially considering the serious problems of terrorism and radicalization in the region.

Recent procedures and measures carried out in cooperation with the EU will enhance border security.
◊ Infiltration in Registration

The risk is that members of terrorist organizations and organized crime networks are registered Syrian refugees in order to conceal their identities, and it will be very difficult to track these people who are registered. For this reason, it is necessary to check the records that were made previously and to register future entries with the support of security experts.

◊ Those Staying without Registration

Another security risk is the possibility of Syrians and other refugees, especially those who have not been registered, to turn into highly useful informal elements for organized criminal organizations. Security concerns must be taken seriously, especially when organized criminal networks are recruit unregistered refugees for “unsolved” crimes.

◊ Risk of Increase in Common/Petty Crime

Another security issue is the possibility of an increase in petty crimes. Although a fairly positive picture is displayed in criminal statistics up to now, the possibility of changes in the current situation in such a large population should be taken into account when considering a population of over 3.4 million.

◊ Radicalisation

Another important security risk is the tendency to radicalize. Some NGOs operating within the scope of humanitarian aid in the region have the potential to educate refugee children in the direction of radicalization.

◊ Human trafficking

In recent years, refugees have increasingly become targets of intense interest by human traffickers, and the growing human trafficking sector plays a role in triggering other illegal activities. Along these lines, it is necessary to be sensitive to kidnapping and the use of victims for commercial purposes, especially women. Effectively dealing with the favorable atmosphere this crisis has created for organized crime networks is of great importance to Turkey.

◊ Potential of Social Tension and Conflict

Security concerns are at the forefront of issues that make local people uneasy about mass migration events. The presence of Daesh and similar terrorist organizations and an unstable and controversial situation in Syria and the region further increase unrest. In addition, the
local community notices and criticizes aspects such as the behavior of many suburban refugees such as cultural differences and the failure to comply with traffic rules, disruptions in public services, the rise of rental costs, informal labor, and begging. For this situation, in general, perceptions play a dominant role. It will not be surprising that all of this increases the potential for tension and conflict in society. For example, even if 99% of the Syrians live harmoniously with the local community, it is possible for negative reactions to emerge, such as wrongs committed by 1% being extended to all Syrians. Similarly, due to an image created by a small proportion in a population exceeding 3.4 million participating in begging, the label has caused problems. It is necessary for the establishment of a peaceful common life to avoid practices and statements that would increase social tensions. An important issue is to prevent the Syrian population from being humiliated. We do not expect that all of the Syrians who escaped from the war will appreciate and be happy for the support and sacrifices of the Turkish society. It is a necessity for both our humanity and our country to develop the mechanisms in which Syrians who have escaped from trauma and have not had access to education and work opportunities, will live honorable lives. Otherwise, the accumulation of possible anger may lead to serious problems after a while.

In the context of security risks, some of the issues mentioned in the previous paragraph were also observed during the study visits. Within the scope of this, we have learned that the local people who live in the border regions near Syria were worried about losing their jobs due to the Syrians, finding affordable housing, and experiencing delays in the delivery of health services due to crowded hospitals. In addition to this, there is a growing perception among the local people that Syrians disturb the peace; however, contrary to rumors that Syrians disobey the rule of law, the rate of judicial incidents in which the Syrians were involved was low. Judicial cases usually originate from hostility among themselves, and Syrians are the plaintiffs in most judicial cases. In this context, it is extremely important for the public to be properly informed in order to avoid such negative perceptions and possible tensions and security risks.

In addition to these security concerns, as stated in the section entitled “Registration Process” above, we learned during our visits that before the registration of the Syrians institutions such as EGM, the Gendarmerie, and MİT may not always be able to complete the security investigations within 30 days. For this reason, some Syrians are pre-registered and placed in TACs, and during this period some others live freely outside of the camps. This situation contains some important risks; therefore, in order to expedite the process, the number of the personal needs to be increased, and even if the security checks will take longer, some necessary precautions need to be taken and the people whose investigations have not been completed yet need to be monitored.
Additionally, when we consider the increased security threats to our country, the Bureau of Risk Analysis includes EGM units from DGMM, Counterterrorism, Intelligence, Public Safety, KOM, Drug Control, and Gendarmerie, as well as psychologists, sociologists, and interpreters in some airports; these units should operate throughout Turkey, as it would be beneficial for foreigners who enter Turkey to first be subjected to detailed interviews. In addition to the above-mentioned points, it is evaluated that continuing efforts to strengthen the measures taken to prevent uncontrolled transit over the Syrian border with modern equipment will contribute significantly to the efforts to increase security.

Finally, it is important to provide religious services with the accreditation of the Directorate of Religious Affairs and educational activities for persons under temporary protection in order to prevent radicalization and it will be beneficial to carry out the necessary arrangements in the Regulation on Temporary Protection.

**VII. Healthcare Service**

As a result of field visits and interviews with various partners, the following were observed; the Syrians staying in TACs do not suffer from any difficulty in accessing healthcare, there are well-equipped health units in the centers and a sufficient number of doctors, there is no problem with supplies of medication, and in cases where the facilities of the health units in the centers are not sufficient, the patients are immediately referred to hospitals.

However, the biggest problems in healthcare services arises from a lack of capacity in urban centers with large Syrian populations. Population mobility, especially in border areas, is an obstacle to standardization in health services. Periodic increases in the number of casualties due to developments on the Syrian border and high birthrates among Syrians increase the needs of the health services in the region. The resulting capacity problems can reduce the quality of service and inconvenience and frustrate local people and lead to the dissatisfaction of health personnel.

On the other hand, it has been observed that the most important obstacle in the health services offered to the Syrians even in TACs, is the language problem. As a result of the interviews, it has been learned that the appointed interpreters do not always have a command of terminology related to health and that sometimes effective communication cannot be established between the relevant health personnel and the patient. In the city center hospitals, language problems are a separate problem due to the absence of interpreters.
The emergence of infectious diseases during migration is a possible situation, and the Ministry of Health is particularly attentive to the vaccination of infants and children since it is a threat to the health of the whole community. Health services are provided irrespective of possession of temporary protection identity documents in case of infectious diseases. However, monitoring vaccinations for migrants who live outside of TACs is not easy because it is common that Syrians not present at the addresses they declared during the registration process. For this reason, mobile health services are visiting homes individually to try to overcome this problem.

On the other hand, in studies conducted within the context of information infrastructure, we learned that a protocol has been made between relevant administrations in order for data sharing and cooperation between Sağlık-Net and Gökç-Net systems; in the meantime, there are some problems with regular data collection and sharing, but integration efforts between Sağlık-Net and Gökç-Net are coming to the last stage in order to eliminate them.

In the scope of the mentioned subjects, it is important to the following points are considered:

Assessment of the provision of detailed information on matters such as the residence addresses of the Syrians in the area where the health workers are in charge and population information about the residents;

**Assessment of continuing mobile health services;**

Assessment of the consideration of these persons, as well as those injured while crossing the border, in the personnel, equipment and facility planning of the health institutions in the provinces where TACs are located and the majority of persons in temporary protection live;

Assessment of continued special activities and campaigns, especially to inform mothers about maternal and child health, and to ensure the widest possible distribution of informative materials on health services and vaccination efforts;

Assessment of continued field and survey studies, data collection activities, and health screenings in TACs and in provinces for the identification of persons who may have trauma, disabilities and special health needs;

Assessment and supervision of the continued employment of Syrian health personnel with the necessary qualifications in the relevant institutions.
VIII. Psychosocial Support Services

In emergency situations, one of the priorities is to protect and improve people’s mental health and psychosocial situations. Otherwise, untreated situations may threaten peace, human rights, and development in the long term. It is known that in the case of war and migration situations, women and children are usually the most affected, the psychological state of a mother will also affect the child, childhood traumas are reflected throughout life, and can lead to consequences such as drug abuse, depression and aggression in the child’s future life, thus negatively affecting the environment of the societies that they live in. It is clear that Syrians need psychosocial support, considering that they had to leave their country after experiencing a war environment, and finally had to take shelter in Turkey and continue their lives in a different environment which they had to adapt to having lost some of their family members.

In addition, there is the matter that TACs are not intended or suitable for long-term housing, the fact that large families have to live in small areas, which can have developmental and psychological risks, especially for children, and that the lack of psychosocial support can create long-term problems. According to the circular on the “Execution of Services in Temporary Protection of Foreigners,” the Ministry of Family and Social Policy is responsible for psychosocial support services for foreigners under temporary protection; in addition, it has been observed that psychosocial support services are provided through activities organized both by municipalities and non-governmental organizations.

However, there is a need to provide a standard in the services offered by different institutions or organizations. At this point it is also necessary to be competent to identify the special needs of the persons who will be able to act in accordance with the needs and sensitivities of the target group when considering that the primary target to be supported is vulnerable groups. Qualified professionals are necessary for this.

It is believed that children are more emotionally, physically and psychologically fragile; in migration, these fragilities have increased significantly. The perception of violence may differ in children, so it is important to listen to children. The child who is exposed to violence often cannot express it, migrant children in particular are exposed to very different types of violence. The interviews we conducted are important at this point, revealing that children benefit more from peer education, and every age group can express themselves in different ways, including painting or writing, so it is necessary to establish standard psychosocial support modules for children considering all these criteria. In addition, psychosocial support is available not only on demand and in TACs
but also throughout the country in order to ensure regular coverage of Syrians who
have escaped from the war. If Syrians outside the TACs do not live at their registered
addresses, psychosocial support services are also disrupted. In this context, strengthening
existing communication and coordination between MFSP and DGMM, which holds
the records of the Syrians, is of importance.

Community centers are very important and provide critical services for Syrians residing
outside of TACs. Multi-purpose community centers have the potential to play a special
role in the integration of Syrians in Turkey, and an important function of these centers
is providing legal information and counseling services. It was observed during the field
visit to the Red Crescent Community Center that the women who participated in
the course were socialized, learn a skill, and are happy, and children whose mothers
participated in these courses could spend time in child-friendly spaces. However, it
should be noted that this is a project, and its sustainability must be ensured. On the
other hand, NGOs that request to open a community center need to be scrutinized
and their activities controlled. It may also be useful to have liaison officers from MFSP
when considering the services provided by community centers operated by NGOs. For
example, if any domestic violence or sexual abuse cases are detected, or if unaccompanied
children are found during the field visits, the presence of a ministry official will ensure
that the appropriate procedures are performed in the most accurate and expedient
manner possible.

Interpretation services are important in every area of the process; however, this becomes
more important when the subject is psychosocial support. Especially women and
children, who are among vulnerable groups, need to trust the person they are talking to
and communicate properly so that they can share the trauma they are experiencing. So, it
is important that the person who will provide the translation service is experienced and
well-equipped in this area. In this context, there is also a need for Syrian professional
staff.

In addition, we have determined that improvements in benefits for temporary staff
working in TECs, including MFSP staff, are necessary, and that would motivate the
staff and increase the quality of the services provided. The staff who are providing
psychosocial support to Syrians may occasionally experience secondary trauma, and
the effects of such secondary trauma should not be ignored in the planning of these
services. It is important to keep data on the psychosocial support services provided by
the MFSP, and sound reporting is vital in facilitating and planning such services.
IX. The Education of Syrian Children

The fact that almost half of the Syrians in our country are children and the high birthrates, educational services have undoubtedly crucial importance in order to prevent having a lost generation by children’s missing education. In addition, since the end of the Syrian crisis is unpredictable, it is a necessity to facilitate social integration. Language is one of the main elements of social integration, so learning Turkish has great importance.

According to the data dated October 2017 from the Ministry of Education, the number of Syrian students attending school was 618,948. Of these children, 32,538 were attending pre-school education for children under 6 years old, while 577,864 students in the 6-17 age group were attending the 1st-12th grades. About 59% of the Syrian children, or around 833,000 total, were enrolled in school; the enrollment rate increased to 63% in the 2017-2018 academic year. The number of people who studied in Turkish-medium schools and received education based on the Ministry of National Education curriculum was 351,135 in 2017, which is 57% of those who go to school.

The Ministry of National Education, which is responsible for the execution of educational services, has observed the necessity of permanent and sustainable solutions which require intensive and self-sacrificing work. Based on recent decisions made by the ministry, it is clear that the policy put into practice by the Ministry is aimed to make Turkish language education more common.

However, although Turkish language lessons were added to the Arabic curriculum taught in the temporary training centers, it was observed that most of the children in the temporary accommodation centers did not need to speak Turkish; therefore, they could not learn Turkish. This situation should change promptly. Hence, it is necessary that the 404 TTCs be closed as soon as possible and students be transferred to Turkish public schools.

Children who attend TTCs also have a high risk of joining the missing generation. The Ministry of National Education also decided that TTCs should not take any more students, especially in first grade. They need to be closed gradually, and their students should be transferred to public schools. Within the context of this policy, it is expected that the “Supporting the Integration of Syrian Children in the Turkish Education System Project,” which is being carried out with the EU and has a budget of 500 million euros will make a significant contribution to the situation.

When we look at the levels of Syrian children who attend school in Turkey, we see that the primary school level enrollment went up to 98%, the middle school level increased
to 53%, and the number of high school students fell to 23%. This situation is very problematic; the children in the upper level should be prepared for Turkish education and directed to Turkish public schools. Additionally, school drop-outs should also be prevented.

A significant proportion of the school-aged Syrian children in Turkey either did not have the opportunity to go to school, do not speak Turkish, or preferred not to study.

Boys who aged 12-13 years are included in working life while girls are not encouraged sufficiently to go to school by their parents, and they are especially disadvantaged after a certain age.

The provision of Arabic language education to Syrian children as well as their integration into the Turkish education system are both of importance. Syrian children who have been away from school and education for the last five years are at serious risk of losing their writing and reading skills in Arabic.

Necessary planning should be carried for the more than 13,000 teachers, who are still volunteer teachers in TTCs, so that they can teach Arabic to the Syrian children being transferred to public schools. The “Supporting the Integration of Syrian Children into Turkish Education System Project” aims to provide Syrian children with important opportunities for learning Arabic.

Considering the number of Syrian children between the ages of 5-17, which exceeded 970,000 in the 2017-2018 academic year, and more importantly the alphabet and language difference, it is clear that a system and development of capacity for Arabic language support will require significant time and financing, and the education system will face an additional burden caused by Syrian children. The presence of a very high number of Syrian children in some regions further increases the capacity problem. According to the statistics of the Ministry of National Education, we know that the average number of students per teacher in Turkey is 19 for primary school, 18 for middle school, 20 for general high school, and 14 for vocational and technical high school. In this context, it follows that approximately 30,000 additional classrooms are needed and approximately 45-50,000 new teachers to meet the needs of all Syrian children calculating based on 29-30 per classroom. In order for Turkish teachers to be equipped to teach Turkish to foreign children whose alphabet is different, at least 3 months of training will be needed; these teachers must first be sent to certification courses for “teaching Turkish to foreigners.”
Being raised an uneducated generation would undoubtedly lead to increased crime rates in the long-term. In addition, education is a very important part of social integration. Therefore, the measures to be taken should be such as to facilitate Syrian children’s access to education and to increase the enrollment rate. Some actions are important for this purpose, such as raising the awareness of Syrian families and efforts to relieve possible worries. These efforts should include household visits, continued aid programs that provide economic support to Syrian families who send their children to school, and the appointment of guidance counselors who speak Arabic, with priority given to schools in the regions where most Syrians live. In addition, it is important to implement a standard process across provinces to enroll Syrian children to ensure that those without a temporary protection ID card are admitted to schools so that they are not deprived of an education.

Because the teaching of Turkish as a second language is a special area of expertise, it is necessary for teachers to be trained in this area. With this objective, the “Turkish for Children” language teaching curriculum is being prepared by the Yunus Emre Institute in accordance with the qualifications of the pre-school and elementary school target groups; it aims to teach the Turkish language through games, activities, and songs to age groups and is a good example. It would be beneficial to ensure that these and similar applications are distributed and standardized throughout the country, and the support and cooperation of non-governmental organizations are necessary when these activities are carried out.

However, it is also important to ensure that the quality of education is not reduced with the increasing number of students due to the registration of Syrian students in public schools; for this reason, it is necessary to provide the requisite number of physical facilities and teacher capacities, as well as teachers and staff for the schools who are specially trained in Syrian children’s culture, as well as the effects of war- and migration-related trauma. Parents and Turkish students should also participate in informative activities that raise awareness to prevent possible negative reactions and overcome possible worries about Turkish education standards falling due to the presence of Syrian children in the schools.

**X. Right to Work and Employment**

The “Regulation on Work Permits for Temporary Protection for Foreigners,” which allows Syrians under temporary protection in Turkey to work and which entered into force on January 15, 2016, has a very strategic precaution and is a complete revolution in terms of legislation on foreigners. It also ensures the Syrian refugees can earn their
own living to provide for their families in order to maintain their lives in harmony and without being a burden to the society which they live in.

The Syrian population between the ages of 15-65 who can potentially work is around 1.9 million. However, it is estimated that number who actively want to be included in the labor market is 1.5 million. Some Syrians have been living in Turkey for more than 5 years, and on average more than 3 years, and more than 92% are living in urban areas. All the expenses of the 235,365 people living in the camps run by our country are covered, and financial support is also provided by creating programs such as the Turkish Red Crescent Card which is externally funded.

However, the situation is very different for the 2.8 million Syrians living outside of these camps. “Urban refugees” who do not have regular and sufficient income from public institutions or NGOs have to work. There are at least 500,000 Syrians who choose to live in cities and have the opportunity to work. It is common that more than one person in each family is working because wages are frequently low. However, regulations on the right to work have not sufficiently prevented Syrians from engaging in informal labor. According to the information given by the Ministry of Labor as of August 1, 2017, 5,055 Syrians under temporary protection status in Turkey have received work permits. In fact, informal labor is one of the most serious problems of the Turkish economy, and according to TUIK data, 34.2% of labor was done by informal workers as of May 2017. Thus, it is not surprising that refugees are engaged in informal labor. According to TUIK data, the general unemployment rate was 10.2% as of May 2017 and 19.8% among the younger population. 3,225,000 people are still unemployed in Turkey.

According to the regulations on labor rights, Syrians who have temporary protection status for at least 6 months are entitled to work for minimum wage upon the request of the employer. The minimum wage in Turkey costs for an employer are approximately 2,000 TL. This is also an important reason for the widespread informal labor. Other than a small number of Syrians who have special skills, there are very few working with permits in Turkey.

People who had worked in various economic sectors in Syria and came to our country due to the civil war want to continue earning money, gaining work experience, and maintaining their assets in business. As a result, the number of firms opened by Syrian investors bringing their capital to this country has increase significantly compared to

---


before the crisis. Syrians who are skilled as tradesmen and craftsmen are undertaking commercial activities; they open small and medium-sized enterprises and bring dynamism to the economy of the city where they live. For example, the number of Syrian firms in Gaziantep province increased from 60 before the civil war to 879 in 2016. Syrian merchants export Turkish goods through their business connections in the Middle East market, which contributes to lowering the effects of the crisis on Syria in terms of continuing trade between cities on both sides of the Syrian-Turkish border. Additionally, Syrians close the gap in labor in the agricultural sector, particularly in the border provinces.

According to information received from the Ministry of Economy, there were 6,528 Syrian capital companies operating in our country as of August 1, 2017. To examine the sectoral distribution of companies with Syrian capital in Turkey, a total of 3,499 companies are in the wholesale and retail trade sector. Syria is second only to Germany in the number of companies with international capital across Turkey.

According to information received from the Union of Chambers and Commodity Exchanges, there were a total of 6,505 Syrian nationals among the partners during the period between 2010 and July 1, 2017, and 33 joint stock companies and 1,087 limited partners were established in the first 7 months of 2017; from this information it is not possible to determine how many Syrian nationals are shareholders in the total number of joint stock companies at present because there is no obligation to register and declare share transfers of joint stock companies in the Turkish Commercial Code.

On the other hand, Syrians have been working in the agricultural and construction sectors and in small businesses at a lower cost than our citizens, in the informal economy and sometimes in seasonal employment; this situation has become a problem in itself and has caused the perception that the Syrians are stealing job from locals and cause unfair competition.

A few important points on Syrian labor should be underlined within the scope of the aforementioned situation: Syrians who are trying to find their place in the labor market are willing to work in unskilled jobs they accept cheap wages and informal work.

1. Syrians create their own employment and open workplaces.

---

74 The Turkish Union of Chambers and Commodity Exchanges letter dated August 17, 2017.
75 At present, there are evaluations of at least 10,000 enterprises in Turkey, some of which are formally affiliated with Syrians and some of which are in partnership with citizens of the Republic of Turkey.
2. The Directorate General of the International Workforce was established within the Ministry of Labor by the International Workforce Law No. 6735 dated August 13, 2016 and was authorized to protect the rights of all foreigners, including Syrians. The same law also introduced the “Turkuaz Kart” application, making an important arrangement for skilled foreign workers. However, since Syrians are attractive to employers because they will work for lower wages, it is not realistic to register them in the short and mid-term. The most important contributor to the scheme is that the skilled workforce will remain in Turkey. Considering that there is a need for a qualified Syrian workforce, especially in the integration process, it is considered necessary to make efforts to keep such people in the country.

3. Preventing child labor and abuse is a matter that needs to be meticulously addressed. First of all, financial support should be given to families who send their children to work in order to sustain their lives. Otherwise, parents will prefer to send their children to work instead of sending them to school.

4. There is a need for reliable data on the professional competencies of the Syrians living in Turkey. In this context, it is necessary to develop an employment policy for urgent qualification analyses (“skill mapping”) and identify regional and occupational needs of the country.

5. It is important to increase investment opportunities for Syrians, to increase consultation and incentive mechanisms, and to establish special consultation centers in the municipalities and industry-trade rooms for this purpose to ensure efficient and correct investments in the sectoral and geographical sense.

6. It would be beneficial to draft some regulations to give businesspeople under temporary protection status freedom of movement since it is a necessity for the nature of commercial activities.

7. In addition, the growing concern among local people about privileges given to Syrians in legal requirements to establish businesses may be a cause of tension for local business owners operating in the same area and may cause unfair competition. It is necessary to take this issue seriously because of the reasons mentioned above in order to prevent reactions against Syrians and to maintain a peaceful work environment.

8. In this context, taking necessary precautions should be taken to prevent Syrians from working as an informal and cheap labor force, strengthening and disseminating the understanding that there is support for the Syrians in order to
lead their lives in better conditions in business life and contribute to economic and social integration.

◊ **Enabling Qualified Syrians Stay in Turkey**

The proportion of Syrians in Turkey who have vocational training and who have graduated from higher education seems extremely low. Within the scope of the information received from the Ministry of Development’s 2016 report, 33.3% of Syrians are illiterate and 5.6% have a high school education or higher. Because many of the Syrians who have come to Turkey are from Northern Syria, a traditionally disadvantaged area, and the majority of educated Syrians went from Turkey to Europe in 2015, the level of education of the Syrians in Turkey is much lower than in other countries. Thus, it is necessary to develop incentive policies in order to ensure that the educated and professional Syrians in Turkey continue to stay in Turkey. This is important not only for the acquisition of educated refugees as a value for the Turkish economy, but also for integration policies; the very small number of educated Syrians in our country is particularly valuable as bridges for integration politics and channels for dialogue; it is therefore essential that measures to ensure these persons stay in Turkey are based primarily on willingness and incentives.

Syrian academics who worked in universities in Syria before April 2011 and then came to Turkey have a special place among the educated Syrians. In this regard, studies conducted under the leadership of Hacettepe University’s Center for Migration and Political Research were evaluated by the Prime Ministry and Higher Education Council, a portal was established for Syrian academics and employment, and a commission consisting of Turkish and Syrian academics was established. The total number of Syrian academics working in Turkey during the period of 2016-2017 is 334, and most of them are working in the theology faculties or teaching the Arabic language. There are 14 professors, 14 associate professors, and 93 assistant professors among the Syrian academics in Turkish universities. Apart from these, most of the Syrians who are teaching assistants, research assistants, lecturers, and specialist staff do not have a title of PhD. Although the numbers are very small, it is clear that academics will play a crucial role in the integration process. It is estimated that the number of Syrians who worked in universities in Syria before 2011 but who cannot find a job in Turkey or who are working in a job other than his or her profession is about 300.

Special measures and incentive mechanisms need to be developed for this group. The universities and the Yunus Emre Institute should work harder to give academics free intensive language courses in fields where language barriers play an extremely important
role. Another important problem is the natural disadvantages that Syrian academics face in the competitive environment of Turkish universities. Within this scope, YÖK has an important opportunity to create special positions for Syrian academics and distribute them among universities. As of 2017, the number of universities in Turkey was 183, including 118 state universities. Currently there are 128,337 teaching staff in Turkey, including 59,209 professors, associate professors, and assistant professors. If YÖK allocates 5 positions in each of the 118 state universities for Syrian academics holding PhDs, this could solve the problem quickly.

In this way, it is thought that by receiving support from foreign funds, it will be possible to prevent Syrian academics from leaving our country, and also to be able to bring some of them back to our country.

◊ Vocational Courses

Adult education and vocational courses should also be given importance in educational plans for Syrians. In this regard, many institutions in the country have opened language and vocational courses and issued certifications, often by using international resources. It is estimated that over 150,000 certificates have been distributed in the last five years. However, it is understood that there are problems especially in the planning, quality, determination, and implementation of vocational courses.

There is a huge risk that vocational courses which are not carried out in accordance with the actual needs of the economy will become only a certificate distribution vehicle. It happens that a large number of people are unemployed even though they have a certificate, causing frustration. It is necessary to conduct nationwide and local planning for vocational courses, to include professional chambers in this process, and to give training to refugees based on the needs of the economy.

In this context, İŞKUR’s “On the Job Training Program,” provides employers with an important opportunity. In the implementation of the program, a person who has two to ten employees may request one on-the-job training program participant, a person who has eleven or more employees may request as many on-the-job training program participants as one-tenth of the number of actual employees.

Participants may benefit from a maximum of three hundred and twenty actual days of on-the-job training in twenty-four months. The participant’s minimal expenses and short-term insurance premium expenses are covered by İŞKUR. It is extremely important that this program is also available for Syrians under temporary protection.

Vocational courses offered by İŞKUR and local professional chambers have had great success.
However, especially after 2015, many institutions and organizations, especially NGOs which receive funds from foreign resources, have organized and offered a large number of vocational courses and gave certifications, but it is doubtful whether these courses will provide any economic value or future opportunities. It is clear that urgent measures should be taken in this regard.

**XI. SOCIAL ASSISTANCE**

In the Integrated Social Assistance Information System, eligibility of Turkish citizens for social assistance is determined not based on the information stated by the applicant to the Social Assistance and Solidarity Foundation but on the basis of the administrative records and social review reports from inquiries made through the central databases. The aid made through this system is verified during each payment period through relevant central database inquiries. This is also the case for foreigners who are not citizens of Turkey, those who benefit from international protection in Turkey, those who apply for international protection in Turkey, and those who benefit from temporary protection. However, as the administrative records of Syrians are not present in the central database of the public institutions of Turkey, they cannot benefit sufficiently from the other Social Assistance programs in scope of the Law on Social Assistance and Solidarity No. 3294.

The most striking problem about social assistance is that aid is distributed by very different parties, such as AFAD, MFSP, municipalities, and local and international non-governmental organizations, and there is no coordination between these parties. As a result of our interviews with both administrations and non-governmental organizations, we learned that some Syrians have received benefits repeatedly while others have not been able to receive help, and that some people can receive the same types of social assistance repeatedly.

Using the advanced information infrastructure of the Directorate General of Social Assistance and including local administrations in data sharing within the framework of certain restrictions and security measures that the Directorate General of Social Assistance plans to carry out with the Turkish Red Crescent, will help to reduce duplicate assistance to same person, decrease complications and coordination problems, and planning social assistance programs for Syrians based on needs analysis.

We also learned from these interviews that there is a perception among local people that aid provided for Syrians by municipal administrations is comes out of resources budgeted for local citizens, and some complaints have been received on this issue. As a result of this, some municipalities have started looking for different solutions for
providing assistance to Syrians. First of all, it is necessary to ensure that aid is provided to the correct addresses and repeat assistance is avoided. Neighborhood headmen could have a very important role in the fair distribution of social assistance if their local-level knowledge and experience is used more effectively in the identification of Syrians in need of aid.

Regarding the perceptions of local people that aid provided for Syrians by municipal administrations comes out of budgetary resources designated for local residents, it will be essential to take the population of Syrians who live inside the borders of the province and the foreigners under international protection system into consideration in addition to the populations of the municipalities and provinces when determining the budgets for provincial administrations and municipalities from the general tax revenue. In this way, the incomes of the provinces in which large numbers of Syrians live can increase and this can provide improvement in the services offered both to the citizens of these provinces and to the Syrians.

**XII. WOMEN AND CHILDREN**

Women and children are the groups most adversely affected by war and migration and the most vulnerable – particularly unaccompanied minors – to physical, sexual or psychological violence. It is therefore imperative to take special measures for women and children and carry out targeted activities. Besides, this obligation arises from the humanitarian approach as well as from the international obligations and national legislation of our country.

As a result of the interviews with the administrations and non-governmental organizations, we found out that there was still a high number of early marriages, informal marriages, and polygamy among Syrian women, as well as a low level of awareness about domestic violence. Many battered women do not know what to do when they are exposed to violence or their rights to the services they need. Some Syrian women who are in vulnerable situations and in need of shelter are staying outside of temporary accommodation centers and are adversely affected by this situation. Many families do not have sufficient knowledge about illnesses, family planning, or reproductive health, and women who suffered sexual abuse and violence during the war, widows, and women who are separated from their husband and came alone, and single mothers with children are in particularly vulnerable situations. Some of the families have their children work in the streets; however, if the children are detected, they often say they have no family.

It is important to prevent Syrian women from becoming victims, to raise their awareness in order to prevent further victimization and to inform them about legal obligations such
as the legal age of marriage in our country. Therefore, for this purpose, basic informative brochures on violence against women, domestic violence, marriage age, official marriage, and women’s rights are very important, but sufficient numbers of the target population have not been reached. Therefore, these efforts should be sustained and broadened; information and educational activities should be organized such as training the trainers to reach more Syrian women living both inside TACs and in the cities.

Therefore, they should be repeated and generalized, the actualized information / education activities should be organized in the form of education of trainers and organized in order to reach more Syrian women living both in temporary shelters and in the cities.

Syrian women who are victims of violence can stay in women’s guesthouses as Turkish citizens can. However, the language barrier is a problem here as well. Women’s guesthouses are places that provide psychosocial services as well as safe housing for women. However, because of the lack of interpreters, Syrian women and their children cannot communicate and thus may be adversely affected psychologically in these places, rather than finding psychosocial support.

MFSP should take necessary measures and facilitate access to services for those in vulnerable circumstances; it is also necessary to provide an interpreter in women’s guesthouses so that Syrian women and children can benefit.

Additionally, there is an Unaccompanied Minors Directive for the MFSP’s Directorate General of Child Services to aid this most vulnerable groups, but everyone involved in the NGOs operating in the field has not been informed regarding the process. In addition, during the process of identifying and referring unaccompanied children, the children’s interviews are supposed to be conducted by the Provincial Migration Management Directorate in the most appropriate places. During these interviews a counselor will be present, and the opinions of the counselor will be taken into consideration while preparing the interview report. However, we learned that this obligation can only be fulfilled with the appointment of specialist personnel in other administrations due to lack of a sufficient number of psychologists or social workers within the Provincial Migration Management Directorate.

In addition to this issue, the directive that “an age determination report will be prepared by the Provincial Directorate of Migration Management for the foreigners who do not have any identity documents showing their ages and whose physical appearances do not seem the same as the age they declared.”
As a result of interviews and meetings with the authorities, we saw that age determination became a problem in the identification of unaccompanied children to be taken under state protection. In cases where age determination is required, a bone density test is performed, and the results of this test are made available to the Provincial Directorate of Migration Management. Although the directive states that “foreigners whose age determination are required should be accommodated in the reception and accommodation centers to be established by the Directorate General of Migration Management, which is suitable for their physical development until a definite report is given,” there is only one reception and accommodation center operated by the Provincial Directorate of Migration Management. Therefore, there were problems with where an applicant who claimed to be a child would be accommodated until the test was completed, since people above the age of 18 could claim to be children, housing these persons in the same facilities as children would be harmful for other children. In this sense, MFSP claims that they cannot accept people who claim they are children into the TACs until the test results prove that they are children. Additionally, there may be some cases in which there can be some children who do not appear to be children because of their physical characteristics, and therefore these children should not be victimized.

In addition, the “Unaccompanied Minors Directive,” which was prepared by the Directorate General of Child Services of the Ministry of Family and Social Policies and entered into force with the approval of the Minister, gives the duties and responsibilities of the directive to the Directorate General of Migration Management of the Ministry of Interior; for this reason, some inconveniences have occurred in the implementation of the directive.

Within the framework of the above-mentioned determinations, it is seen that it is necessary to carry out urgent efforts for the remediation of inconveniences. Age determination has a critical role in the process, as it is necessary to provide reception and accommodation centers for those who have not yet been proven to be children. All institutions and organizations should be informed about the processes regarding unaccompanied children, and the actions should be continued cooperatively in the framework of the Regulations on the Implementation of the Law on Foreigners and International Protection. A detailed age determination including physical and psychological evaluations should be made for the applicants and irregular refugees who cannot prove their ages with any document but look older than eighteen. Taking the margin of error of the bone test into account, it is important to consider the psychological evaluation obtained as a result of the interviews with the children.
In order to prevent child labor, which is another problematic area, it is necessary to take into account the data obtained as a result of the fieldwork carried out in the areas where the Syrians are densely populated and to establish and increase economic support programs for families in cooperation with NGOs. It is also important to take measures to increase access to education for children and to make other necessary arrangements in order to prevent the abuse of children.

XIII. OTHER VULNERABLE GROUPS

From the visits to the temporary accommodation centers, we learned that there were no separate structures for the disabled and elderly, and because the toilets were located outside the tents in the tent cities, families with elderly or handicapped members were given tents near the toilets. However, in TACs or outside the centers there might be disabled or elderly people who have lost their families or whose family members do not want to look after them. In this case, care centers with appropriate physical conditions and rehabilitation facilities for elderly and disabled people are needed in TACs.

In addition, fieldwork needs to be undertaken within a specific program regarding the needs of the disabled and the elderly and the problems they are experiencing; occupational specialists who will work with elderly and disabled individuals should receive regular vocational trainings on “Elderly and Disabled Psychology, Elderly and Disabled Communication, Elderly and Disabled Problems, Cultural Features and Assistance Methods for Elderly and Disabled Trauma Victims”.

XIV. SOCIAL INTEGRATION

As is well known, migration movements have a multidimensional effect on the social and cultural life of both emigrant countries and migration-receiving countries. The social integration process needs to be carefully handled for migrants and migration-receiving countries for various reasons; this can be called the “resocialization” of migrants. As already mentioned in previous sections of this study, social integration is one of the durable solutions already adopted by the UNHCR in the area of international protection (refugee) law.

In the interviews conducted with various institutions and organizations in connection with this study on the social integration of the Syrians who benefited from temporary protection in Turkey, we found that most of the Syrians who live outside the temporary accommodation centers concentrated in certain boundary provinces have to reside

mostly in certain areas of the cities for economic reasons, and people coming from rural areas of Syria have difficulties in adapting to urban life. In addition, the likelihood of this group staying permanently in our country is increasing day by day, and as the duration of their stay in our country has been prolonged, they feel obliged to establish new lives for themselves.

It is widely accepted that language learning is the key to overcoming the afore-mentioned difficulties and ensuring social integration. Language learning is the most necessary element for such issues as education and employment, which can be regarded as other tools of social integration mentioned in this study. For this reason, Turkish language education should be expanded, and necessary precautions should be taken, especially in order for children to continue their Turkish learning and education without disruption. In the same way, education and courses for adults to Turkish should be expanded, and local governments should be included in processes related to social integration. Also, the experiences of the Syrians in their countries and in our country should be shared with the public through visual and written media as much as possible, and empathy for Syrians should be strengthened in this way.

Beside this, it is necessary to facilitate the participation of Syrians in determining the content of work to be done on Syrians in Turkey and in the strategy-setting process.

◊ “High” but “Fragile” Social Acceptance Sustainability

Turkey remained alone with the most serious and biggest humanitarian crisis of its history. In this process, it is clear that the effort and sacrifice put forth by the Turkish people and the state is extraordinary. Despite all the worries and disruptions to Turkish society, it can be safely said that the social acceptance level for Syrians is extraordinarily high. It is not difficult to predict that, if this had happened in another part of the world, over the course of six years, such a high number of refugees entering the country would lead to very serious rejections and problems. However, although the level of social acceptance is very high, it should not be forgotten that it is a fragile and sensitive structure. Despite the hospitality of Turkish society, it is also true that there are some concerns because of the Syrian presence in Turkey. Although religious and cultural

79 M. M. Erdoğan. Syrians in Turkey: Social Acceptance and Integration (İstanbul: İstanbul Bilgi University Publishing House, 2015).
proximity is important for social acceptance, it is necessary to provide comprehensive information to the Turkish society and to develop a communication strategy in order to make it sustainable. The process should be carried out with the support of the Turkish community, and consideration should be given to the concerns of the society and the concerns about the Syrians.

◊ Local Governments and Integration

Only 7.45% of Syrians in Turkey reside in temporary accommodation centers, while the remaining more than 92% live in all provinces of Turkey as “urban refugees” together with Turkish society; local governments are the institutions which the Syrian refugees living in urban areas primarily contact first. Considering Turkey’s population of 79.8 million, it is known that the ratio of Syrians in Turkey to the country’s entire population has reached 4%. However, in provinces such as Adana, Adıyaman, Hatay, Kahramanmaraş, Kayseri, Kilis, Mardin, Mersin, Osmaniye, Gaziantep, and Sanliurfa, the ratio of Syrians to the urban population is above the average of Turkey. This rate is close to 100% in Kilis. There are also a number of districts, especially in the border regions, where the Syrian population ratio is over 50% of the total population. It is known that the municipalities are faced with some problems in providing services for this refugee influx. The resources transferred to the municipalities from the central government constitute the most important part of the income sources of the municipalities, and they are the shares which are determined on the basis of the number of Turkish citizens. However, in particular, the resources that the municipalities receive from the central budget on the basis of the population must be calculated taking into account the refugee population. It is inexplicable that the resources Kilis received from the central budget were the same in 2011 and 2017, despite the fact that the province hosts a number of Syrians as high as the local population. In this context, consideration should be given to the urgent needs of refugees, grievances, and the necessity for the urgent creation of new capacities, as practiced in Europe for refugees, in determining the share to be allocated from the budget to local governments. In other words, it should be possible for the municipalities to serve also non-citizens and to receive a share from the central budget depending on the number of refugees living there. 80 Local integration, which is the most important dimension in the integration process, can be realized through local governments and NGOs. 81


actors in many aspects of the integration process in Turkey. It should also be noted that local governments have played an important role in reducing the problems about refugees in Turkey. In this regard, the development and dissemination of special systems carried out by some local administrations through the municipal unions should be brought together and centralized through software. Specific support and roles should be given to the city councils and municipal governments, and they should be enabled to contribute to the relations between locals and refugees. In this frame, strategy documents and operational documents should be produced in provinces (and in districts where necessary). In producing these documents, municipalities, governorships and district governorships should play a leading role.

In addition, it would be useful to develop and disseminate “family” projects in cooperation with NGOs and local governments in order to meet the basic needs of Syrian families that have taken refuge in our country due to the civil war in their country and live outside TACs in homes rented with their own resources.

In addition to meeting the basic needs of Syrian families such as housing, education, healthcare, and food, it is also important to ensure that the families do not feel alone in our country by communicating with them regularly, helping children to have a happier and healthier environment for their development, it is important to provide the support of an immaterial “spiritual brotherhood.”

◊ Citizenship and Integration

Naturalization is one of the basic means of ensuring social integration. Naturalization is regarded as the highest level and most durable solution to social integration by the UNHCR. In this context, the UNHCR estimates that 1.1 million refugees in the world in the past ten years have acquired citizenship of the country where they found refuge.82

It is predicted that a significant portion of the Syrians in Turkey will stay permanently in the country because it does not seem possible to establish an atmosphere of peace and tranquility in Syria in the short term, in addition to other reasons mentioned in the previous sections of this report. In this case, it is inevitable that the issue of naturalization appears on the agenda. There are two important points to note here: first, social, local, economic and spatial integration processes should be emphasized before

---

82 UNHCR “Solutions” (accessed October 19, 2016); available from http://www.unhcr.org/en-us/solutions.html. Moreover, Article 34 of the Geneva Convention contains the principles for refugee naturalization. According to this article, the party States shall make every effort to facilitate the refugees’ assimilation and naturalization, to expedite the process of naturalization, and to reduce the costs of these operations to any extent possible.
naturalization, which is defined as the last stage of integration processes and is also supported by the UN.

A systematic integration policy for Syrians in Turkey could not be developed from the beginning stages because the policies were built on temporality. The second important issue is receiving the support of the Turkish society in the process. As a result, the issue of naturalization will take place as a political decision, within the framework of the risk assessment of the decision makers.

During the investigation and research period of this report, we have learned that a program was initiated to naturalize Syrians benefiting from temporary protection in Turkey.

The naturalization of Syrians under temporary protection in Turkey can be actualized according to exceptional provisions because they have no right to apply for naturalization under normal circumstances. In this respect, work carried out by governorships is being evaluated by DGMM and the Directorate General of Population and Citizenship Affairs in order to decide on the naturalization of people who are found eligible and beneficial to be citizens by the Council of Ministers.

The naturalization of those who are approved will not only serve to ensure social integration but also will be able to contribute to the development of human capital in our country, sectoral diversification, accumulation of capital, the qualified labor force needed in certain sectors, and the economy of our country as a result of new foreign trade ties.

However, these tasks should be carried out based on socioeconomic analysis, depending on certain pre-determined criteria, taking into account the multidimensionality of the subject, and should be supported by various projects and trainings before and after naturalization.

Other steps of the naturalization process should also be assessed. For example, granting a residence permit to Syrians with temporary protection, especially those with skilled labor qualifications, can eliminate a significant problem. Syrians who are property owners are considered eligible for naturalization after an integration assessment, which they will establish over a period of time (e.g. 3, 5, 8, or 10 years).

The implementation of the “Turkuaz Card” enacted in August 2016 should also be reevaluated in this framework. People who live in Turkey with certain qualifications can receive a “Turkuaz Card” regardless of their status; this will encourage qualified Syrian workers to remain in our country and will provide a way to create a permanent
solution. According to the general provisions of the Citizenship Law No. 5901, it is not possible for Syrians under temporary protection to be naturalized. However, efforts are being carried out to facilitate the exceptional naturalization of some people in Turkey under temporary protection status who have a particular profession or level of education. However, the status of these people can be changed from temporary protection into a long-term residence permit, and this process can be supported with a Turkuaz Card. Some of the Syrians, especially those working in universities, say that they prefer residency rather than citizenship because citizenship also brings the risks of the elimination of some “positive discrimination” possibilities that Syrian academics have and the risk of unemployment. This problem is particularly important for Syrians who work or want to work in universities.

◊ Media for Syrians

Refugees and migrants seek to follow their customs and traditions and developments in their own countries while living abroad. This can be also observed among Turkish migrants and refugees who have been living abroad over the last 50 years. In this respect, it is necessary to expand the broadcasting and content of Arabic radio stations and TV channels which are currently being opened under the leadership of TRT (Turkish Radio and Television) for accurate and reliable information. This has great importance for ensuring the attachment and integration of Syrians in Turkey.

On the other hand, formal information activities that will allow society to access reliable and accurate news and prevent inaccurate news and prejudicial attitudes and behaviors about Syrians in Turkey, especially social media posts that are provocative and transmit hate speech.

Our historical national tradition makes it possible for individuals living in these lands to continue their lives in peace and well-being, and it is a historic responsibility for our countrymen to act in a prudent manner and not to listen to misleading news, commentary, or social media posts about Syrians. On the other hand, considering the sacrifices of the public institutions and the public for the Syrians who took refuge in our country due to the events in Syria, the media organizations should consider these sacrificial efforts in the news and interpretations about Syrians; this will make a very important and constructive contribution to the Syrian people’s social integration.

XV. RELATIONS WITH THE INTERNATIONAL COMMUNITY

Beginning with the first days of internal conflicts in Syria, the international community has drawn attention to the humanitarian consequences of the crisis and carried out humanitarian aid activities for Syrians through international NGOs and other
organizations, although not as much as the activities of the countries which have hosted large numbers of Syrians in their lands. Various activities are continuing in Turkey with the contribution of the international community in this context. These activities are valuable and should be supported in terms of sharing the overwhelming burden that Turkey has undertaken in this matter. At present, the international community carries out these efforts through the organizations that have offices in Turkey and the international NGOs.

While the framework of international organizations’ work in Turkey is determined by international agreements and host country agreements, international NGOs must carry out their activities within the framework of the Law of Associations No. 5253 and the principles stated in this law. During the investigation and research phases of this study, we have determined that there is no need for new regulations. International NGOs obtain permission to conduct their activities in specific provinces and within specific periods from the Department of Associations under the Ministry of Interior.

In addition, in the scope of this work, as a result of the interviews done with the public institutions, NGOs, and people under temporary protection, we have found that the international organizations’ and international NGOs’ activities mainly focus on urban areas and border provinces which have easy transportation opportunities. These activities tend to increase their visibility and recognition. Another aspect of the study is that a substantial part of the activities of international NGOs are not carried out within a program including relevant public agencies and local NGOs that will provide burden sharing, maximize the effectiveness of the work, and ensure that the resources are used more efficiently. Similarly, it appears that international NGOs and international organizations conduct their activities on a project basis through grants received from private donors and other international organizations. This creates some concerns for the mid- and long-term sustainability of the work being undertaken and the distribution of funding sources to the needy, which pass through a couple of hands.

For these reasons, in order to support the efforts of the international community providing important contributions to this area through international organizations and international NGOs; institutional coordination at the central and local level, including international and local NGOs, should be established to ensure that the coordination between these institutions and organizations is enhanced in cooperation with local NGOs and public institutions, thereby ensuring that limited resources are used in the most effective way and to maximize the benefits of those in need.
XVI. THE COMMUNICATION STRATEGY FOR TURKISH AND INTERNATIONAL SOCIETY

A comprehensive communication strategy related to Syrians in Turkey should be developed both for the outside world and the Turkish society. The issue of Syrians in Turkey is the most serious humanitarian crisis experienced in the history of the Republic. This large of an influx of refugees or migration over this long a period of time has not been addressed in Turkey before. Even if a significant portion of the Syrians return to their country, it can be observed that the likelihood of hundreds of thousands or millions of Syrians staying in Turkey is increasing. Considering this situation, in order to ensure that the process is carried out more effectively, it is important to gain the support of the Turkish society not only in the short term but also in the long term; for this reason, it is necessary both to prevent negative judgments about Syrians and to value the feelings, thoughts, and opinions of the Turkish society. Although being members of the same religion and neighbors with Syrians is an important value that eases the process, this common ground cannot be sufficient and sustainable on its own merit. It should be taken under consideration that, although the brotherhood of religion, the traditional value of the “ensar (hosts) and muhacir (refugees)” philosophy, and neighborliness play important roles in this context, these emotional factors are under risk of rapid depletion because of some problems that could be experienced, so it is necessary to develop some policies that will engage the continuous support of the Turkish society for coexistence. In this respect, a reliable, accurate communication strategy will play a very important role. It is necessary to be sensitive about is and to avoid “labeling,” which will characterize Syrians in a negative light, like the perception of Syrians as beggars, which was a serious complaint especially between the years 2014 and 2015. It is clear that the most important element of coexistence is the adoption of a society based on mutual respect and rights.

The Turkish society and the state show an extraordinary solidarity and effort toward Syrian refugees that will go down in world history. The world needs to know about this sacrifice and effort. Many institutions and organizations such as AFAD, DGMM, and the Turkish Red Crescent are working together day and night. The contribution of civil society, media, and academics needs to be increased in order to relay these efforts to the international community. More voices need to amplify the incredible sacrifices that the Turkish society and state have made and the risks that they have taken. This kind of strategy is extremely important in terms of both explanation of the structures and sharing of the burdens.

The fact that there is not even a single European country among the first 6 countries hosting the largest portion of the 22.5 million registered refugees in the world and the
presence of poor countries such as Ethiopia and Uganda among these 6 countries shows that there is a humanity and solidarity crisis rather than a refugee crisis in the world. Considering that the refugees in Turkey constitute 4.38% of the country’s population, if the EU hosted the same number of refugees according to its population of 511.8 million, they would accept more than 23 million refugees. Considering the fact that only 1.5 million refugees remain in this rich and developed region of the world, it is very important to explain the injustice of responsibility and burden sharing. This fact also reveals what the underlying crisis really is.

XVII. UNIVERSITIES AND RESEARCH

Turkey has faced an influx of more than 3 million refugees over just 5 years after April 2011 and has remained alone in dealing with the greatest humanitarian crisis of its history. In this regard, its academic institutions have a significant potential in terms of sound evaluation and determination of strategies. With a different narrative, the contribution of the academy community is vital for the determination of the permanent resolution of this human tragedy together with its historical, political, sociological, demographic, and economic dimensions, for the determination of incomplete or well-functioning aspects and to propose a long-term structural solution to decisionmakers. The importance of this contribution is particularly evident in ensuring healthy integration of Syrians into Turkish society. As noted in the relevant sections of this report, independent of the permanent or transitory points of view, there is a need for very serious academic research and policy proposals on integration of the Syrians living in our country in areas such as economy, work, education, healthcare, sociocultural aspects, and so on.

Unfortunately, however, this guiding capacity of the academic world has not been yet fully utilized. One of the major reasons for this is the limited number of academic centers on refugees and migration in Turkey. Indeed, there are only 24 universities that have migration research centers among nearly 200 universities in Turkey, and only very few of them actively work. It is important to encourage academic institutions to conduct on-site fieldwork and research that will guide policy makers. In particular, it is important that immigration and/or refugee research centers be established in universities in cities where large groups of refugees reside, that as much financial support as possible be provided to such centers, and incentives for field work be developed.

Besides, the Turkish-Arab university to be established will contribute to relationships with Arab countries and will contribute to a better mutual understanding of these two communities and employment opportunities, particularly for academics from Syria.
Appendix I

LIST OF NATIONAL REGULATIONS ON TEMPORARY PROTECTION

- Law No. 6458 on Foreigners and International Protection is published on 11.04.2013 dated and 28615 numbered Official Gazette.

- Regulation on the Implementation of the Law No. 6458 on Foreigners and International Protection is published in dated on 17.03.2016 and 29656 numbered Official Gazette.

- Temporary Protection Regulation is published on 22.10.2014 dated and 29153 numbered Official Gazette

- Regulation on Working Permits for Temporary Protection Provided for Foreigners is published on 15.01.2016 dated and 29594 numbered Official Gazette.

- The “Directive on the Establishment, Management and Operation of Temporary Appeal Centers” dated 04.01.2015, jointly prepared by the PRIME MINISTRY DISASTER AND EMERGENCY MANAGEMENT AUTHORITY (AFAD (Prime Ministry Disaster and Emergency Management Authority)) and the General Directorate of Migration Management of the Ministry of Interior,

- General Circular on “Health Services of Syrian Guests” dated 18.01.2013 and numbered 2013/1 of Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority)

- General Circular on “Health and Other Services of Syrian Guests” dated 09.09.2013 and numbered 2013/8 of Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority)

- General circular on “Execution of Foreign Exchange Services under Temporary Protection” dated 18.12.2014 and numbered 2014/4 of Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority)

- General Circular on “Renting of Real Estates to open Market in Temporary Accommodation Centers “ dated 18/06/2015 numbered 2015/4” of Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority)

- General Circular on “Implementation of Health Services for Foreigners under Temporary Protection” dated 12.10.2015 and numbered 2015/8 of Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority)
- General Circular on the “Fight Against Irregular Migration” dated 05.04.2016 and numbered 2016/8 of the Prime Ministry

- General Circular on “Registration Procedures for Syrian Foreigners” dated 17.10.2014 and numbered 2014/29 of the Ministry of Interior

- General Circular on the “Procedures and Principles for the Implementation of the Work and Transactions Related to Foreigners in the Scope of Temporary Protection” dated 15.03.2016 and numbered 2016/8 of the Ministry of Interior

- General Circular on “Education Services for Foreigners” dated 23.09.2014 and numbered 2014/21 of Ministry of Education

- Regulation of the Ministry of Health on 31.12.2012 dated “Procedures and Principles for Opening, Closing and Working Temporary Health Facilities”

- Directive of the Ministry of Health regarding the principles of health services to be applied for temporary protection on 25.03.2015 dated and 2875 numbered

- Directive on Ministry of Health’s dated 04.11.2015 and numbered 9648 on “Amendments on the Basis of Health Services to be Taken for Temporary Protection”

- “Lump-sum Purchase of Health Care Service Protocol” is signed by Ministry of Health and Prime Ministry AFAD (Prime Ministry Disaster and Emergency Management Authority), on 22.04.2016 dated

- Unaccompanied Minors Directed by the Ministry of Family and Social Policy on 20.10.2015
# APPENDIX II

## RESPONSIBLE DEPARTMENTS OF INSTITUTIONS AND INSTITUTIONS WORKING WITH SYRIAN UNDER TEMPORARY PROTECTION

<table>
<thead>
<tr>
<th>No</th>
<th>Department</th>
<th>Function</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Prime Ministry Disaster and Emergency Management Authority</td>
<td>Under the coordination of the Intervention Department, it operates all relevant units (such as the Presidency of Improvement and Planning and Damage Reduction Department)</td>
</tr>
<tr>
<td>2</td>
<td>Minister of Internal Affairs Directorate General of Migration</td>
<td>Operates the Temporary Protection Working Group Presidency within the Presidency of International Protection Agency.</td>
</tr>
<tr>
<td>3</td>
<td>Ministry of Education</td>
<td>Operates relevant units in the coordination of the General Directorate of Lifelong Learning,</td>
</tr>
<tr>
<td>4</td>
<td>Ministry of Health</td>
<td>Operates related institution such as Public Hospital Authority of Turkey, the Directorate General of Emergency Medical Services, Directorate General of Health Investments; it is coordinated by Turkey Public Hospitals Authority of Turkey Primary Health Care Migration in Health Services Vice President of Finance Services Department</td>
</tr>
<tr>
<td>5</td>
<td>Ministry of Labour and Social Security</td>
<td>It is carried out by the Directorate General of International Workforce.</td>
</tr>
<tr>
<td>6</td>
<td>Ministry of Family and Social Policy</td>
<td>It is carried out by the Family and Community Services General Directorate as well as many related General Directorate; it is coordinated by Department of Psychosocial Support in Disaster, Emergency and Emergency</td>
</tr>
<tr>
<td>7</td>
<td>Prime Ministry Directorate of Religious Affairs</td>
<td>It is carried out by the Department of Religious Services with Social and Cultural Content</td>
</tr>
<tr>
<td>#</td>
<td>Ministry/Department</td>
<td>Activity</td>
</tr>
<tr>
<td>----</td>
<td>----------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>8</td>
<td>Ministry of Development</td>
<td>It is carried out by the General Directorate of Social Sectors and Coordination Department of Employment and Labor Life</td>
</tr>
<tr>
<td>9</td>
<td>Ministry of Foreign Affairs</td>
<td>It is carried out by the Directorate of Asylum under the General Directorate of Migration Management, Asylum and Visa (KGGY) within the General Directorate of Consular Affairs (KOGM)</td>
</tr>
<tr>
<td>10</td>
<td>Prime Ministry Administration for Turks Living Abroad and Related Communities</td>
<td>It is carried out related to Transactions Syrian university students by International Student Office; It is carried out Transactions related to Turkish teaching in Syria etc. Transactions, Department of Cultural and Social Affairs; It is carried out Transactions related to management of international funds related to such business and operations by Department for Strategy Development</td>
</tr>
<tr>
<td>11</td>
<td>Prime Ministry Turkish Cooperation and Coordination Agency (TIKA)</td>
<td>It is carried out by the Middle East and Africa Office in coordination of TIKA Vice President</td>
</tr>
<tr>
<td>12</td>
<td>Ministry of the Interior Undersecretary of Public Order and Security</td>
<td>It is carried out by the Directorate of Foreign Relations</td>
</tr>
<tr>
<td>13</td>
<td>Ministry of the Interior Directorate General of National Police</td>
<td>It is carried out by the relevant units in coordination of the Department of Public Security Department Directorate of Foreign Branches.</td>
</tr>
<tr>
<td>14</td>
<td>Ministry of the Interior Gendarmerie General Command</td>
<td>It is carried out by the Department of Anti-Migrants Smuggling and Human Traffic</td>
</tr>
<tr>
<td>15</td>
<td>Coast Guard Command</td>
<td>It is carried out by the KOM Directorate, Operation and Presidency of Plan and Principles</td>
</tr>
<tr>
<td>16</td>
<td>The Turkish Red Crescent</td>
<td>It is carried out by the Directorate of Migration and Refugee Services</td>
</tr>
<tr>
<td>17</td>
<td>Yunus Emre Institute</td>
<td>It is carried out by the Turkish Education Directorate</td>
</tr>
</tbody>
</table>

BIBLIOGRAPHY

Books


AĞANOĞLU Yıldırım, Osmanlı‘dan Cumhuriyet‘e Balkanların Makûs Talih Göç (Migration: The Ill Fate of the Balkans from the Ottomans to the Republic), Kum Sati Pub., İstanbul 2001.

AHMAD Feroz, Modern Türkiye‘nin Oluşumu (Formation of Modern Turkey), Kaynak Pub., İstanbul 2005.

AİLE VE SOSYAL POLITİKALAR BAKANLIĞI, Geçici Koruma Statüsündeki Yabancılar- ra Sunulan Hizmetler Göç, Afet ve Acil Durumlarda Psikososyal Destek Daire Başkanlığı, (MINISTRY OF FAMILY AND SOCIAL POLICIES, Services Offered to the Temporarily Protected Foreigners, Department of Psychosocial Support in Disaster and Emergency Situations), Ankara 2016.


ERDOĞAN M. Murat and ÜNVER Can, Türk İş Dünyasının Türkiye’deki Suriyeliler Konusundaki Görüş, Beklenti ve Önerileri (Opinions, Expectations and Recommendations of the Turkish Business World on the Immigrants in Turkey), Turkish Confederation of Employer Association Pub., Ankara 2015.

ERDOĞAN M. Murat, Türkiye’deki Suriyeliler: Toplumsal Kabul ve Uyum (Syrians in Turkey: Social Acceptance and Integration), Bilgi University Pub., Istanbul 2015.


ERDOĞAN M. Murat, Türkiye’deki Suriyeliler ve Eğitim (Syrians in Turkey and Education), Education Monitoring Report 2015-2016.


ERDOĞAN Oğuzhan and ERDOĞAN D. Fatma, Türkiye’de Mültecilerin Uyumunda Yerel Yönetimlerin Rolü (The Role of Local Governments in the Integration of the Refugees in Turkey), The 11th International Public Administration Symposium, September 28-30, Elazığ 2017, p.(1169-1178).


KARPAT, Kemal, Osmanlı’dan Günümüze Etnik Yapılanma ve Göçler (Ethnicity and Migration from the Ottoman Empire to Present), Translation: Bahar Tırнакçı, Timaş Pub., İstanbul 2010.


Papers


Internal Sources


- BBC Turkish. From Erdoğan to EU: No visa facilitation no readmission agreement, http://www.bbc.com/turkce/haberler/2016/05/160524_erdogan_ab, (Date accessed: 06.01.2017).


News reporting that the Czech Republic will not send Syrian refugees to Hungary, the country they first entered the EU; in other words, the Dublin rules have been suspended, https://www.praguepost.com/eu-news/49584-change-in-czech-refugee-policy>, (Date accessed: 20.08.2017).


General Directorate of Migration Management. <413 Meskhetian Turks have been settled in Erzincan” http://www.goc.gov.tr/icerik6/413-ahiska-turku-erzincan%E2%80%99a-yerlestirildi_350_359_8982_icerik> (DATE ACCESSED: 04.10.2016).


HUDOC, <http://hudoc.echr.coe.int/eng#[“itemid”:“001-57713”];}


YÖK, <http://yok.gov.tr/web/guest/anasayfa/~asset_publisher/64ZMbZPZlSI4/content/suriye-ve-m%C4%B1s%C4%B1r-ulkelerinden-yurdumuzda-bulunan-yuksekogretim-kurumlar%C4%B1na-yatay-gecis> (DATE ACCESSED: 25.11.2016).

YÖK, <http://yok.gov.tr/web/guest/anasayfa/~asset_publisher/64ZMbZPZlSI4/content/suriye-ve-m%C4%B1s%C4%B1r-ulkelerinden-yurdumuzda-bulunan-yuksekogretim-kurumlar%C4%B1na-yatay-gecis> (DATE ACCESSED: 25.11.2016).


<http://turkey.unfpa.org/tr/video/unfpa-kad%C4%B1n-sa%C4%9F%C4%B1%C4%9F%-C4%B1-dan%C4%B1%C5%9Fma-merkezlerinden%C4%B1t%C4%B1m%C4%B1r%C4%B1-trt-haber-r%C3%B6portaj%C4%B1>, (DATE ACCESSED: 21.08.2017).


Official Letters

The letter of 14/08/2017 of the Ministry of Economy

The letter of 18/08/2017 the Ministry of Labor and Social Security The letter of 09/01/2017 the Ministry of Foreign Affairs

The letter of 16/08/2017 the Ministry of Foreign Affairs The letter of 09/01/2017 the Ministry of Foreign Affairs


The presentation text of 23/10/2017 of the Ministry of Education

The letter of 17/08/2017 of the Turkish Union of Chambers and Exchange Commodities

The letters of 13/01/2017, 14/08/2017 and 29/12/2017 of the Turkish Coast Guard Command