



PRELIMINARY REPORT About the state of art of the integration and employment policies in partners' countries

INTEGRATION AND EMPLOYMENT POLICIES IN TURKEY

Directorate General for Migration Management was established by Law of 04/04/2013 No. 6458 on Foreigners and International Protection. Article 103 of Law no 6458 governs the establishment of the Directorate General. Mentioned Law was published in the Official Gazette of 11/04/2013 No 28615, and Directorate General for Migration Management was established on the same date. In April 2013, Turkey's Parliament ratified the Law on Foreigners and International Protections, which established the General Directorate of Migration Management (GDMM) under the Ministry of Interior. As the country's first asylum law, it seeks to integrate Turkey's immigration policy and address the refugee issue.³⁵ The law promises to adopt a human rights-oriented view of immigration and move away from the previous security-oriented approach. In contrast, the EU seems to be struggling with its security approach to immigration while Turkey is aiming to adopt a more humanitarian approach. Since the beginning of the Syrian civil war, Turkey has taken responsibility for by far the largest number of refugees in the world over the past five years. Undoubtedly, hosting almost three million refugees has been neither logistically nor politically easy. Turkey has been the first destination for the majority of displaced people seeking a safe haven. Though they are given access to all services, such as free debit cards to do shopping, grocery, health services, and education in the camps, most refugees prefer living on their own. Turkish charities have been at the forefront of a string of campaigns to supply steady humanitarian aid to those living outside the camps. With no end in sight to the conflict, some refugees plan to settle in Turkey permanently by setting up businesses. With the increase in the number of refugees in the past few years, Turkey has started handing out work permits for the refugees as well. The Turkish government and many Turkish NGOs, including the Red Crescent, have been aiding refugees. This initiative has not only been taking place in Turkey, but tent cities have been set up in crisis-hit border areas inside Syria, along with distributions of food and other supplies. The Turkish Red Crescent's humanitarian aid has exceeded TL 2 billion (around \$560 million) since the beginning of the Syrian civil war, according to the organization. 810,000 Syrians benefit from special 'Kızılay' aid cards in Turkey. More than 810,000 Syrian refugees across Turkey are benefiting from 'Kızılay Cards,' the Turkish Red Crescent's Director of Immigration and Refugee Services .



The Kızılay Card is a special debit card for refugees, financed by the European Union and implemented by the Turkish Red Crescent, also known as 'Kızılay.' The program that distributes the cards is believed to be the EU's largest-ever humanitarian program. Under the program, each refugee registered under the regional migration office will be given a stipend of 100 Turkish liras (\$30) a month. In January under the framework of the 'Social Alignment Assistance Program for Foreigners.' At the start of every month we transfer 100 TL per person. Every month the number of beneficiaries increases as we receive applications on daily basis.

According to report 507,321 Syrian refugees are signed up with the new social integration assistance program, while 150,000 Syrians benefit from old programs inside refugee camps, and just as many outside the camps.

Migrants' Integration Portal is a website established with the purpose of fostering foreign nationals' integration in the Turkish society. Source: http://www.goc.gov.tr/main/En_3

The Portal has been *on-line* since January 2012. The portal has a section aimed to help users in the search for the services provided locally and nationally in order to allow integration. All the services are organised by type of service:

- Turkish language
- Work
- Housing
- Basic services
- Minors and Second generations
- Intercultural mediation.

THE PRIME MINISTRY DISASTER AND EMERGENCY MANAGEMENT AUTHORITY (AFAD)

<https://www.afad.gov.tr/en/>

The Turkish Disaster Response Agency (AFAD) has been the lead agency in coordinating the government's efforts to respond to the refugee inflow. As an extremely well organized and dynamic organization, with the full financial and political support of the government, AFAD has ensured that the needs of the refugees have been met by utilizing the capabilities of various government agencies and ministries. AFAD also assumed the task of building refugee camps, the conditions of which are above and beyond the international standards set by the United Nations. While the agency deals with all sorts of disaster situations (earthquakes, floods, terrorism, chemical, cyber, etc.) around the globe (Myanmar, Serbia, Haiti, Chile, Somalia, and Libya), responding to the refugees has become the main focus of its activities over the past four years. AFAD currently runs 25 camps in 10 cities with a total capacity of 330,000, housing approximately 272,000 refugees out of the 1,650,000 refugees that the agency has registered. The camps provide the refugees with accommodation, health, education (pre-school, school, and adult), religious, and social services. There are more than 150 different kinds of adult education programs (including training for how to become better community leaders) that have already produced around 50,000 graduates. AFAD ensures that each camp has doctors, teachers, and imams who are already civil servants working for the Turkish state. For instance, the Religious Affairs Administration appoints imams, the Agriculture Ministry is responsible for organizing food deliveries, the Ministry of Education provides teachers, and local governors are responsible for the day-to-day running of the camps. Government employees are assigned to camps from nearby towns and they receive the same salary that they would get in their own locality. The number and the diversity of the migrants and refugees have



increased Turkey's challenges for effective migration management strategies, humanitarian assistance and migrant protection. In Turkey, governments, international organizations, and humanitarian organizations are working together to develop comprehensive policies and actions to sustainably manage migration.

While the refugees staying in the official camps can access food, health, education, and social and psychological support services, those outside the camps are struggling to survive. Turkey's response to the influx of Syrians is a source of national pride. Turkish people are known for their hospitality and the way Turkey has responded so generously to this flood of refugees is proof of this. Turkey has recently founded an outstanding civil migration department, the Directorate General of Migration Management, introduced regulations to protect migrants, given access to education, and medical and social care and, as the United Nations High Commissioner for Refugees (UNHCR) reiterated to me recently. The Prime Ministry Disaster and Emergency Management Authority (AFAD) runs possibly the highest standard of refugee camps in the world.

THE GENERAL DIRECTORATE ON MIGRATION MANAGEMENT (GDMM)

http://www.goc.gov.tr/main/En_3#

Turkey adopted the Law on Foreigners and International Protection no. 6458 in April 2013.⁴³ In addition to the pressure of human rights groups, the EU accession process has been determinative in the adoption of the new law, as bringing the asylum legislation in line with the EU standards was one of the priorities in Turkey's National Program on the Adoption of the EU Acquis Communautaire. The Law regulates the procedures for foreigners, refugees and people in need of international protection. ⁴⁴ It also includes regulations on secondary protection for non-European asylum seekers, who is defined as conditional refugees. Setting up a new institution called the General Directorate on Migration Management (GDMM), the law aims to centralise the Turkish asylum system. The GDMM takes responsibility for dealing with all asylum applications in coordination with the United Nations High Commissioner of Refugees (UNHCR) and other government institutions, such as the Disaster and Emergency Management Directorate (AFAD). According to the Law, a refugee is "any person who is outside their country of origin due to events occurred in Europe and who has a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion and is therefore unable or unwilling to return to that country"

Mission Directorate General for Migration Management

To endeavor to settle the acts and actions of all foreigners, who apply for international protection, who are the victims of human trafficking and who are trying to harmonize with our country in particular, by developing people-oriented policies.



<http://www.turkey.iom.int/migrant-assistance>



WHAT THEY DO?

- MIGRANT ASSISTANCE
- IMMIGRATION AND BORDER MANAGEMENT (IBM)
- LABOUR MIGRATION
- EMERGENCY PREPAREDNESS, RESPONSE & RECOVERY
- RESETTLEMENT AND MOVEMENT MANAGEMENT

IOM assists migrants by providing policy and technical guidance to assist voluntary return and reintegration (AVRR), counter-trafficking activities and general assistance for stranded and vulnerable migrants, including unaccompanied minors.

IOM Turkey continues to support the Turkish government to strengthen the National Referral Mechanism for Trafficked Persons and to establish a National Referral System for AVRR. In order to further assist migrants, IOM Turkey aims to:

- strengthen institutional capacities of government stakeholders
- enhance cooperation and coordination at national and regional levels
- initiate a needs-based approach to ensure protection of vulnerable migrants entering irregularly.

LABOUR MIGRATION-EMPLOYMENT

Refugees in Turkey mainly work in the informal economy, in particular in the construction, agriculture, service and recycling sectors. Those who cannot find a job and newcomers could only survive on the charity of local people and aid organisations. There were a number of Dom refugees, in particular women and children, who were begging on the streets. Children as young as five were also working on the streets selling tissues or cleaning car windows. Agricultural work is the key source of income for many Dom refugees during harvest times. The role of agriculture in the economy, in particular cotton, olives, citrus, wheat and maize production, is considerable in southern and south-eastern Turkey. Dom refugees living in these cities were mainly working in the fields as seasonal workers. Syrian refugees in general work for significantly lower wages, for longer hours and with no social security. Language barriers have also prevented Dom refugees from finding jobs. The Problem of Child Labor Male high school students in particular are low-cost laborers who work for a daily wage and are therefore less likely to attend school. Child beggars are also quite numerous. More so are the students begging from school principals and teachers. Additionally, every child not in school has a potential risk of being involved in crime or any type of criminal organization. This causes serious security risks personally and socially.



HEALTH STATUS AND ACCESS TO HEALTHCARE

Though the Temporary Protection Directive and a circular issued by the government on 9 September 2013 guarantee the right to health and access to primary and emergency care for Syrian refugees, these are conditional on registration and possession of an AFAD card. According to the regulations, those who are not registered but in need of healthcare can register in a health centre in coordination with the provincial police authority. Secondary and tertiary healthcare services are not provided free of charge but Syrian refugees can benefit from the same rate applied to Turkish citizens.

Although Turkey has not granted Syrians official refugee status, in January 2016, the Regulation on the Work Permit of Foreigners Under Temporary Protection took effect. This regulation allows Syrians to apply to the Labour Ministry for work permits six months after their registration. The laws regarding labour market integration for foreigners have been rather weak as Turkey has historically been more of an emigration and transit country rather than an immigrant country. The shift in migration patterns towards immigration coupled with the context of the accession negotiations with the EU have resulted in new legislation efforts in Turkey's immigration laws and regulations since 2000. To this end, the International Labour Force Law was passed in July 2016, which aims to attract highly skilled workers to protect and increase productivity.

When it comes to health services, all registered refugees in Turkey are entitled to receive free healthcare services in the towns that they are registered. Their localities are designated in their refugee ID cards and they can only use this to access health services in their registered area. In border towns, where refugees reside in overwhelming numbers, there is a lot of pressure on hospitals and doctors. According to AFAD's estimates, refugees have been provided approximately 6.5 million polyclinic services, including more than 200,000 operations and around 60,000 births. In towns like Kilis, whose population is about 96,000 and where the refugees number around 100,000, there is significant pressure on all sorts of services, especially health services. Similar to education services, public services in border cities are increasingly stretched thin as a result of the overflow of these refugees. To overcome this situation, prevent epidemics, and help the well-being of these refugees, the international community needs to bolster its assistance in health services.

A significant problem in providing health services for refugees is related to the language barrier. While hospitals are accepting all registered refugees for treatment, the language barrier becomes an issue in many places, as there are often not enough translators. In cities like Şanlıurfa, where Arabic and Kurdish are more widely spoken, this is not such a big issue but in other cities, it results in a lack of communication between doctors and patients. Again, just like in the education field, this issue has the potential to create tension between local people and refugees. One imperfect solution is to draw on the Syrian refugees who were doctors back in Syria. These doctors are tested for their medical knowledge (as they often are unable to provide documentation of their credentials) and work in teams with Turkish doctors to provide health services. Legislation to allow work permits for such qualified professionals would make a big difference in the quality of health services and temporarily resolve the shortage of medical professionals. However, under current circumstances, even recruiting Syrian doctors can be challenging since many have already immigrated to Europe. Western countries were also quick to accept these more educated refugees and provide them with the necessary working permits in their countries. There is an urgent need to ensure that qualified personnel, such as doctors and nurses, serve in Turkish hospitals and stay in Turkey instead of immigrating to Europe, where there is not as much need for Syrian health professionals.



At last for me ; Priority should be given to the education of refugee youths and children as well as to the building of effective healthcare services for the refugees in the region. Moreover, the refugees who live in the major metropolitan areas need to be better integrated to Turkish society. Of course all of these need to take place without endangering social peace and harmony between refugees and the local Turkish population. So far, Turkish society overall has been largely supportive of the government's open door

EU FUNDING INSIDE THE UNION IN 2014-2020

On November 29, 2015, the European Union and Turkey signed an agreement under which the EU will give Turkey €3 billion (about US\$3.25 billion) to manage the refugee crisis in the country, aimed at the 2.2 million Syrian refugees and 300,000 Iraqis, and to prevent their reaching EU countries. Under the Joint Action Plan

As part of EU's commitment to provide 3 billion euro in financial assistance to Turkey under the "Facility for Refugees in Turkey", 1.2 billion euro has been contracted to various UN Agencies and international organizations. Turkish civil society organizations are involved in the process mainly as sub-contractors. Under IPA (Instrument for Pre-Accession Assistance) funding, 300 million euro has been contracted directly with the Ministry of National Education to be spent for educational purposes such as language training. IPA funding also supports other projects on health services, socio-economic support and municipal infrastructure. The refugee-receiving communities in Turkey tended to manage the arrival and settlement of Syrian refugees with considerable hospitality, but given the magnitude of inflow and the duration of the humanitarian crisis this relatively smooth reception now faces the risk of growing tensions between Turkey's native citizens and the hosted Syrian refugees. EU Fund for Syrians in Turkey Not Even Enough for Their Education Needs. The EU's 3 billion euros of aid to Ankara for Syrian refugees in Turkey is criticized by experts who say that the amount is not even sufficient for covering the education needs of the refugees, let alone their other needs

NGO

So far, civil society is very active in engaging these Syrian refugees and helping to provide food and clothing, as well as other kinds of aid. Some of the local NGOs have increased the extent of their operations and managed to respond to the needs of thousands of Syrian refugees in a very short period of time. These NGOs work closely with local businessmen and engage with large corporations and municipalities around Turkey.²⁴ They try to cover the basic needs of these refugees, such as clothing, in a very systematic way.

For example, one of the local NGOs provides warm meals six days a week for some 1,900 refugees in addition to funding for heating and hygiene among other needs. The foundation also provides clothing for the refugees allowing each refugee to have four visits a year to the clothing store of the foundation. Some of these local NGOs provide daily hot meals for the refugees.

EDUCATION

It is estimated that around 30-35 percent of Syrian refugees in Turkey are school-age children. This amounts to around 550,000 children that need to be attending school. Many refugees have already learned Turkish by taking advantage of language classes both inside and outside the camps, but this process appears too slow and has not taken off given that most of the refugees have been living in Turkey for several years now. In part, given the availability of multilingual people in these cities and the use of multiple languages, including Turkish, Kurdish, and Arabic, many refugees did not feel the immediate urge to become proficient in Turkish.



Educational Situation of Syrian Children in Turkey As for the population of Syrian children in Turkey, data obtained from the Directorate General of Migration Management (DGMM) have revealed that 51% of Syrian refugees living in Turkey are between the ages of 0-18 (Figure 1); this amounts to about 1.5 million Syrian children

Syrian children's access to basic education in Turkey indicates that the number of Syrians has been increasing constantly since 2011, while the schooling rate of Syrian children in Turkey has also increased. As 34,000 Syrian children were provided education both inside and outside of camps upon their arrival in 2011, this figure has since increased to 330,000 in 2016

Temporary Education Centers (GEMs) GEMs are locations that provide primary and secondary education to school-aged Syrian children and adolescents who live either in one of the 25 tent cities set-up by AFAD in 10 different cities, or outside of these camps. GEMs have been built for educating Syrian children in all of the refugee camps in Turkey. GEMs provide education to students, from pre-school ages to high-school teenagers. Applications for enrollment and equivalency tests are conducted by commissions under the supervision of and consisting of teachers, administrators, and officials from the National Education Provincial Directorates. GEMs have become an important model that was developed to promptly meet the educational needs of Syrian refugees in Turkey. Public Schools Another alternative for Syrian refugee children living outside of camps to access education in Turkey is public schools. In fact, according to the same MoNE circular (2014), Syrian children who are provided with foreign identification cards are able to enroll in public schools. Therefore, Syrian students who wish to attend public schools can benefit from all educational services and have full access to education alongside their Turkish peers. MoNE has acknowledged the situation and announced that school administrators, teachers, students, and even parents are to be given orientation programs for that purpose, and that the programs have yielded positive results. Additionally, MoNE also has emphasized that kindergarten and 1st-grade students will be transferred to public schools in order to ease their adaptation into Turkish society in general, Turkish educational system in particular, because Syrian children's access to education at Turkish public schools is critical and will thus facilitate their adaptation to Turkish social, cultural, and economic life. However, Turkey has about 18 million gradeschool-aged students of its own.

Non-Formal Education Along with the academic education of Syrian children, adults also benefit from non-formal educational courses such as vocational, foreign-language, and arts-and1 Data taken from the speech of the deputy undersecretary at the World Humanitarian Summit held in Istanbul. 99 Coşkun, Emin / Education of Syrian Children in Turkey: Policies for Basic Education crafts courses, in addition to Quran reading, recitation, and memorization courses. A total of 61,749 Syrians have attended these courses. Currently, more than 10,000 Syrians are attending non-formal education within the camps (Table 1). Numerous projects about the non-formal and formal education of Syrian children outside of camps have been conducted under the cooperation of national and international institutions. For instance, the Center for Women, Family and Youth, under the Türkiye Diyanet Foundation, has launched a project to provide nonformal educational support to Syrian girls who have had to leave school. With this project, successful Syrian girls are given an opportunity to transfer to MoNE's formal education institutions.2 In addition, the Diyanet Foundation provides non-formal religious education upon request to Syrians who attend Quran courses. Active NGOs such as the IHH, Bülbülzade, and Anadolu platforms provide support to Syrians' formal education by organizing various art, culture, and social adaptation activities; vocational courses; seminars; and conferences for Syrian students, teachers, and parents. Translating some Turkish resource books into Arabic, in addition to radio broadcasts and newspapers into Arabic and Kurdish, has been provided to Syrian refugees. Turkey



also provides psychological support and health services, as well as compassionate and monetary assistance for Syrian children who have lost their parents, lost loved ones, or experienced trauma due to the civil war. This is in addition to values education, family counseling, and seminars for parents.

However, since the conflict in Syria is likely to continue for several years, it may be more practical for the refugees to learn Turkish to better integrate into Turkish society and find employment in different parts of the country, especially as they have received permission to work.

At the local level, municipalities seem to have overcome this issue to a limited extent by offering classes in Arabic and Kurdish, Turkish language classes, and vocational training courses for children as well as for adults. They are also helping to build and run “Syrian schools” but funding for the salaries of the teachers was yet another difficulty. In the camps, AFAD facilitates the education of children while UNICEF is also providing school supplies among other kinds of help. Overall, the majority of the school age children are outside schools, and despite the efforts of various government, international and civil society organizations, education remains the most important challenge for the refugees in Turkey.