

# MASS IMMIGRATION AND SYRIANS IN TURKEY

CONFERENCE FINAL REPORT

TURKISH NATIONAL POLICE ACADEMY

## MASS IMMIGRATION AND SYRIANS IN TURKEY

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## ABBREVIATIONS

AFKEN: Disaster Temporary City Management System

CHECDS: Council of Higher Education Common Database System [YÖKSİS]

CRIBS: Center for Research on Immigration and Border Security/Turkish National Police Academy [GÖÇMER]

DEMP: Republic of Turkey Prime Ministry Disaster and Emergency Management Presidency [AFAD]

EU: European Union

EYDAS: Electronic Aid Distribution System

MONE: Ministry of National Education

NGO: Non-Governmental Organization

ODIHR: Office for Democratic Institutions and Human Rights

OSCE: Organization for Security and Co-operation in Europe

TDF: Turkish Diyanet Foundation

TEC: Temporary Education Center

TRC: Temporary Refugee Center

TWFYC: Turkish Women, Family and Youth Center [KAGEM]

UN: United Nations



## EXECUTIVE SUMMARY

The conference included a total of 11 sessions with 45 presentations by 52 speakers.

- Over the past fifty years, two thirds of the world population has migrated from rural to urban spaces. The projections indicate that this tendency will gradually increase and by 2050 60 percent of the world population will be living in urban settings.

- In 2016, the global refugee population reached 65.5 million. If refugees formed a new country, it would be the 21st largest state in the world according to population size.

- The global tendency of migrating from rural to urban spaces necessitates thorough attention. The first international migration and security conference entitled “Immigrant Influx and the City” , organized by CRIBS in 2016, aimed to fill a major gap in this context. A series of conferences with various themes that will address the issue are also planned for following years.

- In the presentations made as part of the conference, it was underscored that overlooking immigrants in urban planning processes is a significant global-level shortcoming. For instance, it was highlighted in one of the presentations that Pakistan has a number of urban planning practices embedded with covert discriminatory dimensions particularly against poor and female immigrants.

- In Turkey, the population of Syrians under temporary protection reached 2.801.586 as of December 15, 2016. Among this population, 258.571 people take shelter in Temporary Refugee Centers (TRCs) (not to say camps) while the rest reside in spaces outside of camps using their own means.

- If all Syrians under temporary protection in Turkey gathered in one city, it would be the 4th largest city in the country.

- According to four different scenarios developed as part of the projections made about Syrian population in Turkey, the population of Syrians under temporary protection will be between 2.4 and 3.7 million by the 2025.

- In Turkey, the influence of Syrians under temporary protection on the country's economy is significant. Their influence on the Turkish economy was also one of the topics discussed in the conference. According to the presentations made as part of the conference, the primary effects were determined as follows:

- **Positive effects:**

- Evaluating the impact that Syrians under temporary protection' have on the country's economy by looking solely at the negative effects would make for an incomplete assessment. Consequently, while making evaluations regarding this issue, the contributions Syrians make to the local economies with the assets they hold must also be taken into account.
- The extensive aid provided in border regions of Turkey has created economic mobility for local companies (the local production rates have increased particularly in the textile and food sectors.).
- A growing mobility has been observed in the real estate market.

- **Negative effects:**

- Rents prices have increased.
- Unfair competition has been observed in the labor market. The manpower (particularly in agriculture and unskilled labor) has become cheaper by falling below the national average.
- The province-based inflation has climbed above the national average in a number of provinces including Kilis, Gaziantep and Hatay, where Syrians under temporary protection are densely populated.
- Unrecorded economic activities, tax loss and tax fraud have increased.

- It was highlighted throughout the conference that the economic impacts of the the mass migration movements in the context of Syrians under temporary protection should not only be considered in terms of security, but also approached with an aim to provide effective management.

- A number of presentations made within the conference were about the education of mass migrants. Considering that the influx of Syrian immigrants to Turkey constitutes one of the largest mass migration movements in recent years, the education of Syrians under temporary protection in Turkey stood out as one of the main themes touched upon in the presentations.



- The topics highlighted in the presentations about the education of Syrians under temporary protection in Turkey include:
  - Among nearly three million Syrians under temporary protection in Turkey, the population of school-age children is around 900.000.
  - Asserting that “all Syrians in Turkey will be educated” is a baseless approach. Despite all the endeavors, a large number of Syrians under temporary protection will not be incorporated into the education system.
  - Prior to 2014, it was suggested that Syrians should be educated in accordance with their own curricula with the assumption that Syrians under temporary protection would soon return to their country. However, as a result of the realization that Syrians would not be returning to their country in the short-term, in 2014, a Turkish educational curriculum was designed for Syrians.
  - By 2016, Turkey had already spent \$3 billion for the education of Syrians under temporary protection.
  - When the education of Syrians under temporary protection is considered in terms of allocated resources, it can be seen that the local administrations aid Syrians not only with regard to education but also in terms of meeting their basic needs such as housing, food and health care.
  - A total of 19.200 teacher candidates among temporarily protected Syrians were provided with in-service training. The trained candidates are now ready to start working as professional teachers.
  
- The following points were highlighted in the presentations on mass migration and housing:
  - Towards the end of 2016, a total of 258.571 Syrians under temporary protection were taking shelter in 25 Temporary Refugee Centers located in 10 provinces across Turkey.
  - The cost of Temporary Refugee Centers based in Turkey is considerably high. Thanks to the modern facilities in the centers all kinds of basic necessities of Syrians under temporary protection are met.
  - Administered by Turkey’s Disaster and Emergency Management Presidency (DEMP), the Temporary Refugee Centers are globally acclaimed.
  - Based on the observations, Syrians under temporary protection who live outside the Temporary Refugee Centers (camps) encounter serious problems with regard to accommodation.

- Living especially in slum areas or in city' s decrepit neighborhoods, Syrians under temporary protection take shelter in buildings with poor material conditions. This situation can cause health problems along with serious societal problems.
  - Syrians' need for shelter has caused housing rents to rise in certain provinces such as Gaziantep, Şanlıurfa and Kilis.
- In the presentations made on the topic of mass migration and urban security, the following subjects were highlighted:
- Mass migration can lead to an increase in xenophobia and hate crimes.
  - The social and psychological relations between the host country and migrants must be closely followed and required measures must be taken to ensure coexistence in harmony.
  - Although the issue of urban security is already on the agenda regardless of mass migration, the Syrian influx in Turkey has rendered the issue even more crucial. Concerns about urban housing and security, have led to an increase in high-security gated communities, which is being shaped by the discourses developed around Syrians' need for shelter.
  - A ghetto is an urban space predominantly populated by members of a minority group. Ghettoization directly affects urban security. Formed in the outskirts of cities, these spaces constitute a threat to the security of cities. The isolation of immigrants from the rest of society obstructs their integration into the host country. Various offenses including forgery, smuggling and drug trafficking are prevalent in ghettos. Ghettoization is also a major impediment to adopting an urban identity.
  - Immigrants' acting according to their own accord instead of complying with urban and social life could lead to threats against national security in the medium and long term.
  - Mass migration leads to threats against border security.
  - Human trafficking activities rise as a result of mass migration.
  - The mass migration experience in the context of the Syrian case is an example of failure for the United Nations (UN). As a transit country, Turkey was confronted with the migrant crisis as a result of this failure. However, this crisis is as a matter of global concern. The whole world is both responsible for and vulnerable to the crisis. Therefore, all countries across the world should contribute to resolving the problem that is particularly visible in countries of transit like Turkey.

- The first wave of Syrian refugees arriving in Turkey scrambled for a living under harsh circumstances. Yet, the living conditions of refugees in Turkey have been enhanced as a result of the policies introduced throughout the process. However, long-term and far-reaching policies are still required in Turkey for the integration of Syrian refugees into society.
- The organized crime networks active in Turkey can easily deceive Syrian refugees, who form the most vulnerable segment of society. Consequently, Turkey could confront the danger of an ethnic shift in terms of perpetrators of crime (both in offenders and injured parties) in the short term. For this reason, immediate measures are required.
- Following projects such as refugee centers and special education facilities designed for Syrian refugees, Turkey should develop more projects not only for Syrians but for all segments of society in order to facilitate the integration of Syrian refugees into social life.

## ■ INTRODUCTION

**A**ccording to UN data, less than one third of the overall world population was living in urban spaces in 1950. As of 2016, more than half of the world population is living in cities. The urban population rate is predicted to reach 66 percent by 2050. Immigration is undoubtedly the most important factor accelerating urbanization. Throughout modern times, almost all the migration movements have been from rural to urban spaces. This tendency is also the same for mass international migration. For instance, it has been observed that a large portion of the Syrian immigrants heading to Turkey prefer urban spaces to rural ones when they are not taking shelter in temporary protection camps and have the opportunity to make the choice. Only 10 percent of 2.7 million Syrians under temporary protection in Turkey take shelter in temporary protection camps, while the majority of Syrian immigrants living outside the camps reside in urban spaces.

Immigration to urban spaces profoundly affects the social, cultural, economic and demographic structure of cities. The problems arising from sudden and extensive mass migrations have two dimensions. On one hand, a series of problems stemming from the changes in permanent settlements of the city arise, and on the other hand, immigrant masses confront a number of problems. With large-scale mass migrations, various components of the city's infrastructure that functionally complement each other, such as healthcare, education, housing, employment, production, consumption, transportation and security, are strained. The way the

city inhabitants perceive immigrants is shaped parallel to this. In case amenities fall short, xenophobic tendencies or various societal tensions might emerge. Also, immigrants might be subjected to harsh conditions in terms of housing, healthcare, education and finding employment. Facing challenges with regards to orientation, immigrants might have difficulties in adapting to the city's structure and generally cause a change in those conditions without being aware of it. For these reasons, local, national and international policies addressing immigrants are crucial. A coherence between national and local policies and cooperation between the agents who develop and implement these policies are of vital importance.

In order to address these issues in an international environment and with a versatile perspective, GÖÇMER organized its first international conference on migration and security entitled “Immigrant Influx and the City” which took place in Antalya November 11-13, 2016. Concentrating on the challenges of mass international migrants living in urban spaces, the conference allowed for theoretical discussions and presentations that discussed findings regarding the problems faced by immigrants in urban spaces and their impacts on urban structures in political, cultural and economic aspects. The conference mainly focused on Syrian immigrants in the context of a general perspective on mass international migration while allowing in-depth analyses of the subject by engaging various disciplines and agents pertinent to the subject.

The following subjects were discussed in the conference:

- Mass migration and urban security
- Housing problems facing Syrian immigrants
- The spatial dispersion of Syrian immigrants
- Dispersion of mass migrants in urban spaces
- Temporary protection camps in Turkey
- Refugee camps in Jordan
- Urban management and international immigrants
- Policies and practices regarding the settlement and resettlement of immigrants to Europe.
- Health problems of Syrians ▸ Education of Syrians
- Problems in the labor market concerning Syrian immigrants (legal reforms on work and employment, low-cost labor, illegal employment, labor exploitation, informal economy)
  - Syrians and their status with regards to judiciary and administrative laws in Turkey.
  - Immigrants and financial issues (tax, income, administrative or pecuniary penalties etc.)
  - Best practices concerning the resolution of education, health care, housing and employment challenges facing international immigrants.

This report will synthesize the main topics emphasized in the conference presentations under five parts. In the first part entitled “Mass Migration and Economy”, the data obtained from various presentations pertinent to the economic dimensions of migration are summarized. In addition to the general economic problems caused by mass migration, the positive impacts of large-scale mass migrations on the economic structure of the host country were also mentioned. The following section entitled “Mass Migration and Housing” discusses the housing problems caused by mass migration that affect both the host country and immigrants are examined within this framework based on the housing needs of Syrians under temporary protection in Turkey. In “Mass Migration and Education”, the relations between immigration and education are discussed with an approach focusing on the education of Syrians under temporary protection in Turkey. “Mass Migration, City and Security” focuses on the impact of mass migration on urban security. The final part, entitled “Experiences and Examples from the field”, summarizes the data and insights presented by notable bureaucrats, legal experts and policy-makers throughout the conference. Unlike the other four parts, the final part is based on the presentations that offer enlightening information and discuss policies and practices pertinent to Syrians under temporary protection in Turkey. Consequently, the final part provides more detailed and comprehensive information.

## ■ MASS MIGRATION AND ECONOMY

**T**he migration movements that have recently surged with the effects of globalization are taking place as a result of several problems that are global in scale and threaten all the people in the world regardless of whether they're rich or poor, and negatively affect the welfare of the emigrant country including international economic crises, terror, civil wars, climate changes and ecological problems.

Mass migration movements profoundly affect socio-cultural textures, demographic features and the economies of cities. With the influence of the immigrant influx, the immigrant-receiving cities undergo a series of transformations including spatial and cultural changes, and changes in employment, the labor force, urban management and income distribution.

Immigrants, especially refugees, can be the targets of biases and discriminatory practices due to their potential impacts on the economy of the country they migrated to. So, immigrants and refugees are regarded as the source of economic problems in the regions they head to. The main factor underlying the marginalization of immigrants stems from views and biases presuming that immigrants will restrict the employment opportunities of the local population, lead to unemployment, and obstruct the migration-receiving country's development in various sectors and fields. However, the newly-arrived population contributes to the expansion of the

existing economy both as consumers and agents taking part in production processes. This implicates an environment in which opportunities and risks coexist.



Image- 1: Mass Migration from Syria to Turkey (image compiled from conference presentations)

According to the official figures, there are currently around three million Syrians under temporary protection in Turkey. Hosting a total of 2.801.586 Syrians as of December 2016, Turkey has become host to the largest refugee population in the world. It does not seem likely that the Syrian population in Turkey will return to their country anytime in the immediate future. Therefore, it has been acknowledged that determining the negative and positive impacts of temporarily protected Syrians on the economy is of critical importance in terms of the measures required to be taken in the near future.

The rent prices in urban spaces tend to increase with the Syrian influx in the country. The increase in real estate demands due to the rising Syrian population was especially beneficial for landlords. As a result of the rising prices of staple foods in border cities, the inflation in those cities (Kilis, Hatay and Gaziantep) rose beyond the average inflation rate in Turkey. Besides, Syrians create a disadvantage in local labor markets since they constitute low-cost labor in small scale enterprises such as industry and agriculture. Correspondingly, the companies employing low-cost Syrian laborers create unfair competition. Such factors are among the economic risks posed by the Syrian immigrant influx in Turkey. On the other hand, Syrians have met the deficit in labor force by doing the jobs the local labor force is reluctant to do. The economic aid provided to the camps in border towns and in Syria were delivered by way of local companies. As a result, the manufacturing rates of textile and food companies increased while the



export deficit was balanced out. Besides, the investors and merchants coming from Syria have positively affected both trade activities and the market. These factors can be listed as Syrians' contributions to the Turkish economy and local economies within the country. Consequently, the effects of mass migration movements, particularly the effects of Syrians on the economy in this case, is two sided. Syrians do not only constitute an economic burden to the regions they migrated to, they also provide added value to the regions with the assets they bring. The presentations made as part of the conference particularly emphasized this point, contending that mass migration must be addressed as a management issue rather than being solely addressed within the limits of security concerns. Such a perspective would increase potential and energy.

With a directive issued on January 11, 2016, the working conditions of Syrians in Turkey were regulated. They were enabled to be employed in seasonal agricultural work while their employment in other fields was conditionally allowed. Leaving the Syrian labor force idle might cause certain social problems in future. Contrary to the opinions of some segments of society and NGOs, granting Syrians limited work permits is considered a significant step towards forging bonds between Syrians and Turkish citizens in the long term rather than being seen as a factor disrupting social order. Syrians in Turkey wish to practice their actual professions in the Turkish labor market as well. The integration of Syrian immigrants into the economic, cultural and social system in Turkey is important in terms of preventing their marginalization and preserving social order and peace in the labor market. It was also stated in the conference that preventing the growth of the informal economy, which tended to grow with the arrival of Syrian immigrants in the Turkish labor market, depends on reforming the working conditions within the framework of the organizational structure. It was also added that the policies and mechanisms that contribute to national income and eliminate the exploitation of the labor force would positively affect the labor market.

Performing tax audits on immigrants was also considered among the economic measures required to be taken in order to prevent losses in state treasury. Although the immigrants' estimated duration of stay in the host country is not certain, the follow-up and recovery of tax debts is significant in terms of fulfilling financial liabilities. In the Turkish tax system, the measures to prevent losses and leaks in tax liability, tax obligation and the duties of legal representatives, which were formed in virtue of the provision in article number 8 of the tax procedure law stating that the legal prohibition of taxable event does not annul tax liability, has been revealed to be abused as a result of establishing tax liability for immigrants.

The foreigners under temporary protection who work in their own right are obliged to obtain work permits on condition of having tax identification numbers by presenting a document that shows the activities of their workplace, such as a chamber registration document for merchants and craftsmen of natural entities and a trade registry gazette for companies following

the completion of the founding procedures of the workplace. Otherwise, work permit cannot be lawfully obtained. In our country, Syrians have been contributing to production and trade activities through small businesses; however, many legal obligations such as taxpaying cannot be performed since many of these small businesses are the part of informal economy, which leads to unfair competition. This situation aggravates reactions against Syrians especially among local craftsmen. In the presentations made during the conference, it was underscored that it is required to determine other inconveniences concerning the duties immigrants undertake in economic life as a result of tax laws and to offer them solutions.

## MASS MIGRATION AND HOUSING

Immigration undoubtedly leads to certain needs such as healthcare and employment. Housing stands out as the most basic need among these. A healthy and secure life cannot be in question for people unless their housing needs are met first. Considering this, the conference allowed for a number of presentations and discussions regarding the housing needs of immigrants.

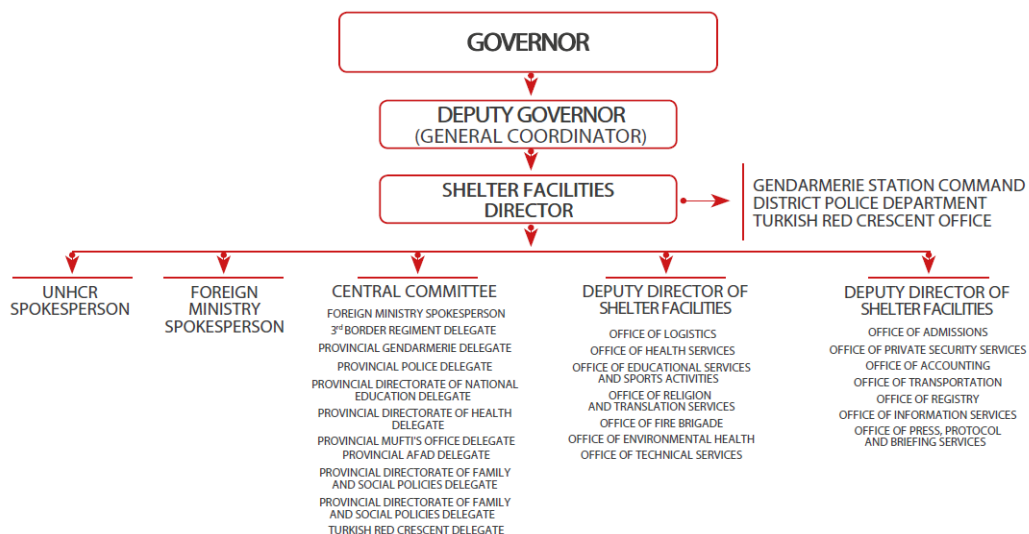


Figure- 1: Administrative structure of temporary refugee centers in Turkey: The Suruç example (image compiled from conference presentations).

The Syrian Civil War, which broke out in 2011, caused around three million people to take refuge in Turkey. As a result of historical and cultural ties between the two countries, Turkey approached these refugees with a humane perspective and implemented an open-door policy towards the people fleeing the war as a result of its obligations under international treaties such as the Geneva Convention. The approximately three million mass migrants who arrived in Turkey as a result of this open-door policy firstly confronted the housing problem. Three housing methods have been developed in Turkey to address the housing needs of refugees. Shortly after the civil war broke out, a number of Syrians took shelter in the houses of their relatives living in various cities across Turkey, particularly in Şanlıurfa, Gaziantep, Hatay, Mardin and Siirt. The second housing option is the housing offered by temporary refugee centers (camps) opened by the Turkish state in 10 Turkish provinces, of which the total number reached 25 by the end of 2016. As a third option, a portion of Syrian refugees met their housing needs through their own means by buying or renting residences across 81 provinces in Turkey without having any legal obstacles. It has been observed that the refugees who left temporary refuge centers for various reasons mostly rented residences located in blighted neighborhoods of metropolitan cities.

Each method has had different consequences, with varying costs to the Turkish state. The housing costs entail rent and utilities such as electricity, water and heating. The sum of all these expenses comprise the housing costs. The Turkish state's total spending on the issue including the housing costs of refugees amounts to approximately \$12 billion. When the aid provided by NGOs and individual citizens are added, it can be seen that the Turkish state and citizens have cooperated in aiding the Syrians who were subjected to forced migration. In December 2016, the number of Syrians in refugee centers coordinated by DEMP reached 258.571. Certain standards are preserved in the living conditions of the refugees in the centers. Basic necessities such as food, education, health care, clothing and heating are met by ensuring humane conditions.

However, there are some differences in meeting the housing needs of Syrian refugees who do not reside in the temporary refugee centers. While a substantial part of the refugees who do not stay in the centers reside in houses they rent either through their own means or with the support of NGOs or individual citizens, a percentage of them stay in blighted neighborhoods of cities which were evacuated as part of urban transformation projects. It must be noted that those living in these neighborhoods live their lives under harsh circumstances and are deprived of healthy housing conditions. Although the refugees who can afford to rent a house are assumed to have no problems, it must be taken into account that the vast majority of refugees have poor economic conditions. The refugees in poor economic conditions live in groups or are forced to live in low-cost and unhealthy houses to decrease their housing costs. Generally,

the blighted neighborhoods or outskirts of cities have become the most prominent shelters for Syrian refugees. Their living spaces are mostly small, dark, humid and unhealthy apartments on the ground or basement levels. The unhealthy conditions of these flats directly affect refugees' state of health and cause various health problems.

The housing costs of the Syrian population in temporary refugee centers are gradually yet considerably increasing. The only way this problem can be resolved is with the participation of this population in the workforce. Their participation in social life along with citizens will enable them to meet their basic necessities such as employment and education. Experts argue that although the housing possibilities within camps have many positive dimensions such as the systematic fulfillment of the needs of refugees, they also entail some negative effects in socio-logical and psychological terms. The greatest problem in this respect is the feeling of isolation, which emerges as a socio-psychological consequence of staying in camps for a long time. Therefore, it is emphasized that the refugees in camps with the exception of destitute children, the elderly, patients suffering from chronic pain and women need to be encouraged to seek out other housing possibilities aside from camps after a period of time as part of the policies concerning the housing of refugees in the camps.

For the Syrian refugees living outside of temporary refugee centers, social harmony stands out as the most important parameter in the process of integrating into society. Closely related to the notion of tolerance, social harmony refers to the coexistence of two or more communities with different cultural backgrounds. Although some Syrian refugees occasionally get involved in several incidents in various provinces and consequently encounter the reactions of locals, a deviation that might potentially subvert the social order has not yet been observed. The most important factor preventing such a deviation is the similarity Turkish and Syrian people share in terms of their cultural roots despite speaking different languages. Furthermore, the Anatolia region was historically formed as a result of migration waves.

Considering previous experiences in the literature on migration, it can be assumed that a substantial part of refugees will not return to their country even if the Syrian civil war ends. So, it is crucial to come up with long-term and far-reaching solutions regarding the housing needs of refugees. The solutions are also required to contribute to social harmony.

## ■ MASS MIGRATION AND EDUCATION

As part of the conference, education-related problems caused by mass migrations in various contexts were examined by encompassing the views of both mass migrants and hosting communities. With the increasing population, transforming world order, changing economic systems and societal exigencies, migration movements have obtained various national and international dimensions in political and economic realms with the effect of several important factors that came into prominence especially with the arrival of the 20th century including education and health problems, terror, and natural disasters.

As a result of the impacts of globalization especially over the past century, one out of every 35 people in the world is a migrant today, and this rate tends to soar in a globalizing economic environment with the influence of developing transportation facilities and advancing technologies.

With the Geneva Convention signed in 1951 by European countries, which bore witness to increasing mass migration movements in the aftermath of the World War II, a distinction was made between forced and voluntary migrants.

Accordingly, people subjected to forced migration across Europe were defined as “refugees” while those who left voluntarily were named “immigrants”. By 1967, European countries began applying these definitions to all immigrants across the world as a result of increasing migration movements. Turkey acceded to the 1951 Geneva Convention in 1961.

For this reason, Turkey does not legally define the people migrating from Syria as “immigrants” nor “refugees”. For humanitarian concerns, an open-door policy has been adopted regarding these people. However, new conditions emerged concerning their legal status in Turkey. Within this scope, due to the increasing migration movements, Turkey bestowed a number of rights to the Syrians arriving including identification cards, health care, accommodation, food aid, family reunification, legal counseling, measures to prevent arbitrary arrest or detention, and non-refoulement.

The evaluations discussed during the conference highlighted that consolidating measures of integration (which would ease the orientation of immigrants, refugees and asylum-seekers to their new social environment) is crucial to minimizing the country’s vulnerability to increasing migration movements and turning disadvantages into advantages.

Studies conducted on the subject show that the countries which cannot successfully accomplish integration processes confront serious problems. It was emphasized that many of these problems stem from the marginalization of newcomers, especially youth.



Image-2: Hairdressing Class at a Temporary Refugee Center (image compiled from conference presentations)

As a result of the recent social movements and street demonstrations taking place across Europe, the continent recognized the significance of this problem. Accordingly, the juveniles

who feel isolated from society or who are subjected to forced migration encounter serious integration problems that lead to their marginalization.

In social formations, a number of factors such as family, social norms, language, environmental conditions and professional organizations play a major role. But education is undoubtedly the most crucial factor that eases the integration of newcomers, especially of children and youth.

The first thing immigrants need is the acquisition of the language spoken in the host country. Through language acquisition they can more easily be integrated into their new social context. The second important thing they need is money. Needless to say, people first have to receive an education in order to learn a language and make a living.

With the state-funded education provided in public schools and the recognition international equivalence of diplomas, individuals can develop professional skills and gain employment opportunities, which further contribute to the wellbeing of the country's social structure.

The soaring global migration movements have direct effects particularly on education. Currently, a substantial portion of school-age children, for example one out of every four children in the U.S., comes from an immigrant family.

As a crucial matter, particularly in terms of children's integration, education is the easiest and most fundamental way to develop reasonable and healthy solutions to different tendencies experienced by the child as a result of environmental, professional and faith-related circumstances.

The situation is similar in the context of Turkey. The current population of Syrian children and youth in Turkey between the ages of 5 and 17 is approximately one million, but nearly half of them can benefit from educational facilities.

One of the leading problems immigrant children and youth encounter is social conflict between different ethnic groups and sects. Although the current situation in Turkey has been accepted with the notion of "ansar" (the word connoting the necessity of helping fleeing Muslims), and it is presumed that this support would cause any problems, some variables such as occasional economic problems the country experiences indicate the risk that some problems might arise regarding the issue with the effect of the transforming social structure, increasing necessities, exhausting resources and globalization. In the presentations made as part of the conference, it was indicated that it is crucial for Turkey to take certain measures against possible risks.

The mass migrants fleeing from Syria to Turkey comprise mostly a young population. More than 50 percent of them are under the age of 18, while the schooling rate among this population has only recently passed 50 percent. Besides, increasing migration movements and adaptation problems may cause trouble both to institutions and for the system.



Improvements in the education sector undoubtedly constitute the most effective solution at this point. While facilitating the integration of immigrants, education also consolidates citizens' sense of belonging to the society they live in, which paves the way for a number of positive effects.

Although the leading problems are related to curriculum, language, system and human resources, there are also some material necessities such as school buildings and classrooms that are lacking. Besides, the children who have been affected by violence and conflict or gone through traumatic experiences in the regions they come from can be further targeted by radical or terror groups in the countries they migrate to.

In the presentations made during the conference, it was pointed out that children must be particularly guarded in this process. Quality education that considers the needs of immigrants is one of the primary conditions of averting such vulnerabilities. Within this scope, access to education is crucial. It is important to carry out the legal arrangements that will facilitate access to education for newly-arrived immigrants and reform current regulations in accordance with this concern. Only after finalizing such legal reforms can an organized education system encompassing the integration of immigrants be achieved.

Such an education system is required to encompass both Turkish and Syrian children. In line with this objective, structural factors in the education system must also be reformed and specific policies addressing immigrants must be implemented.



Image- 3: A group of Syrian children under temporary protection attending a class in DEMP Suruç Tent City Accommodation Center (image compiled from conference presentations)

The necessity of educating Syrian children under temporary protection was acknowledged in the early stages of the migration wave, upon which some Syrian entrepreneurs and NGOs started offering services to satisfy this need.

Many Syrians who are conscious of the importance of education or whose professions are related to pedagogy turned their houses into schools. In some of the neighborhoods where Syrians are densely populated entire buildings were turned into schools through a collaborative effort. Also, the required steps were endeavored to be taken to ensure that Syrian children will be able to continue their education when the war ends and they return to their homeland.

Within this scope, a number of schools dedicated to Syrian juveniles were opened in almost every city where Syrians live. They provide an education with revised books (pro-regime or anti-Turkish statements were omitted) and with the systematic screening of the books conducted by the Turkish Women, Family and Youth Center (TWFYC), Heyet-i Şam-i Islamiye and the Syrian Education Association. 200.000 copies of the screened books were published and added to the curricula implemented in these schools.

The first organization involved in this process was TWFYC, which is within the Turkish Diyanet Foundation (TDF). The first step in this respect was taken during the head of Turkey's Religious Affairs Directorate's visit to Nizip district in Gaziantep province in 2012. The education-related endeavors that initiated with two Quran courses were gradually extended to reach a greater audience.

The schools established in Gaziantep, Şanlıurfa, Kahramanmaraş and Ankara provinces were subsequently submitted to the authority of the MONE under the name of Temporary Education Centers (TEC). The system for which the curriculum was revised in 2014 with the contributions of Arab and Syrians pedagogues and a commission established by the Syrian Education Association, continues to operate under the supervision of a coordinator in each province. Turkish students attend these schools in the mornings while Syrian students attend in the afternoons.

Occasionally cooperating with various NGOs, the MONE added the Temporary Education Centers, which is a Turkish initiative, to the literature on education thanks to the system run in Turkish language with a curriculum and teachers assigned by the Ministry. However, it was underscored during the conference that in order to render the education system addressing Syrians under temporary protection more functional and productive, that MONE should shut down the Temporary Education Centers and create new regulations that would enable Syrians to receive an education in Turkish schools with formal education.

The situation is also similar for the Syrian academics who fled to Turkey. Although the Syrian academics wish to stay in Turkey, they feel obliged to leave the country. Even though

Turkey wants to benefit from their services, human resources in this respect cannot be adequately utilized due to the present hitches and shortcomings in the laws and regulations regarding this matter.

Currently, around 5.000 academics from the Arab world (not only Syrians) are recorded in the Council of Higher Education Common Database System (CHECDS). However, only 317 of them are employed. It was revealed that a number of obstacles stemming from the system and regulations play a role in this situation. The problems pertinent to residence permits are among the leading obstacles, and it is suggested that granting citizenship status would resolve this problem.

Furthermore, there is a language barrier, and the translation services provided are not at an adequate level. For this purpose, language courses must be established and spread. Non-professional employment is also among the problems stemming from current practices. The academics coming from abroad are endeavored to be assigned to positions only in faculties of theology as a requirement of the languages they know or when English proficiency is listed as a required qualification. Just as there is Turkish-German University in Turkey, a Turkish-Arab university could also possibly be established in Turkey given that Turkey is a center of attraction within the Arab world. This idea was put forward in the conference, adding that the founding of such a university would also create employment opportunities for Syrian academics.

## ■ MASS MIGRATION, CITY AND SECURITY

**T**he urban security approach involves certain criteria in fighting against hate crimes. The hate crimes carried out against immigrants aggravate the negative effects of mass migration on security. This factor leads to more negative experiences. The first criterion in urban security is the institutional capacity of crime prevention. When the awareness of police or judicial bodies with regard to hate crimes is insufficient, the capacity to fight against hate crimes also declines. Another major criterion is the inequality in access to economic and social opportunities. Hate speech and discriminatory practices such as avoiding renting houses out to Syrians or refusing to befriend them negatively and profoundly affects society, leading to social segregation. Mutual trust in society is also an important criterion for urban security. An environment of mutual trust between different groups minimizes hate crimes. Another criterion is the presence of urban and state administrations with a ground of societal legitimacy. In the event of weaknesses on the subject, incidents can escalate and police intervention may be insufficient. Media outlets can also play a role in exacerbating such situations by reporting that the police remained as a mere spectator while people attempted to lynch Syrians for example. This leads to the questioning of social legitimacy after a while. Having a plan concerning preventable crimes is of critical importance for the security of a city.

Without awareness, the threat posed by hate crimes can go unnoticed. The security works regarding hate crimes are not redundant since it is a genuinely crucial subject matter. The Turkish National Police Academy and the OSCE Office for Democratic Institutions and Human Rights (ODIHR) have cooperated for the prevention of hate crimes. As part of this cooperation, there is an ongoing project aiming to improve the activities of law-enforcement officers in the fight against hate crimes.

Urban security is a phenomenon that has recently become even more important. The increase in gated communities and the growing interest in such formations are a reflection of this growing concern. The heterogeneous texture of cities triggers concerns and fears of crime. While the studies conducted in previous years on this matter pointed to infrastructure and unemployment as the primary problems of cities, more recent studies show that the issue of urban security has come into prominence. For instance, a study conducted at Karamanoğlu Mehmetbey University revealed that the issue of security has become one of the leading problems cities confront related to the local Syrian population. The fear of crime is closely associated with Syrians and other immigrants. Immigrants can be regarded as a threat to society in cultural, economic or societal terms. Syrians are also viewed by society as a considerable factor threatening social order. In the context of the changing perspectives of urban security, fear of crime and perceptions of security, it was ascertained that the perception of security is closely linked to the economic system. The presence of economic crises can spur concerns over security. In addition, media outlets and the societal structures willingly or unwillingly boost the culture of fear with their representations.

Turkey's Europeanization process which started with the Helsinki process and the EU's security concerns have caused Turkey's immigration and border management policy to Europeanize to a certain degree. Some of the major steps taken with the political influence of the Europeanization process in terms of immigration and border management include a number of noteworthy legal amendments such as \ law no 6458 on foreigners and international protection, structural reforms, projects signed with many EU countries and readmission agreements. However, Turkey's national interests, the historical and cultural relations it developed with its neighbors due to its geopolitical position, and some of its distinctive features have also played a role in designing the country's current immigration policy and providing its border security. Although Turkey's current immigration policy has caused some financial damages to the country, it is still promising for world peace.

In terms of immigration and border management policies, Turkey is in a position to set an example for Europe with the models it developed. In this sense, Turkey is a model to Europe and the rest of the world. Turkey and the EU have different security perspectives. Consequently, it is not realistic to expect Turkey to completely conform to the EU policies. It was

highlighted that a strategic management-oriented immigration and border management policy based on security governance would set an excellent example and serve as a model in preventing irregular immigration, minimizing human rights violations against refugees, and pursuing effective security policies. The EU is required to adopt policies in line with human rights and its own values instead of following a strict border and immigration policy.

Immigration is one of the main factors that determines both domestic and international policies of countries. Formerly, Turkey used to assess the subject of immigration through the lens of crime and migrant smuggling. However, recently Turkey's approach to the subject has dramatically changed. The legal reforms Turkey made in this process were conducted with the contributions of many partners. The laws in many European countries are not as up to date as the reforms in Turkey. The EU's recent policies display a number of changes, which is mostly due to the conflicts over the past five years. In order to create a safer environment, the EU leaned towards pursuing new policies with third countries, which resulted in the readmission agreements. The EU has always remained on the safe side throughout the process. The primary objective is based on resolving the problem in its location. Although the EU initially handled the crisis as a regional one, the truth of the matter is different. The EU has politically obtained what it wished for. A great distance was covered in decreasing the Syrian influx to Europe through several channels such as visa liberalization and financial support. Those who are forced to migrate set off with their house keys in their pockets as their goal is to return to their homeland. This is a human condition. The humanitarian costs of immigration, particularly of mass migration movements, must be considered above security concerns.

## EXPERIENCES AND EXAMPLES FROM THE FIELD

**F**ollowing the refugee and mass migration crisis emerging as a result of the civil war in Syria, mass population movements have found their way on agendas worldwide, however we are still far away from a solution. According to the UN, there are six million refugee children in the world. 90 percent of non-refugee children complete primary education, while the rate is only 50 percent for refugee children. Furthermore, 84 percent of non-refugee children attend high school, while only 22 percent of refugee children have this opportunity.

Such a massive asylum seeker, immigrant and refugee crisis can only be dealt with by making concrete steps, rather than discussing it. At this point, it is no use for countries to address this issue by developing policies separately or independently. On the contrary, leaders should propose an urgent solution together and make a political commitment. The UN has taken many steps towards this issue. Humanitarian summits were organized in New York, London and Istanbul. After these steps, influential leaders with a role in the Syrian war sat around the same table and made commitments. This is interpreted as a failure of the UN. However, the UN's role in such crises can only be actualized with the political decisions of countries and their behavior parallel to these decisions. Mass migration experiences in the context of Syria is an example of failure for the UN.

It is not fair for a transit country such as Turkey to have to struggle with this crisis alone, as a result of this failure. Despite this, Turkey has made all the reasonable efforts both at the social

and state level regarding Syrian asylum seekers flocking to the country since the beginning of the Syrian crisis. Turkish people have welcomed Syrians coming to Turkey, along with their traumas.

### **Problems Syrians in Turkey face and create currently**

Syria's population was around 20 million in 2011. Due to Syrian civil war, 11 million people were displaced, both inside and outside the country. 6.1 million of the displaced population migrated to five neighboring countries beyond the Syrian border. Nearly half of the Syrians displaced now live in Turkey. In this sense, Turkey has become the country most affected by the refugee crisis as a result of the Syrian war. While the proportion of men and women among the Syrian population in Turkey, (around three million people) is balanced, there is a serious imbalance in terms of age distribution. Almost half of the Syrian population that migrated to Turkey is under 18 years old. This can be considered an advantage given the fact that young people can adapt more easily. On the other hand, youth are in greater need of social spending such as education, health and birth expenditures and the fact that these young people are likely to stay in the country leads to disadvantages. It is possible to summarize the main problems facing Syrians under temporary protection in Turkey under the following headings:

### **Problems that emerged in settlement areas near the border of Syria in the first stage: Reyhanlı region**

According to the admission regimes and procedures, many processes such as security control, disarmament and distinction from civilians, pre-registration and identification, identification control, health checks and public health services are carried out at the border crossing. Biometric registration, temporary protection identity cards and referral documents are issued at this stage. However, it has only become possible to carry out these systematic procedures regularly in recent years. Along with the first mass migrations from Syria to Turkey, serious problems have arisen especially in settlement areas near the border, as a consequence of the irregular implementation of these procedures.

Along with the Syrians under temporary protection, the increase in smuggling rates in Turkey, especially in settlement areas close to the border, is the most important issue arising as a result of migration. Turkey was caught unprepared for the first waves of migration, especially in 2011 and 2012. In the early days, a great confluence began to emerge in settlement areas at the border, although Turkey tried to establish a certain system later on. For instance, in 2013, there was no information or registration conducted regarding the newly-arrived immigrants in Reyhanlı. Officers even visited houses in the region in order to identify and register Syrians.



The biggest problem was identification since fake passports were common. The number of Syrians was about 15-16 thousand at this stage. Later in September 2014, we figured out that this number had reached 35.000 via DEMP’s Temporary Registration System. As of the end of 2013, the population of the district was approximately 62.000. This clearly shows that the Syrian population was dense in the region. Furthermore, the number of Syrians increased day by day in the district, where the population reached almost 100.000 in 2014. The most significant issue was unchecked entries during the first waves of migration.

Newly-arrived immigrants tried to participate in the economic life of the district in order to continue their lives and tradesmen preferred to hire Syrians as they provided cheap labor. The economic order of the province thus began to change slowly. An important change the Syrians caused was the increase in housing rents in the region. Rents prices tripled and started to affect the middle class in the district negatively.

### Admission Protocol of Syrians Under Temporary Protection

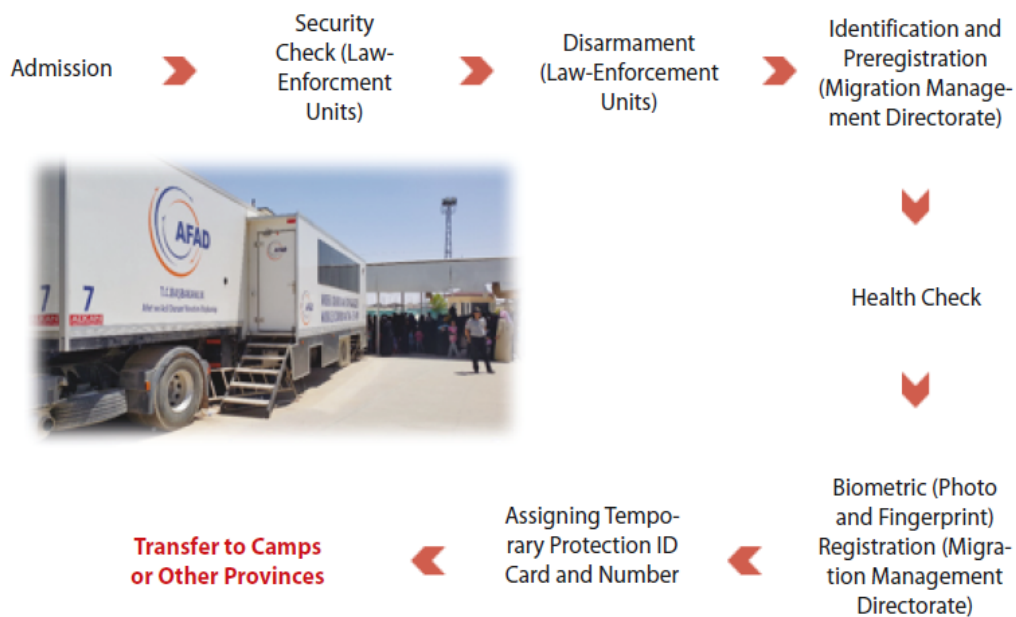


Figure- 2: Admission protocol of Syrians under temporary protection to Turkey (image compiled from conference presentations)

Another challenge was in providing adequate nursing homes and hospital services for such a large population. Most of the newcomers were injured or needed immediate treatment. Moreover, the Syrians who came to Turkey in this first wave of migration experienced severe problems regarding finding shelter. These people, who later helped the Syrians who came after them, tried to find shelter in parks, warehouses and in the mosque courtyards. Public officials

detected these immigrants, however, they could not help them. Because even if they were taken from the parks, there were no alternative areas for them to be placed. Yet at this time DEMP was not actively involved in the scene. Temporary housing centers ("camps" at that time) did not have sufficient capacity.

Another problem at this early stage was related to the humanitarian organizations that came to the settlement areas at the border to help Syrians. These organizations, which entered the region without any checks, were not registered. Therefore, officials could not make a record of the organizations that helped and what kind of contributions they provided. Uncontrolled distribution of aid resulted in fights and quarrels.

No country could ever be prepared for such a large-scale mass migration as in the case of Syrians. Turkey was also unprepared for this sudden and massive population movement. As a result, there have been incidents threatening public order by way of the economy and security. When checks at the border could not be carried out in an organized manner, even oil smuggling began. Even some of the students in Reyhanlı dropped out of school and joined the smuggling industry since it brought easy income. 13-14-year-old children were able to earn approximately 1000 TL a day from smuggling.

A small quarrel among the newcomers could quickly turn into a massive stampede. People were easily provoked against the Syrians. A small rumor would spread quickly and result in the local population attacking Syrians.

In addition to social and economic problems, people living in the settlement areas near the border also experienced the adverse effects of the Syrian civil war. Rockets, bombs and bullets became more visible in settlement areas such as Kilis and Reyhanlı.

#### Legal issues regarding Syrians under temporary protection

The most significant legal problem that is experienced in our country regarding the Syrians under temporary protection is identification. It becomes incredibly difficult, sometimes even impossible, to take action when a refugee is exposed to a crime or commits a crime. Therefore, all practitioners in contact with Syrians should first register them before providing any services because we might not be able to find those refugees again. It is therefore crucial that these people are registered and identified immediately when they pass through the border or receive social aid.

It needs to be easy to access and locate the Syrian refugees under temporary protection for any reason. To this end, the domestic movement of refugees should be controlled and monitored as much as possible.

Another problem regarding the Syrians under temporary protection is human smuggling. The first thing that needs to be specified about human smuggling is that refugees or immigrants are not the perpetrators of this crime, they are the victims. They are not aware of this though

and they refrain from identifying people who will be helpful to them. It is therefore impossible to get help from immigrants regarding the detection of smugglers. This situation results in more victims. Therefore, raising awareness about smuggling among immigrants is the most crucial point. Immigrants are generally caught by the sea when they escape. However, since there is no authorized entity to collect the testimonies of immigrants in this area, the process of taking statements about immigrants is assigned to the gendarmerie or the police on land. This situation prolongs the process and results in problems due to authority and obligation conflicts across institutions. Furthermore, the people authorized to take testimonies need to be professionals. Most of the time, those who take the testimonies of immigrants caught escaping don't know exactly what they are looking for. Thus, it is not possible to figure out information such as who owns the boat and who organizes the escape among immigrants trying to escape by boat.

These boats, made of rubber most of the time are often unreliable and lack adequate equipment. Although they have a capacity of 10-20 people, they often smuggle more immigrants than they can carry. These boats are deliberately pierced on the sea by Greece and immigrants are left to die. Afterwards Greece calls the Turkish Coast Guard to report the incidents. Immigrants are either left to die in this way or they freeze to death in the cold weather. There have also been major failures regarding the punishment of smugglers who accept more people than these boats can accommodate.



Image- 4: DEMP Suruç Tent City Accommodation Center (image compiled from conference presentations)

Another problem that Syrian refugees face in Turkey is the suffering resulting from legal gaps regarding sexual assault crimes. Among Syrian refugees, marriage at an early age is considered natural. However, Turkish law indicates that a person under 15 years old is considered a victim if s/he find his/herself in a situation involving sexual relations, even if s/he has consented. Syrian girls under 15 years old are often forced to marry 18-year-old men. These are situations that mostly go unnoticed by relevant institutions. In most cases these situations are uncovered by the state authorities by chance (for instance, when a child bride who got pregnant attempts to get health care) and often without the possibility of intervention. For instance, underage Syrian girls are forced to marry 18-year-old children of their relatives. Such situations are not immediately passed to legal authorities. When a child bride who was forced to marry attempts to get healthcare due to her pregnancy, she is faced with the law and the situation gains a legal dimension. The law indicates that a crime has been committed and the perpetrator of that crime is often the mother, father or husband. These people can be sentenced to 15 years in prison. Thus, the Syrian refugees suffer even more. Such incidents have led to negative portrayals of Turkey by the news in other countries.

Prostitution is another problem facing Syrian women under temporary protection. These women or their clients are not perpetrators of the crime. The perpetrators are the ones who mediate prostitution and provide the place and means for this crime to be carried out. Prostitutes are actually victims. Therefore, in practice, actions that will provoke unjust treatment to these women should be avoided.

Another problem area regarding Syrians and other refugees is unsolved murders. Murder cases involving refugees in Turkey are often experienced not between Turkish citizens and refugees but among refugees themselves. Moreover, assassinations are committed by other countries and murders are organized by terrorist organizations targeting these refugees. Such murders are often not easy to track since they are committed by professionals. In some cases, there is not even a body to be found. When a refugee who does not have an identification is murdered, the situation does not become a matter of the law and refugees suffer unjustly. The terrorist groups within Syria often follow the Syrians who come to Turkey.

Over time, the unjust treatment experienced by Syrian refugees in various areas came to light. Among these unjust treatments, financial smuggling takes the lead. Although the fields of duty of each ministry related to refugees and immigrants in Turkey have been identified, there is a gap regarding this issue in the Ministry of Finance. The commercial activities carried out by immigrants in Turkey are abused especially by tax evaders. This situation is also caused by legal gaps and as a result, damages are done to the state treasury. In fact, these losses were encountered even before Syrians under temporary protection came to Turkey. However currently, no traces of these people can be found.

Financial smuggling occurs in instances when a company registered in Turkey establishes a partnership with a Syrian company and the Syrian company is represented as the financial obligator in Turkey. This way, full liability is eliminated. Moreover, when the state tries to identify this situation and collect taxes from the financially liable party, the person cannot be found and the tax cannot be collected. Alternatively, when the headquarters of the Syrian company is indicated as Syria, limited tax liability comes into question and taxes cannot be collected. For example, it is not possible to reach a company registered in Aleppo. In the context of immigrants, one of the most important issues in this regard is the registration of financially liable parties. If Turkey cannot prevent this process, there is the danger of social prejudice developing against all Syrians, even if they are also victims.

### AFKEN Temporary Management System



Figure- 3: The management system of temporary refugee centers established for Syrians under temporary protection in Turkey (image compiled from conference presentations)

#### Public institutions, actors and activities that are effective regarding the practices related to Syrians under temporary protection

The Syrian crisis is not the first mass migration crisis experienced by Turkey. However, the number of Syrians who came to Turkey during the mass migration commencing with the Syrian crisis is equal to the sum of population movement from 1923 (the declaration of the Republic of Turkey) until 2011. Accordingly, it can be said that along with the Syrians under temporary protection, Turkey has undergone a significant change regarding migration in both an institutional and legal sense. The institutions, actors and practices that have come to the forefront in this transformation process are:

### Temporary Refugee Centers

25 temporary refugee centers have been established in 10 provinces for Syrians who came to Turkey through the open-door policy. The number of these refugee centers is quite high in southern provinces.

Syrians under temporary protection are placed in the temporary refugee centers on a voluntary basis. Some of the Syrians who are under temporary protection are financially independent while some live with their relatives. However, Syrians under temporary protection who do not have such opportunities can stay in temporary refugee centers on a voluntary basis.

## Aid Distribution System outside of Refugee Centers

### AFAD Electronic Aid Distribution System (EYDAS)



Figure- 4: The aid distribution system outside of refugee centers (image compiled from conference presentations)

The first admission to the Temporary Refugee Centers was carried out for 252 people who entered Turkey on April 29, 2011 from Yayladağı, Hatay. This rate increased rapidly until the beginning of 2014. This increase was less rapid from 2014 to 2015. In January 2014, there were 224.000 people living in Temporary Refugee Centers. The number of people living in temporary refugee centers decreases between July and September when some people leave to work as seasonal workers.

Hatay, Şanlıurfa, Gaziantep and Istanbul are provinces hosting more than 300.000 Syrians. Cities such as Kilis do not host that many Syrians. However, the number of Syrians here exceeds the city's own population.

The temporary management system includes the content of services targeting Syrians and articles specifying who will be responsible for each service, following the publication of temporary protection directive on October 22, 2014. According to article 26/4 of the directive, DEMP is responsible for the coordination of all services targeting Syrians. Accordingly, the General Directorate of Immigration is responsible for the registration of Syrians, and the Ministry of Health is responsible for the provision of health services. In other words, the services provided by these institutions normally also apply to the Syrians. In July 2015, an agreement was signed between DEMP and the Ministry of Health regarding the provision of health services. According to this agreement, Syrians will be given health services on a lump sum basis, just like Turkish citizens.

In temporary refugee centers, a camp management system is implemented. Those admitted to the temporary refugee centers, after completing biometric registration receive all the services available there. For health services, it is absolutely necessary for a doctor to provide outpatient services. So far, 177.568 Syrian babies have been born in Turkey. For these babies, outpatient services were provided a total of 918.694 times. Educational services and schools are located within temporary refugee centers. In the context of social services, many services are provided, ranging from vocational training to sports facilities.

The Electronic Aid Distribution System (EYDAS), which was prepared in the temporary refugee centers, is an electronic system created especially for the purpose of bringing together NGOs and Syrians in need. The system operates on a volunteer basis. Thanks to this system, redundancy can be avoided, a more effective support system can be created and transparency can be maintained.

Zero-point humanitarian aid is a strategy that needs to be specifically addressed. The zero-point humanitarian aid, which is a concept that our country contributed to the world literature with the Syrian crisis, has actually emerged as a result of overcoming a situation of obstruction. According to the international humanitarian aid system, in order to provide humanitarian aid, it is necessary to cooperate with an official institution from the counterpart country as a donor. In Syria, this is almost impossible. This system, based on the concept of “point-zero humanitarian aid” to meet another humanitarian aid vehicle from Syria, creates a type of customs gate in order to overcome the impossibility. The Ministry of Customs of the Turkish Republic has accomplished this. So far 28.966 vehicles carrying humanitarian aid materials have been sent.

Temporary refugee centers should be considered an exception. Ensuring that Syrians can adapt to life in Turkey and become financially independent is the main objective of these refugee centers. These places should be considered as rehabilitation centers helping a traumatized nation adapt to public life. Therefore, the number of centers will be reduced over time and the system will focus more on social harmony.

### **Policies regarding problems in education**

Along with the mass migration resulting from the Syrian crisis of 2011, a large number of school-age Syrian children migrated to our country. Therefore, providing an education for these children has become an urgent problem. At first, as a central organization, the Department of Immigration and Emergency Education was established under the General Directorate of Lifelong Learning within the body of Deputy Undersecretariat concerned with Syrians under temporary protection and other foreigners. The Department of Immigration and Emergency Education determines policies and strategies in general, coordinates with the relevant units, plans education activities during crises, cooperates with national and international organizations and coordinates national and international education projects and supports programs. Provincial directorates, provincial assistant directors of national education, provincial foreign student commissions and branch managers are all coordinating institutions and people.

The MONE has been organizing educational services for Syrian children since 2014 with a circular letter. The MONE is bound to act according to the articles related to education included in international contracts such as the Universal Declaration of Human Rights, the European Convention on Human Rights, the convention related to the status of refugees, the European convention on the legal status of migrant workers and the international convention on the protection of the rights of all migrant workers and members of their families. In line with these regulations, foreign children in Turkey are also entitled to the right to education like other children in the country.

Within this framework, 833,039 Syrian students have been registered according to the most recent data. With the new paradigm adopted in the 2016-17 academic year, public schools have also been included. More than 155,000 Syrian children receive an education in public schools. On the other hand, prior to the 2016-2017 academic year, 328,000 Syrian children used to receive an education in temporary education centers, which were examples of success. The temporary education centers were emergency units established in 2011 in order to ensure that Syrian children who fled to our country during the mass migration could continue their education while they retained a temporary protection status. In other words, these centers educated the children based on the idea that they would "go back" to their country at some point. However, in time, it was understood that these people would not return and as of 2016, all Syrian children have been included in the Turkish education system.

Today, there are 155.000 Syrian children enrolled in 9.945 public schools in 81 provinces. There are 425 temporary education centers including the camps in 21 provinces. As of November 2016, in total 328.642 Syrian children receive an education. Within the new framework of harmony, Syrian children receive the same education as Turkish children, while they used to be educated in Arabic in temporary education centers, which were the schools of the



old paradigm. Furthermore, there are currently 12.630 volunteer Syrian teachers in Turkey. These teachers trained in the Turkish pedagogical formation. Education geared towards adults is also provided within the scope of non-formal education. A total of 237.509 Syrians have been provided with an education in the scope of vocational training. Public education centers have organized Turkish classes for 137.729 Syrians.



Image- 5: Textile Course at a Temporary Refugee Center (image compiled from conference presentations)

### Social projects

The Republic of Turkey also carries out significant policies at the local administration level, in order to ensure that Syrians who experience difficulties related to central administration and in daily life can adapt to public life. The most significant aspects of these policies are social projects designed to ensure that the refugees can adapt to public life further and more easily. As a matter of fact, today, only 15 percent of Syrians under temporary protection in Turkey live in the camps and temporary refugee centers, while the remaining 85 percent continue their lives as part of everyday life in cities. In this case, it is necessary to establish a just, effective and rapid protection mechanism besides secure shelter. At this point, social adaptation projects for Syrians under temporary protection suffering from serious traumas have gained significant importance. In addition, this adaptation issue should be approached while keeping Turkish citizens in mind as well as Syrians under temporary protection.

The practices of İzmir's Metropolitan Municipality supporting 108.000 Syrians with social adaptation projects can be given as examples. İzmir is a transit zone. The people of İzmir provided their guests with food and clothing. However, it was soon understood that these guests were not permanent, because the Syrians were trying to reach Europe quickly. The first illegal

transfers to Europe took place in İzmir. However, the situation began to change in 2016 when Syrians slowly started to settle in İzmir and set up their lives here. The Turkmen immigrants easily adapted thanks to their language proficiency. However, Kurdish and Arabic-speaking refugees experienced more problems. Kadifekale, Basmahane and Agora are the regions hosting these new social groups with Arab and Kurdish origins. Syrian Arabs and Kurds preferred these settlement areas since these regions are mostly populated by families who came from the eastern regions of Turkey in the 1990s.

İzmir's Metropolitan Municipality carries out social adaptation projects not only for refugees but also for residents. These regions are already disadvantaged regions. Therefore, projects are prepared for everyone. One of these was designed specifically for youth. Within the scope of this project, university students voluntarily gave courses in an elementary or high school and Syrian university students also participated.

Another project implemented by İzmir Metropolitan Municipality is the Life Workshop project, which includes mostly women. It is aimed to disseminate basic values such as anti-violence and social equality within the scope of this project. In addition, workshops to raise awareness have been organized regarding topics such as substance addiction and child marriage. Significant education practices have been put together regarding women's health.

In addition, various workshops for children have been organized by İzmir Metropolitan Municipality, which are also supported by NGOs. For instance, a puppet workshop was organized for children under temporary protection and Turkish children in the summer. Thus, it is aimed to increase children's feelings of trust with one another.

### **International organizations supporting Turkey and Turkey's secludedness in the Syrian crisis**

International actors have a big role to play and duties/responsibilities to realize regarding the implementation of policies towards mass migration in transit countries like Turkey. Turkey's humanitarian aid expenditures to Syria reached \$12.1 billion. This amount includes only the expenditure of the treasury. This figure reaches \$25 million when NGO and citizen donations are added. However, Turkey received little support from the international community. As a matter of fact, a Turkey-EU joint action plan was prepared on October 15, 2015. As a result of this plan, it was decided that Turkey would receive 3 billion Euros for Syrians under temporary protection. The EU committed to pay 2.24 billion of the 3 billion. However, based on the contract, this amount was reduced to 1.2 billion, and only 676 million has been transferred, among which only 222 million was delivered to public institutions providing direct services. In sum, although the amount agreed upon by Turkey and the EU was 3 billion Euros, only 222 million of this amount was received in practice.

The UN is the most important international organization that is trying to support the Republic of Turkey regarding Syrian refugees. However, the UN experiences trouble related to funding. It cannot do much since it does not have a common pool of money. Despite all this, it can be said that the UN has carried out some important projects regarding the education of refugee children.

Europe has clearly failed in supporting the UN's needs. The UN organizes projects such as family reunification programs and equal number of refugee reception regarding healthcare. However, quotas are really limited. Accordingly, the UN presents three durable solutions regarding refugees. The first and ideal solution is to be able to return the refugees to their homeland. If this does not happen, real integration is the second ideal solution. The third solution is third country resettlement. Today, there are nearly three million registered Syrians in addition to another 250.000 other immigrants and refugees living in Turkey. The third country placement quota is 27.000. When we think about three million people, it is clear that this figure is far from realistic and problem-solving.

## ■ CONCLUSION

**D**uring the conference, the issue of mass international migration was scrutinized with a particular emphasis on the problems regarding Syrians under temporary protection in Turkey and solution recommendations in this respect. The issues highlighted and solution recommended s in the conference can be summarized as follows:

- The basic necessities of Syrians under temporary protection (including food, healthcare, and shelter) have been met, and the things that can be done within this scope are maintained at a minimum. In the following phase, it is required to implement cultural necessities.
- Although Turkey is harshly criticized on some occasions for various reasons in the EU progress reports, the country's policies and practices regarding Syrians are praised with words such as “remarkable”.
- The Syrians under temporary protection in Turkey can participate in manufacturing sectors and trade activities by means of small businesses. However, cases of tax loss and tax evasion have occurred since most of those businesses are informal. Aside from damaging the country's economy, this situation also sparks anger among locals who are against the Syrians. As part of the conference, the duties of Syrians under temporary protection concerning the tax law were emphasized while the importance of taking steps with regard to recording their economic activities was also pointed out.

- In Turkey, a number of major steps have been taken concerning granting work permit to foreigners, however, more regulations are still needed. For instance, skilled labor (such as academics) cannot be employed due to the absence of permanent residency.
- The educational activities performed by voluntary agencies that address the Syrians under temporary protection in Turkey have reached a considerable level. Still, more active roles must be assigned to the NGOs within Turkey's policies concerning Syrians.
- Temporary Education Centers, an initiative for educating immigrants developed specifically for the education of Syrians under temporary protection, has become a term recognized as a Turkish invention.
- There are some deficiencies regarding the identity registration of Syrians under temporary protection in Turkey. Those deficiencies are need to be resolved.
- Some measures must be taken to encourage interaction between locals and Syrians under protection.
- As the Ankara/Altındağ case suggests, required measures must be taken to avert competitions turning into conflicts between locals and Syrian immigrants in terms of urban settlements.
- Mass migration can be argued to spur hate speech and hate crimes within society, which have negative impacts on urban security. Only an effective management of sociological, criminological, legal and police force-related approaches and media discourses with an integrated and interdisciplinary risk management style can reduce these risks.
- The most encompassing and far-reaching outcome of the varying and spreading phenomena of crime and violence is the emergence of fear and the lack of trust in society. Individuals increasingly develop a feeling of insecurity towards the city, fellow city residents and some urban spaces.
- Since the immigrants settle in various urban spaces in an unplanned way, city dwellers are inclined to withdraw into their voluntarily-formed ghettos, which results in segregation. Consequently, the city becomes a place where individuals and different social segments live separately and look at view one another with suspicion instead of becoming place enriched by diversity.
- Aside from international migration, Turkey also experiences intense inland immigration movements. When these two migration flows converge, some undesirable situations might arise in urban spaces. For instance, a number of Syrians in Ankara were settled in some residences that were evacuated due to urban transformation projects. Subsequently, these Syrians had to be evacuated from those residences in order to complete the transformation projects, which posed a challenge both for Syrian immigrants and citizens. Turkey needs to take a series

of administrative, economic and cultural measures to decrease emigrations particularly in eastern and southeastern regions.

- International law (1951 Geneva Convention), can lead to some difficulties regarding practices towards immigrants according to domestic laws. Therefore, instead of the 1951 Geneva Convention, a new treaty led by Turkey, which will be based on the conditions of the Syrians under temporary protection in Turkey but will also pay regard to all kinds of international migration movements, should enter into force.

- Immigrants must be considered primary components of society rather than being regarded as people of secondary importance.

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