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# Technical Assistance to the EU Facility for Refugees in Turkey (2017/393359/1)

## Needs Assessment Report

Final Report  
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## LIST OF ABBREVIATIONS AND ACRONYMS

<b>ACBs</b>	Authorized Certification Bodies
<b>ASDEP</b>	<i>Aile Sosyal Destek Programı</i> (Family Social Support Program)
<b>3RP</b>	Regional Refugee and Resilience Plan (3RP) in Response to the Syria Crisis
<b>AFAD</b>	<i>Afet ve Acil Durum Yönetimi Başkanlığı</i> (Disaster and Emergency Management Presidency)
<b>ASAM</b>	Association for Solidarity with Asylum Seekers and Migrants
<b>BMI</b>	Body Mass Index
<b>bn</b>	billion
<b>CCs</b>	Community Centres
<b>CCTE</b>	Conditional Cash Transfers in Education
<b>CL</b>	Cutaneous Leishmaniasis
<b>CoHE</b>	Council of Higher Education
<b>CRCs</b>	Counselling Research Centers
<b>CVD</b>	Cardiovascular Disease
<b>CVME</b>	Comprehensive Vulnerability Monitoring Exercise
<b>DAAD</b>	German Academic Exchange Service
<b>DAFI</b>	UNHCR Higher Education Program
<b>DG</b>	Directorate General
<b>DGMM</b>	Directorate General of Migration Management
<b>DSI</b>	General Directorate of State Hydraulic Works
<b>EASO</b>	European Asylum Support Office
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>ECE</b>	Early Childhood Education
<b>ECHO</b>	European Civil Protection and Humanitarian Aid Operations
<b>EMIS</b>	Education Management Information Systems
<b>ER</b>	Emergency Room
<b>ESSN</b>	Emergency Social Safety Net
<b>EU</b>	European Union
<b>EUR</b>	Euros
<b>EUTF</b>	EU Regional Trust Fund
<b>FHC</b>	Family Healthcare Centers
<b>FRIT</b>	The EU Facility for Refugees in Turkey
<b>GDP</b>	Gross Domestic Product
<b>GHI</b>	General Health Insurance
<b>GiZ</b>	Gesellschaft für Internationale Zusammenarbeit
<b>GoT</b>	Government of Turkey
<b>HHs</b>	Households
<b>HIP</b>	Humanitarian Intervention Plan
<b>IFIs</b>	International Financial Institutions
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies
<b>IHH</b>	Humanitarian Relief Foundation
<b>ILO</b>	International Labour Organisation
<b>IOM</b>	International Organization for Migration
<b>IP</b>	International Protection
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>ISAS</b>	Integrated Social Assistance Service Information System
<b>İŞKUR</b>	Turkish Employment Agency
<b>JICA</b>	Japan International Cooperation Agency
<b>KOSGEB</b>	<i>Küçük ve Orta Ölçekli İşletmeleri Geliştirme ve Destekleme İdaresi Başkanlığı</i> (Small and Medium Enterprises Development Organisation)
<b>LCSI</b>	Livelihood Coping Strategy Index
<b>LFIP</b>	Law on Foreigners and International Protection
<b>LGBTI</b>	Lesbian, Gay, Bisexual, Trans, Intersex
<b>LRTI</b>	Lower Respiratory Tract Infection
<b>MDM</b>	Doctors of the World
<b>MEB</b>	Minimum Expenditure Basket

<b>MHC</b>	Migrant Health Centers
<b>MHPSS</b>	Mental Health and Psycho-Social Support
<b>MoEnU</b>	Ministry of Environment and Urbanization
<b>MoFAL</b>	Ministry of Food, Agriculture and Livestock
<b>MoFLS</b>	Ministry of Family, Labour and Social Policies
<b>MoFSP</b>	Ministry of Family and Social Policies
<b>MoH</b>	Ministry of Health
<b>Mol</b>	Ministry of Interior
<b>MoJ</b>	Ministry of Justice
<b>MoLSS</b>	Ministry of Labour and Social Security
<b>MoNE</b>	Ministry of National Education
<b>MoYS</b>	Ministry of Youth and Sports
<b>MSF</b>	Doctors without Borders
<b>NGOs</b>	Non-Governmental Organisations
<b>NHS</b>	National Healthcare System
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PDFSPs</b>	Provincial Departments of Family and Social Policies
<b>PDM</b>	Post-Distribution Monitoring
<b>PDMM</b>	Provincial Directorate of Migration Management
<b>PDofSP</b>	Provincial Directorates of Family and Social Policies
<b>PECs</b>	Public Education Centres
<b>PH</b>	Primary Healthcare
<b>PICTES</b>	Promoting Integration of Syrian Children into Turkish Education System
<b>PSS</b>	Psycho-Social Support
<b>PTSD</b>	Post-Traumatic Stress Disorder
<b>RAMs</b>	<i>Rehberlik Araştırma Merkezi</i> (Counseling Research Centre)
<b>RI</b>	Relief International
<b>RMRP</b>	Regional Refugee and Migration Response Plan
<b>RSD</b>	Refugee Status Determination
<b>SASFs</b>	Social Assistance and Solidarity Foundations
<b>SCADA</b>	Supervisory Control and Data Acquisition
<b>SED</b>	Social and Economic Support Scheme
<b>SGBV</b>	Sexual and Gender-Based Violence
<b>SGK</b>	<i>Sosyal Güvenlik Merkezi</i> (Social Security Center)
<b>SIHHAT</b>	Project for the Development of Syrians under Temporary Protection's health statuses and health related services offered by the Republic of Turkey
<b>SME</b>	Small and Medium Size Enterprise
<b>SRH</b>	Sexual and Reproductive Health
<b>SSCs</b>	Social Service Centres
<b>SSI</b>	Social Security Institution
<b>STI</b>	Sexually Transmitted Infection
<b>STL</b>	Support to Life
<b>SUT</b>	<i>Sağlık Uygulama Tebliği</i> (Health Implementation Directive)
<b>TACs</b>	Temporary Accommodation Centers
<b>TBB</b>	<i>Türkiye Belediyeler Birliği</i> Union of Municipalities of Turkey
<b>TP</b>	Temporary Protection
<b>TPR</b>	Temporary Protection Regulation
<b>TRC</b>	Turkish Red Crescent
<b>TRY</b>	Turkish Lira
<b>TUIK</b>	<i>Türkiye İstatistik Kurumu</i> (Turkish Statistical Institute)
<b>TURKAK</b>	<i>Türk Akreditasyon Kurumu</i> (Turkish Accreditation Agency)
<b>TVET</b>	Technical Vocational Education and Training
<b>UİGM</b>	Directorate General of International Labour Force
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees

<b>UNICEF</b>	The United Nations Children's Fund
<b>UOSSM</b>	Union of Medical Care and Relief Organizations
<b>URTI</b>	Upper Respiratory Tract Infection
<b>USD</b>	United States Dollar
<b>VAM</b>	Vulnerability Analysis and Mapping
<b>VQA</b>	Vocational Qualification Authority
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme
<b>WGSS</b>	Women and Girls Safe Spaces
<b>WHH</b>	Welthungerhilfe
<b>YTB</b>	Presidency for Turks Abroad and Related Communities

## EXECUTIVE SUMMARY

Today Turkey stands as the world's largest refugee hosting country, with a registered refugee population of over 3.8 million. This includes over 3.57 million Syrian refugees who are recognized by the status of Temporary Protection (TP) and over 250 thousand refugees and asylum seekers from various countries, including Iraq, Afghanistan, Iran and Somalia, who are under the status of International Protection (IP). There are also an unknown number of refugees who remain unregistered due to different reasons.

Currently there are 19 Temporary Accommodation Centres (TACs) located in 10 provinces, mostly near the Syrian border. However, the vast majority of refugees in Turkey (over 94%) are self-settled and live outside of these camps. There are four provinces today that are each hosting between 300,000-600,000 registered Syrian refugees (Istanbul, Şanlıurfa, Hatay and Gaziantep). There are also provinces where the total population of Syrian refugees is more nominal compared to those mentioned but compose more than 10% of the provincial population (Kilis, Mardin, Mersin and Osmaniye). The provinces hosting the highest percentages of asylum seekers registered under IP are Ankara, Çorum and Samsun.

Refugees, asylum seekers and migrants in Turkey are a mobile population, moving between provinces for various reasons, including primarily economic facts. While there are common migratory trends towards major cities such as Istanbul, there are also varied internal movements in Turkey between provinces in the South Eastern region or towards Western and North Western provinces such as Izmir, Bursa or Eskişehir. These movements often take place after first registration in another province, and conditions for changing place of registration are restricted, impacting access to rights and services.

Since the onset of the conflict in Syria in 2011 the Government of Turkey (GoT) has taken a highly proactive stance in responding to refugee needs, including for Syrians under TP the provision of free medical care and education possibilities, as well allowing legal access to the labour market. Different state actors, ministerial or at the provincial and local levels, have been involved in the refugee response to different degrees from the beginning, while in recent years, the level of state actors' involvement has expanded even further. According to recent statements, since the beginning of the Syrian crisis and until the end of 2017, the GoT had spent an estimated €31 Billion to meet needs of refugees and hosting communities.

The international community has continued to support Turkey in meeting the challenges of dealing with such a vast refugee population and a protracted refugee situation, providing over €4 billion since 2016 alone, of which 95% consists of assistance from the European Union (EU). This includes the EU Facility for Refugees in Turkey (the Facility), which is a € 3 billion fund launched in 2016 and designed to support the GoT with hosting refugees, € 600 million EU support outside of the Facility and over € 400 million in bilateral support from EU MS countries. Other donors, various UN agencies, international, national and local civil society organizations, as well as International Financial Institutions (IFI's), have also been playing an important role in Turkey's refugee response, implementing a diverse range of programs and projects, accounting for over € 200 million in this report.

These efforts have been geared primarily towards facilitating refugee's access to available public services, and strengthening capacities of state institutions to this end at the national and local levels. Partnerships are also formed between these various actors towards supporting the capacities of national and local civil society as service providers in areas where there are gaps in public service provision or where the GoT is still developing support provisions for refugees.

This report has been prepared with the objective of assisting the Facility in assessing the needs of refugees and most affected host communities in Turkey and identifying gaps in interventions, for the purpose of informing decisions on how the EU can better support national efforts to mitigate the impact of the refugee influx in Turkey. It is a follow up of a similar independent needs assessment commissioned by the European Commission in June 2016, where needs, gaps and priority areas of action were identified. Accordingly, it entails revisiting if and how the needs of refugees and hosting communities have evolved since 2016 and identifies priority areas requiring further assistance in view of these changes.

In this report, needs are assessed under six main sector headings: Protection, Basic Needs, Livelihoods, Health, Education and Municipal Infrastructure. This division is based primarily on the sectorial structure of the 2016 assessment, which in turn was grounded in the prior needs assessment prepared by Turkey's

Ministry of Development in March 2016. Though keeping with this structure, in the current assessment the titles and content of these sector headings have been further revised for closer alignment with the 3RP. While each sector is unique in approach and questions, a similar reporting structure has been applied throughout, beginning with an assessment of the current situation, then presenting a summary of main challenges and needs and concluding with recommendations on strategic and priority actions in the short-mid-long term.

The assessment methodology is strictly evidence-based, relying on a systematic analysis and triangulation of various data sources obtained through an extensive literature search and over 100 consultation meetings held with a diverse range of stakeholders representing the donor community, GoT and public authorities, UN agencies, IFIs and inter/national civil society organizations. Furthermore, it entails a continuous feedback mechanism, wherein findings have been systematically shared and validated through different consultative processes at different phases of this work (primarily with EU project counterparts, Turkey's (ex) Prime Ministry<sup>1</sup> and key line Ministries). While the needs identified throughout the project period have been expansive across all sectors, priorities have been decided based on a triangulation of consultation meeting findings, GoT plans and strategies and the Regional Refugee & Resilience Plan (3RP). And in making suggestions on priority lines of action, experts have been guided by the core principles of continuity, integration/social cohesion and sustainability, identified by the Steering Committee of the EU Facility for Refugees in Turkey.

The study was carried within a very limited time frame and with limited human resources. Therefore, it relies primarily on secondary data and stakeholder meetings carried out mainly with the key players in Turkey's refugee response located in strategic locations (Ankara, Gaziantep and Istanbul). Effort was also made in trying to reach smaller local and/or Syrian organizations. Time constraints also limited our ability to capture the full dynamism of refugee populations in Turkey, though the consequences of such movement in terms of accessing basic rights are dealt with under respective sections. Although the scope of the exercise was not limited to Syrians, the picture presented in the report focuses primarily on the needs of Syrians as the vast majority of data and information available also focus on this populations.

## PROTECTION

### CURRENT SITUATION

#### Registration & documentation

The legal framework for registration is clear and public institutions have made notable efforts to improve its implementation in the past couple of years. However, due to the high number of refugees and the level of needs in the country, field research has revealed a number of gaps that still need to be addressed (see recommendations below). Despite systematic efforts made by the GoT to provide verbal and written notifications to refugees when registering for temporary protection (TP) and international protection (IP), there appears to be persisting upstream information gaps about registration, rights, services, obligations and resettlement options. The gap is more serious for isolated refugees (rural areas, internet illiteracy, women, elderly and disabled), which increases the likelihood that most vulnerable refugees fail to register or need more time to complete the process and access rights. According to several sources quoted in the main body of the report, there appears to be an unknown number of refugees who are not registered and cannot benefit from protection and social services (except urgent medical care). Such barriers to TP/IP registration impede registering marriages, births and deaths thus creating protection risks such as absence of rights for female spouses and statelessness for children. The registration process for both TP and IP, assessed in detail in the report, is still lengthy and complex despite the considerable efforts made by the GoT. According to several credible sources, in certain provinces TP registration is selective or totally suspended. Although administrative requirements as regards transferring registration to other provinces are clear, mobility between provinces also happens for reasons which are not taken into account by existing regulations,

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<sup>1</sup> Following the presidential election of 24 June 2018, marking also the launch of the new presidential governance model approved in the referendum of 17 April 2017, the office of the Prime Minister was abolished and replaced with the Presidency Office. As this change occurred after all consultation meetings for this report were completed, the report refers still to the Prime Ministry, while adding the prefix (ex) to reflect the recent change.

particularly informal labour which is essential to the livelihoods of many refugees. Several sources also point at the challenges of transferring registrations even when meeting administrative requirements. Loss of registration status leads to restrictions of rights to entitlements.

### **Identification, referral and follow-up of refugees with special protection needs**

The verification exercise carried out by the Directorate General for Migration Management (DGMM) has improved early identification of vulnerabilities and referrals but there is still no tracking of cases who have been referred by DGMM and have failed to approach the referral institutions, nor systematic inter-ministerial case management, thus delaying access of some of the most vulnerable refugees to assistance. Case management for vulnerable refugees has been put in place by the (ex) Ministry of Family and Social Policy (MoFSP)<sup>2</sup> with increase in the number of staff, including interpreters. However, human capacities still fall below existing needs. More generally, no single authority is mandated to perform case management for vulnerable refugees whereas there needs to be a continuum between early detection and protection interventions. For non-state actors, who play an important role in filling protection gaps and strengthening community-based protection, there are institutional impediments in doing outreach, household visits and referrals to public services.

### **Groups with protection issues**

In the past couple of years, Turkish public institutions have taken considerable steps to develop their protection capacities. However, these capacities are still not adequate for addressing all related issues identified by the field research and substantiated by sources referenced in the main body of the report. Refugee children, particularly those out of school, remain vulnerable to numerous protection risks including being unaccompanied or children who are orphaned, at risk of physical and/or sexual abuse, child labour, child (mostly girls) marriage, and the like. Furthermore, a large proportion of women suffer from cumulative vulnerabilities, including as head of households, illiterate or with low educational levels, with little to no knowledge of Turkish, and are at more risk of negative coping mechanism, including early marriages, polygyny and sex work. Elderly and disabled refugees are found to be particularly vulnerable due to lack of mobility, physical impediment, weakened vision, chronic illnesses or cognitive deficits, making access to support difficult.

At the same time, several other categories of refugees with protection risks fall outside the definition of vulnerabilities adopted by the GoT and are not systematically captured by DGMM at registration/verification, or by other governmental actors. These groups are: seasonally mobile workers in particular in the agricultural sector, Dom, Yezidis, LGBTI people, sex workers and vulnerable men (unaccompanied men, single men heading households, men survivors of SGBV, who may resort to negative coping strategies). Even if incomplete, information is now available about these groups, the risks they face and their needs which require particular mechanisms outside existing generic efforts. Although there is no legal barrier preventing access of these vulnerable groups to assistance, existing public protection framework and assistance schemes are inadequate to meet their specific protection needs and likely to remain so in the medium and long-term.

### **Availability and access to specialized assistance**

Current protection and social assistance schemes for children, women, elderly and disabled facing specific needs and run by (ex) MoFSP can theoretically be accessed by refugees but remain under-utilized. (ex) MoFSP still has limited capacities (staff, facilities, geographical coverage, particularly in rural areas, and funds, etc.) to incorporate all eligible refugees in its existing schemes. With regards to legal aid and assistance, the capacities of both Bar Associations (shortage of lawyers, language barrier, limited GoT funding) and NGOs (shortage of funding, no mandate for NGO lawyers to represent cases in courts) are also limited.

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<sup>2</sup> During the research phase of this report, the Ministry of Family and Social Policies and the Ministry of Labour and Social Security were two separate entities. However, in June 2018 following governmental restructuring they became merged under the name Ministry of Family, Labour and Social Services (MoFLS). As this change occurred after all field research and consultation meetings with government authorities were completed, the report refers to the ministries separately, while adding the prefix (ex) to reflect the recent change.



Other important challenges to access are the lack of adequate information and the language barrier both as regards information about services and facilitation when requesting assistance from relevant services. Despite considerable efforts made to disseminate information about rights and services among the refugee population through a variety of means (information campaigns, outreach, community-based awareness-raising, dedicated telephone lines, etc.), knowledge of rights and services remains less than optimal. The information gap is more serious gap for vulnerable refugees. Outreach activities and strategies also remain limited by (ex) MoFSP's capacities even if important progress has been made in terms of staff recruitment and technical and vehicle support.

## **RECOMMENDATIONS**

### **Strategic approach:**

- An increased role for the GoT through the progressive strengthening of a domestic asylum system, incorporation of refugees and asylum-seekers into legal and social services available to Turkish citizens, and increased coordination and resource pooling with local and non-governmental actors;
- Reinforce public institutions' capacities to ensure the protection of refugees and asylum-seekers in a comprehensive, inclusive, effective and sustainable manner;
- Address remaining protection gaps by ensuring that international and national humanitarian actors and civil society organisations continue to complement GoT's protection efforts in a coordinated manner;
- Recognize need for civil society response for refugee cases that will refrain from accessing public institutions (as observed in many countries worldwide) or whose needs are not considered under the national protection system.

### **Proposed priority actions:**

- 1) Continued support to the GoT (DGMM) to strengthen the domestic asylum system including by addressing institutional gaps in registration, setting up a referral system for provinces where registration is suspended, facilitating re-registration of refugees who move from one province to the other, identifying and referring vulnerable persons, broadening perspective on vulnerabilities, developing capacity to verify identity of applicants lacking personal documentation, and other measures.
- 2) Enhance the provision of legal aid and assistance to refugees in the provinces through financial allocations and specialized training for lawyers.
- 3) Enhancing capacity of (ex) MoFSP to incorporate eligible refugees in family social assistance programs and services including by developing regulation and standards on social protection work with refugees, increasing its service delivery capacity particularly but not limited to SSCs and ASDEP (staff, equipment, facilities, quantity and quality of translators, outreach, case management, financial resources), and coordinating and pooling resources with local authorities and non-governmental actors.
- 4) Continued support to community-based protection actors (civil society, community centres, local authorities) to perform information on registration/verification and access to rights and services, identification, outreach, referrals, case management, meet gaps in public assistance provision, and increase coordinated and complementary interventions with GoT. Enhance outreach to isolated refugees and coverage of rural areas and large urban centre in particular through mobile teams and volunteer networks.
- 5) Development of targeted protection programs for groups and individuals with specific risks and vulnerabilities (particularly seasonal agricultural workers, Yazidis, Doms, LGBTI, sex workers, men survivors of SGBV) with sensitivity to context and profile of each group and the involvement of specialized civil society actors and local authorities.
- 6) Continued improvement of multi-sectoral SGBV services through government institutions (referrals to (ex) MoFSP, support to national justice structures, and mechanisms for men etc.) integration of Women and Girls's Safe Spaces in MoH-run migrant health centers, etc.)
- 7) Introducing a stronger gender perspective in programming by better addressing protection challenges and assistance needs of men and by involving them in protection programs for children and women.
- 8) Continue to support community-based child-protection interventions (child marriage, child labour, violence, birth registration, etc.) and linkages with education and caretakers' livelihoods.
- 9) Specific protection interventions for unregistered refugees (including those at pre-registration stage) including delivery of basic support and services.

Total sum of costs regarding proposed actions is **180 million EUR**.

## BASIC NEEDS

### CURRENT SITUATION

#### Humanitarian context and coordination

In recent years government policy in Turkey has started steadily shifting from an emergency approach towards a long-term strategic direction centred on integration. As a result of this shift, today there is an increased emphasis on the roles and responsibilities of governmental actors in responding to refugee needs. Moreover, there is a move towards implementing nation-wide and government-led programmes that are integrated into national policies in all sectors, especially in health, education and social welfare services. The EU funded Emergency Social Safety Net (ESSN) and Conditional Cash Transfer for Education (CCTE) programmes set important milestones to this effect. In addition to these two nationwide programs, other smaller scale projects and initiatives address specific needs e.g. food, shelter, WASH or non-food items (such as winterization), implemented by different actors including national/local Turkish and/or Syrian civil society organizations and religious foundations. The growing role of municipalities in the refugee response should also be noted.

In this humanitarian landscape, a number of challenges related to coordination and decision-making have been preventing effective programmatic planning and perpetuate gaps in response mechanisms. Coordination between different governmental bodies and between central and provincial authorities is limited; hence a more effective referral system remains lacking. Moreover, the government does not have a case management approach that the humanitarian actors adopt in programming. The coordination and referral between governmental and non-governmental actors are also limited due to legal restrictions and capacity issues, it is not structured and often depends on locally developed interrelations at the provincial level. The inter-sectorial coordination between protection, basic needs and livelihood sectors is also limited. In particular, livelihood programming face challenges in obtaining sustainable results in supporting self-reliance of beneficiaries and this has a significant impact on basic needs programming, especially in relation to possibilities of phasing out social assistance.

#### Economic vulnerabilities

Although the severe poverty levels that were observed among refugees in Turkey in the initial years of the conflict have been largely halted thanks to the generous commitment of the Turkish Government (32 billion US dollar so far) and substantial support of the international community, including primarily the EU, the vast majority of refugees living in Turkey still remain economically vulnerable. The current social assistance schemes provide a good coverage and have had very positive impacts: i.e. ESSN alone covers 1/3 of the total refugee population and has had substantial impact on reducing negative coping strategies among beneficiaries. Nevertheless, basic needs of the population are persistent due to low employability, lack of other resources and the scale of the crisis. Findings from recent vulnerability profiling prepared by WFP indicate that among 2.3 million ESSN applicants more than half (57%) live below the Minimum Expenditure Basket (MEB) value and 71% are vulnerable (poor or borderline consumption, and/or use high risk coping and/or not able to meet essential needs without assistance). In turn, the results of the Comprehensive Vulnerability Monitoring Exercise (CVME) indicate that although ESSN beneficiaries are still the most vulnerable group, non-applicants of ESSN have had a significant increase in multi-dimensional poverty, rising from 52% to 68% between May-November 2017. Such differences between ESSN beneficiaries, non-beneficiaries and non-applicants may increase in the long-term and could present a potential challenge for the coming period. As a precaution to increase the multi-dimensional poverty rate of non-ESSN beneficiaries, studies are conducted by (ex) MoFSP to establish a mechanism of allowance that allows Social Assistance and Solidarity Foundations a 5% quota to include non-ESSN beneficiaries who do not meet the demographic criteria but who are in need in the system. This allowance will be used under the guidance of the Decision Support System working on the Integrated System. Yet, the mentioned mechanism will be directed to registered beneficiaries whereas the non-applicants are from a large part HHs that do not have access to the ESSN because they do not meet pre-requisite to apply.

Livelihood strategies are a key factor in relieving economic vulnerabilities of refugees and increasing their self-reliance, while giving simultaneously humanitarian assistance. The next Livelihood chapter of this report will examine challenges and needs linked with labour market access in much greater detail, nevertheless, it



is important to highlight here that scaling down humanitarian assistance while building up self-reliance depends widely on the effectiveness of current livelihood programming.

Consultations with stakeholders and available data do not give any indication of major distress in food security of refugees in Turkey. However, being exposed to prolonged poverty status and to negative livelihood coping strategies may increase the risk of malnutrition, making pregnant women, new born and children between 0-5 years more at risk.

### **Shelter**

The GoT has indicated plans for scaling down and eventual closure of TACs but details of this exit plan are unclear. The refugee population residing in TACs is comparatively small, therefore, this closure is not expected to have a major destabilizing impact on hosting communities or settlements. On the other hand, the process may need support by humanitarian actors for ensuring that specific needs of the vulnerable populations are met and access to basic services and social assistance are not disrupted.

Outside of camps, low income affects refugees' ability to meet their shelter needs and acquire secure tenure from property owners. Protection from weather and privacy are reported as the top priorities. It is also reported that refugees who have exhausted coping mechanisms, especially those working in seasonal agricultural work, are living in very basic conditions in unfinished constructions, tents and caves. In many provinces with high refugee population density, the rentals are excessively inflated and locals also renting their shops as dwellings with poor living conditions. Once again, non-beneficiaries and non-applicants of ESSN are in worst conditions.

### **Water, sanitation & hygiene**

The majority of refugees seem to have access to adequate water for drinking, cooking and general use and there aren't any major concerns reported about the quality of the water

Water and sanitation problems and poor hygiene conditions are mostly related to poor housing conditions for both communities, including limited access to a private water taps and private bathing areas. Overall, information on WASH conditions in some of the poorest urban neighbourhoods of refugee settlement is limited.

In terms of access to hygiene and sanitation products, despite joint efforts in increasing the availability of hygiene and dignity kits for refugees throughout 2016 and 2017, access to hygiene and dignity kits is a major concern due to economic restrictions. Moreover, poor hygiene awareness and public health concerns are reported.

## **RECOMMENDATIONS**

### **Strategic approach:**

- Planning a smooth exit strategy with a gradual phasing out from social assistance while increasing the self-reliance of the beneficiaries by developing sustainable livelihood strategies.
- Insuring coherence and complementarity with regional strategic framework, national strategies of the Government of Turkey and 3RP.
- Keeping diversity of actors with different strengths in the provision of basic needs assistance, while promoting good governance and coordination in between government institutions, local administrations, civil society and private sector to enhance better service mapping and referral.
- Continuing and strengthening inter-sectorial coordination with Protection and Livelihood Sectors for better coverage and impact, as well as better and more smooth phasing out of basic needs assistance.

### **Proposed priority actions:**

- 1) Continue responding to the immediate needs of the population through uninterrupted monthly unrestricted cash-based assistance with focus on specific vulnerabilities, while accurately monitoring, real-time evaluating, producing reliable data to adjust the programming to insure the most vulnerable is covered. Increase the self-reliance of the most vulnerable groups with higher employment capacity by creating close linkage between ESSN beneficiaries and livelihood programming (through enhanced employability and employment opportunities in labour market) aiming at a gradual decrease in beneficiary numbers.
- 2) Continue communication, awareness raising and information through existing and new communication

means and strategies adapted to the needs and profile of refugees.

- 3) Continue various (small scale) cash based or in-kind assistance for NFI, winterization or other basic needs to 25,000 HHs (approx. 150,000 individuals) in priority for refugees who are ineligible for ESSN and for female-headed HHs.
- 4) Support improvement of housing conditions (including water and sanitation conditions in premises) for 10,000 households (60,000 refugees and host communities) in rural areas and highly disadvantaged urban areas by improving protection, privacy, bathing and sanitation conditions through cash for shelter or other adapted modalities depending on remoteness, availability and cost of local services.

Total sum of costs regarding proposed actions is **1,541.5 million EUR**.

## LIVELIHOODS

### CURRENT SITUATION

#### Labour Markets Employing Refugees

Turkey has one of the largest informal economies among OECD member countries with over 33% of the population estimated to work in this sector in 2018. It is widely acknowledged that most Syrian refugees in Turkey are working in various sectors, informally. Indeed, many work informally in formal sectors. As a result, some may be open to much exploitation in terms of wages and working conditions, as well as child labour practices. It also presents a potential ground for rising inter-communal tension (i.e. perceptions that Syrians are taking away jobs from Turkish workers by accepting lower wages, or that Syrian informal businesses are creating unfair competition).

For many Syrians, especially those with low skills, qualifications and limited Turkish language skills, the agricultural sector, which absorbs 19% of the labour market in Turkey and 80% informal employment, has emerged as a vital livelihood opportunity. Despite the availability of work permit exemptions in the agricultural sector and the shortages in skilled/semi-skilled labour in particular areas of the sector, Syrian refugees struggle to find long-term job opportunities. Often entire families, including children, are employed as seasonal workers for low wages, with poor working and living conditions, are unable to register for TP - due to their unregistered movement elsewhere - which limits access to education, healthcare and other basic services.

A sizeable number of Syrian entrepreneurs have set-up registered businesses in Turkey, with thousands more functioning informally. Despite a willingness to do business in Turkey, Syrian businesses reportedly often demonstrate a lack of understanding of rights and obligations under Turkish law, banking and accountancy regulations, and face difficulties accessing credits and loans.

#### Access to Formal Employment

In 2017, the (ex) Ministry of Labour and Social Security (MoLSS)<sup>3</sup> received close to 90,000 work permit applications from non-Turkish nationals and approved almost 87% of them, with Syrian nationals accounted for more than 20% of all work permits granted. While work permit approval rates are high, in practice they remain inaccessible for the vast majority of refugees. In order to obtain a permit, one must find an employer willing to hire them and apply for a work permit on their behalf. Fee requirements and administrative hurdles of applying for work permits (and for quota exemptions when hiring several foreigners), continue to deter many employers from (formally) hiring Syrian refugees. Reportedly, many refugees also have limited knowledge about the work permits system in Turkey. Since February 2018, it has been possible to submit work permit applications online via the e-devlet system, which is aimed at facilitating the process.

Many employers reportedly view the requirement to pay social security contributions as a disincentive to formally recruit Syrian workers, and some businesses evade registration in part because of these costs. According to the Social Security Institution only 4% of Syrians are currently covered by the national social security system - because they work formally. However, all Syrians under TP have access to healthcare.

Since 2016, Syrians are able to access employment support services provided by the government employment agency, İŞKUR. Despite this, relatively few have taken advantage of these services mainly

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<sup>3</sup> See footnote 2.

because of the language barrier, as well as a lack of awareness about the services available and their entitlement to access them. In addition, recruitment and employment offices established by NGOs and not-for-profit organizations provide support in linking employers with Syrian refugees.

## **Employability**

Accreditation: Many refugees left their homes without documented evidence of their qualifications and skills and cannot replace documents or access former employers to vouch for them. This can hamper the ability of even highly qualified professionals to access employment that is relevant and appropriate to their ability and skill sets. The GoT recognizes that the country's authorized certification bodies need support and capacity building in order to respond to the demand of certifications from Syrian candidates.

There is widespread agreement that language training in Turkish is the greatest need with respect to increasing employability, supporting livelihoods and social cohesion. Though a variety of language courses are available, stakeholders claimed that most are too basic and are not tailored to language proficiency requirements of different employment sectors.

Another need identified to enhance employability of refugees is technical & vocational education and training for semi-skilled refugee workers. Programs currently being offered are often duplicative and poorly aligned with job opportunities and employer demands locally, in large part as a result of insufficient data about the labour force requirements of employers. There is widespread agreement on the fact that there are many sectors in Turkey with ongoing labour shortages, namely construction, agriculture, food production, manufacturing (e.g. textiles and furniture), carpet making, heavy machinery and car mechanics. In many of these sectors, Turkey has a competitive advantage given that it has the necessary infrastructure and long-established export markets for these products, such as textiles. For many refugees it is a question of upskilling them given their out-dated practices, rather than having to train an unskilled labour force, though a lack of Turkish language skills is also a significant challenge to the more widespread employment of refugees.

Most stakeholders consulted for this study stressed that they need much more data with respect to both the supply and demand sides of the economy and the labour force in Turkey. For example, the lack of information about the skills and qualifications of Syrians means that the (ex) MoLSS is limited in the extent to which it can provide support. At the same time, for most provinces there is little understanding of the labour needs and types of skills required by local employers. The Directorate General of International Labour Force is currently conducting various activities that involve the collection of relevant types of information.

## **RECOMMENDATIONS**

### **Strategic approach**

- Expansion of semi-skilled labour force in those sectors experiencing labour shortfalls, where many of the job opportunities appeal to Syrian workers but much less to Turkish citizens, such as manufacturing and agriculture.
- Training in Turkish language is central to increasing employment levels, including programmes that are designed to provide the language skills for beneficiaries to be employed in specific sectors.
- Matching employers with employees require comprehensive data about the supply and demand side of the economy and this is to be informed by the context at the local level; the information also needs to be made available to key stakeholders.
- Businesses need to be better informed about their rights and obligations and they need to be trained in issues such as banking, accountancy, management etc.
- Partnerships and mentoring between Turkish and Syrian businesses should be encouraged and supported. This is an investment for the future reconstruction and development of post-conflict Syria.
- Encouraging recruitment of refugees by Turkish businesses and international ones, through provision of technical support and advocacy work with the GoT and businesses in Turkey and internationally.

### **Proposed priority actions**

- 1) Collection of disaggregated data in relation to both the supply and demand sides of the economy and labour force. Conducting professional mapping. Existing data needs to be shared with key ministries, while maintaining the confidentiality of individuals. With respect to the demand side, this involves

collecting data about skills and qualifications.

- 2) Extensive TVET training programme to significantly increase number of semi-skilled workers to address the demand in key sectors with labour shortfalls (e.g. manufacturing and agriculture), and thus expand the economy and support livelihoods, based upon data provided in Priority Action 1. Coordinated by the GoT and implemented with a range of national and international partners. TVET courses should be developed in consultation with local employers, businesses forums, and Chambers of Commerce/Industry/Labour, so as to develop skills that address their recruitment needs at the local level. This is incorporated within a wider policy of providing a much larger proportion of the refugee labour force with the skills to gain employment in the formal sector and no longer depend mainly on ESSN, but rather make social security contributions themselves.
- 3) Language training aimed at enhancing employability needs to be based upon curricula that are tailored to specific sectors of the economy and should involve longer timeframes than is currently often the case.
- 4) Programme of information sharing and capacity building for employers and employees so they are better informed about work permit application process and are provided more support.
- 5) More widespread training targeted at entrepreneurs in Turkish legislation and regulations related to business and employment, banking regulations, accountancy, marketing, management, customer service and the dynamics of relevant markets in Turkey.
- 6) An Action Plan to identify priority needs at local level and raise awareness among relevant stakeholders about labour supply and demand in the agricultural sector. Training more agricultural consultants to provide technical advice to farmers that wish to expand and diversify and others wanting to establish new farms.
- 7) Expansion of accommodation for seasonal workers and provision of other support services. At the same time, work to strengthen legislation enforcement mechanisms around employment and working practices, especially for vulnerable workers such as children and women, to mitigate the poor conditions and low wages that they are particularly susceptible to.
- 8) Turkey's authorized certification bodies need support and capacity building in order to respond to the demand of certification from Syrian candidates. This should be accompanied by more resources for up-skilling, specialist language training and administration of the translation of documents and accreditation process, etc.
- 9) Fostering partnerships between Syrian and Turkish businesses would have mutual benefits: Syrian businesses can facilitate Turkish companies in accessing new export markets, while Turkish businesses can help their Syrian counterparts in the domestic marketplace. The international community should assist in efforts to access export markets, such as by facilitating access to international business forums and providing preferential export and trading status to specific products. This is an investment for the future reconstruction and development of post-conflict Syria.

Total sum of costs regarding proposed actions is **492 million EUR**.

## HEALTH

### **CURRENT SITUATION**

#### **Access to health**

Differences in legal status have a significant impact on access to health. Syrians without registration and non-Syrian refugees under different status have only limited access to emergency healthcare services and preventive healthcare services for contagious diseases by law. For Syrians under TP, access to healthcare services is geographically limited to their place of registration. The non-governmental health actors have the impression that the application of the health legislation varies by province, thus have difficulties in understanding the context and adapting their programming.

Refugees continue to face information barriers regarding their rights, obligations, services, and how to navigate within the health system. Low health literacy has a negative impact on both the health status of refugees and their health seeking behaviours (i.e. over or misuse of drugs, diagnostic modalities or healthcare structures), which in turn burdens human and financial resources of the health system. Migrant Health Centres (MHCs) are playing an important role in overcoming language barriers at primary health level. Within the context of the SIHHAT Project, 890 bilingual health patients have been recruited and 580 of them have been assigned to hospitals in order to avoid communication problems in secondary and tertiary

levels. Nonetheless, access to secondary & tertiary levels is still seriously hampered by insufficient interpretation services when compared to patient overload.

### **Health status of refugees and health risks**

Mental Health is a major concern for refugees who experience trauma linked with war and displacement. The situation is further worsened due to language barriers, stigma to seek treatment and limited response capacity. Reports from mental health psychosocial support projects for refugees in Turkey indicate a high prevalence of various mental health disorders. Children are particularly vulnerable, with increasing reports on use of negative coping strategies (i.e. drug abuse) among adolescents.

Women and children's health issues among refugee communities are various. High birth rates among refugee women with medical risks, along with cultural barriers and limited use of family planning is resulting in higher mortality and morbidity among Syrian women at the age of pregnancy, compared to host populations. Additionally, infant morbidity among Syrians appears to be higher compared to Turkish infants. Early marriages are widely being used within refugee communities in Turkey as a coping mechanism, leading to teenage pregnancies with serious health consequences. Sex work is also becoming more prevalent with a potential to increase infectious diseases. Malnutrition risks among refugee children are high as a result of prolonged poverty status, poor living conditions, negative livelihood coping strategies, low health literacy, teenage pregnancy and other factors.

Despite high outbreak risks, the quality and efficiency of immunization services provided by MoH have controlled vaccine preventable diseases. Immunization gaps in 2017 have been bridged through additional vaccinations provided countrywide but a follow-up system for the new-born and for the second dose vaccinations is not yet activated.

The risk of communicable diseases is reportedly under control with close monitoring and prevention measures being in place; nevertheless, medical actors are concerned about tuberculosis and HIV cases being underreported.

A large percentage of Syrian men and women aged 45-69 years have high combined risks of chronic diseases (i.e. poor or bad food consumption, poor living conditions, over use of salt, lack of physical activity and use of tobacco). Diabetes, anaemia and hypertension are classified as priority health conditions of Syrian refugees.

The dental health conditions of refugees are poor while the coverage of dental services is limited. Syrian dentists cannot work in public or private structures due to legal restrictions in Article 30 of Law No. 1219,<sup>4</sup> which states that in order to be a dentist in Turkish Republic, it is obligatory to be Turkish, although a legislative study is currently underway in coordination with related institutions.

Physiotherapy, rehabilitation and post-operational care continue to be a major issue with reconstructive surgery and prosthetic needs remaining. Long duration of treatment plans and follow-up leave patients and relatives with limited financial, shelter and transportation support during rehabilitation.

### **Health services and resources**

Preventive and emergency healthcare services are available for all refugees under different status. In the recent year the use of emergency services in public hospitals in provinces with highest refugee populations have increased substantially. A possible explanation for this is that refugees with registration barriers are approaching emergency services as an alternative.

The opening of MHCs has significantly enhanced the preventive and primary healthcare services for refugees. Within the framework of the SIHHAT project supported by EU funds and implemented by MoH, 178 MHCs will be fully operational by the end of 2019 with 3,034 staff recruited. While presenting a promising prospect to fill the gap in the primary healthcare services to refugees, the scale and outreach of MHCs are still not sufficient compared to density and increase of populations across different locations.

Due to high patient load, there are substantial pressures on secondary and tertiary level healthcare services –obstetrics in particular- in the provinces with high density of refugees, the highest being in Şanlıurfa,

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<sup>4</sup> *Tababet ve Şuabatı Sanatlarının Tarzı İcrasına dair Kanun*

Istanbul and Gaziantep. In 23 provinces, diagnosis, monitoring and treatment equipment in 60 public hospitals with high Syrian patient load are over used and/or insufficient.

The general health insurance scheme does not cover some medical devices/medication and there are no alternative funding mechanisms; specific gap reported for wheelchair, hearing device, eye prosthesis, as well as variations in implementation across provinces.

While there are different mental health and psycho-social support services (MHPSS) available to refugees through both government structures and NGOs, they are limited in scope and reach compared to the dire needs. Lack of mental health professionals is the biggest challenge in mental healthcare services. According to some stakeholders, the clinical approach needs to be adjusted to reflect the profile of the refugees and there are important risks of misdiagnosis linked with different cultural interpretation of symptoms or translation challenges.

## **RECOMMENDATIONS**

Strategic Action Point recommendations for the long-term:

- Advocate, promote and support a human rights-based approach to health in policy-making and programming, and a long-term vision for the integration of migrant healthcare services into the national healthcare system with strong ownership by the Turkish Government.
- Insure coherence and complementarity with regional strategic framework of 3RP and national strategies of the Government of Turkey in health.
- Promote good governance, coordination and diversity in between government institutions and non-state actors with different strengths (particularly in health promotion, community outreach, resource mobilization) to enhance the contribution of civil society to the national healthcare system.
- Promote the coordination between central and provincial health authorities, as well as inter-provincial coordination mechanisms in order to enhance experience sharing, problem solving, fine-tune the implementation of the regulations.
- Plan an exit strategy with a phased approach, accurately seeking and prioritizing financial and political sustainability through long-term investments in resources (healthcare structures and human resources).

Priority Action recommendations on the service level for short-medium term:

- 1) Increase access of refugees to health and reduce health risks & prevalence of diseases through support to primary healthcare services with enhanced preventive healthcare services in terms of infrastructure, equipment and running costs in accordance with refugee population density (including: supporting existing and new Migrant Health Centers/Units; recruiting and training healthcare providers/patient guides; providing preventive and curative services through MHCs; developing mobile healthcare and outreach services through mobile health units; promoting health education and health literacy through various means).
- 2) Support the capacity of secondary level healthcare services in terms of infrastructure and medical equipment in locations with a high load of Syrian patients (Istanbul, Şanlıurfa and Gaziantep).
- 3) Scale up mental health and psychosocial support services giving priority to preventive care, primary care and community-based services (with a focus on vulnerable populations, i.e. women, children, SGBV victims, minority groups, youth, including trainings to healthcare providers and support staff, strengthening referrals between governmental non-governmental structures, inter-sectorial referrals and referrals to specialized services, and provision of communication materials.)
- 4) Continue and scale up reproductive, sexual, maternal and new-born care services to refugees with special attention to pregnant teenagers, SGBV victims and women at reproductive age, through general and individual counselling, and other information channels.
- 5) Continue and scale up physiotherapy, rehabilitation, post-operative care in border provinces; as well as patient care support for patients and their relatives through hosting structures.

Total sum of costs regarding proposed actions is **715.68 million EUR**.



## EDUCATION

### CURRENT SITUATION

#### Access to Education

Out of 3.5 million Syrians under TP in Turkey, more than 1.6 million are children and about 1 million are in the school age. From 2014 to 2018, the enrolment ratio of Syrian children has increased from 30% to 62%. Much progress has also been made in the transition from Temporary Education Centres (TECs) to public schools, the ratio of students in TECs dropping from 82% to 37% from 2014 to 2018, and in public schools increasing from 17% to 62% in the same period. This is a significant and commendable achievement. Nevertheless, further progress in enrolment is urgently needed, since nearly 40% of the school-age population still remain out-of-school. While enrolment figures are high for those in basic education (primary school), they rapidly decline for those in lower secondary and especially upper secondary age groups.

Considering the size of Syrian school age population, the education infrastructure needs are still significant and immediate. Infrastructure will have to accommodate not only the existing out of school children but also those at TECs who will all be gradually transferred to public schools and those who will soon be at school-age.

Socio-economic challenges are the major barriers to education enrolment and attendance. And in many cases, the reasons for remaining out of school, and for student absenteeism and dropping out are highly similar and interrelated. Conditional cash transfer in education (CCTE) programs are proving helpful in mitigating the effects of such challenges and inducing education-seeking behaviour. There is need to increase the number of CCTE beneficiaries, and to cover more upper-secondary education students as part of upper-education enrolment strategy. School transportation services play an important role in improving enrolment and attendance; these services for Syrian and other disadvantaged students are limited.

Increasing the number of Syrian students enrolled in technical and vocational education and training (TVET) is a major component of MoNE's long-term education strategy. Nevertheless, despite the enabling legislation, enrolment of Syrian adolescents in TVET is extremely low. Out of a quarter million upper-secondary age group, only about 6000 adolescents are enrolled in TVET upper-education schools.

A range of lifelong learning and non-formal education/training opportunities exist for Syrians and other migrant populations. However, the level of utilization of these opportunities is low, and is concentrated primarily in language courses. There seems to be both supply and demand side reasons. Compared to current education levels, skills and livelihood capabilities of the Syrian population, low levels of non-formal education enrolment are not likely to pave the way to strong employability prospects.

#### Quality and Inclusivity in Education

Turkish Language Proficiency is still a significant challenge against enrolment, attendance, academic achievement and social cohesion Turkish language classes at TECs and public schools have been intensified since 2016. All refugees may enrol in free Turkish language courses offered by MoNE's Public Education Centres (PECs). However, despite the need for Turkish language proficiency, the number of people taking these courses has not been at desired levels, having to do again with both supply and demand side reasons. The levels of attendance and completion rates are also below desired levels.

Appropriate programs, teaching-learning materials and curriculum are key for student achievement. Several program-development activities geared towards improving the enrolment and achievement of Syrian students and other vulnerable students have already been realized. Both academic levels of the in-school population and size of the out-of-school population point to the need for accelerated education services, including catch-up, bridging, remedial and basic literacy/numeracy programs.

1 million new students in the system require not only more infrastructure but also more teachers in service. At the same time teacher preparedness, competencies and skills are key for quality and inclusivity of education services. Teacher-training activities on inclusive education, on working with migrant populations, recently enrolled students and vulnerable students, should continue and expand. Experience and skills of Syrian volunteer instructors can support the integration of Syrian students into Turkish education system, aiding the implementation of social-cohesion, psychosocial and extra-curricular activities.

A wide range of mental and psycho-social issues are observed among Syrian children who have experienced war, violence and difficult journeys. These issues jeopardize children's social and academic functionality and hinder integration/cohesion. Also, while certain previous traumas are healed, new issues stemming from school climate, peers, and community relations may arise. Extensive guidance, counselling, psychosocial support and referral services are needed at schools and counselling research centres (RAMs), in order to support Syrian students as well as the cohesion between Syrian and Turkish children.

Children with special education needs, including disabled children, face extra difficulties in accessing and remaining in education. Gender equality in access to education does not automatically guarantee gender equality at-school. Negative stereotypes and prejudices about each other can jeopardize the relations between Syrian and Turkish parents, between Syrian parents and school management, and among students. This is a central challenge against social cohesion.

Overall, there is need for more and better data and rigorous data analysis of learning outcomes, student achievement, absenteeism, student and teacher wellbeing, and progression to upper levels of education.

## Higher Education

Roughly 60% of the refugees in Turkey are under 25 years old. 25% of them, about 470,000 persons, are between 18-25 years old, i.e. higher-education age group. As of May 2018, there are 20,610 students enrolled at universities. An operational and functional framework to place and support Syrian students to higher education has been developed. It is difficult to project accurate numbers for future projections yet the upward trend is clear. Demand for higher education already exceeds the number of available places and scholarships. In line with increased enrolment and graduation in upper-secondary schools, the demand for university education is expected to grow.

## RECOMMENDATIONS

### Proposed priority actions

- 1) Continue investing in education infrastructure. Ensure Early Childhood Education has sufficient allocation from investment plans in anticipation of upcoming cohorts.
- 2) Continue Turkish Language Classes for students and adults in schools, TECs and PECs.
- 3) Recruit Counsellor Teachers to deliver outreach/enrolment and counselling/guidance services for 3 years in selected provinces/schools with high concentration of Syrian children. Ensure sufficient number of social cohesions, conflict-mitigation and psychosocial activities are incorporated into schools' annual plans and delivered. In essence, school guidance, counselling and referral services are for both individual and social development of students and their (and parents') cohesion in a peaceful school climate.
- 4) Continue and intensify accelerated education (catch-up, bridging, remedial) and back-up education activities. Ensure the existence of learning-pathways and mobility across programs, including from non-formal and open education modalities. Recruit new teachers or use equivalent teachers-hours by paying extra-hours to existing public employee teachers (standard delivery model of catch-up and back-up education in Turkey).
- 5) Continue and increase school-transport support to facilitate access and attendance.
- 6) Continue and expand Cash Transfers in Education (CCTE).
- 7) Continue providing direct support to selected schools. Implement on the basis of investment plans and fiscal accountability.
- 8) Motivate and increase enrolment in TVET upper-secondary schools. Undertake TVET interventions to prepare selected TVET upper-secondary schools and associated centers for larger enrolment in TVET in upcoming years. Equipment support, workplace training, program, material and teacher development activities. Ensure sufficient number of TVET students get benefited from Turkish courses, school transportation and other support activities recommended/costed in other sections.
- 9) Recruit non-instructional staff for selected schools with high number/concentration of Syrian students and in disadvantaged schools.
- 10) Continue staff-training activities for teachers.
- 11) Continue program-development and capacity-development activities in inclusive education, outreach to vulnerable students, curriculum, teaching-competences, data-collection and data-analysis. Pilot, measure, and scale-up, not as parallel programs but components of an evidence-based national model.



- 12) Continue and expand higher education scholarships. Increase quantity and diversity of support services, including preparatory, orientation, guidance, and transition-to-jobs activities, before and during higher education and in career development and job transition.

Total sum of costs regarding proposed actions is **1.4 billion EUR**.

## MUNICIPAL INFRASTRUCTURE

### CURRENT SITUATION

#### Municipal capacities and coordination

The provinces located along the Syrian border have seen significant population increases as a result of refugee arrivals (i.e. Şanlıurfa, Hatay, Gaziantep, Kilis, Kahramanmaraş), and these have placed substantial pressures on infrastructure and other municipal services. While in numerical terms, the size of refugee populations in some of the major metropolitan cities in Western Turkey (i.e. Istanbul, Bursa, Izmir) are equal to or higher than in these provinces, the impact is not the same (differences in population percentage growth, urban absorption capacities of newcomers, availability of municipal development plans and income opportunities, and differences in status, i.e. whether Metropolitan or Provincial and time of status change).

These municipalities most impacted by the refugee influx have difficulties in identifying and prioritizing their needs. Moreover, municipal budgets continue to be determined only according to the number of host populations. In general, due to high budget pressure and time limitations, municipalities are tending to solve daily problems rather than looking into long term planning. While most of the Metropolitan and Provincial municipalities concerned have experience and dedicated departments to running projects financed by International Financial Institutions (IFIs), institutional capacities of the municipalities are still not sufficient for sustaining outcomes. Most of the district municipalities have no capacity to perform IFI funded projects.

#### Basic infrastructure services

Water supply is likely to become a severe problem for Turkey in the near future. To counter this, the government has embarked on an extensive modernization and development process to improve water quality nationally, to ensure all rural and urban residential and industrial areas have access to drinking water and water treatment facilities. However, the sizeable population increase due to hosting refugees has caused an unexpected stress on this modernization program. The provinces located in the south east of Turkey in particular, which remain the prime target of the Turkish Government's development program, have seen the most negative impact. Water scarcity problems in Kilis, Şanlıurfa and Hatay are especially acute.

The sudden and sizable population increase in Southeastern provinces has placed significant stress on existing wastewater treatment facilities. For example, capacity problems are foreseen in Kilis due to doubling of the population in recent years, even though the capacity of the existing wastewater treatment plant is sufficient for the host population. Old combined sewerage systems are collecting wastewater and storm water, which has negative impacts on sewerage systems and wastewater treatment facilities. These systems are also causing flooding during heavy rain cases, creating public health risks.

Yearly solid waste production figures indicate that a substantial amount of waste is expected due to refugee linked population increase. For example, in Kilis the waste amount collected is 133% more than the regular amount collected prior to the refugee influx. This increase has major impact on the lifetime of waste collection vehicles and equipment as well as disposal sites. Existing waste disposal capacities are also being overstretched. For example, in Hatay the capacity of the two sanitary landfills are no longer sufficient to meet waste disposal needs, while and several districts of Şanlıurfa waste continues being disposed in wild-dumpsites.

#### Other Municipal Services

While basic infrastructure needs of municipalities largely remain the same since 2016, an observable change is that limitations in other municipal services have also increased in importance. Metropolitan municipalities in the Southeast that were consulted have stated that transportation still remains an important form of municipal service that has been highly impacted following the arrival of refugees. Due to population increase, municipalities are also unable to meet the standards stipulated in the regulation of firefighting and the size of

recreational areas (e.g. parks, playgrounds) available per person has also declined substantially (at least 20% according to one study). Municipalities in Turkey are also tasked with providing social services to local communities such as social assistance, educational activities, sports and cultural facilities, etc. In this respect, municipalities also have responsibilities to facilitate services required for the local integration of refugees and cohesion with host communities, but are limited in their capacities (financial, human and physical) to serve refugee populations.

### **RECOMMENDATIONS**

Municipalities and governmental institutions consulted for this report have stated that the needs identified in 2016 mostly remain the same, although some of the municipal services have been fulfilled with the help of financing provided by different IFIs. There are two basic reasons underlying this perception. 1) Most of the infrastructural needs of refugees are directly incorporated into the general needs of the municipalities. While trying to meet their current needs, many municipalities have not been able to find separate budgets to finance the additional measures required as a result of refugee linked population growth. Moreover, most of the projects in the southeast region that are completed or currently in progress were developed for the needs of the municipalities prior to the arrival of refugees. 2) The support of IFIs in the Southeast region has been very limited and major parts of the finance provided by IFI's are commercial credits, which also puts additional stress on incomes of municipalities.

#### **Proposed priority actions:**

- 1) Construction of water supply systems, water distribution systems and sewerage systems for Kilis and Hatay Provinces, and Construction of Hatay Sanitary Landfill.
- 2) Increasing needs assessment and project management capacities and providing technical support to Municipalities and project relevant institutions.
- 3) Construction of Water, Waste Water and Solid Waste Projects at border and neighbouring cities, which are under high pressure of refugee influx (such as Gaziantep, Malatya, Adıyaman, Mardin, Şanlıurfa, Batman, Diyarbakır, Kahramanmaraş and Osmaniye).
- 4) Construction of Water, Waste Water and Solid Waste Projects at other municipalities which are hosting large refugee populations (such as Mersin, Kayseri, Konya, İzmir and İstanbul) Mid to Long term
- 5) Supporting other Municipal Service projects regarding
  - Transport,
  - Fire-fighting services,
  - Recreational area needs,
  - Migrant Information and Coordination Centres, Community and Culture Centres.

Total sum of costs regarding actions is **816.669 million EUR**.

## 1 INTRODUCTION

Today Turkey stands as the world's largest refugee hosting country, with a registered refugee population of over 3.8 million, of whom the vast majority are from Syria (3.57 million) and account for nearly 4.5% of the host population. Since the onset of the conflict in Syria in 2011 the Government of Turkey (GoT) has taken a highly proactive stance in responding to refugee needs, including provision of free medical care and education possibilities, as well allowing legal access to the labour market. Clearly, the challenges being faced by Turkey to deal with such a vast refugee population and a protracted refugee situation are immense, putting extreme pressures on national and local institutions and service providers, and requiring considerable financial resources. According to recent statements, since the beginning of the Syrian crisis and until the end of 2017, the GoT had spent an estimated € 31 Billion to meet needs of refugees and hosting communities.<sup>5</sup> The international community has also continued to support Turkey in meeting this challenge, providing over €4 billion since 2016 alone, of which 95% consists of assistance from the European Union (EU). This includes the EU Facility for Refugees in Turkey (the Facility), which is a € 3 billion fund launched in 2016 and designed to support the GoT with hosting refugees.<sup>6</sup> In the course of preparing this report, EU member states agreed on financing an additional € 3 billion for the Facility for the period 2018-19.

This report has been prepared with the objective of assisting the Facility in assessing the needs of refugees and most affected host communities in Turkey and identifying gaps in interventions, for the purpose of informing decisions on how the EU can better support national efforts to mitigate the impact of the refugee influx in Turkey.<sup>7</sup> It is a follow up of a similar independent needs assessment commissioned by the European Commission in June 2016, where needs, gaps and priority areas of action were identified.<sup>8</sup> Accordingly, it entails revisiting if and how the needs of refugees and hosting communities have evolved since 2016 and identifies priority areas requiring further assistance in view of these changes. This introduction to the report opens with a general overview on refugees in Turkey, presenting some of the basic demographic and legal facts concerning refugee populations in Turkey. Following this, Turkey's refugee response is broadly summarized, including key actors and coordination mechanisms, and a mapping of donor assistance delivered to Turkey between 2016-18. In closing the introduction, the methodology of the needs assessment and overall sectorial structure of the report are presented.

### 1.1 Refugees in Turkey

#### Syrians under Temporary Protection

Syrian refugees in Turkey are recognized by the status of Temporary Protection (TP) that is defined under Article 91 of the Law on Foreigners and International Protection (LFIP) (Law No. 6458) passed on 11 April 2013 by the Turkish parliament. According to the law, temporary protection may be provided for foreigners who have been forced to flee their country, cannot return to the country they have left and have arrived at or crossed the borders of Turkey in a "mass influx" context seeking immediate and temporary protection (Article 91/1). As such, TP for Syrian nationals and Palestinians normally resident in Syria is a prima facie (group) protection. The Temporary Protection Regulation (TPR) is an important benchmark in the efforts of the GoT to clarify and reinforce the overall legal and administrative architecture surrounding assistance to Syrian refugees. Since the previous needs assessment, the architecture surrounding assistance has been developed more comprehensively, and in March 2018 some amendments were made to the TPR concerning governance and coordination (for more on the legal framework on TP, see Annex 1).

The Syrian refugee population in Turkey has been steadily growing since 2011, although growth in numbers has slowed down since 2017. As of 22 June 2018, 3,576,337 Syrian refugees are registered<sup>9</sup>. This figure

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<sup>5</sup> As stated by government officials during a presentation made at the 10<sup>th</sup> Steering Committee of the Facility for Refugees in Turkey (18 June 2018).

<sup>6</sup> <http://www.consilium.europa.eu/en/press/press-releases/2018/06/29/facility-for-refugees-in-turkey-member-states-agree-details-of-additional-funding/>

<sup>7</sup> The report has been written as part of the Framework Contracts request 2017/393-359 entitled "Technical Assistance to the EU Facility for Refugees in Turkey."

<sup>8</sup> The report is titled "Needs assessment report for the preparation of an enhanced EU support to Turkey on the refugee crisis", June 2016. It is accessible here: [https://www.avrupa.info.tr/fileadmin/Content/2016\\_April/160804\\_NA\\_report\\_FINAL\\_VERSION.pdf](https://www.avrupa.info.tr/fileadmin/Content/2016_April/160804_NA_report_FINAL_VERSION.pdf)

<sup>9</sup> A small number of Iraqis who fled from the Islamic State of Iraq and Syria (Daesh) are also under TP.

excludes Syrians holding residence permits (73,880)<sup>10</sup>, an unknown number of unregistered Syrians and non-Syrian refugees residing in Turkey (discussed below). The percentage of male Syrian refugees in Turkey (54%) is slightly higher than females (46%). The age composition is notable in that Syrian refugees are a relatively young population, with 44% of the population being under the age of 18 and only 2% above 65 (for full list of registered Syrian refugees by provinces, gender and age distribution see Annex 2).

Currently in Turkey there are 19 Temporary Accommodation Centres (TACs) or camps (11 with containers and 8 with tents) located in 10 provinces, mostly near the Syrian border (See Annex 3). These camps accommodate a population of around 215,848 Syrians and a small number of Iraqis (5,978). In the TACs authorities are providing all essential services, protection services and activities and have public services such as playgrounds for children, sports facilities, grocery markets, barber shops, etc.

The vast majority of Syrian refugees (94%) are self-settled and live outside of the camps. Based on registration figures, out of the 81 provinces in Turkey, there are four provinces today that are each hosting between 300,000-600,000 Syrian refugees: the highest percentage are living in Istanbul province (15.7%) followed by Şanlıurfa (13.3%), Hatay (12.4%) and Gaziantep (10.7%). When the figures are analysed in the context of the total rise in the population, there are six provinces where the numbers of Syrian refugees are more nominal compared to those mentioned but compose more than 10% of the provincial population. The province of Kilis still stands out with a 95.6% increase, followed by Hatay (28.2%), Sanliurfa (23.9%) and Gaziantep (19.1%). Apart from Istanbul, it is notable that these provinces are all located along or near the Syrian border (for the list of statistically most impacted provinces, see Annex 2).

**Figure 1: Provincial breakdown of Syrian refugees in Turkey**



Source: DGMM, 22 June 2018

<sup>10</sup> DGMM as of 25 June 2018.



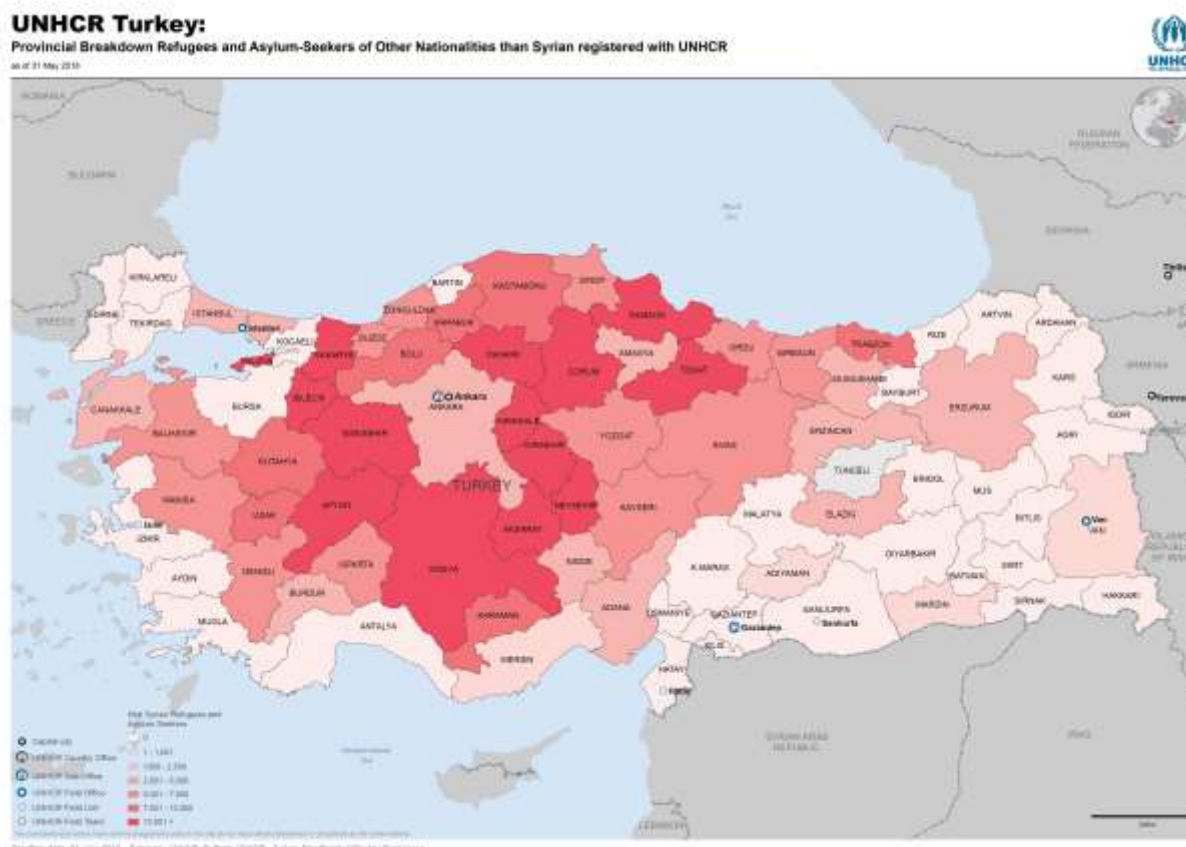
## Non-Syrian Refugees under International Protection

Non-Syrian refugees in Turkey are recognized by the status of International Protection (IP), also defined under the LFIP. Under the scope of international protection, there are also different statuses, depending on one's region of origin and qualification of application. The status '*conditional refugee*' is applied to applicants from outside Europe fleeing conflict or who have a well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion. They are granted conditional refugee status at the end of the status determination procedure and based on the status, will be allowed to reside in Turkey temporarily until they are resettled to a third country, which is handled by the UNHCR. *Subsidiary protection* is granted in the case when a foreigner or stateless person who cannot be qualified as a conditional refugee but cannot be returned to their country as they may face torture, inhuman or degrading treatment or punishment, and serious threat to life because of indiscriminate violence in situations of international or national armed conflict (for more on the legal framework on IP, see Annex 3).

The non-Syrian refugee population in Turkey has also been steadily growing over the past decade. As of 22 June 2018, there are 251,574 refugees and asylum seekers from various countries, the vast majority being from Iraq, Afghanistan, Iran and Somalia, who are under the status of international protection in Turkey.

According to DGMM data, male applicants under IP and status holders are around 55% across all nationalities, while female applicants and status holders represent 45%. Children (0-17) represent 41%. During the IP application process, applicants must register and reside in a city chosen by DGMM, which are referred to as satellite cities. The provinces hosting the highest percentages of registered asylum seekers aged (0-17) are Ankara (54%), Çorum (49%) and Kahramanmaraş (55%) (See Annex 4).

**Figure 2: Provincial breakdown of refugees and asylum-seekers of other nationalities than Syrians**



Source: UNHCR, 24 May 2018

## Internal movement trends in Turkey

Refugees, asylum seekers and migrants in Turkey move between provinces for various reasons: better economic opportunities, familial ties, presence of relatives, better medical care, better living conditions,

easier social adaptation and social reasons, among others. While there are common migratory trends towards major cities such as Istanbul, examining the IOM Flow Monitoring Survey<sup>11</sup> findings also show varied internal movement in Turkey between provinces in the South Eastern region or towards Western and North Western provinces such as Izmir, Bursa or Eskişehir. These movements often take place after first registration in another province, and conditions for changing place of registration are restricted. As will be discussed in forthcoming sections of this report, this has important implications for accessing services, yet movement still persists due to above-mentioned reasons.

## 1.2 Turkey's Refugee Response

### Key Actors and Coordination

Turkey is a high-middle income country with a strong state that has been proactive in providing services and support to refugees since the start of the refugee influx from Syria in 2011. Different state actors, ministerial or at the provincial and local levels, have been involved in the refugee response to different degrees from the beginning, while in recent years, the level of state actors' involvement has expanded even further. In addition, legislation changes have made these different national institutions' roles and responsibilities clearer (See Annex 1). Where previously the Disaster and Emergency Management Presidency (AFAD) was heavily involved in the Syrian Response, based on changes to the TPR in early 2018, the Directorate General on Migration Management (DGMM) has taken over AFAD's responsibility of managing of the TACs. DGMM also took over providing certain service from the National Police (Directorate General Security). Based on the TPR, DGMM also has the main role of implementing the TPR. In addition, it is the key institution concerned with developing Turkey's migratory policy. Other than DGMM, GoT line ministries are tasked with defining and coordinating sector priorities relating to Syrian refugees in Turkey. The (ex) Prime Ministry<sup>12</sup> has played a key role in coordinating Turkish Government Institutions and has been the primary interlocutor with the European Commission regarding the Facility. At the provincial level, local authorities play a pivotal role in coordinating and implementing refugee assistance efforts. In every province, one vice-governor's office is responsible for coordinating refugee related efforts at the provincial level.

As will be detailed in the next section, the EU and its Member States are the leading donors supporting Turkey's refugee response through humanitarian and development assistance, particularly since 2015 when substantial new funding and comprehensive cooperation frameworks were launched.<sup>13</sup> On 24 November 2015, the Commission decided to establish the Facility for Refugees in Turkey<sup>14</sup> as a mechanism to coordinate and streamline all actions financed from the EU budget and additional contributions from Member States integrated into the EU budget, amounting to a total of € 3 billion for 2016-17 period. The objective of the Facility is to ensure the speed, efficiency, effectiveness and complementarity of EU assistance to refugees in Turkey. The Facility provides funds for humanitarian and development assistance. To date, 72 projects have been contracted for € 3 billion, out of which almost € 2 billion has been disbursed as of June 2018. The implementation of actions financed by the Facility are being carried out by ECHO (European Commission's Civil Protection and Humanitarian Aid Operations Department) for humanitarian assistance, IPA (Instrument for Pre-Accession), IcSP (Instrument contributing to Stability and Peace), and the EUTF (EU Regional Trust Fund for Syrian Refugees) for non-humanitarian assistance. The Facility is governed by the Steering Committee, which provides strategic guidance on overall priorities, types of actions to be funded and their coordination. The Committee is chaired by the Commission (Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) and Directorate- General for ECHO and includes representatives from EU Member States. Turkey takes part in the meetings in an advisory capacity.

Other donors, various UN agencies, EU member state agencies, international, national and local civil society organizations, as well as International Financial Institutions (IFI's) are also playing an important role in Turkey's refugee response, implementing a diverse range of programs and projects. These efforts are

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<sup>11</sup> The IOM survey (2018) was conducted between 11 December 2017- 11 February 2018 with Syrian, Iraqi, Afghan, and Iranian refugees, asylum seekers and migrants who entered Turkey after 2016 and are living in Bilecik, Burdur, Bursa, Edirne, Eskişehir, Çorum, Izmir, Gaziantep, Şanlıurfa, Kocaeli, Konya, Mersin, Samsun and Van.

<sup>12</sup> See footnote 1.

<sup>13</sup> The EU-Turkey Joint Action Plan of 29 November 2015 (<http://www.consilium.europa.eu/en/press/press-releases/2016/03/18/eu-turkey-statement/>) and the EU-Turkey Statement of 16 March 2016 ([http://europa.eu/rapid/press-release\\_MEMO-15-5860\\_fr.html](http://europa.eu/rapid/press-release_MEMO-15-5860_fr.html)).

<sup>14</sup> Commission Decision C (2016) 60/03 of 10.02.2016 on the Facility for Refugees in Turkey amending Commission Decision C (2015) 9500 of 24 November 2015.

geared primarily towards facilitating refugee's access to available public services, and strengthening capacities of state institutions to this end at the national and local levels. Partnerships are also formed between these various actors towards supporting the capacities of national and local civil society as service providers in areas where there are gaps in public service provision or where the GoT is still developing support provisions for refugees. For UN agencies and their NGO partners, the Regional Refugee and Resilience Plan (3RP), which is updated on a yearly basis, plays an important role for mobilising funding, planning and coordinating operations, facilitating information sharing and avoiding duplication of efforts. Various UN coordination structures are implemented in a variety of provinces, including Ankara, Gaziantep, Istanbul, Izmir and Şanlıurfa, entailing sector working groups, sub-sector working groups and several inter-sector working groups.<sup>15</sup> These technical working groups provide direction and guidance in specific areas of expertise that are cross-cutting and relevant across working group sectors. Donors are not invited to these working group meetings to ensure that implementers can freely discuss operational difficulties and successes.

### Donor Support since 2016

The international community continues to support Turkey in its refugee response. The table below presents a mapping of international donor contributions to Turkey since 2016. It has been prepared by the project team with the aim of understanding the current state of international donor support to Turkey for supporting Syrian refugees. The methodology of the donor mapping exercise is presented in detail under Annex 6.

As indicated in the table below, the European Union has played a pivotal role in efforts to help Turkey manage the refugee crisis, accounting for more than 95% of international donor support. The EU Facility for Refugees in Turkey (the Facility) has provided €3 billion, which is made up of €1 billion from the EU budget, and €2 billion from the EU Member States.<sup>16</sup> In addition to this, close to € 600 million has been provided in EU support outside of the Facility and over € 400 million is accounted for in bilateral support from EU MS countries. Non-EU funding since 2016, which is accounted for in this report is around € 200 million.

**Table 1: Donor support to Turkey's refugee response**

EU	Outside Facility €	Facility €	Total €
Austria	n/a	€ 45,600,000.00	€ 45,600,000.00
Belgium	n/a	€ 57,600,000.00	€ 57,600,000.00
Bulgaria	n/a	€ 5,900,000.00	€ 5,900,000.00
Croatia	n/a	€ 5,900,000.00	€ 5,900,000.00
Cyprus	n/a	€ 2,300,000.00	€ 2,300,000.00
Czech Republic	n/a	€ 20,400,000.00	€ 20,400,000.00
Denmark	€ 9,191,003.19	€ 38,400,000.00	€ 47,591,003.19
Estonia	n/a	€ 2,800,000.00	€ 2,800,000.00
Finland	n/a	€ 28,400,000.00	€ 28,400,000.00
France	€ 776,415.00	€ 309,200,000.00	€ 309,976,415.00
Germany	€ 382,110,649.85	€ 427,500,000.00	€ 809,610,649.85
Greece	n/a	€ 25,100,000.00	€ 25,100,000.00
Hungary	n/a	€ 14,700,000.00	€ 14,700,000.00
Ireland	n/a	€ 22,900,000.00	€ 22,900,000.00
Italy	n/a	€ 224,900,000.00	€ 224,900,000.00
Latvia	n/a	€ 3,500,000.00	€ 3,500,000.00
Lithuania	n/a	€ 5,200,000.00	€ 5,200,000.00
Luxembourg	€ 250,000.00	€ 4,300,000.00	€ 4,550,000.00

<sup>15</sup> As part of the 3RP, in Turkey there are six sectoral working groups that are active and these working groups are replicated at sub-national level in Gaziantep, Istanbul and Izmir. The national and sub-national coordination ensures that there is distinction in function, scope and geographical coverage between national and sub-national coordination structures. Other than the six main working groups, there are technical working groups including the Cash-Based Interventions Technical Working Group (CBI-TWG), ESSN Task Force and a Higher Education Working Group among others. See organization chart for full detailed breakdown in (fo 5). <http://www.refugeeinfoturkey.org/img/images/OrganigrammeUpdated.png> (Accessed 25/06/2018)

<sup>16</sup> All Member States have sent in their contribution certificates for the €2 billion they pledged.

Malta	€ 300,000.00	€ 1,100,000.00	€ 1,400,000.00
Netherlands	€ 4,663,976.73	€ 93,900,000.00	€ 98,563,976.73
Poland	n/a	€ 57,000,000.00	€ 57,000,000.00
Portugal	n/a	€ 24,400,000.00	€ 24,400,000.00
Romania	n/a	€ 21,600,000.00	€ 21,600,000.00
Slovak Republic	n/a	€ 10,500,000.00	€ 10,500,000.00
Slovenia	n/a	€ 5,200,000.00	€ 5,200,000.00
Spain	n/a	€ 152,800,000.00	€ 152,800,000.00
Sweden	€ 1,916,712.52	€ 61,300,000.00	€ 63,216,712.52
United Kingdom	€ 2,592,156.40	€ 327,600,000.00	€ 330,192,156.40
<b>EU-Countries Total</b>	<b>€ 401,800,913.69</b>	<b>€ 2,000,000,000.00</b>	<b>€ 2,401,800,913.69</b>

EU Other	Outside Facility €	Facility €	Total €
European Commission		€ 1,000,000,000.00	€ 1,000,000,000.00
IPA	€ 350,000,000.00		€ 350,000,000.00
ICSP	€ 40,000,000.00		€ 40,000,000.00
EUTF	€ 191,709,859.00		€ 191,709,859.00
EIDHR	€ 3,002,836.00		€ 3,002,836.00
<b>EU Other Total</b>	<b>€ 584,712,695.00</b>	<b>€ 1,000,000,000.00</b>	<b>€ 1,584,712,695.00</b>
<b>EU Total</b>	<b>€ 986,513,608.69</b>	<b>€ 3,000,000,000.00</b>	<b>€ 3,986,513,608.69</b>
<b>Non-EU</b>			
Canada			€ 12,947,818.50
Japan			€ 58,991,560.48
Norway			€ 6,259,468.30
Qatar			€ 4,350,341.48
Republic of Korea			€ 1,724,409.97
Switzerland			€ 6,334,655.10
USA			€ 111,865,049.55
<b>non-EU Countries Total</b>			<b>€ 202,473,303.38</b>

<b>non-EU Other</b>			<b>€ 3,742,875.50</b>
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<b>non-EU Total</b>	<b>€ 206,216,178.88</b>
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<b>TOTAL</b>	<b>€ 4,192,729,787.57</b>
<b>EU Share</b>	<b>95.08%</b>
<b>Non-EU Share</b>	<b>4.92%</b>

### 1.3 Assessment Methodology

As noted previously, this report has been prepared with the objective of assessing the needs of refugees and most affected host communities in Turkey, identifying gaps in interventions and proposing priority actions. It is a follow up of a similar independent needs assessment commissioned by the European Commission in June 2016, and therefore examines only developments from 2016 onwards.

In this report, needs are assessed under six main sector headings (See Table 2). This division is based primarily on the sectorial structure of the 2016 assessment, which in turn was grounded in the prior needs assessment prepared by Turkey's Ministry of Development in March 2016.<sup>17</sup> Though keeping with this

<sup>17</sup> Ministry of Development. First Stage Needs Assessment Covering 2016-2018 Period for Syrians with Temporary Protections Status in Turkey. March, 2016.



structure, in the current assessment, the titles and content of these sector headings have been further revised for closer alignment with the 3RP. While each sector is unique in approach and questions, a similar reporting structure has been applied throughout (See Table 3).

**Table 2: Main sectors considered in the needs assessment and indicative breakdown**

NA Sectors	Indicative breakdown/content/ subsector
<b>Protection</b>	Protection framework / Registration and documentation / Groups with special protection needs / protection and targeted social assistance for these groups
<b>Basic Needs</b>	Humanitarian context & coordination / Economic vulnerabilities / Shelter / Water, Sanitation and Hygiene / Available basic needs services
<b>Livelihoods</b>	Turkish economy / Labour markets / Access to formal employment / Employability
<b>Health</b>	Health framework / Health Determinants / Access to and use of health services / Health status and risks / Health Services and Resources
<b>Education</b>	Access to Education / Quality Education and Complementary Services / Inclusiveness & Equity / Higher Education
<b>Municipal Infrastructure</b>	Water supply / Wastewater collection, treatment and discharge / solid waste and waste disposal / Other Municipal Services

**Table 3: Sectorial reporting structure & content**

Section	Content
<b>I. Introduction</b>	Introducing sectorial definitions, approach, methods and thematic areas covered under the sector.
<b>II. Current Situation</b>	Describing changes in demographic, legal and institutional context since 2016, the actual situation (i.e. availability, access to and quality of services) in relation to the thematic areas covered under each sector, and mapping the main projects implemented in this time period to meet needs.
<b>III. Assessment of Challenges &amp; Needs</b>	Summarizing main challenges in view of current situation described and highlighting priority needs which have been identified through the study and which have not or have only been partly covered by previous assistance.
<b>IV. Conclusions &amp; Recommendations</b>	Recommendations for priority lines of action to further assist refugees and host communities and a financial analysis of estimated costs per sector of intervention for the next 3-4 years.

The assessment methodology is strictly evidence-based, relying on a systematic analysis and triangulation of various data sources, including primary and secondary data and reports gathered through stakeholder meetings with a diverse range of institutional actors, and some direct observations of interventions in the field. Furthermore, it entails a continuous feedback mechanism, wherein our findings have been systematically shared and validated through different consultative processes at different phases of this work. These phases and processes comprise the following:

Inception phase (14 February – 26 March):

- The study's proposed methodology was updated and further developed following consultations with EU counterparts (EUD and ECHO) and documents made available by them were reviewed.
- A systematic and extensive literature search was carried out, using different online search methods (See Annex 7). The vast amount of literature (e.g. international/EU/national policies and strategies, legal documents, data, reports, academic studies, project outcomes, action plans and strategies, etc.) were compiled and filed by document type and sector (for list of references consulted see Annex 12).
- Taking the June 2016 Needs Assessment as their starting point, experts started reviewing the literature and prepared preliminary draft reports assessing current situation in their sectors and identifying key questions and information gaps. The draft reports were made available to EU counterparts for commenting.

Consultations phase (09 April – 25 May):

- In implementing this contract, the EU has given utmost importance that it is carried out as a consultative process with all stakeholders. Therefore, consultation meetings comprised the core component of the

study's methodology. During all meetings, experts aimed at understanding different actors' assessments of refugee needs and priorities in Turkey, discussing their intervention programs, outcomes, lessons and plans, and validating preliminary findings from the inception phase.

- Stakeholder contact lists made available by EU counterparts were synthesized and further developed through a review of online sources mapping the different actors in Turkey's refugee response (See Annex 1). The list was then shared with EU counterparts for comments on prioritization.
- Throughout this period, team members carried out over 100 consultation meetings with a diverse range of stakeholders representing the donor community, GoT and public authorities, UN agencies, IFIs and inter/national civil society organizations. Meetings were arranged in different formats, including individual interviews and round table discussions. Where relevant, experts also attended externally organized meetings/workshops (for full list see Annex 8).
- Meetings were held primarily in Ankara, where key line Ministries, embassies and UN headquarters are based.
- The (ex) Prime Ministry in Ankara played a key role in supporting the consultative process by mobilizing information sharing and meetings with respective counterparts on the government side. In early May six sectorial working group<sup>18</sup> meetings were organized, joining consultants, representatives of the EU counterparts, key line ministries and other state institutions. During these meetings consultants presented on research objectives and questions. GoT representatives also made presentations on their assessment of current situation and priority needs.
- The Working Group meetings and support of the PM greatly facilitated setting up further smaller technical level meetings between consultants and key bureaucrats, as well as fast sharing of required data and documents by line Ministries.
- In May, the project team also carried out short field visits to Gaziantep and Istanbul. These cities were selected for the high number of EU and UN institutions and I/NGO actors present. For the infrastructure sector particularly, additional field visits took place in Hatay, Kahramanmaraş, Kilis and Şanlıurfa, as municipalities most affected by the refugee population influx.

#### Synthesis phase (26 May – 29 June):

- Following these extensive consultations, experts worked on analysing and consolidating the diverse range of information sources assembled in previous phases, including reports, primary data, interview transcripts, comments on preliminary report and presentations, etc.
- In early June, a second round of six sectorial working group meetings were organized again with the support of the PM. For these meetings, experts shared their main findings in a power point format, outlining current situation, challenges & needs, and recommendations. These meetings presented a valuable platform for validating findings and proposed suggestions, and for identifying any information gaps, requiring again follow up meetings.
- The Team Leader also presented the summary of findings to EU Member States and the Turkish Delegation at the 10<sup>th</sup> FRiT Steering Committee Meeting held in Brussels on 18<sup>th</sup> of June.
- As such, this final report tries at best to integrate and reflect the views and priorities of the diverse range of actors involved in Turkey's refugee response.
- While the needs identified throughout the project period have been expansive across all sectors, *priorities* have been decided based on a triangulation of consultation meeting findings, GoT plans and strategies<sup>19</sup> and the Regional Refugee & Resilience Plan (3RP).
- In making suggestions on priority lines of action, experts have been guided by three core principles: *Continuity* (in terms of approach and lessons from EU Facility 1), *integration/social cohesion* (of refugees within host society) and *sustainability* (considering possible exit strategies).<sup>20</sup>

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<sup>18</sup> Basic Needs and Protection were carried out as a single meeting, in addition to livelihoods, education, health and municipal infrastructure. On the request of the PM a sixth working group on Migration Management was also held. As in the 2016 assessment, Migration Management as a sector is not assessed in this report beyond the issues of registration.

<sup>19</sup> During preparation of this report Turkey's 11<sup>th</sup> National Development Plan (2019-2023) was close to finalization but details could not be shared with experts. A summary on priority actions identified by the Ministry of Development as a result of their own cross-ministerial needs assessment was shared with project team and reflected in report. Where available, experts have also inquired into specific action plans of key line ministries.

<sup>20</sup> As agreed by the Steering Committee of the EU Facility for Refugees in Turkey.

External review and finalization phase (30 June – 31 October):

- The first full draft of the report was submitted to the EUD on 4 July 2018. Relevant sector experts at both EUD and ECHO reviewed the draft report extensively. All comments and suggestions were carefully taken into consideration by the consultants while preparing the second draft.
- The second full draft of the report was submitted to the EUD on 8 August 2018 for sharing with relevant stakeholders of the GoT, who also reviewed the report thoroughly. The GoT's extensive and consolidated comments on the report were received by consultants in the end of September, and incorporated into this final draft of the report.
- The consultants meticulously considered all comments and suggestions made by the different EU and GoT counterparts in a collaborative spirit, while also maintaining their position as independent and impartial assessors when disagreement was found.

**Limitations**

The study was carried within a very limited time frame and with limited human resources, experts assessing the situation, needs and gaps in each sector of expertise in a time span of around 20 working days. Therefore, it was not possible to carry out extensive primary research. Instead experts relied primarily on interview findings and placed their efforts in trying to gather and consolidate as much secondary data as possible both through literature review and consultation meetings. The limits of these data gathering processes are noted in further detail under each sectorial chapter.

Due to time constraints, the research focused entirely on meeting with key players in Turkey's refugee response including GoT, UN agencies, IFI's and leading international and national civil society organizations, located in strategic locations (Ankara, Gaziantep and Istanbul). Effort was also made in trying to reach smaller local and/or Syrian organizations. In meeting with these diverse actors, the focus was on understanding similarities and differences in their assessment of the situation and priority needs of refugees. However, the information captured during these meetings was not sufficient to systematically assess variations in needs across different regions of Turkey, except for the sector 'Municipal Infrastructure', which for reasons described in this chapter focused comparatively on six provinces in the South East.

Time constraints also limited our ability to capture the full dynamism of refugee populations in Turkey, who, as briefly alluded above, continue moving within the country for variable reasons (e.g. better economic opportunities, seasonal migration). However, the consequences of such movement in terms of accessing basic rights are dealt with under respective sections.

Although the scope of the exercise was not limited to Syrians, the picture presented in the report focuses primarily on the needs of Syrians as the vast majority of data and information obtained through literature searches or made available by the various stakeholders consulted for the report also focused on this populations, which in itself points to the very significant information gaps on the situation and needs of non-Syrian refugees and asylum seekers in Turkey.

Costing estimations for each sector were generated during the consultations and synthesis phases of this report. However, at the time that the report has been finalized, in October 2018, the Turkish currency average has depreciated by about 30% (in nominal terms). In addition, due to high inflation as a result of the currency depreciation, the costs in terms of Turkish Lira have increased. Therefore, it is likely that these recent changes have impacted the costing estimations.

## 2 PROTECTION

### 2.1 Introduction

Protection refers to the ability of all asylum-seekers and refugees in Turkey to access rights according to international standards in order to safeguard their well-being.<sup>21</sup> In Turkey, the status of Temporary Protection (TP) is available to refugees from Syria whereas International Protection (IP) is available to refugees from other countries and those arrived from Syria before April 2011 (see Annex 1 and 3). Both statutes enable registered individuals to access fundamental rights and entitlements, including, to a limited extent, health care services, education, social assistance and work. Forthcoming sections of this report deal, in sequence, with social assistance for basic needs, education, health care and work/livelihoods.

In the current section, the focus is first on registration (and related documentation issues) as a first tool of protection and prerequisite for accessing rights, entitlements and services. A second issue examined is the situation of individuals and groups with special protection needs and their ability to access rights and services. The main benchmark is the current capacity of institutions to fully integrate services for refugees and asylum-seekers within governmental systems.

With reference to the 2016 needs assessment, the approach to vulnerabilities is broadened to include categories not considered in the previous report and which have emerged either as new issues since 2016 (such as unregistered refugees from Syria) or which had not yet been clearly identified by stakeholders before 2016 (such as different types of mobile populations and socially marginalized groups). This section covers a broad range of issues intersecting with at least some aspects of other sectors dealt with in the report: basic needs (social assistance), education (child protection), health (PSS and disabilities) and livelihoods (child labour).

**Table 4: Main protection areas considered in the assessment**

Thematic focus areas	Indicative breakdown/content
Protection Framework	Laws, regulations, institutional actors and areas of intervention, changes since 2016
Registration and documentation	Current numbers of registered/unregistered refugees, procedures and mechanisms under TP and IP, verification process, information available to refugees/asylum-seekers, legal aid and assistance, personal documentation from country of origin and civil status registration, protection issues related to the registration process and to non-registration
Groups with special protection needs and risks	Situation of children, women, men, the elderly and disabled, LGBTI persons and sex workers, minorities, seasonal agricultural worker, freedom of movement as an intersectional issue
Protection and targeted social assistance for these groups	Current availability/quality of and access to social and legal assistance and services, identification and referral mechanisms, barriers to access, EU-funded interventions, results of 3RP programming <sup>22</sup>

**Methodology:** As per the project methodology, this chapter examines current situation, needs and priority actions linked with protection. More specific questions guiding this section are:

- What is the current situation of the registration process for refugees and asylum-seekers in terms of mechanisms and access? What are the gaps? What are the barriers to registration, and what does non-registration entail in terms of protection?
- How are individuals and groups with special protections needs and facing specific risks defined and identified by the various stakeholders in charge of refugee/asylum-seeker protection? What type of information is available about these groups and their needs?
- What is the current protection situation for these vulnerable groups/individuals in terms of legal and institutional framework, coordination mechanisms, availability and quality of assistance, effective access

<sup>21</sup> In line with ECHO's one-refugee (Syrians and non-Syrians) approach as presented in its Humanitarian Implementation Plans for Turkey in 2017 and 2018.

<sup>22</sup> Psychosocial support is considered under the Health Section of this report.

to protection and related assistance? What are the gaps?

To develop this section, the literature was consulted, and meetings held with Directorate General of Migration Management (DGMM), (ex)<sup>23</sup> Ministry of Family and Social Policies (MoFSP – including Directorate Generals of Social Assistance and of Family and Community Services), ECHO, UN agencies (including UN Women, UNDP, UNHCR, IOM, WFP, UNFPA, UNICEF) and civil society organizations (international, Turkish and Syrian) working in the protection sector in Ankara, Gaziantep and Istanbul. Furthermore, visits and interviews were held in community centres, and a limited number of house-visits to Syrian families in Gaziantep and Istanbul were undertaken (See Annex 2).

**Limitations:** Besides the short time allocated to field-work which has entailed focusing interviews and visits on Ankara, Istanbul and Gaziantep, the main challenge encountered to perform an evidence-based assessment of the current situation, gaps and needs is the limited and fragmented nature of available quantitative data as regards most vulnerable groups, their needs and their capacity to access protection and specialized assistance. The regulatory framework in Turkey limits the conduct of needs assessments by non-state humanitarian actors, together with the sharing of data outside of governmental organizations. As a result, comprehensive opensource information is lacking both for refugees under TP and asylum-seekers/refugees under IP.

The verification exercise conducted since October 2016 by DGMM on refugees under TP has yielded consolidated, census-level data including prevalence of certain types of vulnerabilities that is critical to improve the demographic picture of the refugees. Along the same lines, UNHCR-ASAM, in charge of performing registration for asylum seekers until the research was carried for this report, has also been collecting data on vulnerabilities<sup>24</sup>. On 22/6/2018, DGMM made available to us data on the demographic profile of refugees under TP, together with overall number of verified Syrians identifies as vulnerable. However, the data did not include a list and breakdown of vulnerabilities. As will be argued below, it is unlikely that all types of vulnerabilities are captured by the exercise.

IOM's regular migration flow monitoring exercise conducted in coordination with DGMM includes a migrant Vulnerability Assessment Module. Information collected cover registration status, access to services, physical disabilities, mental health, trafficking and various types of abuses. Yet here too, IOM was not able to communicate the consolidated data to us, nor did DGMM accede to our request for be provided with the vulnerability breakdown.

As for the EU-funded Emergency Social Safety Net (ESSN) program, it yields data with a focus on economic vulnerabilities and high-risk coping mechanisms that present protection challenges (child labour, begging and returning to Syria to provide resources). However, the dataset publicly available only covers applicants (including those eligible and non-eligible) and not the whole population of refugees under TP and IP.

(Ex) MoFSP, the line ministry for social assistance and protection, did not share data with us regarding the number of current interventions serving refugees by different schemes, profile of beneficiaries, resolution rate, if issues appear in sequence, etc. or regarding the current capacity of the ministry's different sections and services to integrate refugee populations.

For quantitative data, we relied on medium-scale surveys conducted by AFAD, WFP/TRC and IOM and more localized ones performed by NGOs in urban or rural areas, estimates by UN agencies (including those based on data communicated by GoT) and information gathered during interviews.

## 2.2 Current Situation

### 2.2.1 Registration and Documentation

The DGMM is the authority in charge of registering refugees from Syria under TP and of registering and evaluating protection claims of asylum-seekers from other countries to determine if they qualify for IP. Provincial Directorate of Migration Management (PDMM) offices in each province receive TP applications and perform Refugee Status Determination (RSD). ASAM, as a UNHCR partner, has been processing applications for IP. Between July 2017 and April 2018, DGMM and UNHCR conducted a pilot phase for joint

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<sup>23</sup> See footnote 2.

<sup>24</sup> As of 10/09/2018, UNHCR-ASAM no longer register refugees in Turkey. From this date onwards, the sole body responsible for the registrations is the DGMM.



registration with DGMM registering Iranian asylum-seekers within UNHCR-ASAM registration centers. Registration and granting of a foreign ID number are compulsory steps to access the range of public services the government grants to refugees. To be eligible for third-country resettlement, both refugees under TP and IP need to undergo RSD performed by UNHCR. Details of the system, with references to sources, is included in the Annexes (Annex 1 and 3). In the table below, we summarize its main components and highlight most salient challenges.

Turkey currently hosts more than 3,8 Million registered refugees and asylum seekers, of which 3,57 Million are under TP status (Syrians with a smaller number of Palestinians, stateless persons and others who were refugees in Syria) and 251 thousand applicants under IP (the overwhelming majority being from Iraq, Afghanistan and Iran).<sup>25</sup> It is hard to capture the volume of migrants of various nationalities susceptible to qualify under one or the other form of refugee protection but have not approached the authorities to register. Data is scarce, patchy, collected on limited samples and according to various methodologies. Recent surveys indicate the following:

- In 2017, IOM found that 6.5% of Syrian respondents in the southeast were not registered.<sup>26</sup>
- In another more recent IOM survey (April 2018b) covering 2,918 migrants<sup>27</sup> (28% Syrians, 25% Afghans, 25% Iraqis, and 22% Iranians) in 14 provinces, but not covering Istanbul,<sup>28</sup> it was found that:
  - 30% of Afghans were not registered, and another 12% had an appointment with the authorities;
  - 9% of Syrians were not registered, and another 12% had an appointment with the authorities;
  - 3% of Iranians and 4% of Iraqis were not registered, with another 5% of both nationalities having an appointment.
- As regards Istanbul, a needs assessment covering slightly over 1,000 Syrians in districts with large migrant and refugee populations (Küçükçekmece, Bağcılar, Başakşehir, Fatih, Sultanbeyli, Ümraniye) was released in April 2016 by the Turkish NGO Support to Life (STL)<sup>29</sup>. It found that:
  - Most refugee families relocated to Istanbul from provinces bordering Syria in order to access jobs and reunite with family members and, more generally, social networks;
  - 17% of the respondents had not registered with the Turkish authorities whereas 4% of them stated that their registration was pending;
  - The vast majority of those not registered listed either recent arrival to Istanbul or lack of adequate information as reasons for not registering. Only 4.5% indicated unwillingness to register.

Considering that, in June 2018, some 3,57 M Syrians were registered with DGMM, out of which some 562,000 were in Istanbul, the findings of the surveys reported above suggest the following:

- Between 6.5% and 9% of about 3 M Syrians living outside of Istanbul are unregistered that is a number ranging between 195,000 and 270,000.
- Between 12% and 17% of about 560,000 Syrians living in Istanbul are unregistered that is a number ranging between 67,800 and 95,200.
- In Istanbul, 12% of Syrian refugees are still registered in another province whereas 10% are in pre-registration stage therefore making some 123,200 Syrians under TP unable to access government services.

Reasons for not seeking to register are 1) complicated registration procedures, 2) having just arrived, 3) not knowing how to register, 4) some PDMMs (e.g. Istanbul) registering only certain categories (e.g. family reunification, health emergencies, new-born babies etc).

As for non-Syrians, qualitative interviews conducted by IOM enumerators show that an important reason why Iranians or Afghans do not wish to register (regardless of reasons why they left their countries of origin) is

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<sup>25</sup>UNHCR, *Key Facts and Figures*, April 2018, <https://data2.unhcr.org/en/documents/download/63544>

<sup>26</sup> IOM, *Multi-Sector Needs Assessment of Syrians in Turkey's South-Eastern Provinces*, April 2018.

<sup>27</sup> In IOM terminology, migrants also include refugees.

<sup>28</sup> Edirne, İzmir, Kocaeli, Konya, Bursa, Bilecik, Burdur, Çorum, Eskisehir, Samsun, Mersin, Gaziantep, Şanlıurfa, and Van. IOM, *Flow Monitoring Survey conducted between December 2017 and February 2018*, April 2018b, [https://reliefweb.int/sites/reliefweb.int/files/resources/Flow\\_Monitoring\\_Surveys\\_Analysis\\_Report\\_Turkey\\_May\\_2018.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Flow_Monitoring_Surveys_Analysis_Report_Turkey_May_2018.pdf)

<sup>29</sup> Ayhan Kaya and Aysu Kırac, *Vulnerability Assessment of Syrian Refugees in Istanbul*, Support to Life, April 2016, <https://data2.unhcr.org/en/documents/details/54518>.

because they intend to transit across Turkey towards Europe.<sup>30</sup> We could not locate data as regards the proportion of unregistered non-Syrians wishing to register. Furthermore, IOM enumerators reported that “high proportions” of registered non-Syrians were living outside of assigned satellite cities in certain provinces covered by the survey. For example, in Burdur, refugees came weekly to report to the authorities but otherwise stayed in other provinces such as Isparta, Ankara or Antalya where they found work, accommodation or, for Iranian LGBTI persons, a more favourable environment. By contrast, many Iranians and Iraqis surveyed in Eskisehir mentioned that they were registered in other provinces. However, IOM provides no quantitative data on internal movements cross-tabulating registration status, province or registration and nationality of refugees/migrants.

**Table 5: Registration and documentation: current situation analysis**

Under TP
<ul style="list-style-type: none"> <li>■ Since 2016, registration has been made more complex, lengthy and, in certain provinces (particularly Hatay, Istanbul and Gaziantep, but also others like Konya), it is selective (only vulnerable cases) or totally suspended.</li> <li>■ Limited number of registration centres (1 per province, 2 in Istanbul); no system to refer refugees to other provinces for registration; no on-line appointment system for first time applicants who have passed security check; no facility in rural areas.</li> <li>■ Compulsory verification process on-going since October 2016 with bilingual (TR-AR) DGMM staff trained to identify vulnerable cases. On-line or phone appointment system. New TP ID cards issued.</li> <li>■ As of 22/06/2018, DGMM has verified some 45% of registered Syrians of which 247,676 (some 15%) were identified as vulnerable.</li> <li>■ The verification process is localized in registration and dedicated verification centres and some refugees face challenges to access facilities (e.g. those working, with reduced mobility, taking care of children and other dependents, residents in rural areas).</li> <li>■ At the end of the process, refugees who have not been verified will have their TP status deactivated entailing loss of access to services. Figures are not available on number of refugees whose status has already been deactivated in provinces where verification has been completed.</li> <li>■ Previously unavailable biographical, needs and vulnerability-related data collected from new applicants and verified refugees are expected to inform GoT planning.</li> <li>■ As of 22/06/2018, DGMM has performed 634,390 referrals of vulnerable cases to concerned public institutions ((ex) MoFSP, MoNE, MoH, (ex) MoLSS, Bar Associations, municipalities, etc.) and/or UNHCR and partners for resettlement consideration. However, there is to date no systematic case management and follow up system (one pilot in Istanbul) to ensure that referrals are effective.</li> <li>■ There remains a number of unregistered persons from Syria in need of protection who have not been security checked by DGMM, have no access to protection and social services, cannot benefit from case management nor resettlement. The size of this population is unknown but possibly between 262,800 and 365,200 persons.</li> </ul>
Under IP
<ul style="list-style-type: none"> <li>■ UNHCR-ASAM process on average 500 applications daily (182,500 annually). They identify and prioritize vulnerable cases, and refer them for specific assistance they cannot provide themselves. Persons are required to appear in person to the Ankara registration centre or PDMM offices with no provision for persons with limited mobility to be represented (but given priority in the waiting line).</li> <li>■ Assignment of asylum-seekers to satellite cities with lengthy procedure to register with PDMM (not enough capacity but prioritization of vulnerable cases), go through RSD and receive foreign ID card for accessing full range of rights and services in Turkey. The entire process can take more than two years however ID cards are usually delivered earlier.</li> <li>■ There is a gap in financial and material support available to IP applicants who may be in need of</li> </ul>

<sup>30</sup>IOM, *Flow Monitoring; IOM, Migrants' Presence Monitoring Turkey Situation Report*, January 2018, <https://displacement.iom.int/reports/turkey-%E2%80%94-migrant-presence-monitoring-situation-report-january-2018>

assistance to cover needs (transport to satellite city, food and non-food items, rent/settling in to new satellite city, etc.) until they are in a position to apply for GoT or other assistance/services such as ESSN.

- There are currently 251 thousand asylum applicants for IP waiting for their RSD applications to be processed/decided, yet DGMM still does not have the capacity to process them speedily. For example, in Konya, a large city with big absorption capacity, PDMM is too small leading to a long waiting period.
- UNHCR conducts parallel RSD for resettlement referrals.

### DGMM's Capacity

- Under its Action Plan, DGMM is in the process of developing its capacities for processing applications/registrations. Additional efforts are particularly needed in the following areas: 1) to speed up registration for TP and IP; 2) to refer refugees to other provinces for registration; 3) to perform systematic case management of new registrations and verified refugees; 4) to provide adequate information through call services; 5) to prepare country-of-origin Information reports independently; and 6) to develop a quality assurance framework of IP determination procedures. Furthermore, structural factors related to relations between central and provincial governments impede DGMM's ability to enforce decisions at the provincial level.
- Several initiatives are on-going to enhance DGMM's capacity to implement LFIP and build a stronger asylum system in line with DGMM's 5-year strategy. These include inter alia funding through IPA within and without the Facility, technical assistance from the European Asylum Support Office (EASO), UNHCR technical support for the verification exercise, with funding from ECHO, and capacity-building by UNHCR (transfer of knowledge, staff training, country-of-origin information reports, communication campaigns targeting asylum seekers and refugees).<sup>31</sup>

### Information

- During registration, PDMMs have the obligation to provide refugees under IP and TP with verbal and written notifications (leaflets) about their rights and the services available to them in Turkey as well as their obligations.
- Before and after registration, other sources of information available to refugees and asylum seekers about their rights and obligations are limited to DGMM call center (157 YİMER available to all foreigners, not only refugees and asylum-seekers), UNHCR-ASAM call centers and websites, other call centers/websites operated by other NGOs. However, not all material/information is available or easily accessible in different languages.
- Limitations in available information are compounded by frequent changes to policies and procedures thus also impairing the accuracy and reliability of information. This is reported to lead refugees to make harmful decisions and to further weaken trust in available information. Furthermore, many refugees also have poor Internet access or low literacy.
- An IOM survey shows that the main source of information is through friends and acquaintances, and that fraudulent acts are committed by third parties who sell mediation/assistance.<sup>32</sup>
- Public institutions, UN agencies and NGOs are implementing projects focused on increasing refugee access to information and providing them with accurate information about their rights, obligations and the services available to them. Despite these efforts, refugees continue to report a lack of knowledge on their rights, entitlements and obligations.

### Legal Aid

- By law, refugees and asylum-seekers can benefit from legal aid via provincial Bar Associations but there is lack of specialized knowledge among professionals. UNHCR, supported by ECHO, is providing capacity-building and financial resources through Union of Turkish Bar Associations in selected provinces.<sup>33</sup>

<sup>31</sup> UNHCR, *Turkey: Strengthening a Quality Asylum System*, May 2018c, <<https://data2.unhcr.org/en/documents/download/63877>>

<sup>32</sup> IOM, *Field Observation Report December 2017- February 2018*, 2018a, <https://displacement.iom.int/reports/turkey-%E2%80%94-flow-monitoring-survey-field-observations-december-2017-%E2%80%94-february-2018>

<sup>33</sup> UNHCR, *Turkey: Strengthening Legal Protection and Access to Justice*, May 2018d, <https://data2.unhcr.org/en/documents/download/63878>>



- Refugees themselves are not fully aware of their legal rights and how to access them.
- Ministry of Justice (MoJ) has delegated budget to Bar Associations by number of inhabitants per province however excluding the number of refugees – hence, the UNHCR support mentioned above. As a result, there is a shortage of legal aid especially in Istanbul and South-Eastern Provinces.

#### Documentation and Civil Status Registration

- By law refugees/asylum seekers can register under TP or IP even if they cannot provide identity documentation from country of origin. However, there is a perception among some refugees that such documents are compulsory to register.
- Death certificate is requested for deceased father of an orphan under guardianship of relatives.
- Marriage between two refugees can only be registered if their foreign ID numbers were issued in the same city. Children born from polygynous marriages are registered under the name of the first wife or the father's male relatives – This happens also for both marriage between Syrians or between Syrians and Turkish citizens.
- Unclear if and how death of refugees without foreign ID number is registered.

### 2.2.2 Special Protection Needs and Vulnerabilities

#### Assistance Framework

The LFIP considers three categories of vulnerabilities: 1) unaccompanied children in need of protection (Art. 66), 2) persons with special needs (victims of torture, sexual assault or, other serious psychological, physical or sexual violence,) who should be given "adequate treatment" (Art. 67), and 3) applicants or IP beneficiaries "who are in need" of social assistance and services and to whom these services should be provided (Art. 89) with priority accorded to "persons with special needs." The third category includes both social and economic vulnerabilities, the latter being addressed more specifically under the forthcoming Basic Needs section of this report. Furthermore, the Law also specifies that lawyers and legal representatives can accompany foreigners during personal interviews (Art.73) and that persons who do not have the financial means to pay a lawyer are to be referred to the state-funded Legal Aid Scheme (*Adli Yardım*) in connection with "judicial appeals" pertaining to any acts and decisions within the international protection procedure (Art. 82).

The LFIP and TPR establish the (ex) MoFSP as the responsible authority for the provision of assistance to refugees with special needs or vulnerabilities benefitting from TP or IP. (Ex) MoFSP delivers services to women, children, the elderly and the disabled through a network of Social Service Centres (SSCs), Social Assistance and Solidarity Foundations (SASFs) and other mechanisms. A total of six service units exist within the body of the ministry, including the General Directorates: Family and Community Services, Social Assistance, Status of Women, Child Services, Persons with Disabilities and Elderly Services, and the Department of Fallen Soldiers' Relatives and Veterans' Affairs (the latter unconcerned with services to refugees). (Ex) MoFSP administers several types of institutions including nursing and children's homes, children centres, handicapped care and rehabilitation centres, elderly care centres, family consultancy centres, social service centres, women guesthouses, violence prevention and monitoring centres. Details of the services available to refugees are provided below.

Legal aid and access to justice fall under the MoJ, whereas responsibility for the elimination of violence against women, and children and youth protection (such as child marriage, child labour, violence and sexual exploitation towards children) is shared between various institutions (MoJ, (ex) MoFSP, MoI, etc.).

The overall legal and institutional framework for the protection of refugees with special needs has not experienced change since mid-2016. However, the (ex) MoFSP has made several policy changes to bring the activities of non-state actors in line with the ministry's mandate under the Law on Social Services and the Social Services Regulation and the TPR. With respect to the identification and assessment of families, children, disabled and elderly who are in need of protection, care and assistance, (ex) MoFSP has delegated the power to authorize household visits and conduct outreach to the Provincial Directorates of Family and Social Policies (PDoFSP). To date, among ECHO partners, only IOM and TRC have received authorization to conduct outreach and household visits provided that their staff is accompanied by (ex) MoFSP officials.

Similarly, in the operation of psychosocial (PSS) support, non-state actors are also now required to inform and seek permission from PDoFSP.<sup>34</sup>

## Groups with Protection Issues

This section was prepared following the principles of humanitarian protection according to which it is fundamental to identify vulnerable groups, whether their vulnerabilities stems from age, gender, marital status, ethnicity, religion, sexual orientation, lifestyle, etc. As of 22/06/2018, out of some 1,6 M refugees under TP whose registration has been verified, DGMM has identified 247,676 Syrians as vulnerable and made 634,390 referrals to concerned public institutions. These figures suggest multiple vulnerabilities in each individual and referrals to several assistance providers/programs to meet socioeconomic, health, schooling and other needs. As noted under limitations above, no further information from verification exercise could be obtained. The following sub-section draws instead on qualitative and quantitative information gathered from existing surveys, reports, academic publications, and interviews to identify groups facing specific risks which are only partially or not yet addressed within mainstream assistance schemes. Identifying current gaps in addressing vulnerabilities aims to allow for improved targeting and programming by all concerned parties.

### Children

Out of 3,576,337 refugees under TP, 1,573,897 are under 18, that is over half of the population (DGMM 22/06/2018). In addition, out of 364,173 asylum seekers mainly from Afghanistan, Iraq and Iran, some 116,535 are children.<sup>35</sup> Refugee and migrant children – particularly those out of school – remain vulnerable to numerous protection risks including being unaccompanied or children who are orphaned, at risk of physical violence, sexual abuse, child labour, child (mostly girls) marriage, trafficking/sexual exploitation, and the like. Years of conflict and displacement have a significant impact on their psycho-social well-being. Moreover, many vulnerable families struggling to meet their basic needs are increasingly resorting to negative coping mechanisms such as engaging their children in labour and marriage, instead of sending them to school.<sup>36</sup> Today approximately one third of school-aged children remain out of school (see also Education chapter in report). Credible academic and media sources, as well as surveys by NGOs<sup>37</sup> suggest growing numbers of child labourers within Syrian refugee population since 2016. On the other hand, ESN appears to have reduced child labour as a negative coping mechanism with the rate falling from 22% (baseline) to 13% among beneficiaries in 2018.<sup>38</sup> (Ex) MoFSP also includes child labour in its awareness-raising efforts through its 117 mobile teams in 81 provinces.<sup>39</sup> According to another source, the highest proportion of working children (51%) are boys between 15 and 17 years of age.<sup>40</sup> Furthermore, due to the seasonal nature of agricultural work throughout the country, children engaged in agricultural work often migrate with their families for up to seven months of the year (See also Livelihoods Chapter). Significant numbers of these (internally) migrating families have limited access to health care and education given that access to basic services is tied to the province of registration.<sup>41</sup> Children in administrative detention because of the migration status of their parents and those facing juvenile justice also face protection risks. According to a 2016 research report by *Gündem Çocuk* (a Turkish Association),<sup>42</sup> statelessness is a risk for Syrian

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<sup>34</sup> Interview (ex) MoFSP, Directorate General of Family and Community Services (29/05/2018).

<sup>35</sup> UNHCR, *Facts and Figures*; UNICEF, *Turkey, Humanitarian Situation Report No 20*, April 2018,

<https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%20No.%2020%20-%20April%202018.pdf>

<sup>36</sup> UNICEF, *Turkey, Humanitarian Results*, December 2017,

<https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%20C%20January%202017%20-%20December%202017....pdf>

<sup>37</sup> US Department of Labor, *Child Labor and Forced Labor Reports Turkey*, US Department of Labor, Bureau of International Labor Affairs, 2016, <https://www.dol.gov/sites/default/files/images/ilab/child-labor/Turkey2016.pdf>

<sup>38</sup> ESN Baseline and WFP&TRC, *Post-Distribution Monitoring & Comprehensive Vulnerability Monitoring Exercise*, 1<sup>st</sup> and 2<sup>nd</sup> rounds, 2017, 2018.

<sup>39</sup> As per information shared by the Ministry of Family, Labour and Social Policies (MoFLS) upon reviewing the draft of this report in September 2018.

<sup>40</sup> UN Women, "Consultation Workshop on the Needs Assessment of Women and Girls under Temporary Protection Status in Turkey," 2018.

<sup>41</sup> Development Workshop [Kalkınma Atölyesi], *Fertile Lands, Bitter Lives The Situation Analysis Report on Syrian Seasonal Agricultural Workers in the Adana Plain*, Development Workshop, 2016.

<sup>42</sup> Yeşim Mutlu, Emrah Kırmısoy, Şahin Antakyaloğlu, *Remnants of Shadows in Fuzzy Places: Syrian Refugee Children and the Risk of Statelessness*, Research Report [Bulanık Mekanlarda Gölgede Kalanlar, Suriyeli Mülteci Çocuklar ve Vatansızlık Riski Araştırma

children born in Syria, particularly unaccompanied minors, who lack documentation (birth certificate, family book, ID) from their country of origin. Risk exists also for children born in Turkey whose birth has not been registered (underage parents who did not register their marriage, children born outside of medical facilities). The number of these children is unknown.

### Women

45.8% of the refugee population from Syria is female and 44.83% of IP applicants are female.<sup>43</sup> The proportion of women among Iraqis is 25% and lower among Afghans (16%). Depending on data source, survey location and sample, the proportion of Syrian female-headed household varies between 12% and 25.5% and is higher in camps (35%).<sup>44</sup> These households have income levels lower than average, a high proportion of working children, and women have a higher rate of illiteracy (29%) (See also Basic Needs chapter of this report).<sup>45</sup> More women work in Turkey than they did in Syria, particularly those without adult male relatives to support them or families where the traditional (male) breadwinners are unable to find work. Many non-camp women report suffering from isolation, as some of them feel insecure and unsafe in Turkey.<sup>46</sup>

Due to poverty and poor living conditions, Syrian women find themselves in situations where they and their families think that marriage is the best way for them to improve their livelihoods. Syrian women, including underage girls, are taken as second wives. Polygamy not being legal in Turkey, children may be registered as off-springs of first wives hence depriving second wives of legal rights in relation to their children's custody. Furthermore, second wives cannot avail themselves of legal protection to receive financial support from their husbands or in case of divorce. Unregistered marriages have also become part of a sex industry, with some marriage contracts being created for short-term marriages, or in other words to legitimize sex.<sup>47</sup> Due to rising economic disparities, some Syrian women resort to sex work.<sup>48</sup> Sexual and gender-based violence (SGBV) is considered to be an escalating but under-reported issue.<sup>49</sup> Although Turkey has a system to respond to SGBV cases, it already faces challenges in terms of resources and responses for Turkish women, a situation compounded by the high number of refugees in the country.<sup>50</sup> Furthermore, there are no women's desks at police stations for SGBV cases, which deters women from reporting and seeking assistance.<sup>51</sup>

Women face more challenges than men to access protection and services. Their educational level is generally lower than that of men. A higher proportion does not know Turkish well or at all.<sup>52</sup> Women who need to work generally have no day-care options for children, elderly or disabled dependents. Because of household responsibilities and/or work, they are less able to attend Turkish language classes, vocational training or awareness-raising activities on protection issues.<sup>53</sup> Even for those who live in urban areas with availability of social services, one survey found that 73% of women had no knowledge of where to apply in case of violence and 73,9 % did not know where to seek assistance for their children in case of protection-related incident.<sup>54</sup>

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Raporu], Gündem Çocuk Derneği, 2016, <http://www.madde14.org/images/f/f0/GundemCocukBulanikMekanlarda2016tur.pdf>>

<sup>43</sup> Data provided by DGMM (22/06/2018)

<sup>44</sup> Ayhan Kaya and Aysu Kırac, *Vulnerability Assessment*, <https://data2.unhcr.org/en/documents/details/54518>; WFP, *Off-camp Syrian Refugees in Turkey: A Food Security Report*, 2016, <https://documents.wfp.org/stellent/groups/public/documents/ena/wfp282921.pdf>; See also the Basic Need section.

<sup>45</sup> WFP&TRC, *Post-Distribution Monitoring*.

<sup>46</sup> UN Women, Consultation Workshop.

<sup>47</sup> CTDC, *Syrian Refugees in Turkey: Gender Analysis*, 2015, <http://ctdc.org/publication/syrian-refugees-in-turkey-gender-analysis/>>

<sup>48</sup> Unal Demirtaş and Aslan Özden, "Syrian Refugees: Health Services support and Hospitality in Turkey." *Public Health* 129, no.11 (November 2015): 1549-50.

<sup>49</sup> Sherine Saadallah and Daniel Baker, *Women and Girls in the Syrian Crisis: UNFPA Response, Facts and Figures*, UNFPA, 2015, <https://www.unfpa.org/sites/default/files/resource-pdf/UNFPA-FACTSANDFIGURES-5%5B4%5D.pdf>

<sup>50</sup> UNHCR, *Gender-Based Violence Sub-Working Group (GBV SWG) In Response to the Syrian Crisis, Humanitarian Setting Gaziantep-Turkey*, March 2017, <https://data2.unhcr.org/en/documents/download/54102>

<sup>51</sup> Interview UNHCR (26/04/2018).

<sup>52</sup> UN Women, Consultation Workshop.

<sup>53</sup> Ishraqat and Women Now for Development Interviews (25/05/2018)

<sup>54</sup> UN Women, Consultation Workshop.

## Men

Men represent 54.2% of the refugee population from Syria (DGMM 22/06/2018). Vulnerability assessments generally leave out adult men and, to a lesser extent, boys, under the premise that they can cope or are less at risk. However, men may face other types of protection risks and vulnerabilities. Male heads-of-households with little access to employment express frustration and anger at their incapacity to fulfil their role as breadwinner, which in turn can translate into domestic violence towards family members. Many have become isolated because of the feeling of shame associated with loss of gendered role and status.<sup>55</sup> Single-men households with dependents face challenges similar to those of single-female households: loss of social support networks to ensure the care of dependents while working, inability to attend language or vocational training courses or participate in any other activity outside the home. Yet most support programs (particularly psychosocial support and day-care for children are limited in their outreach to male heads-of-households.

Adolescent and adult men on their own, single or separated from their families, face situations in shared accommodations with other men that may lead to rape, as well as greater social pressure to send remittances to their relatives that leads to difficulties to meet their own basic needs, and harmful coping strategies (addiction to drugs and alcohol, child labour, sex work or survival sex, etc.).<sup>56</sup> Although many Syrian men have been sexually assaulted or tortured during the war,<sup>57</sup> little is known about male refugee survivors of SGBV in Turkey, including impacts on their families and ways to meet their needs.<sup>58</sup> The few existing reports on single men in displacement, with only two looking at the situation in Turkey, indicate loss of identity and worsening mental health, which are also impediments to employment.<sup>59</sup> The (ex) MoFSP extends its psycho-social support to all refugees on a non-discriminatory basis, and identifies cultural norms and limited awareness as causes for the low number of men who avail themselves of such services<sup>60</sup>. It remains unclear, however, what the capacity of (ex) MoFSP is to address these barriers and attend to the very specific counselling needs of male SGBV survivors and single men.

## The Elderly and Disabled

69,208 registered refugees from Syria are 65 and over.<sup>61</sup> This is a relatively small proportion, reflecting the fact that elderly people are less equipped and/or willing to flee. In a 2016 survey of Syrian refugees in Istanbul, 29.6% of households were found to include a person with physical or mental disability.<sup>62</sup> Elderly and disabled refugees can be particularly vulnerable when a lack of mobility, physical impediment, weakened vision, chronic illnesses or cognitive deficits make access to support difficult.<sup>63</sup> Furthermore, they need a level of assistance that struggling families cannot provide. In addition to the linguistic and cultural challenges faced by Syrian refugees in accessing health-care and other services, those with disabilities or reduced mobility may experience further forms of exclusion.<sup>64</sup> In Jordan, it was noted that failing to register with the UNHCR doubly disadvantages many elderly Syrian refugees.<sup>65</sup> This indeed poses the question of the capacity of all elderly and disabled Syrians to also register with DGMM in Turkey.

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<sup>55</sup> CTDC, *Syrian Refugees*.

<sup>56</sup> Delphine Burn, *Men and Boys in Displacement: Assistance and Protection Challenges for Unaccompanied Boys and Men in Refugee Contexts*, CARE and Promundo, 2017, <https://promundoglobal.org/resources/men-boys-displacement-challenges-refugee-contexts/?lang=english>

<sup>57</sup> UNHCR, *Gender-Based Violence Sub-Working Group*; Zeynep Kivilcim, "Lesbian, Gay, Bisexual and Transsexual (LGBT) Syrian Refugees in Turkey," in *A Gendered Approach to the Syrian Refugee Crisis*, eds. Jane Freedman, Zeynep Kivilcim, and Nurcan Özgür Baklacioğlu, (Oxford: Routledge, 2017), 26-41; Sarah Chynoweth, "We Keep it in our Heart": *Sexual Violence Against Men and Boys in the Syria Crisis*, UNHCR, October 2017, <https://data2.unhcr.org/en/documents/download/60864>

<sup>58</sup> Ibid., Ibid.

<sup>59</sup> CTDC, *Syrian Refugees*; Burn, *Men and Boys*; Kivilcim, "Lesbian, Gay, Bisexual"; UNHCR, *Gender-Based Violence Sub-Working Group*.

<sup>60</sup> As per information shared by the Ministry of Family, Labour and Social Policies (MoFSL) upon reviewing the draft of this report in September 2018.

<sup>61</sup> Data provided by DGMM (22/06/2018).

<sup>62</sup> Kaya and Kiraç, *Vulnerability Assessment*.

<sup>63</sup> UNHCR, "Safeguarding Individuals Older People," Accessed 27 June 2018, <http://www.unhcr.org/older-people.html>

<sup>64</sup> WHO, "World Refugee Day: WHO trains Syrian Refugees to Serve as Home-Care Staff to Older and Disabled Refugees in Turkey," *WHO* (Copenhagen), 19 June 2018, <http://www.euro.who.int/en/health-topics/health-determinants/migration-and-health/news/news/2018/6/world-refugee-day-who-trains-syrian-refugees-to-serve-as-home-care-staff-to-older-and-disabled-refugees-in-turkey>.

<sup>65</sup> A.A., K.B., C.B., "Elderly Syrian Refugees Need more Care," *Irin News* (Geneva), 29 June 2012, <http://www.irinnews.org/news/2012/06/29/elderly-syrian-refugees-need-more-care>.



### LGBTI Persons

Turkey has long been a transit destination for LGBTI refugees, particularly from Iran and Iraq, who wait for third-country resettlement, the only durable solution available for most of them.<sup>66</sup> However, the resettlement process is lengthy (even if LGBTI applicants are fast-tracked) with very limited quotas. LGBTI refugees are prone to seek to leave Turkey to Europe by irregular means. The number of LGBTI refugees (Syrian and others) in Turkey is unknown. Sexual orientation and gender identity are not screened during the registration process, and many LGBTI persons prefer to conceal their orientations/identities for self-protection although they may choose to disclose them during RSD and when seeking assistance from NGOs. Istanbul is thought to host the largest number of LGBTI refugees,<sup>67</sup> however non-Syrian LGBTI persons are also concentrated in certain provinces where LGBTI refugees have their own support networks and find a comparatively friendly environment. It is particularly difficult to identify such persons in camps.<sup>68</sup>

There is no law in Turkey against LGBTI<sup>69</sup> whereas Social Service Law No. 2828 (Art.4) provides that services be granted on a non-discriminatory basis. However, there are cultural barriers and prejudices against sexual minorities and very little sensitization of the authorities to protect these minorities' rights. Several reports show that LGBTI persons may face discrimination in employment, housing, health care and access to public services. Iranian, Iraqi and Afghan LGBTI asylum seekers sometimes find that the satellite cities to which they are referred represent a conservative environment where they face discrimination, and prefer to move to large cities, particularly Istanbul.<sup>70</sup> Alternatively, some seclude themselves in their homes<sup>71</sup>. There are no exclusion criteria in ESSN or social assistance programs operated by (ex) MoFSP as regards gay men or LGBTI in general. However, the fact that these schemes exclude single men de facto discriminates against some categories of LGBTI persons whose sexual orientation or gender identity entails very limited access to employment, resources and support, leaving them isolated and vulnerable. In cases of violence, they find it difficult to report incidents to the police, in fear of harassment and assault. Some gay men and transgender persons, particularly in Istanbul, turn to sex work to make a living.<sup>72</sup> LGBTI persons face a triple marginalization as refugees, non-Turks, and individuals with non-conventional gender and/or sexual orientations.

### Sex Workers

Different NGOs consulted for this study report that sex work (or even survival sex) is a negative coping strategy for some impoverished refugee women and unaccompanied young men. Their situation is particularly challenging as regards to access to rights and services, particularly medical check-ups and care, and they face additional levels of violence and discrimination by society and at times, by individual officials although not as part of a systematic policy. Information on this population is otherwise extremely limited.

### Yezidis

Yezidis are a small Kurdish-speaking, non-Muslim, religious sect with members in Iraq and, to a lesser extent, Syria and southeaster Turkey. Yezidis from Turkey largely emigrated to Germany in previous decades. Information about this group of refugees is very scattered and not always consistent. Refugees arrived mostly from the Sinjar region of Iraq in November 2014 fleeing the advance of and persecution by Islamic State (IS). Turkey established camps in the south eastern provinces to host 18,300 Yezidis but, by some accounts, the number of arrivals was about twice higher (36,000).<sup>73</sup> Others were settled in towns and villages in facilities set up by municipal authorities. A smaller but unknown number of Yezidis have come from the Jazira area in north eastern Syria and from Afrin. Yezidis, considered unbelievers by the majority of Muslims, have suffered the worst human rights abuses at the hands of IS: mass displacement and murder, rape, women captured and sold as slaves and concubines, forced conversion, etc. The UN and the

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<sup>66</sup>Hayriye Kara and Damla Çalık, *Waiting to be "Safe and Sound": Turkey as LGBTI Refugees' Way Station*, KAOS GL, July 2016, [http://www.asylumineurope.org/sites/default/files/resources/lgbti\\_refugees-english-multeci\\_raporu2016.pdf](http://www.asylumineurope.org/sites/default/files/resources/lgbti_refugees-english-multeci_raporu2016.pdf)

<sup>67</sup>Interview ASAM (10/05/2018).

<sup>68</sup>Interview UNHCR (09/05/2018).

<sup>69</sup>Interview UNFPA (25/04/2018).

<sup>70</sup>IOM, Flow Monitoring Survey.

<sup>71</sup>Interview UNFPA (25/04/2018).

<sup>72</sup>CTDC, *Syrian Refugees*.

<sup>73</sup>Stephan Barr, "Yazidis who fled ISIS Live in Limbo in Turkish Refugee Camps," *The Irish Times* (Dublin), 18 April 2017, <https://www.irishtimes.com/news/world/middle-east/yazidis-who-fled-isis-live-in-limbo-in-turkish-refugee-camps-1.3051835>.

European Parliament have recognized their plight as genocide. Among the refugees, there are victims of IS, orphans, widows, and other people with special needs. According to reports by the international media and Yazidi advocacy organisations, Yazidi refugees in Turkey face prejudices and discrimination in access to services, education, housing and jobs and prefer not to be separated from members of their community.<sup>74</sup>

UNHCR fast-tracks Yazidis for third country resettlement with some countries, particularly Canada, having made a special effort to resettle them.<sup>75</sup> However, quotas remain lower than applications. Some have been attempting to migrate to Europe (particularly Germany) irregularly. Those remaining in camps (several of which have been closed) are reportedly no more than 1,000, whereas, by some estimates, another 12,000 are out of camp with the highest concentration in Istanbul where some NGOs, particularly CARITAS, provide them with assistance.<sup>76</sup> Mental health needs have been found to be very high in this traumatized population, including in children, yet there is no mental health and PSS care available to the Yazidis according to the most recent sources consulted.<sup>77</sup> Teachers, health care providers and other officials are not necessarily aware of the psychological traumas of adults and children who, furthermore, have been found to require unconventional approaches that do not appear to be available in Turkey.<sup>78</sup>

### Doms

The Doms are the Roma population of the Middle East and include various sub-groups with different identities and languages. They are present among the Turkish populations and the refugees, particularly from Syria. Like the Yazidis, albeit on different grounds, they are a refugee group disadvantaged on several levels. In Syria, they suffered from social stigma and were left without citizenship rights for being migratory or nomadic. In Turkey, in addition to the general hardship experienced by all Syrian refugees, they are discriminated against by the authorities, the local population and other Syrians due to their ethnic origins and way of life, and they have almost no access to humanitarian aid or assistance from public services.

There are no reliable figures about the number of those who have taken refuge in Turkey. By one estimate, they would be about 50,000.<sup>79</sup> During field studies conducted since 2015, some with ECHO funding,<sup>80</sup> it was observed that while most Doms live in the provinces of Gaziantep, Kilis and Şanlıurfa, there are also Dom communities in Mersin, Adana, Izmir and Istanbul. Extended families live in informal tent camps or in the open, with no access to hygienic water and sanitation, and they often change location. In urban areas, they live in derelict buildings or empty plots. They form a large part of the seasonal agricultural workers (see below), solid waste recyclers or drug dealers in border areas. Adults and children also seek aid (beg) in the streets and are subjected to interventions by law enforcement agencies on the basis of an anti-begging law passed by the GoT. The Dom community face serious protection issues including SGBV, child marriage, poor access to health care and education, and lack of information about rights and services. Most Dom groups visited by researchers had TP identification documents with the exception of individuals/families who had crossed the border irregularly<sup>81</sup>. Unlike refugees who relocate durably to a province other than that of their registration, many Dom families are seasonally on the move between several provinces and cannot shift their registration nor provide a fixed address to the Civil Registry office (*Nüfus Dairesi*). Because access to services is tied to refugees' province of registration, Dom's mobile lifestyle exacerbates their protection

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<sup>74</sup> Aysan Sönmez, "Yazidi Refugees in Turkey: Back to Their Homeland?," *ROAR Online Magazine*, 14 January 2015, <https://roarmag.org/essays/yazidi-refugees-turkey/>.

<sup>75</sup> Azidi Solidarity and Fraternity League, "Report: 16,000 Yazidi Refugees in Turkey and Syria seek Legal Admission to Third Countries via Refugee Resettlement Programs," 2015, <http://asfl-efo.org/content/report-16000-yazidi-refugees-turkey-and-syria-seek-legal-admission-third-countries-refugees>; Sönmez, "Yazidis."

<sup>76</sup> Interview Caritas (02/05/2018).

<sup>77</sup> Meera Vijayann, "Helping traumatized Yazidi refugees requires a different kind of care," *TVO online* (Toronto), 18 April 2017, <https://tvo.org/article/current-affairs/helping-traumatized-yazidi-refugees-requires-a-different-kind-of-care>; Serhat Nasıroğlu, Veysi Çeri, Ünal Erkorkmaz, and Bengi Semerci, "Determinants of Psychiatric Disorders in Children Refugees in Turkey's Yazidi Refugee Camp," *Psychiatry and Clinical Pharmacology* (2018).

<sup>78</sup> Çorbatır and Alagöz, *Şırnak, Sirt*; Eda Erdene, "The Ways of Coping with Post-War Trauma of Yazidi Refugee Women in Turkey," *Women's Studies International Forum*, 65(November 2017): 60-70; Vijayann, "Helping traumatized".

<sup>79</sup> Kemal Vural Tarlan and Hacer Foggo, *The "Other" Asylum Seekers from Syria: Discrimination, Isolation, and Social Exclusion Syrian Dom Asylum Seekers in the Crossfire*, Kırkayak Kültürü, 2017, <http://panel.stgm.org.tr/vera/app/var/files/t/h/the-dom-the-other-asylum-seekers-from-syria-report.pdf>.

<sup>80</sup> Ibid., Yeşim Yaprak Yıldız, *Nowhere to Turn: The Situation of Dom Refugees from Syria in Turkey*, September 2015; Kemal Vural Tarlan and Hacer Foggo, *Dom Migrants from Syria: Living at the Bottom on the Road amid Poverty and Discrimination*, Development Workshop, 2016.

<sup>81</sup> Yaprak Yıldız, *Nowhere to Turn*; Tarlan and Foggo, *Dom Migrants from Syria*.



issues: children are generally unschooled because they face stigmatization, but also because families do not stay in the same location for a whole year; individuals can only access other than emergency healthcare in provinces in which they are not registered; lack of a fixed address makes application to ESSN, (ex) MoFSP programs or any other social assistance scheme near to impossible. It was however noted that, due to their social exclusion, the Dom do not actively seek medical or other forms of assistance, which was already their prevailing attitude in Syria<sup>82</sup>. The (ex) MoFSP has developed a multi-sectoral Strategy Paper on Roma People (2016 – 2021) to ensure that the various needs of this population are addressed and should play a coordination role in its implementation. However, this document does not make any reference to the Doms from Syria whereas their lack of integration is compounded by displacement-related vulnerabilities.

### Seasonal Agricultural Workers

Many refugees, both Syrian and non-Syrian, work in seasonal agriculture and move between provinces according to season and availability of work. Studies of this population (quoted below and in the Chapter of Livelihood) show that, in recent years, refugees have become the majority of the labour force in this sector therefore replacing domestic migrants from Turkey. The southern and south-eastern provinces are regions where the demand for temporary labour in agriculture is relatively high, however Syrians have been found to work almost in every part of Turkey where agricultural production takes place.<sup>83</sup> Although there is no figure about their overall number, it is estimated that about 6% of Syrians working in Turkey are employed in seasonal jobs.<sup>84</sup> One report highlights the “hyper-precarity”<sup>85</sup> of Syrian seasonal agricultural workers on account of the informal nature of their employment and absence of access to social services even when they are registered under TP in another province.<sup>86</sup> Besides facing the same social and legal protection challenges as any refugee (and Turkish citizen) working in the informal economy (see Livelihoods Chapter), seasonal agricultural workers have additional vulnerabilities. A survey conducted in the Adana Plain found that 50% of children under 17 worked, including girls, 23.7% of girls between 15 and 17 were married, women, including young ones, had a high level of illiteracy, and knowledge of Turkish was very low.<sup>87</sup> No schooling is available, and sites of accommodation are usually distant from settlements making even access to primary health care difficult. It is noteworthy that many Dom families are part of this population.

### Freedom of Movement

Freedom of movement is not guaranteed under the current Turkish asylum system. The GoT restricts the movement of asylum seekers and persons under TP to reduce pressure on services in major cities, avoid social tension and ensure national security.<sup>88</sup> Constraints on mobility represent sources of vulnerability for refugees. Some Syrians are reported to hesitate to register with DGMM because they see this as limiting their ability to move. Refugees under IP also lose access to rights and assistance if they relocate. Furthermore, they face risk of deportation if they move from one province to another without authorization although the implementation of this measure varies. Several of the reports mentioned above highlight that refugees under TP who move – for work, family reunification or other reason – to provinces other than the ones in which they are registered face serious challenges to re-register and access entitlements and services. Refugees who seek income through seasonal mobility between provinces do not even seek to re-register. The paradox is that refugees who need to be geographically mobile to enter the labour market and become self-sufficient are penalized in their access to rights and social entitlements: schooling for their children, health care and most other forms of social assistance.

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<sup>82</sup> Interview ECHO Field Office Gaziantep (10/04/2018).

<sup>83</sup> Development Workshop, *Fertile Lands*.

<sup>84</sup> M. Murat Erdoğan, *Syrians Barometer 2017 (Draft Executive Summary Report)*, December 2017, <https://mmuraterdogan.files.wordpress.com/2016/06/syrians-barometer-executive-summary.pdf>.

<sup>85</sup> Sinem Kavak, “Syrian refugees in seasonal agricultural work: a case of adverse incorporation in Turkey,” *New Perspectives on Turkey*, 54 (May 2016): 33–53; The other main source of this population on which this account is based in: Development Workshop, *Fertile Lands*.

<sup>86</sup> Development Workshop, *Fertile Lands*.

<sup>87</sup> *Ibid.*

<sup>88</sup> International Crisis Group, ‘Turkey’s Refugee Crisis: The Politics of Permanence’, *Europe Report* No. 241, 30 November 2016.

### 2.2.3 Access to Services

#### Identification and Referral Mechanisms

A network of governmental and non-state actors are involved in the identification of refugees with special needs and their referral to specialized governmental services and authorities: DGMM (and previously UNHCR-ASAM for non-Syrians) when screening applicants at the early stage of registration; PDMMs when registering asylum seekers in satellite cities; TRC through the ESSN application process and activities in its Community Centre's (CCs); the UN, NGOs and local authorities through their various community-based programs and activities, including a large number of CCs and outreach visits often performed by volunteers. According to various interviews, humanitarian actors and CCs generally make referrals to local Social Service Centres (SSCs), however a common perception is that referral pathways are unclear. Some NGOs, including ASAM, reported during interviews having been told by SSCs' employees that they were overstepping their role since they had no legal mandate to perform referrals. Conversely, SSCs can only refer to NGOs with whom (ex) MoFSP has a protocol. There is both a structural coordination weakness and incomplete information available to non-state actors about the mechanisms to assist refugee in accessing rights and services.

#### Barriers to Access

As mentioned in previous sections, non-registration, the complexity of the registration process, the requirements for and lengthy time-frame necessary to obtain a foreigner ID number, the mobility of refugees between provinces, challenges to transfer registration elsewhere and the specific case of structurally mobile individuals are primary barriers limiting access of the refugees to legal aid/assistance and social services. Lack of registration or identity documentation surfaces as one of the main impediments to access services in areas of residence even when there is awareness about their availability. This refugee population cannot work legally and has no alternative source of support to cover its basic needs (transportation, rents, etc.).

Other important challenges to access are the lack of adequate information and the language barrier both as regards information about services and facilitation when requesting assistance from relevant services. A survey conducted by AFAD in 2017 on a representative sample of the Syrians across Turkey, showed that 36% of respondent had little or no knowledge about their rights under TP status, with a slightly higher proportion of females. 35% of all respondents answered that they were unsure<sup>89</sup>. Another survey conducted in a district of Ankara in 2016 found that 84% of the Syrian respondents did not know where to get legal aid and assistance and 60% indicated that it was hard to access judicial institutions. The language barrier constituted 32% of the reasons behind the difficulty accessing institutions when required.<sup>90</sup>

Despite the efforts made to disseminate information among the refugee population through a variety of means (information campaigns, outreach, community-based awareness-raising, dedicated telephone lines, etc.), knowledge of rights and services remains less than optimal. It is compounded by the language barrier, illiteracy, difficult mobility for the elderly and the disabled, and gender imbalance with even less knowledge among women especially when they are heads of households. The language barrier works two-ways, with Turkish service providers and authorities having to deploy great efforts to develop information material and channels in the various languages of the refugees, and to ensure that employees speaking the language of the refugees are available in the various facilities or that translators can assist with communication.

### 2.2.4 Availability of Services

#### Legal Aid and Assistance

The LFIP provides that asylum seekers who do not have the financial means to pay a lawyer are to be referred for legal aid connection with "judicial appeals" pertaining to any acts and decisions within the IP procedure. More broadly, the state-funded Legal Aid Scheme (*Adli Yardım*) is in theory accessible to all economically disadvantaged persons in Turkey, including foreign nationals, and for all judicial proceeding.<sup>91</sup>

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<sup>89</sup> AFAD, *Field Survey on Demographic View, Living Conditions and Future Expectations of Syrians in Turkey*, 2017; IOM Multi-Sector Needs Assessment.

<sup>90</sup> Norwegian Refugee Council, *Needs Assessment of Syrian Refugees Living in Altındağ, Ankara*, January 2017, <https://data2.unhcr.org/en/documents/download/57034>.

<sup>91</sup> AIDA, *Country Report: Turkey*, (ECRE, December 2017), 33, [http://www.asylumineurope.org/reports/country/turkey/regular-procedure#footnote57\\_tusfbfp](http://www.asylumineurope.org/reports/country/turkey/regular-procedure#footnote57_tusfbfp)

The scheme is implemented by the Bar Associations in each province and subject to “means” and “merits” criteria. Despite efforts to mobilize the Legal Aid mechanism for asylum seekers and capacity-building activities by UNHCR and NGO actors, the current level of involvement of Bar Associations in the field of refugee law varies from one province to another. To date, not all provinces have established legal aid services to refugees and asylum seekers, although more Bar Associations have become involved in the area of international and temporary protection in 2017. One practical impediment is the overall scarcity of legal aid funding made available to Bar Associations from the state budget. UNHCR just launched an ECHO-funded program to support the Bar Association Union in a limited number of provinces but it was too early to capture the results. Furthermore, in application of Article 81 of LFIP, the schemes do not cover legal counselling and consultancy services for refugees short of recourse to a court of law. Some NGOs provide legal assistance to asylum seekers including but not limited to ASAM, International Refugee Rights Association (*Mülteci Hakları Derneği*), Refugee Rights Turkey and Mülteci-Der<sup>92</sup>. But the absence of government funding and limited external funding make it very difficult for these NGO to cover all the legal service needs of refugees and asylum seekers.

### Social Services

At the national level, (ex) MoFSP delivers and coordinates social services delivered through SSCs and SASFs. Most schemes and services are available *in principle* to eligible refugees with foreign ID numbers and registered with the authorities of the province in which they apply for assistance, a point also verified in interviews with (ex) MoFSP.<sup>93</sup> A list of services available to refugees is provided below. For protection, prevention and response to women, children, elderly, disabled, youth and their families, SSCs are coordinated by the DG on Family and Community Services<sup>94</sup>. SSCs maintain working relations with local resources such as the municipality and other governmental institutions. They are set up as reception and consultation points for clients who need help. After consultation, the clients are provided social services based on the result of an assessment or referred to other organizations. There are currently 285 SCCs across 81 provinces in Turkey with plans to increase this number to 422 by 2023.<sup>95</sup> One indication of the proportion of SSCs per capita is Ankara where only 9 SSCs serve 7 million residents. SSCs are generally in short supply in refugee-dense large urban centre. Physical access is a challenge for those who live far away, work or care for dependents, the elderly and people with disabilities.

SSCs operate a child-oriented Social and Economic Support scheme (SED) for families and single parents seriously struggling to take care of their children for economic reasons and who risk their child being taken into institutional care due to protection concerns. SED is either one-off or periodic. According to some reports, for refugees, although there are not legal obstacles, SSCs do not prefer providing periodic SED. (Ex) MoFSP officials interviewed indicated that SED was the scheme most used by refugees, with many inquiries being made but a low number of actual beneficiaries.<sup>96</sup> The other type of assistance SSCs provide is disability home care allowance for the caretakers of the disabled. However, this is not available for refugees anymore. In addition, SSCs provide a range of other services: Counselling/PSS (not available for refugees due to lack of language skills and expertise in dealing with PTSD), precautionary measures (education, health, counselling), recreational activities for children, awareness-raising (e.g. substance abuse), language classes and livelihood trainings in cooperation with ISKUR and Public Education Centers, and referrals to other government institutions/protection mechanisms (e.g. Violence Monitoring and Prevention Center, shelters for women, Child Monitoring Center etc.). Though information was requested, we were unable to obtain information in time for completion of this report about other (ex) MoFSP schemes or services used by the refugees (women’s shelter, schemes for disabled and elderly, orphans, etc.).

The Family Social Support Program (ASDEP - *Aile Sosyal Destek Programı*) is the outreach mechanism of (ex) MoFSP and is under the Social Support Services - a new department under DG Family and Community

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<sup>92</sup> See Rights in Exile Programme, Turkey Pro Bono Directory for details of NGOs, Accessed 26 June 2018, <http://www.refugeelegalaidinformation.org/turkey-pro-bono-directory>

<sup>93</sup> Ministry of Family and Social Policy (MoFSP) and Japan International Cooperation Agency (JICA), *Pilot Project for Strengthening the Social Services for Syrian under Temporary Protection in Turkey*, January 2017. Interviews with (ex) MoFSP (28/05/2018 and 29/05/2019).

<sup>94</sup> SSCs are different from the Social Assistance and Solidarity Foundation offices operating at governorate level, which focus on economic needs and the provision of social assistance in case of economic vulnerabilities, whereas SSCs handle protection issues.

<sup>95</sup> Geographic distribution information was requested from (ex) MoFSP with answer pending.

<sup>96</sup> Interviews with (ex) MoFSP (28/05/2018 and 29/05/2019)

Services. ASDEP teams are based at SSCs, use SSCs for their office space and request translators from SSCs when dealing with refugees. While SSCs provide services based on applications, ASDEP teams respond to the need on-site during household visits. They assess the socio-economic, psycho-social, educational, livelihood and health-related needs of individuals and refer them to relevant public services and to 390 associations granted public benefit status by the Council of Ministers. Since January 2018, ASDEP can also provide social inspection reports (case management). ASDEP teams consist of 2 members each and there are currently 1500 teams across Turkey. By 2023, it is planned to scale up ASDEP to reach 11,000 teams. UNICEF provides an indication of the volume of refugees assessed by ASDEP in an internal document that sets as one of the organisation's targets for 2018 to "support the expansion of the ASDEP to approx. 30,000 refugee families."<sup>97</sup> The current number of families reached to date is expected to be lower due to the fact that the service is not fully functional and has capacity issues.

SASFs are the under DG Social Assistance. Across the country, there are a few thousand of them. They use purely economic criteria for their assessments, based on which, they provide about forty different types of assistance (either one-off or regular), e.g. monthly allowances for widows, disabled, elderly, veterans, CCTE, conditional cash transfer for pregnant women, conditional cash transfer in health etc. Refugees benefit mostly from CCTE (see under Education Chapter).

The language barrier is an impediment throughout the care intervention between refugee applicants/beneficiaries, and employees, social workers, counsellors, etc. An assessment of SSCs performed by JICA in collaboration with (ex) MoFSP over the second half of 2016 noted: a lack of publicity and awareness-raising activities as well as outreach activities; no information available in the languages of refugees; an insufficient number of fluent Arabic-speaking employees; a serving/seating capacity already low for Turkish citizens across the various services and facilities (nurseries, centres for the disabled, spaces to provide counselling and PSS; poor maintenance of SSCs in rural areas); and a shortage of personnel that affects the quality of service provision<sup>98</sup>. Furthermore, there is a gap in service provision in rural areas that (ex) MoFSP does not have the capacity to fill. At present, challenges to service provision exist both in terms of quantity and quality. Last but not least, (ex) MoFSP assistance is family-focused: services mentioned in SSCs regulations pertain exclusively to child protection together with support for the elderly, the disabled, and women.<sup>99</sup> These structural limitations, combined with the challenges of completing the required administrative procedures leading to the acquisition of a foreign ID number and access to social entitlements, leave out of the national protection system several of the vulnerable refugee categories identified above.

Some UN agencies, particularly UNFPA with ECHO-funding, have been supporting (ex) MoFSP to develop its capacity to effectively mainstream refugees in the public system, and are complementing its role by providing information, outreach, identification and referral of eligible refugees through a community-based protection approach resting on community centre, migrant services centre,<sup>100</sup> municipalities and local NGOs. ECHO has also been funding initiatives by UN agencies and NGOs to provide targeted information, counselling and assistance to vulnerable refugees and migrants ineligible under existing government schemes, unable to access them, or whose combination of vulnerabilities makes them unable to avail themselves of such schemes.

The table below lists protection-related programs run by (ex) MoFSP and the Union of Turkish Bar Associations (UTBA) available in principle to refugees under TP and IP.

### **2.2.5 Main Interventions in Protection since 2016**

The Monitoring Report of the EU Facility for Refugees in Turkey does not provide data on progress and achievements in the priority area of protection however the fifth round of reporting includes protection achievements.<sup>101</sup>

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<sup>97</sup> UNICEF, *The Child Protection Programme 2018*, UNICEF Turkey, 2018 (Internal Report)

<sup>98</sup> MoFSP and JICA, *Pilot Project*.

<sup>99</sup> Interview UNICEF (Interview 24/04/2018).

<sup>100</sup> See January 2017 location map of the various service centers against provincial breakdown of refugees, Accessed 26 June 2018, <https://data2.unhcr.org/en/documents/details/53068>

<sup>101</sup> EU Commission, *Managing the Refugee Crisis: The EU Facility for Refugees in Turkey, Monitoring Report against the Facility Results Framework, Selected Output Indicators (Cut-off Date: 31 December 2017)*, (Brussels: EU Commission, 2017).

GoT:

- Through bilateral and multilateral funding (EU and members states), DGMM has increased its capacity to implement its 5-year strategy toward building a stronger asylum system.
- Since October 2016, DGMM has verified some 1.6 M. refugees from Syria under TP.
- As of June 2018, UNHCR-ASAM have completed the handing over to DGMM of the registration process of asylum-seekers under IP.
- DGMM verification exercise now permits early identification of vulnerabilities: 247,676 verified Syrians were identified as vulnerable and 634,390 referrals made to concerned institutions.
- (Ex) MoFSP has taken steps to regulate the delivery of social services at provincial-level and coordinate assistance and services with non-state providers.
- (Ex) MoFSP has started incorporating refugees in its various assistance schemes (particularly SED) and its outreach mechanism (ASDEP)
- Provincial Bar Associations have started providing legal aid to asylum seekers.

Humanitarian agencies:<sup>102</sup>

- Partners have reached over 1 M individuals through information campaigns and outreach.
- Over 1,3 M persons have benefitted from protection services in the network of community-based centres, in the field and through outreach offices. 48 organizations were capacitated to support community-based protection and PSS support interventions, allowing protection services to be delivered to target. Over 93,000 survivors of GBV received specialized support interventions, including PSS.
- Almost 300,000 children participated in structured child protection activities and PSS programs.
- Over 81,000 persons were provided with legal aid, support and assistance. Some 8,900 public service providers and officials were trained on child protection (including PSS in emergency) and GBV response and mechanisms.
- Over 164,000 persons with specific needs/vulnerabilities were identified through the community-based protection system and referred to government and partner services.

### 2.3 Assessment of Challenges and Needs

Given current situation described above, the challenges and needs pertaining to protection of refugees can be summarized in the following.

Challenges	Needs
<b>REGISTRATION &amp; DOCUMENTATION</b>	
TP registration is a lengthy and complex procedure: no systematic fast-tracking of vulnerable persons; slowed down, stopped or selective in several areas with concentration of refugees. Results in unregistered refugees with no access to protection and social services.	Increase GoT capacity to simplify and accelerate procedures, make more protection sensitive, consistent across provinces, increase coordination between central and provincial levels, between provincial registration centre, and civil society actors (for ex. through referral system).
Verification exercise has improved early identification of vulnerabilities and referrals but still no systematic case management and follow-up thus delaying access of most vulnerable refugees to assistance.	
IP applicants face lengthy process to obtain PDMM appointments and foreign ID numbers in satellite cities thus seriously limiting and delaying access to social services.	
Refugees under TP relocating to other provinces, including for employment purposes, face risks of arrest and great difficulties in transferring registrations, thus penalizing them in access to	Sensitize GoT to the benefits of allowing transfer of TP and IP registration for protection and employment purposes.

<sup>102</sup> As reported by the 3RP Protection Sector, 2016-March 2018.



Challenges	Needs
<p>basic services (including schooling for children) and social assistance/services.</p>	<p>Address restrictions to mobility by facilitating re-registration for refugees under TP and considering exceptions to satellite city assignment for refugees under IP with specific protection concerns and able to access employment elsewhere.</p>
<p>Refugees under IP settled outside assigned satellite cities face risks of deportation and lose rights to entitlements; restrictions on geographic mobility limit access to employment and protection for individuals unsafe in satellite cities.</p>	
<p>Persistent information gaps for refugees entitled to/under TP and IP about registration and TP verification procedures rights, services, obligations and resettlement options. More serious gap for isolated refugees (rural areas, internet illiteracy, women, elderly and disabled). Increases likelihood that most vulnerable refugees fail to register or need more time to complete process and access rights.</p>	<p>Additional efforts on: community-based information channels in particular through outreach to most isolated individuals and groups in urban and rural areas; availability of information in the languages of the refugees through a variety of means including strong coordination and collaboration between state and civil society actors.</p>
<p>Refugee registration status or localization may make it impossible to register marriages, births and deaths thus creating protection risks such as absence of rights for female spouses and statelessness for children.</p>	<p>Continue to sensitize GoT about gaps in civil status registration, including risks of statelessness, and need to find mechanisms to address issues.</p>
<p><b>IDENTIFICATION, REFERRAL AND FOLLOW-UP OF REFUGEES WITH SPECIFIC PROTECTION NEEDS</b></p>	
<p>Several categories of refugees with protection risks fall outside the definition of vulnerabilities adopted by the GoT, are not captured by DGMM at registration/verification, or by other governmental actors.</p> <p>Existing public protection framework and assistance schemes are inadequate to meet their specific protection needs and likely to remain so in the medium and long-term.</p> <p>These groups are: seasonally mobile workers in particular in the agricultural sector, Dom, Yezidis, unaccompanied men, men survivors of SGBV, LGBTI people, sex workers.</p> <p>Even if incomplete, information is now available about these groups, the risks they face and their needs.</p>	<p>Any additional assessments and data collection about these specific categories of vulnerable refugees should be linked to programming.</p> <p>Intervention modalities need to be multi-sectoral and sensitive to context and profile of each group (mental health professionals specializing in victims of torture, collective trauma, or SGBV against men and sex workers; mobile services for people in rural areas and with mobile lifestyle; adapted livelihoods interventions; sensitization of public authorities and service providers, etc.).</p> <p>Specialized knowledge, trust-building, peer-to-peer and carefully targeted interventions are required in favour of these groups and need to involve specialized civil society actors and local authorities.</p>
<p>As noted by ECHO 2018 HIP Turkey strategy, unregistered refugees and those in pre-registration stage are likely to be in substantial number but remain largely invisible. They face serious protection risks and have access to extremely limited assistance. Some 3RP partners can in principle provide assistance to them but this area is under-funded.</p>	<p>Improve data collection about refugees who are unregistered or in pre-registration stage and their protection needs.</p> <p>Include them in protection programming (information, facilitation of access to registration, assistance for basic-needs, including transportation to registration facilities, and health care).</p>
<p>There are institutional impediments to outreach and household visits (not performed independently by (ex) MoFSP, difficulties for non-state actors to obtain approval from PDFSPs) and referral (limited number of NGOs with protocol with (ex) MoFSP, no</p>	<p>Clarify regulatory mechanism as regards referrals, develop a coordination mechanism between (ex) MoFSP/PDFSPs/SSCs and non-governmental service providers, set up clear referral pathways, ensure that information is available to all concerned</p>



Challenges	Needs
clear referral pathways).	GoT institutions and non-state actors.
Case management for vulnerable refugees by (ex) MoFSP facing similar challenges: shortage of staff and language barrier. More generally, no single authority is mandated to perform case management for vulnerable refugees whereas there needs to be a continuum between early detection and protection interventions.	Enhance capacity of (ex) MoFSP to perform case-management and coordination between institutions.
AVAILABILITY AND ACCESS TO SPECIALIZED ASSISTANCE	
Current assistance schemes for children, women, the elderly and the disabled facing specific needs and run by (ex) MoFSP are under-utilized. (Ex) MoFSP still has limited capacities (staff, facilities, geographical coverage in particular in rural areas, funds, etc.) to incorporate all eligible refugees in its existing schemes. Furthermore, ASDEP, SED and other existing schemes leaves out several categories of vulnerable refugees.	Continue to support (ex) MoFSP to develop its capacity to incorporate eligible refugees in its various schemes (ASDEP, SED, etc.) including home-care for disabled and elderly people, day-care for children of working refugees, etc. Develop (ex) MoFSP capacity to perform outreach and case management, and to provide information and assistance to refugees in their languages. Continue to support a community-based approach to ensure referrals, provide information, counselling and assistance to vulnerable refugees not yet reached by GoT efforts, and address needs of migrants/refugees ineligible under existing government schemes. Increase the number of mobile services and outreach in rural area and large urban centre.
Mechanisms for child protection exist but they are underutilized. They are harder to access for refugees among whom child-labour, early marriage and other child protection issues (such as violence) are still prevalent and generally connected to multiple vulnerabilities (including socioeconomic ones).	Enhance the multi-sectoral response to child-protection in particular through supporting access of families to livelihoods opportunities.
Mechanisms for SGBV protection are in place for Turkish women and can theoretically be accessed by refugee women. However, a large proportion of the latter suffer from cumulative vulnerabilities, including as head of households, illiterate or with low educational levels, with little to no knowledge of Turkish, more at risk to become second wives, and resort to negative coping mechanism. They are more likely than men to be unaware of their rights and are unable to access them.	Continue supporting SGBV programs; support women-headed households while increasing outreach to women and men and providing them with targeted support: i.e. day care for children and dependents allowing them to work and attend language and vocational training classes. Provide literacy classes.
Evidence shows that men who cannot fulfil their traditional role as bread-winner, single men heading households, adolescent men, men on their own and SGBV survivors resort to negative coping strategies (including violence against family members, drug abuse, etc.) and have mental health issues. Yet men's vulnerabilities and protection challenges are left out of programming. Furthermore, single men are not eligible for ESN or MoSFP assistance.	Include men in gender-sensitive programming to identify their risks and vulnerabilities, enhance existing protection schemes and create new ones, and inform them in a sensitive manner about targeted assistance available to them. Include men more systematically in Mental Health and Psycho-social Support (MHPSS) programs and those that address domestic violence and violence against children.
Bar Associations' capacity to provide legal aid is still limited (shortage of lawyers, language barrier, limited GoT funding). Additionally, capacity of NGOs to provide legal assistance is limited (shortage of	Enhance the technical and financial capacity of Bar Associations and NGOs to provide specialized legal aid and assistance across all provinces.

Challenges	Needs
funding, no mandate for NGO lawyers to represent cases in courts).	
Despite considerable efforts to inform refugees about their rights and available services and assistance, the proportion of those uninformed, poorly informed and not accessing their rights is still very high.	Enhance information campaigns about rights and assistance in the languages of the refugees through a variety of means including social media. Involve more members of the refugee community in outreach and information campaigns since communication about rights, assistance and services has been found to flow primarily through them.
COORDINATION AND LEGAL FRAMEWORK	
<p>The national system for refugee protection is fragmented between different authorities and schemes along the provisions of the IFIP. Roles and responsibilities between ministries are not always clear.</p> <p>At the local level, there is coordination between different provincial directorates (e.g. social policy and services, health, education), but there is no national coordination structure at the level of ministries.</p> <p>Among provincial authorities, there is a lack of consistency and a spectrum of practices as regards cooperating with non-governmental actors ranging from obstruction to facilitation and effective coordination. This affects NGOs' capacity to perform outreach and household visits in the absence of authorizations from provincial authorities.</p>	<p>Enhance clarification of roles/responsibilities and coordination mechanisms between concerned GoT institutions at the national level, and between national and local levels.</p> <p>Ensure that decisions made at the national level are implemented consistently by local authorities. Sensitized the later about the importance of their coordination role in refugee protection, inform them better about their prerogatives, and capacitate them to play an effective coordination and support role.</p>
<p>The (ex) MoFSP has taken several steps to incorporate eligible refugees in its assistance schemes and to regulate the work of non-governmental actors but needs time and support to be able to fulfil its protection role to full capacity. Pending the signature of protocols with (ex) MoFSP, PSS delivery by non-governmental actors is negatively affected.</p> <p>Furthermore, (ex) MoFSP has not made clear its intentions as regards multi-service ccs that operate without a legal framework in provinces and will continue to play a critical role complementing (ex) MoFSP during the transition process.</p> <p>Other areas, such as outreach, referrals, case management, reliance on Arabic-speaking volunteers have not been properly addressed.</p>	<p>Foster complementarity between the (ex) MoFSP and the network of community-based service providers who represent a knowledge and resource pool for the got to perform its refugee protection role. Establish cooperation mechanism between SSCs and NGOs/CCs to clarify and systematize referrals, exchange information, and avoid repeated assistance to the same beneficiaries.</p> <p>Clarify the legal status (i.e. operational standards) of CCs and transition under the shared responsibility of local authorities and PDFSPs, or develop mechanisms to allow (ex) MoFSP to deliver services in their facilities.</p>

## 2.4 Conclusions and Recommendations

Short, mid and longer-term prospects and recommendations for the protection sector are:

- An increased role for the GoT through the progressive strengthening of a domestic asylum system, incorporation of refugees and asylum-seekers into legal and social services available to Turkish citizens, and increased coordination and resource pooling with local and non-governmental actors;
- A progressive transition from humanitarian to development programming during which EU assistance should:
  - Reinforce public institutions' capacities to ensure the protection of refugees and asylum-seekers in a comprehensive, inclusive, effective and sustainable manner;

- Address remaining protection gaps by ensuring that international and national humanitarian actors and civil society organisations continue to complement GoT's protection efforts in a coordinated manner;
- The persistent need for civil society response for refugee cases that will refrain from accessing public institutions (as observed in many countries worldwide) or whose needs are not considered under the national protection system.

Accordingly, the following priority actions can be proposed.

**Table 6: Suggested priority actions in Protection**

PRIORITY ACTION 1	
Continued support to the GoT (DGMM) to strengthen the domestic asylum system including by addressing institutional gaps in registration, setting up a referral system for provinces where registration is suspended, facilitating re-registration of refugees who move from one province to the other, identifying and referring vulnerable persons, broadening perspective on vulnerabilities, developing capacity to verify identity of applicants lacking personal documentation, and other measures.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 45 million EUR
PRIORITY ACTION 2	
Enhance the provision of legal aid and assistance to refugees in the provinces through financial allocations and specialized training for lawyers.	
<b>Timeframe:</b> Short to mid-term	<b>Estimated Cost:</b> 5 million EUR
PRIORITY ACTION 3	
Enhancing capacity of (ex) MoFSP to incorporate eligible refugees in family social assistance programs and services including by developing regulation and standards on social protection work with refugees, increasing its service delivery capacity particularly but not limited to SSCs and ASDEP (staff, equipment, facilities, quantity and quality of translators, outreach, case management, financial resources), and coordinating and pooling resources with local authorities and non-governmental actors.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 15 million EUR
PRIORITY ACTION 4	
Continued support to community-based protection actors (civil society, CCs, local authorities) to perform information on registration/verification and access to rights and services, identification, outreach, referrals, case management, meet gaps in public assistance provision, and increase coordinated and complementary interventions with GoT. Enhance outreach to isolated refugees and coverage of rural areas and large urban centre in particular through mobile teams and volunteer networks.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 50 million EUR
PRIORITY ACTION 5	
Development of targeted protection programs for groups and individuals with specific risks and vulnerabilities (particularly seasonal agricultural workers, Yazidis, Doms, LGBTI, sex workers, men survivor of SGBV) with sensitivity to context and profile of each group and the involvement of specialized civil society actors and local authorities.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 10 million EUR
PRIORITY ACTION 6	
Continued improvement of multi-sectoral SGBV services through government institutions (referrals to (ex) MoFSP, support to national justice structures, and mechanisms for men etc.) integration of WGSS in MoH-run migrant health centers, etc.)	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 15 million EUR

PRIORITY ACTION 7	
Introducing a stronger gender perspective in programming by better addressing protection challenges and assistance needs of men and by involving them in protection programs for children and women.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 10 million EUR
PRIORITY ACTION 8	
Continue to support community-based child-protection interventions (child marriage, child labour, violence, birth registration, etc.) and linkages with education and caretakers' livelihoods.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 15 million EUR
PRIORITY ACTION 9	
Specific protection interventions for unregistered refugees (including those at pre-registration stage) including delivery of basic support and services.	
<b>Timeframe:</b> Short to mid-term	<b>Estimated Cost:</b> 15 million EUR

Total sum of costs regarding proposed actions is **180,000,000 EUR**.

### 3 BASIC NEEDS

#### 3.1 Introduction

This section analyses the basic needs of refugee populations in Turkey linked with economic and living conditions, food security, shelter, water, sanitation and hygiene (WASH). Other sectors that are traditionally considered as a part of the basic needs approach, including protection, education, health and livelihoods, are analysed under respective sections of this report, though references are made where relevant to their intersections with basic needs. In line with the overall project methodology, the assessment of basic needs under this chapter begins with an examination of the current situation, explored under different thematic areas (see Table 7) and in relation to existing basic needs services and modalities. Building on this, it then identifies remaining challenges and unmet needs, and concludes with suggestions on priority actions to be taken in the short/mid/long-term.

In discussing challenges and recommendations around basic needs, which until recently were framed as humanitarian assistance, the chapter inquires also into how a smooth transition from post-recovery to resilience-building can be insured while enhancing the self-reliance of the most vulnerable groups. The section stresses also on aligning the recommendations with the sectorial priorities of the UN the Regional Refugee and Resilience Response Plan (3RP), the Regional Refugee and Migration Response Plan (RMRP), as well as national strategic plans and policies within a right-based approach.

**Table 7: Main basic needs areas considered in the assessment**

Thematic focus areas	Indicative breakdown/content
Humanitarian context and coordination	Overview of humanitarian aid landscape, its evolution over time / structure of basic needs programmes and their integration into the national social assistance systems / coordination mechanisms.
Economic vulnerabilities	Demographics / poverty / income and expenditures / coping strategies (livelihood, stress, crisis and emergency coping strategies), livelihoods.
Food security	Food consumption, nutrition
Shelter	Temporary Accommodation Centers, potential closure and impact on basic needs / Off-camp settings, living conditions and main problems.
Water, sanitation, hygiene	Accessibility, availability of quality of water / hygiene and sanitation conditions / accessibility & availability of hygiene products.
Availability of services	Different assistance modalities used in programming and social assistance schemes available for refugees in Turkey.

The analysis of needs builds primarily on secondary sources of quantitative information and data, as well as qualitative information gathered during consultation meetings with a wide range of stakeholder institutions including The Director General for European Civil Protection and Humanitarian Aid Operations (ECHO), (ex)<sup>103</sup> Ministry of Family and Social Policy (MoFSP), Turkish Red Crescent (TRC), World Food Programme (WFP), United Nations High Commissioner for Refugees (UNHCR), International Organization of Migration (IOM), International Federation of Red Cross and Red Crescent Societies (IFRC), Association for Solidarity with Asylum Seekers and Migrants (ASAM), Care International, Concern, GOAL, Welthungerhilfe (WHH), Humanitarian Relief Foundation (IHH), and Support to Life (STL) among others (See Annex 8). In addition to those individual meetings with governmental and non-governmental actors that are involved in basic needs programmes, the assessment team participated in the Emergency Social Safety Net (ESSN) Task Force Group meetings, Basic Needs Working Group coordination meetings and interviews with beneficiaries and non-beneficiaries of ESSN were conducted ad hoc.

In the absence of official nationwide data on vulnerabilities and profiling, high-quality monitoring outputs of the ESSN Programme offered a sound guidance due to the nationwide scale of the beneficiaries (approximately one third of the total population in concern). Two monitoring exercises conducted within the framework of the ESSN Programme, the Post-Distribution Monitoring (PDM) and the Comprehensive Vulnerability Monitoring Exercise (CVME), served as main sources of information and verification. Those two sources have been considered to be reliable also by their sample size, scope and coverage area. Another

<sup>103</sup> See footnote 2.

reliable source of information/verification was the Field Survey on Demographic Profile, Living Conditions and Future Expectations of Syrians in Turkey conducted by the Disaster and Emergency Management Presidency (AFAD) in 2017 in off-camp settings in 9 provinces with the highest Syrian population and in TACs. The third comprehensive source of information that was used in the analysis is a briefing from the forthcoming WFP report on vulnerability profiling of ESN applicants prepared by Vulnerability Analysis and Mapping (VAM) Unit<sup>104</sup>. Other surveys and research of smaller scope or limited coverage area have also been used whenever relevant to crosscheck and/or to complete the information – although they are not representative of the total refugee population.

Despite the limitations of the current assessment mission (timeframe and scope of the assignment, lack of nationwide data and unavailability of some stakeholders), the presence of multiple reliable qualitative and quantitative information sources permitted to make accurate and evidence-based analysis of the needs. Valuable support was received during the consultations from essential humanitarian actors of the sector. Yet, it should be noted that, partly due to dynamic and protracted nature of the refugee situation, partly due to the limitations listed above, the narrative below gives us only a snapshot of the current situation.

## 3.2 Current Situation

### 3.2.1 Humanitarian Context and Coordination

In the first years of the Syrian crisis, which can be classified as the emergency and post-recovery phase, the refugee situation was considered as a short-term condition by the Turkish Government. The humanitarian aid landscape was highly scattered and the type of programming mostly entailed responding to the basic needs of refugees or to emergency situations. Starting from 2015 onwards, however, the refugee situation in the region started becoming recognized as protracted refugee crisis with no end in foresight. As a result, government policy in Turkey started steadily shifting from an emergency approach towards a long-term strategic direction centred on integration. As a result of this shift, today there is an increased emphasis on the roles and responsibilities of governmental actors in responding to refugee needs. Moreover, there is a move towards implementing nation-wide and government-led programmes that are integrated into national policies in all sectors, especially in health, education and social welfare services.

To this effect, the launch of the *Emergency Social Safety Net (ESSN)* programme in November 2016 has set an important milestone. The program is funded by ECHO and implemented by WFP and TRC in collaboration with (ex) MoFSP and under the coordination of AFAD. The program is closely aligned with the government's existing social assistance system,<sup>105</sup> which is managed at the national level by the Social Assistance Directorate General (SADG) under the (ex) MoFSP and is implemented by the Social Assistance and Solidarity Foundations (SASFs) under the provincial and district governors. In Turkey the standardized process for the delivery of social assistance has seven steps (see Figure 3), being managed through Integrated Social Assistance Service Information System (ISAS).<sup>106</sup>

**Figure 3: Standardized process for the delivery of social assistance**



Similarly, the *Conditional Cash Transfer for Education (CCTE)* programme for refugees and their children is an extension of the National CCTE programme that is implemented by UNICEF and Ministry of National Education (MoNE) since 2003 (see details on CCTE under Education chapter).

In addition to these two nationwide programs, other smaller scale projects address specific needs e.g. food, shelter, WASH or non-food items (such as winterization). While an important part of these projects is funded by the EU and/or within the framework of the 3RP, a number of local actors such as religious foundations, national/local Turkish and/or Syrian civil society organizations and municipalities provide support at

<sup>104</sup>With special thanks to WFP Turkey office, Jonathan Campbell (Deputy Country Director, WFP Turkey) and Aysha Twose (VAM/ M&E Unit, WFP Turkey).

<sup>105</sup>EU, *Expanding Turkey's Social Protection Systems to Refugees*, 22 December 2017, <https://europa.eu/capacity4dev/articles/expanding-turkeys-social-protection-systems-refugees> ;Interview with ECHO, 07 May 2018.

<sup>106</sup>World Bank, *Turkey's Integrated Social Assistance System*, 2018, <http://documents.worldbank.org/curated/en/401541468307671282/106847-WP-P148963-OUO-9-MISCCase-Turkey-ENf.docx>



community level through private funds or other funding mechanisms. Neighbourhood authorities (*Muhtar*) are key informants and community leaders having an important role in identification of needs and provision of assistance. The growing role of municipalities in the refugee response should be noted. Although there is not a clear legal framework on this role<sup>107</sup> and municipalities do not have any additional funds from the general tax (for further detail see Municipal Infrastructure chapter), municipalities are increasingly up-scaling their capacity to meet the basic needs of refugees with the support of the international donor community, and contributions of businessmen and philanthropic citizens through different type of assistances: aid cards under different names, practices like “Social Markets” and “Food Banks”, provision of non-food materials and hot meals.<sup>108</sup>

In this humanitarian landscape, a number of challenges related to coordination and decision-making have been preventing effective programmatic planning and perpetuate gaps in response mechanisms. The coordination between different governmental bodies and between central and provincial authorities is limited and makes difficult having an effective referral system. Moreover, the government does not have a case management approach that the humanitarian actors adopt in programming. The coordination and referral between governmental and non-governmental actors are also limited due to legal restrictions and capacity issues, it is not structured and often depends on locally developed interrelations at the provincial level.

On the other hand, the inter-sectorial coordination between protection, basic needs and livelihood sectors (also health, education and other services in a broader scope) is another crucial factor to emphasize in basic needs programming. First, persons facing protection risks and specific vulnerability groups might need special assistance to access basic needs schemes, while beneficiaries of such schemes with protection risks might need to be referred to protection actors. This referral system is relatively strengthened within the ESSN programme through recent monitoring activities. As for the livelihood sector, various monitoring tools of the ESSN programme such as vulnerability profiling, comprehensive vulnerability monitoring or post-distribution monitoring may offer opportunities in developing sustainable livelihood solutions by targeting people who have better employment and self-reliance capacities - although this assumption has limitations by the fact that the majority of ESSN beneficiaries have very limited employment capacity as per selection criteria.

### 3.2.2 Economic Vulnerabilities

Due to the protracted nature of the refugee situation in Turkey and the big scale of the crisis, vulnerabilities of refugee populations are multiple, exorbitant and complex. The previous chapter on Protection explained the social grounds of vulnerabilities and their protection consequences, whereas this chapter is focused more on the economic dimensions. Stakeholder statements, field observations, programme monitoring activities, and different research findings share a common conclusion when assessing economic vulnerabilities of refugee populations: although the severe poverty level that was observed among refugees in Turkey in the initial years of the conflict has been halted thanks to the generous commitment of the Turkish Government and substantial support of the international community, including primarily the EU, the vast majority of refugees living in Turkey still remain economically and socially vulnerable. As noted during consultation meetings with WFP: “Significant improvement is observed among ESSN beneficiaries: people have reduced their coping mechanisms, improved food intake, but it will increase again if the assistance is cut. The challenge for the coming period will be the non-beneficiaries of ESSN. Huge needs continue especially for youth, women, disabled people, households (HHs) with many children or small HHs”.<sup>109</sup> This part will examine such vulnerabilities in an attempt to give an overview on how the social assistance programming in Turkey contributes to alleviate them and where the economic insecurities persist.

### Demographics

The majority of Syrian refugees in Turkey are coming from rural areas where poverty rates have traditionally been higher<sup>110</sup> and education levels lower – especially for women.<sup>111</sup> The average household (HH) size of Syrians in Turkey is between 4 to 6 persons and a large majority of the HH heads are men between the ages

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<sup>107</sup> Currently Municipalities rely on: 1) the “Citizenship” responsibilities in Article 13 of the Law on Municipalities No. 5393 and 2) International Protection Law No. 6458; but these are not defining any responsibility in service provision to refugees.

<sup>108</sup> M. Murat Erdoğan, *Urban Refugees from ‘Detachment’ to ‘Harmonization’*, (Istanbul: Marmara Municipalities Union, 2017), p. 78, 79.

<sup>109</sup> Interview with WFP 10 May 2018 and 14 May 2018.

<sup>110</sup> Ibid.

<sup>111</sup> Fayeza Sara, *Poverty in Syria, Towards a Serious Policy Shift in Combating Poverty*, London: Strategic Research and Communication Center, 2011, p.7- 9, 18.

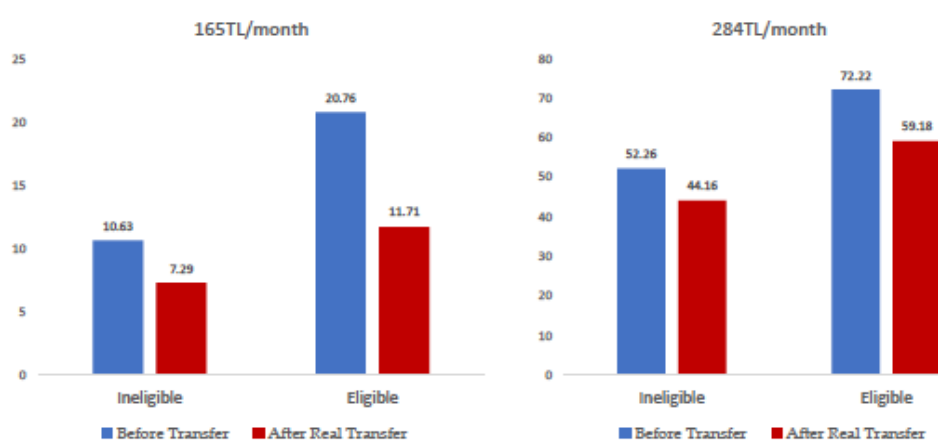
of 19- 54<sup>112</sup>. Female-headed HHs are higher in camps (35% in AFAD Survey<sup>113</sup>) than in off camp settings (16% in AFAD Survey<sup>114</sup>, 17% in CVME<sup>115</sup>).

Several data show that the education level of refugees in Turkey is generally low. 61% of HHs in ESSN data (beneficiaries & non-beneficiaries)<sup>116</sup> and similarly 63,5% in AFAD survey are primary school graduates or less.<sup>117</sup> Again AFAD Survey indicates that 23 % of Syrians in total (in camp and off-camp combined), 14,50% of women living in camps and 14,80 % in off-camp settings were illiterate.<sup>118</sup> According to CVME data, illiteracy rate is 12% among male heads of HH, and 29% (more than double) for female heads of HH.<sup>119</sup>

## Poverty

As stated at the beginning of this section, refugees in Turkey have generally improved their economic conditions to different degrees. Especially those who have been settled in the country since more than a few years are now socially, economically better integrated compared to the beginning of the crisis. The ESSN programme has contributed considerably to the alleviation of the poverty among refugees as indicated by ESSN monitoring data (See Figure 4).<sup>120</sup>

**Figure 4: Poverty rate among beneficiaries and non-beneficiaries of ESSN**



Source: WFP/ TRC, May 2018

On the other hand, as the various stakeholders consulted for this report have stressed, despite these positive outcomes, a significant number of refugees remain poor. According to WFP and FAO, non-beneficiaries and non-applicants of ESSN are the most concerning groups. Vulnerability profiling recently prepared by WFP among 2.3 million ESSN applicants (which represent approximately 60% of total refugee population) shows that more than half (57%) live below the Minimum Expenditure Basket (MEB) value and 71% are vulnerable (poor or borderline consumption, and/or use high risk coping and/or not able to meet essential needs without assistance). Female headed HHs, large size HHs and HHs with many children are more vulnerable.<sup>121</sup> The results of CVME data indicates that, although the beneficiaries are still the most vulnerable group, non-applicants of ESSN had a significant increase in multi-dimensional poverty, rising from 52% to 68% between May-November 2017 (See Figure 5 below) and 82% of female-headed non-applicant HHs were poor when using the multi-dimensional poverty measure.<sup>122</sup>

<sup>112</sup> Based on data available from: 1) WFP-TRC, *ESSN Post Distribution Monitoring Exercise*, May 2018a. 2) WFP-TRC, *Comprehensive Vulnerability Monitoring Exercise (CVME)*, May 2018. 3) AFAD, *Field Survey on Demographic View, Living Conditions and Future Expectations of Syrians in Turkey*, Ankara, 2017. 4) IOM, *Multi-Sector Needs Assessment of Syrians in Turkey's South-Eastern Provinces*, (IOM, 2017), 5) IOM, *Interagency Shelter & WASH Assessment*, September 2017.

<sup>113</sup> AFAD, *Field Survey on Demographic View*, p. 56.

<sup>114</sup> Ibid.

<sup>115</sup> WFP-TRC, *Comprehensive Vulnerability Monitoring Exercise (CVME)*.

<sup>116</sup> Ibid, p. 9.

<sup>117</sup> AFAD, *Field Survey on Demographic View*, p. 42.

<sup>118</sup> Ibid, p. 42, 44, 45.

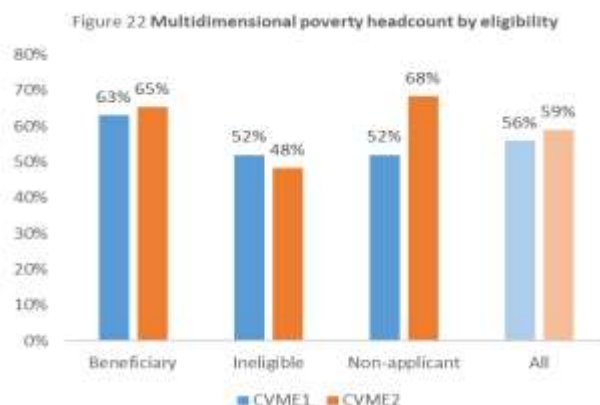
<sup>119</sup> WFP-TRC, *Comprehensive Vulnerability Monitoring*, p. 9.

<sup>120</sup> WFP-TRC, *ESSN Post Distribution Monitoring Exercise 2 & Comprehensive Vulnerability Monitoring Exercise 2*, May 2018b, p. 22.

<sup>121</sup> WFP, *Vulnerability and Mapping, Vulnerability Profiling Exercise*, WFP, forthcoming.

<sup>122</sup> WFP-TRC, *Comprehensive Vulnerability Monitoring*, May 2018d, p. 16.

**Figure 5: Multidimensional poverty headcount**



Source: WFP/ TRC, May 2018

### Income and expenditures

Regarding income, AFAD Field Survey indicates that 82,5% of Syrians had 112,36 USD a month or less income.<sup>123</sup> In IOM's Multi-Sector Assessment for the southeast region 77% of surveyed refugees reported not being able to meet their basic needs, and 12% having zero income.<sup>124</sup> Similarly, in the Interagency Shelter & WASH Assessment led by IOM, 17% of surveyed refugees stated they had no income at all in the last three months.<sup>125</sup>

When examining household expenditure priorities of refugees based on ESSN data, on average households spent 44% of their total expenditure on food, 22% on rent and 13% on utilities. The rent share varied significantly by region, with a low of 16% in Anatolia and a high of 29% in Istanbul – reflecting the disparities in the cost of living between these regions.<sup>126</sup>

### Coping strategies

Refugees who are economically vulnerable are known to resort to many different coping strategies such as buying cheaper food, borrowing money, reducing food expenditures, or moving entire HH elsewhere. Borrowing money from relatives, or getting food from neighbours (Syrians or Turkish) are very common when the family exhausted all the resources.<sup>127</sup> Growing debt accrued by refugee households is a major concern (in AFAD Survey, 82,2% of refugees stated to rely on debts owing up to 3,000 TRY/ appr. 630 USD<sup>128</sup>; and in IOM's Multi-Sector Assessment 70% of HHs owe an average of 583.37 USD<sup>129</sup>). It is also known that withdrawing children from school or early marriage are still used as negative coping mechanisms among refugee populations.

That said, in the last two years, ESSN has had a big impact on beneficiaries for reducing coping strategies, while refugees who are not ESSN beneficiaries also reduced coping strategies.<sup>130</sup> For example PDME data shows that ESSN beneficiaries' Reduced Coping Strategy Index is 51% against 17% for non-beneficiaries. Livelihood Coping Strategy Index (LCSI) shows that beneficiaries reduced LCSI by 23% and non-beneficiaries by 15%. Stress strategies (selling HH assets, spending savings, borrowing money and gathering unusual types of food) were reduced for all groups of refugees, while more for ESSN beneficiaries (see Figure 6 below). Crisis strategies (selling productive assets, withdrawing children from school, reducing food, health or education expenditures) and emergency strategies (moving HH, children working, begging, returning to country of origin) were also reduced considerably for ESSN beneficiaries while no big shift is

<sup>123</sup> AFAD, Field Survey on Demographic View.

<sup>124</sup> IOM, Multi-Sector Needs Assessment Report, April 2018.

<sup>125</sup> Care Team Turkey, *Shelter & Wash Assessment Report Turkey-Gaziantep (Islahiye & Nizip Districts)*, Care, October 2017, <https://reliefweb.int/sites/reliefweb.int/files/resources/CARETurkeyshelterWASHAssessmentReport30.10.17.pdf>

<sup>126</sup> WFP-TRC, ESSN Post Distribution Monitoring Exercise, May 2018a and WFP-TRC, Comprehensive Vulnerability Monitoring Exercise (CVME).

<sup>127</sup> Interview with Multeciler-Dernegi, 25 May 2018; Interview with a Syrian family organized through Multeciler-Dernegi, 25 May 2018.

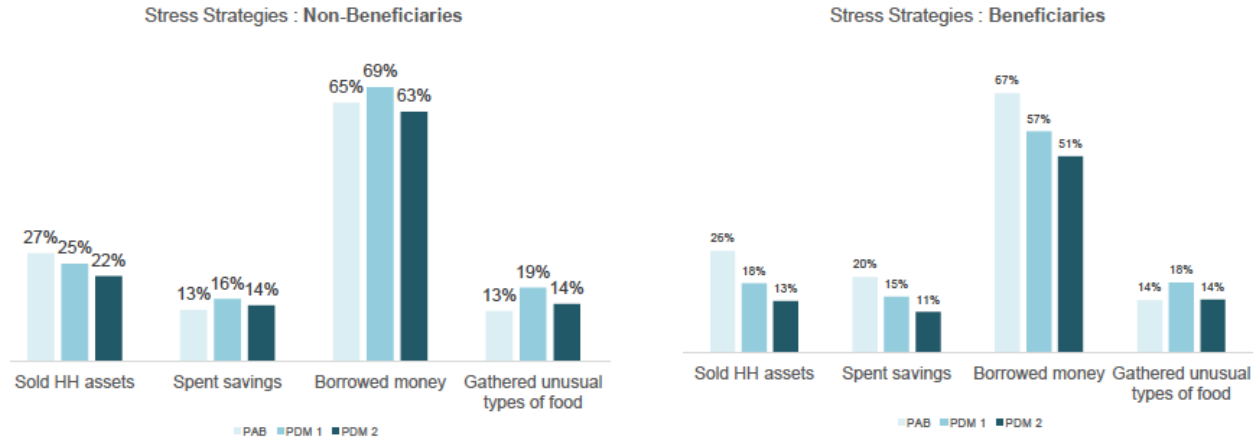
<sup>128</sup> AFAD, Field Survey on Demographic View, 2017.

<sup>129</sup> IOM, Multi-Sector Needs Assessment.

<sup>130</sup> Interview with WFP 10 May 2018 and 14 May 2018.

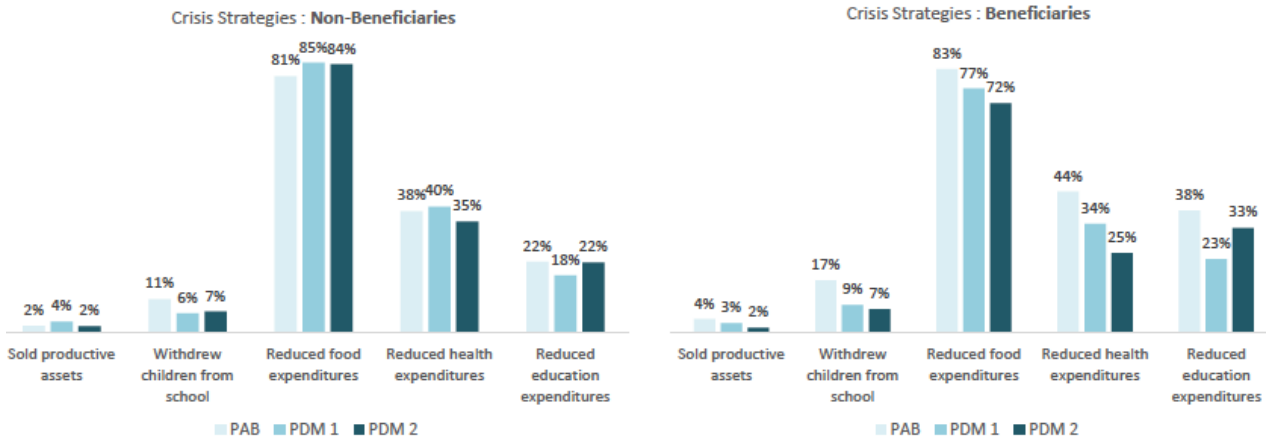
observed among non- beneficiaries of ESSN (see Figure 7 and Figure 8 below).<sup>131</sup>

**Figure 6: Stress strategies**



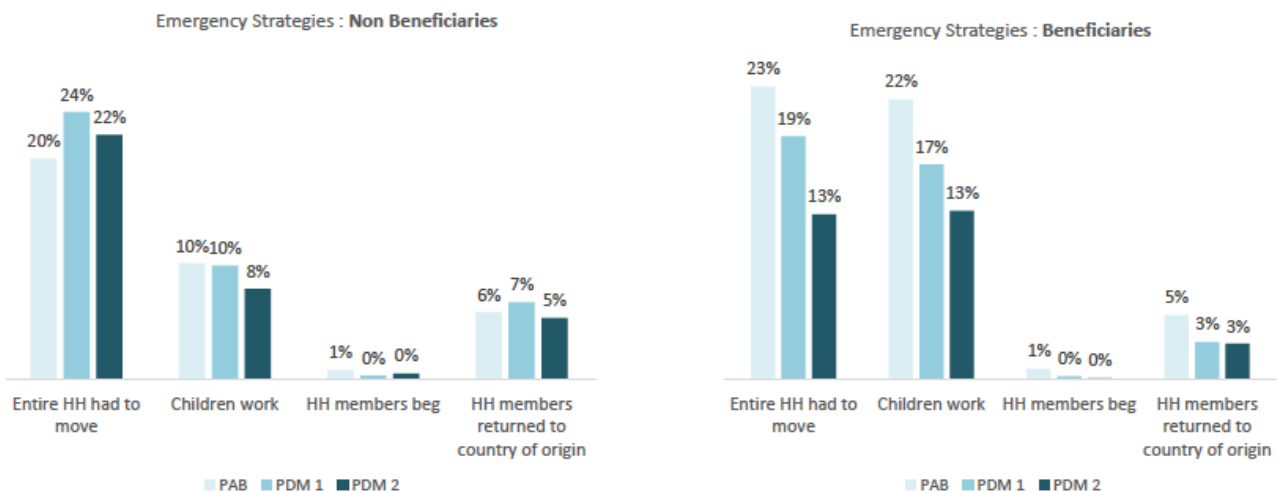
Source: WFP/ TRC, May 2018

**Figure 7: Crisis strategies**



Source: WFP/ TRC, May 2018

**Figure 8: Emergency strategies**



<sup>131</sup> WFP-TRC, *Post-Distribution Monitoring*, May 2018b.

## Livelihoods

As will be discussed in depth in the Livelihood chapter of this report, the refugee labour force now forms a significant proportion of the vast informal market in Turkey, especially in seasonal agriculture work. According to ESSN PDM 2 results, 57% of ESSN beneficiaries and 67% of non-beneficiaries defined unskilled labour as their primary income source.<sup>132</sup> IOM led Shelter/WASH Assessment conducted in 2017 similarly revealed that 68% of respondents stated casual labour was the main source of HH income<sup>133</sup>. The prevalent informality of refugee labour in Turkey can partly be explained by factors such as complex work permit processes and hiring costs, limitations in the formal markets' absorption capacity coupled with the expansiveness and easy accessibility of the informal market. In addition to these factors around labour market access, low marketable skills and low employability among significant portions of the refugee population (including Turkish language skills) also hinder the development of sustainable livelihood opportunities and lead to persisting economic insecurities. Official employment status of refugees is a criterion for their right to social assistance (ESSN), which, as pointed out during different stakeholder interviews, may also play some role in refugees' opting to remain in the informal market. On the other hand, the deteriorated and untreated mental health status of refugees and asylum seekers suffering from severe emotional, adjustment disorders due to multiple traumatic experiences, accumulated stress has a considerable negative impact on the employability of refugees, especially men, which is a fact that often remains overlooked. Cultural barriers preventing women's employment, along with prominence of SGBV in work places against women refugees have been reported as further limitations in the integration of women in labour markets.<sup>134</sup> Overall, challenges related to current livelihood programming limit the effectiveness of these programmes in alleviating the economic vulnerabilities of refugees and increasing their self-reliance.

Although livelihood programming may be a key factor in relieving economic vulnerabilities of refugees and increasing their self-reliance, while giving simultaneously humanitarian assistance, the current conditions of the Turkish labour market (high rates of unemployment, low absorption capacity of the market, etc.) and the general economic situation in the country plays a more important role at macro level. The Livelihood chapter of this report will examine challenges and needs in this area in much greater detail, nevertheless, it is important to highlight here that scaling down humanitarian assistance while building up self-reliance strongly depends on their possibility to access sustainable livelihoods and thus is contingent on economic pre-conditions related to the absorption capacities of the labour market, as well as an increase of the issuance of work permits.

### 3.2.3 Food Security

*Food Consumption.* Consultations with stakeholders and available data do not give any indication of major distress in food security of refugees in Turkey. According to ESSN data, the food consumption of refugees in off-camp settings has increased for the majority of all refugee groups and overall diets are very diverse, being more for ESSN beneficiaries (Figure 9 and Figure 10).<sup>135</sup>

Regarding the food consumption of refugees living in TACs, there is no detailed information on dietary diversity, only the AFAD survey shows that 57% of the population in TACs stated having adequate food for the next 7 days or money to supply the same amount of food, while 43% mentioned that they did not. 59,5% of adults in TACs consumes 3 meals per day and 36,7% consumes 2 meals per day against 50% and 46,1% for adults living in off-camp settings.<sup>136</sup> AFAD is providing 50TRY/per person to refugees living in camps for food and non-food items and WFP continue to give food assistance to 150,000 people living in 10 camps through e-food card programme by a monthly allowance of 50 TRY/per person for each family.<sup>137</sup>

*Infant and Young Child Feeding Practices.* As noted in the Health Chapter of this report, being exposed to prolonged poverty status and to negative livelihood coping strategies could increase the risk of malnutrition, making pregnant women, new born and children between 0-5 years more at risk. During focus group meeting of WFP on food access and expenditures, it was reported that the majority of participants voiced

<sup>132</sup> WFP-TRC, *Post-Distribution Monitoring*, May 2018b.

<sup>133</sup> IOM, *Interagency Shelter & WASH Assessment*.

<sup>134</sup> Interview with FAO, 17 April 2018, Interview with STL, 17 May 2018.

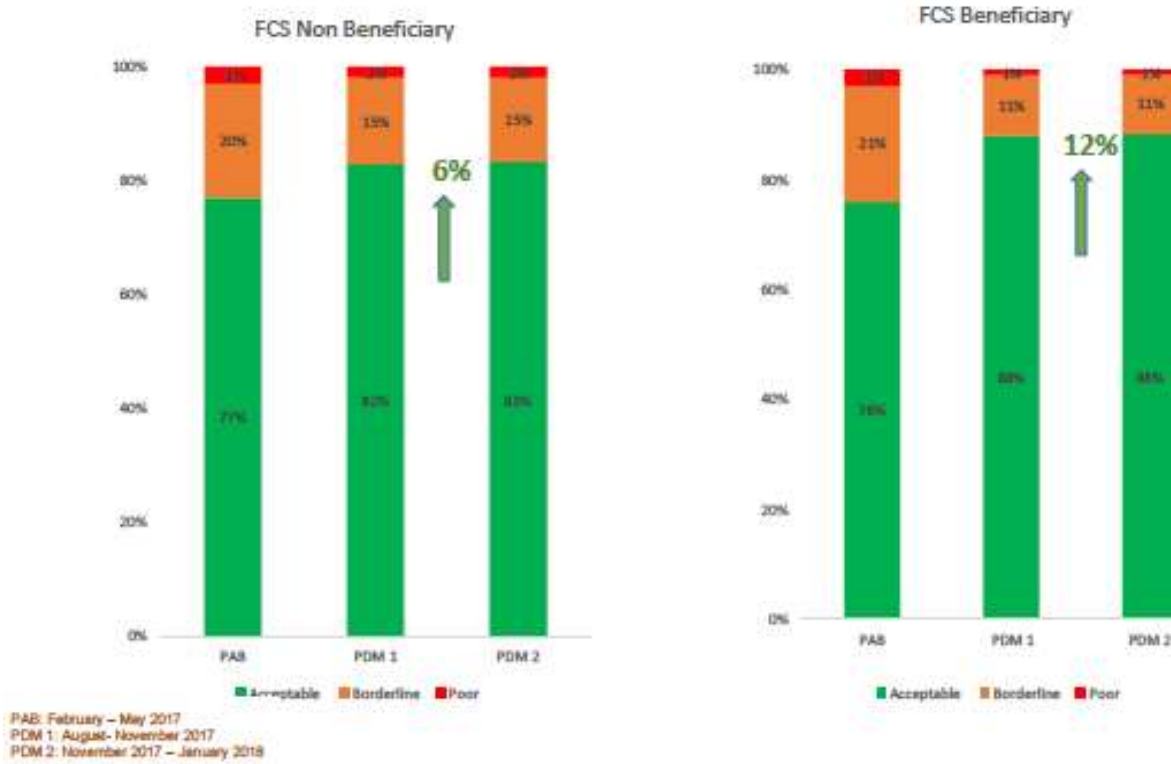
<sup>135</sup> WFP-TRC, *Post-Distribution Monitoring*, May 2018b.

<sup>136</sup> AFAD, *Field Survey Demographic View*.

<sup>137</sup> Deniz Akkus, 'WFP Re-Defines 'Food Assistance' in Refugee Camps in Turkey,' *World Food Program Insight*, 06 March 2018, <https://insight.wfp.org/wfp-re-defines-food-assistance-in-refugee-camps-in-turkey-b3b1c8783e6>

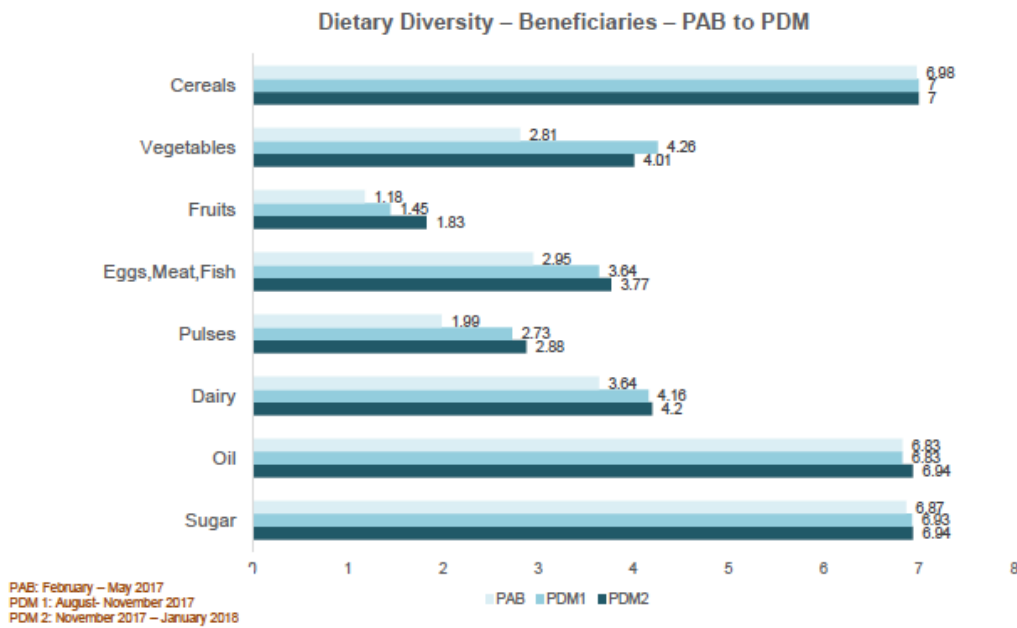
concerns that their children do not receive adequate nutrition for their growth and development, rendering them weak and more susceptible to diseases.<sup>138</sup> However in the absence of scientific data on the nutritional status of refugee children, this argument would need further analysis. ESSN monitoring could serve for sector specific targeting for this purpose (for example through basic measurements).

**Figure 9: Food consumption score**



Source: WFP/ TRC, May 2018

**Figure 10: Days of consumption of individual food groups**



Source: WFP/ TRC, May 2018

<sup>138</sup> WFP, *ESSN Focus Group Discussion*, April 2018 including, Food Access & Expenditures, outputs of the focus group meetings held countrywide in April 2018.



### 3.2.4 Shelter

TACs: The Migration & Cohesion report of the Turkish Parliament's sub-Commission for Migration Rights published on March 2018 notes that those who have been living under precarious conditions in tent camps since 6 years are gradually being transferred to container camps, while overall the refugees living in TACs is progressively decreasing. The Commission's report also acknowledges that TAC's are not sustainable and should be rapidly closed, and refugees living in camps relocated to urban and rural settings.<sup>139</sup> During the course of this research, the (ex) MoFSP and Prime Minister's Office also confirmed this shift in government policy where the camp settings would eventually be closed as a part of the GoT's integration approach, though the details of the exit plan such as the time frame, the future use of the camp areas, solutions for the resettlement of the populations, infrastructure needs or plans to ensure the continuity of the services were not shared with the assessment team at the time of the consultations. The refugee population residing in TACs is comparatively small (6% of total refugee population), therefore, the closure of TACs is not expected to have a major destabilizing impact on community or settlements. On the other hand, regarding the basic needs sector, the closure process may need to be supported by the humanitarian actors in ensuring that specific needs of the vulnerable populations are met and access to basic services and social assistance are not disrupted; monitoring the intentions of the population, the absorption capacity of potential resettlement areas and eventual impact on housing conditions.

*Off-camp settings.* Though limited in number and scale, there are a few complementary studies indicating the housing situation of refugees living in Turkey. According to data from AFAD Survey (2017), 61,8% of refugees in off-camp settings live in houses and apartments, while 31.6% (representing more than 1 million refugees) live in ramshackle buildings. The informal housing data analysis conducted by WFP and TRC in 2017 in south-East region (updated in 2018) shows that approximately 15,000 HHs have been identified living in informal housing (mostly in agriculture areas, caves, old shops, unfinished buildings) with highest rates in Gaziantep, İstanbul, Adana, Mersin, Osmaniye, Konya - 2539 cases reconfirmed in 2018, majority in Mersin, Şanlıurfa, Hatay and Gaziantep.<sup>140</sup> In terms of energy, the majority of households uses coal (35,4%) or wood (23,1%) for heating, followed by gas (18%). 7.2% of respondents stated that they have nothing to warm their homes.<sup>141</sup>

ESSN has overall had a significant impact on the living conditions of 1,3 million refugees in Turkey; almost half of ESSN beneficiaries (47%) live in relatively good or acceptable quality housing versus 40% of ineligible applicants and 33% of non-applicants.<sup>142</sup> Yet, as stated above, the vulnerabilities are persistent and the needs are various. As noted by different stakeholders consulted for this report (i.e. WFP, STL, FAO, IOM) refugees who have exhausted coping mechanisms, especially those working in seasonal agricultural work, are living in very basic conditions in unfinished constructions, tents and caves. In many provinces with high refugee population density, the rentals are excessively inflated and locals also renting their shops as dwellings with poor living conditions. In other words, looking at the percentages above from another angle, those figures (53% of ESSN beneficiaries, 60% of ineligible applicants and 67% of non-applicants) represent more than half of the total refugee population who may be in need of improvement of housing conditions.

In terms of living conditions, protection from climate conditions (humidity) and privacy are the main needs of refugees.<sup>143</sup> According to IOM's Interagency Shelter & WASH assessment, 18% of surveyed refugees were sharing shelter with two or more families and between 10-20% of the population were in urgent need of shelter improvements. Protection from weather (37%) and privacy (27%) are reported as the top priorities. Lack of material and skills were the main reasons for households not being able to meet their shelter needs.<sup>144</sup> The data of AFAD from 2017 indicates similar findings (see Figure 11). Inadequate climate conditions (56%) and privacy (50,8%) have been rated higher than the other features.<sup>145</sup> Another

<sup>139</sup> The Grand National Assembly of Turkey, Human Rights Investigation Commission, Sub-Committee on Refugee Rights [Türkiye Büyük Millet Meclis, İnsan Haklarını İnceleme Komisyonu, Mülteci Hakları Alt Komisyonu], *Migration and Harmonization Report [Göç ve Uyum Raporu]*, (Ankara: The Grand National Assembly of Turkey, March 2018), p. 82, [https://www.tbmm.gov.tr/komisyon/insanhaklari/docs/2018/goc\\_ve\\_uyum\\_raporu.pdf](https://www.tbmm.gov.tr/komisyon/insanhaklari/docs/2018/goc_ve_uyum_raporu.pdf).

<sup>140</sup> WFP-TRC, *Refugees Living in Informal Housing, South East 2017-2018*, WFP-TRC, May 2018c.

<sup>141</sup> AFAD, *Field Survey on Demographic View*.

<sup>142</sup> WFP, *ESSN Comprehensive Vulnerability Monitoring Exercise (CVME)*, May 2018.

<sup>143</sup> 1) *ibid*; 2) Basic Needs Working Group Meeting; 3) Interview with IOM, 25 April 2018; 4) Interview with Multeciler-Dernegi, 25 May 2018.

<sup>144</sup> *ibid*.

<sup>145</sup> AFAD, *Field Survey on Demographic View*.

assessment conducted by IOM in 2017 states that "39% of HHs reported a need for shelter rehabilitation, while 8% reported their HH condition as unhealthy and uninhabitable."<sup>146</sup> Another important highlight arising from these different surveys is that shelter conditions are poorer in rural areas, especially in seasonal agriculture areas for both refugee and host communities.

**Figure 11: Assessment of AFAD on living conditions in TACs and off-camp settings**

Feature of the Dwelling	Camp Setting			Non-Camp Setting			Total		
	Adequate (%)	Inadequate (%)	Total (%)	Adequate (%)	Inadequate (%)	Total (%)	Adequate (%)	Inadequate (%)	Total (%)
Size of the dwelling	47.70	52.30	100	52.60	47.40	100	52.20	47.80	100
Comfort of the dwelling	51.60	48.40	100	50.80	49.20	100	50.80	49.20	100
Safety of the dwelling	81.50	18.50	100	60.40	39.60	100	62.30	37.70	100
Stability of the dwelling	54.70	45.30	100	54.00	46.00	100	54.00	46.00	100
Compliance with the climate conditions	52.30	47.70	100	44.00	56.00	100	44.70	55.30	100
Suitability for family life	40.50	59.50	100	49.20	50.80	100	48.40	51.60	100
<b>Total</b>	<b>54.70</b>	<b>45.30</b>	<b>100</b>	<b>51.80</b>	<b>48.20</b>	<b>100</b>	<b>52.10</b>	<b>47.90</b>	<b>100</b>

Source: AFAD, 2017

It is important to note that the IOM led Interagency Shelter & WASH Assessment has been followed by a number of shelter improvement interventions and another update on the assessment was being conducted at the time of the preparation of this report. The outcomes of these interventions and the update of the assessment may provide further information on continued needs for shelter for coming period.

### 3.2.5 Water, Sanitation and Hygiene

According to different studies, the majority refugees seem to have access to adequate water for drinking, cooking and general use and there aren't any major concerns reported about the quality of the water<sup>147</sup> (for further details on water accessibility and availability, see Municipal Infrastructure chapter in this report). MoH confirms that water born outbreaks encountered so far have been minor and localized.<sup>148</sup> Water and sanitation needs seem to be more related with poor housing conditions, which is not limited to refugee populations but also includes some host communities.<sup>149</sup> For example IOM led Interagency Shelter & WASH Assessment reported that 34% of refugees have no access to a private water tap, compared to 26% of host community. An average of 24% of all households have no private bathing areas. 50% or more of the refugees have to share a toilet with more than 6 people compared to 19% of the host community households.<sup>150</sup>

In terms of access to hygiene and sanitation products, despite joint efforts in increasing the availability of hygiene and dignity kits for refugees throughout 2016 and 2017, access to hygiene and dignity products remains a major concern for refugee households.<sup>151</sup> IOM led Interagency Shelter & WASH Assessment again highlights that 28% of refugees reported bad hygiene situation.<sup>152</sup> Similarly, data from the AFAD survey show that access to hygiene and sanitation items were challenging for nearly half of the population.<sup>153</sup> And the Turkish Medical Association in early 2016 indicated that "basic hygiene needs like finding soap, diapers, hygiene pads is of major concern for the Syrians living outside of the camps and limited access to safe and hot water, associated with difficulties in bathing conditions constitute a public health risks."<sup>154</sup> (For further details on hygiene, see Health chapter in this report).

<sup>146</sup> IOM, *Multi-Sector Needs Assessment*.

<sup>147</sup> IOM, *Interagency Shelter & WASH Assessment Report*; Care, *Shelter & WASH Assessment Report*.

<sup>148</sup> Interview with MoH, 07-08 May 2018.

<sup>149</sup> Interview with IOM, 25 April 2018.

<sup>150</sup> IOM, *Interagency Shelter & WASH Assessment Report*; Interview with IOM, 25 April 2018; Interview with UNFPA, 25 April 2018 and 17 May 2018.

<sup>151</sup> 1) Interview with MoH, 07-08 May 2018; 2) Interview with IOM, 25 April 2018; 3) Interview with UNFPA, 25 April 2018 and 17 May 2018.

<sup>152</sup> *Interagency Shelter & WASH Assessment Report*, led by IOM, September 2017; Interview with IOM, 25 April 2018; Interview with UNFPA, 25 April 2018 and 17 May 2018.

<sup>153</sup> AFAD, *Field Survey on Demographic View*.

<sup>154</sup> Turkish Medical Association, *War, Migration & Health, The Experience of Turkey*, (Ankara: Türk Tabipler Birliği [Turkish Medical Association], 2016), [https://www.ttb.org.tr/kutuphane/signinmacilar\\_rpr\\_en.pdf](https://www.ttb.org.tr/kutuphane/signinmacilar_rpr_en.pdf)

### 3.2.6 Availability of Basic Needs Services

It should be reminded again that, for reasons explained in detail in the previous chapter on Protection, registration issues, lack of adequate information/awareness, as well as unclear/unstructured referral systems are the main barriers in the access of refugees to basic needs services.

In terms of available services, vulnerable refugees in Turkey may receive assistance in the form of cash, voucher or in-kind. Cash assistance or e-voucher programmes are widespread, covering various basic needs such as rent, utilities, hygiene items, food, winterization or domestic items, while some small-scale in-kind assistance is also provided locally by humanitarian actors, local administrations or through national social welfare.

- 1) Unconditional (regular) monthly cash assistance is mainly provided through the nationwide ESN programme to all refugees who met the eligibility criteria. Other unconditional regular cash transfer programmes for shorter periods or smaller beneficiary groups are also available such as multi-purpose cash assistance provided to Syrians for more than two months by IOM.
- 2) Conditional regular cash assistance like CCTE Programme, or various Cash for Work, Cash for Training programmes for shorter periods and smaller beneficiary groups are available in livelihood/ social cohesion programmes.
- 3) Restricted one-off cash assistance for specific needs such as winterization, domestic items, etc.
- 4) Unrestricted one-off cash assistance such as UNHCR/PTT card for Syrian and Iraqi refugees in off-camp settings
- 5) E- vouchers are usually used in the form of e-card that are usable for specific needs such as food, hygiene, and winterization like the WFP e-food card programme in TACs, or could be multipurpose.
- 6) In-kind assistance is provided in the form of goods and services such as: food packages/ *iftar* (very common custom practiced by Governorates or sub-Governorates though *Muhtars* and Municipalities during Ramadan), coal packages (also very common practice by Governorates or sub-Governorates though *Muhtars* and Municipalities at the beginning of winter, especially in poor or remote neighbourhoods/ villages); household items, winterization, hygiene kits, sanitation kits, dignity kits or shelter rehabilitation provided by humanitarian actors.

In terms of market availability to access the basic needs such as food and non-food items (winterization, domestic items, etc.), markets are highly accessible in all over the country except for some rural areas, in particular seasonal agriculture zones in Northern, Central and South-east regions during the agriculture season and some remote areas in Eastern Turkey especially during the winter.

**Table 8: Basic needs assistance schemes available for refugees in Turkey\***

Scheme	Institutions	Beneficiaries	Coverage	Budget	Dates	Amount
<i>Emergency social safety net (ESSN):</i> unconditional regular cash assistance for refugee HHs under TP or asylum seekers, based on eligibility criteria	ECHO/ WFP-TRC	1.3m as of 05/2018	All country	998m €	2016- 19	120 TRY/ person
<i>Conditional cash transfer for education (CCTE):</i> conditional regular cash assistance for children in HHs without regular income, conditional on school attendance	ECHO/ UNICEF- TRC	320,000 students as of 05/2018	All country	84m €	2016- 19	35-60 TRY/ child
<i>E-food card programme:</i> conditional regular cash assistance for food for refugees in TACs	WFP-TRC	150,000 as of 03/2018	10 TACs	40m €		50 TRY/ person
<i>UNHCR/PTT card:</i> one-off unrestricted multi-purpose cash assistance for Syrian and Iraqi refugees in off-camp settings	3RP/ UNHCR	483,454 As of 04/2018 (finished)	All country	20.5\$	2017- 18	50\$/ person
<i>UNHCR/PTT card:</i> unrestricted, multi-purpose cash assistance for Syrian and Iraqi refugees in TACs	3RP/ UNHCR- AFAD		TACs			28\$ / person
Unconditional cash voucher for essential winter items purchased in pre-determined shops or in rural areas equivalent value of	ECHO/ UNICEF	+20,000 families as of 04/2018	10 provinces	8m €	2017- 18	150- 200\$ / family

Scheme	Institutions	Beneficiaries	Coverage	Budget	Dates	Amount
winter items provided						
E-voucher or unconditional cash support for children and their families for winter		34,000 hhs	10 Provinces		2016-17	
Providing urgently needed basic humanitarian assistance for Syrian refugees	ECHO/ CARE			4,548,507 €	2016-17	
Multi-purpose cash assistance and protection for out-of-camp refugees and newcomer refugees	ECHO/ Diakonie k.			5,5m €	2016-17	
Providing life-saving food, non-food and protection support to vulnerable refugees and host families	ECHO/ World Vision			1,758,531 €	2016-17	
Improving the livelihood and protection of Syrian refugees through multipurpose cash card assistance and case management	ECHO/ Welthungerhilfe			2,6m €	2016-17	
Improving the protective environment with tailored assistance of the refugees who are settled, roaming, transiting, or victims of failed sea crossings	ECHO/ Mercy Corps			3m €	2016-17	
Providing food assistance and assistance with basic needs and services, as well as education support for Syrian refugees	ECHO/ IFRC			8m €	2016-17	
Emergency humanitarian response for Syrian Refugees (food security and livelihoods)	ECHO/ Concern			3,4m €	2016-17	
<i>National social welfare: one-off cash assistance for non-food items, coal aid, assistance for education, shelter, health, etc. Upon written petition (though limited access for refugees, see Protection chapter of report)</i>	GoT/ (ex) MoFSP	Data n/a	All country	Data n/a	Undetermined	Variable
<i>National social welfare: socio-economic support (SED) for a limited period for families or single parents with children at risk (though limited access for refugees, see Protection chapter of report)</i>	GoT/ (ex) MoFSP	Data n/a	All country	Data n/a	Undetermined	Data n/a
<i>Iftar, food package or e-voucher for vulnerable refugees by directorate of religious affairs through Turkish religious affairs foundation (TDV) offices</i>	Turkish Religious Affairs Foundation (TDV)	Data n/a	All country			In-kind or 25 TRY
Assistance by municipalities: multi-purpose aid cards or packages (may include coal, food parcels, clothing and other kinds of non-food items) provided from contracted markets	Municipalities	Data n/a	Localized	Data n/a	Undetermined	Variable

\* Cash for Work, Cash for Training programmes are excluded (see Livelihood Section)

### 3.2.7 Main Interventions in Basic Needs since 2016<sup>155</sup>

*Cash-based Assistance:* (including but not limited to ESSN)

- 1,195,273 people benefited from monthly cash-based assistance in 2017; increased to 1,258,489 by the first quarter of 2018
- 698,007 people received one-off cash-based assistance from January 2017 to the first quarter of 2018.

*Food Security:*

- In 2018, 144,953 individuals have benefitted from food assistance in TACs.
- 19,460 individuals have benefitted from food assistance in off-camp settings.
- 250 individuals have benefitted from access to income-generating opportunities through green-house construction and/or management.
- 14 individuals provided with the inputs, tools and knowledge to establish micro-gardens (against 6,730 targeted).
- 51 individuals provided with training and technical support to bolster general or sector specific capacities.

*Shelter Assistance:*

- 87,198 individuals have benefitted from assistance in accessing adequate shelter solutions.
- Two pilot projects implemented by IOM an UNHCR following the Interagency Shelter & WASH Needs Assessment in 2017. An update of the needs following those interventions was underway at the time of this Needs Assessment mission.

*WASH Assistance:*

- 593,616 individuals have received hygiene kits, dignity kits or sanitary items.
- More than 470,000 Syrians and host community members have benefitted from improved municipal services, focusing among others on waste and water management.

### 3.3 Assessment of Challenges and Needs

Challenges	Needs
<b>HUMANITARIAN CONTEXT &amp; COORDINATION</b>	
Coordination between different governmental bodies and between central and provincial authorities is limited. Centralized decision-making at government level and variations in the implementation among provincial authorities challenge effective implementation of humanitarian programming.	Variations in the implementation of decisions and legislatives should be minimized by advocating enhanced coordination mechanisms, experience & problem sharing between different governmental bodies.
Programming approach of the GoT is not participatory; refugees are not involved in programming design and service provision.	Participatory approach and good governance should be advocated and promoted.
Programming approach of sectorial actors does not always sufficiently involve local key informants and community leaders (in priority <i>muhtars</i> and <i>imams</i> ) or administrations in program design and implementation.	Promoting the involvement of neighbourhood authorities, community religious leaders and local administrations in planning & delivery of social assistance interventions to reach the most vulnerable
The referral and counter referral between governmental and non-governmental actors are limited due to legal restrictions and capacity issues. Referrals are not structured and often rely on locally developed relations.	Advocacy for increased coordination and referral/ counter-referral system between governmental/non-governmental service providers.
The inter-sectorial coordination between protection, basic needs and livelihood sectors is limited:  There is no systematic referral and close follow-up in	Referral and follow-up system among protection, basic needs and other sector actors needs to be further strengthened for better coverage and complementarity, especially for persons facing

<sup>155</sup> Based on: UNHCR, *Turkey Basic Needs Sector, January-December 2017*, <https://data2.unhcr.org/en/documents/download/61901>; UNHCR, *Turkey Basic Needs Sector, January-March 2018*, <https://data2.unhcr.org/en/documents/download/63437>;



Challenges	Needs
<p>between different services of Protection and Basic Needs especially for persons with protection risks and specific vulnerability groups.</p> <p>Livelihood programming face challenges in obtaining sustainable results in supporting self-reliance of beneficiaries and this has a significant impact on basic needs programming, especially in relation to possibilities of phasing out social assistance.</p>	<p>protection risks and specific vulnerability groups who might need accompaniment to access basic needs schemes and vice-versa.</p> <p>Various monitoring tools of ESN programme such as vulnerability profiling, comprehensive vulnerability monitoring or post-distribution monitoring may offer opportunities for developing better targeted programming and integrated livelihood strategies, linking refugees with higher capacity to those programmes.</p>
ECONOMIC VULNERABILITIES	
<p>Economic insecurities overall have improved in the last two years but vulnerabilities are still very persistent and a substantial number of refugees remain poor.</p>	<p>Continued response to the basic needs of the population through social assistance programmes while accurately continuing high-quality monitoring and adjusting the programming to ensure the most vulnerable are covered.</p> <p>A gradual exit plan from humanitarian/social assistance is needed while developing more sustainable solutions for supporting self-reliance of refugees.</p>
<p>Current Social Assistance Schemes provide a good coverage (ESN alone covers 1/3 of the total refugee population); nevertheless, differences may increase between non-beneficiaries and non-applicants of ESN in the long-term and this could present a potential challenge for the coming period.</p>	<p>Ensure complementarity and diversity of assistance through smaller scale programmes (with different criteria) for better coverage and gap filling.</p> <p>[People who are in need but are rejected due to demographic criteria can be included in the program through SAFs Allowance implementation.]</p>
<p>Consultations with stakeholders and available data do not give any indication of major distress in food security of refugees in Turkey. However, being exposed to prolonged poverty status and to negative livelihood coping strategies may increase the risk of malnutrition, making pregnant women, new born and children between 0-5 years more at risk.</p>	<p>There is need for a focused assessment on the nutritional status of refugee children (see also Health chapter). ESN monitoring tools and activities could serve for specific targeting for this purpose (for example through basic measurements).</p>
SHELTER & WASH	
<p>Scaling down and eventual closure of TACs is planned by the GoT but details of the exit plan are unclear.</p>	<p>The closure process of TACs may need to be supported by the humanitarian actors for ensuring that access to basic services and social assistance are not disrupted and monitoring the intentions of the population, the absorption capacity of potential resettlement areas and eventual impact on housing conditions.</p>
<p>Low income affects refugees' ability to meet their shelter needs and acquire secure tenure from property owners (and properties are overvalued). Protection from weather and privacy are reported as the top priorities.</p>	<p>Improvement of housing &amp; living conditions, particularly in Hatay, Mardin, Mersin; remote areas or seasonal agriculture fields; poor neighbourhoods of Istanbul and Gaziantep.</p> <p>Involving refugees (and host communities) in shelter solutions (for example through cash of work, cash for training programmes in construction) may help improve their self-reliance by increasing their employment capacity and to improve social cohesion/community relations.</p>



Challenges	Needs
<p>Water and sanitation problems are mostly related to poor housing conditions for both communities. Limited access to a private water tap, to private bathing areas, poor hygiene conditions and privacy related to sanitation facilities (toilets) are main problems. Information on WASH conditions in some of the poorest urban neighbourhoods is limited.</p> <p>In addition to bad hygiene conditions in houses, access to hygiene and dignity kits is a major concern due to economic restrictions. Moreover, poor hygiene awareness and public health concerns are reported (see Health chapter).</p>	<p>Actual physical analysis on shelter and WASH conditions needs to be further deepened in areas with highest refugee population.</p> <p>Basic needs sector should continue to align with hygiene promotion efforts in health sector.</p>

### 3.4 Conclusions and Recommendations

Responding to a protracted refugee crisis in a non-humanitarian context makes Turkey an atypical country for many humanitarian actors. In this landscape, a number of factors predefine the conditions in which the national and international actors are operating:

- Big scale and protracted nature of the crisis
- Growing needs versus limited resources and response capacity
- Ambitious targets versus limited capacity of the governmental institutions
- Limited absorption capacity of local systems and resources
- Refugees' limited self-reliance capacity
- A fragile political, social and economical context that makes refugees more vulnerable to potential socio-economic risks

These factors are constantly challenging the humanitarian response in how to make a smooth transition from post-recovery to resilience and long-term development. On a conceptual level, the question of where emergency and post-recovery assistance ends, and where resilience and long-term development begins is a complex issue. International humanitarian and development actors commonly agree that a smooth transition from the former to the latter requires that the support to alleviate suffering and safeguard the integrity and dignity of populations must be delivered simultaneously with empowerment efforts in order to arrive at the desired end state and reduce the risks associated on emergency assistance.<sup>156</sup> The sensitive balance in scaling down humanitarian assistance while scaling up development funding depends widely on the extent of which social and economic vulnerabilities of the populations are persistent and the extent of which sustainable livelihood solutions are able to enhance empowerment.

Creating the link between humanitarian programming and sustainable development by increasing self-reliance is key for a smooth exit strategy of humanitarian assistance. Maintaining adequate humanitarian response in a flexible and rapid modality is also crucial in such transition periods where vulnerabilities persist and cohesion is yet to be built. Since 2016, the ESSN and CCTE programmes supported by the EU targeting refugees in Turkey have provided an unprecedented experience in creating this link by integrating humanitarian action into the national social assistance system, while maintaining the role of non-governmental actors to fill the gaps and ensure diversity of services for different needs.

Yet, the majority of refugees living in Turkey are still highly vulnerable and at least 15% have no or little capacity for being able to work according to vulnerability profiling done within the framework of ESSN. The same profiling suggests that around 40% of refugees have higher capacity and potentially 45% are likely to increase their skill capacities.<sup>157</sup> This type of profiling information is important for guiding programming on the

<sup>156</sup> UNDP, UNFPA, UNOPS & UNICEF. *Making the Transition from Emergency to Recovery and Development Special Focus on South Sudan a Concept Paper for the Executive Board*. Joint Publication UNDP, UNFPA, UNOPs and UNICEF, 2011.

<sup>157</sup> WFP, *Vulnerability Profiling Exercise*, forthcoming; The capacity classification is based on three dimensions: 1) able bodied working aged men; 2) household member with high school degree; 3) single caretaker households exempted. Households with limited/no capacity have no working aged men present and/or single caretaker households. HHs that have some capacity are those that have at

extent to which vulnerable refugee populations are likely to succeed in self-reliance and empowerment if conditions for better access and better integration to the labour market are offered.

Given this framework, at a strategic level and in the long-term, the following strategic objectives are recommended:

- Planning a smooth exit strategy with a gradual phasing out from social assistance while increasing the self-reliance of the beneficiaries by developing sustainable livelihood strategies.
- Insuring coherence and complementarity with regional strategic frameworks (3RP) and national strategies of the Government of Turkey.
- Keeping diversity of actors with different strengths in the provision of basic needs assistance, while promoting good governance and coordination in between government institutions, local administrations, civil society and private sector to enhance better service mapping and referral.
- Continuing and strengthening inter-sectorial coordination with Protection and Livelihood Sectors for better coverage and impact, as well as better and more smooth phasing out of basic needs assistance.

Recommended priority actions for the short to medium term are the following:

**Table 9: Suggested priority actions in Basic Needs**

PRIORITY ACTION 1	
<p><b>Continue responding to the immediate needs of the population through</b> uninterrupted monthly unrestricted cash-based assistance with focus on <b>specific vulnerabilities</b>, while accurately <b>monitoring, real-time evaluating, producing reliable data</b> to adjust the programming to insure the most vulnerable is covered.<sup>158</sup></p>	
<ol style="list-style-type: none"> <li>1. Provide monthly and unrestricted cash-based assistance to up to 300,000 HHs (approximately 1,8 M beneficiaries) from Q1.2020 to Q4.2022.<sup>159</sup></li> <li>2. Increase the self-reliance of the most vulnerable groups with higher employment capacity by creating close linkage between ESSN beneficiaries and vocational training / livelihood programming (through enhanced employability and employment opportunities in labour market) aiming at a gradual decrease in beneficiary numbers by up to 20% until Q4.2022.<sup>160</sup></li> <li>3. Continue and further develop high quality monitoring/ evaluation activities to better adjust transfer value, targeting and eligibility criteria, and to monitor the profiling of the refugees for different purposes.</li> <li>4. Continue communication, awareness raising and information through existing and new communication means and strategies adapted to the needs and profile of refugees.</li> </ol>	
<b>Timeframe:</b> Short to Mid-Long Term	<b>Estimated Cost:</b> 1.51 Billion EUR <sup>161</sup>
PRIORITY ACTION 2	
<p>Continue various (small scale) cash based or in-kind assistance for NFI, winterization or other basic needs to 25,000 HHs (approx. 150,000 individuals)<sup>162</sup> in priority for refugees who are ineligible for ESSN and for</p>	

least one abled bodied working aged men + no member with high school degree present. Higher capacity HHs represent those that have at least two abled bodied working aged men or at least one abled bodied working aged men + member with high school degree present.

<sup>158</sup> See also recommendations on CCTE in Education chapter of this report.

<sup>159</sup> WFP forecast for beneficiary numbers is 1,8 million beneficiaries until Q4-2019 (end of the EU Facility 1 funding). Assessment team estimation is based on current increase rate of ESSN beneficiaries with a decrease trend until Q4-2019 being between 1,75- 2,2 million beneficiaries. The number of beneficiaries is recommended to be stabilized in the second phase of Facility funding.

<sup>160</sup> Based on WFP, *Vulnerability Profiling Exercise*, forthcoming; Potentially, HHs with higher capacity (at least two able bodied working age men or at least one able bodied working age man + family members with high school degree present) represent 40% among vulnerable ESSN applicants which represent 71% of the total of 2.3 million applicants. However, those percentages do not guarantee an automatic employment which depends on multiple factors, thus the percentage of up to 40% may be indicative.

<sup>161</sup> The period until Q4-2019 is covered by funding under Facility 1, and is therefore not included in costing for Facility 2. An increase in the transfer value is foreseen of up to 22% for inflation adjustment based on WFP calculations in the Vulnerability Profiling Exercise. Quarterly top-ups and administrative costs are included. The (eventual) decrease in beneficiary numbers is not taken in consideration in costing.

<sup>162</sup> Estimation based on the most vulnerable group (estimated to be between 10 to 15% based on combined results of the surveys referred to under Current Situation description) among the number of refugees non-eligible/ non-beneficiaries for ESSN (estimated to be

female-headed HHs.	
<b>Timeframe:</b> Short to Mid-Term	<b>Estimated Cost:</b> 115 million EUR <sup>163</sup>
<b>PRIORITY ACTION 3</b>	
Support improvement of housing conditions (including water and sanitation conditions in premises) for 10,000 households (60,000 refugees and host communities) in rural areas and highly disadvantaged urban areas by improving protection, privacy, bathing and sanitation conditions through cash for shelter or other adapted modalities depending on remoteness, availability and cost of local services. <sup>164</sup>	
<b>Timeframe:</b> Short to Mid-Term	<b>Estimated Cost:</b> 20 million EUR <sup>165</sup>

Total sum of costs regarding proposed actions is **1,541,500,000 EUR**.

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40% of total population based on ESSN data.)

<sup>163</sup> One-off expenditures: 400 TRY (approx. 78 USD) per person.

<sup>164</sup> See also recommendations on support to municipalities in Infrastructure chapter of this report.

<sup>165</sup> Amount estimated from the MEU using 2018 Central Government Budget.

## 4 LIVELIHOODS

### 4.1 Introduction

This section examines the socioeconomic situation and the livelihood needs of Syrians Under Temporary Protection, as well as other refugees and the host population in Turkey. With a focus on developments since early 2016, the first part looks at the current situation and provides a brief overview of the state of the national economy and recent developments up to the first quarter of 2018. This is followed by an exploration of the legal framework enabling Syrians Under Temporary Protection to access formal employment in Turkey. This section includes a discussion of the types of support provided by the Government of Turkey (GoT) and how this has occurred in practice since the introduction of the regulation in January 2016 allowing them access to work permits. It goes on to examine two sectors in some depth: business (particularly micro and small enterprises) and agriculture in relation to the employment of both formal and informal workers, including child labour. Finally, it briefly examines current needs and opportunities in relation to language, as well as technical vocational education and training (TVET), the issue of accreditation and qualifications for Syrians Under Temporary Protection seeking employment, and some of the planned reforms of the national social security system. It concludes with a summary overview of priority challenges and needs in view of the current situation and a series of recommendations that are provided based upon the needs and gaps identified.

**Table 10: Main livelihoods areas considered in the assessment**

Thematic focus areas	Indicative breakdown/content
Turkish economy	Size of economy / Employment rates
Labour markets	Business sector / agricultural sector / informal sector / child labour issues / market competition and social cohesion
Access to formal employment	Work permits / employment support centres / social security system
Employability	Qualifications & accreditation / Technical & vocational education and training

The information and analysis provided in this section derives from a review of available relevant literature and interviews with numerous key stakeholders. The documents reviewed included reports from ministries, the European Commission, UN bodies, national and international NGOs as well as articles from academic journals. Interviews were conducted in Turkey with stakeholders from relevant government ministries, including various representatives from the (ex) Ministry of Labour and Social Security (MoLSS),<sup>166</sup> as well as UN agencies (notably UNHCR, UNDP, UNICEF, ILO, and IOM), ECHO, the World Bank (WB), Gaziantep Chamber of Industry, academics, and various national and international NGOs.<sup>167</sup>

This study is primarily based upon qualitative data collected during two brief visits to Turkey, when meetings were held with a selection of stakeholders in just three locations: Ankara, Gaziantep and Istanbul. Further qualitative and quantitative data was used following a review of the literature that the consultant was able to locate. Given the time constraints therefore, this study is limited in terms of its geographic coverage and the experiences and viewpoints that it was able to capture and incorporate.

### 4.2 Current Situation

#### 4.2.1 Turkish Economy

The population of Turkey is about 80.8 million, with a labour force of some 31.7 million people in March 2018.<sup>168</sup> Turkey is currently the world's 18<sup>th</sup> largest economy. The country's GDP is comprised predominantly of three sectors: services (65%); industry (27%); and agriculture (9%); and the country's key exports sectors are machinery, gold and jewellery, electronics, textiles and apparel.<sup>169</sup> The Turkish economy has continued

<sup>166</sup> See footnote 2.

<sup>167</sup> A complete list of interviews conducted can be found in Annex 2.

<sup>168</sup> Statistics from the Turkish Statistical Institute (TURKSTAT), <http://www.turkstat.gov.tr/HbGetirHTML.do?id=27694> (Checked on 24/6/2018).

<sup>169</sup> Selen Uçak, Jennifer P. Holt and Kavya Raman, *Another side to the story: A market assessment of Syrian SMEs in Turkey*, Building

to grow at a robust rate in recent years, with real GDP growth of 4% for 2017, up from 3.2% in 2016.<sup>170</sup> This persistent growth can be largely attributed to a rise in private consumption fuelled by real wage growth, a large decline in oil prices, strong trade with the EU and the influx of refugees. Turkey's public spending in relation to refugees is reportedly less than 1% of GDP.<sup>171</sup> While this is a significant level of expenditure, it has not jeopardized the country's fiscal sustainability.<sup>172</sup>

Despite these achievements, the outlook for Turkey's economy is more uncertain. Domestic challenges and a deteriorating geopolitical environment may have negative implications for exports, investment, and growth in the short to medium term. According to recent reports, rising costs and declining real wages have resulted in a slowdown in consumer demand. Rapid credit expansion has squeezed the banking sector's liquidity in the Turkish currency, increased the credit risk, and raised lending rates, indicating a likely reduction in credit growth in 2018. However, this may be offset somewhat by the introduction of fiscal stimulus measures in the 2018 budget aimed at accelerating investment and employment, and the extension of the Credit Guarantee Fund<sup>173</sup>. Turkey's GNP growth rate for the first quarter of 2017 and 2018 is at %7,4 GNP growth rate.

Given these developments, inflation is expected to remain at just above 10% in 2018. Core inflation, which remained elevated and has hit double digits during the first half of 2018, might push up headline inflation further. The current account deficit is projected to remain high at 5.2% of GDP. Despite continued export growth driven by economic recovery in the EU, the import bill is likely to remain high, due in part to rising commodity prices. Turkey's external vulnerability remains high. The private sector is particularly affected as it accounts for 70% of external debt. The current macroeconomic environment and projected external conditions will require monetary and fiscal discipline. According to the World Bank, sound macroeconomic policies need to be accompanied by deeper structural reforms to ensure a more sustainable economic growth trajectory over the medium term.<sup>174</sup>

Coupled with these issues surfacing in the Turkish economy, the sudden mass influx of Syrians to Turkey, and especially to the southeast region, has created a supply shock in the labour market. Studies that have examined the impact of Syrians Under Temporary Protection on the Turkish economy and employment opportunities (in both informal and formal sectors) among the host population have provided inconclusive data; and where conclusions are presented, they are not generalizable to all provinces in Turkey<sup>175</sup>. Regions that have high numbers of Syrians Under Temporary Protection have experienced increased costs of housing, transportation and consumer goods.<sup>176</sup> But this has also been accompanied by a reduction in general consumer prices due to the greater supply of lower-cost informal labour.<sup>177</sup>

Unemployment rates in Turkey are more comparable to other OECD nations than to Syria's other neighbours (see Table 11 below). The unemployment rate in Turkey averaged 10.05% from 2005 until 2017. However, unemployment had risen to 10.9% by the end of 2016, before dropping to 10.1% by March 2018.<sup>178</sup> The jobless rate among youth (ages 15–24) was 17.7% in March 2018, with a 3.7% decrease compared with same period in the previous year<sup>179</sup>. The unemployment rate for persons aged 15–64 was 10.3% in March 2018, with a 1.7% decrease compared with the previous year.<sup>180</sup> The average (unweighted) unemployment rate for Syrians Under Temporary Protection in Turkey is estimated to be 21%, and is based on data collected in three cities: Antakya, Gaziantep and Şanlıurfa.<sup>181</sup> The South Eastern region of Turkey – where 35% of the Syrians in Turkey reside – has long suffered from high unemployment rates.<sup>182</sup>

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Markets & Syrian Economic Forum, June 2017.

<sup>170</sup> According to the World Bank, 2017. Available at: <http://www.worldbank.org/en/country/turkey/overview> (Checked on 14/6/2018).

<sup>171</sup> Ibid

<sup>172</sup> Interview with Building Markets, Istanbul, May 2018.

<sup>173</sup> World Bank, "Turkey: Country Context", World Bank, 17 April 2018. Available at:

<http://www.worldbank.org/en/country/turkey/overview> (Checked on 22/7/2018).

<sup>174</sup> Ibid

<sup>175</sup> Oguz Esen and Ayla Ogus Binatli, 'The Impact of Syrian Refugees on the Turkish Economy: Regional Labour Market Effects' *Social Sciences* 2017, 6, No.4 (2017):129.

<sup>176</sup> Interview with (ex) MoLSS Ankara, May 2018.

<sup>177</sup> Interview with Chamber of Industry, Gaziantep, May 2018.

<sup>178</sup> Statistics from TURKSTAT, <http://www.turkstat.gov.tr/HbGetirHTML.do?id=27694> (Checked on 24/6/2018)

<sup>179</sup> Ibid

<sup>180</sup> Ibid

<sup>181</sup> UNDP, ILO & WFP, *Jobs Make the Difference: Expanding Economic Opportunities for Syrian Refugees and Host Communities*, UN, 2017, <[https://reliefweb.int/sites/reliefweb.int/files/resources/compressed\\_12312313123UNDP\\_JOR\\_FINAL\\_Low%2520Res.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/compressed_12312313123UNDP_JOR_FINAL_Low%2520Res.pdf)>

<sup>182</sup> The southeastern provinces of Hatay, Kilis and Şanlıurfa all host large numbers of Syrian refugees.



**Table 11: Non-seasonally adjusted main labour force indicators in November 2016 and 2017<sup>183</sup>**

	Total		Male		Female	
	2016	2017	2016	2017	2016	2017
Population 15 years old and over	(Thousand)					
Population	59 069	60 223	29 203	29 824	29 866	30 399
Labour force	30 781	31 790	21 004	21 503	9 777	10 287
Employed	27 067	28 515	18 856	19 612	8 211	8 904
Agriculture	5 053	5 297	2 812	2 915	2 242	2 382
Non-agriculture	22 013	23 218	16 044	16 697	5 969	6 522
Unemployed	3 715	3 275	2 148	1 892	1 566	1 383
Not in the labour force	28 288	28 433	8 199	8 321	20 089	20 112
	(%)					
Labour force participation rate	52.1	52.8	71.9	72.1	32.7	33.8
Employment rate	45.8	47.3	64.6	65.8	27.5	29.3
Unemployment rate	12.1	10.3	10.2	8.8	16.0	13.4
Non-agricultural unemployment rate	14.3	12.2	11.6	10.0	20.7	17.4
15-64 age group						
Labour force participation rate	57.1	58.0	77.5	78.0	36.6	37.9
Employment rate	50.1	51.9	69.5	71.0	30.6	32.7
Unemployment rate	12.3	10.5	10.4	9.0	16.3	13.7
Non-agricultural unemployment rate	14.3	12.2	11.6	10.0	20.8	17.5
Youth population (15-24 age)						
Unemployment rate	22.6	19.3	19.2	16.2	28.6	25.0
The rate of neither in employment nor in education <sup>(1)</sup>	23.9	22.9	14.3	13.5	33.6	32.6

Figures in table may not add up to totals due to rounding.

(1) The rate of young people neither in employment nor in education in total youth population.

#### 4.2.2 Labour Markets

##### Business sector

A large number of Syrian entrepreneurs have set-up registered businesses in Turkey, with thousands more functioning informally.<sup>184</sup> Syrians are able to establish registered businesses relatively easily.<sup>185</sup> Turkey ranks relatively well on the World Bank's scale of "ease of doing business" and "ease of starting a business".<sup>186</sup> The regulatory environment for Syrian entrepreneurs, as any other foreign entrepreneurs, is fairly straightforward. Businesses established in the country by Turkish citizens and non-Turks are treated equally under the law and in terms of privileges and obligations. The regulatory environment for the international private sectors to expand investment and employment levels in Turkey is therefore a positive one. An expansion in investment from companies based in Arabic-speaking countries is expected as these international trade-based links expand. There is also an expectation that international NGOs and CSOs will register as private companies in Turkey in order to by-pass the tighter regulations that apply to these types of organizations, further fuelling an international investment-supported expansion of the private sector.<sup>187</sup>

Some 1.3 million (approximately 37%) of all formal businesses in Turkey are registered with the principal Government agency that provides support to the SME sector - KOSGEB (Small and Medium Enterprises Development Organization of Turkey) – most of which are in the sectors of manufacture and services (except agriculture, health and education). In its view, KOSGEB adds most value by supporting businesses in more technical fields that produce high value goods. These are among those sectors identified as high priority in GoT's Strategic Plan 2019-23. Less than 1% of those registered with KOSGEB were established by non-Turks, albeit they are able and willing to engage with them more.<sup>188</sup>

<sup>183</sup> TURKSTAT, 2017, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27687> (Checked on 30/6/2018)

<sup>184</sup> A comprehensive assessment of the participation of Syrians in the SME sector is provided in a 2017 study entitled: 'Another side to the Story: A Market Assessment of Syrian SMEs in Turkey' jointly produced by two organizations in Turkey - Building Markets and the Syrian Economic Forum.

<sup>185</sup> UNDP, ILO, WFP, *Jobs Make the Difference*, p.100.

<sup>186</sup> World Bank, *Doing Business 2018 Reforming to Create Jobs Economy Profile Turkey*, (Washington D.C.: World Bank), 2018, <http://www.doingbusiness.org/-/media/WBG/DoingBusiness/Documents/Profiles/Country/TUR.pdf>

<sup>187</sup> Correspondence with Building Markets, July 2018.

<sup>188</sup> Interview with KOSGEB, Ankara, May 2018.



The total number of Syrian-owned businesses in Turkey – including informal (unregistered) ones – is estimated to be in excess of 10,000. Between 2011 and 2016, over 6,800 formal businesses were established by Syrians in Turkey; and it has been estimated that a further 2,000 were established in 2017.<sup>189</sup> On average, five Syrian businesses are established each working day in Turkey; and one-fifth of all foreign-owned companies in Turkey are Syrian businesses.<sup>190</sup> In Gaziantep, there is rich data on those businesses that are registered with either the province's Chamber of Industry and Chamber of Commerce, a requirement for registration being that they employ more than ten workers. Over 1820 businesses are registered, and they are mainly engaged in shoe making (25%), textiles (25%), food production (16%), plastics (15%) and chemicals (5%).<sup>191</sup>

The increase in the number of Syrian SMEs varies significantly from one province to another. In Istanbul, the sector is expanding rapidly – many of them export-focused, with Arabic-speaking clients in industries such as real estate and tourism.<sup>192</sup> The expansion in the number of registered businesses and workers has been much more sluggish in Gaziantep, with payment of social security contributions identified as a key disincentive.<sup>193</sup>

In a bid to address certain restrictions, Syrian and other non-Turkish entrepreneurs sometimes partner with Turkish citizens to acquire knowledge of the local economy and to circumvent land-ownership regulations.<sup>194</sup> However, such arrangements have the potential for exploitation.<sup>195</sup> Despite a willingness to do business in Turkey, Syrian businesses reportedly often demonstrate a lack of understanding of rights and obligations under Turkish law, banking and accountancy regulations (as their use was not common practice in Syria), and the requirement to document electronically represents a paradigm shift.<sup>196</sup>

Other than informational problems regarding the banking system, Syrians reportedly often face difficulties accessing credit and loans in practice. Financial inclusion is an important conduit for inclusive economic growth, as it creates more economic opportunities and enhances self-reliance. There is data to demonstrate the correlation between increased business borrowing and a lower unemployment rate.<sup>197</sup> Stakeholders supporting employers to hire more Syrians argued that banks should be encouraged to provide credit and loans on an equitable basis and receive guidance to ensure that they are providing accurate and up-to-date information, as this can vary by province and bank.<sup>198</sup>

While the number of people in employment overall in Turkey increased by 1.1 million during 2017, 82% of this increase occurred in the SME sector.<sup>199</sup> Improvements in access to finance in recent years have helped bolster the sustainable growth of SMEs and associated job creation and innovation. Syrian companies have played their part in this economic growth, job creation, as well as providing Syrians Under Temporary Protection with sustainable livelihoods and independence. The large number of Syrians employed informally in the private sector demonstrates that some companies are willing to employ Syrians Under Temporary Protection, but further efforts are needed in terms of implementing laws and the recruitment of registered workers.

Businesses formally established by Syrians have invested capital in Turkey amounting to 334 million USD between 2013 and 2016. According to a survey conducted in 2017 by the think-tank Building Markets, 74% of Syrian SMEs in Turkey are classified as micro-enterprises (fewer than 10 employees), 24% are classified

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<sup>189</sup> Building Markets, *Partners without Borders: An assessment of Syrian-Turkish business collaboration in Turkey* (forthcoming).

<sup>190</sup> Uçak et al., *Another Side to the Story*.

<sup>191</sup> Interview with Chamber of Industry, Gaziantep, May 2018.

<sup>192</sup> Interview with Building Markets, Istanbul, May 2018.

<sup>193</sup> Interview with Social Security Institution, Ankara, May 2018.

<sup>194</sup> Syrians are not permitted to purchase land as individuals in Turkey (Article 35 Clause 2 of Turkey's Law on Property No. 2644, issued in 1934). However, Syrians can buy property in the name of a registered business.

<sup>195</sup> UNDP, ILO & WFP, *Jobs Make the Difference*, p. 100

<sup>196</sup> Interview with Building Markets, Istanbul, May 2018.

<sup>197</sup> UNDP, *Expanding Markets, Generating Jobs, Fostering Hope: UNDP Portfolio for Economic Opportunities and Sustainable Livelihoods in the Syria Crisis Response*, UNDP,

2016, <<http://www.arabstates.undp.org/content/dam/rbas/doc/SyriaResponse/UNDP%20Sustainable%20Livelihoods%20in%20Response%20to%20Syria%20Crisis%20V5.pdf>>

<sup>198</sup> Interview with Habitat, Istanbul, May 2018.

<sup>199</sup> Using Social Security Institution (SGK) data and İŞKUR data for February 2018, the Employment Monitoring Bulletin No. 71 from TEPAV reports that the increase of 1,102,000 people in formal employment between January 2017 and January 2018 included an increase of 903,000 people being employed by SMEs. Available online at: [www.tepav.org.tr/en/haberles/s/4342](http://www.tepav.org.tr/en/haberles/s/4342) (Checked on 25/6/2018).

as ‘small’ ones (between 10-50 employees), and 2% are defined as ‘medium’ enterprises (50-250 employees).<sup>200</sup> The expansion of the SME sector by Syrians in Turkey is leading to job creation: on average, these businesses employ 9.4 people; most of them were previously working in the informal sector in Turkey. Over half of the companies sampled in the survey claimed that they plan to recruit additional employees in the coming year – 8.2 employees on average.<sup>201</sup>

**Table 12: Distribution of Syrian SMEs in Turkey by economic sector**

Sector	Proportion of new businesses	Proportion of capital invested
Manufacturing	9%	11%
Construction	11%	19%
Wholesale & Retail Trade	49%	46%
Real Estate Activities	12%	10%
Total Of 4 Sectors	80%	85%

Source: Building Markets (2018)

Data on the geographical distribution of Syrian companies is only available from early 2017. Accordingly, 93% of all businesses formally established by Syrians were located in just five provinces: Istanbul (54%), Mersin (20%), Hatay (9%), Bursa (7%) and Gaziantep (6%). Of these, 80% were active in four sectors (see table above). There is a positive correlation between the seven provinces in Turkey hosting the highest numbers of Syrians Under Temporary Protection and their increased level of exports between 2010 and 2017 (with the exception of Şanlıurfa, which for many of these years had its border closed).<sup>202</sup>

Many Syrian business owners used to operate similar businesses in Syria, and thus have accumulated years of knowledge and sector-specific expertise.<sup>203</sup> Some of the products they produce did not previously exist in the Turkish market, such as specific types of textiles and foodstuffs, as well as travel and real estate services to customers in Arabic-speaking countries.<sup>204</sup> In particular, Syrian food products have found new markets in Turkey. Syrian software developers, engineers and block chain programmers could help Turkey advance in this rapidly developing global market, (in line with the GoT’s National Plan for economic development 2019-23). Shoe manufacturing was in decline in Gaziantep until the establishment of dozens of Syrian companies revitalized production in the sector.<sup>205</sup> Syrian entrepreneurs also often possess valuable knowledge about potential markets for their products, such as familiarity with Arabic-speaking consumers in Turkey; and have access and links to businesses in Syria and across the Middle East and North Africa.<sup>206</sup> Since 2010, there has been a significant increase in exports from Turkey to markets favoured by Syrian businesses, with provincial variations:

- Businesses in Hatay and Gaziantep exporting to Chad
- Businesses in Şanlıurfa exporting to Chad, Qatar, Sudan and Yemen
- Businesses in Kilis exporting to Algeria, Kuwait, Libya, Qatar, Sudan, Tunisia and Yemen<sup>207</sup>

According to the same Building Markets survey (2017), 39% of Syrian entrepreneurs plan to establish an additional business in Turkey; and 76% intend to retain their businesses in Turkey while also expanding into Syria, once the war is over. Future entrepreneurship plans among Syrians in Turkey are predominantly in the manufacturing (47%) and retail (52%) sectors. As well as contributing to the increase in exports from Turkey, Syrian businesses have also had a positive impact on the economy by absorbing both formal and informal labour.<sup>208</sup>

There is widespread agreement among analysts and stakeholders consulted for this study about the potential for further expansion of the SME sector, involving both the recruitment of Syrian employees, as well as Syrian entrepreneurs establishing their own businesses. This kind of economic expansion creates new

<sup>200</sup> Building Markets, *Partners without Borders*.

<sup>201</sup> Interview with Building Markets, Istanbul, May 2018.

<sup>202</sup> Building Markets, *Partners without Borders*.

<sup>203</sup> Interview with Building Markets, Istanbul, May 2018.

<sup>204</sup> Interview with Chamber of Industry, Gaziantep, May 2018.

<sup>205</sup> Interview with Chamber of Industry, Gaziantep, May 2018.

<sup>206</sup> Interview with United Work, Istanbul, May 2018.

<sup>207</sup> Building Markets, *Partners without Borders*.

<sup>208</sup> Interview with World Bank, Ankara May 2018.

employment opportunities for Turkish and non-Turkish workers, and has the potential for expansion into new markets. It will also contribute towards fostering social cohesion and generating revenue for the public purse: employees and companies pay taxes and social security contributions, as well as purchase goods and services domestically. Many Turkish citizens are over-qualified for the kinds of jobs that are available,<sup>209</sup> and young people are reluctant to work in sectors such as manufacturing, given the relatively modest wages and unappealing working conditions.<sup>210</sup> Unsurprisingly, many respondents suggested that regions with high concentrations of Syrians should be prioritized for support and investment, in sectors such as manufacturing. Given that increasing the numbers of women in employment promotes their empowerment, it was suggested that the industrial sector and other sectors that are well-suited to employing larger numbers should be promoted in order to accelerate this expansion.<sup>211</sup>

### Informal economy

Turkey has one of the largest informal economies among OECD member countries, ranging between 27% and 29% of GDP since the 1990s.<sup>212</sup> Some 33% of the population overall are estimated to be employed in the informal sector in April 2018 (i.e. working without any social security relating to the main job), down from 50% in 2011.<sup>213</sup> In the non-agricultural sector, the rate of unregistered employment realized is 22.4%.<sup>214</sup> It is widely acknowledged that many more Syrians Under Temporary Protection in Turkey are working in the informal sector than in formal employment.<sup>215</sup> An estimated 750,000-950,000 Syrians currently work in the informal sector.<sup>216</sup> There is a tendency in the private sector to hire Syrians informally as 'flexible labour', whereby employers avoid paying social security premiums and work permit fees.<sup>217</sup> The state subsidizes Turkish citizens in their registration for social security. While for foreigners the employer has to pay the registration fee, employers of foreign workers can also benefit from state incentives. While there is limited information on working conditions, Syrians Under Temporary Protection working in the informal sector are potentially subject to exploitative practices, including long working hours and wages that are lower than those of their Turkish co-workers.<sup>218</sup> Employment in the informal sector potentially places workers in unhealthy, dangerous and unstable working conditions.<sup>219</sup> It may also lead to Turkish workers being displaced from their jobs, given that refugees often agree to work without job security and for lower wages. Those working irregularly tend not to benefit from their social rights, especially in relation to work accident and occupational illness support and compensation.<sup>220</sup>

It should be noted that Turkey has a protracted history of receiving undocumented migrant workers; most of who are employed in the informal sector, particularly as seasonal agricultural workers. It is also important to recognize that the informal sector employs one-third of the Turkish labour force, so reforming it will take time and innovative approaches.<sup>221</sup> The informal sector plays an important role in quickly absorbing excess labour, particularly those without the language and technical skills to secure formal employment.<sup>222</sup> According to one source, there are 70,000-100,000 job vacancies in the informal economy.<sup>223</sup> In 2015, there were over 7,000 informal Syrian businesses according to official figures,<sup>224</sup> and one study estimates that

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<sup>209</sup> Interview with UNHCR, Ankara, April 2018.

<sup>210</sup> Interviews with GASMEK (Gaziantep, May 2018) and Chamber of Industry (Gaziantep, May 2018).

<sup>211</sup> Interview with UNDP, Ankara, April 2018.

<sup>212</sup> Uçak et al., *Another Side to the Story*.

<sup>213</sup> Interview with Social Security Institute (SSI), Ankara, May 2018; TURKSTAT, 'Labour Force Statistics, April 2018', Press Release No. 27695, (Ankara: Turkish Statistical Institute), 16 July 2018, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27695> (Checked on 24/7/2018).

<sup>214</sup> TURKSTAT, 'Labour Force Statistics, April 2018'.

<sup>215</sup> Interviews with ILO (Ankara, May 2018) and IOM (Ankara, May 2018). Employers are legally obliged to conduct their business activities in workplaces that comply with the provisions of "Implementing Regulation on Occupational Health and Safety Precautions That Should Be Taken In Work Place Premises", published on the 17/07/2013 dated and Official Gazette no. 28710; and their operations are audited by the Labour Inspection Board.

<sup>216</sup> International Crisis Group, 'Turkey's Syrian Refugees: Defusing Metropolitan Tensions', *Europe Report* No. 248, 29 January 2018.

<sup>217</sup> Interview with Social Security Institution, Ankara, May 2018.

<sup>218</sup> Interviews with IOM and ILO, Ankara, May 2018.

<sup>219</sup> Interviews with ILO (Ankara, April 2018) and (ex) MoLSS (Ankara, May 2018).

<sup>220</sup> Interview with Social Security Institution (SGK), Ankara, May 2018.

<sup>221</sup> Development Workshop, *Fertile Lands*.

<sup>222</sup> Interview with TEPAV, Ankara, May 2018.

<sup>223</sup> Interview with UNHCR, Ankara, April 2018. Employment levels in the informal sector are usually calculated by asking respondents in surveys if they are registered to a social security institution: registration is indicator of formal employment and non-registration of informal employment.

<sup>224</sup> Handan Sema Ceylan, 'Suriyeli firma sayısı 10 bini aştı,' *Dunya*, 2 September 2015, <<http://www.dunya.com/gundem/suriyeli-firma->

currently there are likely to be twice this number.<sup>225</sup> The existence of informal Syrian businesses has led to accusations from Turkish-owned businesses of unfair competition, given that they are not subject to tax inspections, health codes or police visits.<sup>226</sup> This has the potential to lead to social tensions between refugees and host communities (see more on social cohesion below).

### **Agricultural sector**

Agriculture is the main driver of food security for Syrians Under Temporary Protection and their host communities.<sup>227</sup> As direct food assistance to Syrians Under Temporary Protection in Turkey may potentially be scaled back over the coming years, it is important that this is accompanied by adequate levels of investment in agriculture and other relevant services among host communities in Turkey. Turkey is well suited to agricultural production, given its favourable climate and geographical characteristics, fertile soils and biodiversity. Investment in agriculture in the southern regions of Turkey – where most Syrian refugees are located – will serve to enhance the resilience of both Syrians Under Temporary Protection and vulnerable households in host communities, as well as reduce competition for low-skilled labour in these regions and thereby foster social cohesion. The Government of Turkey's Strategic Plan 2019-23 has ambitious plans for the expansion of the agricultural sector – from 60bn to 150bn USD.

According to data from the Turkish Statistical Institute at the end of 2017, 18.6% of the labour market in Turkey is employed in the agricultural sector (some 5.3 million people), and over 80% of these are informally employed.<sup>228</sup> In this regard, there are gender discrepancies: 68% informality for men compared with 96% for women.<sup>229</sup> About 90% of these are owner-producers and unpaid family workers. Some 50% of agricultural workers are women, which is higher than in most other sectors.<sup>230</sup> The exact number of seasonal workers currently working in the sector in Turkey is unknown. The search for employment opportunities is the main driver of internal migration - for both refugees and Turkish citizens.<sup>231</sup>

Despite the availability of work permit exemptions in the agricultural sector, Syrians Under Temporary Protection struggle to find long-term job opportunities.<sup>232</sup> For many Syrian refugees in particular - with low skills, minimal qualifications and inability to speak Turkish - this represents the only livelihood opportunity available to them. As a result, studies have shown that many are employed as daily workers, which is frequently associated with income instability and exploitative working conditions and practices;<sup>233</sup> and for substantially less than the minimum wage.<sup>234</sup> At the same time, the influx of additional labour has led to depressed wages for Turkish agricultural workers, particularly the low-skilled, seasonal and part-time workers. A proportion of seasonal workers are not registered under TP or are working in a different province than their registered province. As a result, entire families work in poor conditions for low wages, with no access to housing, education or healthcare<sup>235</sup>. Working conditions are usually worse for refugees than Turkish nationals overall, and wages are usually lower. In the agricultural sector, seasonal workers could have expected to earn about 50 TRY per day on average in 2017. But wages vary depending upon the crop, the activity being performed, location, labour supply and sometimes the legal status of the worker.<sup>236</sup> The need for more and better accommodation for seasonal workers was singled out in particular by many stakeholders consulted for this study.

An assessment by the Food and Agriculture Organization (FAO) in 2017 concluded that there is a shortage of skilled and semi-skilled labour particularly in the areas of: livestock care and maintenance,

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[sayisi-10-bini-asti-haberi-290981](#)> (Checked on 15/6/2018).

<sup>225</sup> Building Markets, *Partners Without Borders*, p.12

<sup>226</sup> Interview with (ex) MoLSS, Ankara, May 2018; NRC, *Needs Assessment*, 2017:12.

<sup>227</sup> FAO, *Turkey: Syrian Refugee and Resilience Plan 2018-19*, FAO, 2018, p. 4.

<sup>228</sup> TURKSTAT. 'Labour Force Statistics, November 2017', Press Release No. 27687, (Ankara: Turkish Statistical Institute), 15 February 2018, <http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=27687> (Checked on 24/6/2018).

<sup>229</sup> Ximena Vanessa Del Carpio and Mathis Christoph Wagner, *The Impact of Syrian Refugees on the Turkish Labour Market*, Policy Research Working Paper no WPS 7402, (Washington D.C.: World Bank), 2015, <<http://documents.worldbank.org/curated/en/505471468194980180/The-impact-of-Syrians-refugees-on-the-Turkish-labor-market>>

<sup>230</sup> FAO, *Turkey: Syrian Refugee and Resilience Plan 2018-19*.

<sup>231</sup> Interview with ILO, Ankara, May 2018.

<sup>232</sup> Interview with Ministry of Food, Agriculture and Livestock, Ankara, May 2018.

<sup>233</sup> Development Workshop, *Fertile Lands & FAO, Turkey: Syrian Refugee Resilience Plan 2018-19*.

<sup>234</sup> *Ibid.*, p. 5.

<sup>235</sup> Interviews with Ministry of Food, Agriculture and Livestock (Ankara, May 2018); Directorate General of Labor (ÇGM) (Ankara, May 2018); World Bank (Ankara, May 2018); Support to Life (Istanbul, May 2018); and Development Workshop, *Fertile Lands*.

<sup>236</sup> Interview with Support to Life (Istanbul, May 2018) and UNICEF (Ankara, April 2018).



orchard/plantation management and harvesting (citrus and olive), meat processing, greenhouse operation and maintenance (cut flowers and vegetables) and post-harvest processing and packaging.<sup>237</sup> The Ministry of Food, Agriculture and Livestock (MoFAL) argues for the need to develop an Action Plan to raise awareness among relevant stakeholders about labour supply and demand; training more agricultural consultants; and strengthening legislation enforcement mechanisms around employment practices and working practices. The MoFAL has already identified key agricultural products that should be prioritized, including livestock farming (particularly sheep and cattle) and high value chain goods for export markets (such as organic farm produce for the EU market).<sup>238</sup>

Based upon consultations with stakeholders, other challenges the sector faces in efforts to recruit Syrians Under Temporary Protection include:

- Formalization of work permits and/or exemptions, which some employers and employees regard as time-consuming and administratively burdensome, in large part because they have a limited understanding of the process.
- Lack of confidence of employers that employees have skills to care for valuable assets (livestock, machinery etc.)
- Differential working practices
- Unwillingness to relocate to rural areas
- Lack of a common language<sup>239</sup>

### Child labour

Most children that are in employment in Turkey work in the agricultural sector, usually as seasonal workers along with family members. It is prohibited by law for those under 18 years of age to be employed in the agricultural sector, but in practice children are employed in significant numbers from 11 years of age.<sup>240</sup> In the textile industry children from 12 years of age are employed in factories, while children as young as 8 or 9 years of age may work in supporting roles within their households (and thus without being 'visible'), assisting family members in textile-related work.<sup>241</sup> Working conditions are worse in agriculture than other sectors, followed by textiles and services/tourism. Children working in agriculture work in the same conditions and for the same wages as adults, but in the textile industry children earn less.

The GoT made 2018 the Year Against Child Labour in an effort to raise awareness and reduce the level of child labour. According to UNICEF, the GoT's National Action Plan on Child Labour (2017-2023) is strong but will be challenging to implement.<sup>242</sup> It aims to target both those children in employment as well as those at risk of joining the labour force, the latter group being more accessible. This requires an approach that focuses on the rights of women as well as the rights of children, as they are interlinked.<sup>243</sup> Some international companies have introduced progressive measures to combat child labour, which could potentially be adopted more widely. For example, the clothing retailer Primark has introduced a programme whereby if it encounters under 18-year olds working in its supply chain then it takes them out of the workplace and places her/him into schooling and provides the household with a minimum wage until the child reaches 18 years of age.<sup>244</sup>

One of the key challenges in relation to this issue is the lack of reliable data: the most recent survey on child labour in Turkey was conducted by TURKSTAT and published in 2012.<sup>245</sup> A household survey to examine the issue is planned for 2019, but it is not certain that Syrians Under Temporary Protection (especially those that are not registered) would be included. In absence of reliable data and analysis, it is not possible to assess how widespread or problematic it is among Syrians Under Temporary Protection. For those affected one would expect inter-linkages to their overall socio-economic situation and out-of-school / non-attendance rates of children (see also Protection and Education chapters of this report).<sup>246</sup> There is a need to address

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<sup>237</sup> FAO, *Turkey: Syrian Refugees and Resilience Plan 2018-19*.

<sup>238</sup> Interview with Ministry of Food, Agriculture and Livestock, Ankara, May 2018.

<sup>239</sup> Interview with Ministry of Food, Agriculture and Livestock, Ankara, May 2018.

<sup>240</sup> Interview with Support to Life, Istanbul, May 2018.

<sup>241</sup> *Ibid*

<sup>242</sup> Interview with UNICEF, Ankara, April 2018.

<sup>243</sup> Interview with Support to Life, Istanbul, May 2018.

<sup>244</sup> *Ibid*

<sup>245</sup> Interview with UNICEF, Ankara, May 2018.

<sup>246</sup> Correspondence with child labour specialist in EU Delegation, Ankara, July 2018.

this issue in cooperation with all relevant stakeholders, including specialised UN agencies (and notably the "No Lost Generation" initiative). (On child labour, see also Protection chapter)

## Market Competition and Social Cohesion

While Turkey has been generous and welcoming to the huge numbers of refugees arriving, especially from Syria, host community hostility toward newcomers is rising<sup>247</sup>. The lower wages paid to informal refugee workers are being transferred to Turkish workers and other workers in a race to the bottom as they compete for jobs, fuelling tensions between these already marginalized social groups. Incidents of inter-communal violence increased threefold in the second half of 2017 compared to the same period in 2016.<sup>248</sup> The potential for violence against Syrians Under Temporary Protection and other non-Turkish citizens is reportedly greatest in the metropolitan areas of Istanbul, Ankara and Izmir. In these districts, host communities see refugees as culturally different and resent their competition for low-wage jobs and customers, especially within the informal economy. Many also believe that Syrians Under Temporary Protection in particular receive preferential access to public services and assistance.<sup>249</sup> These recent trends highlight the importance of educating the host population that Syrians Under Temporary Protection do not represent a threat to their economic status and livelihoods. For example, supporting Syrians to become employers will increase employment opportunities – for both Turkish citizens and Syrians.<sup>250</sup> There is also a need to be wary of intra-communal tensions between Syrians of different status, as well as between groups of refugees and migrants from different countries of origin, where one group perceives the other as receiving preferential treatment in the job market.<sup>251</sup> While apparently this has been only a relatively minor issue thus far, it has the potential to become a more widespread threat to social cohesion, particularly if competition in the labour market increases.<sup>252</sup>

### 4.2.3 Access to Formal Employment

#### Availability of formal employment

There is little data from official sources with respect to the stock of job vacancies in the Turkish economy, but figures are published monthly with respect to new job vacancies, as reported by employers. In April 2018, there were 207,890 new vacancies; and the figures for the preceding months from September 2017 to March 2018 fluctuated between about 180,000 and 208,000 new job vacancies per month.<sup>253</sup> According to respondents, job vacancies in the formal economy are largely in the sectors of manufacturing, construction and agriculture, as well as in the retail and service sectors (including food production and catering).<sup>254</sup> Syrians Under Temporary Protection have access to labour market since the beginning of 2016. Work permits are evaluated and approved by the Ministry if the necessary criteria are fulfilled. To make the process easier, applications are submitted online via "e-devlet" with the new "e-izin" system.

#### Work permits

The (ex) MoLSS issued the 'Regulation on Work Permit of Refugees Under Temporary Protection' (Regulation on Work Permits hereafter) in January 2016,<sup>255</sup> under which Syrian refugees are eligible to apply for a work permit from six months after their registration under Temporary Protection. The regulation stipulates that the Ministry continues to make decisions based on the province and sector where Syrians are applying for the work permit. In 2017, the (ex) MoLSS received close to 90,000 work permit applications from non-Turkish nationals and approved almost 87% of them, according to data from the (ex) MoLSS. Syrian nationals accounted for 18% of all work permits granted to foreign nationals in 2016 and 24% in 2017, making them the largest single group of permit holders (see tables below).<sup>256</sup> The proportion of women

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<sup>247</sup> Interview with World Bank, Ankara, May 2018.

<sup>248</sup> ICG, *Turkey's Syrian Refugees*.

<sup>249</sup> Ibid

<sup>250</sup> Interview with TEPAV, Ankara, May 2018.

<sup>251</sup> Interview with World Bank, Ankara, May 2018.

<sup>252</sup> ICG, *Turkey's Syrian Refugees*.

<sup>253</sup> OECD, 'Registered Unemployed and Job Vacancies', 2018, Available at: [https://stats.oecd.org/Index.aspx?DataSetCode=LAB\\_REG\\_VAC](https://stats.oecd.org/Index.aspx?DataSetCode=LAB_REG_VAC) (Checked on 24/7/2018).

<sup>254</sup> Interviews with UNDP in Ankara (April 2018) and the Chamber of Industry in Gaziantep (May 2018).

<sup>255</sup> "Regulation on Work Permit of Refugees Under Temporary Protection" was issued in the Official Journal No. 2016/8375, dated 15 January 2016, according to the Turkish Labour Law website. Available at: <https://turkishlaborlaw.com/news/legal-news/362-turkey-grants-work-permit-for-syrian-refugees> (Checked on 21/6/2018).

<sup>256</sup> The proportion of work permits provided to Syrians in 2018 so far is 37% (based on data provided by the (ex) MoLSS in June 2018).



applying for and being granted work permits is much lower than for men.

**Table 13: Number of work permits issued to Syrians and other foreign citizens residing in Turkey from 2016-18**

Distribution of work permits issued, by population sub-group	Total number of work permits issued per year		
	2016	2017	2018 (up to May 2018)
Syrians under TP in turkey	13,284	20,967	8,763
All foreigner residents	73,549	87,183	23,370

Source: (ex) MoLSS

**Table 14: Number of work permits issued to Syrian men and women residing in Turkey from 2016-18.**

Distribution of work permits issued to Syrians under TP, by sex	Total number of work permits issued per year		
	2016	2017	2018 (up to May 2018)
Male	12,139	19,325	8,168
Female	1,145	1,642	749
Total	13,284	20,967	8,763

Source: (ex) MoLSS

While the introduction of the Regulation on Work Permits was a major step forward, in practice work permits remain inaccessible for the vast majority of Syrians Under Temporary Protection in Turkey.<sup>257</sup> The legislative and administrative framework for the provision of work permits is strong, but its implementation needs to be strengthened.<sup>258</sup> In most cases, there is a requirement that only employers are permitted to apply for a work permit, and they must submit an individual application for each potential employee.<sup>259</sup> Various stakeholders argued that in practice this requirement significantly curtails access to formal employment for Syrians Under Temporary Protection.<sup>260</sup> The requirement to obtain a work permit applies to both national and international companies, foundations and NGOs that wish to hire Syrians Under Temporary Protection. The Regulation outlines specific details for health professionals and educators who must secure permission from the MoH and the MoNE respectively prior to the MoH or MoNE submitting an application for a work permit for them. Animal husbandry and seasonal agriculture are the only exceptions as Syrians Under Temporary Protection may be exempt from applying for a work permit to work in these sectors; however, they must first apply for and be granted an exemption. Foreign nationals in Turkey are still not permitted to be employed in certain sectors, such as pharmacology and dentistry. The limitations hold for Syrians Under Temporary Protection, but recent reforms have allowed Syrians to be employed in a selection sectors previously closed to them – notably doctors and schoolteachers.

There is a strong theme of equity in law and practice with respect to how GoT affords rights to non-Turkish owned businesses and non-Turkish employees overall.<sup>261</sup> That said, the Work Permit Regulation continues to implement a quota system within the framework of the relevant legislation: Syrians Under Temporary Protection must constitute no more than 10% of the labour force of any employer, unless the employer can demonstrate that no Turkish citizen in the province can perform the same job. If the number of employees in a workplace is less than 10, it is possible for employers to hire a maximum of one Syrians Under Temporary Protection.

On 15 December 2017, the General Directorate of International Labour Force reduced the fee for applying for a work permit for a Syrian national under TP to 200 TRY.<sup>262</sup> It has recently been re-costed and in 2018 the fee was re-valued proportionately as 228.90 TRY.<sup>263</sup> Despite this, the fees requirement and the administration associated with obtaining work permits reportedly continues to deter many employers from

<sup>257</sup> Interview with UNDP (Ankara, April 2018); UNHCR (Ankara, April 2018); and ILO (Ankara, May 2018).

<sup>258</sup> Interview with UNHCR, Ankara, April 2018.

<sup>259</sup> However, Syrians under TP may apply independently for the work permit as freelance workers, but they must first establish and register a company in their name to be able to submit an application for the work permit.

<sup>260</sup> Interviews with ILO (Ankara, May 2018); World Bank (Ankara, May 2018).

<sup>261</sup> This equity in law and practice is for all licensed foreign businesses and formally employed foreign nationals.

<sup>262</sup> Prior to then, the fee for a temporary work permit (up to one year) was 537.50 TRY, in accordance with the Turkish Act on Fees No. 492. See website of Turkish Labor Law. Available at: <https://turkishlaborlaw.com/news/business-in-turkey/563-work-permit-fees-of-syrian-nationals-reduced> (Checked on 15/6/2018).

<sup>263</sup> According to UIGM in an email to EuroPlus and shared with Expert on 4/10/2018.

hiring Syrians Under Temporary Protection, or at least from doing so formally.<sup>264</sup> While the fees are not disproportionately high, it may be time consuming to fill in the form the first time,<sup>265</sup> and stakeholders claimed that it is something many employers avoid by hiring them informally or hiring Turkish citizens instead.<sup>266</sup> Other than obstacles in the work permit application process, according to some organizations working with Syrian refugees, applications for permission to travel to take up employment opportunities in other provinces are taking up to six months to process, which can act as obstacle to their recruitment and runs counter to efforts to foster social cohesion, as they are competing for jobs on inequitable basis.<sup>267</sup>

Many Syrians Under Temporary Protection reportedly have limited knowledge about the work permits system in Turkey, and some are unclear on the difference between work permits for TP beneficiaries and residence permit holders (*Ikamet*).<sup>268</sup> According to organizations that collaborate with businesses, many employers express concerns about the poor Turkish language skills, lack of occupational skills and an incompatible work culture among some Syrian refugees.<sup>269</sup> This can ultimately act as an obstacle to employers formalizing the employment status of workers. Finally, there is a lack of understanding about how the system works in terms of changes to salary e.g. the fact that social security payments are deducted from salaries at source.<sup>270</sup>

### Employment support services

The GoT's Strategic Plan 2019-23, together with numerous stakeholders consulted that are supporting and implementing programmes for livelihood support, all recognize the importance of strengthening the capacity of municipalities, and in deciding how funds are dispersed at the local level.<sup>271</sup> Municipal authorities and civil society organizations could play a more prominent role in identifying and addressing the needs of the local economy with respect to both labour supply and demand, as well as promoting social cohesion, given that they are often best placed to understand local issues and tensions.<sup>272</sup> For example in Adana, one district municipality carried out a 'cash for work' project in 2016 with Syrians Under Temporary Protection living in the district. In 2017, the same municipality was carrying out another livelihood project 'providing short-term employment for 200 Syrians Under Temporary Protection and 200 Turkish citizens in the municipality parks and green spaces'.<sup>273</sup> Projects coordinated by GIZ, KfW and other partners have provided support to both refugee and host communities in municipalities with relatively high numbers of Syrians. In particular, the Qudra project has combined skills training with efforts to foster social cohesion, especially among women and youth. Partners implementing these projects reported challenges in reconciling the disparity between vulnerability and skill levels. It was also observed that the social cohesion benefits for women tended to be higher than for men; and Turkish citizen beneficiaries tended to be less engaged in these interventions than Syrians Under Temporary Protection as they found the benefits more limited.

Since January 2016, Syrians have been able to access services provided by the government employment agency, İŞKUR. By May 2018, almost 12,400 people had been registered with İŞKUR; 5930 beneficiaries had been provided with its vocational counselling services; and 1042 individuals had secured employment. In addition, over 830 people benefited from vocational training courses and a similar number from on-the-job training programmes.<sup>274</sup> İŞKUR is widely regarded as being effective in supporting job searches, organizing relevant vocational training, and identifying job vacancies.<sup>275</sup> In 2017, an online registration system was

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<sup>264</sup> Interview with SSI, Ankara, May 2018.

<sup>265</sup> In an interview in Istanbul in May 2018 with United Work, a recruitment programme for Syrian refugees and companies based in Turkey and funded by the Dutch Ministry of Foreign Affairs, it was claimed that it takes about 20 minutes to complete a work permit application form if one is experienced, but easily two hours if not.

<sup>266</sup> Interview with SSI, Ankara, May 2018.

<sup>267</sup> Interview with ILO (Ankara, May 2018); World Bank (Ankara, May 2018); See Annex 3 on process to access travel permission.

<sup>268</sup> Interview with (ex) MoLSS, (Ankara, May 2018) and Directorate General of International Labour force (UİGM) (Ankara, May 2018).

The only cases where employers do not have to apply for a work permit are for highly qualified applicants, such as investment banking (Blue Card holders)—they have a different procedure and can apply themselves.

<sup>269</sup> According to respondents in interviews with UNDP in Ankara (April 2018) and the Chamber of Industry in Gaziantep (May 2018).

<sup>270</sup> Interview with SSI, Ankara, May 2018.

<sup>271</sup> Interviews with GIZ (Ankara, May 2018) and UNDP (Ankara, April 2018).

<sup>272</sup> ICG, *Turkey's Syrian Refugees*.

<sup>273</sup> Alexander Betts, Ali Ali and Fulya Memişoğlu, *Local Politics and the Syrian Refugee Crisis: Exploring Responses in Turkey, Lebanon and Jordan*, (Oxford: Refugee Studies Centre), 2017, <<https://www.rsc.ox.ac.uk/publications/local-politics-and-the-syrian-refugee-crisis-exploring-responses-in-turkey-lebanon-and-jordan>>

<sup>274</sup> Interview with İŞKUR, Ankara, May 2018.

<sup>275</sup> Interview with World Bank, Ankara, May 2018.

introduced providing information about job vacancies and how to submit applications.<sup>276</sup> Despite this, relatively few Syrians take advantage of the services İŞKUR provides. This is mainly because of the language barrier, as well as a lack of awareness about the services available and their entitlement to access them.<sup>277</sup> In addition, recruitment and employment offices established by NGOs and not-for-profit organizations provide support in linking employers with Syrians Under Temporary Protection.<sup>278</sup> According to the Directorate General of International Labour force (UİGM), there are challenges in relation to coordination between government institutions. For example, the provision of investment and investment incentives are not the responsibility of a single institution.<sup>279</sup>

Support provided to İŞKUR through EU funding under Facility 1 included technical assistance from the World Bank that incorporated the implementation of a skills and occupation assessment, including dissemination activities to inform the participating stakeholders to design and conduct skills training based on market needs; support to promote female-led social entrepreneurship; facilitating and supporting potential beneficiaries' access to existing and new entrepreneurship incentives through; conducting an evaluation to examine the impact of the employment services and ALMP sequence, in order to inform a potential scale-up, introduce modifications, and draw lessons; and conducting the assessment of micro-grants; all of which would be carried out by the GoT under the Employment Support for Syrians under TP and host communities activities.

### **Social security system**

While many employers reportedly view the requirement to pay social security contributions as a disincentive to formally recruit Syrian workers, and some businesses evade registration in part because of these costs, the role of the social security system is likely to become more prominent (and important in supporting vulnerable households).<sup>280</sup> The social assistance system in Turkey is robust and extensive, albeit that it is implemented in a fragmented manner.<sup>281</sup> While the number of active insured people is 22,360,760 and the number of passive insured people is 12,407,708, the total number of dependent people was 34,881,805 in June 2018.<sup>282</sup> But according to the Social Security Institution (SSI, or Turkish SGK), only 4% of Syrians are currently covered by the national social security system - because they work formally. However, all Syrians under TP have access to healthcare.<sup>283</sup>

The period when ESSN could be phased out would benefit from increasing service provision at municipal level.<sup>284</sup> Under the Turkish social security system, counsellors conduct household visits to assess needs, which facilitate the identification of wider needs and concerns than solely socioeconomic ones, and allow for case management with support being provided by multiple agencies as and when required. As part of a strategy to expand access to social security to those Syrians, while also strengthening livelihoods, the GoT is proposing to cover the cost of the increase in social security expenses on behalf of employers on the condition that they hire a Syrian and a Turkish citizen on a one-to-one basis. Currently the SSI employs 3000 inspectors, who are able to impose heavy fines on employers that violate the law.<sup>285</sup> This report's chapter on Basic Needs examines issues related to the ESSN in more depth.

#### **4.2.4 Employability**

##### **Accreditation and qualifications**

Many refugees leave their homes without documented evidence of their qualifications and skills (such as certificates) and cannot replace documents or access former employers to vouch for them. This can hamper the ability of even highly qualified professionals to access employment that is relevant and appropriate to

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<sup>276</sup> Interview with UNDP, Ankara, April 2018.

<sup>277</sup> Interviews with İŞKUR (Ankara, May 2018) and (ex) MoLSS (Ankara, May 2018).

<sup>278</sup> Interviews were conducted with two such organizations in Istanbul: United Work and Habitat (17-18 May 2018). Some 6700 benefitted from the vocational training services provided by the latter during 2017: 80% of these Syrians, 15% are female. About 40% of those trained in technology TVETs were female and these are mainly college students.

<sup>279</sup> Directorate General of International Labor force (UİGM) (Ankara, May 2018).

<sup>280</sup> Interview with World Bank (Ankara, May 2018) and SSI (Ankara, May 2018).

<sup>281</sup> Interviews with World Bank (Ankara, May 2018) and UNHCR (Ankara, May 2018).

<sup>282</sup> Interview with World Bank; and data provided by SGK via EuroPlus in email on 4/10/2018.

<sup>283</sup> Interview with SSI, Ankara, May 2018.

<sup>284</sup> Interview with World Bank, Ankara, May 2018.

<sup>285</sup> Interview with SSI, Ankara, May 2018.

their ability and skill sets.<sup>286</sup> Some resort to working for employers willing to take a risk in hiring them, often for relatively lower wages. The GoT recognizes that the country's authorized certification bodies need support and capacity building in order to respond to the demand of certifications from Syrian candidates.<sup>287</sup>

In the education sector, on-going initiatives to strengthen the quality of education were expanded further during 2017, including the provision of monthly financial incentives to over 13,000 Syrian volunteer teachers. In addition, needs-based trainings to strengthen professional skills were provided to more than 18,000 Syrians that are (or are intending to become) volunteer teachers.<sup>288</sup> With respect to the health sector, since the beginning of 2017 over 1,000 Syrian doctors and other health professionals have completed courses to adapt to the Turkish healthcare system. More than 400 of these health personnel have already been hired by the MoH to work in more than 80 clinics throughout Turkey that target Syrians Under Temporary Protection.<sup>289</sup> Details of these programs are provided in more depth in the Education and Health chapters of this report.

Broadly, there is a shortage of Arabic language speakers and translation services to support Syrian students and job applicants. For example, there is a need for interpretation services during trainings and examinations in the educational and vocational sectors; and a demand for more translation of documents of assessment of Syrian candidates, such as national qualifications certificates.<sup>290</sup>

Since 2006, Turkey has employed an operational system for the validation of non-formal and informal learning for vocational qualifications in order to assess, evaluate and certify skills of adults against national vocational qualifications. The Vocational Qualifications Authority (VQA) - a powerful platform that brings together the state, employees and employers in Turkey - runs this system. The ultimate aim of the system is to equip the labour force with up-to-date qualifications and to recognise their skills and learning in the workplace

The system of validation of non-formal and informal learning for newly developed vocational/professional qualifications has been initiated by VQA, leading to the establishment of Authorised Certification Bodies (ACBs), of which there were 170 by end of August 2018. Assessment, evaluation and certification is executed by ABCs (also-called Voc-Test Centers) that are accredited by the Turkish Accreditation Agency (TURKAK) and authorized by VQA.

ACBs conduct assessments, evaluations and certifications of learning outcomes for 273 national vocational qualifications. Successful candidates receive VQA vocational qualification certificates, and by the end of August 2018, 387,957 certificates had been issued in 16 sectors. Recently, some of them have also initiated validation work with migrants and refugees. VQA certification has become compulsory for 81 hazardous occupations, which puts a strain on the capacity of the system<sup>291</sup>.

The validation system of VQA is based on the actual performance of the learning outcomes rather than on documented evidence. Therefore, every candidate must take both theoretical and practical exams regardless of their previous experience and career.

## Language Training

Inability to speak Turkish is by far the biggest obstacle refugees face when seeking employment, and represents an impediment for employers as well (on Turkish language courses available to Syrians Under Temporary Protection, see Education chapter). According to numerous respondents, this is the case in both the formal and informal sectors of the economy, as there are large numbers of job vacancies in both, for doing jobs that most Turkish nationals do not want to do (e.g. manufacturing and agriculture).<sup>292</sup> As a result, Syrian workers are unable to access most existing employment programmes, and even skilled Syrians often resort to low skilled, poorly paid jobs such as manual labour.<sup>293</sup> Once Syrians Under Temporary Protection

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<sup>286</sup> UNDP, ILO & WFP, *Jobs Make the Difference*, p. 100.

<sup>287</sup> Interview with Vocational Qualifications Authority (MYK), Ankara, May 2018.

<sup>288</sup> UN, *3RP Regional Refugee and Resilience Plan, 2017-2018 – in Response to the Syria Crisis*, October 2017, <https://reliefweb.int/report/turkey/turkey-3rp-regional-refugee-resilience-plan-2017-2018-response-syria-crisis>

<sup>289</sup> UN, *3RP Regional Refugee and Resilience Plan, 2017-2018*.

<sup>290</sup> Interview with MYK, Ankara, May 2018.

<sup>291</sup> The number of certificates awarded in these 81 occupations is 354,029 as of 31 August 2018.

<sup>292</sup> Interviews with UNDP (Ankara, April 2018), World Bank (Ankara, May 2018) and Chamber of Industry (GASMEK (Gaziantep, May 2018).

<sup>293</sup> UN, *3RP Regional Refugee and Resilience Plan, 2017-2018*.

are able to communicate in Turkish, they can more easily access government employment services (including vocational training and job placement), all of which enhances their potential to secure jobs that match their skills. Though a variety of other language courses are available (e.g. online, smartphone-based), many are reportedly ineffective.<sup>294</sup> Stakeholders claimed that much of the language training being provided was too basic and not widely available: it needs to be more in-depth, tailored and targeted at priority sectors within the Turkish economy.<sup>295</sup>

### Technical Vocational Education and Training

The extent, types and perceivable impact of Technical Vocational Education and Training (TVET) being provided to Syrians Under Temporary Protection and host community members varies greatly from region to region, and even within provinces (on TVET high-school education, see Education chapter). For example, in Gaziantep one provider offers training courses lasting up to three-months to adults through 26 centres in skill-sets such as hairdressing, waitressing, sewing, carpet making, e-trade, CV preparation and Turkish language. Some 170,000 people have participated in these trainings, and 10,000 of these were Syrians (and 70% of those were women). According to their own figures, some 302 beneficiaries have subsequently secured employment.<sup>296</sup> Another example is a programme in Gaziantep that provides training in 22 skill types including carpentry, metalwork, machine maintenance and 3D printing. All 2000 beneficiaries of the programme in 2016 had reportedly secured employment subsequently.<sup>297</sup> The approach adopted in the latter programme involves identifying the specific needs of local employers by consulting them directly, and then providing tailored training to the appropriate number of people to satisfy the labour requirements of employers; and they also facilitate the work permit application process.

With respect to TVET, the need identified most by respondents to enhance employability (after Turkish language skills) was training for semi-skilled workers. There is widespread agreement on the sectors in which the main labour shortages exist: construction, agriculture, food production, manufacturing (e.g. textiles and furniture), carpet making, heavy machinery and car mechanics.<sup>298</sup> In many of these sectors, Turkey has a competitive advantage given that it has the necessary infrastructure and long-established export markets for these products, such as textiles. Moreover, for many Syrians it is a question of up-skilling them given their out-dated practices, rather than having to train an unskilled labour force.<sup>299</sup> To some extent, employers tend to only give training to men for some semi-skilled jobs and only women for others e.g. men for construction work and women for packaging and pruning.<sup>300</sup> At the provincial level, there are variations in the labour demand. For example, Gaziantep is an important hub for gastronomy but there is a labour force shortfall in the catering industry. Within the agricultural sector, the MoFAL has identified the importance of training a semi-skilled labour force to address shortages in specific areas, such as: animal husbandry; beekeeping; irrigation; pruning; as well as in the production of pistachios, olives, cotton, citrus, apples, grapes and tomatoes.<sup>301</sup>

In addition to TVET being provided through KfW and GIZ managed projects that link enhancing employment opportunities with fostering social cohesion (as discussed in the section on Employment Services Support above), UNDP have also received substantial support from the EU under Facility 1 funding for TVET projects. The UNDP Syria Crisis Response and Resilience Programme focuses on three major areas of support: Livelihoods, Employment and Local Economic Development; Municipal Service Delivery, Including Waste Management; and Social Cohesion, Empowerment and Protection. Under Facility 1, 9,718 Syrians attended vocational training courses in more than 20 different occupations, basic life skills trainings and Turkish language courses. Some 60% of participants were women. Over 1,330 host community members were provided with vocational trainings and 2,241 Syrians completed Turkish language courses.<sup>302</sup>

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<sup>294</sup> Ibid

<sup>295</sup> Interview with UNDP, Ankara, April 2018.

<sup>296</sup> Interview with GASMEK, Gaziantep, May 2018.

<sup>297</sup> Interview with Chamber of Industry, Gaziantep, May 2018.

<sup>298</sup> Interviews with ILO (Ankara, May 2018); KfW (Ankara, May 2018); GASMEK (Gaziantep, May 2018); and Chamber of Industry (Gaziantep, May 2018).

<sup>299</sup> Interview with GASMEK, Gaziantep, May 2018.

<sup>300</sup> Ibid

<sup>301</sup> Interview with Ministry of Food, Agriculture and Livestock, Ankara, May 2018.

<sup>302</sup> UNDP, *Elevating Hopes: UNDP Turkey Syria Crisis and Resilience Response Programme*, UNDP, 2017, <<http://www.tr.undp.org/content/dam/turkey/UNDP-TR-ELEVATING-HOPES-EN.pdf>>



## Data requirements

Most stakeholder organizations consulted for this study, including departments of the GoT and its national and international partners, claim that they need much more data with respect to both the supply and demand sides of the economy and the labour force in Turkey. Where there is data available, it is often not being sufficiently shared between government departments.<sup>303</sup> For example, the lack of information about the skills and qualifications of Syrians means that (ex) MoLSS is limited in the extent to which it can provide support.<sup>304</sup> At the same time, for most provinces there is little understanding of the labour needs and types of skills required by local employers.<sup>305</sup> Disaggregated data on the demand side of economy needs to be collected at both the district and neighbourhood (*mahalle*) levels in those provinces with significant number of Syrians Under Temporary Protection.<sup>306</sup>

İŞKUR will be provided with data from DGMM's registration verification exercise (see Protection chapter), which derives from eight questions that relate to skills & qualifications. This data will be anonymized and is based upon a sample. It is currently being piloted in four provinces to monitor labour market activity: Gaziantep, Istanbul, Urfa and Adana. While İŞKUR view this data as valuable, it was argued that they need much more comprehensive data that is disaggregated.<sup>307</sup>

There are numerous challenges in terms of the scale of the task in collating detailed data in relation to such a large number of individuals. Descriptions of jobs and job titles often differ in Turkey compared with Syria; Syrians often have skills that fall outside of their formal (former) employment roles in Syria, as many were public sector workers (which used to comprise some 50% of the labour force), who supplemented meagre incomes with second jobs. It was also pointed out that Syrians Under Temporary Protection are sometimes reluctant to stipulate the skills they have as they feel this may inhibit their ability to be considered for resettlement in a third country.<sup>308</sup>

Other than data based on a professional mapping, it is necessary for more data to be collected by Chambers of Commerce and Industry in different provinces about licensed Syrian businesses. Creating such a database and sharing information with Turkish businesses will build confidence in Syrian businesses given the credibility of Chambers and will hopefully foster more partnership building in the private sector.<sup>309</sup>

### 4.3 Assessment of Challenges and Needs

Given current situation described above, the challenges and needs pertaining to Syrians Under Temporary Protection in the livelihood sector can be summarized in the following.

Challenges	Needs
<b>ACCESS TO FORMAL EMPLOYMENT AND REDUCING INFORMAL ECONOMY</b>	
In practice, most Syrians Under Temporary Protection are unable to secure a work permit: they need to find an employer willing to hire them and apply for a work permit on their behalf.	More extensive allocation of work permits to those with skills and qualifications to be employed in sectors where there is a demand for labour.
There is a lack of data about labour market supply and demand, so matching employers with employees is challenging.	Relaxing quota of a maximum of 1 in 10 foreign employees for Syrians in any given workplace, in order to simplify employers' capacity to hire Syrians in those sectors in which it is very difficult to recruit Turkish citizens, such as textiles and manufacturing.
Quotas on the maximum number of Syrians permitted to be employed in one company is a constraint. While companies can apply for exemptions, it is a further administrative obstacle and stifles growth in key sectors where there is significant potential for expansion.	Simplification and reduction of restrictions on the regulations around work permits. More disaggregated data about the supply and demand side of the economy and labour force. Existing data needs to be shared with key ministries,

<sup>303</sup> Most stakeholder respondents made this point quite forcefully, including (ex) MoLSS (at a meeting held with government officials in Ankara in May 2018).

<sup>304</sup> Interview with World Bank, Ankara, May 2018.

<sup>305</sup> Interview with (ex) MoLSS, Ankara, May 2018.

<sup>306</sup> Interview with World Bank, Ankara, May 2018.

<sup>307</sup> Interview with İŞKUR, Ankara, May 2018.

<sup>308</sup> Interview with UNDP, Ankara, April 2018.

<sup>309</sup> Interview with Building Markets, May 2018.



Challenges	Needs
	while maintaining the confidentiality of individuals.
Some employers and employees claimed that the work permit application process is costly, time consuming and administratively burdensome. This is often because of limited understanding of how the system operates, and about their rights and obligations.	Ensure that employers and employees are better informed about work permit application processes and provide more support.
It can take up to six months for mobility permits to be granted; and securing one at the same time as a work permit is difficult.	Accelerate the processing of mobility permits.
There is huge demand for semi-skilled workers in sectors of the economy in which Turkish citizens are reluctant to work e.g. manufacturing – in both formal and informal sectors.	Training Syrians Under Temporary Protection as semi-skilled workers would address the demand and thus expand the economy, support livelihoods. It would also encourage informal businesses to register, as this would enable to recruit these trained workers.
Many businesses are able to operate informally with minimal chance of being held to account.	More inspectors and inspections of employers to monitor and regulate the business sector and impose punitive measures on those that are unregistered and violating regulations.
The business model of the garment, agriculture and construction sectors are particularly strongly tied to the informal sector	With respect to the garment sector, the purchasing practices of transnational corporations/brands should be transparent; and good practices of corporate social responsibility should be encouraged by governments, corporations and civil society within countries importing their products. With respect to all sectors, an expansion in inspection and monitoring of employers is required to verify and enforce compliance with labour laws and regulations.
THE BUSINESS SECTOR	
Most Syrian businesses are not registered. This means that taxes and social security contributions are not being paid.	More incentives to businesses to formally register themselves and their employees, such as through social security waivers when both Syrian and Turkish workers are hired.
Lack of registration increases the potential to exploit employees in terms of wages and working conditions	More support and more timely processing of applications.
Syrian businesses struggle to get loans from banks and this can be a disincentive to set up or expand a business.	More access to credits, loans and technical support and training, as this could act as an incentive.
Many Syrians who have established a business (or want to) lack a comprehensive understanding of relevant Turkish legislation, banking regulations and market dynamics. Without this knowledge, their businesses face a high risk of not succeeding.	Need for more widespread training targeted at entrepreneurs in Turkish legislation and regulations related to business and employment, banking regulations, accountancy, marketing, management, customer service and the dynamics of relevant markets in Turkey.
There is an increasing public perception among the host population that Syrian businesses and workers enjoy advantages over their Turkish counterparts and that livelihoods are thus being undermined, which can be detrimental to social cohesion.	Fostering partnerships between Syrian and Turkish businesses would have mutual benefits: Syrian businesses can facilitate Turkish companies in accessing new export markets, while Turkish businesses can help their Syrian counterparts in the domestic marketplace. Given that many entrepreneurs are likely to expand their businesses in Syria in the future, this is an investment in the future reconstruction and recovery of Syria and will

Challenges	Needs
Businesses struggle to identify suppliers and markets because of a lack of understanding of the local economy and Turkish customs and practices.	boost Turkey's international trade. There is an important role that municipal authorities and civil society organizations could play in identifying and addressing the needs of the local economy with respect to both supply and demand, as well as promote social cohesion, given that they are often best placed to understand local issues and tensions.
Syrian businesses often produce products that are not normally available in Turkey and they have good networks with markets in Arabic-speaking countries. But some struggle to sell their products in the domestic marketplace.	Establish partnership between Turkish and Syrian businesses whereby technical experience, expertise and networks are shared, in collaboration with chambers of commerce and industry, and other business forums.
Syrians who are the capital owners and want to invest in Turkey do not have sufficient information about the investment environment and opportunities in Turkey.	Organization of a convention where the Syrians who own the capital will participate and the authorities will come together.
Due to lack of travel freedom, Syrian businessmen who have strong business networks, cannot conduct international business	Providing opportunities about overseas travels to Syrian businessmen whom have international trade potential
THE AGRICULTURAL SECTOR	
Increased demand for food that has resulted from the influx of refugees. But many are not entitled to food assistance and this will be largely withdrawn in the future as humanitarian needs reduce and to discourage dependency.	Increasing agricultural production. As well as contributing to the stability of market prices, this will serve to increase employment opportunities and support livelihoods more broadly. There is a shortage of skilled and semi-skilled labour particularly in the agricultural sector that many Syrians Under Temporary Protection would be well placed to address.
Non-storable food items such as vegetables are in particular demand	
An expansion of this sector requires a regional approach, given local variations in aspects such as the amount of land available, fertility of the soil, processing capacities and local market demands.	An Action Plan to raise awareness among relevant stakeholders about labour supply and demand; and training more agricultural consultants.
Many seasonal workers in the agricultural sector reside in poor living conditions.	Expansion of decent accommodation for seasonal workers
Seasonal workers often do not have legal residency and the entire family is working with poor wages and working conditions, and no access to education or healthcare.	Strengthening legislation enforcement mechanisms around employment practices and working practices.
Those working in the most difficult conditions, for very low wages and with little attention to health and safety, are predominantly from the most vulnerable groups: Syrians Under Temporary Protection, but especially women and children in the agricultural sector.	Better monitoring and enforcement of laws related to the rights of women and children. Employers need to be provided with capacity building and support.
ACCREDITATION & QUALIFICATIONS	
Many Syrian workers left their homes without documented evidence of their qualifications and skills and cannot access former employers to vouch for their skills. This can hamper the ability of even highly qualified professionals to access relevant employment. This often leads to under-employment and informal sector employment.	Turkey's authorized certification bodies need support and capacity building in order to respond to the demand of certifications from Syrian candidates. More diversity is needed in sources of verification for different professions e.g. for doctors and medical staff, the Syrian Medical Association could be contacted to verify members who want to practice in Turkey.
Shortage of health professionals and school teachers that provide services to the Syrian	Many of those with requisite skills could be recruited

Challenges	Needs
<p>population. For medical staff, insufficient clarity about how their work with the migrant health clinics will translate into/be counted as work if they apply for other parts of the Turkish medical system once/if they become Turkish citizens.</p>	<p>if there were more resources for up-skilling, specialist language training and administration of the translation of documents and accreditation process, etc. Ensuring that quality of trainings is meeting need, as currently the focus is on quantity and not quality e.g. teachers and volunteer teachers provided with training on pedagogy, etc., but it is not clear how effective it is. Expanding the law to include other medical related professions such as dentists, pharmacists, etc. (currently excluded)</p>
<p>Shortage of Arabic language speakers and translation services to support Syrian students and job applicants.</p>	<p>Recruitment and training of larger numbers of Syrians to be employed in the provision of these services.</p>
LANGUAGE & VOCATIONAL TRAINING	
<p>There is universal agreement that language training in Turkish is the greatest need with respect to increasing employability, supporting livelihoods and social cohesion.</p>	<p>Language training aimed at enhancing employability needs to be based upon curricula that are tailored to specific sectors of the economy; and may involve longer timeframes that is currently often the case.</p>
<p>Vocational training currently being offered are reportedly sometimes duplicative and poorly aligned with job opportunities locally, in large part as a result of insufficient data about the labour force requirements of employers.</p>	<p>TVET courses should be developed in consultation with local employers, businesses forums, and Chambers of Commerce/Industry/Labour, so as to develop skills that address their recruitment needs, which happens to some extent in some parts of the country but not nationwide</p>
<p>Little information available about TVET programmes provided and so unable to strengthen tools and curricula based upon empirical evidence of what has worked well.</p>	<p>Monitoring the performance and needs of students after they complete university/higher vocational projects and once they have worked for a period of time in the labour market to assess effectiveness of investments made.</p>

#### 4.4 Conclusions and Recommendations

Short, mid and longer-term prospects and recommendations for the livelihoods sector are:

- Expansion of semi-skilled labour force in those sectors experiencing labour shortfalls, where many of the job opportunities appeal to Syrian workers but much less to Turkish citizens, such as manufacturing and agriculture.
- Training in Turkish language is central to increasing employment levels, including programmes that are designed to provide the language skills for beneficiaries to be employed in specific sectors.
- Matching employers with employees requires comprehensive data about the supply and demand side of the economy and this is to be informed by the context at the local level; the information also needs to be made available to key stakeholders.
- Businesses need to be better informed about their rights and obligations and they need training in issues such as banking, accountancy, management etc.
- Partnerships and mentoring between Turkish and Syrian businesses should be encouraged and supported. This is an investment for the future reconstruction and development of post-conflict Syria.
- Encouraging recruitment of Syrians Under Temporary Protection by Turkish businesses and international ones through provision of technical support and advocacy work with the GoT and businesses in Turkey and internationally.

In view of this larger strategic framework, the following priority actions are proposed:

**Table 15: Suggested priority actions in Livelihoods**

PRIORITY ACTION 1	
Collection of disaggregated data in relation to the supply and demand side of the economy and labour force. Conducting professional mapping. Existing data needs to be shared with key ministries, while maintaining the confidentiality of individuals, this involves collecting data about skills and qualifications.	
<b>Timeframe:</b> Short to medium-term	<b>Estimated Cost:</b> 10 million EUR <sup>310</sup>
PRIORITY ACTION 2	
Extensive TVET training programme to significantly increase number of semi-skilled workers to address the demand in key sectors with labour shortfalls (e.g. manufacturing and agriculture), and thus expand the economy and support livelihoods, based upon data provided in Priority Action 1. Coordinated by the GoT and implemented with range of national and international partners. TVET courses should be developed in consultation with local employers, businesses forums, and Chambers of Commerce/Industry/Labour, so as to develop skills that address their recruitment needs at the local level. This is incorporated within a wider policy of providing a much larger proportion of the refugee labour force with the skills to gain employment in the formal sector and no longer depend mainly on ESSN, but rather make social security contributions themselves.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 270 million EUR <sup>311</sup>
PRIORITY ACTION 3	
Language training aimed at enhancing employability needs to be based upon curricula that are tailored to specific sectors of the economy and should involve longer timeframes that is currently often the case.	
<b>Timeframe:</b> Short to long-term	<b>Estimated Cost:</b> 30 million EUR <sup>312</sup>
PRIORITY ACTION 4	
Programme of information sharing and capacity building for employers and employees so they are better informed about work permit application process and are provided more support.	
<b>Timeframe:</b> Short to medium-term	<b>Estimated Cost:</b> 5 million EUR <sup>313</sup>
PRIORITY ACTION 5	
More widespread training targeted at entrepreneurs on Turkish legislation and regulations related to business and employment, banking regulations, accountancy, marketing, management, customer service and the dynamics of relevant markets in Turkey. <sup>314</sup>	
<b>Timeframe:</b> Short to medium-term	<b>Estimated Cost:</b> 30 million EUR <sup>315</sup>

<sup>310</sup> There are two projects of similar scale, which have been finished recently. The first one is the Entrepreneurship Information System (Girişimci Bilgi Sistemi in Turkish) that was formed within the MoSIT at around a cost of 10 million USD, excluding the survey costs. Once the survey costs are added, it will be around 12 million USD. The second project, which aimed to combine the supply and demand side of the labor force in selected areas was the UMEM project. Collecting the data and forming the database cost around 8 million USD. However, UMEM consisted only of a few cities, not the broader region. The estimate is based on a combination of these two project budgets.

<sup>311</sup> The costs for the TVET trainings are calculated based on the vocational trainings of İŞKUR. An average training takes about 160 working days. For each training the instructor gets about 200 TRY per day and the participants receive 20 TRY to finance their daily needs. Assuming that each class consists of 25 people, the cost of a 160-day training program is 112,000 TRY. If the number of targeted workers is taken as 400,000 and the number of households is 300,000, so on average more than one member from a family will have TVET training, then there will be around 16,000 courses to be provided. As a result, the total cost will be 1,792 billion TRY, which is approximately 270 million Euros.

<sup>312</sup> The target is 50,000 beneficiaries in 2,500 courses. Since each course will cost around 112,000 TRY, the total amount of Turkish courses will be 2.8 billion TRY, being equal to around 49 million Euros. If we assume that class materials will cost around 250 TRY for each beneficiary, the total cost of Turkish courses will be a little over 50 million Euros.

<sup>313</sup> For this purpose, we assume a 2-year project, where legal counseling and advice units will be established. If we assume that there will be 3 units (one in Istanbul), and each unit will have 1 administrative personnel (5,000 TRY gross earnings per month), 3 consultants (each will have 8,000 TRY per month) and a monthly expense of 4,000 TRY (including rent and other facilities), then the monthly cost of three units will be 1,118,000 TRY. Assuming that these units will get funding for the first two years, the total cost of the project will be 28,512,000 TRY, which is close to 5 million Euros.

<sup>314</sup> Refugees' access to credit and loans could be expanded by encouraging financial institutions to do so and informing refugees about their rights. There is ample evidence to demonstrate to comparatively high credit worthiness of refugees and the experiences of other countries can be informative about the approaches to adopt.

<sup>315</sup> Executive education on entrepreneurship and business cost more than TVET trainings. A typical executive education takes about 50 hours, which is 10 working days. The cost of instructors from business is assumed to be 2,000 TRY per day, and each student (there

### PRIORITY ACTION 6

An Action Plan to identify priority needs at local level and raise awareness among relevant stakeholders about labour supply and demand in the agricultural sector. Training more agricultural consultants to provide technical advice to farmers that wish to expand and diversify and others wanting to establish new farms.

**Timeframe:** Short to long-term

**Estimated Cost:** 5 million EUR<sup>316</sup>

### PRIORITY ACTION 7

Expansion of accommodation for seasonal workers and provision of other support services. At the same time, work to strengthen legislation enforcement mechanisms around employment and working practices, especially for vulnerable workers such as children and women, to mitigate the poor conditions and low wages that they are particularly susceptible to.

**Timeframe:** Short to medium-term

**Estimated Cost:** 26 million EUR<sup>317</sup>

### PRIORITY ACTION 8

Turkey's authorized certification bodies need support and capacity building in order to respond to the demand of certification from Syrian candidates. This should be accompanied by more resources for up-skilling, specialist language training and administration of the translation of documents and accreditation process, etc.

**Timeframe:** Short to long-term

**Estimated Cost:** 22 million EUR<sup>318</sup>

### PRIORITY ACTION 9

Fostering partnerships between Syrian and Turkish businesses would have mutual benefits: Syrian businesses can facilitate Turkish companies in accessing new export markets, while Turkish businesses can help their Syrian counterparts in the domestic marketplace. The international community should assist in efforts to access export markets, such as by facilitating access to international business forums and providing preferential export and trading status to specific products. This is an investment for the future reconstruction and development of post-conflict Syria.

**Timeframe:** Short to long-term

**Estimated Cost:** 24 million EUR<sup>319</sup>

### PRIORITY ACTION 10

With respect to the goal of decreasing informal working, increasing vocational trainings and inspections will be an important tool to address this issue. Provide support to employers according to additional workers they employ, thereby easing their financial burden and encourage formal employment. Resources could be provided to employers - not directly but paying social insurance payments of workers etc.

**Timeframe:** Short to long-term

**Estimated Cost:** 70 million EUR<sup>320</sup>

Total sum of costs regarding proposed actions is **492,000,000 EUR**.

will be 25 students in each class) will receive 20 TRY per day. If the targeted number of participants is 75,000 and each participant will take two courses, then there will be 6,000 courses on business and entrepreneurship (other soft skills as well). The cost of instructor and students will be 75,000,000 TRY. Assuming that the classroom and textbook materials will cost about 4,000 TRY per a two-weeks course, the total cost for the trainings will be 175,000,000 TRY, which is around 30 million Euros.

<sup>316</sup> An action plan about raising awareness cost around 2 million Euros. In addition, there will be 6 months trainings of agricultural consultants. The number of targeted agricultural consultants is 300 (we assume that there will be one agriculture consultant for each of 250 farmers so that the project can reach a total number of 75,000 farmers). Assuming that each course will cost around 1,320,000 TRY (1,000 TRY per day for the instructor and 400 TRY per diem for the qualified participants for a total of 6 months) and there will be 25 6-month courses, the trainings will cost around 15,840,000 TRY, which is around 2.8 million Euro. Summing up this with the awareness plan will make the total costs 5 million Euros.

<sup>317</sup> The targeted number for this priority action is 60,000 vulnerable and/or seasonal workers. These workers will be trained and informed about the malpractices, their legal rights etc. They will also receive counseling services. Assuming that each training and counseling session takes about 80 work days, one training will cost 112,000 TRY. Combining this with targeted number of vulnerable workers, the estimated cost will be around 24 million Euros. Adding an extra 2 million Euro to strengthen legislation enforcement mechanism will increase the budget to 26 million Euros.

<sup>318</sup> A typical EU-funded support and capacity building program for a line ministry costs around 14-15 million USD, or approximately 12 million Euros.

<sup>319</sup> The annual budget for a business association to increase the business relations between two countries is around 1 million Euros. This budget includes the networking events, export/import consultancy, business management consultancy etc. Assuming that it will take about 4 years for the business association to have a financially sustainable path, the total cost will be around 4 million Euros.

<sup>320</sup> The annual budget for a business association to increase the business relations between two countries is around 1 million Euros. This budget includes the networking events, export/import consultancy, business management consultancy etc. Assuming that it will take about 4 years for the business association to have a financially sustainable path, the total cost will be around 4 million Euros.



## 5 HEALTH

### 5.1 Introduction

This section aims to assess the health needs of refugees in Turkey, looking into the different layers including strategic, institutional and legal framework, health determinants, access to services, health status and risks for refugees, as well as the availability and capacity of the services (see Table 16 for detailed breakdown of the main thematic areas).

**Table 16: Main health areas considered in the assessment**

Thematic focus areas	Indicative breakdown/content
Strategic, institutional and legal framework	<ul style="list-style-type: none"> <li>■ Policy and strategic approach to refugee healthcare at the national, regional and international level</li> <li>■ Governance and coordination</li> <li>■ Laws, regulations, decrees and other legal documents related to healthcare services for refugees</li> </ul>
Health determinants	<ul style="list-style-type: none"> <li>■ Social and economic vulnerabilities</li> <li>■ Health behaviours</li> <li>■ Health literacy</li> </ul>
Access to and use of health services	<ul style="list-style-type: none"> <li>■ Language and culture</li> <li>■ Awareness and navigation of the system</li> <li>■ Health seeking behaviours</li> <li>■ Patient mobility</li> <li>■ Equity and gender-sensitive service approach</li> <li>■ Referral, counter-referral and follow up system</li> </ul>
Health status and risks	<ul style="list-style-type: none"> <li>■ Mortality and morbidity</li> <li>■ Vaccine preventable diseases &amp; immunization</li> <li>■ Mental health</li> <li>■ Women's health</li> <li>■ SGBV and victims of torture</li> <li>■ Child health (including Nutrition and Immunization)</li> <li>■ Chronic diseases</li> <li>■ Communicable diseases</li> <li>■ War related illnesses &amp; injuries (through cross-border referrals)</li> </ul>
Health services and resources (infrastructure, equipment, personnel)	<ul style="list-style-type: none"> <li>■ Preventive healthcare</li> <li>■ Emergency healthcare</li> <li>■ Primary healthcare</li> <li>■ Secondary &amp; tertiary healthcare</li> <li>■ Specialized services</li> <li>■ Mental healthcare and psycho-social support</li> <li>■ Gynaecology &amp; obstetrics care</li> <li>■ Maternal and new born care</li> <li>■ Paediatrics and child healthcare</li> <li>■ Physiotherapy, rehabilitation &amp; post-operative care</li> <li>■ Other specialized services</li> </ul>

Building on the overall project methodology, the assessment of the health sector examines the current situation, completed and ongoing interventions and remaining unmet needs, while suggesting priority actions to be taken in the short/mid/long term. In addition to these questions, the analysis stresses on aligning the recommendations with the sectorial priorities of the UN the Regional Refugee and Resilience Response Plan (3RP), the Regional Refugee and Migration Response Plan (RMRP), as well as national strategic plans and policies within a rights-based approach. The analysis builds primarily on secondary sources of quantitative information and data, as well as qualitative information from stakeholders such as Ministry of Health (MoH), ECHO, WHO, UNFPA, WHO, UNICEF, Relief International (RI), Doctors without Borders (MSF), Doctors of the World (MDM), Union of Medical Care and Relief Organizations (UOSSM) and some private health clinics among others.

## 5.2 Current Situation

### 5.2.1 Strategic, Institutional and Legal Framework related to Refugee Health

Despite hosting the highest number of refugees in the world, Turkey has made tremendous efforts in improving the access to health for Syrians fleeing the war. By 2015, as a result of strong government ownership and the shift towards an integration policy, the scattered landscape of healthcare services provided to Syrians under TP by various international, national and Syrian civil society organizations, and informal civil and private initiatives has changed, while those meeting the service criteria have been integrated into the national healthcare system (NHS) under the umbrella of MoH. For example, the *Temporary Healthcare Centres* previously run by humanitarian actors have since been transformed into *Migrant Health Centres* (MHC) that are specifically aimed at meeting the primary healthcare needs of Syrians under TP, while legislative changes have enabled their access to secondary and tertiary level public healthcare services. During this period, the MoH, together with (ex) MoLSS have made significant progress in integrating Syrian healthcare providers (general practitioners, nurses, midwives) into the Turkish healthcare system— although still leaving out much needed specialized doctors and dentists<sup>321</sup>. Within this new model, the role of humanitarian actors and civil society has been reduced to gap filling in mental healthcare, women's healthcare, child healthcare, physiotherapy-rehabilitation and post-operative care where public healthcare is unable to meet the massive needs vis-à-vis the rapidly increasing scale of the refugee presence in Turkey.

Except for a few primary healthcare (PH) and specialized services, today the large majority of healthcare services in Turkey are provided through the public healthcare system that was already overstretched prior to the flow of more than 3,8 million refugees. Since 2016, funds from the EU Facility have provided both technical and financial support for responding to health needs, including a 300 M€ direct grant to the MoH, 134M € assistance through IPA and EUTF funds and 74M € humanitarian assistance coordinated by ECHO Office.

There are two essential legal documents regulating access to health for refugees under different statuses: the Temporary Protection Regulation (TPR) for Syrians and the Law on Foreigners and International Protection (LFIP) for other nationalities.<sup>322</sup> Accordingly:

- Refugees and persons under subsidiary protection have access to preventive (pertaining to communicable diseases), emergency, primary, secondary and tertiary healthcare services
- Conditional refugees and applicants of international protection (IP) have access to preventive and emergency healthcare services
- Syrians under TP have access to preventive, emergency, primary, secondary and tertiary healthcare services
- Syrians awaiting registration for TP have access to preventive (pertaining to communicable diseases) and emergency healthcare services

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<sup>321</sup> Specialists in some branches (Internal Medicine, paediatricians, and gynaecologists) are being employed in Enhanced Migrant Health Centres within the context of SIHHAT Project. Other Syrian specialists can be recruited in hospitals if they can acquire equivalence of their diplomas. Apart from these, specialists can be recruited as practitioners in MHCs, if they complete the related training program and acquire competency certificate. (MoH)

<sup>322</sup> A detailed list of international legal instruments and national legislation related to right to health and access to health services are presented in Annex 9.

## Coverage and referral system

All Syrians in Turkey must register with a Provincial Directorate of Migration Management (PDMM) office as a pre-requisite to access free medical treatment and medication provided by the public healthcare system and covered under the General Health Insurance (GHI) scheme; otherwise refugees can only access preventive and emergency care. The health insurance is valid only in the province where the person is registered except in circumstances determined by the law. As a general principle followed by the GoT, the health coverage of Syrians under TP, whenever a contribution fee is requested from them or whenever the medication or devices are not covered, are in line with the rights of the Turkish citizens and cannot exceed them regardless of the availability of the resources. Thus, the paragraphs below should be interpreted within this scope.

For primary and emergency healthcare services, treatment and medication, the patient contribution fee is not collected. Secondary and tertiary health care is provided if the treatment falls within the Healthcare Implementation Directive (SUT)<sup>323</sup>. A contribution fee may be requested from a patient if the treatment of health issue does not fall within the scope of SUT or if the expenses exceed the maximum financial compensation amounts allowed under SUT.

As for the medication costs, which were previously covered by AFAD up until March 2018, 80% of the cost is covered by DGMM using prices determined in SUT and refugees pay the remaining 20%. In addition, beneficiaries are expected to pay 3 TL / 0.66 € per medication item when up to three items, and 1 TL / 0.22 € for each item when more than three items are prescribed. Regarding access to medication and medical devices, the main gap is in access to medication and devices not covered by SUT and to high price treatment and exported drugs. Various health actors consulted for this report have also pointed at the inconsistent interpretation and implementation of health regulations in different provinces and among different healthcare providers as a barrier to access.

For primary healthcare services, Syrians under TP can approach Family Healthcare Centres (FHC), Mother and Child Health and Contraceptive Methods Centres, Counselling Centres, Tuberculosis Dispensaries, and recently established MHCs. As for the secondary healthcare services (provided by State Hospitals) and tertiary healthcare services (provided by university or research & education hospitals), patients may address these structures directly, but they may not have access to free services in university or education and research hospitals without referral. In the absence of a referral, for Syrian under TP's access to free services in university research hospitals are limited to emergency, intensive care services, burn injuries and cancer treatment.<sup>324</sup> The same limitations apply in the case of Syrians under TP seeking healthcare in private hospitals. In the event that a specific and necessary treatment is not available in the province where the refugee is living, then s/he must apply to the PDMM, requesting a referral to another province where the treatment is available (by providing an official report from a state hospital in the province of their registration). PDMM offices reach a decision about the referral application in coordination with the Provincial Health Directorate of the province.

The GHI scheme includes mental health services provided by public healthcare institutions. But these are mostly limited to psychiatric services. A number of NGOs are offering a range of mental health and psychosocial support services in some locations around Turkey, though their coverage is limited when compared to the total refugee population.

### 5.2.2 Health Determinants

#### Social and economic factors

There are various demographic, social, physical, psychological and economic factors leading to poor health among refugees, including, but not limited to low education level and income, poor working conditions, life style, limited social support, high poverty rates, negative coping strategies like insufficient and poor quality food consumption, poor housing, water and sanitation conditions, sexual violence, child abuse, prevalence of polygyny, and the like (for further details on social and economical vulnerabilities, see Protection and Basic Needs chapters of this report; for working conditions, see Livelihood chapter of this report.) In the context of

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<sup>323</sup> Sağlık Uygulama Tebliği (SUT).

<sup>324</sup> Refugee Rights Turkey, "Health Care Services for Syrian Refugees and Other Persons under Temporary Protection, Questions and Answers," Refugee Rights Turkey, March 2017, <http://www.mhd.org.tr/images/yayinlar/MHM-5.pdf>

displacement where legal, social, cultural, economic, psychological and communication barriers put the physical, mental and social wellbeing of populations at risk, the displacement itself become a key social determinant in refugee health, in particular for women, children and those who are economically more vulnerable. Even migrants in a higher socio-economic position experience challenges and limitations to accessing services due to language and cultural differences, as well as institutional and structural obstacles or psycho- social stressors<sup>325</sup>.

## Health behaviours

Looking into the health behaviours of Syrians under TP is challenging in the absence of nationwide medical data specific to refugees. Even when the medical data is available, the impact of war and displacement on health behaviours (such as heightened use of tobacco and other addictive substances, poor food intake or bad food choices, lack of physical activity) are usually not reflected in those data. For example, average life expectancy in Syria is 72 for men and 77 for women according to official statistics from the World Bank, but this has little meaning with respect to Syrians living in displacement for over seven years<sup>326</sup>.

Despite those limitations, a recent survey conducted by AFAD in collaboration with WHO and MoH offers an overview on the health behaviours that could increase the health risks of Syrian refugees in Turkey<sup>327</sup>. The results indicate high combined health risks especially related to tobacco use, salt consumption, hypertension, low physical activity and obesity.

- Smoking a tobacco product is prevalent among Syrian men (55%) and the majority of them start smoking at a very early age (18,8 on average).
- Vegetable and fruit consumption rates on average are acceptable or good (2 to 4 per week or more) but 40% stated that they do not eat any fruit/vegetables during the day.<sup>328</sup>
- While almost half of young Syrians add salt always/often to their meals, a significant decline is visible in salt consumption with age, which is very likely due to health advice.
- The hypertension prevalence for men is 27.2% and for women is 23.8% and for both sexes is 25.6%. Overall, there is a significantly increasing trend with age of people having hypertension and who are not using drugs (23.4% of men and 18.9% of women).
- 6.4% of Syrian refugees have history of cardiovascular disease (CVD).
- 7.2 % of adult women aged 18-69 years had screening for cervical cancer.
- The proportion of individuals who have had their blood sugar measured but have not been diagnosed with high blood sugar is 15.9%.
- The overall percentage of participants who do not meet the WHO recommendations on physical activity is 63.5% for both sexes, higher (87.0%) for the elderly.
- Body Mass index (BMI) risk categories show that malnutrition risk is low (1.4% of those aged 18-69), but 32.6% are overweight and 27.7% are obese. Women are significantly more likely to suffer from overweight/obesity than men (60.3% compared to 56.2%). The prevalence of overweight has a significant increasing trend with age (83.3% between 18- 69).<sup>329</sup>

In terms of maternal & new born health, several qualitative<sup>330</sup> and quantitative<sup>331</sup> studies show that Syrian refugee women rarely seek ante-natal care, and struggle to breastfeed and take care of their new born due

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<sup>325</sup> IOM, "Social Determinants of Migrant Health," accessed 29 June 2018, <https://www.iom.int/social-determinants-migrant-health>.

<sup>326</sup> World Bank 2017.

<sup>327</sup> Mehmet Balcilar, Health Status Survey of Syrians in Turkey, Non-Communicable Disease Risk Factors Surveillance among Syrian Refugees Living in Turkey, (Ankara: AFAD, MoH, WHO), October 2016, <<https://sbu.saglik.gov.tr/Ekutuphane/kitaplar/suriyeli%20mülteci%20ingilizce.pdf>

<sup>328</sup> Comprehensive Vulnerability Monitoring Exercise conducted by WFP-TRC with 600 households in 2017 shows that daily consumption of cereals, pulses, meat, fish, eggs, vegetables and fruit was on average five days a week. WFP-TRC, *Comprehensive Vulnerability*, May 2018d.

<sup>329</sup> Balcilar, Health Status.

<sup>330</sup> Oznur Korukcu, Ruveyde Aydın, Jane Conway and Kamile Kukulcu, "Motherhood in the Shade of Migration: A Qualitative Study of the Experience of Syrian Refugee Mothers Living in Turkey," *Nursing and Health Sciences* 20, no.1 (November 2017): 46-53.

<sup>331</sup> A UNICEF survey on breastfeeding practices of Syrian women in Jordan shows that only 19-56% of under 6-month-olds are exclusively breastfed. A UNICEF survey on breastfeeding practices of Syrian women in Jordan shows that only 19-56% of under 6-month-olds are exclusively breastfed. See: Hala Ghattas and Linda Shaker, *Infant and Young Child Feeding (IYCF) Programme in Syrian refugee Camps and Host Communities in Jordan*, UNICEF, 2016, [https://www.unicef.org/evaldatabase/files/IYCF\\_Evaluation\\_addendum\\_-25Feb2017.pdf](https://www.unicef.org/evaldatabase/files/IYCF_Evaluation_addendum_-25Feb2017.pdf)

to poverty, mental health problems, fear, being homesick, etc. Through a study conducted in Jordan, UNICEF has found that among Syrian women the intention to stop breastfeeding early is high, and there is a prevalent use of formula milk unnecessarily. During consultation meetings UNICEF in Turkey have confirmed that a similar situation is seen among Syrian refugees living in Turkey.

### Health literacy

Weak health literacy is another important factor deteriorating the health status of refugees. This in turn causes more hospitalization, draining the human and financial resources of the health system. The reasons for low health literacy among refugees in Turkey are various, including low proficiency in Turkish language, low education and high illiteracy rates, while indicative signs of low health literacy include high birth rates, and reported statements on misuse/overuse of drugs, medical structures and equipment. It is likely that low health literacy is more prevalent among women. And as shown in various studies, language remains the biggest barrier that limits access to information and health promotion, disease prevention and care services.<sup>332</sup>

### 5.2.3 Access to and Use of Health Services

#### Legal status

The problems in registration for TP status (for details see Protection chapter of this report) is among the main factors limiting refugees' access to healthcare services. As mentioned above, those who are not registered under TP can only access preventive and emergency care services, which is also the case for IP applicants and conditional refugees.

#### Language and culture

As documented in different studies, access to healthcare services for refugees is seriously hampered by the lack of interpretation services in hospitals.<sup>333</sup> There are a few call services operated by MoH and non-governmental health actors which assist patients at appointment stage,<sup>334</sup> however there is no nation-wide assistance in hospitals, where a Turkish speaker is often needed for navigating within the system and for communicating with physicians. Interpretation services are provided only in some locations. As of June 2018, the MoH supported with EU funds, has deployed 511 bilingual patient guides to state hospitals. The guides were trained by WHO and deployed through the SIHHAT project<sup>335</sup>. Some of them were deployed in state hospitals at information desks and others in MHCs. Interpretation services are also provided by UNHCR's implementing partners (i.e. ASAM) and various health actors. But these are still very limited compared to the scale of the population. Reducing this language barrier depends on both improving the accessibility and quality of language training courses for refugees (See Education chapter of this report) and ensuring the necessary translation services for both patients and healthcare providers. Furthermore, these translation services need to be tailored to medical interpretation contexts.

Another barrier in access to health is linked with refugees' perception of mistreatment and discrimination by healthcare providers, and the consequent feelings of insecurity. As documented in a recent study, refugees' experiences of engaging with healthcare professionals and the healthcare system often entail discriminatory practices and discourses.<sup>336</sup> Interviewed stakeholders have confirmed such realities, noting that for healthcare providers both prejudices towards cultural differences (a social cohesion issue) and the patient overload they shoulder may have a negative impact on their behaviour towards patients. Hence healthcare service providers' cross-cultural communication and behavioural skills present another challenge affecting refugees' access to healthcare services.

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<sup>332</sup> Ilona Kickbusch, Jürgen M. Pelikan, Franklin Apfel, and Agis D. Tsouros, eds, *Health Literacy, The Solid Facts*, (Copenhagen: WHO), 2013, <http://www.euro.who.int/en/publications/abstracts/health-literacy.-the-solid-facts>.

<sup>333</sup> Tuba Duman, "Education of Turkish People for Social Cohesion with Syrians in Turkey," in *Turkish Migration 2016 Selected Papers*, edited by Deniz Eroğlu, Jeffrey Cohen, Ibrahim Sirkeci, 178-182. London: TPL, 2016.

<sup>334</sup> Refugee Rights Turkey, "Health Care Services."

<sup>335</sup> Sihhat Project (Project for the Development of the Health Statuses of Syrians under Temporary Protection's and health related services offered by the Republic of Turkey) was established within the MoH to manage the MHCs being established across Turkey, <http://www.sihhatproject.org/>

<sup>336</sup> Duman, "Education of Turkish People."; Also Qais Alemi, Carl Stempel, Patrick Marius Koga, Valerie Smith, Didem Danis, Kelly Baek and Susanne Montgomery Susanne, "Determinants of Health Care Service Utilization Among Afghan Migrants in Istanbul," *International Journal of Environment Research and Public Health*, 14, no. 2 (February 2017):201-2013.



As explained above, low level of health literacy, language and cultural barriers are major factors affecting refugees' lack of awareness and knowledge of their rights and responsibilities. Women refugees – particularly female-headed households - are more vulnerable due to high rates of illiteracy and lower education level.

### Health seeking behaviours

Understanding socio-cultural and psychological factors impacting refugees' health seeking behaviours is important for better service planning. For instance, this includes understanding what Syrians were doing in Syria when they got sick. Before the war, health indicators had been improving considerably. Between 1970 and 2009, infant mortality had dropped from 132 to 17.9 per 1000, under-five mortality from 164 to 21.4 per 1000 live births and maternal mortality from 482 to 52 per 100 000. Even though access to healthcare services had increased dramatically since the 1980s in Syria, there were important remaining challenges, including overall inequity, inadequate utilization of capacity, inadequate number of qualified nurses and allied health professionals, as well as uneven distribution of health and medical services due to uncontrolled and largely unregulated expansion of private health structures.<sup>337</sup> Syrian healthcare providers living and working in Turkey who were interviewed for this assessment confirmed that Syrians are generally not familiar with the family medicine system and that because of the weaknesses of the Syrian public healthcare system prior to the war patients were going either to private hospitals or directly to secondary healthcare structures when in need. This, combined with the factors mentioned above (i.e. low health literacy, prevalent insecure feelings and perception of mistreatment and discriminatory behaviour by healthcare professionals) result in continued demand for private clinics and overuse of health structures, both public and private.

On the other hand, for Syrians who are not under TP and non-Syrian refugees who have limited access to health care under the public healthcare system, private health clinics, NGO run clinics or unregistered/illegal health facilities are usually the first option when facing health problems. According to stakeholders, some patients report being systematically referred to other health structures or, in a few circumstances, being simply refused healthcare when they approach public structures. This is particularly the case for marginalized groups (such as LGBTI, people with HIV+). For unregistered non-Syrian refugees, the private health care might be sometimes too expensive; and without application or approval for TP status, they are considered as *health tourists* when they approach private structures. As again reported by stakeholders, for less serious cases or when they don't have any means to pay, unregistered migrants usually go to pharmacies that speak their language for seeking health advice.

### Patient mobility

Refugees' high mobility -mostly for economic reasons, including seasonal agriculture work - both limits their access to primary healthcare services and their possibilities of being referred to secondary and tertiary level institutions in an already complicated referral system (see above section on *Coverage and Referral System*). This, together with the challenges related to registration (for details see Protection chapter of this report) make efficient and permanent service planning difficult. Consequently, problems arise in laying down operational standards related to family medicine and in using the standardized information systems such as 'Family Physician Information System' and 'Examination Information Management System' to register data related to service provision. Complications in these domains lead to problems in coordination and service follow-up, which result in the emergence of public health problems<sup>338</sup>.

On the other hand, refugees, particularly those living in rural areas and the urban periphery, also face restrictions in their day-to-day mobility in the places they inhabit which curtail accessing health facilities. These are linked primarily with economic constraints. There are also no transportation services made available to refugees by healthcare structures, except for those provided by non-governmental actors at a limited scale and the ambulance services for emergency cases. The absence of widespread mobile healthcare/outreach services is also a factor limiting access.

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<sup>337</sup> Mazen Kherallah, Tayeb Alahfez, Mohammed Zaher Sahloul, Khaldoun Dia Eddin, Ghyath Jamil, "Health Care in Syria and during the Crisis," *Avicenna Journal of Medicine* 2, No 3 (July 2012): 51-53.

<sup>338</sup> Arzu Melek Özgümüş, *Healthcare Services for Irregular Migrants in Turkey*, Ankara: Ministry of Health of Turkey, 2016, [http://ec.europa.eu/chafea/documents/health/migrants-health-actions/Ozgunus%20Arzu%20Melek\\_%20Health%20care%20Turkey.pdf](http://ec.europa.eu/chafea/documents/health/migrants-health-actions/Ozgunus%20Arzu%20Melek_%20Health%20care%20Turkey.pdf).

## Equity and gender-sensitive service approach

Although in the recent years the Turkish Government has shown a strong willingness for reducing health inequities for refugee populations, both in terms of legal framework and services, there are some factors that continue limiting equal access to health. First, health inequity is about social, economic and demographic vulnerabilities of the population, which goes beyond the reach of government policies. Secondly, those efforts in policy making are not necessarily sufficient for eliminating social and cultural barriers, and prejudices that are prominent within society. For instance, during consultation meetings, some stakeholders stated that refugees – in particular socially and culturally marginalized groups - have difficulties in getting care from public structures, being referred from one structure to the other, and those who are undocumented fear being reported to the police and deported. Thirdly, despite all improvements, a human rights-based approach accessing to health remains a challenge and is not reflected in the regional policies.,

On the other hand, there is a need to take gender into consideration in all aspects of health, as emphasized also in European Commission policies in recent years.<sup>339</sup> Refugee women in Turkey are more vulnerable in terms of livelihood, income, poverty, employability and education; they also face high risks of gender-based violence at all levels of social life, including child marriage (see Protection chapter in report). This has various health consequences and risks<sup>340</sup>. The public healthcare system on the other hand doesn't offer patients the right to choose their physician, while female refugees often prefer to be treated by a practitioner of their own sex.

### 5.2.4 Health Status of Refugees and Health Risks

#### Mortality and morbidity<sup>341</sup>

The data provided below by an NGO running a primary healthcare centre (Table 17) shows that Upper Respiratory Tract Infection (URTI) is prevalent (31%) among refugees, followed by Lower Respiratory Tract Infection (LRTI) by 6.4%. The data provided by MoH about primary healthcare services provided in public structures (Table 18) also confirm that acute upper respiratory tract infection (14.78%) together with acute nasopharyngitis (19.98%) are the top ranked reasons in admissions, while upper respiratory tract disease is ranked fourth (9.84%). Additionally, the majority of the admissions in MHCs are for children between 0-2 ages, followed by children between 3-5 ages at overwhelmingly high rates. These data and information suggest that the high prevalence of URTI and LRTI (in particular acute URTI) combined with high admission rates of 0-5 age children constitute high mortality risks for refugee children below 5 years old. The other prevalent diseases are dermatitis (10.99%) and acute tonsillitis (7.90%).

**Table 17: Top morbidities and their percentage in PH services provided by NGO 1,<sup>342</sup> 2017- 2018**

	Diagnosis	Percentage
1	Upper Respiratory Tract Infection (URTI)	31%
2	Lower Respiratory Tract Infection (LRTI)	6.4%
3	Hypertension	4%
4	Diabetes	2.9%
5	Diarrhoea (Gastroenteritis)	1.8%
6	Additional (Urinary Tract Infection)	2.5%

**Table 18: Top 10 most common causes of admissions to PH services provided by public structures**

	Symptom	Percentage	# of patients
1	Acute nasopharyngitis	19.98%	183.736
2	Acute upper respiratory tract infection, unspecified	14.78%	135.963
3	Dermatitis, unspecified	10.99%	101.050

<sup>339</sup> The Women's Health Council, *A Guide to Creating Gender-Sensitive Health Services*. Irish Ministry of Health, 2<sup>nd</sup> ed., 2007, [https://health.gov.ie/wp-content/uploads/2014/03/gender\\_manual.pdf](https://health.gov.ie/wp-content/uploads/2014/03/gender_manual.pdf).

<sup>340</sup> <http://researchturkey.org/women-at-risk-syrian-refugees-and-healthcare-in-turkey/>

<sup>341</sup> In the absence of nationwide data on mortalities and morbidities of refugees in the national health statistics, the analysis under this chapter relies on programming outcomes of MoH and non-governmental health actors.

<sup>342</sup> Some NGOs consulted for this report that provided important data wished to remain anonymous. For consistency, all NGO sources have been kept anonymous.

4	Upper respiratory tract disease, unspecified	9.84%	90.524
5	Acute tonsillitis	7.90%	72.656
6	Back pain	7.88%	72.488
7	Acute tonsillitis, unspecified	7.72%	70.973
8	General consultation	7.01%	64.480
9	Anaemia, unspecified	6.97%	64.082
10	Pregnancy	6.93%	63.697
	<b>Total number of patients</b>		<b>919.649</b>

Source: Ministry of Health, May 2018

### Mental Health

Mental Health is a major concern for refugees who experience trauma linked with war, displacement, continued violence, instability, high vulnerability, isolation, loss of coping skills. According to epidemiological studies, the age-standardized point prevalence of Post-Traumatic Stress Disorder (PTSD) and major depression in conflict-affected populations is estimated to be 12.9% and 7.6%, respectively.<sup>343</sup> Studies suggest that difficulties in social integration among refugees are highly correlated with mental health problems<sup>344</sup>. The longer mental illnesses are left untreated, the more likely it is that resilience is weakened and need for intensive treatment is intensified.

As shown in Table 19, and Table 22, data from implementing partners of ECHO funded mental health psychosocial support projects indicate high prevalence of depression or major depressive disorder, bipolar disorder, anxiety, trauma and stressor-related disorder, obsessive-compulsive and related disorders. The wide spectrum of psychotic disorders and high rates of depressive, panic or trauma related disorders are a powerful indication of declining mental health status as a consequence of untreated mental health issues. High rates of back pain complaints (7.88%) in Table 18 above may be another indication of underlying mental health issues. According to another study, 55% of refugees are in need of psychological services, and close to half of the Syrian refugees think they or their family members need psychological support<sup>345</sup>.

**Table 19: Top mental health diagnoses by NGO 1, 2017**

	Diagnosis	%
1	Major depressive disorder	23%
2	Bipolar disorder <sup>346</sup>	18%
3	Schizophrenia <sup>347</sup>	16%
4	Obsessive compulsive disorder	15%
5	Adjustment disorder	8%

<sup>343</sup> Marit Sijbrandij, Ceren Acarturk, Martha Bird, Richard A Bryant, Sebastian Burchert, Kenneth Carswell, Joop de Jong, Cecilie Dinesen, Katie S. Dawson, Rabih El Chammay, Linde van Ittersum, Mark Jordans, Christine Knaevelsrud, David McDaid, Kenneth Miller, Naser Morina, A-La Park, Bayard Roberts, Yvette van Son, Egbert Sondorp, Monique C. Pfaltz, Leontien Ruttenberg, Matthis Schick, Ulrich Schnyder, Mark van Ommeren, Peter Ventevogel, Inka Weissbecker, Erica Weitz, Nana Wiedemann, Claire Whitney, Pim Cuijpers, "Strengthening Mental Health care Systems for Syrian Refugees in Europe and the Middle East: Integrating Scalable Psychological Interventions in Eight Countries," *European Journal of Psychotraumatology* 8, Issue Sup 2, 2017.

<sup>344</sup> Ibid.,

<sup>345</sup> Fuat Oktay, Syrian Refugees in Turkey, 2013 Field Survey Results, (Ankara: AFAD), 2013, <[https://www.afad.gov.tr/upload/Node/2376/files/61-2013123015505-syrian-refugees-in-turkey-2013\\_print\\_12\\_11\\_2013\\_eng.pdf](https://www.afad.gov.tr/upload/Node/2376/files/61-2013123015505-syrian-refugees-in-turkey-2013_print_12_11_2013_eng.pdf)>; Fuat Oktay, Halil Afşarata, Mehmet Balçılar, Hakan Benli, Ebru Sarper Pekdemir, Imge Baysal, Özüm Dinçer, Aslı Ayaroz Aksöy, Asiye Bekraça Şen, Özlem Sila Talay and Sezin Tuna, Syrian Women in Turkey, (Ankara: AFAD), 2014, <<https://data2.unhcr.org/en/documents/download/54512>>; Goleen Samari, "Syrian Refugee Women's Health in Lebanon, Turkey, and Jordan and Recommendations for Improved Practice," *World Medical and Health Policy* 9, No.2 (June 2017):255-274.

<sup>346</sup> It should be noted that a risk of misdiagnosis was highlighted during consultation meetings where some case examples were given to argue that PTSD or major depression are often confused as schizophrenia or bipolar disorder. See also next sub-section 'Mental Health and Psychosocial Support Services', under section 'Health Services and Structures'.

<sup>347</sup> See above comment.

**Table 20: Top mental health diagnoses by NGO 2, 2017**

Diagnosis		%
1	Epilepsy	36%
2	Depression	21%
3	Psychotic Disorders	10%
4	Generalized Anxiety Disorder (GAD)	9%
5	Panic Disorders	5%
6	Other PTSD related	5%

**Table 21: Top mental health diagnoses by NGO 2, specialised sessions, 2017**

Diagnosis		%
1	Anxiety Disorders	27%
2	Trauma- and Stressor-Related Disorders	16%
3	Obsessive-Compulsive and Related Disorder	12%
4	Neurodevelopmental Disorders	10%
5	Disruptive, Impulse-Control, and Conduct Disorders	8%
6	Schizophrenia Spectrum and Other Psychotic Disorders	7%
7	Depressive Disorder	6%
8	Bipolar and Related Disorders	5%
9	Other Mental Disorders	4%
10	Other Conditions That May Be a Focus of Clinical Attention	3%
11	Neurocognitive Disorders	2%
12	Elimination Disorder	1%
13	Medication-Induced Movement Disorders and Other Adverse Effects of Medication	1%

**Table 22: Top causes of admission by NGO 3, individual counselling sessions, 2017**

Diagnosis		%
1	Anxiety related complaints	26%
2	Behaviour Related Complaints	26%
3	Family Related Complaints	15%
4	Social Functioning / Adaptation / Relationship Problems	9%
5	Mood related complaints	8%
6	Age related problems	4%
7	GBV and Violence	4%
8	Referrals	4%
9	Intellectual or Other Serious Mental Health Condition(s)	3%
10	Other(s)	1%
11	Loss / Mourning	1%

*Child Mental Health.* Refugee children may be the highest risk group for developing mental health disorders, turning to drugs, self-harm or to marginal armed groups at adolescence. Various studies and reports warn on alarmingly high rates of mental illnesses or psychological symptoms like aggressive behaviour, bedwetting and involuntary urination – common symptoms of toxic stress and PTSD. To mention a few of them, the report *Invisible Wounds* by Save the Children presents the impact of six years of war on the mental health of Syria's children.<sup>348</sup> Another study conducted in Turkey's Islahiye camp found that Syrian refugee children had experienced very high levels of trauma. Of the children surveyed, 44% reported symptoms of depression, and 45% showed signs of PTSD, 10 times the prevalence among children worldwide.<sup>349</sup> In another study looking at findings for refugee children in Istanbul, 87.9% of parents reported that their children have

<sup>348</sup> Alun McDonald, *Invisible Wounds, The Impact of Six Years of War on the Mental Health of Syria's Children*, Save The Children, 2017, <https://www.savethechildren.org.uk/content/dam/global/reports/emergency-humanitarian-response/invisible-wounds.pdf>.

<sup>349</sup> Selcuk R. Sirin and Lauren Rogers-Sirin, *The Education and Mental Health Needs of Syrian Refugee Children*, (Washington D.C.: Migration Policy Institute), October 2015, <https://www.migrationpolicy.org/research/educational-and-mental-health-needs-syrian-refugee-children>.

witnessed clashes during the war, 45% of the children stated to have seen a dead or injured person in Syria, while 13 (31.7%) were diagnosed with anxiety disorders, 13 (31.7%) with attention deficit/hyperactivity disorder, 10 (24.4%) with major depressive disorder, 9 (22.0 %) with post-traumatic stress disorder, 8 with (19.5%) speech disorders, 7 (17.1%) with enuresis and 4 (9.8%) with autism spectrum disorder.<sup>350</sup> A study on substance use among forced migrants also reveals the impact of forced migration on drug use habits among children and young people.<sup>351</sup>

## Women's Health

Women face many health risks in conflict and displacement related to sexual & reproductive health, family planning, antenatal and postnatal care, safe child delivery and obstetrics complications, SGBV, sexually transmitted infections (STIs), and the like. Syrians under TP and other non-Syrian refugee women in Turkey are no exception, as supported by several studies. According to MoH data, the number of Syrian babies born in Turkey after the Syria crisis has reached over 300,000 and the number of Syrian women of reproductive age (15- 49) is more than 845,000. According to UNFPA estimations, 15 in 100 births may be normal but have a higher risk of requiring comprehensive obstetric care. One study undertaken at the Sisli Hamidiye Etfal Training and Research Hospital in Istanbul shows that in comparison to non-refugee control patients, refugee women had poor antenatal care<sup>352</sup>. In another survey on Syrian refugee women's health and its predictors in Şanlıurfa, women aged 15–49 years showed mental health symptoms, micronutrient deficiencies, and symptoms of STIs. Most (89.7%) women participating in the study reported at least two mental health symptoms. These symptoms were linked with lack of social support, language barrier, and B12 deficiency. Syrian mothers interviewed in Akdeniz University Hospital in Antalya explained that the main problems they faced were difficulties in pregnancy due to shared housing, fear and depression due to the war, communication barriers during the delivery process, overall poverty due to migration and lack of support from family during post-natal care. The research also found that Syrian women expressed a desire and made efforts to practice postnatal care based on traditions from Syria<sup>353</sup>.

The different findings demonstrate the need for both reproductive health and psychosocial services.<sup>354</sup> Additionally, morbidity among Syrian refugee infants appears to be higher compared to Turkish infants<sup>355</sup>. Samari's comparative study on Syrian Refugee Women's Health in Lebanon, Turkey and Jordan indicates that SGBV, access to family planning, infant morbidity, menstrual irregularity and preterm birth were common women's health issues, while pregnancy complications were especially prominent in Turkey.<sup>356</sup>

**Table 23: Syrian refugee women's health issues by country context<sup>357</sup>**

All countries	Turkey	Lebanon	Jordan
Reduced use of modern contraceptives	Complications during pregnancy	Pelvic pain	Menstrual hygiene
Menstrual irregularity and dysmenorrhea		Child delivery complications	Low birth weight babies
SGBV			
Preterm birth			
Unplanned pregnancies			

<sup>350</sup> Veysi Çeri, Can Beşer, neşe Pardahlı Fiş and Aysa Arman, Ayşe, "Findings from A Specialized Child Psychiatry Unit for Care of Refugee Children in Istanbul [İstanbul'daki Mülteci Çocuklara Bakım Vermek Üzere Özelleşmiş Bir Çocuk Psikiyatri Ünitesinden Bulgular]," *Turkish Journal of Clinical Psychiatry* 21, no.2:113-121.

<sup>351</sup> Danielle Horyniak, Jason S. Melo, Risa M. Farrell, Victoria D. Ojeda, Steffanie A. Strathdee, "Epidemiology of substance Use among Forced Migrants: A Global Systematic Review," *PloS One* 11, no. 7 (2016).

<sup>352</sup> Erenel, Hakan, Aydoğan Mathyk, Begum, Sal, Veysel, Ayhan, Işıl, Karataş, Suat, Koç Bebek, Arzu. "Clinical Characteristics and Pregnancy Outcomes of Syrian Refugees: A Case-Control Study in a Tertiary Care Hospital in Istanbul, Turkey," *Archives of Gynecology and Obstetrics* 295, No.1(September 2016):45-50.

<sup>353</sup> Korukcu et. al., "Motherhood in the Shade of Migration."

<sup>354</sup> Zeynep Şimşek, Nebiye Yentur Doni, Nese Gül Hilali, and Gokhan Yildirimkaya, "A Community-based survey on Syrian Refugee Women's Health and its Predictors in Şanlıurfa, Turkey," *Women and Health*, 2017.

<sup>355</sup> Mehmet Büyüktiryaki, Fuat Emre Canpolat, Evrim Alyamaç Dizdar, Niüfer Okur and Gülsüm Kadioğlu Şimşek, "Neonatal Outcomes of Syrian Refugees delivered in a Tertiary Hospital in Ankara, Turkey," *Conflict and Health* 9, No 38 (December 2015).

<sup>356</sup> Samari, "Syrian Refugee Women's Health."

<sup>357</sup> Ibid.



## Sexual Gender-Based Violence

As highlighted in a recent UNFPA study on gender-based violence in Syria, “the length of the crisis and the deep-rooted patriarchal structures underpinning Syrian society, in conjunction with the mounting lawlessness in some areas, are normalizing GB violence”<sup>358</sup>. Refugee women in Turkey face the same deep-rooted patriarchal structures and additional pressures due to forced migration. Displaced women in Turkey, like in other parts of the world, remain refugees for longer time compared to men and socially and economically more vulnerable with higher rates of poverty, illiteracy, employability, less access to social services and protection. As stated by many stakeholders during consultation meetings, SGBV cases remain widely underreported due to stigma, cultural and social pressure. In addition, with the escalating conflict spanning the Syrian and Turkish border and tensions rising in communities hosting refugees, sexual and gender-based violence is an escalating issue<sup>359</sup>.

*Early & Forced Marriage* is a well-known fact that remains often underreported; it is estimated that 15% of Syrian girls are married before the age of 18<sup>360</sup>. Early marriages and polygyny (which are illegal in Turkey) threaten many Syrian girls in Turkey, especially in the border provinces of Şanlıurfa, Hatay and Kilis<sup>361</sup>. As neither form of marriage can be legally registered in Turkey, women and girls are also placed under increased risk if they face SGBV as they have few options for legal remedy<sup>362</sup>. Child marriages also have severe health consequences. A comparative study conducted by CARE in Turkey and Jordan reveals alarmingly high rates of early adolescent or adolescent pregnancies among Syrian refugees, which is one of the main reasons of pregnancy complications<sup>363</sup>. Another study conducted in Haseki Training and Research Hospital concludes that, among 584 Syrian refugees and 733 control patients, the percentage of adolescent pregnant aged 12–19 years were significantly higher in the Syrian patients.<sup>364</sup> (For social aspects of SGBV, see Protection chapter of report.)

*Victims of Torture*: Stakeholders working in SGBV sector commonly state that victims of torture and more particularly male rapes (among male refugees coming from ISIS controlled and Syrian government-controlled areas) are widely underreported and untreated. The UNHCR report on sexual violence against men and boys reveals that men and boys may be subjected to sexual violence at large scale and suffer from physical (medical), mental, social and economical consequences. Limited SGBV prevention and response capacity for male survivors in addition to stigmatization result in worsened medical conditions (rectal fissures and abscesses, impairment and scarring of the genitals, urinary and bowel incontinence, sexually transmitted infections including HIV, sexual dysfunction, castration, and infertility) and mental health consequences such as anxiety and depression, self-harm, suicidal ideation, sleep disorder. Beyond the individual “*entire families were impacted: community ostracization, the onset of domestic violence, and poverty due to loss of livelihood were reported as direct results from the sexual victimisation of a husband, father, or son.*”<sup>365</sup>

## Child health

As noted above, the high rate of infant morbidity and high risk of mortality among refugee children between 0-5 ages is one of the major concerns in child health. Data on MHC consultations show that the overwhelming majority of the patients are children between 0-5 ages, and the most frequent diagnosis are acute nasopharyngitis and upper respiratory tract infections.<sup>366</sup> Also, malnutrition risks among refugee

<sup>358</sup> UNFPA, *Voices from Syria 2018, Assessment Findings of the Humanitarian Needs Overview 2018*, UNFPA, 2018, [https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2017-12\\_voices\\_from\\_syria\\_2nd\\_edition.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2017-12_voices_from_syria_2nd_edition.pdf).

<sup>359</sup> Helen Ouyang, “Syrian Refugees and Sexual Violence” *The Lancet* 381, no 9884 (June 2013): 2165-2166; Sherine Saadallah and Daniel Baker, *Women and Girls in the Syrian Crisis: UNFPA Response, Facts and Figures*, UNFPA, 2015, <https://www.unfpa.org/sites/default/files/resource-pdf/UNFPA-FACTSANDFIGURES-5%5B4%5D.pdf>

<sup>360</sup> UNICEF, *State of the World’s Children*, 2017, available at: <https://www.girlsnotbrides.org/child-marriage/turkey/>

<sup>361</sup> Furkan Yildiz, “The Dark Side of Syrian Refugee Crisis: Child, Early and Forced Marriage in the Case of Turkey,” *E-Journal of Law* 3, no, 1 (2017): 39-66.

<sup>362</sup> Danielle Spencer, *To Protect Her Honour” Child Marriage in Emergencies- The Fatal Confusion between Protecting Girls and Sexual Violence*, (CARE International UK), May 2015, <https://data2.unhcr.org/en/documents/download/59751>.

<sup>363</sup> *ibid.*

<sup>364</sup> Dane C., Olgun M. N., “Clinical Characteristics And Pregnancy Outcomes Among Women Of Syrian Refugees”, <http://www.esq2017.com/wp-content/app/abs/pdf/abs6209.pdf>

<sup>365</sup> Chynoweth, “We Keep it in our Heart”.

<sup>366</sup> MoH, *Sihhat Project Data*, June 2018.

children is high as a result of prolonged poverty status, negative livelihood coping strategies, low health literacy, teenage pregnancy and other factors, as stated by UNICEF during the consultation meeting. Three studies conducted prior to 2015 indicated malnutrition, micronutrient deficiencies and anaemia conditions among refugee children, as referred in the recent WHO report on Health Status of Refugees and Migrants in Turkey.<sup>367</sup> On the other hand, it should be noted that the living conditions of refugees might have changed in the last three years. For instance, ESSN Post Distribution Monitoring Exercise and ESSN Vulnerability Monitoring Exercise show an increase in living conditions and decrease in negative coping mechanisms<sup>368</sup>. Nevertheless, these surveys don't involve medical measurements towards children and the ESSN beneficiaries expressed concerns about their children's nutrition in focus group meetings of March 2018<sup>369</sup>. These diverse pieces of information suggest that a thorough analysis on the nutritional status of children is needed.

On the other hand, the deterioration of health conditions and the challenges in the implementation of immunization activities in Syria<sup>370</sup>, and the lack of proper immunization follow-up for new born and second round of vaccines in the healthcare system of Turkey created immunization gaps until last year. The gap in immunization coverage has been bridged since then through additional vaccinations provided countrywide. Nevertheless, the health information system doesn't allow the follow-up for the second round of vaccines for refugees.

### Chronic Diseases

Generally, in war contexts the extraordinary need for emergency healthcare services means that prevention and control of non-communicable diseases are neglected, which has long-term health consequences for affected populations, being extended onto next generations. According to a comprehensive survey conducted in Turkey in December 2015, 41.1% of Syrian refugees aged 18-69 were at moderate risk (with 1-2 risk factors), while 58.7% were at high risk (with 3-5 risk factors). Having 3-5 risk factors were more common among men (61.3%) than women (56.1%). 45.7 % of men and 46.1% of women in the 18-44 years age group were at high risk. A strikingly high percentage of men (87.1%) and women (81.7%) aged 45-69 years have high combined risk (more than 3 risk factors)<sup>371</sup>. The data above suggests preventive healthcare activities –in particular awareness raising- should be a top priority in the long- term strategic planning. Diabetes, anaemia and hypertension are indeed classified as priority health conditions of Syrian refugees by the Centre For Disease Control and Prevention<sup>372</sup>.

### Communicable diseases

94% of Syrians in Turkey are living out of camps, and many face poor and over-crowded living conditions (for shelter conditions, see Basic Needs chapter of this report). Thus, it can be assumed that the risks related to communicable diseases are high, even though there are no actual recent reports to verify high prevalence.

Moreover, proximity to the war context in Syria where almost all the healthcare system is collapsed increase the health risks related to communicable diseases and outbreaks. According to the 2016 Humanitarian Needs Overview prepared by UN, 11,5 million people in Syria needed urgent healthcare, with high or very high severity in the areas near Turkish border Northern Syria.<sup>373</sup>

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<sup>367</sup> Daniele Mipatrini, Matteo Dembech, Sarp Uner, Samer Jabbour, Altin Malaj, Toker Erguder, Evis Kasapi, Pavel Ursu, Dorit Nitzan, Nedret Emiroglu, *Health Status of Refugees and Migrations in Turkey: An Evidence Review of Published Scientific Papers*, (Copenhagen: WHO), June 2018: 41, <[http://www.euro.who.int/data/assets/pdf\\_file/0004/375709/systematic-review-design-eng.pdf](http://www.euro.who.int/data/assets/pdf_file/0004/375709/systematic-review-design-eng.pdf)>

<sup>368</sup> WFP-TRC, Post-Distribution Monitoring Exercise, May 2018; WFP-TRC, Comprehensive Vulnerability Monitoring Exercise Monitoring, May 2018

<sup>369</sup> UNICEF, *Children of Syria in Turkey, Info Sheet*, February 2016, [http://unicef.org.tr/files/bilgimerkezi/doc/Children%20of%20Syria%20in%20Turkey\\_Info%20Sheet\\_%20February%202016\\_3.pdf](http://unicef.org.tr/files/bilgimerkezi/doc/Children%20of%20Syria%20in%20Turkey_Info%20Sheet_%20February%202016_3.pdf)

<sup>370</sup> MSF case study in Northern Syria indicates "low vaccine coverage particularly in younger age groups": Alan De Lima Pereira, Rosamund Southgate, Hikmet Ahmed, Penelope O'Connor, Vanessa Cramond and Annick Lenglet, "Infectious Disease Risk and Vaccination in Northern Syria after 5 Years of Civil War: The MSF Experience," *PLoS Currents Disasters*, February 2018; Also see: MSF, "The War has left Tens of Thousands of Children Unvaccinated," 08 March 2017, <https://www.msf.org/syria-war-has-left-tens-thousands-children-unvaccinated>.

<sup>371</sup> Balçılar, Health Status Survey.

<sup>372</sup> Center for Disease Control and Prevention (CDC), "Syrian Refugee Health Profiles," accessed 27 June 2017, <https://www.cdc.gov/immigrantrefugeehealth/profiles/syrian/health-information/infectious-disease/index.html>.

<sup>373</sup> UNOCHA, Humanitarian Response Plan January-December 2016, Syrian Arab Republic, UNOCHA, 2016,

For example *Cutaneous Leishmaniasis (CL)*: According to an epidemiologic study on CL cases in Gaziantep undertaken between 2009-2015 (published in February 2017), 2,000 cases are reported each year in Turkey<sup>374</sup>. Other experts offer higher estimates. A UK based academic, Dr Alvaro Acosta-Serrano, “puts the number of cases of cutaneous leishmaniasis among refugees in Turkey in the tens of thousands”<sup>375</sup>. The ongoing outbreaks in Syria and persistence of CL cases suggest the need for further efforts in the prevention and control of the disease.

### Pulmonary Diseases

The most recent screening data on tuberculosis prevalence among Syrian refugees is from 2014–15 where the prevalence was registered at 18.7 per 100,000 (MoH), similar to the data for the Turkish population with prevalence registered at 18 per 100,000<sup>376</sup>. After 2015, Turkey discontinued screening refugees for tuberculosis. However, more than 90% of Syrians are living out of camps in bad living conditions. Tuberculosis might be higher than the number of reported cases due to reasons mentioned above.<sup>377</sup> On the other hand, as shown above, different symptoms or diagnoses related to respiratory tract infections have very high rates in Primary Healthcare Services, in particular for infants.

### War related illnesses & injuries, physiotherapy, rehabilitation and post-operative care

Even though military operations and active conflict in Northern Syria have lessened over past months and more healthcare services are available in stabilized locations near Turkey’s border, data provided by MoH show a steady number of cross-border referrals (around 400 patients per month) and the number of surgical operations made on Syrians remain high (more than 26,000 per month). Additionally, the percentage of disabilities among Syrians living in Turkey presented below suggest that there are at least half a million physically disabled refugees likely with different health needs including ortho-prosthesis and physiotherapy-rehabilitation to some extent. The information provided during consultations with implementing partners working at Syrian border show that the physiotherapy- rehabilitation and post-operative care needs are persistent and two particular challenges reported are the high cost of transportation and accommodation during the long duration of post-operative care.

**Table 24: Disability status of Syrian refugees in Turkey<sup>378</sup>**

Disability Status (% of the Syrians under TP)			
(Camp & out-of-camp)	M	F	T
Physically handicapped	2,05	1,55	1,80
Visually handicapped	0,30	0,40	0,35
Aurally handicapped	0,45	0,30	0,38
Mentally handicapped	1,00	0,50	0,75

### 5.2.5 Health Services and Resources

#### Preventive Healthcare

Preventive healthcare services are available for all refugees under different status, as well as irregular migrants, in case of public health risks related to communicable diseases. Despite the high number of refugee flows and rapid population movements from across the border at times of heavy clashes in Syria and Iraq since 2011, no big-scale outbreak has occurred in Turkey and small-scale risks have been quickly

[https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2016\\_hrp\\_syrian\\_arab\\_republic.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2016_hrp_syrian_arab_republic.pdf)

<sup>374</sup> Ahmet Özkeklikçi, Mehmet Karakuş, Yusuf Özbel and Seray Töz, “The New Situation of Cutaneous Leishmaniasis after Syrian Civil War in Gaziantep City, Southeastern Region of Turkey,” *Acta Tropica* 166 (February 2017): 35-38.

<sup>375</sup> Rebecca Collard, “Syria’s ‘Aleppo bio’ Spreads with Refugees Through the Region,” *Financial Times* (London), 18 April 2017, <https://www.ft.com/content/dcc08f22-ff69-11e6-8d8e-a5e3738f9ae4>; See also, Ozaras et al., “Prejudice and Reality.” See also: Ozaras et al., “Prejudice and Reality.”

<sup>376</sup> WHO Tuberculosis Country Profile 2015, [https://extranet.who.int/sree/Reports?op=Replet&name=%2FWHO\\_HQ\\_Reports%2FG2%2FFPROD%2FEXT%2FTBCountryProfile&ISO\\_2=TR&LAN=EN&outtype=html](https://extranet.who.int/sree/Reports?op=Replet&name=%2FWHO_HQ_Reports%2FG2%2FFPROD%2FEXT%2FTBCountryProfile&ISO_2=TR&LAN=EN&outtype=html)

<sup>377</sup> Resat Ozaras, Ilker Inanç Balkan, Mucahit Yemisen, “Prejudice and Reality about Infection Risks among Syrian Refugees,” *The Lancet Infectious Diseases* 16, no. 11(November 2016):1222-1223.

<sup>378</sup> Samari, “Syrian Refugee Women’s Health”.

mitigated with the current surveillance and control system.

### **Emergency Healthcare**

Admissions to emergency room (ER) services in Turkey increased from over 90 million per year to over 100 million between 2011-2013. According to 2017 statistics of public hospitals, among 100 hospitals that had the highest patient load in ER services, nearly one third (30 structures in total) are located in 4 provinces (Istanbul, Gaziantep, Hatay, Şanlıurfa), which are also the provinces with the highest refugee population. Over 76 million emergency care consultations were done between January-October 2017. 25.97% of the entire consultations took place in 66 branches in total.<sup>379</sup> One of the explanations of this particular overload on ER services in these provinces might be related to the fact that most Syrians who are not registered with DGMM, thus who don't have access to primary healthcare services approach the ER to be able to access the healthcare services. The consequence of those admissions is patient overload on ER services that are already overstretched by the usual patient flow due to limited capacity.

### **Primary Healthcare**

In Turkey, Primary Healthcare Services are mainly provided through Family Healthcare Centres (FHCs) to the general population or through the Migrant Health Centres (MHCs) that specifically target refugees. Within the framework of the SIHHAT project supported by EU funds and implemented by MoH, 178 MHCs (42 reinforced MHCs) will be fully operational by the end of 2019 with 3,034 staff recruited. As of May 2018, 160 MHCs have been opened and more than 1,500 staff (mostly Syrians) were recruited. According to MoH, the low recruitment rate is due to Syrian doctors' unwillingness to work in remote areas. On the other hand, Syrian doctors interviewed during the consultation meetings and based on information provided through Turkish Medical Association indicates that the Syrian doctors are more attracted to private clinics run by NGOs or to unregistered structures mainly for two reasons: lower salary provided by MoH and long recruitment/validation process. Apart from the MHCs operated under the SIHHAT project, there are also a few MHCs run by NGOs.

Although it is too early to comment on the performance of the project because the project is still in set-up phase, the MHCs seem to be a promising prospect to fill the gap in the primary healthcare services to refugees, or more specifically to Syrians under TP. The service approach is aiming to eliminate language and cultural barriers through the recruitment of Syrian healthcare workers while providing trainings in order to maintain national and international standards as well as increase their behavioural skills on cultural awareness, communication, and anger and stress management. Also, with respect to primary healthcare services, the MoH are working on developing mobile health services, enhancing preventive healthcare and much-needed mental healthcare through information, awareness raising and trainings at primary healthcare level. According to MoH estimations, 401 Migrant Health Units (around 100 additional MHCs) are needed in 44 provinces as per 3,000 people<sup>380</sup> (See Annex 9).

### **Secondary and Tertiary Healthcare**

According to data provided by MoH during consultation meetings, a regular patient flow (Syrians under TP) of over 700,000 per month on average was recorded in public hospitals from November 2017 to January 2018. During the period 2011-2018, 1,18 million surgeries were performed in these public hospitals, and nearly 1,5 million in-patients were received. According to the MoH, a regular flow of 30-35,000 inpatients per month was recorded between November 2017-January 2018.<sup>381</sup>

Data presented below on Table 25 show a summary of the highest increase of Syrian patients per province among 115 Public Hospitals affiliated with MoH. These numbers show the huge impact of Syrian patients over the healthcare services at secondary level structures, with the highest patient load in Şanlıurfa, İstanbul and Gaziantep. In addition, statistics of MoH show that of the 100 Public Hospitals in Turkey receiving the highest consultation numbers between January-October 2017, 19 are situated in Istanbul, 4 in Gaziantep

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<sup>379</sup> MoH statistics on admissions, inpatient, intensive care and emergency services of Public Hospitals between January- October 2017; MoH Statistics on ER admissions between 2002-2013.

<sup>380</sup> The calculation based on 3,000 ppl. instead of 4,000 ppl. takes in consideration the likely extra load on healthcare services due to extended preventive care services and additional mental health services.

<sup>381</sup> MoH statistics presented during the meeting with Primary Minister Office, May 2018.

and 3 in Şanlıurfa.<sup>382</sup>

**Table 25: Summary of hospital statistics: the highest increase of Syrian patient per provinces**

Provinces	2012	2013	2014	2015	2016	2017*
Adana	200	8.094	38.784	37.633	69.478	130.097
Adıyaman	22.911	115.609	102.292	47.912	160.751	241.505
Ankara	288	8.799	61.830	72.899	104.904	160.115
Gaziantep	3.045	115.212	224.473	144.919	345.780	396.034
Hatay	563	16.859	54.246	85.256	49.570	119.407
İstanbul	1.686	12.441	138.693	149.897	287.857	473.474
İzmir	181	7.619	26.438	75.890	77.426	187.559
Maraş	44.726	175.859	246.410	221.546	100.058	278.005
Kilis	25.002	148.033	263.443	306.421	145.297	292.243
Mardin	860	25.992	110.824	120.160	187.175	187.750
Şanlıurfa	54.815	335.890	666.999	788.539	248.025	872.134

Source: Ministry of Health, May 2018 (\* until 27.09.2017)

Moreover, the comparison between statistics of 125 public hospitals showing the Syrian patient load versus equipment needs of the same hospitals<sup>383</sup> indicate that 60 public hospitals in 23 provinces have a patient load of between additional +10,000 and over 290,000 per year for each of those hospitals, and that those structures need extra equipment to be able to respond to diagnosis, monitoring and treatment needs of those patients. (See Annex 9 for the details of the hospitals and equipment).

### **Mental Health and Psycho-Social Support (MHPSS)**

Even though the government structures and NGOs provide a wide range of mental health and psycho-social support services - according to a recent report, more than 124,000 refugees have received support and treatments delivered through various partners<sup>384</sup> - those services have been so far limited in scope and reach compared to the need. Within the public healthcare system of Turkey, services in mental health focus on medical intervention, while prevention, early detection and primary healthcare level services are overlooked. Efforts to increase access to services and close existent gaps by shifting towards community mental health facilities outlined in the National Mental Health Plan are still underway<sup>385</sup>. Not only is the psycho-social support offered to refugees by non-governmental actors very limited in terms of scale compared to the great needs, the psychosocial component is also usually limited to social activities and the quality of those services are often questioned by government institutions, as well as by some stakeholders. Furthermore, the diagnosis and referral capacity of those non-specialized psycho-social support centres is usually limited. Cultural barriers or low health literacy of family members also often leave patients untreated. Moreover, cultural factors and language barriers increase the need for more tailored services in mental health.<sup>386</sup>

Lack of mental health professionals is the major challenge in mental healthcare services. Reportedly, there are only a few Syrian psychiatrists residing in Turkey and the number of psychologists (claimed to be around 1,000-1,500) is also limited. Moreover, Syrian psychiatrists and psychologists cannot practice in Turkey at present. Overall, the number of clinical psychologists is also very limited (approximately 700-880 clinical psychologists were registered in Turkey in 2011<sup>387</sup> Moreover, according to some stakeholders, the clinical

<sup>382</sup> MoH statistics on admissions, inpatient, intensive care and emergency services of Public Hospitals between January- October 2017.

<sup>383</sup> Based on data and information provided MoH, May 2018.

<sup>384</sup> Laura Batalla and Juliette Tolay, Toward Long-Term Solidarity with Syrian Refugees? Turkey's Policy Response and Challenges, Atlantic Council in Turkey, September 2018.

<sup>385</sup> Zeinab Hijazi and Inka Weissbecker, *Syria Crisis: Addressing Regional Mental Health Needs and Gaps in the Context of the Syria Crisis*, (Washington D.C.: International Medical Corps), 2015, <https://internationalmedicalcorps.org/wp-content/uploads/2017/07/Syria-Crisis-Addressing-Mental-Health.pdf>.

<sup>386</sup> EU Commission, Ad Hoc Expert Consultation with EU Member States on the Implementation of the EU Approach to Forced Displacement and Development, European Commission, European Union External Action, June 2017.

<sup>387</sup> Güler Okman Fişek, Elif Barışkın, Murat Paker, Perin Yolaç and Yeşim Korkut, Ruh Sağlığı ve İlgili Alanlarda Çalışan Psikologlar ve Klinik Psikologlar İçin Meslek Tanımı, Eğitim Durumu, Görev, Yetki ve Sorumluluk Alanlar [Mental Health and Related Psychologists, Clinical Psychologists Professional Definitions, Education Status, Positions, Authority and Areas of Responsibility], (Turkish Psychologist Association Definitions Commission), January 2011, <<https://www.psikolog.org.tr/ozluk-haklari/Tanimlar-Komisyonu->



approach needs to be adjusted to reflect the profile of the refugees. The most important risk, as highlighted during consultation meetings, is misdiagnosis linked with different cultural interpretation of symptoms or translation challenges. For instance, some case examples presented by a Syrian psychiatrist consulted during the assessment showed that PTSD or major depression are often misdiagnosed as schizophrenia or bipolar disorder.<sup>388</sup> The immediate effect of mental health misdiagnosis is obvious: it keeps people from receiving treatment for their affliction, allowing distress to grow unchecked as hope diminishes. This can lead to increasingly dangerous psychological conditions that threaten both emotional and behavioural function.

Working with interpreters when delivering MHPSS services has its challenges and is heavily contested. It is important to provide capacity building, supervision, and staff care to interpreters. Currently, there is no official training for MHPSS interpreters by international bodies such as the WHO, even though INGOs and the MHPSS technical working group have been requesting such training. In addition, training doctors providing primary healthcare on MHPSS may help identify and address certain needs.

On the other hand, based on similar experiences in cross-cultural settings, using interpreters is recommended to provide MHPSS support in the absence or shortage of local mental health professionals. Monitoring the impact of MHPSS intervention is always complex, as it can vary over time and it is multidimensional. The implementing partners of EU/ECHO are looking for the best way to quantify evidence to share on the impact of those sessions; one partner stated they have recently modified their measurement tool to start using the Diagnostic and Statistical Manual of Mental Disorders (DSM–5) for measuring impact; the results would offer a clearer picture on the results of the mental health services provided through interpreters. Yet, there is recognition of a certain impact based on qualitative data collected (observations, case study discussion with psychologists, and follow-up sessions track).

Stakeholders have also highlighted problems related to the common therapy approach being practiced by Turkish psychologists, which is mostly based on psychoanalytical approach, and that the service model should be adapted to the nature of forced displacement.

### **Women's Healthcare**

UNFPA is the leading partner of MoH in women's health activities with 41 Women & Girls Safe Spaces in 11 cities, 34 being integrated in MHCs. Through these spaces it is reported that reproductive health and family planning services have been provided to 59,282 women, skills training provided to 11,765 women, in addition to provisions of dignity kits, hygiene kits, maternity and reproductive health kits. As explained above, the health status and risks related to women's health have considerably heightened the need for scaled-up services, especially in terms of reproductive and sexual healthcare, family planning, hygiene promotion and mental health.

The limited capacity of obstetrics services in public healthcare structures is another challenge in addressing pregnancy and labour complications. Due to rising economic disparities, some Syrian women in Turkey have also turned to sex work (see also Protection chapter in this report)<sup>389</sup>. Sex workers face particular health risks. A survey among Syrian men and women working as sex workers in Turkey revealed there is a general lack of knowledge about healthcare services available to them (free HIV testing) and engaging in unprotected sex is common<sup>390</sup> (See also Protection section of this report).

### **Child healthcare**

All refugee babies receive routine immunization and all refugees have access to immunization services related to outbreak risks. In 2017, MoH led a country-wide team of 5,000 people, supported by UNICEF and WHO, to give the missing vaccine doses (Pentavalent, MMR and Hepatitis-B) to more than 120,000 refugee and migrant children under the age of five. The immunization coverage has been completed and the immunization services are handed over to MHCs; however, the follow-up system for new-borns and children who must receive their second vaccination dose has not been activated yet<sup>391</sup>. At present, parents are given a vaccination booklet for each child which includes the child's information and dates indicating when the next

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[Raporu-2011.pdf](#)>

<sup>388</sup> Interview with UOSSM May 2018.

<sup>389</sup> Unal Demirtaş and Aslan Özden, "Syrian Refugees: Health Services support and Hospitality in Turkey." *Public Health* 129, no.11 (November 2015): 1549-50.

<sup>390</sup> Ibid.

<sup>391</sup> Interview with UNICEF Turkey, June 2018.

vaccination date; however, it is up to the parents to adhere to the vaccination schedule.

### **Physiotherapy, Rehabilitation and Post-Operative Care**

As explained below and stated by many stakeholders during consultation meetings, Physiotherapy, Rehabilitation and Post-Operative Care remains one of the services with substantial gaps due to the high number of cases and long duration of treatment that requires additional support for patients and care takers.

### **Community Outreach and Mobile Clinics**

Various NGOs running community centres offer medical referral services for refugees under IP or TP. This usually involves taking hospital appointments and in cases of emergency or vulnerability, sending an interpreter or companion with them to the hospital. Some community centres are involved in providing reproductive healthcare awareness sessions for Syrian refugee women. On the other hand, development of mobile healthcare services is under the framework of SIHHAT Project. One recent report evaluates the impact that training Syrian refugee women as outreach workers, with an emphasis on reproductive health, has within the Syrian community in Şanlıurfa<sup>392</sup>. According to the women involved in the training, it changed their perception of reproductive health issues.

Syrian refugees living in rural areas or those who move around frequently as seasonal agricultural labourers, suffer due to a lack of basic services, in many cases, including healthcare. According to a report researching the living and working conditions among Syrian agricultural labourers in the Adana Plain, 68.8% of those surveyed said they suffer from medical conditions due to their work or living conditions<sup>393</sup>. 60% said they would go to hospital for treatment; however, going to hospital is contingent on covering the transportation costs, accessing means of transportation, and getting agricultural intermediaries to accompany them for translation and handling administrative process<sup>394</sup>.

#### **5.2.6 Main Interventions in Health since 2016<sup>395</sup>**

- The EU (through ECHO) has provided 74 million Euros in humanitarian assistance and 508 million Euros in non-humanitarian assistance for health sectors between 2016-2018 (some projects to be continued further to 2019). In total 17 healthcare facilities were being run by NGOs until the end of 2017 (providing PH and specialized healthcare services). Some of those projects have been or will be closed or handed over.
- As of June 2018, ECHO is no longer funding PH clinics of NGOs (out of the 12 that were still funded beginning in 2017, 6 were successfully transformed into MHCs; the others were either closed, for not aligning with the MoH technical standards to become an MHC, or were still waiting an absorption by MOH).
- As of June 2018, ECHO is funding 14 NGO-run MHPSS or Rehabilitation care centres, including 8 that are currently operational (and 6 about to be set up).
- During 2017, the total number of consultations in PH provided was: 1,5 million in all MHCs and 455,000 in all MHC's run by NGOs. Under the first tranche of the Facility, ECHO funded actions provided 795,000 PH consultations.
- 7,431 persons provided transportation for accessing healthcare services.
- 290 translators have been trained on medical terminology.
- Adaptation trainings supported by WHO for integrating Syrian medical personnel into the Turkish health system continued. In total there were over 2,980 doctors, nurses and technical personnel who have undergone one week theoretical and six weeks practical training sessions by end of 2017, of whom some 800 had been employed in more than 100 operational MHCs in Turkey. In addition, some 462 patient guides were trained to be employed in public hospitals and 91 have been employed in MHCs.
- The third round of the complementary vaccination campaign for refugee children was conducted in

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<sup>392</sup> Şimşek, Zeynep. Syrian Families under Temporary Protection: Health Improvement Program Monitoring and Evaluation Report [Geçici Koruma Altındaki Suriyeli Ailelerin Sağlıkını Geliştirme Programı İzleme ve Değerlendirme Raporu]. Şanlıurfa, March 2016.

<sup>393</sup> Development Workshop, *Fertile Lands*.

<sup>394</sup> Ibid.

<sup>395</sup> The information pertains to the healthcare services provided by humanitarian actors, inclusive of PH services in all MHCs; based on UNHCR-WHO, *Turkey Health Sector Q4-Update January to December 2017*, March 2018, <https://data2.unhcr.org/es/documents/download/62901>.

November 2017. The MoH, in collaboration with UNICEF and WHO, carried out the campaign focusing on 20 provinces where more than 95% of the refugees are residing. Vaccination status of all refugee children under 5 years old was checked through nearly 2,500 vaccinations, completing also the missing doses. Some 376,000 children were reached by vaccination teams in health facilities and through house visits with some 117,000 children completing the missing doses. All records related to vaccination are forwarded to MHCs' health information system. Once all the planned MHCs are functional (some 180 in all Turkey) the vaccination will be covered by the MHCs completely.

- A total of 124,482 beneficiaries received Sexual and Reproductive Health (SRH) services, which were scaled up with a focus on refugee women and young people through 41 Women and Girls Safe Spaces (WGSS) and Youth Centres set up by UNFPA and its partners in 17 provinces. Thirty-four of these provide services integrated to MHCs. As of December 2017, more than 149,000 individuals were reached through SRH services. Trainings were provided to health service providers, health managers and WGSS personnel on clinical management of rape, emergency obstetric care, SRH in humanitarian settings (MISP), pre-natal, post-natal and new-born care and youth-friendly health services. Overall, 1,008 health personnel increased their knowledge and skills on these issues in 2017. Coordination meeting with MoH provincial and central managers were organized to discuss integration of WGSS and collaboration areas for 2018.
- 413,000 Syrian refugee children under 5 received routine vaccination.
- 12,039 MHPSS consultations have been given (versus 801,400 targeted). Under ECHO funded actions since the beginning of Facility funding in 2016, 48,000 MHPSS consultations were delivered.
- 12,000 individuals received physical rehabilitation services.

### 5.3 Assessment of Challenges and Needs

In view of the current situation described above, the challenges and needs associated with refugees in the health sector can be summarized in the following.

Challenges	Needs
<b>LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK</b>	
Syrians without registration and non-Syrian refugees under different status have limited access to healthcare services by law.	A human rights-based approach to health in policy making and programming needs to be promoted through advocacy at state level.
For Syrians under TP, access to healthcare services is geographically limited to their place of registration; seasonal agriculture workers are especially vulnerable.	Syrians under TP need to have access to health services regardless of their registration location without any geographical restriction to their rights.
Syrian healthcare workers (doctors, nurses, midwives) have been enabled to work in MHCs, regulated under the Regulations on Work Permits for Foreigners under Temporary Protection; however Syrian specialist doctors are not sufficiently attracted to the system. Moreover, much-needed dentists and psychologists are not covered by this legislation.	Legal regulations allowing Syrian healthcare professions to work in Turkey needs to be extended to other professions (dentist, psychologist and physiotherapists in priority) and the package offered needs to be more attractive for doctors, especially for working in remote areas.
The interpretation and implementation of health legislation vary by province; non-governmental health actors have difficulties to understand the context and adapt their programming.	Continued and strengthened advocacy and coordination with national and provincial authorities for better implementation of health legislation is needed.
<b>ACCESS TO HEALTH</b>	
MHCs play an important role in meeting language gaps at PH level, but the issue continues at secondary & tertiary levels.	Translation services need to be further developed in Arabic, Farsi (and French at minor scale) in accordance with population density per locations.
Refugees' perception of mistreatment by healthcare professionals and feelings of insecurity create cultural and psychological barriers in access to health; women and marginalized groups are especially vulnerable.	Trainings on cultural awareness, cross-cultural communication, behavioural skills and migrant rights to be provided to healthcare workers and other civil servants in the healthcare

Challenges	Needs
	system.
Men and women find it difficult to seek medical care for cultural reasons when the services are not gender-sensitive (in particular SRH and MHPSS).	Gender equity and gender-sensitive approaches need to be integrated in health policies and practiced throughout healthcare services.
Low health literacy has a negative impact on the health status of refugees, health care services and preventive health activities, with health seeking behaviours such as over-use or misuse of drugs, diagnostic modalities or healthcare structures.	A deeper understanding of health determinants and health literacy rates of refugees is needed; Health education & health literacy to be promoted widely with a focus on outreach and mobile healthcare services.
Refugees have difficulties to access information on their rights, obligations, services, and to navigate within the health system; new comers, new registered refugees, females are especially vulnerable. Refugees are more receptive to audio-visual communication means and social media rather than printed materials.	Mobile clinics & outreach services need to be strengthened by screening, counselling, training and awareness raising activities; priority should be given to new arrivals and female-headed HHs.
Patient mobility is restricted due to remoteness and transport costs (in particular in rural & agriculture areas in Mersin, Adana; slums in peripheries of Istanbul, Gaziantep, Şanlıurfa and Mardin).	Strong linkage with protection and basic needs sectors by extension of outreach services and advocacy / awareness raising activities with innovative communication modalities.
HEALTH STATUS OF REFUGEES AND HEALTH RISKS	
<p><b>MENTAL HEALTH</b></p> <p>Exposure to traumatic experiences combined with problems related to acceptance, cohesion, stress management and with exacerbation of pre-existing mental disorders have resulted in alarmingly high cases of mental health conditions among refugees. The situation is further worsened due to language barriers, stigma to seek treatment and limited response capacity; men &amp; women victims of SGBV women population in general, children and disabled people are the most vulnerable groups. There are concerns about the misdiagnosis of some mental health disorders by psychologists due to cultural factors. Challenges and risks of treatment through interpreters is also a major discussion point. Some concerns have also been raised about differences in terms of service models and therapeutic approaches among service providers. The approaches widely used by psychologists are not adapted to the specific needs and vulnerabilities of forced displacement. <i>Child mental health.</i> Children are suffering from severe mental health symptoms and disorders at alarming rates (with high prevalence of toxic stress and PTSD) and are exposed to high risks of negative coping mechanisms at adolescent and adult ages such as drug abuse (increasingly reported in Istanbul and Mardin), recruitment in armed groups or child marriage, prostitution.</p>	<p>Refugees, especially children, as well as women and men victims of SGBV, need strengthened coping strategies and mental health support systems through community-based services and enhanced preventive care and psychological support at primary healthcare level. Special mental health care should be given to children and adolescents through enhanced medical and psychological support; community-based support systems and strengthened awareness raising/counselling services in schools. The service models for mental health and psycho-social support need to be developed and adapted to working with refugees traumatized due to war and displacement.</p>
<p><b>WOMEN'S HEALTH</b></p> <p><i>Reproductive &amp; sexual health.</i> High birth rates among Syrians with high medical risks, cultural barriers and limited use of family planning among women refugees result in high mortality and morbidity among Syrian women at the age of pregnancy; <i>Maternal &amp; child health.</i> Complications in pregnancy,</p>	Continued and scaled up provision of quality sexual and reproductive health care (SRH) services is needed, while improving access to information on sexual and reproductive health issues; Managing contraceptive needs at primary healthcare level and through mobile healthcare services & outreach.



Challenges	Needs
<p>childbirth and postpartum (such as micronutrient deficiency); high prevalence of teenage pregnancies; poor ANC/PNC care; labor in unfavourable conditions, combined with pre-existing health risks (such as sexually transmitted diseases) may increase mortality and morbidity rates among refugee women at pregnancy age.</p>	<p>Maternal &amp; child healthcare services need to be further scaled-up at primary health care level; strengthening services and awareness raising on ANC/PNC/obstetrics; Promotion of breastfeeding; Provision of micronutrients.</p>
<p><b>SEXUAL &amp; GENDER BASED VIOLENCE (AND TORTURE)</b>                      SGBV and torture cases of refugee men and women fleeing war suspected to be highly underreported;                      Early marriage and pregnancies are widely used as coping strategies, with high medical risks and consequences;</p>	<p>The prevention, mitigation and response to sexual &amp; gender-based violence needs to be integrated at all levels of healthcare services with close collaboration and coordination with (ex) MoFSP and Protection sector partners.</p>
<p><b>PHYSIOTHERAPY, REHABILITATION AND POST-OPERATIONAL CARE</b>                      Continue to be a major issue with reconstructive surgery and prosthetic needs remaining (400 new patients/month on average) in addition to medical needs in the country;                      Long duration of treatment plans and follow-up leave patients and relatives with limited financial, shelter and transportation support during rehabilitation.</p>	<p>Physiotherapy &amp; rehabilitation support to continue in cities near cross-border points (Kilis, Reyhanlı, Gaziantep in priority);                      Support to patients and relatives through patient care facilities.</p>
<p><b>VACCINE PREVENTABLE DISEASES &amp; IMMUNIZATION</b>                      Quality and efficiency of immunization services provided by MoH prevent the vaccine preventable diseases despite high outbreak risks.                      The lack of proper immunization follow-up for new born and second round of vaccines in the healthcare system of Turkey created immunization gaps until last year. The gap has been bridged through additional vaccinations provided countrywide but follow-up system for the new-born and for the second dose vaccinations is not activated.</p>	<p>Service continuity of routine &amp; supplementary immunization services and surveillance is crucial and need to be scaled up in accordance with population increase and specific risks.                       The national immunization follow-up system needs to be extended to refugee children.</p>
<p><b>COMMUNICABLE DISEASES</b>                      The risk of communicable diseases is reportedly under control with close monitoring and prevention measures in place; nevertheless, medical actors are concerned about HIV cases being underreported and there is limited access, especially for marginalized groups, to prevention and treatment.</p>	<p>Awareness-raising on prevention and control of communicable diseases need to be scale-up.                      Access of marginalized groups to support and treatment for HIV and other communicable diseases or STDs need to be scaled up.</p>
<p><b>PULMONARY DISEASES</b>                      The most recent screening data from 2014–15 show the prevalence at 18.7 per 100,000 (MoH), similar to the data for the Turkish population. After 2015, Turkey discontinued screening refugees for tuberculosis. However, more than 90 % of Syrians are living out of camps in bad living conditions. Tuberculosis might be higher than the number of reported cases.<sup>396</sup></p>	<p>Screening programme for TB should be reactivated.</p>
<p><b>CHRONIC DISEASES</b>                      High percentage of Syrian men and women aged 45-69 years have high combined risks of chronic diseases (poor or bad food consumption, poor living conditions, over use of salt, lack of physical activity and use of tobacco); diabetes, anaemia and hypertension are classified as</p>	<p>Preventive and primary healthcare services need to pay special attention to prevention and control of chronic diseases; promotion of good health habits and hygiene awareness should be integrated in the awareness raising and training programs; [improving living</p>

<sup>396</sup> Resat Ozaras, Ilker Inanç Balkan, Mucahit Yemisen, "Prejudice and Reality about Infection Risks among Syrian Refugees," *The Lancet Infectious Diseases* 16, no. 11(November 2016):1222-1223.



Challenges	Needs
priority health conditions of Syrian refugees.	conditions as a priority in Protection/ Basic Needs Sector];
<b>INFECTIOUS DISEASES</b> Surveillance and prevention efforts give successful results overall. On the other hand, there are diverse sources reporting on Leishmaniasis cases, especially among children, suggesting that ongoing outbreaks in Syria and persistence of Leishmaniasis cases in Turkey's border cities may indicate a moderate health risk.	Continuous surveillance, control and prevention measures need to be maintained.
<b>NUTRITION</b> Malnutrition risks among refugee children are high as a result of prolonged poverty status, negative livelihood coping strategies, low health literacy, teenage pregnancy and other factors.	Awareness raising, promotion of breastfeeding, specific nutrition measures to be integrated in programming in Education, Protection and Basic Needs. Further assessment on nutrition status of refugee children is needed.
<b>DENTAL HEALTHCARE</b> The dental health conditions of refugees are poor while the coverage of dental services is limited; service is expensive in private structures. Syrian dentists cannot work in public or private structures due to legal restrictions.	Dental healthcare services need to be scaled-up and awareness raising for prevention of dental diseases need to be integrated in health promotion and awareness raising activities.
HEALTH SERVICES AND RESOURCES	
<b>PRIMARY HEALTHCARE</b> MHCs enhanced the preventive and primary health services for refugees but it is still not at scale compared to population density and regular increase in locations with highest refugee population.	PH services in current MHCs need to be maintained and further disseminated in locations with highest refugee population: 1) Istanbul, Hatay, Gaziantep, Şanlıurfa 2) Mersin, Adana, Kilis, Bursa, İzmir 3) Kahramanmaraş, Mardin, Konya, Ankara, Kayseri.
<b>SECONDARY &amp; TERTIARY HEALTHCARE.</b> Substantial pressure and patient load on secondary and tertiary level health services –ER, obstetrics in particular- in the provinces with high density of refugees.	Secondary level health structures need to be further strengthened and supported in terms of equipment and infrastructure, in locations with highest refugee population: Istanbul, Hatay, Gaziantep, Şanlıurfa
<b>EQUIPMENT &amp; MEDICATION</b> In 23 provinces, diagnosis, monitoring and treatment equipment in 60 public hospitals with high Syrian patient load are over used and/ or insufficient. Based on SUT, the General Health Insurance scheme does not cover some medical devices/ drugs and there are no alternative funding mechanisms; specific gap reported for wheelchair, earing device, eye prosthesis. Disparities in the implementation of SUT are reported.	Equipment support is needed for 60 public hospitals with high Syrian patient load in 23 provinces Much needed medical devices and drugs that are not covered by SUT and that are inaccessible for Syrians under TP should be provided through alternative gap filling mechanisms, as strongly voiced by health sector actors.  Coordination between central and provincial health authorities and inter-provincial coordination need to be strengthened.

## 5.4 Conclusions and Recommendations

Strategic Action Point recommendations for the long-term:

- Advocate, promote and support a human rights-based approach to health in policy-making and programming, and a long-term vision for the integration of migrant healthcare services into the national healthcare system with strong ownership by the Turkish Government.
- Insure coherence and complementarity with regional strategic framework of 3RP and national strategies of the Government of Turkey in health.

- Promote **good governance, coordination and diversity** in between government institutions and non-state actors with different strengths (particularly in health promotion, community outreach, resource mobilization) to **enhance the contribution of civil society to the national healthcare system**.
- Promote the coordination between central and provincial health authorities, as well as inter-provincial coordination mechanisms in order to enhance experience sharing, problem solving, fine-tune the implementation of the regulations.
- Plan an exit strategy with a phased approach, accurately seeking and prioritizing financial and political sustainability through long-term investments in resources (healthcare structures and human resources).

Priority Action recommendations on the service level for short-medium term are listed below.

**Table 26: Suggested priority actions in Health**

PRIORITY ACTION 1	
<p>Increase access of refugees to health and reduce health risks &amp; prevalence of diseases through support to primary healthcare services with enhanced preventive healthcare services in terms of infrastructure, equipment and running costs in accordance with refugee population density:</p> <ul style="list-style-type: none"> <li>■ Continued/undisrupted support to the 178 MHCs that are currently supported by FRIT-1;</li> <li>■ Opening of 400 new Migrant Health Units (approximately 100-120 new MHCs) in 44 provinces that are not covered by current (and to-be-opened) MHCs in FRIT-1<sup>397</sup>;</li> <li>■ Training to 1,500 additional healthcare providers and recruitment of 1,000 additional healthcare providers;</li> <li>■ Recruitment of and training to 1,000 additional bilingual patient guides;</li> <li>■ Provide preventive and curative services through Migrant Health Centers (MHCs):                             <ul style="list-style-type: none"> <li>✓ Provide general healthcare services: counselling, consultation, diagnosis, treatment and referral</li> <li>✓ Provide counselling, treatment or referral on mental health/ psychosocial support services (including for victims of SGBV), women health, public health (chronic diseases, nutrition, communicable diseases, infectious diseases)</li> <li>✓ Provide immunization to 400,000 children between 0-5 age and extend national immunization follow-up system to refugee children</li> </ul> </li> <li>■ Develop mobile healthcare and outreach services (in addition to currently planned mobile healthcare/cancer screening services) through 40 Mobile Health Units for populations living in remote areas/precarious conditions (such as seasonal workers) in order to sustainably promote preventative health, improve access and health outcomes while flexibly adapting the services to needs;</li> <li>■ Promote health education and health literacy, advocacy, awareness raising through outreach, health structures, schools, community centers):                             <ul style="list-style-type: none"> <li>✓ General public: rights and obligations on health, health services, navigation within health system, language and cultural awareness, health awareness topics such as hygiene promotion (including provision of hygiene and dignity kits), nutrition, good health habits, mental health and psycho-social support health consequences of misuse of antibiotics, overuse of diagnostic equipment.</li> <li>✓ Women: reproductive &amp; sexual health, family planning, women’s health, SGBV, child nutrition, breastfeeding, mental health and psycho-social support.</li> <li>✓ Children &amp; adolescent: mental health and psycho-social support, drug abuse.</li> <li>✓ Other specific vulnerability groups such as disabled people, people with chronic diseases, etc.</li> </ul> </li> <li>■ Provide brochures, leaflets and other written materials; and develop innovative communication tools (audio-visual, TV/ social media).</li> </ul>	
<b>Timeframe:</b> Short to mid term	<b>Estimated Cost:</b> 375.58 Million EUR <sup>398</sup>

<sup>397</sup> The MHC planning is based on Family Healthcare System of MoH, which is 1 unit for 4.000 population. The Ministry has updated the Family Healthcare System to 1 unit for 3.000 population, in order to increase the effectiveness, accessibility and efficiency of the healthcare services. In line with the national policies, the services given to Syrians shall be also updated and re-planned on the base of 1 unit for 3.000 population. This brings out a necessity of 400 new Migrant Health Units. (MoH) According to MoH figures, a typical health polyclinic with 5-6 units is estimated to cost around 2.5 million TRY, which is around 350.000 Euros in current Exchange rate.

<sup>398</sup> Based on current project budget, taking in consideration additional MHCs and extended activities.

### PRIORITY ACTION 2

Support the capacity of secondary level healthcare services in terms of infrastructure and equipment in locations with a high load of Syrian patients:

- (In addition to current hospital infrastructure support in Kilis and Hatay), construction of three additional secondary level hospitals in İstanbul (300 bed), Şanlıurfa (300 bed) and Gaziantep (250 bed)<sup>399</sup>.
- Medical equipment (diagnostic, monitoring and treatment equipment) support to 60 public hospitals with highest Syrian patient load<sup>400</sup>.

**Timeframe:** Mid to long term

**Estimated Cost:** 202.6 Million EUR

### PRIORITY ACTION 3

Scale up mental health and psychosocial support services giving priority to preventive care, primary care and community-based services:

- Strengthen coping strategies of refugee populations through community outreach and PH services to 800,000 adults with special care to vulnerable populations: women, children, SGBV victims, minority groups;
- Provide mental health and psycho-social support to 800,000 children & adolescents mainly through schools and community outreach;
- Provide prevention, awareness raising and medical treatment services for drug abuse in priority to adolescents in Istanbul and Mardin;
- Provide trainings to health providers in primary healthcare structures on prevention, early detection and response to mental health diseases;
- Provide trainings to support staff (medical interpreters) on terminology, ethics, self-protection;
- Strengthen referral and counter-referral between governmental /non-governmental structures, inter-sectorial referrals and referrals to specialized services.
- Provide brochures, leaflets and other communication materials about mental health

**Timeframe:** Mid to long term

**Estimated Cost:** 51 Million EUR<sup>401</sup>

### PRIORITY ACTION 4

Continue and scale up reproductive, sexual, maternal and new-born care services to 850,000 refugees with special attention to pregnant teenagers, SGBV victims and women at reproductive age; including:

- General and individual counselling on women's health issues including sexual and reproductive health, antenatal and postnatal care, maternal health, breastfeeding, nutrition, sanitation and childcare at the centers and through outreach activities, such as home visits.
- Maternal health services
- Family Planning services and commodities
- Clinical management of SGBV and rape
- Counselling and Testing on HIV
- Brochures, leaflets and other communication materials about sexual and reproductive health

**Timeframe:** Mid to long term

**Estimated Cost:** 76.5 Million EUR<sup>402</sup>

### PRIORITY ACTION 5

Continue and scale up physiotherapy, rehabilitation, post-operative care in border provinces; as well as patient care support for patients and their relatives through hosting structures.

**Timeframe:** Mid to long term

**Estimated Cost:** 10 Million EUR

Total sum of costs regarding proposed actions is **715,680,000 EUR**.

<sup>399</sup> 140 million Euros based on MoH figures.

<sup>400</sup> 62,06 million Euros based on MoH figures.

<sup>401</sup> Based on 30 TRY cost/ patient / visit, included administrative, training and campaign costs for three years.

<sup>402</sup> Based on 30 EUR cost/ patient / year, included administrative, training and campaign costs for three years.

## 6 EDUCATION

### 6.1 Introduction

This chapter provides a snapshot of the current situation and needs in education services for Syrians under TP and other refugee populations in Turkey. It focuses on developments since 2016 with a forward-looking perspective. The thematic perspective of the chapter is based on two traits anticipated in all education systems and interventions: (i) Access and (ii) Quality and Inclusivity.

**Table 27: Main education areas considered in the assessment<sup>403</sup>**

Traits	Indicative Fields
<b>Access to Education</b>	Enrolment And Attendance To Education Safe Learning Environments (Education Infrastructure) Transportation To School And Education Services Education Programs And Schools Types Back-Up And Catch-Up Education Programs Outreach And Inclusion Of Vulnerable, At-Risk And Out-Of-School Children
<b>Quality &amp; Inclusivity in Education</b>	Turkish Language Proficiency and Turkish Language Courses Appropriate Curriculum and Teaching-Learning Materials Teacher Skills, Competences and Preparedness Fair Systems For Validation, Placement, Assessment, and Transition Learning Pathways Across Education Programs and School Types Guidance, Counselling, Psychosocial Support And Referral Services Positive School Climate and Socio-Emotional Skills Gender Equality In and Beyond Enrolment Special Measures for Disabled Students Participation and Voice of All Stakeholders Including Students

The chapter's strategic perspective is four-fold:

**(i)** It is in line with the long-term integration perspective of Ministry of National Education (MoNE). Therefore, the needs identified and recommendations made are geared towards increasing the accessibility, quality and inclusivity of education services delivered in the national education system and phasing-out the temporary education centre modality previously in practice.

**(ii)** It builds on the notion that social cohesion should form the backbone of upcoming interventions. Such a notion has two components: First, interventions aiming at cohesion of Syrian and Turkish students, parents and teachers should be in place. This requires strong counselling/guidance services and teacher-training but also development of appropriate teaching-learning programs and materials with social cohesion in mind. Second, Syrian and Turkish students should get equal treatment as recipients of interventions at the school level, especially when the distribution of financial/material sources and rewards is at stake. On the basis of such concerns, the chapter seeks a balance between mainstreaming and tailored interventions.

**(iii)** It acknowledges that there have been a number of program-development activities in recent years (in teaching, learning, training, materials, manuals) and suggests that while consolidation and refinement of programs would continue, the current focus should be on increasing the quantity and quality of interventions based on these programs. The ongoing activities and service delivery should continue without interruption and expand in line with increased enrolment to education. At the same time, these activities' efficiency, cost-

<sup>403</sup> A number of indicative fields are naturally overlapping between access and quality/inclusivity and there is not necessarily a clear-cut separation. For example, transportation, back-up/catch-up education programs and specific measures for at-risk and vulnerable children are about quality/inclusivity as much as they are about access.

effectiveness, outcomes and impacts on learning and well-being of children should be closely monitored, analysed and feed into program and policy development.

**(iv)** Since a prioritization and estimate costing for the near-future interventions are required from this study; such interventions are costed for the short-term. Estimate costs do *not* refer to the absolute and total financial volume of all refugee-education needs in Turkey. Rather, they are only within the limits of the priority actions recommended and only for a selected number of topics. Each and every refugee education need is important and may require big investments, but certain issues such as language, accelerated education, school counselling and psychosocial support need to take precedent. The wider list of recommended actions and the narrower list of priority actions are provided in two separate tables. Both need to be taken into account to for a comprehensive vision.

It must be underlined that each topic of this chapter can be subject to further investigation, analysis and elaboration. Given time and resource restrictions, topics are analysed briefly, albeit within an overarching frame and strategic direction arising out of empirical research and analysis.

Finally, the chapter acknowledges that there are several education-supporting activities of several NGOs, municipalities, local institutions. Yet, since the focus is on nationally organized public education services provided by means of MoNE, these education-supporting activities are not reviewed. The chapter is produced on the basis of following sources: review of available reports and publications, consultation meetings with public sector and ministries, interviews with domestic and international organizations, and analysis of data generously provided by MoNE, Council of Higher Education (CoHE), (ex) Ministry of Family and Social Policy (MoFSP)<sup>404</sup> and the Presidency for Turks Abroad and Related Communities (YTB).

## 6.2 Current Situation

Out of 3.5 million Syrians under TP in Turkey, more than 1.6 million are children and about 1 million are in the school age (Table 28). While the initial years of the refugee response was based on an emergency and humanitarian approach, from 2016 onwards MoNE adopted a long-term vision, which has three components: **(i)** integrating all school-age Syrian children into Turkish Public schools synchronized with phasing out Temporary Education Centres (TECs); **(ii)** expanding the education infrastructure by constructing more schools and education environments; and **(iii)** increasing the quality, inclusiveness and resilience-building aspects of education by developing teaching-learning programs, training staff and institutionalizing a model for all vulnerable students regardless of citizenship/immigration status. Considering the magnitude and complexity of the issue, significant steps have been taken, yet significant steps remain.

**Table 28: Number of 0-18 years old Syrians in Turkey**

Age	Male	Female	Total
<b>0-4</b>	265,029	247,535	512,564
<b>5-9</b>	248,625	233,137	481,762
<b>10-18</b>	355,346	308,281	663,627
<b>0-18 Total</b>	869,000	799,953	1,657,953

Source: DGMM, 13 June 2018.

K12 education in Turkey is delivered at public and private schools and regulated by MoNE. There are more than 17 million students in K12 education. Higher education services are delivered at public and private universities and regulated by CoHE. There are currently 7,5 million youth enrolled in higher education in Turkey. Twelve-year education is compulsory for everyone and provided for free in public schools. The expansion of Early Childhood Education (ECE) to all Turkish children under 5 is a national goal underway.<sup>405</sup> Transition from double-shift to single-shift (full-day) schooling is another national goal underway.<sup>406</sup> (On major tiers in Turkish education system and number of Turkish students enrolled, see Annex 10 – Table 54)

<sup>404</sup> See footnote 2.

<sup>405</sup> MoNE, *Strategic Plan 2015-2019*, Ankara: MoNE, [http://sgb.meb.gov.tr/meb\\_ays\\_dosyalar/2015\\_09/10052958\\_10.09.2015sp17.15imzasz.pdf](http://sgb.meb.gov.tr/meb_ays_dosyalar/2015_09/10052958_10.09.2015sp17.15imzasz.pdf); MoD, *The Medium-Term Programme 2018-2020*. Ankara MoD, 2017, [http://www.mod.gov.tr/Lists/MediumTermPrograms/Attachments/14/Medium%20Term%20Programme%20\(2018-2020\).pdf](http://www.mod.gov.tr/Lists/MediumTermPrograms/Attachments/14/Medium%20Term%20Programme%20(2018-2020).pdf); The

national target is to make ECE compulsory so that every child will receive at least 1 year of ECE before starting their basic education.

<sup>406</sup>Ibid. MoNE aims to complete the transition to full-day schooling in all primary and secondary schools by 2020. It estimates that about 50,000 new classrooms are needed for that aim. This number does not take into account Syrian school-age population.



According to latest available data, public expenditure per student in Turkey is TRY 3,787 at primary education level; TRY 6,008 at general upper-secondary, and TRY 7,264 in Technical Vocational Education and Training. In line with the expansion of the MoNE Budget, public expenditure per student have also increased in Turkey (see Annex 10 – Table 55).

### 6.2.1 Access to Education

#### Enrolment of school age children

Legally, Syrian and other migrant children are legally entitled to access all levels of the K12 education system in Turkey as well as the education services provided at TECs. MoNE aims to gradually shut down all TECs and transfer all of TEC students to regular schools, if possible, by the end of 2020. In other words, K12 education services for Syrians and other migrant populations are in the process of being mainstreamed.

A key indicator of the education situation is the enrolment (schooling) ratio of school-age population. From 2014 to 2018, the enrolment ratio of Syrian children has increased from 30% to 62% (Table 29). Although the *number* of students enrolled at TECs has slightly increased, the *ratio* of students in TECs has significantly decreased from 82% in 2014 to 37% in 2018. The ratio of students attending public schools has increased from 17% in 2014 to 62% in 2018. This is a significant and commendable achievement.

**Table 29: Number and enrolment ratios of school-age children 2014-2018 (K12 Education)**

Years	Number of Students Enrolled at Public Schools	Ratio of Students Enrolled at Public Schools	Number of Students Enrolled at TECs	Ratio of Students in TECs	Number of Registered Students in Total	School Age Population	Enrolment (Schooling) Ratio
2014-15	40,000	%17,39	190,000	%82,61	230,000	756,000	%30
2015-16	62,357	%20,03	248,902	%79,97	311,259	834,842	%37
2016-17	201,505	%40,91	291,039	%59,09	492,544	833,039	%59
2017-18	388,475	%63,54	222,943	%36,46	611,418	976,200	%62,63

Source: MoNE, 28 May 2018. (Including 14,105 students in open education)

Nevertheless, further progress in enrolment is immediately needed, since nearly 40% of the school-age population still remain out-of-school. While enrolment figures are high for those in basic education (primary school), it rapidly declines for those in lower-secondary and especially upper secondary age groups (Table 30). In upper-secondary education, the majority of students are still in TECs, followed by Imam-Hatip High Schools and Open Education (Table 31). The situation requires rigorous action on upper-secondary enrolment. As stated in the 3RP 2018-2019 Turkey Country Plan, “a large number of children and youth who are not enrolled in education, skills training, higher education or any available education opportunity, could have negative consequences for the long-term development prospects of Syria, and poses risks to sustainable social cohesion in Turkey.”<sup>407</sup>

**Table 30: Number and enrolment ratios of school-age Syrian children by gender, age and education level**

Education Level	Syrian Females in Public Schools	Syrian Males in Public Schools	Syrian Females in TEC	Syrian Males in TEC	Total Enrolment <sup>408</sup>	School Age Population	Enrolment Ratio % <sup>409</sup>
<b>Pre-School (Age 5)</b>	13,160	13,976	3,460	3,624	36,636	93,791	39.1
Grade 1	44,839	47,843	6,929	7,189	113,789	92,358	123.2

<sup>407</sup> 3RP 2018-2019 Country Plan Turkey

<sup>408</sup> The total enrolment figure includes 40,000 Iraqi students (19000 girls, 21,000 boys) enrolled in public schools. They are subject to same education governance regime with Syrian students.

<sup>409</sup> Enrolment ratios can go above 100% since there are some over-the-age-group students currently attending Basic Education because they were out-of-school for a few years. This situation is typical in protracted crises.

Education Level	Syrian Females in Public Schools	Syrian Males in Public Schools	Syrian Females in TEC	Syrian Males in TEC	Total Enrolment <sup>408</sup>	School Age Population	Enrolment Ratio % <sup>409</sup>
Grade 2	30,949	32,039	6,418	6,525	81,128	89,198	91.0
Grade 3	16,853	17,187	31,487	34,385	104,421	85,335	122.4
Grade 4	13,302	13,537	22,361	22,611	75,618	84,340	89.7
<b>Primary Total</b>	<b>105,943</b>	<b>110,606</b>	<b>67,195</b>	<b>70,710</b>	<b>374,956</b>	<b>445,022</b>	<b>84.3</b>
Grade 5	20,104	19,948	3,541	3,727	51,496	76,568	67.3
Grade 6	8,718	8,577	7,272	7,061	34,862	67,721	51.5
Grade 7	4,298	3,872	9,108	8,772	28,870	64,486	44.8
Grade 8	2,862	2,572	8,128	7,221	22,774	64,044	35.6
<b>Lower-Secondary Total</b>	<b>35,982</b>	<b>34,969</b>	<b>28,049</b>	<b>26,781</b>	<b>138,002</b>	<b>272,819</b>	<b>50.6</b>
Grade 9	6,314	5,556	1,363	1,213	16,706	61,434	27.2
Grade 10	2,759	2,083	2,794	2,357	11,136	62,852	17.7
Grade 11	1,118	779	3,433	3,025	9,177	61,069	15.0
Grade 12	662	477	4,136	4,447	10,340	73,004	14.2
<b>Upper-Secondary Total</b>	<b>10,853</b>	<b>8,895</b>	<b>11,726</b>	<b>11,042</b>	<b>47,359</b>	<b>258,359</b>	<b>18.3</b>
<b>Open Upper-Secondary</b>	<b>6,948</b>	<b>6,654</b>			<b>14,105</b>		
<b>Total</b>	<b>172,887</b>	<b>175,102</b>	<b>110,580</b>	<b>112,363</b>	<b>611,418</b>	<b>976,200</b>	<b>62.6</b>

Source: MoNE, May 2018.

**Table 31: Upper-secondary enrolment of Syrian students in Turkey by program type**

Upper-Secondary General Distribution			
	Female	Male	Total
TEC High-Schools	11,726	11,042	22,768
Imam-Hatip High Schools	8,972	6,393	15,365
Anatolian High Schools	1,100	1,300	2,400
TVET (Technical Vocational High Schools)	2,750	3,133	5,833
Open Education	7,170	6,935	14,105
<b>Total</b>	<b>31,718</b>	<b>28,803</b>	<b>60,471<sup>410</sup></b>

Source: MoNE, June 2018.

Overall, the phenomena of low enrolment in education are both about supply (provision of education) and demand (education seeking behaviour). Thus, increasing enrolment requires interventions on both sides, such as having sufficient number of schools accessible by students, providing quality education and complementary services, placing students in programs suitable to their levels on the supply side, and having cash transfers, preventing child-labour and early marriages, providing family training and outreach activities, and legal enforcement of compulsory education laws on the demand side. At the same time, improving the precision of the supply side is crucial; for instance, placing students in schools above or below their previous learning and skill levels may negatively impact their motivation, attendance and learning outcomes.<sup>411</sup> A synthesis of research findings suggests that the main reasons behind low-enrolment of Syrians under TP

<sup>410</sup> Considering that more than 250,000 Syrian refugees are in the upper-secondary education age-group, it is clear that this figure needs to be improved.

<sup>411</sup> Coşkun Taştan and Zafer Çelik, *Education of Syrian Children in Turkey*. The authors note there are cases that Syrian students who finish 8th grade are placed by the provincial transfer commissions into high schools below their academic performance and skill levels. Placing highly successful academic students in schools unfitting to their level causes demotivation in students, may lead to absenteeism and dropout; and it is overall a mismanagement of valuable resources.

are<sup>412</sup>:

- Socio-economic challenges of families<sup>413</sup> (i.e. failure to afford education costs, children engaging in income-generation activities, including such consequences as child labour and child marriage)
- Domestic-labour activities of adolescents (i.e. care-giving to elderly, siblings, and the disabled)
- Families and/or students (especially in adolescent ages) having weak future prospects associated with education (i.e. expecting low economic returns from education)
- Problems in finding a school and registering
- Experiencing problems while attempting to register at school
- Failure to find a school at commutable distance; lack of transportation support
- Low Turkish language proficiency, hence being unwilling to enrol or denied from enrolment
- School principals lack of information / awareness about legal regulations and procedures
- Families' lack of information/awareness about available education opportunities
- Families' lack of information/awareness about the importance of education (i.e. not valuing education)
- Families not seeing Turkish language or education in Turkey as important, due to assumptions about migration to a third country or aims of returning to Syria.

It must be underlined that in several cases the factors listed above are often overlapping and mutually-reinforcing the negative effects of each other. Therefore, in outreach and enrolment interventions, addressing multiple-risks and overlapping-vulnerabilities are extremely important.

In primary and lower-secondary education, there is not any discernible gender gap in access to education. Gender equality in access to education, however, does not automatically ensure gender equality at school level and equal access to learning and social development opportunities. A dedicated study would be required to explore the intersection of gender and migration within schools.

In upper-secondary, there are more girls than boy in public schools and TECs.<sup>414</sup> This is correlated to adolescent males' transition to income-generating activities.<sup>415</sup> At the same time, boys' lower enrolment and progression across education tiers are in line with some international findings in similar situations.<sup>416</sup> Rather than being de-gendered phenomenon, the situation stems from gender norms on breadwinning and gendered division of labour in the household.

### Absenteeism and Drop-Out

In many cases, the reasons for remaining out of school, and for student absenteeism and dropping out are highly similar and interrelated. Especially the socio-economic factors that keep individuals out of school may also keep them from full engagement in education. At the same time, experiencing communication and discrimination issues at school, having learning challenges and low grades may easily reinforce one another, leading first to absenteeism then drop-out. A synthesis of available research suggests that the main reasons for absenteeism and drop-out for Syrian and other refugee students in Turkey are similar to the reasons listed previously for low enrolment ratios, including furthermore factors such as having communication issues with teachers and other students, negative school climate, discrimination, and low academic progress, including both low Turkish language proficiency and persistently low grades.

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<sup>412</sup> Ibid.; WFP-TRC, *Comprehensive Vulnerability Monitoring*, May 2018d; IOM, *Field Observation Report*, 2018; İpek Coşkun, Celile Eren Ökten, Eren, Nergis Dama, Mümine Barkçin, Shady Zahed, Marwa Fouda, Dilruba Toklucu, and Hande Özsarp, *Breaking down Barriers: Getting Syrian Children into Schools in Turkey*, Joint Publication SETA and Theirworld, 2017, <https://www.setav.org/en/breaking-down-barriers-getting-syrian-children-into-school-in-turkey/>; Human Rights Watch, "World Report Country Chapter: Turkey 2017," accessed 29 June 2018, <https://www.hrw.org/world-report/2017/country-chapters/turkey>; Ayhan Kaya and Aysu Kırış, *Vulnerability Assessment*; Betül Dilara Şeker, İbrahim Sirkeci and M. Murat Yüceşahin, *Göç ve uyum [Migration and Integration]*, (London: Transnational Press London), 2016; UNFPA Brief Refugee Child Marriages, <https://www.unfpa.org/news/turkey-refugee-child-marriages-drive-adolescent-pregnancies-underground>, accessed 26 July 2018.

<sup>413</sup> See the Basic Needs and Livelihood chapters. WFP-TRC, *Comprehensive Vulnerability Monitoring*, May 2018d, finds that on average, households spent 44% of their total expenditure on food, 22% on rent and 11% on utilities. This leaves only 23% for all other expenditure, putting families in a precarious position.

<sup>414</sup> That there is no observable gender gap in access to primary and lower-secondary education is not an indicator of gender equality at schools and in learning outcomes.

<sup>415</sup> At the higher education this gender gap becomes reversed, i.e. there are many more male university students than females. For more on this, see the section on higher education

<sup>416</sup> Global Education Monitoring (GEM) Report, *Accountability in Education: Meeting our Commitments 2017/2018*, Paris: UNESCO, 2017, <http://unesdoc.unesco.org/images/0025/002593/259338e.pdf>. The GEM report demonstrates that in many countries boys are at higher risk of not-sufficiently-progressing or not-completing education. This phenomenon ties in with certain gender norms and male-breadwinner stereotypes.

A preliminary analysis of E-School and YÖBİS school-absenteeism data verify some trends observable in enrolment figures, but cannot provide a clear picture (Table 32). The fact that absenteeism is highest in the upper-secondary education is consistent with low enrolment phenomena in upper education. It is also consistent with research on the causes of absenteeism of 8<sup>th</sup> grader Turkish students. Empirical research in Turkey demonstrates that the effects of classroom size, individual sense of belonging and motivation for school, and household responsibilities are much larger in the 8<sup>th</sup> grade than in former grades.

**Table 32: Number of Syrian students absent more than 10 days in 2017-18**

	Public Schools			Temporary Education Centers		
	Number of Students Absent more than 10 days	Number of Students in System	Percentage of Students Absent More Than 10 days	Number of Students Absent more than 10 days	Number of Students in System	Percentage of Students Absent More Than 10 days
<b>Pre-School</b>	1,882	29,457	6.4	0	7,091	0.0
<b>Grade 1</b>	5,647	99,491	5.7	0	14,114	0.0
<b>Grade 2</b>	9,097	68,050	13.4	16	12,794	0.1
<b>Grade 3</b>	8,706	38,485	22.6	1,110	65,921	1.7
<b>Grade 4</b>	7,534	30,598	24.6	617	44,851	1.4
<b>Grade 5</b>	8,399	44,180	19.0	4	7,221	0.1
<b>Grade 6</b>	9,838	20,516	48.0	167	14,267	1.2
<b>Grade 7</b>	9,654	10,967	88.0	303	17,790	1.7
<b>Grade 8</b>	7,970	7,402	107.7	153	15,270	1.0
<b>Grade 9</b>	5,969	14,124	42.3	36	2,554	1.4
<b>Grade 10</b>	4,119	5,976	68.9	63	5,149	1.2
<b>Grade 11</b>	2,413	2,706	89.2	88	6,440	1.4
<b>Grade 12</b>	1,318	1,764	74.7	52	8,575	0.6

Source: MoNE E-School and YÖBİS, as of February 2018.

Nevertheless, the inconsistencies between absenteeism and enrolment figures, such as more than 100% absenteeism in 9<sup>th</sup> grade and almost no absenteeism at TECs, and data irregularities highlight the need for more rigorous data-entry at the school level and robust data-verification at all levels. The situation also points out to importance of further strengthening the education information management systems, harmonization of datasets, and improvement of data-analysis methodologies. As all Syrians integrate into national education system and become reported in E-School, without constant entry and exit of students, some data issues are also likely to decrease. The extremely low absenteeism ratios at TECs suggest a case of underreporting at school-level and/or data-collection shortcomings.

### Infrastructure Development

The following EU-funded infrastructure interventions, leading to 215 new buildings, are currently underway:

- Facility: 255 million Euro (79 Concrete and 50 Prefabricated School Buildings) (KfW)
- MADAD: 70 million Euro (20 Concrete and 10 Prefabricated School Buildings) (KfW)
- Facility: 150 million Euro (55 Concrete Schools and 1 Community Training Center) (World Bank)

MoNE estimates that in addition to above infrastructure interventions, the number of current and upcoming Syrian school age population necessitates constructing more than 1000 new schools (For details about ongoing interventions by provinces see Annex10: Table 56). Although education infrastructure needs cannot be underestimated, this calculation may be slightly overestimating. For example, it may not be fully factoring in the potential that may arise from utilization of the already existing capacity in some schools and provinces, or the potential role of open education etc. Also, not every out-of-school student will complete a 12-year cycle in the education system. Nevertheless, considering the size of Syrian school age population, the infrastructure needs are still very significant and immediate. It must be noted that phasing out TECs will require creating space for around 200,000 students in addition to 365,000 currently out-of-school children. Furthermore, nearly 500,000 children will soon be at school-age.

It is widely observed that school construction processes can benefit from faster execution, so the educational infrastructure needs can be more rapidly answered. In order to speed-up the process, MoNE recently expanded its staff. In relation to that, the amount of upcoming construction projects needs to be aligned with the total processing capacity and workload of MoNE and its national/international partners. The lessons learned and improvements undertaken since 2016 in coordination/collaboration between MoNE and its partners are expected to improve the upcoming execution processes. In fairness, it must be acknowledged that land and expropriation difficulties in metropolitan provinces are significant challenges slowing down the infrastructure projects.

Transitioning to full-day (single-shift) schooling in all provinces is a national target for Turkey for 2020. That target requires building about 50,000 new classrooms in 15 metropolitan provinces (See Annex 10: Table 57) and 60,000-new classrooms nationwide.<sup>417</sup> Currently, 55% of primary, 60% of lower-secondary, and 7% of upper-secondary Turkish students are in single-shift schooling. Calculating by school numbers, in primary and lower-secondary schooling, about 20% of schools are in single-shift. This shows that the challenge is more concentrated in metropolitan provinces. The fact that majority of Syrian population is also in these metropolitan cities multiplies the magnitude of the challenge.

So far, calculations for Syrian-influx and national-targets have been undertaken separately by national authorities since these have been two separate lines of action with separate budget sources. However, it may be useful to eventually merge these two lines and re-produce combined figures for each province and district to allow more precise and strategic programming, even though their budgets may continue to remain separate for a few more years. The ideal long-term outcome will be to have all Syrian and migrant school-age students integrated into the national system at which all schools are full-day. It must be acknowledged that the mobility of Syrian families due to economic hardships (especially those engaged in seasonal agricultural works, informal and construction works) is also a challenge, making precise projections in education infrastructure difficult (See also Protection and Livelihoods chapters of this report).

### **Conditional Cash Transfers in Education (CCTE)**

The Conditional Cash Transfer for Education (CCTE) Programme aims to motivate enrolment and increase school attendance. It covers both Syrian and other migrant families. The CCTE is being implemented through the partnership of (ex) MoFSP, MoNE, TRC and UNICEF. The current budget of the CCTE Program is close to EUR 100,000,000. As of June 2018, 176,076 girls and 175,203 boys have benefitted from the CCTE (See Annex 10: Table 66). Currently, UNICEF and GoT are revising the original CCTE targets for the 2018-2019 academic year.

The CCTE Program has 2 components: Cash Transfer and Child Protection. The cash transfer component provides families with cash assistance for the education of their children on the condition that the child attends the school (Table 66). Currently, the major beneficiaries of the CCTE program are primary school children (Table 67). The child protection component ensures the follow-up and monitoring of the most vulnerable children -including those who are dropping out of school and CCTE program- and referrals to complementary child protection services. This component is being implemented in 15 provinces with the goal of reaching near 50,000 children by June 2018. It includes outreach teams consisting of social workers, psychologists, and translators.

There is already significant global evidence on the impact of conditional cash transfers.<sup>418</sup> Likewise, Turkish case studies since 2003 identify the positive impact of cash-transfer programs on enrolment, attendance and gender equality.<sup>419</sup> In this regard, the CCTE program is likely to generate positive outcomes in access to

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<sup>417</sup> MoNE, "Investing in 45 Thousand Classrooms for Full-Time Education [Tam Gün Eğitim İçin 45 Bin Derslik Yatırımı]." MoNE (Ankara), 12 December 2017, <http://www.meb.gov.tr/tam-gun-egitim-icin-45-bin-derslik-yatirimi/haber/15189/tr>

<sup>418</sup> Any econometric study on CCTE has not been undertaken yet. A big UNICEF research with a large sample focus groups and interviews, on the strengths and weaknesses of CCTE is underway, but its report will not be available before mid-Summer 2018.

<sup>419</sup> Julide Yıldırım, Servet Özdemir and Ferudun Sezgin, "A Qualitative Evaluation of a Conditional Cash Transfer Program in Turkey: The Beneficiaries' and Key Informants' Perspectives," *Journal of Social Service Research* 40, no. 1(2014): 62-79; Şebnem Avşar Kurnaz, Samet Güneş, Caner Esenyel, Mustafa Sencer Kırmitçi, Nazlıhan Özgenç, Pınar Yavuzkanat, and Social Policy Unit UNICEF Turkey, 'Policy Paper on Improving Conditional Cash Transfers Programme in Turkey,' UNICEF, 2014, [https://sosvalyardimlar.aile.gov.tr/data/5429198a369dc32358ee29b9/Policy\\_Paper\\_on\\_Improving\\_Conditional\\_Cash\\_Transfers\\_Programme\\_in\\_Turkey.pdf](https://sosvalyardimlar.aile.gov.tr/data/5429198a369dc32358ee29b9/Policy_Paper_on_Improving_Conditional_Cash_Transfers_Programme_in_Turkey.pdf); Akher U. Ahmed, Michelle Adato, Ayşe Kudat, Daniel Gilligan, Terence Roopnaraine and Refik Colasan, *Impact Evaluation of the Conditional Cash Transfer Program in Turkey: Final Report*, (Washington, D.C.: International Food Policy Research Institute), March 2007, [http://www1.worldbank.org/prem/poverty/ie/dime\\_papers/602.pdf](http://www1.worldbank.org/prem/poverty/ie/dime_papers/602.pdf); Laura B. Rawlings and Gloria M. Rubia, "Evaluating the Impact of Conditional Cash Transfer Programs," *The World Bank Research Observer*, 20, no. 1(Spring 2005): 29-55.



education. Some qualitative research conducted in 2017 (mostly interviews with parents) highlighted that beneficiaries find CCTE helpful.<sup>420</sup> Any econometric or other type of systematic impact analysis of the CCTE program on learning (grades), attendance and wellbeing of students has not been completed or disseminated. A UNICEF-commissioned research including interviews and focus groups meetings is underway. Findings of such impact analyses will be of utmost importance to guide and to revise the CCTE program if necessary.

Considering the current number of out-of-school children, the role of socio-economic factors as barriers to access, low likelihood of immediate progress in the employability and livelihood prospects of huge number of Syrian parents, it is advisable to continue the CCTE and increase the number of CCTE beneficiaries. However, such an expansion can be matched with some services referring parents to skills-training and employability opportunities. Considering that from 2018 onwards majority of new enrolment to education will be from lower-secondary and upper-secondary cohorts, total budget of the CCTE Program will be higher, due to higher amount paid in secondary education (Table 67). The large size of upcoming school-age population may also entail larger number of applications/beneficiaries.

Finally, since CCTE is primarily based on the existing and very successful Turkish cash-transfer in education program, a planning to incorporate CCTE into national framework may be beneficial in order to avoid parallel systems in the long-term. This would naturally have budgetary implications. According to MoNE and (ex) MoFSP calculations, from 2003 to 2017 the total budget of Conditional Educational Cash Transfer Program in Turkey has been about TRY 6 billion<sup>421</sup>. This total figure is not adjusted for inflation, thus the total number in current prices would be much higher. In 2017, the budget of conditional cash transfer program for Turkish students was about TRY 800 million, i.e. about EUR 150 million.

In addition to conditional educational cash transfers in Turkey, there exists another financial support -based on need and academic achievement eligibility criteria called the MoNE Scholarships. In 2017-2018, about 260.000 Turkish students lower-secondary and upper-secondary schools receive about TRY 215 per month. The annual budget of MoNE Scholarships sums around TRY 600 million. Currently, only Turkish students are eligible for MoNE Scholarships. Expanding both MoNE Scholarships and national Conditional Educational Cash Transfer programs to cover Syrian and other migrant students should be advised on grounds of equity and human rights of children. At the same time, both the budgetary implications and, equally importantly, public perception and potential implications of such expansions on the relations between host community and refugees should be carefully evaluated and planned.

Finally, lessons learnt from the care component of the CCTE may also provide insights into Turkish cash-transfer program to reinforce fiscal measures connection to student well-being measures. Going beyond cash and care - i.e. requiring (or motivating) parents to undertake skills-training, job-applications, family training, language training - may also be considered.

### **School Transportation Support**

School transportation support is an important policy instrument with both strengths and weaknesses. Introduced in Turkey in 1989, currently 1,3 million Turkish students whose homes are more than 2 km distant to schools benefit from publicly-subsidized school transportation services across the country.<sup>422</sup> Transported students also benefit from school lunch services. The motivation behind introducing the instrument in Turkey has been to increase the education access of students living in small districts and villages in rural areas. The policy allows students to enrol in education programs which otherwise their families cannot afford or prioritize. The use of transportation services, however, comes with difficulties. Commuting across rural towns may take a long time, leading to fatigue, absenteeism, low motivation and achievement. Students are reported to spend more than 2 hours on the road each way.

As the majority of Syrian students benefiting from school transportation are not living in rural districts/villages but in urban areas, the positive impacts of this support are much more straightforward and prominent. School transportation services provided by IOM Turkey and MoNE's "Promoting Integration of Syrian Children into Turkish Education System" program, also known as PICTES (see below), play an important role in

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<sup>420</sup> Coşkun et al., Breaking down Barriers.

<sup>421</sup> MoNE Annual National Budget for 2018

[https://sgb.meb.gov.tr/meb\\_iys\\_dosyalar/2017\\_12/27095218\\_2018\\_MEB\\_BYTYE\\_SUNUYU\\_GENEL\\_KURUL\\_18.12.2017.pdf](https://sgb.meb.gov.tr/meb_iys_dosyalar/2017_12/27095218_2018_MEB_BYTYE_SUNUYU_GENEL_KURUL_18.12.2017.pdf)

<sup>422</sup> In 2018, 757,769 primary and lower-secondary students; 472,337 upper-secondary students, and 92,175 special education students benefit from school transportation. Also, ECE and teacher transportation.

increasing access and attendance to education, with 8000 and 36,000 students benefitting from these programs respectively. Interviews with stakeholders also highlight that the school transportation policy is valuable and should continue and expand in line with increases in the Syrian student population.

Normally, MoNE's ongoing school-transportation services and those of IOM/PICTES for Syrian/migrant students had different strategic orientations: MoNE's focus being on connecting students from small and mostly rural districts to schools and those for Syrians focusing primarily on urban settings. As an important development, on 8 July 2018, MoNE revised the by-law to allow provision of publicly subsidized school transportation services in metropolitan centres.<sup>423</sup> Thus, now the legal framework to merge school transportation services for Syrian and Turkish students is in place. Any expansion of school transportation services, regardless of the source of funding, would naturally benefit all students meeting the eligibility criteria.

### Technical/Vocational Education and Training (TVET)

TVET is a major component of the education policy landscape in all countries receiving refugees.<sup>424</sup> TVET programs can support the fast transition and integration of refugees into the labour market. They can also help to generate particular skills demanded in labour markets. In Turkey, TVET includes school-education and workplace-training (apprenticeship) components (on the latter see Livelihoods chapter). The current share of TVET high-schools in Turkish education system is about 50%.<sup>425</sup> A series of significant TVET reforms have been undertaken since 2014, aiming to increase the quality and attractiveness of TVET schools and fortify the relevance of TVET to labour-market needs. Increasing the number of Syrian students enrolled in TVET is a major component of MoNE's education strategy. Such a strategy would also help to improve total enrolment ratio in education.

Targeting Syrian adolescents at upper-secondary education age, four major TVET developments took place in 2017<sup>426</sup>:

- 1) MoNE set up "Special Provincial Commissions for Increasing Access of Syrians under TP to TVET" in more than 10 provinces. These commissions are tasked with (i) increasing the awareness regarding TVET opportunities through several activities in Turkish and Arabic; (ii) coordinating the certification of prior learning with other diploma equivalency commissions; (iii) facilitating Syrian refugees' access to TVET schools and (iv) collaborating with local TVET institutions such as chambers and employers' associations.
- 2) Turkish and Syrian adolescents (under 18) will be able to obtain an upper-secondary level (grade 9 to 12) vocational diploma after a four-year education. During this time, similar to the new policy for Turkish students, Syrian students/apprentices will be insured and paid a stipend. After qualifying for their degrees, Syrians will be allowed to open shops and eligible to utilize low-interest loans provided to small scale entrepreneurs. Their degrees will also include the internationally recognized Europass certificate.
- 3) Syrians aged 18 and over who hold a vocational training diploma from Syria, will be allowed to enrol in TVET courses at MoNE apprenticeship centres and study a set number of subjects considered necessary by the Provincial Commissions. Upon completing of these courses, they will be awarded their vocational diplomas.
- 4) Syrians who successfully complete the "A1 Level Turkish Language Teaching Programs offered at PECs, or those who pass the reading and writing in an A1 Level Turkish Exam, can be admitted as 9th grade students to the Anatolian TVET Schools as long as these school have vacant quotas.

Nevertheless, despite the very enabling legislation, TVET enrolment of Syrian adolescents is very low. Out of

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<sup>423</sup> Official Gazette, 8 July 2018. No: 30472. <http://www.resmigazete.gov.tr/eskiler/2018/07/20180708-3.htm>

<sup>424</sup> OECD, *Finding Their Way: Labour Market Integration Of Refugees In Germany*, OECD Publishing, March 2017, <https://www.oecd.org/els/mig/Finding-their-Way-Germany.pdf>; Iván Martín, Albert Arcarons, Jutta Aumüller, Pieter Bevelander, Henrik Emilsson, Sona Kalantaryan, Alastair MacIver, Isilda Mara, Giulia Scalettaris, Alessandra Venturini, Hermine Vidovic, Inge van der Welle, Michael Windisch, Rebecca Wolffber and Aslan Zorlu, *From Refugees to Workers: Mapping Labour-Market Integration for Asylum Seekers and Refugees in EU Member States*, Migration Policy Centre, European University Institute, Volume 1&2, 2016, <https://ec.europa.eu/migrant-integration/librarydoc/from-refugees-to-workers-mapping-labour-market-integration-support-measures-for-asylum-seekers-and-refugees-in-eu-member-states>; EMN, *The Annual Report on Migration and Asylum*; Scholten et al., *Policy Innovation in Refugee Integration*.

<sup>425</sup> OECD, *Education at a Glance 2013: OECD Indicators*, OECD Publishing, 2013, [http://www.oecd.org/education/eag2013%20\(eng\)--FINAL%2020%20June%202013.pdf](http://www.oecd.org/education/eag2013%20(eng)--FINAL%2020%20June%202013.pdf); MoNE, *Vocation and Technical Education Strategy Paper and Action Plan 2014-2018*, (Ankara: MoNE), 2014, [https://unevoc.unesco.org/network/up/TVET\\_STRATEGY\\_PAPER\\_2014-2018.pdf](https://unevoc.unesco.org/network/up/TVET_STRATEGY_PAPER_2014-2018.pdf).

<sup>426</sup> <http://www.meb.gov.tr/suriyeli-ogrenciler-meslek-lisesine-gidebilecek/haber/11694/tr>

a quarter million upper-secondary age group only about 6,000 adolescents are enrolled in TVET upper-education schools (formal education modality<sup>427</sup>) (See Annex 10: Table 60).

Increasing the TVET enrolment in upper-secondary education is an official priority for MoNE. Thus, the need to prepare more schools and provinces to enrol, educate and graduate Syrian and other migrant students in the near future is vital.

As noted above, the share of TVET upper-secondary education in all upper-secondary education in Turkey is about 50%. If Syrian students' overall distribution is to converge to the Turkish figure, one would eventually anticipate seeing around 125,000 Syrian students in TVET high schools. However, since current trends do not indicate such a number at all, it may be reasonable to target having 50,000-75,000 Syrian adolescents in TVET in the next 3 years. TVET is an expensive education. If TVET graduates do not continue in their fields and choose jobs unrelated to their education or compete with graduates of general programs on their path to university, this refers to an inefficient use of public resources. Thus, enrolment to TVET and placement to programs must be done strategically and selectively. To project long-term costs of having such a number of TVET students, the fact that annual public expenditure in TVET per student is about 7200 TRY (in 2016 prices) can provide a rough basis (Table 55).

An important EU-funded and MoNE-KfW implemented TVET project is to start in late 2018.<sup>428</sup> It aims to increase Syrian population's access to TVET in at least 8 provinces through the following actions:

- Priority occupation lists having high labour market relevance and value will be developed
- About 50 schools will be selected on the basis of ability to serve to priority occupations and Syrian population
- Equipment for workshops of TVET institutions will be procured and supplied
- Access to education of Syrians under TP students will be enabled by providing support packages (for transportation, educational and training material and lunch)
- Awareness of Syrians under TP and Turkish adolescents and private sector about possibilities of TVET will be improved via communication, outreach and information activities.

The outputs and gains of the upcoming MoNE-KfW project are likely to produce important insight for shaping TVET policy for Syrians in Turkey. However, this project is just about to start and cannot yet deliver feedback to current programming. The recently formed partnerships between GiZ, MoNE and İŞKUR (on TVET schools and labour market integration/skills) and those between the World Bank, Ministry of Labour, İŞKUR, and KOSGEB (on labour market integration/skills) are likely to provide important empirical insights for near-future TVET strategies.

For priority programming considering the immediacy and importance of TVET enrolment, a series of interventions, with strategically selected provinces, schools, sectors and investment plans, may be advised. Considering the upcoming MoNE-EU-KfW project covers 8 provinces with a EUR 50,000,000 budget, expanding similar interventions to 25 provinces with high concentration of Syrians and other migrants would require minimum EUR 100,000,000. Since TVET institutions can also provide apprenticeship and education services to adults, similar investments and projects focusing on upskilling the young and under-trained adults may be considered.

### **Non-Formal Education and Training**

In Turkey, there are 3342 non-formal education and training programs available for Turkish citizens, Syrians and other migrants.<sup>429</sup> These programs are provided at 992 PECs across the country and/or several institutions accredited by MoNE. Master-trainers, teachers and instructors provide these services. In 2017, more than 7 million trainees enrolled in the non-formal education, and it is estimated that about 3,5 million trainees completed the course cycle and awarded a certificate. In 2018, already around 5 million trainees have registered.<sup>430</sup> About 400,000 Syrians have benefitted from these non-formal courses since 2015, the vast majority being language courses (See Annex 10: Table 61,

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<sup>427</sup> The figures here are on TVET formal-education modality only, hence does not include non-formal vocational courses offered within the framework of MoNE Lifelong Learning and PECs. Non-formal TVET courses are covered in a separate section.

<sup>428</sup> Social and Economic Cohesion through Vocational Education Project.

<sup>429</sup> <http://hbogm.meb.gov.tr/modulerprogramlar/>

<sup>430</sup> <https://e-yaygin.meb.gov.tr/Login.aspx>

Table 62, Table 63, Table 64).

The figures are based on registration per each course, so some individuals might be benefitting from more than one course and counted more than once. Compared to current education levels, skills and livelihood capabilities of the Syrian population, such a level of non-formal registration is not satisfactory and not likely to pave the way to strong employability prospects. And considering that the average successful completion ratio of non-formal courses is around 50% for Turkish population, it is reasonable to estimate that the completion ratio of Syrians is likely to be lower. Whether the issue is more supply-driven (lack of awareness about courses, quality and market-relevance of courses) or demand-driven (lack of motivation to enrol, attend and graduate) needs to be analysed in a dedicated research. In that regard, there is need to strongly review and analyse the skills and employability impacts of non-formal education and training, revise them accordingly, increase the demand for the courses that have labour market value.

In recent years, MoNE's Lifelong Learning Directorate General expanded its ongoing strong partnerships (like the one with UNICEF,) to include selected NGOs (such as ASAM), international organizations (such as RET, GiZ and World Bank) in order to strengthen the education services to Syrian and Turkish students and improve student achievement and wellbeing. Certain PECs are identified and used extensively for language training and non-formal education. Such partnerships improve the service delivery, contribute to learning outcomes, decrease the fiscal burden on public institutions, and support the wider level education integration goals of Turkey.

## 6.2.2 Quality and Inclusivity in Education

### Turkish Language Courses

Poor language proficiency is a major obstacle to effective integration into the education system.<sup>431</sup> It also impedes educational and vocational success, communication and social cohesion. Having seen that language acquisition is more difficult than anticipated, all EU countries hosting refugees/migrants intensified their focus on language training.<sup>432</sup> Likewise, MoNE augmented its focus on developing the Turkish language skills among Syrians of all ages. Turkish Language Courses (15 hours per week) have been added to the TECs curricula, in order to support students' eventual transition to public schools. Similarly, in primary and secondary schools Turkish language classes have been intensified since 2016. The PICTES project (2016-2018) has a large language component, employing 5500 teachers to teach Turkish at schools and TECs and developing a Standardized Test for Measuring Turkish Language Skills. More than 3,200 PICTES teachers also attended TÖMER certificate courses for Teaching Turkish as a Foreign Language in order to improve their professional skills. More than 300,000 Syrian children benefited from Turkish courses provided in PICTES. MoNE coordinated the production of a Turkish Language Teaching Program in line with European language teaching standards. It can be used to teach Turkish to any individual aged 6 years and older.

All refugees may enrol in free Turkish language courses offered by MoNE's Public Education Centres (PECs). Under the ECHO-funded non-formal education program including Accelerated Learning Programs, implemented by UNICEF-MoNE, Turkish Language Classes are offered in PECs. In addition, Turkish language courses are offered to Out-of-School children at the Ministry of Youth and Sports (MoYS) youth centres. A number of municipalities, such as Keçiören, Sultanbeyli, Seyhan, and organizations such as RET, GiZ, IOM, UNHCR, ASAM, IBC are supporting Turkish language courses service delivery in partnership with MoNE.

Despite the clear need for Turkish language proficiency, the total number of refugees taking Turkish courses

<sup>431</sup> IOM, *Migration Crisis Operational Framework (MCOF) 2018-2019*, IOM, June 2018, <https://reliefweb.int/sites/reliefweb.int/files/resources/IOM%20Turkey%20MCOF%202018-2019.pdf>; IOM, *Flow Monitoring Surveys in Turkey*, IOM, April 2018a; Coşkun et al., *Breaking down Barriers*; Ayhan Kaya and Aysu Kırış, *Vulnerability Assessment*; UNICEF, *Turkey, Humanitarian Results January-December 2017*, UNICEF, December 2017, <https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%2C%20January%202017%20-%20December%202017....pdf>.

<sup>432</sup> European Migration Network, *The Annual Report on Migration and Asylum*, (Brussels: EMN), 2017, [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/00\\_arm2017\\_synthesis\\_report\\_final\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/00_arm2017_synthesis_report_final_en.pdf);

Peter Scholten, Fleur Baggerman, Linda Dellouche, Venja Kampen, Julia Wolf, Julia, Rick Ypma, *Policy Innovation in Refugee Integration: A Comparative Analysis of Innovative Policy Strategies towards Refugee Integration in Europe*, (Rotterdam: Erasmus University Rotterdam & IMISCOE), August 2017, <https://www.rijksoverheid.nl/documenten/rapporten/2017/11/03/innovatieve-beleidspraktijken-integratiebeleid>.

is not at desired levels (less than 200 thousand for all levels between 2014-18). Completions/achievement rates are also low (on average less than 60% in 2017) (See Annex 10: Table 58). The low enrolment and completion rates in Turkish language courses need to be addressed immediately.

Theoretically, six reasons may be behind the low enrolment in the PECs language courses: **1)** School-age children already benefit from EU-funded Turkish language courses mainly through PICTES (some 320 thousand between 2016-18) (Table 59). **2)** A considerable number of children, adolescent and adults devote their time to income-generating activities, hence may not be able to prioritize learning Turkish. **3)** Some Syrian refugees may not see the benefit in learning Turkish since they do not intend to stay in Turkey. **4)** Turkish courses at PECs (or at *some* PECs) may not be deemed of sufficient quality. **5)** Syrians have been learning Turkish informally in their daily lives and works. **6)** Number of courses available at PECs may be limited due to space and staff constraints. These explanations are not mutually exclusive. Research findings suggest that they could all play a role in different settings. However, without a dedicated research it is impossible to calculate the weight of each factor.

In brief, the need to continue teaching Turkish language classes is clear, as highlighted in consultation meetings and several studies.<sup>433</sup> At the same time, there is strong need to robustly monitor the effectiveness of the Turkish language classes, analyse which courses (delivered at which institutions, through what kind of public, private, NGO partnerships and complementary services) are most successful. Overall, without at least two rounds of the results of the Standardized Test measuring the Turkish proficiency of Syrians from *all ages*, it is difficult to project a complete line of action. The results of PICTES' Turkish Language Standardized Test conducted in May 2018 will soon provide some empirical insights on Turkish language proficiencies and needs of Syrian student population. If this Standardized Test is to be regularly implemented on Syrian adults learning Turkish, it can allow more precise policies and programming.

### Teacher Recruitment and Training

The majority of teachers in Turkish public schools are civil servants with permanent jobs and their salaries are paid by MoNE. According to mid-2017 calculations, there are 872,588 teachers in Turkish public education system<sup>434</sup> and 120,962 in private schools (See Annex 10: Table 65). The number of education faculty graduates in Turkey significantly exceeds the number of teachers needed or which can be recruited.<sup>435</sup> Each year about 50,000 new teachers graduate from faculties. In 2017, MoNE recruited 22,857 new teachers<sup>436</sup> and in 2018 a similar number of teachers are to be recruited. The average net salary of a teacher is around TRY 3,500-4000 per month, excluding extra teaching hours and classes that are paid separately. The salaries (called incentives) of Syrian volunteer instructors - financed by German bilateral assistance and the Facility and paid by UNICEF- are at the level of TRY 1600 per month. In other words, there are a variety of teachers -who are subject to different pay and status regimes- in the service of Syrian and Turkish students. It is not clearly measurable to what extent the Syrian school-age population influences the scale of new permanent teacher recruitment and its distribution across branches. On the other hand, a considerable number of teachers will need to be allocated to areas with high concentrations of Syrians especially to those where new schools are built.

Given the limits of this research, it is impossible to develop an accurate projection of long-term teacher needs in different education programs and schools in order to completely respond to needs of Syrian school age population. A realistic projection can be developed by examining the following variables: **(i)** MoNE's current teacher needs-estimations and recruitment plans for 2018-2021; **(ii)** The number of teachers that will be needed when the current school constructions funded by national budget and EU Facility are completed; **(iii)** The needs that will arise out of complete national transition of full-day schooling and expansion of 1-year compulsory early childhood education.

The future recruitment policy for about 13,000 Syrian instructors currently working at TECs is not yet clear. Some observers note that it may be useful to recruit Syrian instructors with the goal of employing them in

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<sup>433</sup> IOM, Migration Crisis Strategic Operational Framework; IOM, Flow Monitoring Survey; Coşkun et al., Breaking down Barriers; Ayhan Kaya and Aysu Kiraç, Vulnerability Assessment; UNICEF, Turkey, Humanitarian Results.

<sup>434</sup> The 872,588 figure includes 39,300 contract teachers employed in public schools.

<sup>435</sup> On the basis of MoNE and CoHE statistics, it is estimated that, as of mid-2018, there are about half million graduates anticipating to be recruited in the public education system and more than half million students are currently attending education faculties.

<sup>436</sup> MoNE 2018 Budget Presentation to the Turkish Grand National Assembly.



public schools<sup>437</sup>. If deemed useful and feasible by MoNE, utilizing a selected number of Syrian instructors as “teaching assistants” at selected schools, may be considered. Fair and strong selection criteria should form the basis of a recruitment strategy, so the most competent candidates are identified and recruited.

Since 2016, MoNE has increased its focus on strengthening teacher capacities to work with Syrian students and in educational environments populated with students from diverse and disadvantaged backgrounds. The PICTES project includes an important teacher-training and manager-training components (see below). MoNE also published a new handbook for teachers having Syrian and other migrant students in their classes.<sup>438</sup> Around 6,200 teachers and school counsellors have been hired in PICTES project on contract-basis. Still, compared to the total number of teachers, managers and counsellors who have been and will be in contact with Syrian and other migrant students, the importance of continuing such activities is clear.

Recently, UNICEF and MoNE developed an “inclusive education teacher-training module” to increase the capacities of teachers, school counsellors and administrators working with Syrian and Turkish students. Initial meetings took place in January 2018 and modules were identified. Next steps will include the development of 10 inclusive education teacher training modules, the development of monitoring and evaluation modules for the training and the development of a Training of Trainers handbook, following which a pilot training of trainers in 8 provinces will commence.

In sum, 7 key lines of action on teacher policy emerge important and viable:

- 1) Recruiting sufficient number of teachers who will support the integration process over the next three years and beyond
- 2) Consolidating the program developments in teacher-training at MoNE, PICTES, UNICEF etc. into a single framework focusing on migrant and vulnerable students.
- 3) Continuing and intensifying teacher training activities utilizing these consolidated programs.
- 4) Conducting assessments of teachers, including classroom observation and utilizing feedback mechanisms from teachers to improve the inclusive education model.
- 5) Conducting in-service training, joint-training, and experience-sharing activities and platforms for Syrian and Turkish staff in order to maximize education and social cohesion outcomes at schools.
- 6) Using the two very valuable strategic policy documents of MoNE, namely *National Teacher Strategy 2017-2023*<sup>439</sup>, and *General Competencies for Teaching Profession*<sup>440</sup>, to guide particular activities geared towards increasing teacher capacity in working with migrant populations.
- 7) Developing and implementing a selection and recruitment strategy for Syrian instructors, so that they can contribute to selected services at schools and their skills/experience serve the national integration goals.

### School Guidance and Counselling Services

School counselling/guidance services play extremely important roles in the following domains: Outreach to children and families; re-engaging out of school children to education and retaining them; increasing attendance; supporting learning and social development; referring students/families to further psychological support; social assistance; child-protection and justice services. MoNE Special Education DG delivers and regulates counselling/guidance services in all schools and Counselling Research Centers (CRCs, called RAM in Turkish).

A wide range of mental and psycho-social issues are observed among Syrian children who experienced the war, violence and difficult journeys.<sup>441</sup> These issues jeopardize children’s social and academic functionality

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<sup>437</sup> Coşkun et al., Breaking down Barriers; Taştan and Çelik, Education of Syrian Children;

<sup>438</sup> Semih Aktekin (ed). Sınıfında Yabancı Öğrenci Bulunan Öğretmenler için El Kitabı. MEB, Teacher Training and Development Directorate General, Ankara, 2017.

<sup>439</sup> MoNE. *National Teacher Strategy Paper 2017-2023*. (in English)  
[http://oygm.meb.gov.tr/meb\\_iys\\_dosyalar/2018\\_05/25170118\\_Teacher\\_Strategy\\_Paper\\_2017-2023.pdf](http://oygm.meb.gov.tr/meb_iys_dosyalar/2018_05/25170118_Teacher_Strategy_Paper_2017-2023.pdf)

<sup>440</sup> MoNE, *General Competencies for Teacher Profession*, 2017. (in English)  
[http://oygm.meb.gov.tr/meb\\_iys\\_dosyalar/2018\\_06/29111119\\_TeachersGeneralCompetencies.pdf](http://oygm.meb.gov.tr/meb_iys_dosyalar/2018_06/29111119_TeachersGeneralCompetencies.pdf)

<sup>441</sup> Mehmet Zencir and Aslı Davas, *Syrian Refugees and Health Services Report [Suriyeli Sığınmacılar ve Sağlık Hizmetleri Raporu]*, (Ankara: Türk Tabipler Birliği [Turkish Medical Association]), 2013, <https://www.ttb.org.tr/kutuphane/siginmacirpr.pdf>; Hasan Kandemir, Hasan, Hülya Karataş, Veysi Çeri, Filiz Solmaz, Sultan Basmacı Kandemir, Abdullah Solmaz, “Prevalence of War-Related Adverse Events, Depression and Anxiety Among Syrian Refugee Children Settled in Turkey,” *European Society Child Adolescent Psychiatry* (June 2018); Veysi Çeri, Can Beşer, Neşe Pardahlı Fiş and Aysa Arman, Ayşe, “Findings from A Specialized Child Psychiatry Unit for Care of Refugee Children in Istanbul [İstanbul’daki Mülteci Çocuklara Bakım Vermek Üzere Özelleşmiş Bir Çocuk

and hinder integration/cohesion. Also, while certain war-related traumas are being rehabilitated, new traumas induced by precarious life situations, poverty, family, community and school may emerge. At schools, teachers cite the most common trauma symptoms as peer victimization, bedwetting and introversion. Studies also noted that students' problematical behaviours and attitudes decrease comparatively depending on the period of their arrival.<sup>442</sup>

While the presence of Syrian instructors speaking Arabic may facilitate some counselling-related communication for Syrian students in TECs, in most public schools Syrian students do not have any *dedicated* counsellor teachers other than those appointed by PICTES project on contract-basis, who are Turkish nationals and native speakers. However, it is reported that language challenges may also impede appropriate and private discussion during counselling hours. At the same time, the workload of counsellor teachers in public schools is making it difficult to provide sufficient service to Syrian students.

Since integration and cohesion are the ultimate goals of the education policy vision for Syrian population, rather than having teachers dedicated to Syrians, it is important to increase the total number of counsellors at schools and RAMs, while at the same time improving their competencies in war-trauma and post-traumatic stress syndrome, as well as improving social cohesion between migrant and host students/communities, outreach to out-of-school and most vulnerable populations.

Again, language is an important barrier in these services. This may require utilizing Arabic-speaking support staff at schools and RAMs in the near future and working on rapidly increasing the Turkish language proficiency of students.

Three major lines of program-development and staff-training activity in counselling/guidance services took place since 2016. In the PICTES project, teachers and counselling/guidance teachers staff have undergone two rounds of training to increase their competences in working with Syrian students. UNICEF-MoNE collaboration produced new guidelines for counsellor/guidance teachers working with students under protection and students with special education needs.

In order to maximize the gains such program development activities can produce, now it is necessary to widely utilize these revised programs. To that aim, expanding the number of counsellor teachers at schools in line with increased student population is vital. In general, for regular and mid-size schools, the counsellor teacher to student ratio is 1:300.<sup>443</sup> At schools with high concentration of vulnerable and special-needs populations ratios is smaller. In simple estimation, the transition of 1,000,000 Syrian students to public schools would require about 3000 counsellor teachers to be employed on a long-term basis. However, a more complex estimation considering (i) average number of years current students will spend in education system, (ii) ratio of most vulnerable and disabled students (see the section on health) requiring intensive services, and (iii) demographic trends of Syrian population may need to be developed in a dedicated study. For the near-future programming, hiring 3000 persons on 3-year contract may be advisable and beneficial as a first step, while a more long-term strategy and budget allocation should also be developed.

## Program Development

Program Development is a broad concept of educational-instructional design. It includes such activities as producing new teaching-learning materials, devising curriculum, increasing teacher competences, developing assessment tools, and creating learning-pathways (transition-pathways) across different offers and services of the education system. Several important program development activities have taken place since 2016. These have been led/coordinated by MoNE, PICTES and involved international partners such as

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Psikiyatri Ünitesinden Bulgular],” *Turkish Journal of Clinical Psychiatry* 21, no.2:113-121.

<sup>442</sup> Coşkun et al., Breaking down Barriers;

<sup>443</sup> The counsellor/ student ratio may vary from 1:25 to 1:500 depending on the education program and school type, special education students being entitled to higher number of counselor. Also, the number of counsellors in RAMs are determined by the population in the district, in addition to those in schools. The 1:300 ratio in this chapter forms the basis of calculation for schools, and an extra calculation for districts is not provided. Nevertheless, recruiting extra staff in RAMs in line with changes in the population of districts due to Syrian population may also be considered for best outcomes. For minimum ratios see: MoNE, “Regulation Amending the Regulation on the Managers and Teachers Staffing Norms of MoNE affiliated education institutions [bağlı eğitim kurumları yönetici ve öğretmenlerinin norm kadrolarına ilişkin yönetmelikte değişiklik yapılmasına dair yönetmelik], Decision 2017/10939, 30 October 2017, <http://www.resmigazete.gov.tr/eskiler/2018/06/20180602-8.pdf>. Harris (2013) notes that there is not a universal standard for counsellor-student ratio at schools. It ranges widely, from: 1:245 (Finland) to 1:18,000 (Tasmania). The American School Counselor Association (ASCA) recommends 1:250 for regular schools, see American School Counselor Association, “American School Counsellor Association,” accessed 30 June 2018, <https://www.schoolcounselor.org/press>.

UNICEF (Table 33).

**Table 33: Major program development/design activities since 2016**

	UNICEF	MoNE- PICLES	MoNE	Other
Accelerated learning programs, basic literacy/numeracy programs	+		+	
Back-up/catch-up education programs		+	+	
Staff-training for Syrian volunteer instructors	+	+	+	+
Staff-training for Turkish teachers	+	+	+	+
Staff-training for Turkish school principals		+		
Revising teacher assessment materials	+		+	
School counselling-guidance on working with migrant and vulnerable students	+	+	+	+
Standardized & Systematic Turkish proficiency test		+		+
Activity oriented teachers' handbook		+		
Supplementary materials in Turkish language teaching		+		+
Data quality and analysis strategies, and monitoring and evaluation modules/systems	+	+	+	+

### Promoting Integration of Syrian Children into Turkish Education System (PICLES)

Among all EU-funded education interventions, PICLES has the largest budget (300 million Euros direct grant to MoNE). It is the flagship EU-funded education intervention. PICLES does not include any construction or cash-transfer measures. Rather it is a large educational-instructional, programmatic, curricular intervention geared towards children, teachers, managers with aspiration for system building and strengthening (Table 34). Almost all of its EUR 300 million funding have been disbursed.

**Table 34: PICLES major outcomes and outputs (targets to be completed by October 2018)**

390,000 Syrian children both in and out of school received Turkish language training
10,000 Syrian children both in and out of school received Arabic language training
10,000 Syrian out-of-school students participated in catch-up classes to support their enrolment
20,000 Syrian students received back-up training to follow the curriculum at school
36,000 Syrian students under TP received school transportation services
500,000 Syrian children received complementary teaching materials for school
Psychological counselling and counselling services were provided to Syrian students, by approx. 500 counsellors hired
652 public schools and TECs benefitted from daily cleaning and security services
808 schools and TECs were equipped with teaching and other supplies
15,000 teachers received training on working with Syrian students
4,200 MoNE administrators received training to increase their capacity
A web-based monitoring software has been developed
Research reports and a draft strategy for the education of Syrians in Turkey are to be produced
Curricula have been revised
A standardized test for assessing the Turkish language proficiency of Syrian students and teachers

Source: PICTES Project, MoNE, May 2018.

## Higher Education

Roughly 60% of the refugees in Turkey are under 25 years old. 25% of them, about 470,000 persons, are between 18-25 years old, i.e. higher-education age group. Syrians under TP are legally entitled to higher education in Turkey. In order to apply and register with an institution of higher education, students need to complete either the 12 years of Turkish compulsory education or prove an equivalent educational background. For Turkish citizens, admission to universities is mainly through the central standardized test. For Syrians, admission to university requires individual application to the university of interest. The decision to accept or decline the student is at the discretion of the university. Tuition for Syrian students are being waived in state universities. Private universities may offer scholarships/waivers but are not legally obliged to do so. Despite the presence of waivers, students still have to cover their daily costs such as transportation, rent, books and living expenses.

Major governmental and non-governmental organizations currently supporting higher education, primarily through EU support, are **(i)** the Presidency for Turks Abroad and Related Communities (YTB), **(ii)** In partnership with YTB, UNHCR's DAFI program and DAAD's HOPES Program; and **(iii)** NGOs such as SPARK in cooperation with Gaziantep University, Harran University and Mustafa Kemal University, and Al-Ghurair Foundation with Koç University.

In such programs, not only full and/or partial scholarships, but also guidance, preparatory classes and advanced Turkish language classes are provided. There are also staff-training programs for university employees to increase their ability to support and guide students throughout their higher education. As of May 2018, there are 20,610 students enrolled at universities (Table 35 and

Table 36). Approximately 16,000 students receive partial scholarships and 3337 receive full scholarships provided by YTB (for a list of major funding in higher education, see Table 37). So far, about 13,000 individuals benefited from C-Level Turkish Language Courses organized by YTB. The current number of students in tertiary education represents about 6% of university-age Syrians. Prior the conflict, an estimated of overall 20% of population aged between 18 and 24 participated in HE in Syria.<sup>444</sup> According to CoHE data, for 2017-2018, the programs with the highest number of Syrian students are Computer Engineering, Medicine, and Civil Engineering.

***It can be said that an operational and functional framework to place and support Syrian students into higher education has been developed. It is difficult to project accurate numbers for future projections yet the upward trend is clear (***

Table 36). Both UNHCR and YTB interviews and the 3RP Turkey Program highlight that the demand for higher education already exceeds the number of available places and scholarships.<sup>445</sup> In line with increased enrolment and graduation in upper-secondary schools, the demand for university education is expected to grow. Also, once the first cohort of Syrians in university receiving support from YTB, UNHCR, HOPES, and SPARK programs start to graduate from 2019 onwards, there will be more insights for future programming on the basis of completion rates, grades and job transitions. Thus, increasing the quantity and quality of higher education interventions in the near future is highly advisable.

***Major remaining needs and recommendations on higher education especially from the supply side, are: (i) increasing the funds allocated to higher-education support programs (ii) increasing the number of full and partial scholarships; (iii) expanding preparatory orientation activities for students, (iv) incentivizing certain sectors in which there may be a combination of employability and social need from the point of service delivery to Syrians; (v) further institutionalizing academic guidance/support to students during university life; (vi) supporting labour-market transitions and career development, such as internships, mentoring, non-cognitive skills; (vii) considering hybrid online and school-based service delivery; and, (viii) addressing the gender-inequality in university enrolment by increasing the number of Syrian females in higher education through positive discrimination (Table 35 and***

<sup>444</sup> Watenpaugh et. al., 2014

<sup>445</sup> 3RP 2018-2019 Country Plan Turkey

Table 36)

**Table 35: Distribution of Syrian students in higher education, 2017-2018**

	By Gender		By Program			
	Female	Male	Associate	BA	MA	PhD
	7,713	12,968	1,861	16,924	1,492	404
<b>Total</b>	<b>20,681</b>					

Source: CoHE, YTB and UNHCR

**Table 36: Number of Syrian students in higher education 2014-2018**

	2014-2015	2015-2016	2016-2017	2017-218
<b>Associate</b>	371	649	1,063	1,861
<b>Undergraduate</b>	4,597	7,977	12,467	16,924
<b>Masters</b>	463	791	1,157	1,492
<b>PhD</b>	129	272	355	404
<b>Total</b>	5,560	9,689	15,042	20,681

Source: CoHE, YTB and UNHCR

**Table 37: EU-funded higher education scholarship and support for Syrians under TP**

	University students with scholarship	University advisors or staff trained	Students in preparatory courses	Budget (million EUR)
Regional DAAD project, with YTB (Facility/EUTF)	89	137	378 Male: 143 / Female: 235	2.7
Regional SPARK project (Facility/EUTF)	390 Male: 192 / Female: 198	0	0	6
SPARK Turkey only project (Facility/EUTF)	350 (in the process of selecting)	15	385 (in the process of selecting)	5
<b>Total under Facility funding</b>	<b>829</b>	<b>152</b>	<b>763</b>	<b>13.7</b>
UNHCR 12, with YTB (only EUTF)	341 Male: 225 / Female: 112	0	1,765 Male: 921 / Female: 815	12
UNHCR 40, with YTB (IPA)	0	40	2,661 Male: 1,410 / Female: 1,251	11.34
<b>Total</b>	<b>1,170</b>	<b>192</b>	<b>5,189</b>	<b>37.04</b>



### 6.3 Assessment of Challenges and Needs

Challenges	Needs
<b>ACCESS TO EDUCATION</b>	
<p>About 350,000 school-age children remain out-of-school. All out-of-school population need to be enrolled to and retained in education.</p> <p>220,000 students attend TECs. All TEC students need to be gradually transferred to schools suitable to their level of education and skills.</p> <p>Enrolment at primary education level is high, but decreases at lower-secondary and especially at upper-secondary.</p>	<ul style="list-style-type: none"> <li>■ Continue and intensify the ongoing integration of all Syrian and non-Syrian school age population into national education system. Target near 100% enrolment in K12 education by 2020.</li> <li>■ Pay special attention to upper-secondary enrolment where the key enrolment gap remains.</li> <li>■ Undertake advanced analysis of different risk and vulnerability profiles of out-of-school children and develop tailored re-engagement strategies.</li> <li>■ Pay special attention to: the bottom 10-15% of out-of-school population are most disadvantaged, most difficult to re-engage to education AND child labour and early-marriage phenomena.</li> <li>■ Develop a variety of pathways into education and ensure they are known by all stakeholders.</li> <li>■ Integrate and align school re-engagement strategies for migrant populations with school re-engagement strategies for Turkish population within a complete conceptual and operational framework, with sufficient space for both targeted interventions and mainstreaming.</li> <li>■ Ensure collaboration and contribution of all ministries, municipalities, international organizations, NGOs, and local organizations to outreach and enrolment activities.</li> </ul>
<b>Infrastructure &amp; Infrastructure related</b>	
<p>Existing education infrastructure is not sufficient. More schools, classrooms and educational spaces are needed.</p> <p>Faster execution of infrastructure projects is required.</p>	<ul style="list-style-type: none"> <li>■ Continue infrastructure investments / increase the speed of infrastructure projects by addressing bottlenecks at central and local level / Address land/expropriation challenges</li> <li>■ Develop a joint medium-term projection of Full-Day (Single-shift) infrastructure strategies and migrant education strategies in order to be able to realize targets in both domains and to allow precise programming at provincial level.</li> <li>■ With regards to Early Childhood Education (ECE) and infrastructure intersections:                         <ul style="list-style-type: none"> <li>- Develop a feasible projection and roadmap for ECE enrolment of migrant students.</li> <li>- Develop a joint medium-term projection of national ECE Strategy (minimum one year ECE before starting compulsory education) and migrant education strategies in order to be able to realize targets in both domains and to allow precise programming at provincial level.</li> <li>- Ensure that ECE infrastructure is given sufficient place in investment plans</li> </ul> </li> <li>■ With regards to private schools and infrastructure intersections:                         <ul style="list-style-type: none"> <li>- Discuss how the existing private school infrastructure and capacity in Turkey can be used for education needs of Syrian and other migrant students and how it would contribute to national targets.</li> <li>- Develop a strategy and projection regarding the role of private schools in the education of migrant students. The current incentive system for Turkish private schools (subsidy per student registered in selected private schools) have both strengths and weaknesses. Potential gains and shortcomings of</li> </ul> </li> </ul>

Challenges	Needs
	<p>publicly-supported private schools for migrant education should be calculated.</p> <ul style="list-style-type: none"> <li>- Discuss how existing private TVET Schools in organized industry zones may be utilized for a selected group of Syrian and migrant students, i.e. special scholarship (incentives) for most successful TVET students.</li> </ul>
<b>Enrolment and Retaining in Education</b>	
<p>Socio-economic challenges are the major barriers to education enrolment and attendance. These barriers should be mitigated, child labour should be prevented, and behavioural changes (improving and sustaining the education-seeking behaviour) should be induced.</p> <p>More outreach, identification, campaigning and awareness activities on education opportunities, complementary services and learning-pathways should take place.</p>	<ul style="list-style-type: none"> <li>■ Continue outreach, campaigning and awareness activities tailored to population characteristics, household and individual vulnerabilities and risk profiles. Bottom 15-20% of out-of-school population is always the hardest to enrol; hence intensive efforts and multiple interventions are needed.</li> <li>■ Regularly collect and analyze data not only about enrolment, but also about school climate, attendance and achievement, in order to better understand school experience, learning, drop-out and absenteeism phenomena. Develop an effective data system for preventing and intervening student absenteeism and dropouts.</li> <li>■ Consolidate the recently developed MoNE strategies and instruments on monitoring student absenteeism and early-response measures into an operational framework and implement for all students. (such as those developed in the Project for Improving Attendance Rates in Basic Education, ODİDES and other MoNE projects such as ADEY)</li> <li>■ Ensure the existing learning pathways across programs types and schools are clearly known by education staff, parents and students.</li> </ul>
<p><b>CCTE</b> is helpful to mitigate the effect of socio-economic challenges and induce education-seeking behaviour. There is need to increase the number of CCTE beneficiaries, and to cover more upper-secondary education students as part of upper-education enrolment strategy. In line with the expansion of the coverage, it will be necessary to increase CCTE budget.</p> <p>With more qualitative and quantitate research on CCTE, its strength and impacts can be improved and enhanced. There is need to produce more data with a view to strengthen CCTE and to increase its short and long-term impacts.</p>	<ul style="list-style-type: none"> <li>■ Continue investing in the CCTE program and expand its coverage in line with the characteristics of the target population.</li> <li>■ Develop and discuss long-term fiscal and operational scenarios for incorporating CCTE into the national educational cash transfer program for Turkish citizens to avoid duplication and ensure sustainability.</li> <li>■ Measure the educational and welfare impact of the CCTE and revise accordingly.</li> <li>■ Consider adding referrals to employability, skills-training and family-training services to CCTE, to address root socio-economic and behavioural causes at the household level and to increase family income.</li> <li>■ Expand CCTE to cover open education, with strong criteria; such as taking exams and achieving at exams; yet prevent open education modality to be overloaded at the expense of school-based education.</li> <li>■ Consider expanding the scope of MoNE Scholarships to include Syrian and migrant students.</li> </ul>
<p><b>School transportation</b> plays an important role in improving enrolment and attendance. There is need</p>	<ul style="list-style-type: none"> <li>■ Continue investing in and providing more school transportation.</li> <li>■ Ensure a certain number of special education, disabled students benefit from transportation services.</li> </ul>

Challenges	Needs
<p>for more school transportation and/or better commuting opportunities.</p>	<ul style="list-style-type: none"> <li>■ Gradually integrate selected Syrian population meeting the eligibility criteria into the existing programs of school transportation and school lunch services.</li> <li>■ Consider expanding the scope of school transportation and lunch services in metropolitan provinces in line with recent legal regulations.</li> <li>■ Request more and better public transportation services across zones connecting neighbourhoods with high concentration of Syrians and schools.</li> </ul>
<p>Despite the strong and enabling legislation, <b>TVET</b> enrolment is low and needs to be increased.</p> <p>Expanding TVET enrolment is of significant importance and a priority.</p>	<ul style="list-style-type: none"> <li>■ Address lack of demand. Continue outreach and awareness activities on TVET, including identification and encouragement of most suitable adolescents for TVET</li> <li>■ Continue national and provincial planning, and identification of priority occupations.</li> <li>■ Support selected TVET schools in material, TVET equipment and guidance services for students.</li> <li>■ TVET is an expensive program type requiring special equipment, materials and trainings. Hence, invest in TVET selectively and carefully; and expand gradually on the basis of feedback and outcomes at national, provincial and sectoral levels.</li> <li>■ Invest in TVET skills that are more likely to lead to employability, for products and services in demand in the labour market.</li> </ul>
<p><b>Lifelong learning, non-formal education and training</b> opportunities exist. However, the level of utilization from these opportunities is not high. Both supply and demand side factors play roles. There is need to increase enrolment in non-formal education and training for adults in fields with strong job and employment prospects.</p> <p>Partnership between MoNE/PECs and IOs, NGOs and municipalities are helpful to improve motivation and completion in non-formal courses.</p>	<ul style="list-style-type: none"> <li>■ Address and analyze low demand for non-formal education and training services.</li> <li>■ Review the efficiency and outcomes of lifelong learning and non-formal services, revise if necessary.</li> <li>■ Invest in programs with strong potential to lead to jobs and employment. Invest on lifelong learning services that are more likely to lead employability, for products and services wanted in the labour market.</li> <li>■ Continue to utilize non-formal education and training infrastructure and programs to complement and strengthen the formal education services provided at schools.</li> <li>■ Encourage and expand the partnership between IOs, NGOs and municipalities and MoNE lifelong learning institutions in order to improve motivation, education/training and social cohesion outcomes.</li> </ul>
<p><b>Better data and more rigorous data-analysis allow stronger education policies.</b> There is need for deeper and extensive utilization of existing data in E-School, YÖBİS, SOYBİS for analysis, projection and policy development.</p> <p>There is need for stronger analytical strategies and impact-analysis to examine short and long-term</p>	<ul style="list-style-type: none"> <li>■ Support IT, analyst, statistician and specialist human resources at MoNE, (ex) MoFSP and (ex) MoLSS, to generate more analysis and projection. Develop more analytical strategies to identify vulnerable populations and to measure impact of services provided to them.</li> <li>■ Continue works on improving Education Management Information Systems, robust data analysis strategies, data-driven policy making processes.</li> </ul>

Challenges	Needs
outcomes and outputs.	
<b>Local &amp; School Level Needs/Challenges to Improve Access</b>	
<p>Systematic and uncompromised local implementation of the existing rights-based legal framework in education can contribute to the success of enrolment and attendance targets.</p>	<ul style="list-style-type: none"> <li>■ Continue to carry out local needs analysis and implementation plans at provincial, district and school level.</li> <li>■ Increase the legal and technical knowledge and implementation capacity of local staff to solve issues and to guide schools. Empower staff at local level to solve issues that can be addressed by local decisions and initiative to avoid backlog at central ministry level.</li> <li>■ Encourage and empower local administrations and schools to take a more pro-active role. organizing/implementing Turkish Language Courses, outreach activities, to create platforms for Syrian and Turkish families, students and teachers to increase their mutual knowledge and exchange experience.</li> <li>■ Utilize the strength and capacity of school inspectors. School inspectors play an important role in the Turkish education system. They can facilitate access and enrolment related activities, by offering guidance and information for school principals and teachers.</li> <li>■ Facilitate better use and coordination of provincial institutions in particular to fight against child-labour, early-marriages and violation of child rights.</li> </ul>
<p>Particular provinces, districts and schools are in need of extra financial and non-financial support in order to accommodate their services to increased number of students.</p>	<ul style="list-style-type: none"> <li>■ Continue providing financial, material, and human-resources assistance to selected schools to reinforce their attempts to accommodate to increasing number of students. (Transportation arrangements, equipment, material, cleaning staff, security staff, school meals, small refurbishing)</li> </ul>
<b>QUALITY &amp; INCLUSIVITY IN EDUCATION</b>	
<p><b>Overarching Challenge:</b> Academic progress, learning-outcomes, individual wellbeing and psychosocial development, and social cohesion of Syrian students, migrant students, and all students need to be supported and improved.</p>	<p>Continue and intensify interventions for improving academic progress, learning outcomes, wellbeing, psychosocial development and social cohesion.</p>
<b>Academic Progress of Students</b>	
<p>Both the academic level of in-school population and the size of out-of-school population point out to <b>the need for accelerate education services</b>. More Accelerated Education Programs, including catch-up, bridging, remedial, basic literacy/numeracy</p>	<ul style="list-style-type: none"> <li>■ Continue and intensify accelerated education programs (catch-up, bridging, remedial, basic literacy/numeracy) as part of education re-engagement interventions for out-of-school children.</li> <li>■ Ensure Turkish students with low academic grades benefit from the same programs.</li> <li>■ Review the student placement system, its methodology and outcomes to ensure students are placed at schools and programs in line with their academic achievements and potentials.</li> </ul>

Challenges	Needs
<p>programs are needed nationwide. (This is about both access and progress) <sup>446</sup></p> <p><b>Placing students in an appropriate program and school</b> is important and reported to be a challenge. There is need to improve the accuracy and appropriateness of student placements to school and programs types both at the point of enrolment and during school years.</p>	<ul style="list-style-type: none"> <li>■ Create learning-pathways to allow transition across program types, from non-formal to formal education, between TVET and general upper-secondary. Ensure upward mobility for most successful students, ensure tailored support for least successful students to remain in education and improve in line with their capacities</li> </ul>
<p>Appropriate teaching-learning <b>programs and are key for student achievement</b>. There is need for further program and material development.</p>	<ul style="list-style-type: none"> <li>■ Continue and consolidate ongoing works on program, material and curriculum development</li> <li>■ Undertake further activities in teaching-learning Programs for working with migrants and other vulnerable populations.</li> <li>■ Continue to develop particular teaching-learning strategies for particular courses/topics (math, science, language, social sciences) being taught to Syrian and other vulnerable students, especially those with long periods of out-of-school.</li> <li>■ Strengthen the educational-instructional, pedagogical content and services of Open Education modality.</li> </ul>
<p><b>Turkish Language Proficiency</b> is still a significant challenge against enrolment, attendance, academic achievement and social cohesion. Turkish proficiency of all school-age population and especially adults need to be improved immediately.</p> <p>The level of attendance and completion rates for Turkish courses are below desired levels.</p> <p>Partnership between MoNE/PECs and IOs, NGOs and municipalities are helpful to improve motivation and completion in Turkish courses.</p>	<ul style="list-style-type: none"> <li>■ Continue and scale-up Turkish language classes at schools, PECs and other accredited institutions.</li> <li>■ Continue recruiting Turkish language teachers to teach Turkish at schools and PECs.</li> <li>■ Review the efficiency and outcomes of existing Turkish classes; analyse which courses (delivered through which settings, what kind of public, private, NGO, IO partnerships and complementary services) are most successful, and improve the quality of teaching practices accordingly.</li> <li>■ Explore lack of demand for Turkish language acquisition and address via outreach.</li> <li>■ Improve successful completion rate for Turkish courses.</li> <li>■ Systematically implement the Standardized Turkish Proficiency Test. Use the test results to devise tailored learning plans and to inform provincial and national policies.</li> </ul>
<p><b>Open Education</b> modality can play a better role in migrant education policies, especially if it is pedagogically strengthened. In its current model, its</p>	<ul style="list-style-type: none"> <li>■ Utilize Open education modality carefully and selectively as part of learning pathways and progression to upper levels of education and graduation. For example, it can be used for those who need to complete the final years of education and those who need to be re-engaged in education gradually.</li> <li>■ Complement open education service delivery with other services targeting academic progress, well-being</li> </ul>

<sup>446</sup> For a conceptual clarification of accelerated education program modalities, see the Note prepared by the Accelerated Education Working Group: [http://s3.amazonaws.com/inee-assets/resources/AEWG\\_Key\\_Programme\\_Definitions-screen.pdf](http://s3.amazonaws.com/inee-assets/resources/AEWG_Key_Programme_Definitions-screen.pdf)



Challenges	Needs
<p>positive effects are limited. Revising and strengthening open education, increasing its educational and pedagogical content can allow to better place in learning and progression pathways.</p>	<p>and retention of students with special consideration for vulnerabilities.</p> <ul style="list-style-type: none"> <li>■ Integrate complementary services to open education modality to allow students receive guidance and counsellor services at schools, PECs or RAMS.</li> <li>■ Consider entitling open education students to some form of financial support (scholarship, stipends, or a particular sub-category of CCTE program)</li> </ul>
<p><b>There is need for better data and rigorous data-analysis methodologies</b> to regularly asses learning outcomes, student achievement, absenteeism, student and teacher wellbeing, and progression to upper levels of education. While securing data privacy and legal requirements, wider availability of certain education data to researchers would improve the analytical products and support national policy-making.</p>	<ul style="list-style-type: none"> <li>■ Improve the quality and accuracy of data-entry and data-verification at school, provincial and central levels.</li> <li>■ Facilitate stronger and more complex utilization of existing E-School, YÖBİS and EMIS data for rigorous analysis.</li> <li>■ Increase staff size and capacity to design and regularly implement data analysis, with continuous feedback into national education policy.</li> <li>■ Increase partnerships between MoNE and other institutions for analytical and advisory products supporting education policies and institutional capacity of MoNE.</li> </ul>
<b>Guidance and Counselling Services for Students</b>	
<p>School counselling, guidance services and psychosocial interventions play a considerable role in improving student achievement; and they are central in protecting student wellbeing and improving school climate. Stronger and extensive guidance, counselling, psychosocial support, referral services are needed at schools and RAMs, in order to support Syrian students as well as the cohesion between Syrian and Turkish children.</p>	<ul style="list-style-type: none"> <li>■ Recruit sufficient number of counsellor/guidance teachers in schools with high concentration of Syrian students.</li> <li>■ Develop a model for selected Syrian instructors to support certain guidance and counselling services, without compromising the privacy principals of school guidance, and mainly for social cohesion, psychosocial support and group activities.</li> <li>■ Align the recent (UNICEF, MoNE, PICTES) program development outputs and materials in guidance and counselling services for vulnerable and migrant students into one consolidated framework and programs.</li> <li>■ Align the recent (UNICEF, MoNE, PICTES) program development outputs and materials in guidance and counselling services for social cohesion, conflict mitigation and school climate into one consolidated framework and programs.</li> <li>■ Continue staff-training activities to counsellor teachers and RAM personnel utilizing the consolidated programs and frameworks.</li> <li>■ Prevent/mitigate discriminatory behaviours, bullying and violence at schools, through awareness raising and outreach activities targeting Syrian and Turkish parents with attempts to orient them together.</li> <li>■ Incorporate Turkish-Syrian social cohesion and conflict mitigation goals into annual school action plans on preventing violence at schools.</li> <li>■ Use socio-emotional skill development approach and programs to better address the challenges/needs of migrant students and school issues arising out of migrant and host community relations.</li> </ul>
<b>Teacher Training and Development</b>	

Challenges	Needs
<p>Teacher preparedness, competencies and skills are key for quality and inclusivity of education interventions. Teacher-training activities on inclusive education, on working with migrant populations, recently enrolled students and vulnerable students, should continue.</p> <p>About 1 million new students in the system require not only more infrastructure but also more teachers in service. More teachers are needed to serve the bigger population at schools.</p> <p>Experience and skills of Syrian volunteer instructors can support the integration of Syrian students into education system, including supporting social-cohesion, psychosocial and extra-curricular activities. A model for Syrian instructors to work in service of education integration, under the management and guidance of Turkish school managers is required.</p> <p>Social cohesion of teachers is also important. Platforms facilitating peer and mutual learning, and knowledge/experience exchange of Turkish teachers and Syrian instructors may be beneficial.</p>	<ul style="list-style-type: none"> <li>■ Continue and intensify ongoing staff training activities</li> <li>■ Continue program-development activities for staff-training programs</li> <li>■ Improve collaboration and coordination between education faculties, teacher training institutions and schools for pre-service and in-service activities on inclusive education topics. Education Faculties at Universities should to support particular teacher-training-needs arising out of needs/situation of migrant students.</li> <li>■ Align and harmonize different program developments in teacher training of PICTES, MoNE’s own ongoing teacher strategy and competencies strategies, and those of MoNE-UNICEF. Incorporate these into national teacher training module on working with vulnerable and migrant students.</li> <li>■ Increase teachers’ ability to adopt and use materials in working with Syrians and other vulnerable students.</li> <li>■ Consider developing a sub-section within the MoNE Teacher Competences Framework (or a standalone document) on working with migrant populations, social cohesion and conflict mitigation.</li> <li>■ Develop a human-resources strategy to select &amp; recruit Syrian “trainers” in public education system</li> <li>■ Develop national and local platforms for mutual and peer support, mentoring, knowledge and experience sharing between Syrian and Turkish Teachers. (Virtual and physical platforms)</li> </ul>
<b>Special Measures for Inclusive Education</b>	
<p>Children with <b>special education needs</b>, disabled children, face extra difficulties in accessing and remaining in education. Stronger measures and more interventions for Children with Special Needs are required.</p>	<ul style="list-style-type: none"> <li>■ Develop special measures for Children with Special Needs and children with mental health problems</li> <li>■ Mainstream these services completely into national Comprehensive Education services.</li> <li>■ Increase the number of special education students benefitting from school transportation services.</li> </ul>
<p>Measures to address <b>Gender Equality</b> in education (beyond access)</p>	<ul style="list-style-type: none"> <li>■ Measure and ensure gender equality not only in access to education, but also in learning outcomes, classroom practices, equal utilization of extra-curricular activities, school transport, educational and career guidance. Legally and operationally align the migrant-student measures with national frameworks of</li> </ul>

Challenges	Needs
<p><b>Negative stereotypes and prejudices about each other</b> can jeopardize the relations between refugee and host parents, between refugee parents and school management, and among students. This is a central challenge against social cohesion. Measures to improve school-family relations, trust and cooperation between all parties are immediately needed.</p>	<p>Turkey, such as Gender Equality in Education Framework and Gender Equality School Indicators.</p> <ul style="list-style-type: none"> <li>■ Ensure positive school climate by deploying a variety of instruments, including school guidance/counselling services, socio-emotional skill-development strategies, family training and community activities.</li> <li>■ Ensure stronger participation and feedback from Syrian and Turkish Parents/Students.</li> <li>■ Develop a framework of Rights and Obligations for students, parents and teachers towards positive school climate and peaceful educational environments.</li> </ul>
HIGHER EDUCATION	
<p>The number of higher education students are not sufficient. The demand for higher education support programs exceeds the supply.</p> <p>There is need for more funding to continue and expand supporting higher education students</p> <p>There is need to increase the scope of higher education support programs, career development, transition to labour markets, internship, mentoring</p> <p>There is need to increase the number of female Syrians in higher education</p>	<ul style="list-style-type: none"> <li>■ Increase funding allocated to higher education scholarships and support/guidance programs</li> <li>■ Continue diversification in support/guidance programs. Move beyond guidance and scholarships and start activities geared towards employability, non-cognitive skills, job-transitions.</li> <li>■ Increase collaboration with role of private sector in labour market transitions and career development</li> <li>■ Consider hybrid modalities of online and school-based education service delivery.</li> <li>■ Provide positive discrimination or extra incentivization for female students</li> </ul>

## 6.4 Conclusions and Recommendations

**Table 38: Suggested priority actions in Education<sup>447</sup>**

ACTION POINT 1	
<p><b>Continue investing in education infrastructure.</b> Target about 150 schools and educational spaces. Ensure Early Childhood Education has sufficient allocation from investment plans in anticipation of upcoming cohorts.</p> <p><b>Action for Long-Term Model Development:</b> As newly constructed schools become populated, utilize this as window of opportunity to implement, and if necessary, analyse the accumulated capacity and pedagogic-operational inventory of MoNE since 2014 in refugee/migrant education issues. In other words, build on the all existing program-development, staff, curriculum, standardized tests, counselling, social cohesion activities to maximize the impact of these new schools and to guide further upscaling) (Not costed here)</p>	
<b>Timeframe:</b> 3-4 years	<b>Estimated Cost:</b> 350 million euros
ACTION POINT 2	
<p><b>Continue Turkish Language Classes for students and adults. (Schools, TECs, PECS)</b></p> <p><b>Schools &amp; TECs:</b> Recruit about 5000 teachers, in order to continue ongoing language teaching activities for 2 years. Monitor and measure the impact of language classes. Regularly implement Standardized Test in Turkish Proficiency on students and adults, revise accordingly. (EUR 170,000,000)</p> <p><b>PECS:</b> Review and improve all existing PEC or PEC-related Turkish language classes for adults, revise and improve as needed, ensure attendance and completion. Recruit about 1000 teachers. (EUR 30,000,000<sup>448</sup>)</p> <p><b>Action for Long-Term Model Development:</b> Conduct a comprehensive and critical review of all Teaching Turkish as Second Language programs in place. Conduct qualitative reviews, quantitate analyses including standardized test, and impact analysis. Utilize this as an opportunity for producing a strong model of teaching Turkish language nationwide. (Not costed here)</p>	
<b>Timeframe:</b> 2 years	<b>Estimated Cost:</b> 200 million euros
ACTION POINT 3	
<p>Recruit 3000 Counsellor Teachers to deliver outreach/enrolment and counselling/guidance services for 3 years in selected provinces/schools with high concentration of Syrian children. Ensure sufficient number of social cohesions, conflict-mitigation and psychosocial activities are incorporated into schools' annual plans and delivered. In essence, school guidance, counselling and referral services are for both individual and social development of students and their (and parents') cohesion in a peaceful school climate.</p> <p><b>Action for Long-Term Model Development:</b> Consolidate all recent program development activities, experience and products on School Counselling, Guidance, Referral, Outreach, and Mentoring for Syrian school age population and students into a unified framework. Develop and discuss a roadmap for long-term recruitment of school counsellors in response to Syrian and other migrant students who will be in the system, including upcoming cohorts. (Not costed here)</p>	
<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 150 million euros
ACTION POINT 4	
<p><b>Continue and intensify accelerated education (catch-up, bridging, remedial) and back-up education activities.</b> Ensure the existing of learning-pathways and mobility across programs, including from non-formal and open education modalities. Recruit either 2000 teachers or use equivalent of 2000 teachers- hours by paying extra-hours to existing public employee teachers (standard delivery model of catch-up and back-up education in Turkey.<sup>449</sup></p>	

<sup>447</sup> These actions are prioritized from the wider list provided in above section. Please see the Introduction section of this chapter for strategic and temporal basis of priority actions. The priority action points here should be considered in the context of the whole chapter and long list of recommendations. The costings here are estimates and do not necessarily refer to the whole landscape of education needs. Rather, they present a selected subset of actions for short and medium term. Most action point can easily consume larger amounts and serve important education goals. However, in such a complex situation, no single action topic can be allowed to dominate over others. At the time of calculation, EUR 1 equals to TRY 5.4.

<sup>448</sup> Assuming Turkish language teachers at PECS are paid the same amount with those at schools. If they will be subject to different pay scale, that figure may decrease or number of teachers may be increased.

<sup>449</sup> The figure here is based on employing 2000 teachers on typical contract salaries for 3 years.

<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 100 million euros
<b>ACTION POINT 5</b>	
<p><b>Continue and increase school-transport support</b> to facilitate access and attendance. Target at least 75,000 students each year, including 20,000-25,000 Turkish students.</p> <p><b>Action for Long-Term Model Development:</b> Develop and discuss long-term strategic and fiscal scenarios for incorporating school transportation support into existing MoNE system of school transportation. (Not costed here). Typically, MoNE system focuses on transporting students in villages and districts while the one(s) for Syrian students are more on urban settings. On the basis of new legislative changes, and national targets on full-day schooling, there may be a window of opportunity to develop a school-transportation and school-meal program. (In Turkey students benefiting from school transportation also receive school meal)</p>	
<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 100 million euros
<b>ACTION POINT 6</b>	
<p><b>Continue and expand Cash Transfers in Education (CCTE).</b> Target at least 500,000 beneficiary students per year.<sup>450</sup></p> <p><b>Action for Long-Term Model Development:</b> Measure the impact of CCTE carefully and revise accordingly. Develop and discuss long-term strategic and fiscal scenarios for incorporating CCTE into existing Turkish model that is in place since 2003. Balance out multiple concerns on equity, budgetary pressures, and host-community relations. Consider expanding MoNE Scholarship program to include Syrian and other migrant students meeting needs-based and achievement-based criteria.</p>	
<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 225 million euros
<b>ACTION POINT 7</b>	
<p><b>Continue providing direct support to selected schools.</b> Implement on the basis of investment plans and fiscal accountability.</p> <p>Target 1000 schools, maximum for each school EUR 10,000.</p>	
<b>Timeframe:</b> 3 years.	<b>Estimated Cost:</b> 10 million euros
<b>ACTION POINT 8</b>	
<p><b>Motivate and increase enrolment in TVET upper-secondary schools. Undertake TVET interventions</b> to prepare selected TVET upper-secondary schools and associated centres for larger enrolment in TVET in upcoming years. Equipment support, workplace training, program, material and teacher development activities.</p> <p>Ensure sufficient number of TVET students get benefited from Turkish courses, school transportation and other support activities recommended/costed in other sections.</p> <p><b>Action for Long-Term Model Development:</b> Develop and discuss educational and fiscal scenarios for a larger cohort of Syrian and other migrant students in TVET upper-secondary schools, especially if the ratio of Syrian/migrant students will converge to the ratio of Turkish students (i.e. half of all upper-secondary education). Take into account and prepare for the fact that TVET is an expensive program type hence retaining TVET graduates as employed in the field of their education/training is of utmost importance for efficient use of resources.</p>	
<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 100 million euros
<b>ACTION POINT 9</b>	
<p><b>Recruit non-instructional staff<sup>451</sup></b> for selected schools with high number/concentration of Syrian students and in disadvantaged schools. Max 1000 staff. One in 1000 schools or 2 in 500, depending on the local need.</p>	
<b>Timeframe:</b> 3 years	<b>Estimated Cost:</b> 35 million euros

<sup>450</sup> As discussed in the chapter, the figure here assumes a large number of new beneficiaries will be in upper-secondary education. The estimated cost also assumes there will be inflation-related adjustments in the amount paid per student in the coming three years.

<sup>451</sup> Non-instructional staff in education is defined as those positions that do not require a teaching license to provide a service at school and educational spaces. It would include but not be limited to: aides, custodial, security, maintenance, food preparation and service and clerical. Here it is mostly in the sense of custodial and security staff, as undertaken in PICTES project.



### ACTION POINT 10

Continue staff-training activities for teachers. Train minimum 30,000 teachers in 3 years.

**Action for Long-Term Model Development:** Utilize the recent program-development, teacher competencies and teacher strategy action points and strategies into capacity-improvement of teachers on working with migrant student and in classes populated with Turkish and migrant students (classroom management, conflict mitigation, ability to adopt teaching-learning materials into particular needs) (Not costed here)

**Timeframe:** 3 years

**Estimated Cost:** 15 million euros

### ACTION POINT 11

Continue program-development and capacity-development activities in inclusive education, outreach to vulnerable students, curriculum, teaching-competences, data-collection and data-analysis. Pilot, measure, and scale-up, not as parallel programs but components of an evidence-based national model.

**Timeframe:** 3 years

**Estimated Cost:** 15 million euros

### ACTION POINT 12

Continue and expand higher education scholarships. Increase quantity and diversity of support services, before and during higher education and in career development and job transition. Add at least 5000 full scholarships for 4 years, and other preparatory, orientation, guidance, and transition-to-jobs activities.

**Timeframe:** (4 Years, due to nature of higher education)

**Estimated Cost:** 100 million euros

Total costs of these recommended priority actions are **1,400,000,000 EUR**.

## 7 MUNICIPAL INFRASTRUCTURE

### 7.1 Introduction

Today in Turkey the provinces located along the Syrian border, most notably Kilis, Hatay, Şanlıurfa, Gaziantep and Mardin, have seen significant population increases as a result of refugee arrivals, and these have placed significant pressures on infrastructure and urban transport, as well as risks on drinking water, wastewater and waste management, and other municipal services. While in numerical terms, the size of the refugee population in major metropolitan regions like Istanbul, Bursa, Izmir and Konya are equal to or higher than these provinces, the impact is not the same. First, the percentage increase of the population is much lower compared to border provinces (See Table 5 in Introduction of this report). Second, these metropolitan municipalities have their own development programs and sufficient infrastructure to perform the municipal services. In addition, high-income opportunities provided in these metropolitan municipalities give more advantage (i.e. easier access to loans and programs by financial credit institutions) to absorb the negative impacts caused by hosting the refugees.

Moreover, Şanlıurfa, Hatay and Kahramanmaraş are considerably new Metropolitan Municipalities, formed in 2012 by Law No 6360. They are, therefore, still in a transition phase and hosting refugees strain the system other than existing infrastructure problems. Kilis is the only provincial municipality, which has very limited source and income opportunities, while also hosting a refugee population that corresponds to its host population (about 96%). For example, the 2016 Provincial Environmental Status Report for Şanlıurfa,<sup>452</sup> which has the third-highest density of Syrian refugees in Turkey, emphasizes that the Province suffers from inadequate municipal infrastructure services including increases in squatter housing and transportation problems, due to the high number of Syrian refugees residing in the province. The situation is further exacerbated due to already existent rural to urban migration patterns. The report highlights the already insufficient capacities of the wastewater treatment plants and solid waste disposal facilities in Şanlıurfa province that is serving a larger population than estimated and becoming more insufficient. For reasons such as these, this report focuses only on the impact of refugee arrivals on the municipal infrastructure of border provinces.

**Methodology:** As per the overall project methodology, the needs assessment started with a desk review of literature and available databases. Potential needs were identified, taking into account the population growth of affected municipalities as well as the numerical increase of Syrian Refugees.

The study closely engages with the environmental statistical data provided by the Turkish Statistical Institute (TUIK) regarding Municipal services on waste, water and wastewater. This database is updated every two years, at the time of preparing the report 2018 data were not yet available, therefore 2016 data is taken as the most recent.

In the second phase of the study, field visits were made to five municipalities most affected by the influx of Syrian Refugees (Gaziantep, Şanlıurfa, Kilis, Kahramanmaraş and Hatay, for details see Annex 2). Meetings were held with the authorities of the related departments responsible<sup>453</sup> for identifying the needs of municipalities.

During the meetings, following topics were discussed:

- Pressure of refugee linked population increase on existing infrastructure services of the municipalities
- Pressure or refugee linked population increase on other Municipal Services
- Provincial municipal services for Syrian refugees (counselling, transport, social and cultural services etc.).
- Municipal participation EU and other donor funded interventions
- All municipalities agreed that water supply, wastewater collection and treatment, solid waste collection and disposal are still main concerns in terms of basic municipal services. On the other hand, other municipal services have emerged as important needs besides the basic infrastructure, including:

<sup>452</sup> Şanlıurfa Provincial Urban and Rural Directorate, *Provincial Environmental Status Report for Şanlıurfa*, Şanlıurfa: Şanlıurfa Governor Office, 2016, [http://webdosya.csb.gov.tr/db/ced/editordosya/Sanlıurfa\\_icdr2016.pdf](http://webdosya.csb.gov.tr/db/ced/editordosya/Sanlıurfa_icdr2016.pdf).

<sup>453</sup> These departments are Department of Strategy Development and Foreign Relations, Department of Fire, Department of Municipal Police, Department of Health and Social Services, Department of Housing and Urban Development, Department of Transportation Services, Department of Public Works and Engineering, Department of Rural Services, Department of Environmental Protection and Control, Department of Support Services, Departments of Parks and Gardens, Department of Fire Brigade, Department of Project

- Transportation (including buses, modernization of signalling, etc.),
- Firefighting services,
- Recreational area development,
- Municipal centres providing social assistance, counselling, educational and cultural activities for refugees and host communities.

Besides the municipal authorities, meetings were also held with key ministries and institutions that also hold responsibilities in terms of municipal infrastructure, namely the Union of Municipalities of Turkey (TBB), the General Directorate of State Hydraulic Works (DSİ), İLBANK (Provincial Bank) and the Ministry of Environment and Urbanization (MoEnU), who is the operating structure and contracting authority for the Environment Operational Program.

**Limitations:** The following assessment builds on a study of qualitative information and secondary data gathered from municipalities. The restrictions such as time limitation, data availability as well as quality of available data, define the accuracy of the study. In addition to verbal information received as a result of meetings, municipalities and agencies indicated that they will provide detailed information on the projects they plan for municipal infrastructure services, which are the primary sources of information for understanding municipal needs. However, in the process of drafting the report, information on investment programs regarding municipal services could only be received in time from Şanlıurfa Metropolitan Municipality, Kahramanmaraş Metropolitan Municipality and Kilis Municipality. As governmental institutions, TBB, İLBANK, MoEnU and DSİ also shared some data, though it has been limited in scope.<sup>454</sup> Such quantitative data and information taken from these different sources have been used and validated to a certain extent to increase the studies' accuracy. Therefore, the analysis presented in this report is required to be assessed in the scope of these limitations.

## 7.2 Current Situation

According to the Directorate General of Migration, at present, the approximate number of refugees in Turkey is over 3.57 million, which was calculated as 2.83 million in 2016. As such, since 2016, the Syrian refugee influx has dramatically increased, and the percentage of Syrian Refugees over total population of Turkey has increased from 3,4% to 4,5%.

Unexpected population increase has substantial impact on municipal services covering drinking water supply, sewer systems and wastewater treatment, municipal solid waste collection and disposal, firefighting services, public transport, traffic etc. Municipalities are also providing social services such as social assistance, educational activities (including vocational and language training), sports and cultural facilities, etc. In this respect, municipalities also have responsibilities to facilitate services required for social integration of refugees and cohesion with host communities. This facilitation covers allocation or construction of necessary buildings to provide such services, as well as financial support. The following sections review the current situation with regards to these main areas of municipal action.

### 7.2.1 Water Supply

Water supply is likely to become a severe problem for Turkey in the near future<sup>455</sup>. To counter this, the government has embarked on an extensive modernization and development process to improve water quality nationally, to ensure all rural and urban residential and industrial areas have access to drinking water and water treatment facilities. However, the sizeable population increase due to hosting refugees has caused an unexpected stress on this modernization program. The provinces located in the south east of Turkey in particular, which remain the prime target of the Turkish Government's development program, have seen the most negative impact.

According to the Turkish Statistical Institute's data on drinking water networks and water treatment plants for 2016 (see Table 39), all of the population of Kilis and Gaziantep Provinces are connected to water supply

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<sup>454</sup> During the meetings information was requested from stakeholders visited regarding: on going and proposed projects, sub-component details of projects, stage of projects (pre-feasibility, feasibility or ready for implementation), availability of feasibility reports, population equivalents (for water, wastewater and solid waste projects), other technical details of the projects and financial options (in-house or other financial institutions).

<sup>455</sup> Ayşe Uyduranoğlu Öktem and Ayça Aksoy, *Turkey's Water Risk Report [Türkiye'nin Su Riskleri Raporu]*, Ankara: WFF, 2014, [http://d2hawiim0tjbd8.cloudfront.net/downloads/turkiyenin\\_su\\_riskleri\\_raporu\\_web.pdf](http://d2hawiim0tjbd8.cloudfront.net/downloads/turkiyenin_su_riskleri_raporu_web.pdf).

network, while in Hatay (97%), Şanlıurfa (95%) and Mardin (76%) are connected respectively. Except for Mardin province, these high percentages reflect that the communities located in city centres and planned settlements can access clean water. However, calculated “population equivalents” with respect to water supplied to cities indicate that the existing water supply does not sustain citizen demands. As such, the sudden population increase due to the refugee influx has put additional strain on the water supply in these provinces.

In order to sustain the water demand, several projects have been developed by municipalities and other relevant institutions (i.e. DSİ). For example, the 2016 Provincial Environmental Status Report for Kilis<sup>456</sup> mentions that the Groundwater Department of the State Hydraulic Works (DSİ) developed ground water wells to supply water to two Temporary Accommodation Centres (Öncüpınar and Elbeyli) in Kilis where 25,293 of 130,375 Syrian refugees registered in the province are living.

In Hatay, with the commencement of the on-going water supply program, the total water supply will reach approximately the equivalent of one million and three hundred eighty thousand (1,379,397) people by the end of 2019. However, the figures given in Table 39 highlight that these developments may be insufficient to sustain existing and future demands when considering the size of the host and refugee communities residing in the province.

The figures given in Table 40 also show that the daily water supplied per capita are well below national average of 200 lt/capita/day. Estimations reflects that these figures are substantially decreased with the inclusion of Syrian Refugees. Especially, water supplied per capita dramatically decreased below 50 lt/capita (36 lt/capita/day) in Kilis. To solve this issue in short time, additional water sources should be supplied to provinces, which have water scarcity problem, and that host significant refugee population, primarily Şanlıurfa, Kilis and Hatay.

Similar to the previous findings in the needs assessment for 2016, reconstructing and upgrading the existing water distribution systems has priority in the mid-term. The efficiencies of the water distribution systems are provided in Table 39. The figures show that network efficiencies are varying between %32 and 65%. In other words, up to 68% of water is lost in the distribution systems before reaching end users. Upgrading the system will increase distribution efficiency. The upgrading program includes repairing and upgrading existing reservoirs, pumping stations, filtration stations, chlorination stations as well as main and distribution pipelines equipped with improved control and monitoring through the SCADA (Supervisory Control and Data Acquisition) System. Other than the upgrade program, additional water sources must be developed in the mid and long-term. These needs are relevant for virtually all of the affected municipalities.

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<sup>456</sup> Kilis Provincial Urban and Rural Directorate, *Provincial Environmental Status Report for Kilis*, Kilis: Kilis Governor Office, 2016, [http://webdosya.csb.gov.tr/db/ced/editordosya/Kilis\\_icdr2016.pdf](http://webdosya.csb.gov.tr/db/ced/editordosya/Kilis_icdr2016.pdf).

**Table 39: Impact of refugee influx on water supply**<sup>457</sup>

Name of Province	Refugee Population	Host Population	Rate of population served by water supply network in total municipal population (%)	Total amount of water (cubic meters/ year)	Total amount of water supplied to users via Distribution Network (cubic meters/year)	Distribution Network Efficiency (%)	Population Equivalent of Supplied Water
Hatay	443,760	1,575,226	97	100,696,000	64,445,342	64.00%	1,379,397
	2,018,986						
Gaziantep	382,604	2,005,515	100	243,305,000	131,384,877	54.00%	3,332,945
	2,388,119						
Kilis	130,405	136,319	100	11,048,000	3,543,520	32.07%	151,342
	266,724						
Şanlıurfa	474,531	1,985,753	95	115,500,000	64,570,113	55.90%	1,582,192
	2,460,284						
Kahramanmaraş	100,403	1,127,623	76	123,065,000	62,763,014	51.00%	1,685,822
	1,228,026						

**Table 40: Impact of refugee influx on water supply/per capita**<sup>458</sup>

Name of Province	Refugee Population	Host Population	Total amount of water supplied to users via Distribution Network (cubic meters/year)	Additional Water Required for Refugees (cubic meters/year)	Water supplied per person (without refugees) (cubic meters/year/ person)	Water supplied per person (with refugees)
Hatay	443,760	1,575,226	176,425,312	49,701,120	112	87
	2,018,986					
Gaziantep	382,604	2,005,515	358,450,185	68,486,116	179	150
	2,388,119					
Kilis	130,405	136,319	9,678,649	9,258,755	71	36
	266,724					
Şanlıurfa	474,531	1,985,753	142,974,216	34,166,232	72	58
	2,460,284					
Kahramanmaraş	100,403	1,127,623	171,398,696	15,261,256	152	140
	1,228,026					

<sup>457</sup>Turkish Statistical Institute (TURKSTAT), 2018, <http://www.tuik.gov.tr>.

<sup>458</sup> Ibid.



## 7.2.2 Wastewater Collection, Treatment and Discharge

Table 41 concerning the Turkish Statistical Institute's municipal wastewater statistics for 2016, shows that the percentage of the municipal population served by the sewerage system of Kilis is at 100%, while the figures for other provinces are: Gaziantep (95%), Kahramanmaraş (65%), Hatay (75%) and Şanlıurfa (60%). According to Kilis Governorate's official website, the temporary camps in Kilis are also served by the sewerage system. The 2016 Provincial Environmental Status Report for Hatay explained that even if all of Hatay's districts have sewerage systems to a certain extent, there are still areas where domestic wastewater is collected in septic tanks.

In terms of wastewater treatment services, among the five provinces examined in depth, Gaziantep has the highest percentage of 86% and Kilis comes second with 71%. The table shows that 31% of Hatay's total population has sewage treatment service with the domestic wastewater treatment plants situated in the districts of Antakya, İskenderun, Dörtyol, Samandağ, Payas and Reyhanlı. In Şanlıurfa, wastewater treatment plants located in the districts of Akçakale, Ceylanpınar and Suruç are serving 7% of total municipal population. It is assumed that this figure has been increased to 17% with the recent commencement of the EU funded Siverek Wastewater Treatment Plant project which has a capacity of 17,000 m<sup>3</sup>/h (or 80,000 population equivalents).

**Table 41: Wastewater sewerage system and wastewater treatment<sup>459</sup>**

Name of Province	Rate of municipal population served by sewerage system in total municipal population (%)	Wastewater discharged from municipal sewerage (1000 cubic meters/year)	Wastewater treated by municipalities (1000 cubic meters/year)	Number of wastewater treatment plants in municipalities
Hatay	75	82,221	34,421	8
Gaziantep	95	127,720	115,340	4
Kilis	100	3,728	2,675	2
Şanlıurfa	60	89,213	10,191	2
Kahramanmaraş	65	52,125	7,252	1

Figures show that the overall population's access to water supply and wastewater treatment services is very low and insufficient to meet current needs. Furthermore, collection of waste water in improper septic tanks and discharge of untreated water to receiving bodies (i.e. rivers and creeks) cause risks in terms of groundwater pollution and surface water pollution which present very high community health risks.

## 7.2.3 Solid Waste and Waste Disposal

Increase in solid waste production is one of the major environmental problems occurring in parallel with rapid population increase, developing industrialization, changes in socio-economic status and unplanned urbanization. Therefore, significant infrastructural improvements are needed to mitigate these risks.

According to the Turkish Statistical Institute's municipal waste statistics for 2016, in Gaziantep and Kilis, 100% of the population is receiving waste collection services, while in other provinces the rates are: Hatay (99%), Şanlıurfa (97%) and Mardin (89%). In Gaziantep 100% of the population are receiving landfill services while in other provinces the rates are: Hatay (99%), Şanlıurfa (97%), Mardin (97%) and Kilis (75%).

In Kilis, there is one sanitary landfill that has been in operation since 2012 and which is serving four district municipalities including the central district municipality. The medical waste generated in Kilis Province is collected by the licensed companies based in nearby Gaziantep Province, and transferred to the medical waste sterilization unit there.

The sanitary landfill facility of the Gaziantep Metropolitan Municipality started operating in 1996. The facility was designed for a capacity of 30 million m<sup>3</sup> and the estimated operation time was calculated at 50 years. There is also a sanitary landfill operating in the District of Nizip where municipal waste generated in the Districts of Nizip and Karkamış is disposed of.

<sup>459</sup> TURKSTAT, 2018.

In the Provincial Environmental Status Report for Hatay (2016)<sup>460</sup>, there are two sanitary landfills in Hatay Province. The report states that capacities of these landfills are no longer sufficient due to both host and refugee population increases, and that there is an immediate need for the construction of a new sanitary landfill. In Hatay, similar to Kilis and Gaziantep Provinces, medical waste generated in the province is collected by licenced trucks and sent to a medical waste sterilization facility before being disposed in the sanitary landfill.

There is one sanitary landfill in Şanlıurfa, serving the Districts of Eyyübiye, Haliliye, Karaköprü, Suruç, Akçakale and Harran. However, solid waste generated in the districts of Halfeti, Birecik, Viranşehir, Ceylanpınar, Siverek, and Hilvan are disposed of in wild-dumpsites.

Yearly solid waste production figures given in Table 42 also indicate that substantial amount of waste is expected due to refugee linked population increase. For example, in Kilis the waste amount collected is 133% more than the regular amount collected prior to the refugee influx. This increase has major impact on the lifetime of waste collection vehicles and equipment as well as disposal sites.

**Table 42: Solid waste collection and disposal<sup>461</sup>**

Name of Province	Municipal waste per capita (kg/capita-day)	Rate of population receiving waste services in total population (%)	Total amount of waste collected (1000 t)	Total amount of waste generated by Syrian Refugees (1000 t)
Hatay	0,91	99	509	15
Gaziantep	0,89	100	637	119
Kilis	1,7	75	61	81
Şanlıurfa	1,01	97	694	174
Kahramanmaraş	0,71	98	284	26

Solid waste collection, sorting and disposal at TACs are another negative impact factor for existing infrastructure. Considering the number of camps existing in the south eastern region, the amount of additional solid waste generated from the camps and urban settings as well as the limited capacities of the municipalities to address the issue, there is clearly a need for new approaches and capacities to address the existing and future pressure on local service delivery systems and potential tensions caused by these pressures within the impacted communities.

#### 7.2.4 Other Municipal Services

As noted above, besides basic infrastructure services, municipalities in Turkey also have responsibilities in providing other forms of services, which were also emphasized during interviews carried out for this assessment.

##### Transportation

Metropolitan municipalities stated that transportation still remains an important form of municipal service that has been highly impacted due to the refugee influx. As indicated in the previous 2016 needs assessment report, due to the increased passenger demand between the years 2014 and 2016, Şanlıurfa Metropolitan Municipality bought 101 new vehicles. However, the briefing note provided to expert by Şanlıurfa Metropolitan Municipality on current needs indicates that there are still remaining gaps in terms of transport vehicles, having to do with surplus population. On the other hand, other interviewed municipalities did not provide solid figures or feasibility studies on the demand for the requirement on transportation.

##### Firefighting Services

Municipalities have indicated that as a consequence of legal requirements there has been a significant increase in the demand for firefighting services, which emerges as a new need area. Recently released metropolitan municipality regulations have also expanded metropolitan municipalities' responsibilities to cover district and village level firefighting services, which has added to the demand. Additionally, the

<sup>460</sup> Hatay Provincial Urban and Rural Directorate, *Provincial Environmental Status Report for Hatay*, Hatay: Hatay Governor Office, 2016, [http://webdosya.csb.gov.tr/db/ced/eduardosya/Hatay\\_icdr2016.pdf](http://webdosya.csb.gov.tr/db/ced/eduardosya/Hatay_icdr2016.pdf)

<sup>461</sup>TURKSTAT, 2018.

Regulation on Firefighting by Municipalities dictates dedicated vehicle and personnel numbers with respect to total population numbers. According to the study performed by Şanlıurfa Metropolitan Municipality, 24 additional fire fighting Vehicles required for approximately 500.000 refugees (See Table 43). Approximate cost of the required vehicles and personnel equipment is estimated as 3,100,000 euros.

**Table 43: Şanlıurfa Metropolitan municipality gap analysis on firefighting services**

Şanlıurfa Host Population (2017)		Requirement of 26326 # Regulation on Firefighting of Municipalities		Existing		Gap	
Population	Vehicle	Personnel	Vehicle	Personnel	Vehicle	Personnel	
1,985,753	114	511	47	270	67	241	
Including Refugees		Requirement of 26326 # Regulation on Firefighting of Municipalities		Existing		Gap	
Total Population	Vehicle	Personnel	Vehicle	Personnel	Vehicle	Personnel	
2,460,284	138	596	47	270	91	326	

### Recreational area needs

Municipalities interviewed for this assessment also pointed at the need for expanding recreational areas (e.g. parks, playgrounds etc.), as demand on existing spaces has substantially increased.

A study<sup>462</sup> sponsored by TBB in 2016 indicated that the refugee influx to Turkey (2,7 million in 2016) had caused 0,16 m<sup>2</sup> decrease in terms of average recreational area size per capita. Estimated cost for filling the required gap is about 332,2 million euros in terms of initial investment. Cost estimations are given below.

**Table 44: Example of cost of recreational areas required as a result of refugee linked population increase (2016)**

Item	2016
Total Population (Municipalities)	75,014,787
Refugee Population	2,733,850
Total Population (Including Refugees)	77,748,637
Recreational Area per Capita in Turkey (m <sup>2</sup> )	4.50
Total Recreational Area in Turkey (m <sup>2</sup> )	337,566,544
Recreational Area per Capita (m <sup>2</sup> ) (Including Refugees)	4.34
Gap	0.16
Recreational Area Demand (m <sup>2</sup> )	12,302,325
Average Cost (euro/m <sup>2</sup> )	27
Cost of Additional Investment (euros)	332,162,775

Source: Emil, F. & Özservet, Y. & Bölükbaşı, S. & Yılmaz, H. H., 2016, Ankara

### Municipal Centres

Municipalities in Turkey operate several different forms of cultural, social, educational and vocational centres that provide local populations with various different forms of activities and training. In recent years, municipalities have started taking a more active stance on trying to involve more refugees in their existing centres.<sup>463</sup> In addition, some municipalities have started establishing centres (i.e. Gaziantep Metropolitan Municipality- Community Centre, Ankara Keçiören Municipality and Şanlıurfa Metropolitan Municipality – Information and Coordination Centres) that are aimed specifically at serving the needs of local refugee populations.

<sup>462</sup> Ferhat Emil, Yasemin Çakırer Özservet, Saime Özçürümez Bölükbaşı and Hakkı Hakan Yılmaz, The impact of Syrian Refugees Under Temporal Protection on Municipalities in terms of Social Cohesion and Financial Aspects - Findings and Recommendations [Sosyal Uyum ve Mali Açısından Geçici Korumaya Tabi Suriyeli Sığınmacıların Belediyeler Üzerindeki Etkileri-Tesbiter ve Öneriler], Ankara, December 2016.

<sup>463</sup> For example, in Gaziantep, language and job training courses are given to 20,000 Syrian Refugees across 9 vocational centres. Yearly expenditure of Gaziantep Metropolitan Municipality for this service is about 7,000,000 euros (350 euros/participant).

## 7.2.5 Main Interventions in Municipal Infrastructure since 2016

### GoT projects

ILBANK, which is the major financial institution of Turkish Municipalities, is responsible;

- To meet the financing needs of special provincial authorities, municipalities, and their affiliated organizations, and of local administrative associations;
- To develop projects concerning locally-provided common services for the people dwelling within the boundaries of such administrations;
- To provide such administrations with consultancy services and assistance on urban projects of a technical nature and in the conduct of infrastructure and superstructure works, and
- To perform any and all functions related to development and investment banking.

In this context, ILBANK emerges as the main institution to which the municipalities apply for meeting their needs. At the same time, ILBANK is the approval authority of the infrastructure and superstructure projects of the municipalities.

In 2015, ILBANK and the Japan International Cooperation Agency (JICA) made a Loan Agreement on the project titled: "Local Government Infrastructure Development Project". The amount of "Treasury guaranteed" Loan is 45.000.000.000 Japanese Yen (app. 351.000.000 Euros). Within the scope of this loan, the priority is given to water, wastewater and solid waste projects of the municipalities hosting significant number of Syrian Refugees. At present, total infrastructure investment under JICA Loan is about 109,770,000 Euros. Scope of exiting loan covers:

- 1) Rehabilitation and construction of waste water and rain water collection systems,
- 2) Construction of water distribution networks,
- 3) Construction of drinking water treatment facilities,
- 4) Construction of wastewater treatment facilities, and
- 5) Construction of sanitary landfills

The project is undertaken for seven municipalities, which are Gaziantep, Kahramanmaraş, Hatay, Şanlıurfa, Malatya, Adana metropolitan municipalities and Kilis Municipality. Details of these ongoing projects are provided in (Annex 11 – Table 68). ILBANK have also developed new projects at the request of municipalities, which are under influence of Syrian refugee influx. The total proposed budget of these municipal infrastructure projects is around 513,900,000 Euros (see Annex 11 – Table 69). Scope of these projects also covers major infrastructure investment given above.

The State Hydraulic Works (DSİ) is also responsible for providing drinking water and industrial water for large settlement centres (i.e. Provincial Municipalities). In this context, DSİ has also developed water supply projects for the municipalities that are having water scarcity problems due to refugee linked population growth. Ongoing DSİ projects regarding dam investment, as well as water transfer mains and water treatment facilities are about 219,019,000 Euros. Estimated budget for remaining sub projects is about 79,500,000 Euros. Details of these projects are also provided in the Annex 11 (Table 70 and Table 71).

### EU-funded projects

As part of the EU Accession process, Turkey has been receiving support under the Instrument for Pre-Accession Assistance (IPA) program. The objectives of the program are to support the improvement of environment, specifically via investments in the area of water management cycle (both drinking and wastewater collection and treatment) and Solid Waste Management. The projects listed under IPA 1 Program are the same as the ones notes in the 2016 needs assessment. Through the IPA 1 Program the total EU contribution to these projects developed for the municipalities hosting large refugee populations is 332,477,359 Euros. At present, eleven (11) projects have been activated in the region and six (6) of them are complete, while five (5) of the projects are ongoing. The projects under IPA 1 program cover municipal infrastructure investments on water distribution networks, water treatment, wastewater collection (including storm water collection) and treatment, and solid waste management including sanitary landfill construction. Six metropolitan municipalities (Adana, Mersin, Diyarbakır, Kahramanmaraş, Şanlıurfa, Gaziantep) and three provincial municipalities (Mardin, Adıyaman and Kilis) are the beneficiary of IPA 1 program. Details of the projects are also provided in Annex 11, Table 72.

As a part of a larger initiative funded by the EU Regional Trust Fund in response to the Syrian crisis (EUTF Fund), UNDP has developed a project titled "UNDP Turkey Resilience Project in Response to the Syria

Crisis: Municipal Service Delivery” to strengthen the resilience of impacted municipalities <sup>464</sup> The project is designed for more than 307,000 host community members and Syrians under TP in the four target municipalities Gaziantep, Şanlıurfa, Kilis and Hatay namely. The overall budget of the project is approximately 22,275,000 euros. Out of this, 15,620,000 Euros is allocated for the procurement of construction and material costs. The project covers construction of wastewater treatment plants, leachate facility, waste transfer stations and procurement of fire fighting vehicles. Further details on these projects are provided in Annex 11, Table 73.

In this respect, the total existing contribution of the EU in terms of infrastructure projects financed in the border provinces most impacted by the refugee crisis is estimated to be approximately 355 million euros.

### 7.3 Assessment of Challenges and Needs

Population is the key factor for estimating municipal budgets and service provisions. As noted by the different municipalities interviewed, ILBANK transfers a fee of up to 8 euros per person per month for the provision of municipal services. However, Syrian refugee populations are not accounted for in the income calculation of municipalities. Due to this reason, a remarkable income gap occurs for 10 provinces in the Southeast most impacted by the refugee influx in terms of percentage population growth (See Annex 2). Municipalities are also responsible for providing services (such as public transport, firefighting, access roads, waste disposal, water supply and wastewater disposal) required by refugee camps. These services also put additional burden on the budget of Municipalities.

Municipalities and governmental institutions consulted for this report have also stated that the needs identified in 2016 mostly remain the same, although some of the municipal services have been fulfilled with the help of financing provided by different international financial institutions (IFI's) including JICA, World Bank (WB) and European Bank for Reconstruction and Development (EBRD).

There are two basic reasons underlying this perception. Firstly, most of the infrastructural needs of refugees are directly incorporated into the general needs of the municipalities. While trying to meet their current needs, many municipalities have not been able to find separate budgets to finance the additional measures required as a result of refugee linked population growth. Moreover, most of the projects in the southeast region that are completed or currently in progress (excluding specific projects such as the Hatay and Kilis drinking water projects realized for urgent need) were developed for the needs of the municipalities prior to 2011, and therefore project designs do not cover the refugee population. With this intention, municipalities consider that the projects, which are currently in progress or have already been completed, correspond to the earlier needs of the municipalities before the arrival of refugees.

The second reason is that the support of IFIs, other than JICA, has been very limited, especially in the southeast region where the refugee influx has been highest. According to EBRD data,<sup>465</sup> since 2016, no other projects have been conducted in the region other than the Gaziantep CNG Bus Project (5.000.000 euros EBRD Loan) and the Hatay Metropolitan Municipality Drinking Water Project (27.000.000 euros EBRD Loan). The total credit provided by the EBRD for these two projects is 32,000,000 Euros. There have been two other project loans by EBRD since 2016, which are the public transport projects carried out by the Istanbul Metropolitan and İzmir Metropolitan Municipalities. The Sustainable Cities Project, created by the World Bank for municipal infrastructure, also has available funds. However, there is no municipality in the region benefiting from credits under this project because World Bank Safeguard policy OP 7.50 on International Waterways, particularly trans-border waters, poses difficulties in supporting infrastructure projects regarding water, wastewater and solid waste storage.

Additionally, the municipalities interviewed for this report have also emphasized that the major part of the finance provided by IFI's are commercial credits, which also puts additional stress on incomes of municipalities. Especially, small municipalities such as Kilis and Adıyaman; and new metropolitan municipalities such as Hatay, Şanlıurfa and Kahramanmaraş are having trouble to balance their yearly budgets. Given this framework, the challenges and needs in municipal infrastructure can be summarized in

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<sup>464</sup>UNDP, *UNDP Turkey Resilience Project in Response to the Syria Crisis: Municipal Service Delivery*, 2018, <https://webcache.googleusercontent.com/search?q=cache:b6EVVv56POJ:https://info.undp.org/docs/pdc/Documents/TUR/MADAD-prodoc-C2-%2520Municipal%2520service%2520delivery-%252016%2520Jan.docx+&cd=3&hl=en&ct=clnk&gl=tr>

<sup>465</sup> European Bank for Reconstruction and Development, Project Summary Documents, <https://www.ebrd.com/work-with-us/project-finance/project-summary-documents.html?1=1&filterCountry=Turkey> (Accessed 03/08/2018).



the following.

Challenges	Needs
<b>WATER SUPPLY</b>	
Water scarcity problems in Kilis, Şanlıurfa and Hatay are especially acute. The average water supply per capita in Kilis is below 40 lt/day.	Creation of new water sources and construction of water mains in Kilis, Şanlıurfa and Hatay.
Low water network efficiency is a general problem for Turkish Municipalities. Average water network distribution efficiency in Turkey is about 55%. This figure is getting higher at concerned municipalities, with high refugee populations.	Perform necessary reconstruction of existing water supply systems i.e. to replace old pipes with new ones to avoid leakage. Installation of SCADA system to follow distribution system efficiency.
<b>WASTEWATER COLLECTION, TREATMENT AND DISCHARGE</b>	
Lack of wastewater treatment plants or insufficient waste water treatment capacity: Unplanned population increase as a result of refugee arrivals has put stress on existing waste water treatment facilities, especially for the provinces or districts which have the high populations rates. For example, capacity problems are foreseen in Kilis due to doubling of the population in recent years, even though the capacity of the existing wastewater treatment plant is sufficient for the host population. Sudden population increase has also doubled the need for a wastewater treatment plant, where a treatment plants is not available.	Construction of new wastewater treatment plants and maintenance of existing facilities.
Old combined sewerage systems are collecting wastewater and storm water, which has negative impacts on sewerage systems and wastewater treatment facilities. These systems are also causing flooding during heavy rain cases. Combined systems including wastewater and sewerage systems are general problems of Turkish Municipalities. Most municipalities have rehabilitation programs for collection system separation. The Municipalities of southeast Turkey that are most impacted by the refugee crisis have included in their investment the rehabilitation of existing combined systems.	Construction of new sewerage networks and rehabilitation of existing sewerage systems.
<b>SOLID WASTE</b>	
Insufficient capacity of existing Hatay Sanitary Landfill site <sup>466</sup> .	Planning and construction of new landfill site.
Construction of sanitary landfills for Viranşehir, Ceyanpınar and Anamur declared urgent in 2016, are still on hold <sup>467</sup> .	Construction of sanitary landfills for Viranşehir, Ceyanpınar and Anamur.
In general, waste segregation, recyclable waste separation and collection practices of the municipalities are not sufficient to meet neither regulation nor best practices. Insufficiency in these practices has both social and environmental consequences. Social consequences are mostly related to informal waste pickers as well as working and living conditions of these people where environmental consequences are related to lifetime of the	Perform integrated solid waste management in order to decrease the disposed waste amount and increase landfill lifetime. However, while adopting the integrated solid waste management, social impacts of the management change should be assessed, and relevant mitigations should be implemented.

<sup>466</sup> As noted under the Current Situation description above, the capacity of the sanitary landfill of Hatay Municipality is no longer sufficient to serve. This is an urgent need otherwise there will be risks on environmental and health problems.

<sup>467</sup> These projects were also mentioned as priority actions in the 2016 needs assessment report and have been pending since. Also further use of wild landfill sites is posing environmental and health risks.

Challenges	Needs
storage facility and design.	
<b>OTHER MUNICIPAL SERVICES</b>	
Municipalities should procure firefighting vehicles to meet with the standard stipulated in Regulation on Fire fighting.	Procurement of new Fire fighting Vehicles and equipment required for the personnel.
Municipalities should procure public transport vehicles (e.g. busses) to fill the gap caused by refugee influx.	Procurement of new public buses.
Municipalities are responsible for delivering social services to local populations and ensuring local cohesion, but are limited in their ability to include refugee populations.	Support Municipalities in integrating more refugees to Municipal social services (i.e. establishment of Migrant information and coordination desks, community centres, and the like.)
The municipalities, which are hosting significant number of refugees such as Kilis, Hatay, Şanlıurfa and Gaziantep, number of green spaces per person has declined at least 20 % or more.	Establishment of new green spaces such as parks and playgrounds.
<b>COORDINATION OF INSTITUTIONS AND INSTITUTIONAL CAPACITIES</b>	
<p>Municipalities most impacted by the refugee influx (i.e. those visited for this assessment) have difficulties in identifying and prioritizing their needs. In general, due to high budget pressure and time limitations, municipalities are tending to solve daily problems rather than looking into long term planning. In most cases, metropolitan municipalities are having the same problems as provincial municipalities and district municipalities.</p> <p>Metropolitan municipalities and provincial municipalities already have projects being financed by different International Finance Institutions. There are departments within each municipality that are dedicated to IFI projects. In this respect, municipalities are experienced in terms of grant programs. On the other hand, institutional capacities of the municipalities are still not sufficient for sustaining outcomes (i.e. With respect to project development, implementation and management).</p> <p>Most of the district municipalities have no capacity to perform IFI funded projects.</p>	<p>Establish an effective consulting and project management system. Ilbank and Union of Municipalities of Turkey (TBB) are two institutions formed for the purpose of serving municipalities. From these institutions, Ilbank provides services to the municipalities for technical evaluation of municipality projects including infrastructure and superstructure, preparation of feasibilities, construction control and project financing. TBB is assists municipalities in project preparation and capacity building. Both institutions are working with international institutions and organizations and have experience in this field. And both institutions can take active roles in project preparation, as well as project prioritization.</p>

## 7.4 Conclusions and Recommendations

Municipalities in Turkey are carrying out basic infrastructure services (such as solid waste, water supply, water distribution network construction, sewage system, wastewater treatment) by using different international financial resources. The additional finance required by Municipalities to meet needs arising as a result of the refugee populations has placed significant additional stress on their budgets, as Municipal budgets continue to be determined only according to the number of host populations. If it is considered that municipalities receive an average of 8 euros monthly per capita income for their host population, the estimated total cost arising from the number of Syrian refugee populations between the years 2016 and 2018 is about 441.6<sup>468</sup> million euros. This gap will increase to 883,6 million euros until the end of 2019. In this respect, future investments are vital to overcome future problems on municipal services provided by the municipalities that have been significantly impacted by the arrival of refugee populations.

With regards to Municipal infrastructure, similar to the 2016 needs assessment study, the needs regarding water, wastewater and solid waste management issues are still main concerns for the most impacted

<sup>468</sup> As noted by the different municipalities interviewed, ILBANK transfers a fee of up to 8 euros per person per month for the provision of municipal services. However, Syrian refugee populations are not accounted for in the income calculation of municipalities. Provinces in the Southeast are hosting close to 2.2 million Syrian Refugee. Accordingly, monthly estimated gap is about 17,6 million euros/month (2,2 million cap x 8 euros/month/cap). Yearly estimate is 211,2 million euros.

municipalities in the southeast. On the other hand, an observable change since 2016 is that limitations in other municipal services, particularly in the urban centres hosting large refugee populations, have also increased in importance.

The following prioritization of actions has been performed on a municipal basis, taking into consideration the current situation of the municipalities. Some of the municipalities like Hatay and Kilis require support at the emergency level due to the high and sudden population increase, having a substantial impact on municipal services. During the needs assessment study, it was also observed that border cities and their neighbouring provinces have been more impacted, while the economical status of the region causes many difficulties to overcome this problem. During prioritization and budget estimation these issues have also been considered. Due to the specific behaviour of municipal infrastructure investments, it is not possible to make budget calculations for prioritized action with general figures. In this respect, existing project costs defined either by state institutions like İLBANK, DSI and EU's IPA program have been used for budget estimations. Water, wastewater and solid waste management projects are considered as integrated projects, during prioritization of municipal services given in the following priority tables.

**Table 45: Suggested priority actions in Municipal Infrastructure**

PRIORITY ACTION 1	
Construction of water supply systems, water distribution systems and sewerage systems for Kilis and Hatay Provinces, and Construction of Hatay Sanitary Landfill.	
<b>Timeframe:</b> Short term - Urgent	<b>Estimated Cost:</b> 122.769 million EUR <sup>469</sup>
Procurement of firefighting vehicles.	
<b>Timeframe:</b> Short term - Urgent	<b>Estimated Cost:</b> 8.2 million EUR <sup>470</sup>
PRIORITY ACTION 2	
Increasing needs assessment and project management capacities and providing technical support to Municipalities and project relevant institutions.	
<b>Timeframe:</b> Short Term	<b>Estimated Cost:</b> 14.8 million EUR <sup>471</sup>
PRIORITY ACTION 3	
Construction of Water, Waste Water and Solid Waste Projects (including all mechanical equipment's and vehicles i.e. compactors, solid waste collection and transportation vehicles) at border and neighbouring cities, which are under high pressure of refugee influx (such as Gaziantep, Malatya, Adiyaman, Mardin, Şanlıurfa, Batman, Diyarbakır, Kahramanmaraş and Osmaniye).	
<b>Timeframe:</b> Short to Mid-Term	<b>Estimated Cost:</b> 456.4 million EUR <sup>472</sup>
PRIORITY ACTION 4	
Construction of Water, Waste Water and Solid Waste Projects (including all mechanical equipment's and vehicles i.e. compactors, solid waste collection and transportation vehicles) at other municipalities which are hosting large refugee populations (such as Mersin, Kayseri, Konya, İzmir and İstanbul)	
<b>Timeframe:</b> Mid to Long term	<b>Estimated Cost:</b> 150 million EUR <sup>473</sup>
PRIORITY ACTION 5	
Supporting other Municipal Service projects regarding: Transport, Recreational area needs, and Migrant Information and Coordination Centres, Community and Culture Centres.	
<b>Timeframe:</b> Mid-Long term	<b>Estimated Cost:</b> 74 million EUR <sup>474</sup>

Total sum of costs regarding proposed actions is **816,669,000 EUR**

<sup>469</sup> The cost estimate has been calculated by considering average investment costs of 22,3 euros/capita and 2,030,000 total population including Syrian Refugees. Average cost estimate is based on project costs of Balıkesir, Çorum, Diyarbakır and Konya Landfill Projects, which are financed under IPA Programme Estimated Hatay Landfill Project cost is 45,269,000 euros.

<sup>470</sup> The cost estimate has been calculated by considering study performed by the Şanlıurfa Municipality. Estimated cost is for 60 vehicle and equipment for 360 personnel.

<sup>471</sup> Cost estimate is based on approximately 2% of total cost of proposed needs (sum of Priority Action 1, Priority Action 3 and Priority Action 4).

<sup>472</sup> Costs are estimated by considering the proposed İLBANK, DSI and IPA projects listed under Annex 12.

<sup>473</sup> Ibid.

<sup>474</sup> There is no solid cost item regarding these services. The cost is estimated as 10% contingency cost by considering total cost of needs 737,369,000 euros (sum of Priority Action 1, Priority Action 3 and Priority Action 4).

## ANNEXES

### Annex 1 - Legal Framework of Temporary Protection

#### Background on Turkey's asylum laws

Turkey has a long history as a country of refuge for people from various countries fleeing persecution or conflict. While a signatory to the 1951 Convention on Refugee Rights and the 1967 Protocol, Turkey instituted a geographical limitation whereby only asylum seekers fleeing Europe would be legally recognized as refugees and be able to remain permanently in Turkey. All asylum seekers from outside Europe whose applications were accepted, were granted protection while in Turkey with the idea that they would eventually be resettled to a third country.

Until 2013, Turkey did not have an asylum and migration law, except for the 'Regulation on the Procedures and the Principles Related to Population Movements and Aliens Arriving in Turkey either as Individuals or in Groups Wishing to Seek Asylum either from Turkey or Requesting Residence Permission in order to seek Asylum from Another Country' (Council of Ministers decision No 94/6169) released in 14 September 1994 which outlined the procedures in the event of a mass influx and with regards to individual asylum applicants. Throughout this period, UNHCR conducted the status determinations for non-European asylum applicants for GoT and resettled those granted protection to third countries.

On 11 April 2013, the Turkish Parliament adopted Turkey's first law on asylum and migration, entitled the Law on Foreigners and International Protection (LFIP) (Law No. 6458). The Law specifies different forms of protection possible, including international, subsidiary, and temporary protection, and who is excluded from being granted any of these forms of protection.

#### Temporary Protection

Following the enactment of the LFIP, the Council of Ministers released the Temporary Protection Regulation (TPR) on 22 October 2014. The TPR outlines refugees' access, rights and obligations while under the temporary protection of the GoT. The regulation touches upon various topics such as non-refoulement, registration, access to basic services including health and education. It also refers to access to the labour market, social assistance, interpretation and similar services, assistance provided by NGOs and international organizations, security and the role of various Turkish authorities. The Circular No: 2014/4 on "Administration of Services to Foreigners under the Temporary Protection Regime" that further detailed the implementation of TPR, outlined AFAD's role within respect to persons under TP<sup>475</sup>.

On 16 March 2018, the Council of Ministers decision outlining the changes to the TPR regarding governance was published in the Official Gazette<sup>476</sup>. Based on the changes, DGMM takes over much of AFAD's role of managing the TACs. In the event of a mass influx, AFAD in coordination with DGMM will establish temporary accommodation centres (TACs). DGMM will then manage and operate the centres. DGMM alone is to determine the principles and procedures related to the management and operation of TACs (Article 37). Syrian refugees may be placed in TACs depending on the capacity available. Alternatively, they may be assigned to a province determined by DGMM. DGMM is assigned the authority to decide, in consultation with the Ministry, to establish or take down TACs. With regards to health, DGMM will cover the cost of healthcare services under the control of the MoH (Article 27, Clause 1 (ç)).

Decision 11208 includes additions to the 6<sup>th</sup> Section concerning services and support for persons under TP. Where the original TPR only mentions "social assistance and services", the changes introduce "social services and assistances" (Article 26, Clause 1), as well as changing clause from "psychological problems" to "grave psychological or psychiatric problems" (Article 27 Clause 1 (ğ)). Based on the decision, Article 30 was extended to include paragraphs on psycho-social and social services, assistance to camp and non-camp populations, unaccompanied minors and the services provided by INGO and NGOs. The (ex) MoFSP (Article 30, Clause 2) is responsible for monitoring and managing the social services and assistance, and psychosocial support provided for camp and non-camp refugees. (Ex) MoFSP will coordinate providing unaccompanied minors with shelter. Within TACs, the (ex) MoFSP provides shelter for minors in coordination with DGMM (Article 30, Clause 3). (Ex) MoFSP staff will conduct house visits in camp and non-camp settings to determine the psychosocial needs of individuals in line with the principles and procedures set by (ex)

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<sup>475</sup> Circular issued on 18 December 2014

<sup>476</sup> Council of Ministers Decision 2018/11208 issued 16 March 2018

MoFSP (Article 30, Clause 4). The (ex) MoFSP is the main authority tasked with monitoring the psychosocial support and services offered by national and international NGOs in line with the principles and procedures set out by (ex) MoFSP (Article 30, Clause 5).

Regarding the coordination of international humanitarian assistance, the Decision outlines that a new institution to be determined by the (ex) Prime Ministry office will take over this responsibility from AFAD. This new institution may cooperate directly with (ex) MoFSP, the Turkish Red Crescent (TRC), social solidarity and assistance foundations, relevant public institutions, organizations and governates regarding humanitarian assistance (Article 47, Clauses 2&3).

While the status of temporary protection does grant Syrian refugees in Turkey many basic rights including education, health, social assistance and access to labour market, it is important to note that this is a temporary status. In July 2016, the Turkish President announced that highly qualified and professional Syrian refugees will be considered for citizenship. It was subsequently announced that citizenship would be granted to 300,000 Syrian refugees only. This move to grant citizenship is referred to officially as an exceptional granting. At present, there are no public figures regarding how many Syrian refugees have been considered for citizenship nor how many have been granted citizenship. Even if this exceptional citizenship is granted to more than 300,000 Syrian refugees, it will not extend to all Syrian refugees in Turkey. As such, it is necessary to review the matter of Syrian refugees' legal status in a manner that will provide a long-term basis for residence and life in Turkey. Also, the current regulation includes no forecasted end date for TP.



## Annex 2 - Statistical Data on Syrians under Temporary Protection

**Table 46: Syrians under Temporary Protection: gender distribution by province**

Province	Male	Female	Total
ADANA	108,921	95,279	204,200
ADIYAMAN	15,526	14,117	29,643
AFYON	2,011	1,609	3,620
AĞRI	611	528	1,139
AKSARAY	1,376	1,319	2,695
AMASYA	310	311	621
ANKARA	52,370	46,484	98,854
ANTALYA	476	583	1,059
ARDAHAN	63	44	107
ARTVİN	18	15	33
AYDIN	7,328	4,013	11,341
BALIKESİR	1,721	1,287	3,008
BARTIN	70	30	100
BATMAN	10,540	10,728	21,268
BAYBURT	13	15	28
BİLECİK	251	202	453
BİNGÖL	456	380	836
BİTLİS	491	475	966
BOLU	1,204	905	2,109
BURDUR	4,728	4,019	8,747
BURSA	82,733	65,600	148,333
ÇANAĞKALE	1,797	1,061	2,858
ÇANKIRI	232	168	400
ÇORUM	1,514	1,346	2,860
DENİZLİ	6,654	5,443	12,097
DİYARBAKIR	17,368	15,509	32,877
DÜZCE	842	512	1,354
EDİRNE	522	352	874
ELAZIĞ	6,418	5,161	11,579
ERZİNCAN	55	43	98
ERZURUM	519	416	935
ESKİŞEHİR	1,858	1,547	3,405
GAZİANTEP	199,536	183,068	382,604
GİRESUN	65	62	127
GÜMÜŞHANE	39	31	70
HAKKARİ	3,160	2,639	5,799
HATAY	244,697	199,063	443,760
IĞDIR	52	37	89
ISPARTA	4,025	3,122	7,147
İSTANBUL	317,744	244,104	561,848
İZMİR	75,970	61,368	137,338
KAHRAMANMARAŞ	51,581	48,822	100,403
KARABÜK	530	264	794
KARAMAN	335	323	658
KARS	74	64	138
KASTAMONU	813	572	1,385
KAYSERİ	41,984	32,628	74,612
KIRIKKALE	556	502	1,058

KIRKLARELİ	1,789	646	2,435
KIRŞEHİR	473	442	915
KİLİS	68,602	61,803	130,405
KOCAELİ	26,226	18,420	44,646
KONYA	56,991	50,673	107,664
KÜTAHYA	306	273	579
MALATYA	13,360	12,871	26,231
MANİSA	6,657	5,505	12,162
MARDİN	49,899	42,495	92,394
MERSİN	111,777	96,561	208,338
MUĞLA	8,675	4,754	13,429
MUŞ	745	690	1,435
NEVŞEHİR	4,666	4,235	8,901
NİĞDE	2,106	1,518	3,624
ORDU	319	259	578
OSMANIYE	28,497	25,678	54,175
RİZE	490	371	861
SAKARYA	8,480	5,375	13,855
SAMSUN	1,900	1,560	3,460
SİİRT	2,410	2,109	4,519
SİNOP	49	52	101
SİVAS	2,134	1,085	3,219
ŞANLIURFA	248,839	225,692	474,531
ŞİRNAK	8,315	6,609	14,924
TEKİRDAĞ	6,182	4,355	10,537
TOKAT	588	526	1,114
TRABZON	1,592	1,314	2,906
TUNCELİ	28	13	41
UŞAK	1,491	1,115	2,606
VAN	958	940	1,898
YALOVA	2,116	1,774	3,890
YOZGAT	1,740	1,578	3,318
ZONGULDAK	172	147	319
<b>TOTAL</b>	<b>1,938,729</b>	<b>1,637,608</b>	<b>3,576,337</b>

**Table 47: Syrians under Temporary Protection: age distribution by province**

Province	0-17	18-64	65+	Total
ADANA	94,325	107,616	2,259	204,200
ADIYAMAN	14,682	14,415	546	29,643
AFYON	1,928	1,681	11	3,620
AĞRI	555	579	5	1,139
AKSARAY	1,319	1,354	22	2,695
AMASYA	288	332	1	621
ANKARA	45,150	52,452	1,252	98,854
ANTALYA	525	526	8	1,059
ARDAHAN	47	54	6	107
ARTVİN	20	13	0	33
AYDIN	3,678	7,572	91	11,341
BALIKESİR	1,430	1,567	11	3,008
BARTIN	15	84	1	100
BATMAN	9,000	11,814	454	21,268
BAYBURT	10	18	0	28
BİLECİK	212	238	3	453

BİNGÖL	446	383	7	836
BİTLİS	441	511	14	966
BOLU	860	1,228	21	2,109
BURDUR	3,701	4,960	86	8,747
BURSA	62,956	83,210	2,167	148,333
ÇANAKKALE	1,408	1,420	30	2,858
ÇANKIRI	172	225	3	400
ÇORUM	1,313	1,518	29	2,860
DENİZLİ	5,257	6,708	132	12,097
DIYARBAKIR	14,927	17,272	678	32,877
DÜZCE	500	756	98	1,354
EDİRNE	590	279	5	874
ELAZIĞ	5,299	6,148	132	11,579
ERZİNCAN	42	50	6	98
ERZURUM	408	523	4	935
ESKİŞEHİR	1,529	1,846	30	3,405
GAZİANTEP	183,552	190,837	8,215	382,604
GİRESUN	54	72	1	127
GÜMÜŞHANE	31	38	1	70
HAKKARİ	2,289	3,475	35	5,799
HATAY	178,892	253,115	11,753	443,760
IĞDIR	39	49	1	89
ISPARTA	2,694	4,381	72	7,147
İSTANBUL	225,904	327,898	8,046	561,848
İZMİR	59,231	76,585	1,522	137,338
KAHRAMANMARAŞ	47,986	50,331	2,086	100,403
KARABÜK	168	620	6	794
KARAMAN	329	320	9	658
KARS	71	65	2	138
KASTAMONU	540	840	5	1,385
KAYSERİ	33,429	40,249	934	74,612
KIRIKKALE	534	514	10	1,058
KIRKLARELİ	547	1,881	7	2,435
KIRŞEHİR	501	405	9	915
KİLİS	61,067	65,870	3,468	130,405
KOCAELİ	19,501	24,894	251	44,646
KONYA	51,652	54,667	1,345	107,664
KÜTAHYA	266	306	7	579
MALATYA	13,551	12,222	458	26,231
MANİSA	5,191	6,876	95	12,162
MARDİN	35,377	54,912	2,105	92,394
MERSİN	85,881	118,279	4,178	208,338
MUĞLA	4,198	9,099	132	13,429
MUŞ	750	665	20	1,435
NEVŞEHİR	4,302	4,523	76	8,901
NİĞDE	1,618	1,974	32	3,624
ORDU	269	301	8	578
OSMANİYE	23,671	29,165	1,339	54,175
RİZE	334	525	2	861
SAKARYA	5,342	8,395	118	13,855
SAMSUN	1,379	2,051	30	3,460
SİİRT	1,977	2,491	51	4,519
SİNOP	39	61	1	101

SİVAS	1,203	2,000	16	3,219
ŞANLIURFA	231,339	229,238	13,954	474,531
ŞIRNAK	4,044	10,459	421	14,924
TEKİRDAĞ	4,277	6,187	73	10,537
TOKAT	470	624	20	1,114
TRABZON	1,221	1,664	21	2,906
TUNCELİ	18	23	0	41
UŞAK	906	1,667	33	2,606
VAN	924	953	21	1,898
YALOVA	1,609	2,201	80	3,890
YOZGAT	1,541	1,752	25	3,318
ZONGULDAK	156	161	2	319
<b>TOTAL</b>	<b>1,573,897</b>	<b>1,933,232</b>	<b>69,208</b>	<b>3,576,337</b>

**Table 48: Top 10 provinces most impacted by refugee influx (according to total refugee population)<sup>477</sup>**

2018				2016			
	Province	Refugee Pop.	Host Pop.	Refugee to host %	Refugee Pop.	Host Pop.	Refugee to host %
1	Kilis	130,405	136,319	95,7	129,221	130,655	98,9
2	Hatay	443,760	1,575,226	28,2	386,090	1,533,507	25,2
3	Sanliurfa	474,531	1,985,753	23,9	401,084	1,892,320	21,2
4	Gaziantep	382,604	2,005,515	19,1	325,151	1,931,836	16,8
5	Mardin	92,394	809,719	11,4	97,768	796,591	12,3
6	Mersin	208,338	1,793,931	11,6	138,634	1,745,221	8,0
7	Osmaniye	54,175	527,724	10,3	39,975	512,873	7,8
8	Adana	204,200	2,216,475	9,2	150,117	2,183,167	6,9
9	Kahramanmaras	100,403	1,127,623	8,9	84,103	1,096,610	7,7
10	Kayseri	74,612	1,376,722	5,4	49,024	1,341,056	3,7

**Table 49: Top 10 provinces most impacted by refugee influx (according to % population growth)**

2018				2016			
	Province	Ref Pop.	Host Pop.	Ref to host %	Ref Pop.	Host Pop.	Ref to host %
1	Istanbul	561,848	15,029,231	3,7	394,571	14,657,434	2,7
2	Sanliurfa	474,531	1,985,753	23,9	401,084	1,892,320	21,2
3	Hatay	443,760	1,575,226	28,2	386,090	1,533,507	25,2
4	Gaziantep	382,604	2,005,515	19,1	325,151	1,931,836	16,8
5	Mersin	208,338	1,793,931	11,6	138,634	1,745,221	7,9
6	Adana	204,200	2,216,475	9,2	150,117	2,183,167	6,9
7	Bursa	148,333	2,936,803	5,1	96,833	2,842,547	3,4
8	Izmir	137,338	4,279,677	3,2	90,615	4,168,415	2,2
9	Kilis	130,405	136,319	95,7	129,221	130,655	99,0
10	Konya	107,664	2,180,149	4,9	67,960	2,130,544	3,2

<sup>477</sup> The population statistics for Syrian refugees used to calculate the population increase are based on the DGMM statistics as of 13 June 2018. It is necessary to note that the Turkish population statistics is released on an annual basis. As such the population increase calculations are based on the Turkish population figures for 2017. 2016 figures are taken from the previous needs assessment.

### Annex 3 - Legal Framework on International Protection

As noted under Annex 1 above, the Law on Foreigners and International Protection (LFIP) specifies different forms of protection possible in Turkey for refugees, including international, subsidiary, and temporary protection, and who is excluded from being granted any of these forms of protection.

Under the scope of international protection, there are ‘refugees’ and ‘conditional refugees’. The status of ‘refugee’ is applied to applicants fleeing Europe due to conflict or who have a well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion. Following the completion of the status determination process, these applicants shall be considered refugees. The status ‘*conditional refugee*’ is applied to applicants from outside Europe fleeing conflict or who have a well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion. They are granted conditional refugee status at the end of the status determination procedure and based on the status, will be allowed to reside in Turkey temporarily until they are resettled to a third country, which is handled by the UNHCR. *Subsidiary protection* is granted in the case when a “foreigner or stateless person, who neither could be qualified as a refugee nor as a conditional refugee” but who in their country of origin or country of former habitual residence, face a death sentence or execution of the death penalty, face torture or inhuman or degrading treatment or punishment, face serious threat by reason of indiscriminate violence in situation of international or national armed conflict.

The LFIP outlines the procedural issues specifying that an in-person interview must take place within 30 days of the applicant’s registration<sup>478</sup>, and a decision must be made within six months or the applicant must be informed that the process will take longer<sup>479</sup>.

According to LFIP, asylum seekers have legal access to primary and secondary education, social security and medical insurance. They can access free medical services in state hospitals or for certain treatments, the state will cover 80% of the cost of the treatment. Six months after they apply for international protection, applicants and conditional refugees can apply for a work permit<sup>480</sup>.

#### Institutional Actors

UNHCR registers new asylum seekers<sup>481</sup> and UNHCR and DGMM conduct joint registration activities. There is a plan to gradually transfer all Refugee Status Determination (RSD) to DGMM. In July 2017, DGMM began a pilot phase processing Iranian cases and by October 2017 DGMM started processing all asylum-seekers registered by UNHCR. Asylum applicants who register with UNHCR as asylum seekers are directed to a satellite province from a list assigned by DGMM. UNHCR provides them with a referral letter. In the satellite city, they are supposed to register with the Provincial Directorate of Migration Management (PDMM) authorities. The PDMM authorities conduct an RSD interview with them. Based on the LFIP, the PDMM has the final decision regarding RSD.

#### Registration and Processes

During the application process, applicants must register and reside in a city chosen by DGMM which are referred to as ‘satellite cities’. This distribution system is implemented to reduce pressure on services in major cities. According to DGMM figures, the provinces with the highest number of registered asylum applicants are Ankara (12.31%), Samsun (5.61%), Eskişehir (4.63%) and Kirşehir (3.99%). Asylum seekers are expected to wait out the duration of their application and subsequent period if they are granted status in these provinces/cities. Upon arrival at the assigned city, asylum seekers must register with the PDMM, and they must provide an address in the city. They are then issued an identity card on which they rely to access public healthcare services, primary and secondary education services. The time required to issue the identity card varies between cities and Directorates. In addition, asylum seekers and conditional refugees, individual applicants or head of the household, must go to the PDMM office to sign in. The frequency of the signatures and the method differs between provinces, where in some provinces applicants are required to sign a paper, in others their photograph is taken or a retinal scan conducted. According to Refugees International's 2016

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<sup>478</sup> LFIP Article 75 (1)

<sup>479</sup> LFIP Article 78 (1)

<sup>480</sup> LFIP Article 89 (4)

<sup>481</sup> The registration process was assigned to UNHCR implementing partner in Turkey Association for Solidary with Asylum-Seekers and Migrants (ASAM) in 2016.



report, most asylum seekers and conditional refugees said they were asked to come in to sign every two weeks. In the event, applicants fail to appear to sign in three consecutive times without justification, the validity of their identity cards is revoked, the Turkish authorities consider their asylum claim to be withdrawn and GoT can take steps to deport them from Turkey.

While the LFIP specifies the length of the RSD process, in reality the process to reach a decision takes longer than the legally determined six months. Applicants under international protection face a difficult process as it involves extensive waiting periods and satellite cities usually offer limited livelihood opportunities.

Asylum seekers and conditional refugees under temporary protection are only allowed to move inside Turkey with a travel permission from the PDMM office. The offices may issue the permission at their own discretion.

### **Resettlement**

Applicants granted conditional refugee status are referred for resettlement however, according to UNHCR, less than 1% of conditional refugees' cases are submitted for resettlement every year in Turkey due to the limited resettlement possibilities. In process cases for resettlement, UNHCR gives precedence to cases based on their vulnerability and the seriousness of protection issues. The estimated resettlement needs for conditional refugees for 2018 is 25,000<sup>482</sup>.

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<sup>482</sup> <http://www.unhcr.org/593a88f27.pdf> (accessed 07/03/2018). UNHCR estimates the resettlement needs for Syrian refugees in Turkey is at 275,000.

## Annex 4 - Statistical Data on International Protection

**Table 50: Asylum seekers under International Protection: gender distribution by province**

Province	Male	Female	Total	Province	Male	Female	Total
ADANA	1,574	1,427	3,001	K.MARAŞ	2,527	2,481	5,008
ADİYAMAN	283	283	566	KARABÜK	2,588	1,974	4,562
AFYONKARAHİSAR	3,293	2,310	5,603	KARAMAN	1,347	930	2,277
AĞRI	201	50	251	KARS	229	-5	224
AKSARAY	4,248	3,107	7,355	KASTAMONU	2,285	1,514	3,799
AMASYA	1,345	1,120	2,465	KAYSERİ	3,808	3,471	7,279
ANKARA	15,132	15,833	30,965	KIRIKKALE	3,483	3,025	6,508
ANTALYA	109	74	183	KIRKLARELİ	0	0	0
ARDAHAN	19	7	26	KİRŞEHİR	5,404	4,629	10,033
ARTVİN	24	15	39	KİLİS	2	3	5
AYDIN	36	11	47	KOCAELİ	12	12	24
BALIKESİR	2,831	2,099	4,930	KONYA	3,605	2,574	6,179
BARTIN	4	3	7	KÜTAHYA	3,625	3,026	6,651
BATMAN	502	317	819	MALATYA	530	437	967
BAYBURT	134	70	204	MANİSA	3,445	2,573	6,018
BİLECİK	1,987	1,578	3,565	MARDİN	720	742	1,462
BİTLİS	2	0	2	MERSİN	1,004	922	1,926
BOLU	2,672	2,244	4,916	MUĞLA	16	11	27
BURDUR	1,445	911	2,356	MUŞ	12	5	17
BURSA	441	463	904	NEVŞEHİR	2,209	1,517	3,726
ÇANAKKALE	1,326	215	1,541	NİĞDE	1,078	547	1,625
ÇANKIRI	2,449	2,072	4,521	ORDU	1,888	1,610	3,498
ÇORUM	5,174	4,644	9,818	OSMANİYE	2	0	2
DENİZLİ	3,616	2,425	6,041	RİZE		1	1
DIYARBAKIR	19	2	21	SAKARYA	4,687	3,768	8,455
DÜZCE	2,031	1,569	3,600	SAMSUN	7,285	6,820	14,105
EDİRNE	57	17	74	SİİRT	39	20	59
ELAZIĞ	676	475	1,151	SİNOP	1,081	586	1,667
ERZİNCAN	1,009	616	1,625	SİVAS	2,188	1,715	3,903
ERZURUM	1,286	793	2,079	ŞANLIURFA	1,998	1,742	3,740
ESKİŞEHİR	6,371	5,284	11,655	ŞIRNAK	6	5	11
GAZİANTEP	361	314	675	TEKİRDAĞ	16	14	30
GİRESUN	1,722	999	2,721	TOKAT	1,831	1,523	3,354
GÜMÜŞHANE	390	61	451	TRABZON	2,946	1,856	4,802
HAKKARİ	37	17	54	UŞAK	2,468	1,798	4,266
HATAY	151	160	311	VAN	1,310	895	2,205
IĞDIR	12	6	18	YALOVA	3,081	2,623	5,704
ISPARTA	2,870	2,242	5,112	YOZGAT	2,082	1,957	4,039
İSTANBUL	541	422	963	ZONGULDAK	1,455	1,112	2,567
İZMİR	117	97	214	<b>TOTAL</b>	<b>32,473</b>	<b>112,785</b>	<b>251,574</b>

**Table 51: Asylum seekers under International Protection: age distribution by province**

Province	0-17	18-64	65+	Total
ADANA	1,405	1,540	56	3,001
ADİYAMAN	303	256	7	566
AFYONKARAHİSAR	1,815	3,689	99	5,603
AĞRI	80	160	11	251
AKSARAY	3,203	4,032	120	7,355
AMASYA	890	1,509	66	2,465

ANKARA	16,739	13,876	350	30,965
ANTALYA	35	146	2	183
ARDAHAN	5	21	0	26
ARTVİN	4	33	2	39
AYDIN	4	43	0	47
BALIKESİR	1,865	3,004	61	4,930
BARTIN	4	3	0	7
BATMAN	314	488	17	819
BAYBURT	69	131	4	204
BİLECİK	1,200	2,285	80	3,565
BİTLİS	0	2	0	2
BOLU	1,893	2,970	53	4,916
BURDUR	406	1,932	18	2,356
BURSA	446	451	7	904
ÇANAĞKALE	158	1,378	5	1,541
ÇANKIRI	1,860	2,566	95	4,521
ÇORUM	4,847	4,809	162	9,818
DENİZLİ	1,324	4,668	49	6,041
DİYARBAKIR	10	11	0	21
DÜZCE	1,491	2,059	50	3,600
EDİRNE	6	68	0	74
ELAZIĞ	533	612	6	1,151
ERZİNCAN	632	978	15	1,625
ERZURUM	807	1,258	14	2,079
ESKİŞEHİR	4,728	6,697	230	11,655
GAZİANTEP	311	353	11	675
GİRESUN	890	1,799	32	2,721
GÜMÜŞHANE	59	389	3	451
HAKKARİ	2	51	1	54
HATAY	141	160	10	311
IĞDIR	6	12	0	18
ISPARTA	1,363	3,693	56	5,112
İSTANBUL	296	634	33	963
İZMİR	63	144	7	214
KAHRAMANMARAŞ	2,766	2,152	90	5,008
KARABÜK	1,690	2,800	72	4,562
KARAMAN	951	1,303	23	2,277
KARS	49	175	0	224
KASTAMONU	1,330	2,431	38	3,799
KAYSERİ	2,980	4,151	148	7,279
KIRIKKALE	2,790	3,634	84	6,508
KIRKLARELİ	0	0	0	0
KIRŞEHİR	4,453	5,368	212	10,033
KİLİS	2	3	0	5
KOCAELİ	11	6	7	24
KONYA	2,588	3,525	66	6,179
KÜTAHYA	2,798	3,782	71	6,651
MALATYA	461	499	7	967
MANİSA	1,948	4,025	45	6,018
MARDİN	646	773	43	1,462
MERSİN	742	1,119	65	1,926
MUĞLA	7	20	0	27
MUŞ	6	11	0	17
NEVŞEHİR	1,247	2,437	42	3,726
NİĞDE	402	1,194	29	1,625
ORDU	1,616	1,844	38	3,498
OSMANIYE	0	2	0	2
RİZE	0	1	0	1
SAKARYA	3,564	4,773	118	8,455
SAMSUN	6,761	7,135	209	14,105

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SIİRT	19	40	0	59
SINOP	426	1,219	22	1,667
SIVAS	1,607	2,226	70	3,903
ŞANLIURFA	1,902	1,804	34	3,740
ŞIRNAK	6	5	0	11
TEKİRDAĞ	8	22	0	30
TOKAT	1,300	1,982	72	3,354
TRABZON	1,712	3,051	39	4,802
UŞAK	1,560	2,685	21	4,266
VAN	761	1,436	8	2,205
YALOVA	1,894	3,704	106	5,704
YOZGAT	1,946	2,019	74	4,039
ZONGULDAK	1,032	1,504	31	2,567
<b>Total</b>	<b>104,188</b>	<b>143,770</b>	<b>3,616</b>	<b>251,574</b>

## Annex 5 – UN Inter-Agency Coordination Mechanisms in Turkey

### Regional Refugee and Resilience Plan (3RP) in Response to the Syria Crisis

In Turkey the 3RP partners have developed an inter-sectoral Monitoring and Evaluation Framework that allow impact and outcome level measurement of the overall response. The M&E framework is a strategic tool to jointly move the response towards longer term, development programming and planning, and align outcome indicators with national development planning such as the National Development Plan, the United Nations Development Cooperation Strategy (UNDCS) and the Sustainable Development Goals (SDGs). The 3RP includes several clusters and working groups which focus on healthcare, education, information access, legal rights and protection, social security, and livelihood. The details of the working groups and clusters are provided below.

#### Syria Response Group

Syria Response Group (SRG), chaired by the Resident Coordinator and co-led by UNHCR and UNDP, is the highest decision-making body of the inter-agency response. It provides a strategy and sets policy throughout all phases of the response including follow up on resource mobilization. SRG holds regular meetings with relevant GoT counterparts to coordinate and align with GoT priorities and address emergent challenges. The SRG includes UN agencies that have appealed under the two plans (3RP and RMRP), and other partners involved in the broader Syria response such as OCHA. The Syria Task Force (STF) and the RMRP task forces report to the SRG.

#### Syria Task Force

The Syria Task Force (STF) is a strategic body with national coverage that provides oversight and guidance to the six sector working groups that include: Basic Needs, Education, Food Security, Health, Livelihoods and Protection. The STF defines policy directions for endorsement by the SRG. UNHCR and UNDP co-chair the STF and members include UN agencies, sector coordinators, donor representatives, NGO representatives. The STF meetings is expanded to include other key partners as appropriate. The STF serves as an inter-agency and inter-sector forum. It is tasked with holding regular meetings with relevant technical GoT counterparts to coordinate and align with GoT priorities and coordination efforts. The STF is responsible for preparing the SRG's engagements with higher level GoT officials as is necessary.

#### RMRP Task Force

The task force brings together UN agencies, NGO and donor representatives taking part in the RMRP and involved in the Mediterranean Sea Response. UNHCR and IOM co-lead the task force which provides oversight and guidance to the sectors active in Izmir under the RMRP. The task force aims to provide strategic guidance to the working groups in relevant geographical areas as well as support advocacy and resource-mobilization. The task force is based in Ankara.

#### ESSN Governing Board<sup>483</sup>

The board is chaired by ECHO and AFAD with members from WFP, TRC, (ex) MoFSP, DGMM and the Nufus (Civil Registry) office. They hold regular meetings to ensure strategic decisions, key issues that require resolution.

#### Turkey NGO Coordination Platform

The platform is an independent NGO-led coordinating body composed of national and international NGOs delivering humanitarian programming in Turkey. the forum provides a venue where NGOs operating in Turkey have a space to address common priorities and challenges to ensure appropriate NGO representation and participation in key response and leadership matters.

#### Informal Donor coordination/working group

The group brings together the donors who fund 3RP and RMRP. It provides a space for donors to discuss common priorities and challenges.

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<sup>483</sup> <http://www.cashlearning.org/coordination/turkey-cash-working-group> (accessed 10/03/2018)



## **Sectoral Working Groups**<sup>484</sup>

### **Protection Core Group-Turkey**

The Inter-Agency Protection Strategy developed by UNHCR and its partners is centered on (1) ensuring access to basic rights under Temporary Protection and timely access to registration and documentation as a prerequisite for proper protection delivery; (2) expanding community outreach and development of community-based protection mechanisms, with a focus on community empowerment and self-reliance, and ensuring that women, girls, boys and men are engaged in the planning, implementation and evaluation of services; (3) mitigating and reducing the risks and consequences of SGBV, while improving the quality of multi-sectoral response services, as well as expanding access and reach of services; (4) ensuring that emergency child protection interventions are strengthened and harmonized; and (5) exploring third country resettlement/durable solution options as a protection response to cases with special needs.

### **Child Protection Sub Working Group Turkey**

The working group is chaired by UNHCR and UNICEF. The working group is active but information about their activities is required.

### **Sexual and Gender Based Violence (SGBV) Sub Working Group Turkey**

The working group is chaired by (ex) MoFSP, UNHCR and UNFPA. The SGBV Sub-Sector has identified four thematic areas of priority: early and forced marriage, domestic violence (SGBV-related), survival sex and sexual violence. The WG will address these four thematic priorities through enhanced prevention, response and coordination efforts. Women, girls, boys and men will be actively involved in prevention through a peer-to-peer approach, and through involvement in educational and awareness-raising activities to support the empowerment of women and girls as leaders and agents of change and engage men and boys as allies in SGBV interventions.

### **Basic Needs Working Group Turkey**

The working group chairs are UNHCR and WFP. The BN working group focuses on addressing the immediate needs of refugees considered a concern and formulating a strategy to increase their resilience. Assistance is provided to socio-economically vulnerable households to enable them to meet their basic needs both year-round and during extraordinary circumstances. The aim is to assist families to avoid negative coping strategies. Basic assistance includes multi-purpose cash-based interventions and in-kind assistance of shelter, WASH and core relief items for refugees living in camps and in communities where cash schemes cannot be implemented due to operational or market constraints.

### **ESSN Taskforce Turkey**

The task force is co-chaired by WFP and TRC and ensures coordination between UN agencies and NGOs.

### **Joint Management Cell focused on the ESSN**<sup>485</sup>

Members of TRC and WFP work together on a full-time day to day basis managing the project in multi-organizational and multi-functional teams.

### **Winterization Taskforce**<sup>486</sup>

The Winterization Task Force is a task force operating under the Basic Needs working group under the ISWG in Gaziantep. The Winterization Task Force is led by IOM. The Task Force carries out assessments to identify vulnerable families, individuals and households that require winterization assistance, how to distribute the assistance (cash or e-vouchers) and conduct follow up assessments on the effectiveness of the intervention.

### **Livelihoods Working Group Turkey**

UNDP chairs this working group. The working group aims to strengthen coordination regarding livelihood

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<sup>484</sup> Organization chart as of 1 June 2018. Available at: <http://www.refugeeinfoturkey.org/img/images/OrganigrammeUpdated.png> (Accessed 25/06/2018)

<sup>485</sup> <http://www.cashlearning.org/coordination/turkey-cash-working-group> (accessed 09/03/2018)

<sup>486</sup> <https://data2.unhcr.org/en/documents/download/61344> (accessed 16/03/2018) Information obtained from Basic Needs meeting minutes. <https://data2.unhcr.org/en/documents/download/59680> (accessed 16/03/2018) Inter-agency PDM report winter 2016-2017.

conditions and activities of both Syrian and host communities. Further information required.

### **Education Working Group Turkey**

UNHCR and UNICEF co-chair this working group. The working group's priority is to ensure the enrolment, attendance and uninterrupted access to education for Syrian children. The working group works to boost the capacity of the public education system, providing extra learning spaces, remedial and catch-up classes. The working group also focuses on building the capacity of Syrian and Turkish teachers. The working group coordinates with all relevant institutions and organizations to support the Turkish education system.

### **Education Sector Working Group (ESWG)**

A central ESWG chaired by MoNE and includes AFAD, DGMM, UNICEF, UNHCR, IOM and TRC as permanent members and invites other relevant agencies when necessary. There are similar informal working groups at the provincial levels which then report this group.

### **Higher Education Working Group**

UNHCR established a Higher Education WG within the 3RP framework on 20 February 2018<sup>487</sup>.

### **Food Security and Agricultural Working Group Turkey (FSA WG)**

WFP and FAO Turkey are the working group chairs. The FSA WG aims to develop a harmonized program-oriented approach to ensure food security and promote agricultural livelihood, and an effective and coordinated response of all actors involved in food security and agriculture sector and concerned with Syrian refugees in Turkey. The group involves provisions for essential food assistance to the most vulnerable communities and agricultural interventions that promote food security and/or Syrian refugees' access to agricultural livelihoods. In line with national priorities, the FSA sector seeks to scale up programming (moving beyond household-level interventions, such as micro-gardening projects) to pursue opportunities for the provision of large and medium scale agricultural livelihood support. The FSA focuses on efforts to expand employment and create business opportunities in the agricultural sector, providing technical support that will strength FSA-related skills and knowledge among national partners and promoting localization.

### **Health Working Group**

WHO chairs this working group. The working group brings together different UN agencies, national and international NGOs, donors and government actors to support the continued provision of essential community level, primary, secondary and tertiary health services to Syrian refugees. The main strategic approach is to support and strengthen national capacity in responding to the humanitarian crisis by maintaining a platform for all partners and stakeholders to coordinate their response through information sharing and through pooling of health expertise, resources and health information.

### **Mental Health Psycho-Social Support (MHPSS) Sub Working Group- Turkey**

The MHPSS Working Group chaired by WHO and IOM. It is a sub-sector of both the Health (clinical mental health) sector. The coordination group is active but information about its activities are necessary.

### **UNDP Turkey Resilience Project in Response to the Syria Crisis: Municipal Service Delivery**

The project focuses on developing municipal service delivery in provinces that have a high concentration of Syrian refugees. The aim is to develop capabilities to cope with the increase in population and offer improved services to both host and Syrian communities. The provinces are Hatay, Gaziantep, Kilis and Sanliurfa. UNDP is responsible for the overall delivery and results of the project as well as providing necessary support while ILBank is the main implementing partner. UNDP and ILBank will chair the Project Steering Group Committee with the Ministry of Foreign Affairs, Ministry of Environment and Urbanization, MoD and EUD. The project was launched in 01 February 2018 and expected to be complete by 31 January 2020.

### **Technical Working Groups**

#### **Cash-Based Interventions Technical Working Group (CBI-TWG)<sup>488</sup>**

The CBI-TWG is based in Gaziantep and is chaired by WFP and UNHCR with CARE International as the co-

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<sup>487</sup> No further data about the working group was provided.

<sup>488</sup> <http://www.cashlearning.org/downloads/2018.02.20-cbi-twg-meeting-minutes-ankara.pdf> (accessed 10/03/2018)

chair. The working group includes several member organizations. The working group aims to capitalize on the existing cash and voucher-based programming efforts of GoT actors, the TRC, UN and NGOs to ensure a more coordinated and effective response with minimal gaps and duplications and increased quality and accountability within the program. The CBI-TWG collects 4Ws for all cash-based interventions and refers this data to the Sector Leads for further analysis. Any programmatic issues on the Emergency Social Safety Net are referred to TRC and WFP. The working group refers all issues relating to other multi-purpose cash grants to the Basic Needs Sector.

### **Information Management Working Group Turkey (IMWG)**

The IMWG was established in July 2016 to strengthen the coordination of information management including knowledge and data management. The strengthened IMWG coordination is vital to (1) promote and predictable response; (2) evidence-based decision-making; (3) utilizing the information and data collected to the fullest extent possible; (4) avoiding duplication or redundant data collection; (5) optimizing spending on information management; (6) institutional capacity creation, memory, evidence base and baseline(s) for future use; (7) accountability and transparency. IMWG will coordinate information, data and knowledge management activities at the inter-sector level between partners in Turkey. IMWG focuses on refugee operations within the context of the sector coordination groups in Turkey at the country level, but the work of the IM working group extend beyond the refugee response. IMWG will support inter-agency work beyond refugee response when necessary as several agencies are phasing out the distinctions between refugee and non-refugee response and more work will shift towards strengthening of institutions and national ownership. UNHCR is the working group chair.

### **Communication with Communities (CwC) Taskforce**

The taskforce was established on 24 April 2017 and it is chaired by UNHCR. It provides technical assistance to other WGs and sectors regarding communicating with communities of concern. The taskforce is responsible for providing guidance and technical advice on the information sectors and WG release with a focus on the timeliness and relevance of the information. The taskforce is not in a position to decide on the content released. The taskforce is responsible for identifying communities' informational needs, develop ways to reduce information overload, and provide sectors with advice with the aim of making communication efforts comprehensive, structured and responsive to communities' needs. The taskforce will also work on strengthening information targeting and dissemination. The taskforce will support inter-sectoral and sectoral efforts to ensure CwC efforts are coordinated, avoid duplication, prevent gaps in reach and scope and optimize information delivery.

### **Child Labor Taskforce**

The taskforce is chaired by UNICEF and ILO. No further information about the taskforce is available at present.

### **Regional and Provincial Working Groups**

#### **Education Working Group Istanbul<sup>489</sup>**

The Istanbul Provincial Directorate of National Education (PDoNE) established this working group in 2018 to enhance inter-agency coordination for Istanbul city. The PDoNE leads the working group with the support of UNICEF and UNHCR. The working group includes registered I/NGOs working in the education sector in Istanbul Province. The working group serves as a forum for consultation and coordination between member organizations, provide guidance for implementation of programs, ensure sustained access to quality education in safe and protective environments for vulnerable children and youths as well as contribute to the government's response strategies and action plans.

#### **Inter-Sector Working Group (ISWG) in Gaziantep**

The ISWG involves the sector leads and the UNDP/UNHCR inter-agency and inter-sector coordinators and it works to ensure cohere and consistency across all sectors and areas of intervention. The Gaziantep Inter-Agency Coordinator leads the ISWG and members are from the sector and technical working group coordinators, co-coordinators and technical advisors. The ISWG is only active in south eastern Turkey.

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<sup>489</sup><https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Turkey%20Humanitarian%20Situation%20Report%20-%20January%202018.pdf> (accessed 10/03/2018)

### **Istanbul Inter-Agency Task Force**

The task force is the regional inter-agency leadership group for Istanbul city and province. The task force provides a forum for regional strategy and policy settings for all phases of the response in support of GoT and provincial authorities. The task force ensures regular dialogue and exchange of information with the relevant GoT counterparts especially concerning GoT-led coordination structures in Istanbul. UNHCR leads this group and members include UN agencies, NGOs, and donors who operate projects in Istanbul. Istanbul the Protection (UNHCR led) and Basic Needs (co-led by UNHCR and WFP) working groups are active.

### **RMRP Task Force Izmir Coordination Activities**

As of April 2017, the RMRP task force co-led by UNHCR and IOM provides oversight and guidance to the three sectors active in Izmir under the RMRP through an area based inter-agency/inter-sector mechanism. The sectors are Basic Needs (co-led by UNHCR and IOM), Health (co-led by WHO and UNFPA) and Protection (led by UNHCR).

### **Marmara Municipalities Union (MBB)**

The MBB brings together the municipalities in the 13 provinces of Balikesir, Bilecik, Bolu, Bursa, Çanakkale, Düzce, Edirne, Istanbul, Kirklareli, Kocaeli, Sakarya, Tekirdag and Yalova. The MBB focuses on migration and refugee issues conducting research about migrants and asylum seekers living in these provinces. The MBB works to provide coordination among local authorities and foster information and experience sharing; engages in activities for local administrations to benefit from best practices and good experienced at international level; to increase cooperation among local administration, national and international foundations and organizations, and universities and to establish common platforms; organize activities to determine a common policy on migration, asylum and harmonization; contribute to policy making concerning migration.

### **South-East Inter-Agency Task Force (SEIATF)**

The SEIATF is a regional leadership group for South-Eastern Turkey which provides a forum for partners to discuss and agree on regional strategy and set policies for all phases of the response. The SEIATF works to support local government structures. The UNHCR Head of Sub-Office leads the group and heads of UN offices, representatives from the NGO forum and the donor community, and UNDP/UNHCR inter-agency and inter-sector coordinators are members of the task force. The task force is based in Gaziantep.

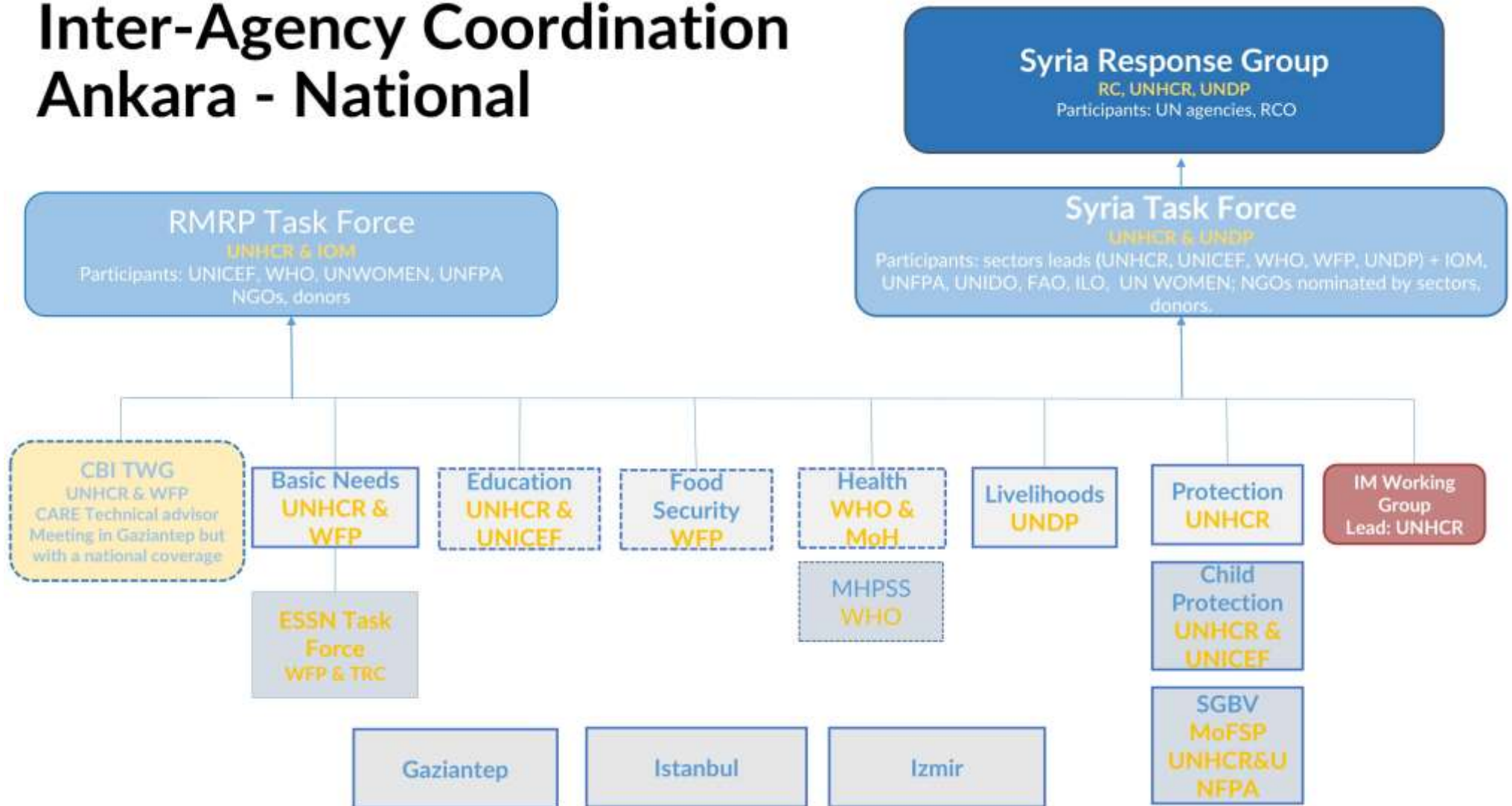
### **South-East Turkey Inter-Sector Working Group**

The ISWG ensures technical coherence and consistency across all sectors and areas of intervention. The ISWG (1) provides technical oversight and guidance to sector working groups; (2) guides and facilitates information management to support decision-making; (3) promotes consistency in standards, processes, and capacities among sectors; (4) ensures cross-cutting issues are properly reflected in sector activities; (5) ensures technical-level emergency preparedness across sectors; (6) identifies and elevated issues to the STF for action or guidance. UNHCR chairs the ISWG.

### **Union of Municipalities of Turkey**

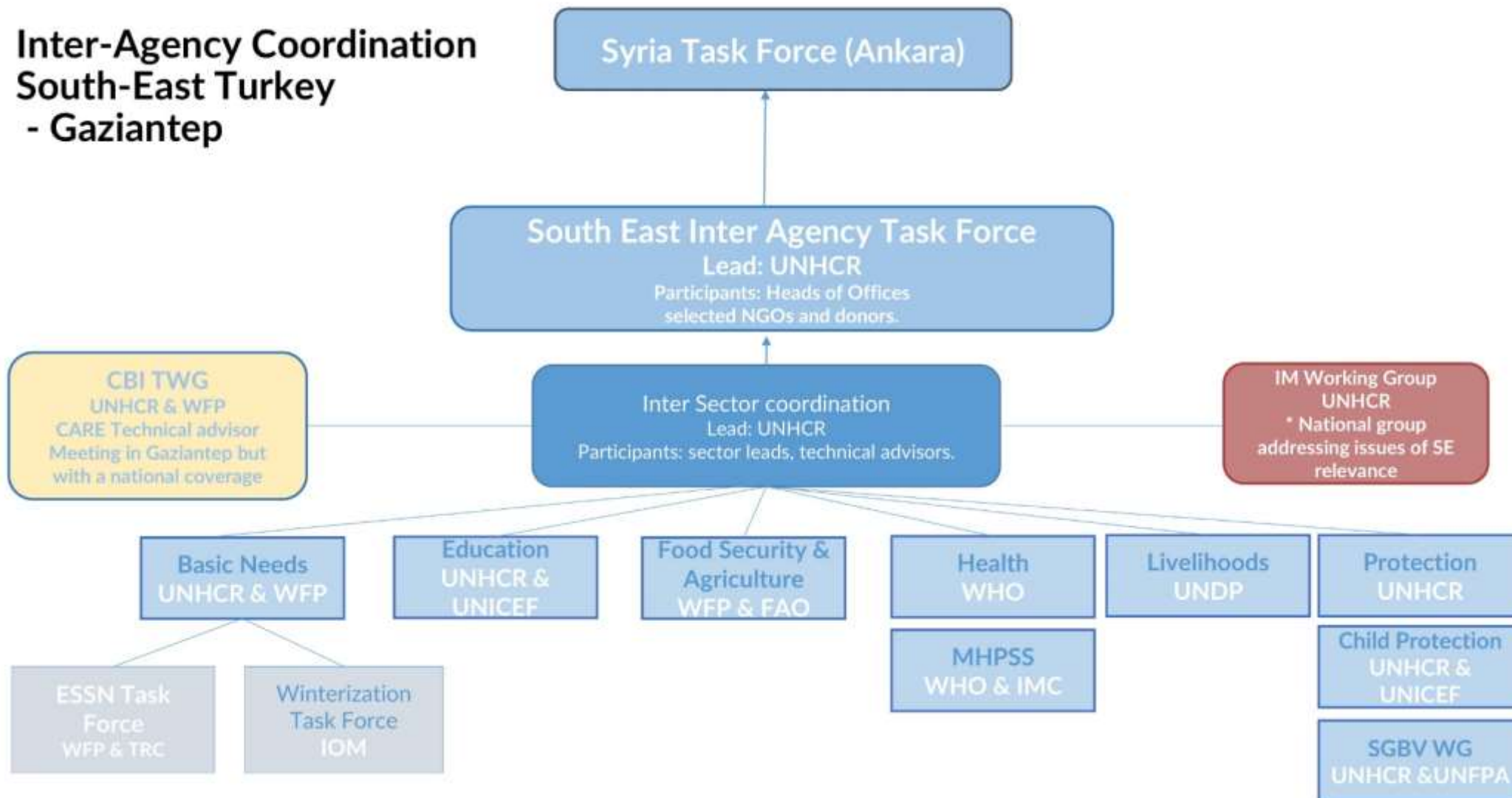
Support the empowerment of local governments, improve effective service provision, to safeguard municipalities' rights and interests, strive to strengthen local democracy and to introduce municipalities to latest developments and innovations developed at the global level. More data required about activities related to asylum and refugees.

# Inter-Agency Coordination Ankara - National



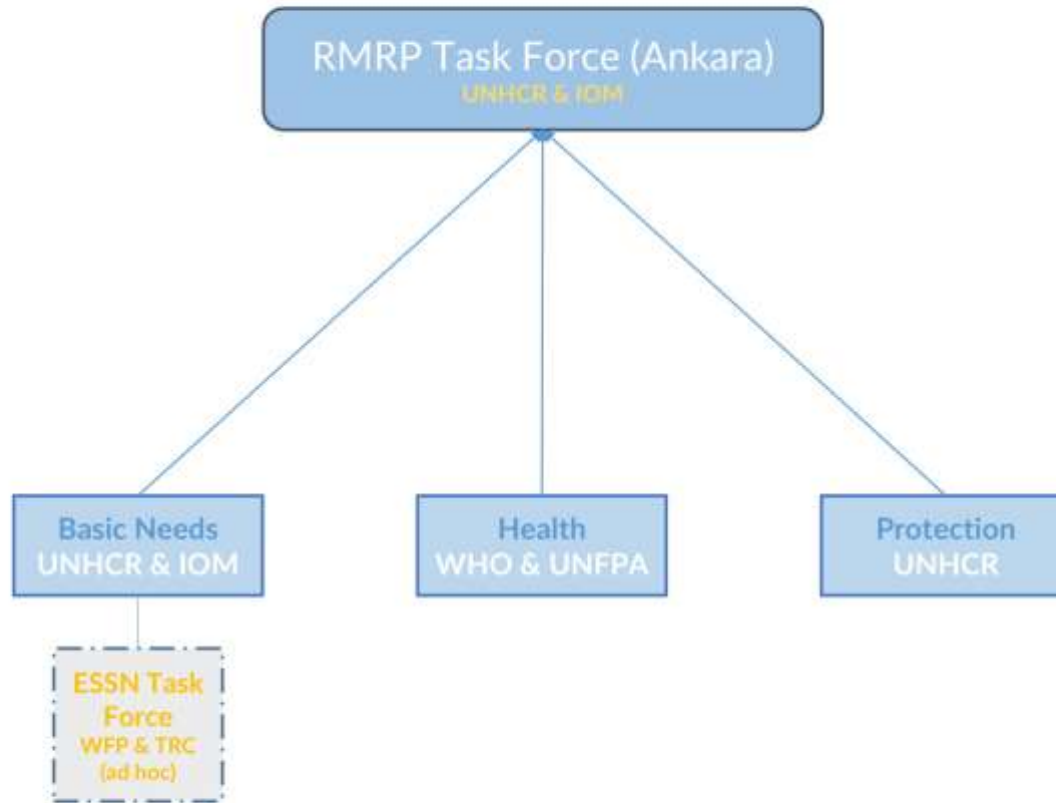


## Inter-Agency Coordination South-East Turkey - Gaziantep





# Izmir



## Annex 6 – Donor Mapping Methodology

In mapping donor contributions to Turkey for supporting the refugee response, data have been retrieved from four main sources:

- Input by EU Delegation to Turkey listing contributions of the Commission and EU Member States under the Facility, as well as other instruments managed by the EU.
- Input by UNHCR listing contributions of the countries in 2017 to several UN agencies (UNHCR, UNDP, UNICEF etc.) and INGOs through the 3RP.
- Answers to questionnaires sent by the project team to both EU and non-EU countries requesting information on their bilateral support to Turkey linked with refugees, which is not included under the Facility.
- Data acquired from the official websites of IFIs, which includes organizations such as the World Bank, EBRD.
- However, since these organizations provide mostly loans or credits instead of financial assistance, their contributions in terms of loans and credits have been excluded.

Despite these various data sources retrieved from a multiplicity of providers, there are limitations. For example, the response rate for the questionnaires that were sent to both EU and non-EU countries was low (responses were received from Bulgaria, Denmark, France, Germany, Italy, Japan, Luxembourg, Malta, Netherlands, Switzerland and the United Kingdom).

The UNHCR input, which was categorized by donor, did not specify time period or project information. This made it difficult to trace possibilities of double counting when comparing with country responses to questionnaires. To avoid double counting, we looked at implementing agency names, and where possibility of double counting was noted, we used figures quoted in the questionnaire response from countries as the primary source.

Also, not all of the IFIs listed the specific amounts of their contributions and most of their contributions were in terms of loans and credits, which was not included in the analysis. As an example, although the Islamic Development Bank states that it supported several projects in the recent years, there is almost no information regarding the amount and the scope of these contributions.

The aforementioned limitations, nevertheless, do not impose an important bottleneck. Following a few rules of thumb, it is possible to reach an accurate picture. In that, each organizational response has been screened and expenditures have been framed under a specific donor category, where it became possible to identify the contributions of the EU member countries through FRIT or bilateral support.

## Annex 7 - Methodological Tools

**Literature search strategy:** During the inception period two levels of literature review were carried out. EU project counterparts shared with the team a variety of documents on EU migration policies, projects being funded in Turkey through the different EU instruments, some reports prepared by third party institutions, documents linked with different state institutions of Turkey, and several documents on ECHO's flagship programme (WFP PAB, CVME, PDM and Social Cohesion Survey). In addition to this project TL carried out an independent and systematic literature search, using the different online sources listed below, for gathering all relevant documents (reports, working papers, journal publications, etc.) related to refugees in Turkey, which were published since 2016.

UN documentation portals:

- 3RP documentation site (<http://data.unhcr.org/syrianrefugees/documents.php?page=1&view=grid&Language%5B%5D=1&Country%5B%5D=224&Type%5B%5D=9>)
- Interagency Coordination Turkey (<http://www.refugeeinfoturkey.org/repo/Registry/index.html>)
- UNBIS United Nations Bibliographic Information System (<http://unbisnet.un.org>)

Key policy research centers focusing on Turkey:

- Brookings (<https://www.brookings.edu>)
- Rand Corporation (<http://rand.org>)
- International Crisis Group (<https://www.crisisgroup.org>)
- Istanbul Policy Center (<http://ipc.sabanciuniv.edu/?lang=en>)
- PODEM (<http://podem.org.tr>)
- TEPAV (<http://www.tepav.org.tr/tr/>)

Key research centers focusing on migration/asylum issues:

- Refugee Studies Center, Oxford University
- Sussex University Center for Migration Research
- ICMPD (<https://www.icmpd.org/home/>)
- MPI (<https://www.migrationpolicy.org>)
- MPC (<http://www.migrationpolicycentre.eu/publications/>)
- Migration Research Center at Koc University (<https://mirekoc.ku.edu.tr>)

Scientific databases:

- Web of Science (Social Science Citation Index – SSCI)
- Proquest (International Bibliography of Social Sciences – IBSS)
- [www.google.com](http://www.google.com) and [www.scholar.google.com](http://www.scholar.google.com)
- [www.Academia.org](http://www.Academia.org)

All gathered documents have been filed systematically (being named as: year\_author-institution\_short title\_keywords), and been organised according to sectoral and geographic relevance, so that sector-based consultants can more readily access documents relevant to their individual sectors. See Annex 2 for Preliminary References List.

**Stakeholder search strategy:** EU project counterparts shared with the team their database of stakeholders. This list was updated and further detailed through an independent review of the following different online resources mapping the wide range of large and small actors involved in Turkey's refugee response:

- <https://turkey.servicesadvisor.org/#/> (UNHCR: Service Advisor)
- <http://www.refugeeinfoturkey.org> (Turkey Inter-agency information portal / link to 3W: Who, what, where)
- <http://sitap.org/1k2n-multeci-destek-programi/> (Refugee support stakeholders list)
- <https://graphcommons.com/graphs/0711e621-a8c5-4651-a1d6-33106c7bb3f1> (a mapping study on Syrian refugees and NGOs in Turkey)
- [https://www.google.com.tr/maps/d/viewer?mid=19jdNUaClqkxCxooVsaVcSQG4xjE&hl=tr&ll=43.8656734\\_218774%2C33.90761578124989&z=5](https://www.google.com.tr/maps/d/viewer?mid=19jdNUaClqkxCxooVsaVcSQG4xjE&hl=tr&ll=43.8656734_218774%2C33.90761578124989&z=5) (Stakeholders map created by Multeci.net)
- <http://www.udaconsulting.com/map-humanitarian-org?tag=270> (Humanitarian Aid Providers list in Turkey)

## Annex 8 - Stakeholder Meetings List

Organization	Position	Location
14-Feb		
EUD	Project kick-off meeting	Ankara
1-March		
EUD	Project meeting	Ankara
14-March		
EUD	Project meeting	Ankara
4-Apr		
EUD	Project meeting / video conference with Facility Secretariat	Ankara
13-Apr		
Various EU MS's	Donor Working Group Meetings	Ankara
18-Apr		
Embassy of Sweden	Counsellor, Embassy of Sweden in Turkey / Second Secretary	Ankara
	Second Secretary and Programme Officer	
FAO	FAO Program Officer	Ankara
18-Apr		
British Embassy	Humanitarian and Migration Lead	Ankara
Embassy of Federal Republic of Germany	First Secretary, Head of Development Cooperation; Councillor	Ankara
19-Apr		
US Embassy	Senior Refugee Coordinator	Ankara
WFP	Deputy Country Director	Ankara
	Head of Program	Ankara
	Head of Vulnerability Mapping and Monitoring & Evaluation	Ankara
23-Apr		
UN Women	Refugee Program- Gender & Humanitarian Consultant	Ankara
	Regional Programme Manager	Ankara
UNDP	Deputy Country Director	Ankara
	Assistant Resident Representative	Ankara
	Senior Resilience Advisor	Ankara
	Project Director	Ankara
UNHCR	Deputy Representative	Ankara
	Programme Officer	Ankara
24-Apr		
ECHO	Technical Assistant	Ankara
	Protection and Technical Assistance	Ankara
	ECHO	Ankara
	Programme Officer	Ankara
IMC	Country Director	Ankara
UNHCR	Livelihoods Officer	Ankara
	Education Officer	Ankara
UNICEF	Deputy Representative	Ankara
	Head of Donor Relations	Ankara
25-Apr		
WHO	Refugee Health Programme Coordinator	Ankara
IOM	Emergency Coordinator	Ankara
	IOM Displacement Tracking Matrix	Ankara
UNFPA	Humanitarian Aid Program Coordinator	Ankara
	Partnerships Offices	Ankara

Organization	Position	Location
26-Apr		
UNHCR	Senior inter-agency coordinator	Ankara
	Refugee Status Determination Officer	Ankara
	Protection Associate	Ankara
GIZ	Cluster Coordinator	Ankara
2-May		
EUD	Project meeting	Ankara
Caritas	General Vicar of Chaldeans in Turkey	Istanbul
Syrian Forum (SF)	Deputy Director Syrian Forum	Istanbul
Visits to Syrian beneficiaries organized by SF		Istanbul
3-May		
Sultanbeyli Community Center		Istanbul
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
4-May		
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
KADAV	Coordinator	Istanbul
Ishraqat Syrian Women Association	Head of Ishraqat	Istanbul
KADEM	Director of External Relations and Projects	Istanbul
	External Relations and Project Expert	
Women Now for Development	Protection Officer	Istanbul
7-May		
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
(ex) Prime Ministry / EUD / ECHO	1 <sup>st</sup> round working group meetings	Ankara
ILO	National Employment and Skills Development Officer	Ankara
	Senior Protection Officer	
8-May		
EUD	Project meeting	Ankara
UNHCR	Donor mapping meeting	Ankara
WHO	Health Working Group meeting	Ankara
TRC	TRC Migrant and Refugee Services Director	Ankara
MoH	Technical Working Group Meeting	Ankara
9-May		
KfW (German Development Cooperation)	Director, KfW Office Ankara	Ankara
	Deputy Director	
	Senior Project Coordinator	
Social Security Institution	General Coordinator for Projects	Ankara
Relief International	Interim Country Director	Gaziantep
Gaziantep Municipality	Ensar Community Center	Gaziantep
UNHCR	Protection WG meeting	Gaziantep
UNHCR	SGBV WG meeting	Gaziantep
TRC	Gaziantep Community Centre	Gaziantep
UOSSM		Gaziantep
10-May		
ECHO field office	Technical Assistant	Gaziantep
WFP	ESSN WG meeting	Gaziantep
UNHCR &WFP	Basic Needs WG	Gaziantep
Gaziantep Municipality	GASMEK	Gaziantep

Organization	Position	Location
Gaziantep Chamber of Industry	Head of Foreign Relations Department	Gaziantep
Bunyan		Gaziantep
Visits to beneficiaries in Dumlupinar district organized by WFP		Gaziantep
Turkish Bar Association		Gaziantep
11-May		
(ex) MoLSS	Technical WG meeting	Ankara
ASAM/SADA	General Coordinator	Gaziantep
Syrian NGO Alliance		
12-May		
Basma & Zeitune		Gaziantep
Expertise France	Project Manager Turkey	Gaziantep
14-May		
WFP & TRC	ESSN Taskforce	Istanbul
WALD	Academy Director	
	Project Coordinator	
MDM	Country Representative	Istanbul
15-May		
GIZ	M&E advisor-Cash for Work Project	Ankara
	Project Manager	
İŞKUR	Employment Expert	
Ministry of Food, Agriculture & Livestock	Head of Department, DG for EU & Foreign Relations, Dept for International Organizations	
Gaziantep Metropolitan Municipality	Various departments	Gaziantep
Urfa Metropolitan Municipality	Various departments	Sanliurfa
16-May		
World Bank	Programme Leader, Social Inclusion-Turkey	Ankara
TEPAV	Consultant	Ankara
	Communication and Visibility Expert	Ankara
TOBB	Project Coordinator	Ankara
KOSGEB		Ankara
Kilis Municipality	Various departments	Kilis
Kahramanmaras Metropolitan Municipality	Various departments	Kahramanmaras
17-May		
Building Markets	Country Director	Istanbul
Support to Life	Child Protection Programme Manager	Istanbul
United Work	Business Development Manager	Istanbul
Hatay Metropolitan Municipality	Various departments	Hatay
18-May		
Habitat/IMECE	Reporting and Procurement Coordinator	Istanbul
21-May		
MFS Nefes		Istanbul
23-May		
General Directorate for Lifelong Learning (MoNE)	Director General	Ankara
MoNE, Dept. Migration & Emergency Education		Ankara
UNICEF		Ankara
24-May		
Concern	Country Director	Gaziantep



Organization	Position	Location
WHH	Head of Project; Expert in Partner Consultancy	Gaziantep
	Liason Officer	Gaziantep
World Vision		Gaziantep
ILBank		Ankara
DSI		Ankara
25-May		
GOAL		Istanbul
Multeciler Dernegi (Handicap Hospital)		Istanbul
PICTES Project (MoNE)		Ankara
YTB	Dept. Strategy Development	Ankara
28-May		
(ex) MoFSP	Director General of Department of Social Assistance	Ankara
29-May		
IFRC	Head of Delegation	
	Integrated Programme Coordinator	
(ex) MoFSP	Dept of Family and Community Services	Ankara
MoD	Director General Social and Cultural Sector	Ankara
30-May		
EUD	Project meeting	Ankara
DGMM	Migration Policy and Projects Department	Ankara
31-May		
MoEU, Dept. EU Investment		Ankara
TBB	Expert-International Relations Department	Ankara
State of Qatar	Third Secretary	Ankara
7-Jun		
(ex) Prime Ministry / EUD / ECHO	2nd round working group meetings	Ankara
8-Jun		
(ex) Prime Ministry / EUD / ECHO	2nd round working group meetings	Ankara

## Annex 9 – Health Legal Framework and Tables

### Legal Framework related to right to health and healthcare services for refugees<sup>490</sup>

#### International instruments

- Universal Declaration of Human Rights in 1948 (ratified by Turkey in 1949), Article 25 defines the right to medical care, Article 3 protects the “right to life” including the right to health. Concerning asylum, Article 14 underlines the importance of the “right to seek and to enjoy in other countries asylum from persecution”.

Several international covenants that protect the right to health for different groups of the population or for different conditions:

- International Covenant on Economic, Social and Cultural Right (ICESCR) in 1966, ratified by Turkey in 1976. Article 12 of the ICESCR states that the “covenant recognize the right of every one of the enjoyment of the highest attainable standard of physical and mental health”
- International Covenant on Civil and Political Rights (ICCPR) in 1966, ratified by Turkey in 2003. Article 2 and 26 of the ICCPR require the rights without any discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status on the one hand and the right to equality before the law and equal protection on the other.
- International Convention on Elimination of All Forms of Racial Discrimination (ICERD) in 1965, ratified by Turkey in 2002,
- Convention on Elimination of All Forms of Discrimination against Women (CEDAW) in 1979, ratified by Turkey in 1985,
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) in 1984, ratified by Turkey 1998
- Convention on Rights of the Child (CRC) in 1990, ratified by Turkey in 1995.4

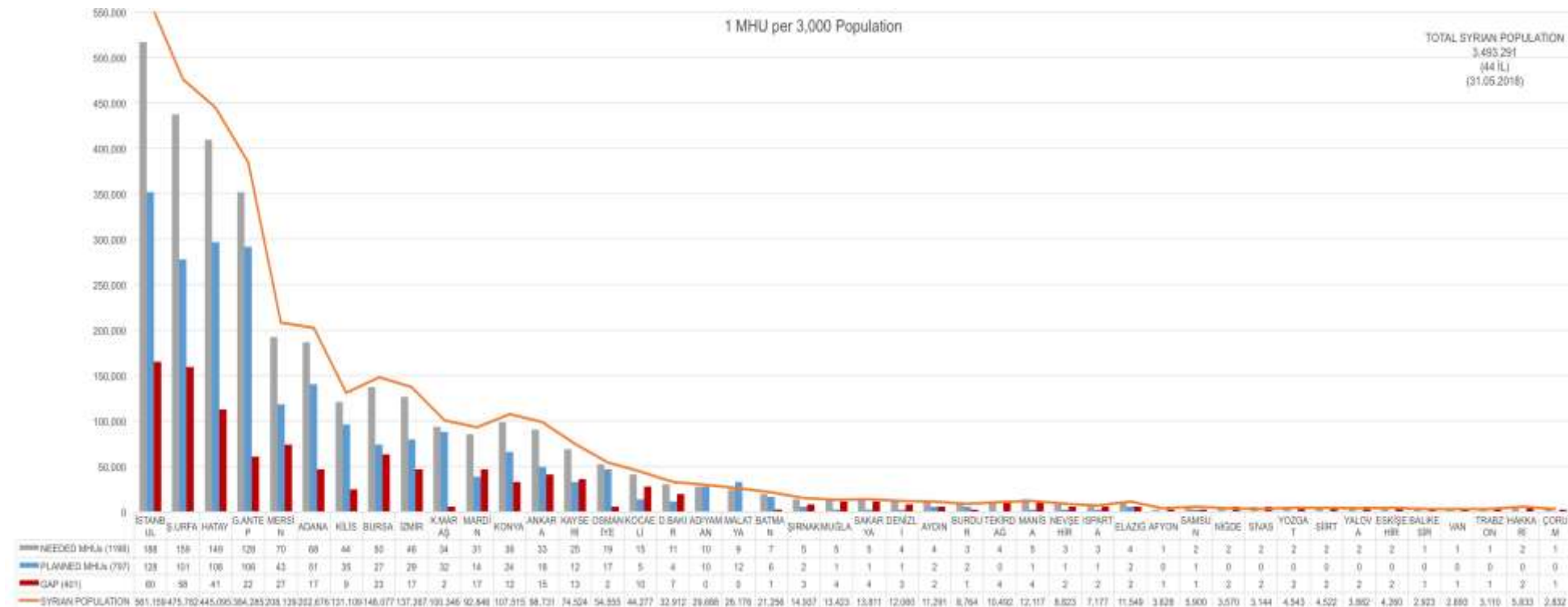
#### Turkish legal framework:

- Article 56 of the Turkish Constitution, which states that “Everyone has a right to live in a healthy and balanced environment”, ensures a right to health
- Law for Foreigners and International Protection in 2013
- Temporary Protection Regulation in 2014
- Social Insurance and Universal Health Insurance Law, accepted in 2006, further defines the accessible health services, the conditions of access, and the health expenditures. The right to medical services for refugees is described in Article 60 as “Stateless people, refugees, asylum seekers and applicants of asylum status” were deemed to be individual holders of general health insurance thanks to The Law on Foreigners and International Protection. Being an individual holder of a health insurance doesn’t mean that all health services are free but they are mostly paid by the health insurance and the contribution fee which has to be paid by patient is defined in Article 60 and 69 of the same law.
- Since 2013, several legislations have been published which describe the conditions under which a Syrian refugee can access health services. Some of them are complementary to earlier legislations but others completely substituted the previous ones.
- Current legislations in use on access to health services are Temporary Protection Regulation, published on 22th of October 2014, defines which services can be accessed by refugees under the Temporary Protection Regulation which including Syrians;
- Regulation 2015/8, 12.10.2015 “Circular about Conducting Health Services for Foreigners under Temporary Protection” substituted the previous one by changing the conditions regarding access to secondary health services.

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<sup>490</sup> Based on: 1) Deniz F. Mardin, “Right to Health and Access to Health Services for Syrian Refugees,” MiReKOC Policy Brief Series, 2017/01, March 2017, [https://mirekoc.ku.edu.tr/wp-content/uploads/2016/11/PB\\_Right-to-Health.pdf](https://mirekoc.ku.edu.tr/wp-content/uploads/2016/11/PB_Right-to-Health.pdf); 2) Information gathered from MoH website and consultations with MoH throughout project period.

Table 52: Additional Migrant Health Unit Needs per 3,000 refugees<sup>491</sup>



<sup>491</sup> MoH, June 2018.

**Table 53: National indicative hospital and equipment list**

N O	PROVINCE	HOSPITAL	Brain Surgery Microsc ope (high level)	Brain Surgery Microsc ope (mediu m level)	ENT Surgery Microsc ope (high level)	ENT Surgery Microsc ope (medium level)	Eye Surgery Microsc ope (High level)	Eye Surgery Microsc ope (Medium level)	Anaesthesia Device (High level)	Anaesthesia Device (High level)	Eco-cardiogra phy device level 1	Eco-cardiogra phy device level 2	Eco-cardiogra phy device level3	USG Color Dopp ler (High level)
1	ADANA	ADANA ÇUKUROVA DR.AŞKIM TÜFEKÇİ DEVLET HASTANESİ		1		1		1	1	3			2	
2	ADANA	ADANA KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ												1
3	ADANA	CEYHAN DEVLET HASTANESİ												
4	ADIYAMAN	T.C. SAĞLIK BAKANLIĞI ADIYAMAN ÜNİVERSİTESİ EĞİTİM VE ARAŞTIRMA HASTANESİ											1	1
5	ANKARA	ANKARA EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1				1		1
6	ANKARA	DIŞKAPI YILDIRIM BEYAZIT EĞİTİM VE ARAŞTIRMA HASTANESİ	1			1		1		3		1	1	
7	ANKARA	ETLİK ZÜBEYDE HANIM KADIN HASTALIKLARI EĞİTİM VE ARAŞTIRMA HASTANESİ											1	
8	ANKARA	KEÇİÖREN EĞİTİM VE ARAŞTIRMA HASTANESİ								2			1	
9	BATMAN	BATMAN BÖLGE DEVLET HASTANESİ								2			1	
10	BURSA	ALİ OSMAN SÖNMEZ ONKOLOJİ HASTANESİ		1		1			1	3				
11	BURSA	BURSA DEVLET HASTANESİ		1		1		1	1	4				1
12	BURSA	ÇEKİRGE DEVLET HASTANESİ				1		1	1	4				
13	BURSA	İNEGÖL DEVLET HASTANESİ		1		1				2				
14	DENİZLİ	DENİZLİ DEVLET HASTANESİ						1		2				
15	DIYARBAKIR	DIYARBAKIR ÇOCUK HASTALIKLARI HASTANESİ											1	
16	DIYARBAKIR	GAZİ YAŞARGİL EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		3		1	2	1
17	GAZİANTEP	GAZİANTEP 25 ARALIK DEVLET HASTANESİ				1		1		2			1	
18	GAZİANTEP	GAZİANTEP DR. ERSİN ARSLAN EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		2		1	1	1
19	GAZİANTEP	CENGİZ GÖKÇEK KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ								4			1	
20	GAZİANTEP	ŞEHİTKAMİL DEVLET												

N O	PROVINCE	HOSPITAL	Brain Surgery Microscope (high level)	Brain Surgery Microscope (medium level)	ENT Surgery Microscope (high level)	ENT Surgery Microscope (medium level)	Eye Surgery Microscope (High level)	Eye Surgery Microscope (Medium level)	Anaesthesia Device (High level)	Anaesthesia Device (High level)	Eco-cardiography device level 1	Eco-cardiography device level 2	Eco-cardiography device level3	USG Color Dopplers (High level)
		HASTANESİ												
21	HATAY	İSKENDERUN DEVLET HASTANESİ								2			1	
22	HATAY	KIRIKHAN DEVLET HASTANESİ						1		2				
23	İSTANBUL BAKIRKÖY BÖLGESİ	BAĞCILAR EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		3			2	1
24	İSTANBUL BAKIRKÖY BÖLGESİ	ESENLER KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ												
25	İSTANBUL BEYOĞLI BÖLGESİ	BALTALIMANI METİN SABANCI KEMİK HASTALIKLARI EĞİTİM ARAŞTIRMA HASTANESİ		1										
26	İSTANBUL BEYOĞLI BÖLGESİ	GAZİOSMANPAŞA TAKSİM EĞİTİM VE ARAŞTIRMA HASTANESİ								4		1	1	
27	İSTANBUL BEYOĞLI BÖLGESİ	OKMEYDANI EĞİTİM VE ARAŞTIRMA HASTANESİ	1							5			1	1
28	İSTANBUL BEYOĞLI BÖLGESİ	ŞİŞLİ HAMİDİYE ETFAL EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		4		1		1
29	İSTANBUL ÇEKMECE BÖLGESİ	ESENYURT DEVLET HASTANESİ												
30	İSTANBUL ÇEKMECE BÖLGESİ	KANUNİ SULTAN SÜLEYMAN EĞİTİM VE ARAŞTIRMA HASTANESİ					1			1		1	1	1
31	İSTANBUL FATİH BÖLGESİ	ARNAVUTKÖY DEVLET HASTANESİ				1				1			1	
32	İSTANBUL FATİH BÖLGESİ	BAYRAMPAŞA DEVLET HASTANESİ				1							1	
33	İSTANBUL FATİH BÖLGESİ	HASEKİ EĞİTİM VE ARAŞTIRMA HASTANESİ	1		1			1		5				
34	İSTANBUL FATİH BÖLGESİ	İSTANBUL EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		2		1	1	
35	İSTANBUL FATİH BÖLGESİ	SÜLEYMANİYE KADIN DOĞUM VE ÇOCUK HASTALIKLARI EĞİTİM VE												

NO	PROVINCE	HOSPITAL	Brain	Brain	ENT	ENT	Eye	Eye	Anaest	Anaesth	Eco-	Eco-	Eco-	USG
			Surgery Microsc ope (high level)	Surgery Microsc ope (mediu m level)	Surgery Microsc ope (high level)	Surgery Microsc ope (medium level)	Surgery Microsc ope (High level)	Surgery Microsc ope (Medium level)	hesia Device (High level)	esia Device (High level)	cardiogra phy device level 1	cardiogra phy device level 2	cardiogra phy device level3	Color Dopp ler (High level)
		ARAŞTIRMA HASTANESİ												
36	İZMİR GÜNEY BÖLGESİ	BOZYAKA EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1								1
37	İZMİR GÜNEY BÖLGESİ	DR.BEHÇET UZ ÇOCUK HASTALIKLARI VE CERRAHİSİ EĞİTİM VE ARAŞTIRMA HASTANESİ								3				4
38	İZMİR GÜNEY BÖLGESİ	S.B. İZMİR KATİP ÇELEBİ ÜNİVERSİTESİ ATATÜRK EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		3				2
39	İZMİR KUZEY BÖLGESİ	BUCA KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ								2				1
40	İZMİR KUZEY BÖLGESİ	DR.SUAT SEREN GÖĞÜS HASTALIKLARI VE CERRAHİSİ EĞİTİM VE ARAŞTIRMA HASTANESİ				1								1
41	İZMİR KUZEY BÖLGESİ	TEPECİK EĞİTİM VE ARAŞTIRMA HASTANESİ	1		1		1		1	5	1			2
42	KAHRAMAN MARAŞ	NECİP FAZİL ŞEHİR HASTANESİ		1		1		1		2				
43	KİLİS	KİLİS DEVLET HASTANESİ		1										
44	KOCAELİ	DARICA FARABI DEVLET HASTANESİ												
45	KONYA	KONYA EĞİTİM VE ARAŞTIRMA HASTANESİ												1
46	MALATYA	MALATYA EĞİTİM ARAŞTIRMA HASTANESİ						1		2				
47	MARDİN	KIZILTEPE DEVLET HASTANESİ												
48	MARDİN	MARDİN DEVLET HASTANESİ		1		1		1		3				2
49	MARDİN	MİDYAT DEVLET HASTANESİ												
50	MERSİN	TARSUS DEVLET HASTANESİ				1		1						
51	NEVŞEHİR	NEVŞEHİR DEVLET HASTANESİ								2				1
52	OSMANIYE	OSMANIYE DEVLET HASTANESİ								1				
53	SAKARYA	SAĞLIK BAKANLIĞI SAKARYA ÜNİVERSİTESİ EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1		1		3				1
54	SAMSUN	SAMSUN KADIN DOĞUM VE												



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N O	PROVINCE	HOSPITAL	Brain Surgery Microsc	Brain Surgery Microsc	ENT Surgery Microsc	ENT Surgery Microsc	Eye Surgery Microsc	Eye Surgery Microsc	Anaesthesia Device	Anaesthesia Device	Eco-cardiography device	Eco-cardiography device	Eco-cardiography device	USG Color Doppler	
			(high level)	(medium level)	(high level)	(medium level)	(High level)	(Medium level)	(High level)	(High level)	level 1	level 2	level3	(High level)	
		ÇOCUK HASTALIKLARI HASTANESİ													
55	ŞANLIURFA	AKÇAKALE DEVLET HASTANESİ													
56	ŞANLIURFA	BALIKLIGÖL DEVLET HASTANESİ								1					
57	ŞANLIURFA	CEYLANPINAR DEVLET HASTANESİ													
58	ŞANLIURFA	MEHMET AKİF İNAN EĞİTİM VE ARAŞTIRMA HASTANESİ		1				1		3				1	
59	ŞANLIURFA	ŞANLIURFA EĞİTİM VE ARAŞTIRMA HASTANESİ		1		1				3		1		1	1
60	ŞANLIURFA	ŞANLIURFA VİRANŞEHİR DEVLET HASTANESİ													
<b>Total</b>			<b>4</b>	<b>19</b>	<b>2</b>	<b>23</b>	<b>2</b>	<b>22</b>	<b>5</b>	<b>98</b>	<b>1</b>	<b>9</b>	<b>39</b>	<b>14</b>	

N O	PROVINCE	HOSPITAL	USG Color Doppler	Incubator	Transpo	Ventilator	Ventilator	Ventilator	Digital x ray	Mobil e digita l xray	Digital momograph y device	Dialysis device	Dental Unit	Medic al Monito r
			(Medium level)		rt	rt (adult)	rt (infant)	rt	rt					
1	ADANA	ADANA ÇUKUROVA DR.AŞKIM TÜFEKÇİ DEVLET HASTANESİ					10			1		5		
2	ADANA	ADANA KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ	10	34	1		14	1	1	1	1			3
3	ADANA	CEYHAN DEVLET HASTANESİ			1			2						7
4	ADYAMAN	T.C. SAĞLIK BAKANLIĞI ADYAMAN ÜNİVERSİTESİ EĞİTİM VE ARAŞTIRMA HASTANESİ	1	10	2	10	3	3	2	1				15
5	ANKARA	ANKARA EĞİTİM VE ARAŞTIRMA HASTANESİ	1			6			1	2				10
6	ANKARA	DIŞKAPI YILDIRIM BEYAZIT EĞİTİM VE ARAŞTIRMA HASTANESİ	1			10			1	1				10
7	ANKARA	ETLİK ZÜBEYDE HANIM KADIN HASTALIKLARI EĞİTİM VE ARAŞTIRMA HASTANESİ	5	20	2		10							
8	ANKARA	KEÇİÖREN EĞİTİM VE ARAŞTIRMA HASTANESİ	3	10		2	5		1					3
9	BATMAN	BATMAN BÖLGE DEVLET HASTANESİ	3		1	10		1	1	1				6
10	BURSA	ALİ OSMAN SÖNMEZ ONKOLOJİ	4			10				1				30

N O	PROVINCE	HOSPITAL	USG	Transpo		Ventilato		Digma	Mobil	Digital	Dialysi	Denta	Medic
			Color Doppler (Mediu m level)	Incubato r	Incubato r	Ventilato r (adult)	Ventilato r (infant)						
11	BURSA	HASTANESİ											
11	BURSA	BURSA DEVLET HASTANESİ	4		1	10		3		1		2	15
12	BURSA	ÇEKİRGE DEVLET HASTANESİ	4	15			4	1	2	1	1		40
13	BURSA	İNEGÖL DEVLET HASTANESİ	4	11		10						7	
14	DENİZLİ	DENİZLİ DEVLET HASTANESİ	3	4			3	1	1	1		5	12
15	DİYARBAKIR	DİYARBAKIR ÇOCUK HASTALIKLARI HASTANESİ		10			10						13
16	DİYARBAKIR	GAZİ YAŞARGİL EĞİTİM VE ARAŞTIRMA HASTANESİ	3	15	4	25	22	2	1	2			40
17	GAZİANTEP	GAZİANTEP 25 ARALIK DEVLET HASTANESİ	4			5		2		1			15
18	GAZİANTEP	GAZİANTEP DR. ERSİN ARSLAN EĞİTİM VE ARAŞTIRMA HASTANESİ	2			4		2		1			20
19	GAZİANTEP	CENGİZ GÖKÇEK KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ	6	10	3	2	20				1		20
20	GAZİANTEP	ŞEHİTKAMİL DEVLET HASTANESİ	2			9		1			1		3
21	HATAY	İSKENDERUN DEVLET HASTANESİ	2	5	1	10	2	1	1	1			13
22	HATAY	KIRIKHAN DEVLET HASTANESİ	3							1			
23	İSTANBUL BAKIRKÖY BÖLGESİ	BAĞCILAR EĞİTİM VE ARAŞTIRMA HASTANESİ	2	6		6	4	4	2	1			20
24	İSTANBUL BAKIRKÖY BÖLGESİ	ESENLER KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ	5	6		3	3	2					5
25	İSTANBUL BEYOĞLI BÖLGESİ	BALTALIMANI METİN SABANCI KEMİK HASTALIKLARI EĞİTİM ARAŞTIRMA HASTANESİ	2						1	2			
26	İSTANBUL BEYOĞLI BÖLGESİ	GAZİOSMANPAŞA TAKSİM EĞİTİM VE ARAŞTIRMA HASTANESİ	10	10	1	8	3	1		1			29
27	İSTANBUL BEYOĞLI BÖLGESİ	OKMEYDANI EĞİTİM VE ARAŞTIRMA HASTANESİ	2	2	2	13	3		3	1		15	26
28	İSTANBUL BEYOĞLI BÖLGESİ	ŞİŞLİ HAMİDİYE ETFAL EĞİTİM VE ARAŞTIRMA HASTANESİ	3			6		2		2	1		16
29	İSTANBUL ÇEKMECE BÖLGESİ	ESENYURT DEVLET HASTANESİ	2					2	1		1		
30	İSTANBUL ÇEKMECE	KANUNİ SULTAN SÜLEYMAN EĞİTİM VE ARAŞTIRMA	6			8	3	1	1	2		1	20

NO	PROVINCE	HOSPITAL	USG	Transport		Ventilator		Digital x ray	Mobile digital xray	Digital momography device	Dialysis device	Dental Unit	Medical Monitor
			Color Doppler (Medium level)	Incubator	Incubator	Ventilator (adult)	Ventilator (infant)						
	BÖLGESİ	HASTANESİ											
31	İSTANBUL FATİH BÖLGESİ	ARNAVUTKÖY DEVLET HASTANESİ	1				1						
32	İSTANBUL FATİH BÖLGESİ	BAYRAMPAŞA DEVLET HASTANESİ	3	2					1				
33	İSTANBUL FATİH BÖLGESİ	HASEKİ EĞİTİM VE ARAŞTIRMA HASTANESİ		7	2	10	5	2	1	1			14
34	İSTANBUL FATİH BÖLGESİ	İSTANBUL EĞİTİM VE ARAŞTIRMA HASTANESİ	3			5			1	2	1	15	5
35	İSTANBUL FATİH BÖLGESİ	SÜLEYMANİYE KADIN DOĞUM VE ÇOCUK HASTALIKLARI EĞİTİM VE ARAŞTIRMA HASTANESİ	5	10			4	1					
36	İZMİR GÜNEY BÖLGESİ	BOZYAKA EĞİTİM VE ARAŞTIRMA HASTANESİ	2			4		3	1	3	1		40
37	İZMİR GÜNEY BÖLGESİ	DR.BEHÇET UZ ÇOCUK HASTALIKLARI VE CERRAHİSİ EĞİTİM VE ARAŞTIRMA HASTANESİ	3				2			1			
38	İZMİR GÜNEY BÖLGESİ	S.B. İZMİR KATİP ÇELEBİ ÜNİVERSİTESİ ATATÜRK EĞİTİM VE ARAŞTIRMA HASTANESİ	3			10			1	1			2
39	İZMİR KUZEY BÖLGESİ	BUCA KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ	2	15	1		10			1			
40	İZMİR KUZEY BÖLGESİ	DR.SUAT SEREN GÖĞÜS HASTALIKLARI VE CERRAHİSİ EĞİTİM VE ARAŞTIRMA HASTANESİ	2			6							20
41	İZMİR KUZEY BÖLGESİ	TEPECİK EĞİTİM VE ARAŞTIRMA HASTANESİ	7			10			3	2	1	15	40
42	KAHRAMANMAR AŞ	NECİP FAZIL ŞEHİR HASTANESİ	3	10	2	10	10	3	2	3	1	3	20
43	KİLİS	KİLİS DEVLET HASTANESİ			2		1			2			
44	KOCAELİ	DARICA FARABI DEVLET HASTANESİ		5		5		4	1	1			13
45	KONYA	KONYA EĞİTİM VE ARAŞTIRMA HASTANESİ	8	5	2		5		1	1			
46	MALATYA	MALATYA EĞİTİM ARAŞTIRMA HASTANESİ	4	4		5	2		1	1		8	30
47	MARDİN	KIZILTEPE DEVLET HASTANESİ	3		2	4		1				2	
48	MARDİN	MARDİN DEVLET HASTANESİ	1	5					1	1		3	30
49	MARDİN	MİDYAT DEVLET HASTANESİ					2			1			2
50	MERSİN	TARSUS DEVLET HASTANESİ			1								
51	NEVŞEHİR	NEVŞEHİR DEVLET HASTANESİ	3		1		3		1	1			10
52	OSMANİYE	OSMANİYE DEVLET HASTANESİ	2			7		1	4	2			15

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N O	PROVINCE	HOSPITAL	USG	Transpo		Ventilato		Digma	Mobil	Digital	Dialysi	Denta	Medic	
			Color Doppler (Mediu m level)	Incubato	Incubato	r (adult)	r (infant)							Transpo
53	SAKARYA	SAĞLIK BAKANLIĞI SAKARYA ÜNİVERSİTESİ EĞİTİM VE ARAŞTIRMA HASTANESİ	8				2	3					9	
54	SAMSUN	SAMSUN KADIN DOĞUM VE ÇOCUK HASTALIKLARI HASTANESİ	3	10	2		5	2		1			10	
55	ŞANLIURFA	AKÇAKALE DEVLET HASTANESİ			1		2			1				
56	ŞANLIURFA	BALIKLIGÖL DEVLET HASTANESİ				10	1		1				2	
57	ŞANLIURFA	CEYLANPINAR DEVLET HASTANESİ	1	5	2	3	1	1			2	2	2	
58	ŞANLIURFA	MEHMET AKİF İNAN EĞİTİM VE ARAŞTIRMA HASTANESİ	1					4	1	1			7	
59	ŞANLIURFA	ŞANLIURFA EĞİTİM VE ARAŞTIRMA HASTANESİ	5			6	20			2	1		26	
60	ŞANLIURFA	ŞANLIURFA VİRANŞEHİR DEVLET HASTANESİ												
<b>Total</b>			<b>170</b>	<b>246</b>	<b>37</b>	<b>272</b>	<b>185</b>	<b>57</b>	<b>39</b>	<b>56</b>	<b>11</b>	<b>84</b>	<b>4</b>	<b>694</b>

## Annex 10 – Education Tables

**Table 54: National education system of Turkey: major tiers & number of Turkish students**

Programs	Public	Private
Pre-School	1,124,707	201,396
Basic Education (Grade 1-4)	4,759,317	213,113
Lower-Secondary Education (Grade 5-8)	5,066,780	288,766
Upper-Secondary Education (Grade 9-12) General, TVET, Imam-Hatip Schools	3,780,552	514,480
Open Education <sup>492</sup>		
Open Education, Lower-Secondary	198,869	
Open Education Upper-Secondary	1,554,938	
<b>Total Number of Students in Formal Education</b>	<b>16,485,163</b>	<b>1,217,755</b>
Lifelong Learning, Non-Formal Training <sup>493</sup>	7.690.081	2.174.068
Higher Education <sup>494</sup>	6,963,903	596,471

Source: MoNE Statistical Yearbook, September 2017; MoNE 2018 Budget Presentation to Turkish Grand National Assembly, December 2017; CoHE 2017-2018 Statistics.

**Table 55: Annual public expenditure per student in education (TRY, 2016 Prices)<sup>495</sup>**

	Pre-school	Primary and lower secondary	General-academic upper-secondary	TVET upper-secondary
2014	992	3,412	5,309	5,264
2015	1,017	3,736	5,853	5,886
2016	1,068	3,787	6,008	7,264

Source: Education Monitoring Report 2016-2017<sup>496</sup>

**Table 56: Number of schools needed to fully accommodate the Syrian school-age population<sup>497</sup>**

Province	School Age Syrian Population	Number of Classrooms Needed	Number of School Needed	Number of EU-Funded Schools Underway	Number of Schools Needed	Number of Schools MoNE Intends to Build with EU Funds post- 2018
Adana	53,560	1,785	74	21	53	15
Adiyaman	9,557	319	13	3	10	2
Ankara	35,335	1,178	49	10	39	10
Bursa	31,625	1,054	44	10	34	8
Diyarbakır	18,627	621	26	8	18	5
Gaziantep	113,906	3,797	158	22	136	20
Hatay	125,015	4,167	174	22	152	25
İstanbul	142,012	4,734	197	21	176	25
İzmir	26,263	875	36	8	28	6
Kahramanmaraş	36,598	1,220	51	14	37	10
Kayseri	9,709	324	13	5	8	3
Kilis	45,910	1,530	64	14	50	12

<sup>492</sup> Grade 5 and above, including adults, leading to equivalent of formal diploma

<sup>493</sup> Non-formal training, general, vocational and I, language fields, all ages. The figure represents number of registrations to a program, not the number of individuals. One individual may register to more than one program.

<sup>494</sup> (Undergraduate; 2-Year Post-Secondary Higher Education; 4-Year Higher Education, Undergraduate Programs; Graduate Programs)

<sup>495</sup> Adjusted for inflation to allow comparability.

<sup>496</sup> Education Monitoring Report 2016-2017, based on Ministry of Finance data and MoNE budget. Education Reform Initiative, Istanbul.

<sup>497</sup> Calculation and Projection by MoNE, 2018.

<b>Kocaeli</b>	8,505	284	12	1	11	2
<b>Konya</b>	25,385	846	35	8	27	6
<b>Malatya</b>	7,894	263	11	1	10	2
<b>Mardin</b>	13,609	454	19	6	13	3
<b>Mersin</b>	49,130	1,638	68	13	55	15
<b>Osmaniye</b>	23,303	777	32	6	26	6
<b>Şanlıurfa</b>	148,039	4,935	206	22	184	25
<b>Total</b>	<b>923,982</b>	<b>30,799</b>	<b>1,282</b>	<b>215</b>	<b>1,068</b>	<b>200</b>

 Table 57: Number of classrooms needed in 15 metropolitan provinces for single-shift schooling<sup>498</sup>

Province	Number of classrooms
<b>Adana</b>	2,225
<b>Ankara</b>	3,379
<b>Antalya</b>	1,024
<b>Batman</b>	995
<b>Bursa</b>	2,523
<b>Diyarbakir</b>	3,265
<b>Gaziantep</b>	3,236
<b>İstanbul</b>	17,904
<b>İzmir</b>	2,079
<b>Konya</b>	1,048
<b>Mardin</b>	862
<b>Mersin</b>	1,549
<b>Şanlıurfa</b>	4,181
<b>Tekirdağ</b>	932
<b>Van</b>	1,322
<b>Total</b>	<b>46,524</b>

 Source: MoNE, 2018.<sup>499</sup>

 Table 58: A1, A2 and B1 level Turkish language courses<sup>500</sup>: number of trainees and number & ratio of successful completion (2014-18)

A1 Level							
	Number of Registered Trainees			Successful Completion			
	Female	Male	Total	Female	Male	Total	Successful Completion Percentage (%)
<b>2015</b>	23,878	15,713	39,591	15,656	10,853	26,509	66,96
<b>2016</b>	37,504	29,139	66,643	25,323	19,287	44,610	66,94
<b>2017</b>	21,532	12,367	33,899	12,360	6,583	18,943	55,88
<b>2018</b>	8,574	5,454	14,028	2,991	1,920	4,911	35,01
<b>Total</b>	<b>92,479</b>	<b>62,826</b>	<b>155,305</b>	<b>56,889</b>	<b>38,769</b>	<b>95,658</b>	<b>56,93</b>

<sup>498</sup> The infrastructure needs presented here for full-day schooling cover 15 major provinces, and refers to more than 80 percent of the national need for complete the transition to full-day schooling. According to MoNE, about 60,000 new classrooms are needed for complete transition. 45,000 these classrooms listed in the Table are currently in the process of construction. The figures presented in Table 63 do **not** include the needs arising out of Syrian population.

<sup>499</sup> MoNE, "Investing in 45 Thousand Classrooms for Full-Time Education [Tam Gün Eğitim İçin 45 Bin Derslik Yatırımı]." MoNE (Ankara), 12 December 2017, <http://www.meb.gov.tr/tam-gun-egitim-icin-45-bin-derslik-yatirimi/haber/15189/tr>.

<sup>500</sup> Registration and completion figures here are for Syrians only. Total number of registrations for Syrians and other migrants are 218,669.



A2 Level							
	Number of Registered Trainees						
	Female	Male	Total	Successful Completion			
				Female	Male	Total	Successful Completion Percentage (%)
2015	2,492	1,605	4,097	1,865	1,286	3,151	76,91
2016	8,206	5,275	13,481	5,426	3,469	8,895	65,98
2017	7,510	4,292	11,802	4,745	2,689	7,434	62,99
2018	3,522	1,523	5,045	1,217	543	1,760	34,89
<b>Total</b>	<b>21,730</b>	<b>12,695</b>	<b>34,425</b>	<b>13,253</b>	<b>7,987</b>	<b>21,240</b>	<b>60,19</b>
B1 Level							
	Number of Registered Trainees						
	Female	Male	Total	Successful Completion			
				Female	Male	Total	Successful Completion Percentage (%)
2017	885	480	1,365	545	276	821	60,15
2018	873	657	1,530	316	192	508	33,20
<b>Total</b>	<b>1,758</b>	<b>1,137</b>	<b>2,895</b>	<b>861</b>	<b>468</b>	<b>1,329</b>	<b>46,67</b>

Source: MoNE, June 2018.

**Table 59: Number of students in Turkish language courses offered through PICTES 2016-2018**

	Female	Male	Total
Primary	105,188	110,013	215,201
Lower-Secondary	38,122	35,925	74,047
Upper-Secondary	15,851	13,570	29,421
<b>Total</b>	<b>159,161</b>	<b>159,508</b>	<b>318,669</b>

Source: MoNE PICTES Project, May 2018

**Table 60: Number of Syrian students enrolled in TVET upper-secondary schools**

Number of Syrian Students in TVET			
Grade	Female	Male	Total
9	1,983	2,343	4,326
10	628	613	1,241
11	94	119	213
12	45	58	103
<b>Total Number of Students</b>	<b>2,750</b>	<b>3,133</b>	<b>5,883</b>

Source: MoNE, June 2018.

**Table 61: Number of Syrians registered in non-formal education and training<sup>501</sup>**

Gender	Vocational Non-Formal	General Non-Formal	Total
Male	15,863	131,621	147,484
Female	45,058	196,560	241,618
<b>Total</b>	<b>60,921</b>	<b>328,181</b>	<b>389,102</b>

Source: MoNE, July 2018.

<sup>501</sup> The figure is cumulative since 2014 and represents the total number of registrations.

**Table 62: Number of Syrians registered in general non-formal courses<sup>502</sup> by year and gender**

Program	General Non-Formal Courses		Total
	Female	Male	
2014	1,500	243	1,743
2015	36,669	59,350	22,681
2016	56,770	43,705	100,475
2017	53,628	37,153	90,781
2018	47,993	27,839	75,832
Total	196,560	168,290	291,512

Source: MoNE, July 2018. General Non-Formal figures include language training too.

**Table 63: Number of Syrians registered in vocational non-formal education and training**

Program	Vocational Non-Formal Courses		Total
	Female	Male	
2014	327	120	447
2015	9,188	2,690	11,878
2016	12,641	4,003	16,644
2017	12,514	5,059	17,573
2018	10,388	3,991	14,379
Total	45,058	15,863	60,921

Source: MoNE, July 2018.

**Table 64: Most popular courses among Syrians (number of registrations)**

Program	General Courses		Total
	Female	Male	
Language <sup>503</sup>	132,181	92,214	224,395
Literacy (Reading-Writing)	35,770	13,959	49,729
Personal Development and Education	12,052	8,652	20,704
Sports	3,394	6,485	9,879
Social Services and Coaching	4,260	4,339	8,599
Vocational Courses			
Handcraft	15,355	415	15,770
Textile Manufacturing	10,966	1,624	12,590
Care, Hair and Cosmetic Services	7,137	1,677	8,814
Information Technologies	3,908	3,396	7,304
Child Development	2,083	1,299	3,382

**Table 65: Number of teachers in public and private schools in Turkey**

	Public Schools	Private Schools
Pre-School	26,772	16,510
Primary	269,770	23,108
Lower-Secondary	295,575	28,775
Upper-Secondary (Total)	280,471	52,569
General Upper-Sec	102,254	44,798
TVET Upper-Sec	137,326	7,771
Imam-Hatip Upper-Sec	40,891	
<b>Total</b>	<b>872,588</b>	<b>120,962</b>

<sup>502</sup> For the full list of 3342 non-formal courses, see: <https://e-yaygin.meb.gov.tr/Login.aspx> ; for a list of most popular courses among all trainees, see: <http://www.hayatboyuogrenme.gov.tr>

<sup>503</sup> Language courses in Turkish and other languages.

Source: MoNE 2016-2017 Statistical Yearbook, published in September 2017.

**Table 66: CCTE cash transfer amount by beneficiary type**

Beneficiary type	Amount (try, 2018 prices)
Primary school male	35
Primary school female	40
High school male	50
High school female	60

Source: CCTE Program.

**Table 67: CCTE cash transfer beneficiaries by education program**

Education Level	Number of students	
	Female	Male
Pre-school	6,750	7,222
Primary & Lower-Secondary	156,683	158,110
Upper-secondary	12,643	9,871

Source: CCTE Program.

**Annex 11 – Municipal Infrastructure Tables**

**Table 68: ILBANK projects financed with JICA loans**

Municipality or Administration	Projects	Cost (Euros)
Adana Water and Sewerage Administration (ASKI)	<ul style="list-style-type: none"> <li>■ 2 Sewerage Collector Construction</li> <li>■ 3 Drinking Water Construction</li> <li>■ 1 Rainwater System</li> </ul>	24,570,000
Kahramanmaraş Water and Sewerage Administration (KASKI)	<ul style="list-style-type: none"> <li>■ 3 Sewerage Construction</li> <li>■ 5 Drinking Water Construction</li> <li>■ 2 Drinking Water and Sewerage Construction</li> </ul>	14,030,000
Gaziantep Water and Sewerage Administration (GASKI)	<ul style="list-style-type: none"> <li>■ 1 Sewerage Construction</li> <li>■ 1 Wastewater Treatment Facility Construction</li> <li>■ 1 Drinking Water Construction</li> </ul>	30,185,000
Gaziantep Metropolitan Municipality	<ul style="list-style-type: none"> <li>■ 2 Regular Storage Site for Solid Waste Construction</li> </ul>	4,000,000
Malatya Water and Sewerage Administration (MASKI)	<ul style="list-style-type: none"> <li>■ 2 Sewerage and Drinking Water Construction</li> </ul>	3,640,000
Şanlıurfa Water and Sewerage Administration (ŞUSKI)	<ul style="list-style-type: none"> <li>■ 1 Drinking Water Construction</li> </ul>	13,550,000
Hatay Water and Sewerage Administration (HASKI)	<ul style="list-style-type: none"> <li>■ 2 Drinking Water Construction</li> <li>■ 1 Wastewater Treatment Facility Construction</li> </ul>	18,220,000
Kilis Municipality	<ul style="list-style-type: none"> <li>■ 1 Wastewater Treatment Facility and Sewerage Construction</li> </ul>	1,575,000
<b>Total</b>		<b>109,770,000</b>

**Table 69: Projects in the ILBANK pipeline**

Municipality or Administration	Projects	Initial Year Design Pop,	Host Population	Registered Refugee Number in the City	Cost (Euro)
Adana Water and Sewerage Administration (ASKI)	<ul style="list-style-type: none"> <li>■ Drinking Water and Main Distribution System</li> </ul>	130,456	2,216,475	209,855	42,000,000
	<ul style="list-style-type: none"> <li>■ Sewerage system</li> </ul>	200,000			
	<ul style="list-style-type: none"> <li>■ Wastewater Treatment Facility</li> </ul>	50,000			
Adiyaman Municipality	<ul style="list-style-type: none"> <li>■ Drinking Water Distribution System</li> </ul>	615,076	615,076	29,622	28,000,000
	<ul style="list-style-type: none"> <li>■ Rainwater</li> </ul>				

Municipality or Administration	Projects	Initial Year Design Pop,	Host Population	Registered Refugee Number in the City	Cost (Euro)
	Collection System				
Kahramanmaraş Water and Sewerage Administration (KASKI)	■ Sewerage System	1,425,000	1,127,623	95,848	78,300,000
	■ 2 Drinking Water Distribution Systems				
	■ Sanitary Landfill				
Gaziantep Water and Sewerage Administration (GASKI)	■ Sewerage System	20,000	2,005,515	385,541	60,000,000
	■ Drinking Water Distribution System	51,645			
	■ Wastewater Main and Wastewater Treatment Facility	93,624			
Mardin Water and Sewerage Administration (MARSKI)	■ Drinking Water Distribution System	121,171	809,719	92,417	4,000,000
Malatya Water and Sewerage Administration (MASKI)	■ Rainwater Collection System	56,409	786,676	26,341	15,000,000
Mersin Water and Sewerage Administration (MESKI)	■ Drinking Water Distribution System	181,167	1,793,931	208,687	24,000,000
Şanlıurfa Water and Sewerage Administration (ŞUSKI)	■ 2 Drinking Water Distribution Systems	178,763	1,985,753	474,077	86,600,000
	■ Sewerage System-Rainwater Collection System	67,711			
	■ Wastewater Treatment Facility	111,052			
	■ Sanitary Landfill	11,052			
Hatay Water and Sewerage Administration (HASKI)	■ 2 Drinking Water Distribution Systems	144,753	1,575,226	443,871	27,000,000
Kilis Municipality	■ Sewerage System	130,405	136,319	131,261	45,000,000
	■ Drinking Water Distribution System				
Batman Municipality	■ Drinking Water Distribution	585,252	585,252	21,372	3,700,000

Municipality or Administration	Projects	Initial Year Design Pop,	Host Population	Registered Refugee Number in the City	Cost (Euro)
	System				
Osmaniye Municipality	■ Drinking Water Distribution System	527,724	527,724	51,287	50,700,000
	■ Sewerage System				
Kayseri Water and Sewerage Administration (KASKI)	■ Wastewater Treatment Facility	1,111,466	1,376,722	74,778	25,000,000
Diyarbakır Water and Sewerage Administration (DISKI)	■ Drinking Water Distribution System and SCADA System	1,047,286	1,699,901	32,818	16,100,000
	■ Sewerage System				
Konya Water and Sewerage Administration (KOSKI)	■ Drinking Water Distribution System	94,232	2,180,149	104,431	8,500,000
<b>Total</b>					<b>513,900,000</b>

**Table 70: DSI ongoing projects**

Municipality or Administration	Projects	Cost (Euros) <sup>a</sup>
Gaziantep Water and Sewerage Administration (GASKI)	■ Düzbağ Dam	224,000,000
Şanlıurfa Water and Sewerage Administration (ŞUSKI)	■ Birecik and Halfeti Water Main and Water Treatment Plants	13,000,000
Hatay Water and Sewerage Administration (HASKI)	■ Water Main and Water Treatment Plant	18.519.000
Kilis Municipality	■ Yukarı Afrin Dam	43,500,000
<b>Total</b>		<b>219,019,000</b>

**Table 71: Projects in DSI pipeline**

Municipality or Administration	Projects	Cost (Euros)
Gaziantep Water and Sewerage Administration (GASKI)	■ Water Main Construction	74.000.000
	■ 2nd Unit of Water Treatment Plant 2 x 350.,000 m3/day	
Kilis Municipality	■ Water Treatment Plant 2. Stage	5,500,000
<b>Total</b>		<b>79,500,000</b>

Figures are estimated from TL prices by considering exchange rate 1 euros = 5.4 TL



**Table 72: Projects funded under IPA 1 Programme**

Name of the project	Works components of the project	Design capacities of the works components	Status of the works components	Total cost of the project (eur)	IPA contribution (eur)
Ceyhan wastewater and storm water project	Works contract – 1: Construction of the 1st stage of the wastewater treatment plant and replacement of the existing collector	The wwtp is designed and constructed for a population of 91,433 population equivalent (p.e.). The plant will be expanded in 2025 with the implementation of second stage to serve till 2040 for 128,283 p.e.	Completed	22,613,862	19,221,782
	Works contract – 2: Construction of the storm water drainage network for existing areas	N/A	Completed		
Siverek wastewater project	Works contract - 1: Construction of the wastewater treatment plant	The wwtp is designed and constructed for a capacity of 17.000 m <sup>3</sup> /h (or 80.000 population equivalent).	Completed	39,246,693	33,359,689
	Works contract – 2: Construction of the wastewater network and storm water collectors and rehabilitation of Esmerçayı creek in Siverek	N/A	Completed		
Adiyaman wastewater project	Works contract – 1: Aiyaman wwtp and its incoming sewer	The first stage of the treatment plant is planned to serve to 185,119 p.e. <sup>504</sup> in 2025 with the second stage serving to 252,190 p.e. In 2040. This contract is focused on the construction of the first stage.	Ongoing	18,536,964	15,756,419
	Works contract – 2: Wastewater collector mains within Adiyaman				
Diyarbakir solid waste management project	Construction of Diyarbakir municipalities union (diceb mu) solid waste management facilities (this contract also foresees the construction of a civic amenity center, medical waste sterilization unit along with the closing down and rehabilitation of the dumpsite in Diyarbakir city center. Furthermore, the Dumpsites in Bismil, Ergani, Dicle and Hani districts will be replaced by transfer stations. The necessary equipment and vehicles for waste collecting, transferring, sorting and regular collecting will also be purchased under this contract.)	The landfill will have a storage capacity of approximately 3.85 millions m <sup>3</sup> .	Twenty five percent (%25) of construction of the landfill has been completed in terms of the foundations and the relevant infrastructure of access road to Sevindik construction site (Ministry of	30,931,747	26,291,985

<sup>504</sup> p.e. (population equivalent) is defined in Council Directive 91/271/EEC as the organic biodegradable load having a five-day biochemical oxygen demand (BOD5) of 60 g of oxygen per day.

Name of the project	Works components of the project	Design capacities of the works components	Status of the works components	Total cost of the project (eur)	IPA contribution (eur)
			Environment and Urbanization, Directorate of European Union Investments, 2016).		
Diyarbakir water and wastewater project	Works contract – 1: construction of Diyarbakir wastewater treatment plant	The existing mechanical wastewater treatment plant shall be modified as biological treatment plant and the capacity of the treatment units shall be increased to the maximum hydraulic design flow rate of 14,648 m <sup>3</sup> /hour for 2025 (stage 1). The treatment plant will be extended at a later date to satisfy the treatment needs up to the maximum hydraulic design flow rate of 22,440 m <sup>3</sup> /hour for 2040 (stage 2).		78,695,282	66,890,989
	Works contract – 2: construction and rehabilitation of wastewater collection network and construction of storm water collection network for existing residential areas				
	Works contract - 3: rehabilitation of Gozeli water catchment area and development of the existing SCADA system		Cancelled		
Erdemli water and wastewater project	Construction of Erdemli wastewater collection and storm water drainage project	Extension of sewer system to areas not served yet as laying approximately 40 km of wastewater collection system and construction and extension of storm water collection system as laying approximately 13 km of storm water drains, box culvert and construction of 1 km open channel for Maltaşı creek		12,632,939	10,737,998
Kahramanmaraş water and wastewater project	Construction of the first phase of wastewater treatment plant	<p>The urban wastewater treatment plant (wwtp) facility will treat the urban wastewater of Kahramanmaraş province's central district whose population is projected to number 1,320,000 over the design life of the wwtp facility.</p> <p>The wwtp facility will be constructed in 2 phases: phase 1 (to accommodate demand to 2030) and phase 2 (to accommodate 2045 demand).</p>	<p>Physical realizations (as of 30 November 2017)</p> <p><b>Total physical realization is 83.74 % and: 83.89 % for mechanical works 71.37 % for</b></p>	49,061,594	41,664,105

Name of the project	Works components of the project	Design capacities of the works components	Status of the works components	Total cost of the project (eur)	IPA contribution (eur)
			electrical works 97.20 % for pipe installation		
Mardin wastewater project	Works contract - 1: design and construction of two (southern and northern) wastewater treatment plants which will serve the whole catchment area of Mardin city, Kiziltepe municipality and adjacent municipalities/settlements. Within the contract, a small wwtp in the Yeşilli district in the north and a large wwtp in the south serving both Mardin centre and Kiziltepe districts are being constructed.	Both treatment plants will serve the total population of 388,837 and 501,731 in the years 2032 and 2047, respectively.	Ongoing (the works are expected to be taken over by November 2017 (end of the defects notification period will be November 2018))	59,772,000	50,806,200
	Works contract - 2: construction of approximately 178 km of sewerage network and collectors. It should be noted that within the contract budget there are some additional works requested by the city: <u>Deyrulzafaran monastery</u> sewer will be connected to the network via construction of a septic tank. This was on request of the monastery to the EUD in May and was taken into scope of the project via variation order no.16 signed in September 2017. <u>Governor's request for inclusion of two districts, Gökçeköy and Ortaköy</u> in artuklu municipality: the governor asked construction of network and collectors to connect these districts to the Mardin collectors. The population to be served is 19,000 and works will comprise 40 km of pipeline. This variation will be covered within the project budget as replacement of previous omissions due to different reasons.	Approximately 178 km of sewerage network and collectors.	Ongoing (the works are expected to be taken over by December 2017 (end of defects notification period will be December 2018))		
Nizip water and wastewater project	Construction of Nizip water supply system (location: Gaziantep)	Supply and installation of 6 flow meters at the outlet of new and existing reservoirs, at outlet of water treatment; Construction of a reinforced concrete pump station (five sets of pumps) and air vessel building; Construction of a reinforced concrete reservoir of 1,000 m <sup>3</sup> ; Construction of a reinforced concrete reservoir of		25,567,793	21,732,624

Name of the project	Works components of the project	Design capacities of the works components	Status of the works components	Total cost of the project (eur)	IPA contribution (eur)
		<p>7,500 m<sup>3</sup>;                      Supply and installation of a 7,343 m pressure main from the pump station to the new service reservoir;                      Supply and installation of 625 m pipeline from after branching point to the existing reservoir;                      Supply and installation of a 1,044 m pipeline from the new reservoir to the upper level network;                      Supply and installation of a 2,512 m pipeline from the existing reservoir to the medium level network;                      Supply and installation of a 5,124 m pipeline from the existing reservoir to the lower level network;                      Supply and installation of 8,375 galvanized iron house connections with polyethylene type house connections;                      Supply and installation of approximately 14,840 m (replacement of ac pipes), 29,725 m (replacement of pvc) pipes and 162,000 m (extension of network) network;                      Construction of all valve chambers, supply and installation of all valves, fittings and accessories.</p>			
Şanlıurfa wastewater plant and collector lines project	Design and construction of a wastewater treatment plant; Karaköprü wastewater collector (approximately 12 km 400 m and 2 km 160 m concrete pipeline), Yenice-Tarimkent collector (2.6 km concrete pipelines), Dağeti collector (approximately 7 km concrete pipelines)	A wastewater treatment plant with an average of 145,000 m <sup>3</sup> / day, which will serve until 2030 to 800,000 Şanlıurfa citizens.	Ongoing (the opening and ground-breaking ceremony of the Şanlıurfa wastewater project was held on April 26 <sup>th</sup> , 2016)	42,490,495	36,116,921
Silvan drinking water supply	Construction of Silvan drinking water supply project (location: Diyarbakir)	<p>A drinking water supply project designed for the projected population by 2050, including the following components:                      Supply and installation of 16 flow meters at the outlet of new and existing reservoirs, at outlet of water collection structure and at outlet of existing wells;                      Supply and installation of 10 m forced main from the sanayi well pump station (tmy3) to the new service reservoir (dy1);</p>	Completed	11,600,466	9,860,396

Name of the project	Works components of the project	Design capacities of the works components	Status of the works components	Total cost of the project (eur)	IPA contribution (eur)
		Supply and installation of 1,786 m forced main from the pump station (tmy2) to the new service reservoir (dy1); Supply and installation of 268 m forced main from the pump station (tmy2) to the new service reservoir (dy2); Construction of a reinforced concrete reservoir (dy1) of 2,000 m <sup>3</sup> with chlorination system; Construction of a reinforced concrete reservoir (dy2) of 5,000 m <sup>3</sup> ; Rehabilitation works for existing reservoir (dm1), including ceramic wall and floor tiling; Supply and installation of 544 m pipeline from the existing reservoir (dm1) to the lower level network; Supply and installation of 180 m pipeline from the new reservoir (dy1) to the upper level network; Supply and installation of 258 m pipeline from the new reservoir (dy2) to the medium level network.			
<b>Total</b>				<b>391,149,835</b>	<b>332,477,359</b>

**Table 73: Projects in the IPA pipeline (2011-2015)<sup>505</sup>**

Municipality or Administration	Projects	Cost (Euros)
Şanlıurfa Metropolitan Municipality	Viranşehir and Ceylanpınar Sanitary Landfill Project	14,000,000
Kahramanmaraş Water and Sewerage Administration (KASKI)	Elbistan Drinking Water Project	26,000,000
Mersin Metropolitan Municipality	Anamur Sanitary Landfill Project	19,000,000
<b>Total</b>		<b>59,000,000</b>

**Table 74: UNDP projects funded by EU<sup>506</sup>**

Project activity	Location	Budget (USD)
Waste water treatment plant	Hatay	5,322,150
Mechanical and biological treatment facility (MBT)	Gaziantep	9,148,185
Leachate facility	Kilis	1,774,050
Waste Transfer stations (3)	Şanlıurfa and Hatay	1,232,373
Procurement of Fire fighting vehicles	Şanlıurfa and Hatay	1,182,700
<b>Total</b>		<b>18,659,458</b>

<sup>505</sup> Ibid.

<sup>506</sup> Ibid.



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