

The Global Compact for Safe, Orderly and Regular Migration (GCM)

REGIONAL REVIEW

Submission by Turkey

Section 1. Methodology

Historically and geographically situated on multiple major migration routes, Turkey thoroughly monitors all the objectives of the Global Compact for Safe, Orderly and Regular Migration (GCM), and attaches particular importance to the principles of prevention of irregular migration at its source and to shared international responsibilities and burdens. The success of the GCM depends on a collective whole of government approach and social response by all states to various issues highlighted by the Compact. This report summarizes the steps taken by the Government of Turkey for the Compact and how it has handled the process. As part of this state-led review, an inclusive method has been sought and adopted in line with the whole of government approach and social response, which are among the guiding principles of the Global Compact.

Established under the coordination of IOM, the communication network and working group gathered respective departments of public agencies, organizations and other stakeholders concerning migration management to contribute to the development of the report. In addition to data provided by organizations, the related stakeholders had access to organizational briefing notes, actions and statistical records via online, public data sources offered by public agencies and multi-stakeholder projects. The majority of data accumulated for this review was collected from websites of public agencies, including the Presidency of Migration Management (PMM) of the Ministry of Interior, the Ministry of Foreign Affairs, the Ministry of National Education, the Ministry of Health, Ministry of Family and Social Services, Ministry of Labour and social Security and the Council of Higher Education. The internal reports of the public institutions prepared for inter-departmental coordination are among the other sources of information included in this review. Publications covering field observations of various studies on migration are also taken into consideration.

Section 2. Policy and Enabling Environment

Since the dawn of history, the Republic of Turkey has been at the heart of population movements that result from ever-changing global, regional and local dynamics. While the number of registered foreign nationals hosted by Turkey was approximately 343,000 back in 2012, the number of irregular migrants apprehended was 47,000. As the total number of residence permit holders hit 1.1 million in late 2019, irregular migrants had reached to 455,000 with its highest number. Turkey now hosts over 330,000 international protection applicants or status holders and 1.3 million residence permit holders. The number of irregular migrants were more than 160,000 in 2021 and it is above 23,000 by February of 2022. The number of foreign nationals entering and exiting the country in 2021 was over 24 million while the number of foreign nationals in Turkey has reached 5 million; around 4 million of whom are granted various protection statuses. Situated on major migration routes, Turkey has become one of the hardest-hit countries by forced migration as a result of the humanitarian crises that have resulted from instability in neighbouring countries. According to the UNHCR, Turkey is presently hosting the largest number of asylum seekers¹ in the world and has been for the past six years as a result of the humanitarian crisis that broke out in Syria back in 2011. Turkey is now home to nearly 3.7 million Syrians under temporary protection. Despite the exceptional challenges and stresses from this historic influx, Turkey successfully manages one of the largest migration crises in human history thanks to a human-centred migration policy.

The Law on the Foreigners and International Protection entered into force in 2013, drafted to ensure a human-centred and effective asylum and migration management approach in line with international standards and to provide a legal basis for the rights of migrants and asylum-seekers. Established in 2013 under the Ministry of Interior and organizationally set up in 2014 under the Law, Presidency of Migration Management is mandated to implement the Republic of Turkey's migration policies and strategies, and to coordinate between respective organizations and bodies. Presidency has provided a legal, political and organizational basis

¹ The term asylum seeker herein covers international protection applicants or status holders and Syrians under temporary protection

that safeguards the responsiveness of policies for foreigners in vulnerable situations, women and children in particular, based on a human-centred approach, fundamental human rights and liberties, and the rule of law in line with international law, in accordance with national sovereignty and interests concerning migration management, and in harmony with the vision and guiding principles of the Global Compact.

The Government of Turkey promotes joint efforts based on global cooperation and effective multilateralism to offer solutions to global challenges. Turkey promotes cooperation among countries of migrant origin, transit and destination to solve challenges caused by irregular migration. Turkey is committed to developing effective migration policies, consolidating efforts to improve the social perception of migrants, while at the same time ensuring mobility for sustainable development with the involvement of private industry and a focus on shared responsibilities and burdens.

Turkey actively took part in the development of the GCM, adopted in 2018 as a framework of international cooperation for migration based on global solutions and shared responsibilities, and of the Global Compact on Refugees (GCR). Turkey served as the co-chair at the first Global Refugee Forum, held in 2019 as a platform to monitor the implementation of the GCR. Attended by many stakeholders, the Forum attracted USD 7.7 billion in over 770 commitments, and identified over 300 global best practices, including 50 from Turkey. Turkey also attended the latest Global Migration and Development Forum held in January 2020, which serves as another consultation mechanism to strengthen cooperation among countries of origin and destination in migration and asylum issues, to improve the social perception of migrants, to promote mobility for sustainable development and to coordinate financial aid to countries that are affected by migration.

Turkey continues to engage in dynamic cooperation with IOM to develop, implement international and national policies to managed migration, address various aspects and procedures of migration, safeguard the rights of migrants, exchange best practices, and respond to the needs of migrants as a part of humanitarian relief efforts. Turkey has scaled up collaborations with the UNHCR to respond to the needs of people under international and

temporary protection, and address their social inclusion, voluntary returns and resettlement in third countries under the obligations arising from the 1951 Convention, 1967 Protocol, and national legislation.

Accepted within the 2030 Agenda, the Sustainable Development Goals (SDGs) makes direct reference to migration (SDG 10.7). The issue of migration may be associated with many goals and sub-goals as a cross cutting and interdisciplinary theme. Furthermore, the “leaving no one behind principle”, which is of immediate significance mainstreamed across all SDGs emerges as an issue that needs to be addressed in the context of migrants’ access to rights and services.

Turkey has taken important steps to strengthen migration management compatible with the underlined goals. The strategic priorities of the UN Sustainable Development Cooperation Framework (2021-2025) have been determined under the coordination of the Presidency of the Republic of Turkey, Strategy and Budget Department, with the contributions of relevant agencies and institutions in close collaboration with the United Nations (UN) Resident Coordinator Office, the UN Country Team.

Effective steps are taken for different forms of migration in addition to the recent works associated with the mass migration of Syrians. The most important principle is to make use of the knowledge, skills, and capabilities of each individual who is building a new life through migration.

Main Activities Conducted in the Area of Migration Policies within the Scope of the Global Migration Compact

Migration Board

The Migration Policies Board, created per Article 105 of the Foreigners and International Protection Law dated 04/04/2013, no. 6458 has been restructured under the name “**Migration Board**” with the Presidential Decree No. 17 announced in the Official Journal of September 13, 2018, following Turkey’s transition to the Presidential Government System. The **Migration Board** has been included in section h of the 1st paragraph of Article 522 of the Presidential Decree No. 17. The article stipulates the following: “*The Migration Board is responsible for determining Turkey’s migration strategies related with foreigners and*

following the coordination and implementation thereof; and is chaired by the Minister of Interior and consists of representatives from ministries, institutions and establishments determined by the Ministry of Interior. The Board shall convene upon the call of the Minister of Interior.”

The Migration Board held its meetings with its new structure on 21 November 2018, 24 January 2019, 12 July 2019, 19 September 2019, 18 December 2020 and most recently 15 September 2021, chaired by Minister of Interior. In line with its duties, the Board made decisions mainly on:

- Starting the preparations for the creation of the migration strategy document,
- Adoption of “Turkey’s Harmonization Strategy Document” and “National Plan of Action”,
- Making arrangements for the issues within the scope of its duty regarding residence permits across various boards.

In line with the resolution “Creation of a National Migration Policy” taken in the first meeting of the Migration (Policies) Board, a “Migration Area Current Status Analysis” was submitted to the Board. “Needs Analysis of Foreigners Based on Their Status”, the second step in the creation of the Policy Document, was proposed to the Ministry of Development as a project, and accordingly, budgeted. The Needs Analysis was prepared by a team of academics, specialized in the field of migration, in coordination with Presidency of Migration Management, and was submitted to the Board for comments. The strategic needs and proposals for solutions submitted were agreed, and accordingly the Migration Strategy Document has been prepared.

Migration Strategy Document

Turkey is one of the countries most affected by migration both due to its geographical location, and due to the adopted policies which embrace those victims of crises. Although Turkey is mainly a transit country, the positive trend of macroeconomic indicators, positive sustainability in economic growth trend, strong political stability and increase in social welfare during the period 2002-2017 have been influential for the migrants and asylum-seekers in Turkey continue staying there.

As a country hosting the highest number of asylum seekers across the world, Turkey has not received proportional support from international community in line with equitable burden sharing. Considering the economic, political and social elements in Middle East and Asia, Turkey foresees that migration movements in the region will continue to increase. On strategic and operational basis, institutional capacity building needs to continue. Accordingly, seven strategic priorities are identified in this document to better manage migration in Turkey:

- Manageable regular migration
- Combatting irregular migration
- Efficient international protection
- Efficient Temporary protection
- Combatting human trafficking and the protection of victims
- Mutual harmonization and communication
- Strong administrative capacity

This document was prepared in line with operational requirements to implement efforts that are similar across the world, aiming at strengthening migration management in Turkey and ensuring that it can be managed in accordance with the mechanisms that can keep up with the dynamic structure of migration processes that change fast in the present day.

As part of Turkey's efforts to strengthen cohesion of migrants PMM has been organising various social and artistic activities for migrants including photography and film competitions. In 2020, Turkey expects to organize an international migration film festival. Moreover, PMM is working on the development of a mobile application for foreigners in 6 different languages. The application will include information to facilitate the harmonisation process of migrants including contact information in urgent situations, transactions for foreigners, information about housing, employment, education, health services.

Section 3. Progress on GCM Objectives

Data and evidence-based policy

Objective 1	Collect and utilize accurate and disaggregated data as a basis for evidence-based policies
Objective 3	Provide adequate and timely information at all stages of migration
Objective 17	Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration

Per GCM Objective 1, Presidency of Migration Management PMM publishes yearly migration reports as well as updated migration statistics on its official website in order to contribute to relevant studies and the development of consistent, evidence-based policies in line with the open and transparent migration management principle.² The website provides access to yearly updated data under the topics of entry-exit, residence permits, irregular migration, international protection, fight against human trafficking, and readmission and removal centres. Websites of different institutions and organizations also provide access to their data to help collect information about healthcare, education, and employment services provided for foreigners as well as the social and economic integration of foreigners, to support relevant studies, and to contribute to evidence-based migration policies. For instance, the Department of Migration and Emergency Education of the Directorate General of Life Long Learning of the Ministry of National Education shares on its official website detailed and updated reports on the access to education and schooling of Syrians under temporary protection.³ In accordance

² <https://www.goc.gov.tr>.

³ https://hbogm.meb.gov.tr/meb_iys_dosyalar/2020_01/27110237_OCAK_2020internet_BulteniSunu.pdf.

with Objective 17, data sharing is aimed at countering false information that results in negative attitudes towards migrants.

Objective 3 aims at providing accurate and timely information at all stages of migration. Brochures that provide information about the risks of irregular migration and options for regular migration were published under the “Supporting Turkey's Efforts to Manage Migration” project, which is jointly carried out by PMM and IOM. These brochures were published in Pashto, Bengali, Persian, Urdu, French, Arabic, Turkish and English. Also the Directorate General of Harmonization and Communication of PMM conducts various activities such as meetings for migrants, which are considered important in terms of providing information and raising awareness about the risks.

Protecting human rights, Safety and Wellbeing of Migrants, including through Addressing Drivers and Mitigating Situations of Vulnerability in Migration

Objective 2	Minimize the adverse drivers and structural factors that compel people to leave their country of origin
Objective 7	Address and reduce vulnerabilities in migration
Objective 8	Save lives and establish coordinated international efforts on missing migrants
Objective 12	Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral
Objective 13	Use migration detention only as a measure of last resort and work towards alternatives

A priority of the PMM is to carry out various activities in order to strengthen the cooperation between origin countries and destination countries. As an example, visits to Bangladesh, Pakistan, and Afghanistan were made in 2018 and 2019 to establish communication with the policy makers and implementers of these countries of origin. Delegations of these countries were hosted in Turkey to conduct projects and discuss future progress.

A “Study of Irregular Migration Routes” was conducted under the “Supporting Turkey's Efforts to Manage Migration” project, jointly carried out by the PMM and IOM. The study aimed at gathering information on countries where irregular migrants systematically originate; understanding the profile of migrants coming from these regions; identifying the factors that compel people to migrate; and understand the migration routes.

In order to reduce vulnerabilities in migration per the Objectives 7 and in relation to 12, each irregular migrant is registered, interviews are conducted, and the status of the migrants are evaluated individually. Uniform processes and proceedings of deportation as per the Circular No. 2019/5 was developed between Presidency and Provincial Directorates. This aimed at preventing arbitrary deportations. “Automatic suspension mechanism” was re-established for cases filed for deportation processes and proceedings as per the amendment made into the Law on Foreigners and International Protection (LFIP) in 24 December 2019.

PMM develops gender and child-sensitive approaches and practices in the processes and proceedings of irregular migrants. It pays special attention to the child's best interest. Unaccompanied and separated children are not held in Removal Centres, they are admitted to relevant units of the Ministry of Family and Social Services for protection. A 2-year working plan for 2017-2018 was implemented jointly by the Department for Guidance and Inspection and UNICEF in order to prevent child abuse and exploitation in labour market. The working plan was extended to March 2020.

PMM prepared two public service announcements about the exploitation of women and children, which were aired on national television channels, in order to raise public awareness about protecting fundamental rights at all stages of migration and adopting gender and child-sensitive approaches in addressing vulnerabilities.

Per Objective 13, alternatives to detention were included in the Law in order to use migration detention only as a measure of last resort and work towards alternatives.

Decisions made by the European Court of Human Rights, Constitutional Court, or Administrative Court for the cases of irregular migrants are examined diligently, and the relevant legislation is updated when there is a need for improvement.

Addressing Irregular Migration, including through Managing Borders and Combatting Transnational Crime

Objective 9	Strengthen the transnational response to smuggling of migrants
Objective 10	Prevent, combat and eradicate trafficking in persons in the context of international migration
Objective 11	Manage borders in an integrated, secure and coordinated manner
Objective 14	Enhance consular protection, assistance and cooperation throughout the migration cycle
Objective 21	Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration
Objective 23	Strengthen international cooperation and global partnerships for safe, orderly and regular migration

Turkey combats human trafficking and migrant smuggling as per Objectives 9 and 10. Relevant national legislation was adopted in compliance with several international conventions Turkey is party to. Notably the “Protocol to Prevent, Suppress and Punish Trafficking in Persons,

Especially Women and Children” referred to as the Palermo Protocol of 2000, and the Council of Europe Convention on Action against Trafficking in Human Beings, adopted in 2005. Human trafficking was included in the Turkish Criminal Code for the first time in 2002. The Regulation on Combatting Human Trafficking and Protection of Victims was introduced to ensure uniformity in the Law No. 6458 on Foreigners and International Protection as well as to determine the procedures for relevant processes and proceedings. Provincial governorates issue a 30-day residence permit to victims so they can recover from the traumatic event and cooperate with the authorities. It is essential that victims are provided accommodation for free during this process. The Regulation on Combatting Human Trafficking and Protection of Victims includes provisions regarding the procedures in detecting and identifying victims, support services for victims, and the Coordination Commission on Combating Human Trafficking.

Per provisions of the Regulation on Combatting Human Trafficking and Protection of Victims and per Objective 21, victims are provided with physical, psychological and social support services in cooperation with relevant public institutions and organizations, paying regard to their safety and protection needs. The victims’ right to support services is secured under the regulation. Victims are provided with support programs based on informed consent during their hearing, taking into consideration their safety, health, and special status. Currently there are three shelter houses serving to the victims of human trafficking free of charge.

In addition to provisions on protecting and providing support to victims, “The Coordination Commission on Combating Human Trafficking” for the purposes of preventing the crime of human trafficking and working on developing policies and strategies for combating against this crime. Per this provision of the Directive, the said Commission convened in 2017, 2018, 2019, 2020 (which was convened online under the chair of President of Migration Management due to the Covid -19) and 2021 under the chair of the Deputy Minister of Interior and with the participation of all related public institutions and organization, international organization and non-governmental organizations as prescribed in the legislation.

The first activity was to train the public personnel, private sector employees and the staff of non-governmental organizations working on the field. Most activities were carried out in cooperation and coordination with IOM and the UNHCR. The participants were inclusive of whole of government and whole of society - including the Ministry of Interior, Ministry of Family and Social Services, Ministry of Labour and Social Security, Ministry of Justice, Bar Associations, Turkish Union of Municipalities and Non-governmental Organizations, private sector and students.

Turkey attaches great importance to the security aspect of migration management and takes every possible measure to ensure preventing human trafficking, arresting the perpetrators and identifying the victims. The solution to trans-border crimes is a joint responsibility that requires international cooperation. Accordingly, cooperation is maintained with different stakeholders including IOM, Council of Europe and UNHCR in line with Objective 23 on combating against human trafficking and protecting the victims.

Turkey carries out its activities in coordination with the Group of Experts on Action against Trafficking in Human Beings (GRETA) of the Council of Europe, which is responsible for monitoring the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by the Parties. The members of the Council carried out a monitoring mission to our country on 5-12 October 2018 and the first report of GRETA on Turkey's combat against human trafficking was published on 8 October 2019. The Project on "Strengthening the Human Rights Protection of Migrants and Victims of Human Trafficking in Turkey" started to be implemented within the joint programme of Presidency of Migration Management and the Council of Europe on 1 January 2020.

The Project "Research on Child Trafficking and Labour Trafficking in Turkey to Support Evidence-Based Policy Formulation and PMM Decisions on Turkey's Anti-Trafficking Response" funded by the UK, started to be implemented in May 2020 in cooperation with ICMPD.

"Protecting the Victims of Human Trafficking – Phase II" project, implemented through the cooperation of IOM and PMM is planned to begin in 2020. The Communication Centre for

Foreigners (YIMER 157 Hotline) which operates in 7 languages was established during the first phase of the project serving all foreigners in Turkey.

Turkey maintains its cooperation with UNODC in the combat against human trafficking and migrant smuggling. At regional level, Turkey continues to support OSCE's initiatives to permanently prevent human trafficking and participates as observing member to regional cooperation platforms such as "Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime" aiming to establish regional cooperation mechanisms for combating irregular migration, migrant smuggling and human trafficking in Asia-Pacific Region. In addition to global and regional cooperation, Turkey has signed Cooperation Protocols with Belarus, Georgia, Kyrgyzstan, Moldova and Ukraine to combat human trafficking.

Per Objective 21 on promoting the cooperation in facilitating safe and dignified return and readmission, Turkey facilitates voluntary and safe return of the victims of human trafficking. The PMM coordinates the process for the victim's return to his/her country or resettlement to a third country within the scope of the voluntary and safe return program.

The "Assisted Voluntary Return and Reintegration Project" implemented by the PMM, Directorate General of Combating Irregular Migration and Removal Affairs and IOM, supports the safe and lawful return of migrants who want to return home, but lack the means to do so and provides in-kind and cash assistances to facilitate such migrants reintegration to their country of origin. The newly established "National Mechanism for Assisted Voluntary Return and Reintegration" through a memorandum signed between PMM, Ministry of Foreign Affairs, TİKA and the Turkish Red Crescent aims to support irregular migrants' voluntary return and reintegration. These assistances make a huge contribution in ensuring that migrants maintain a productive and sustainable life in their countries and fulfil their personal ambitions.

Turkey attaches the utmost importance to sign Readmission Agreements with countries of origin, transit and destination in order to facilitate irregular migrants' safe return to their countries. Turkey has signed Readmission Agreement with 15 countries (13 of which are in effect) and EU since 2001. The Ministry of Foreign Affairs prepared a Draft Agreement

Text which have been communicated by the Ministry to Afghanistan, Bangladesh, Algeria, Eritrea, Morocco, Ghana, Iraq, Iran, Cameroon, Kazakhstan, Democratic Republic of Kongo, Myanmar, Somali, Sudan and Tunisia.

Within the scope of 18 March 2016 Statement between Turkey and the EU a basic cooperation mechanisms for migration was established with the aim of preventing casualties and disrupt activities of migrant smuggling networks. As the number of irregular migrants passing to Europe decreased by 92% in 2019 due to Turkey's efforts, the migration pressure on Turkey continued to increase in the same period. The EU is expected to fulfil its commitments within the framework of the Statement in line with burden and responsibility sharing.

Facilitating Regular Migration Decent Work and Enhancing the Positive Development Effects of Human Mobility

Objective 5	Enhance availability and flexibility of pathways for regular migration
Objective 6	Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work
Objective 18	Invest in skills development and facilitate mutual recognition of skills, qualifications and competences
Objective 19	Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries
Objective 20	Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants

Examining the labour market within the scope of migration, there has been a significant increase in the number of migrants coming to Turkey for work. The necessary legal, administrative, and institutional efforts have been accelerated in the 2000s in order to ensure

the regular participation of migrants in labour market. There has also been an increase in the number of people coming to Turkey as a consequence of the political developments and instabilities in the region. With these developments, Turkey started to develop a more comprehensive vision geared towards the adaptation to the labour market in order to encourage regular migration, to strengthen the international protection system, and to prevent irregular migrant labour. A vision has been set forth in the 11th Development Plan (2018-2023) for the migrant needs and arrangements, in line with Turkey's labour market priorities. The plan emphasizes that efforts to develop international labour policies will be undertaken taking into account the global, regional, local, and sector related labour dynamics, to particularly contribute to the economic and social development of Turkey.

Another issue underlined by the development plan is the sensitivity migration creates in relation with work life. Migration is becoming an important component of the supply of labour, and the distinction among source, transit and destination countries is becoming unclear along with increasing migration. Concentration of uncontrolled migrants in low skilled jobs led to worsening working conditions as well to reactions from local populations.

"Regulation on the Work Permits of Foreigners Under Temporary Protection" and "Regulation on the Employment of International Protection Applicants and People with International Protection Status" have been issued in 2016 allowing such people to legally work in Turkey. In line with these, the "International Labour Law" issued in the same year, to ensure labour migration in Turkey takes place regularly, in line with the dynamics of the national market. The objective was to prevent irregular international labour migration and labour exploitation and to encourage regular employment. Regulation has also been introduced for qualified international labour.

Per Objective 6, facilitating fair, ethical recruitment and safeguarding conditions that ensure decent work, Ministry of Labour and Social Security works in close cooperation with public institutions and international organizations in order to facilitate asylum seekers' access to employment through preparation and distribution of brochures on work permit procedures, conducting research and surveys on labour supply and demand, information and organising

coordination meetings, providing language and vocational and on-the-job trainings and supports for entrepreneurship. As of 31.12.2021, more than 33.000 beneficiaries have participated in the language, vocational and job trainings organized within the scope of the “Employment Support for Syrians under Temporary Protection and Turkish Citizens” Project. Another project “Opportunities for Life” has provided mentorship and training for entrepreneurship and granted aid to 158 beneficiaries between 2019-2021.

Inspections on employment related rights and duties as well as information services for migrants are continuing to be offered by the Social Security Institution and the Department of Guidance and Inspections. Teams established by representatives of the Social Security Institution Provincial Directorate and the relevant agencies continue with guidance activities to prevent informal employment. Labour inspectors focus on matters such as suitable working conditions, regular employment, occupational health and safety, and strive to increase formally registered employees. Penal sanctions continue to be issued for Syrians and foreigners, and workplaces offering informal employment.

Building in a trans-boundary manner and conducting in different countries scientific work that support development in different areas can be assessed within the scope of Objective 19. Following programs: “Research Scholarships for International Researchers”, “Support for Guest Scientists or Scientists on Sabbatical”, “International Leader Researchers”, and “Exchange of Researchers with International Experience” realized by the Scientific and Technological Research Council of Turkey (TÜBİTAK), support the exchange of researchers coming from overseas with programs that facilitate and support qualified labour. Local funds are provided through the MSCA and ERC funds, which are a part of the European Union Framework Programs coordinated by TÜBİTAK in Turkey help ensure that foreign researchers can benefit from award and support programs with a view to help them carry out their individual researches in institutions in Turkey. TÜBİTAK has undertaken the role of EURAXESS point within the scope of the abovementioned programs to facilitate the adaptation of the researchers coming to Turkey, and cooperate with the Ministry of Labour to accelerate the work permit processes of foreign researchers.

Per Objective 18, investing in skills development and facilitating mutual recognition of skills, qualifications and competences, the equivalence certificates of diplomas received from overseas at higher education level are granted by CoHE (Council of Higher Education, YÖK). The application processes have been digitalized in order to facilitate and speed the process.

Care for the labour market of migrants of different status and sustainable involvement with a human rights approach is pivotal for this framework for building an efficient and effective system.

Improving the Social Inclusion and Integration of Migrants

Objective 4	Ensure that all migrants have proof of identity and adequate documentation
Objective 15	Provide access to basic services for migrants
Objective 16	Empower migrants and societies to realize full inclusion and social cohesion
Objective 22	Establish mechanisms for the portability of social security entitlements and earned benefits

Harmonization which is an integral part of migration management has been introduced to the legislation with Law No. 6458 on Foreigners and International Protection (LFIP), that forms the normative framework required for creating social inclusion and integration policies. In order to plan and implement harmonization activities in cooperation with the relevant institutions, the Directorate General of Harmonization and Communication was established within the PMM.

“Harmonization Strategy Document and National Action Plan” was developed, under the coordination of PMM, in cooperation with the relevant public institutions as well as municipalities, international organizations, non-governmental organizations, and foreign

nationals living in Turkey, to lay the foundations of an effective social harmonization policy. The provision of needs-based services will support the social inclusion of foreign nationals into Turkish society, reducing the risk of marginalization and thus contributing indirectly to public order and safety. The Harmonization Strategy Document and National Action Plan, entered into force following the approval of the Migration Board in 2018, have increased the level of coordination among all institutions.

The strategic priorities, goals, and objectives for all the topics: social inclusion, information, education, healthcare, labour market, and social support - have been determined by a Commission formed with senior representatives from the relevant institutions and organizations, the National Technical Teams, and via thematic working meetings. Different stakeholders, including provincial organizations of public institutions, local administrations, non-governmental organizations, international organizations, and migrant communities have been brought together at consultation meetings organized at various provinces to complement main meetings. In addition, four workshops were held on different thematic aspects that came up during the consultation meetings. All these activities aimed at implementing a participatory process, increasing awareness on the issue and enriching the policies on inclusion through different perspectives.

Increased migration has highlighted increasing need of information for access to basic services for migrants with different statuses in line with objective 15. Providing information about the rights and services available and the creation of procedural assurances, standards, and facilitating practices required for access to such information are listed as topics of priority for the inclusion of migrants in the Harmonization Strategy Document and National Action Plan.

Education comes to the forefront, in supporting the socio-economic development of migrants, the learning language of the country of migration, and contributing to the human resources of the country as qualified individuals. Efforts related to the education of migrants in Turkey are coordinated by of the Ministry of National Education (MoNE), the Council of Higher Education (CoHE), and PMM. MoNE acts as the primary institution for policy-making, cooperation with stakeholders and the planning and implementation of national and

international education projects while the CoHE regulates the processes at the associate, undergraduate, graduate, and doctorate levels as the sole institution responsible for higher education. PMM as the institution of registration, assists the policy-making processes conducted by institutions such as MoNE and CoHE.

Due to the interruption in education across the globe during the COVID-19 pandemic, we underline once again that access to education is a delicate and important matter. The pandemic experience caused a larger group of people to think about what millions of children in migration are losing due to becoming deprived of education and the challenges in covering such deficiencies.

During the mass migration of Syrians, Turkey made radical decisions and managed to overcome the problem of providing education at "temporary education institutions". Thanks to the decisions made by MoNE and the support of UNICEF, enrolment rates have reached to 89% for primary education and 70% for secondary education. In the education domain per Objectives 15 and 23, the MoNE implements numerous joint projects with the European Union and other international stakeholders to increase Syrian students' access and participation to education in Turkey. "Project on Promoting Integration of Syrian Kids into the Turkish Education System" (PIKTES) particularly, to contribute to the access of children under Temporary Protection to education in Turkey. The 2nd phase of the PIKTES which has started in December 2018 in 26 provinces, will continue until December 2021. Another project "Increasing Access to Turkish Language Learning and Vocational Training for Syrians under Temporary Protection in Turkey", aims to strengthen the capacities of public education centres and increase the number of Turkish language learning and vocational training programs. With regard to higher education, the number of Syrian students that had access to higher education during the 2020-2021 academic year exceeded 47,482.

Access to healthcare is another basic service provided for migrants by the Ministry of Health in primary, secondary, and tertiary healthcare facilities as per Objective 15. Healthcare services for Syrians under Temporary Protection are provided according to the article 27 of the Temporary Protection Regulation no. 29153, dated 22.10.2014. Syrians who are

registered in Turkey and who have been issued temporary identity document benefit from emergency, protective, and basic healthcare services, as well as all therapeutic healthcare services free of charge. Individuals without temporary identity document are provided services aimed at fighting infectious diseases, immunization, and emergency healthcare within the scope of the Temporary Protection Regulation.

Primary healthcare services for Syrians in Turkey are provided in community health centres, their affiliated units, and primary care clinics. Efforts are underway for increasing the number of migrant health centres in locations with large populations of Syrians. Within this framework, the project titled "Improving the Health Status of the Syrian Population under Temporary Protection and Related Services Provided by Turkish Authorities" (SIHHAT), can serve as a global example per Objective 23, which aims at supporting and improving the primary and secondary healthcare services. Funded within the framework of the EU's Facility for Refugees in Turkey (FRIT), the project stipulates the expansion of healthcare services in 29 provinces with large Syrian populations and the improvement of service provision capacity and quality with a view to increasing access to healthcare services by the end of 2020. As part of the project 78 migrant health centres offer services.

As of November 2021, 776 physicians, 1.125 nurses/midwives, 79 psychologists, 102 social workers, 52 technicians, 1.226 bilingual patient referral guides and 458 support staff, all of which include Syrians, have been employed to serve in migrant health centres, mobile health units, and secondary healthcare facilities that need assistance. Secondary healthcare institutions located in the 29 provinces with large Syrian populations have been supplied with upgraded medical hardware. Ten Community Mental Health Centres have been opened in provinces which host the largest or larger Syrian migrant populations. Reproductive healthcare services, services aimed at infectious diseases, and micronutrient supports continue to be provided in Migrant Health Centres. With experience gained during the SIHHAT-1 Project and in consideration of the COVID-19 pandemic, the EU and the Turkish Ministry of Health have come to an agreement on a closer collaboration for the management of the process in the coming period.

Under its Constitution, as a welfare state, Turkey is responsible for providing social justice and thus social stability, The Ministry of Family and Social Services (MoFSS) is the institution that determines and develops social policies. Local administrations, other public institutions and organizations also have liabilities in social services and assistance. Non-governmental organizations also have a function for social services within their field of work. The social policy framework and practices for migrant groups is open for improvement.

The Emergency Social Safety Net Programme (ESSN), which is funded by the Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO) and implemented in partnership with the Ministry of Family and Social Services, IFRC (International Federation of Red Cross and Red Crescent Societies) and Turkish Red Crescent Society provides cash assistance to vulnerable people under temporary and international protection in Turkey. The Conditional Cash Transfer for Education (CCTE) given to disadvantaged families since 2000s with the condition of regularly sending their children to school in order to increase enrolment rates was extended to Syrian and other foreign children starting from May 2017. Financed by the EU and implemented by a partnership consisting of UNICEF, Turkish Red Crescent Foundation, MoNE and MoFSS, Conditional Cash Transfer for Foreigners for Education Programme is carried out successfully.

The UN Regional Refugee & Resilience Plan (3RP) constitutes the basis of our financial and technical cooperation with the UN within the framework of the objectives of meeting the needs of Syrians in Turkey. The 3RP which was prepared in cooperation with United Nations Development Fund (UNDP) and the UN High Commissioner for Refugees and includes providing humanitarian and development support to Syrians and to the host communities.

Within the scope of the 3RP in Turkey: 1.75 billion, 1.64 billion, 1.3 billion and 1,03 billion US Dollars assistance was planned in 2018, 2019, 2020 and 2021, respectively. Of these planned assistances only 61%, 63%, 53% for 2018, 2019 and 2020, respectively was provided. 51% of the 1.03 billion USD assistance allocated for 2021 was provided at the end of the year. Turkey which now hosts the largest number of asylum seekers in the world, a sustainable assistances is of great importance.

Within this framework, Turkey hopes that international assistances to our country as a 3RP stakeholder will be more rapidly allocated to respond to the needs of Syrians more efficiently and facilitate their harmonisation process.

Turkey participates and closely follows up with all the 3RP meetings. With regards to the preparation of 3RP for 2021-2022 period, Turkey has actively participated in the “Turkey Country Plan Workshop” held online on 16 October 2020 where these expectations have been expressed.

As per objective 16, the Harmonization Strategy Document and the National Action Plan defines the social cohesion as the ability to develop a common sense of belonging by culturally, socially and economically integrating migrants to the society they live in, mutual recognition of differences, maintenance of respect and ensuring co-existence based on intercultural interaction, consultation, social dialogue. Social cohesion, which aims at the social acceptance of migrants and a culture of co-existence, includes recognition of the identity of a migrant in a proper way, recognition of differences such as language, religion and culture in order to participate in social life without exclusion, appreciation for their own talents and work, and perceiving them as a beneficial individual. This issue is also underlined in the 11th Development Plan that failure to adapt the migrant populations to urban life may both result in extensive unemployment and poverty, and cause tensions among social sectors, destruction of the sense of belonging and confidence, rise in crime rates and spatial distinctions between social groups. Besides, the concentration of internal migration especially in metropolises and provinces with developing economies, the increase of international migration towards Turkey stemming from the instabilities in the region and its concentration in certain provinces require effective population planning to facilitate migrants’ harmonisation process to urban live.

The Turkish Red Crescent Community Centres play an important role in terms of carrying out all harmonisation activities with a public model through the central and local cooperation efforts with public institutions such as Ministry of National Education, Ministry of Family and Social Services, Ministry of Labour and Social Security, Ministry of Justice, Ministry of Foreign

Affairs, Ministry of Interior, and Ministry of Health, Provincial Directorates of Migration Management, Directorate of Religious Affairs, the Directorate of Development Administration, and İş-Kur (Turkish Employment Agency). Within the Community Centres which is fundamental for their community based migration programs aiming to contribute to the development of social resilience and development of a culture for living together by strengthening the psychological, social, and economic well-being of all vulnerable communities and individuals, they carry out activities such as training on harmonisation to Turkey (providing information on legal rights and humanitarian services), Turkish language training courses, vocational training courses, individual and group psychosocial support activities, group therapies, individual therapies; drama, music and workshops for children, child and youth friendly space activities, health information and orientation studies, informative meetings for women, handicrafts, clothing manufacturing, art and design training courses, referrals to jobs, field work (needs assessment etc.), case follow-up, and protection. Referral services, education activities, livelihood development activities, nutrition and health services, social activities, advocacy and protection activities, volunteer activities, and social cohesion related activities are offered through the Community Centres, and contributions are made to new generations through children and youth friendly spaces.

Turkey utilizes international and regional cooperation mechanisms in order to facilitate the empowerment of migrants in line with objective 16. As the chair of Budapest Process since 2006, under the Secretariat and guidance of International Centre for Migration Policy Development (ICMPD), Turkey has led the process of preparation of 2 non-binding documents namely İstanbul Commitments and Action Plan aiming to foster harmonization of migrants to the host communities in a sustainable manner. These two documents were accepted by the high majority of the members during the 6th Ministerial Conference of the Budapest Process which was hosted by Turkey on 19- 20th February 2019 in İstanbul. Turkey strives for the efficient implementation of these two documents by the members.

4. Means of Implementation

Addressing the risks and challenges for individuals and the communities in the countries of origin, transit countries and destination and in line with its 360 degree approach to international migration, the Republic of Turkey has developed a comprehensive approach, with an emphasis to awareness on the general positive contribution of migration, expending maximum effort to ensure that processes are carried out in an efficient and effective manner. The main challenge faced in developing migration policies is that Turkey has embraced a humanitarian approach for migrants from different backgrounds with different sensitivities, and through different processes. The coordination boards bringing all stakeholders at the level of the Presidency, the Ministries, and Governorates, leading by PMM are working in coordination in order to carry out effective policies that match the objectives of discussed above.

The policies of Turkey match the guidelines and objectives of GCM at the implementation and planning basis. What underlies the foundation of the Global Compact for Safe, Orderly and Regular Migration is the decision to extend significant contributions to the cooperation developed for international migration with all its aspects. The main call of Turkey at this point is for increased international cooperation to build and implement more efficient policies. Turkey is located on the axis of various migration routes and with each migration movement into, and transiting through, Turkey faces challenging policy building and implementation processes with its own dynamics. At this point, support of international partners is essential, and as it has been underlined in the Report of the General Secretariat, we must “Make Migration Work for All”. The actions carried out taking into account national sensitivities in the migration related planning and decision-making processes being supported by international partners are of importance. It is also important to efficiently carry out the ongoing projects with stakeholders such as the IOM, UNICEF, UNHCR and EU.

Turkey is striving to overcome the negative connotations of migration, to emphasize the positive contribution of migration processes to economy, and to support the harmonisation

of the newcomers to the host community. Accordingly, Turkey attaches utmost importance to awareness-raising activities towards migrants during the migration process.

Digitalization of the public sector also covers the scope of migration management and facilitates open flow of data and data sharing. Sharing data on migration processes is very important for all countries. Migration related data in various languages is regularly updated on the PMM webpage. This data supports the policy building processes in several aspects, and guides the actions of national and international stakeholders. The strong bureaucratic system in Turkey provides an advantage for the management and coordination of migration and for inclusion of the required experts in the system. Budget related challenges need to be overcome with the support of the European Union and other international stakeholders in order to effectively plan, implement and coordinate all these efforts.

5. Next Steps

The Republic of Turkey is committed to the GCM, and will continue to manage the challenges of migration as well as the opportunities, while taking into account the principles and objectives to guide Turkey's legal, political, institutional, and implementation response within the framework of its sovereign powers, in cooperation with its international stakeholders through fair burden and responsibility sharing.

The COVID-19 global pandemic is having a direct impact on the decision making and implementation processes of states in many areas. Migration management is heavily affected by the pandemic, both in terms of regular and irregular migration. Turkey is striving to assess the effects of COVID-19 on migrants of different status from a health and socio-economic standpoint and to build effective policies.

As often emphasized by the Turkish authorities, Turkey does not receive the necessary support in migration management as far as international burden and responsibility sharing is concerned. While the Republic of Turkey accepts migration as a potential source of welfare, innovation, and sustainable development, these benefits are not sufficient to mitigate the exceptional costs borne by Turkey in the current migration crisis.

In this process, Turkey believes that sharing know-how, experience and best practices as well as share of intelligence and resources at the international level is of maximum importance. The multi-stakeholder projects that were successfully carried out by Turkey during the mass migration phase, Turkey has recently experienced are the most important indicators of this.

In this context, Turkey has demonstrated a national will to actively implement GCM in line with its national priorities. Upon approval and authorization by Turkish authorities, UN Migration Network Turkey has been established, with the cooperation of the UN Country Team and the Resident Coordinator's Office and under the coordination of IOM, and to work in such a way as to complement the UN Sustainable Development and Cooperation Framework.

With full awareness on the global significance of the GCM, the first comprehensive document accepted within the framework of the United Nations aiming to address all aspects of migration in a holistic manner, Turkey will continue contributing to GCM, and is of the opinion that the affirmative political climate that will be brought about by the implementation process will have a positive contribution on constructive dialog and reconciliation between states.