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## TURKEY'S CROSS-BORDER MIGRATION MANAGEMENT: A REVIEW SPECIFIC TO SYRIAN ASYLUM SEEKERS

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### ABSTRACT

Migration is a concept as old as human history. However, due to the rapid growth of globalization and the rapid development of information communication migration has begun to be experienced not only as a destination from one point to another but as a departure and arrival between points. Therefore, the age we are in is beginning to be called as the age of migration and migrants are also called "transmigrant". Management of migration has become a necessity with the rapid growth of migration. Briefly, the concept of "migration management" which can be defined as the determination of the policies related to the migration and making of legal and administrative sanctions in this direction entered to literature in 1993. However, global migration management practices took place in the 1950s with the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM). Migration management in Turkey has become more important with the intense migration to Turkey from Syria when anti-regime demonstrations in this country, which started on March 15 2011, turned into a civil war short time after. This study will focus on Turkey's growing migration management processes in the historical process and cooperation with the actors in this process and roles in the shaping of migration policies of these actors in Turkey. In this framework, legal regulation regarding migration, actors and policies in the existing migration management will be reviewed specific to Syrian asylum seekers.

### INTRODUCTON

Migration is an ever-present phenomenon from the very beginning of human existence. In short, it can be defined as the work of one person or a group of people passing from one place to another. If this happens within the borders of a nation-state, it is internal migration; if it occurs outside the boundaries of nation-state, then it is called external migration. The subject of this study is the international (external) migration movements and the management process of these migration movements.

According to United Nation's data, it is expected that the number of international immigrants in the world will reach 405 million by 2050 if immigration continues to increase as rapidly as it has been in the last 20 years. With the development of ICT, human mobility among the countries has increased. Instead of immigrants moving from point to point, "transmigrants" are seen, who move across points and in all directions.

The increase of immigration mobility and the evolution of it towards a different direction have made "migration management" compulsory. In short, migration management is the development of municipal policies, legal and administrative arrangements, and providing the basic needs of migrants and their integration with the community they are going to live in. Migration management in Turkey has become more important with the intense migration to our country from Syria when anti-regime demonstrations in this country, which started on March 15 2011, turned into a civil war short time after.

Our study aims at examining the developments of migration management of Turkey in the context of actors and policies by discussing the migration management of Turkey, which received an intensive external migration in the recent years, within historical perspective. In this regard, the concept of migration and related concepts will be discussed first and then cross-border migration experiences of Turkey in historical perspective, legal regulation regarding migration, actors and policies in the existing migration management will be reviewed specific to Syrian asylum seekers.

### **1. Conceptual Framework: Key Concepts in Migration**

When a person or a group of people pass from one place to another, it is called migration. The person moving from one place to another is called immigrant. These shortly and simply made definitions are true but inefficient in explaining the concept. Therefore, it is seen that the concept of immigrant is used as equal to the concept of refugee and the concept of refugee is used as equal to the concept of asylum seeker.

Migration is when a person or group of people crosses international boundaries or passes from place to place within a state. This population movement includes all kinds of people's moving movements. These movements can be mandatory or voluntary. For political and economic reasons such as armed conflicts and natural disasters, many people are forced to leave the land where they are born and grow up. Therefore, regardless of its duration, structure and cause, the concept of migration includes the migration of displaced people, economic immigrants, those migrating for many reasons including merging families, refugees and asylum seekers (IOM, 2016; Ministry of Internal Affairs, 2013: 5).

When we look at other concepts related to immigration, we first need to define the term immigrant. Immigration is mostly the case in which the individual takes the decision to migrate with his/her own free will and 'personal suitability' without the interference of compulsive external factors (Çiçekli, 2009: 37). The Refugee Concept means that, according to the Geneva Convention of 1951 on the legal status of refugees, the person who is outside of the country of citizenship due to a rightful fear that he/she will be tortured due to race, religion, allegiance, membership to a certain social group or political opinions, who cannot benefit from the protection of that country, or doesn't want due to the mentioned fear, or who is out of his/her country of residence due to such cases, who cannot return there or doesn't want due to the mentioned fear.

Asylum Seeker is defined as the person who is in search of safety in a country other than his/her own to be protected from torture or serious damage and who waits for answer for the application of refugee status within the frame of related national or international documents (Çiçekli, 2009: 74). According to the United Nations Refugee Agency, an asylum seeker is a person whose refugee applications haven't been put in process yet ([www.unhcr.org](http://www.unhcr.org)). In addition, refugees and asylum seekers are immigrants but not every immigrant is refugee or asylum seeker (Ziya, 2012: 233).

Temporary Protection concept is defined as "arrangement developed to provide temporary protection to people who escaped from conflict and widespread violence collectively by state without previously subjecting them to individual status determination process" (Çiçekli, 2009: 33). In Turkey, temporary protection is the name given to the protection system established by "Temporary Protection Regulation" coming into effect by being published in the Official Gazette on October 22 2014 referring to article 91 of Law on Foreigners and International Protection number 6458. According to Temporary Protection Regulation, this regime is applied to people whose protection applications aren't taken into process individually and who are forced to leave their countries, who cannot return their homeland, come to or pass from the borders of Turkey individually or collectively (MHM, 2). According to this regulation, temporary protection status was given to the Syrians who came to Turkey.

### **2. International Migration and Turkey**

Due to its strategic location, our country has hosted many massive migrations and asylum seeking movements through history. In addition to hosting, it also functioned as a bridge for migration as it has developed Western countries on one side and underdeveloped countries on the other side. Today, Turkey moved to a position from a migrating country to a position of a migration receiving one. Due to their different positions, the development of migration movements in Turkey can be examined in three titles as source country, transit country and target country (Taşkın, 2014: 186).

The history of Turkey as a source country sending immigrants doesn't date back to very old times. The mismatch between fast-developing industrialization and slow-moving population growth after World War II in Western Europe has caused imbalance between labor and capital. For this reason, these countries faced with labor demands and had to demand foreign labor force from abroad (Yıldırımoğlu, 2005: 6). Individuals living in countries with unemployment problems like Turkey met this demand voluntarily to find jobs and earn more money. As Castles and Kosack (1985) and Portes and Bach (1985) have pointed out, with the spreading of capitalism's production patterns, the surplus of labor in peripheral countries has rapidly become the labor force demand of the industrialized central countries (İçduygu, 2009: 181).

The history of Turkey as a target country receiving migration also doesn't date back to very early times. Collective migrations received by Turkey since 1923 can be listed as follows:

- 384 thousand people from Greece (Taşkın, 2014: 194) from 1923 to 1949 and 1922 to 1938 as part of the exchange made in accordance with the Treaty of Lausanne.
- Between the years of 1923-1945 800 thousand people from the Balkans,
- Between 1933 and 1945, 800 people from Germany,
- After the Halabja massacre in 1988, 51,542 people from Iraq,
- Due to the policies that Bulgaria imposed on Turkish origin in 1989, 345 thousand people from Bulgaria,
- After the First Gulf War in 1991, 467,489 people from Iraq,
- Between 1992 and 1998, 20 thousand people from Bosnia,
- After the incidents in Kosovo in 1999, 17,746 people,
- In 2001, 10,500 people from Macedonia (GİGM, 2013: 9-12),
- Due to the internal turmoil in Syria between April 2011 and February 2017, approximately 3 million people

The periods when Turkey receives migration as target country can be divided into two historical periods as pre- and post-1980's. The first period between 1923 and 1980 was mostly carried out by immigrants of Turkish descent, and the period after 1980 was migrations by foreign immigrants (Taşkın, 2014: 193). As a result of globalization and emergence of Turkey as a powerful actor in international arena, it is seen that Turkey became a target country for migrations rather than a source country. While mostly immigrants of Turkish origin came before 1980, after 1980, with the influence of political developments and armed conflicts in our neighbors, international migration movements towards Turkey differed to comprise different immigrant groups such as refugees and asylum seekers (Taşkın, 2014: 197). The latest example of this is the intensive migration movement from Syria to neighbor countries as a result of anti-regime demonstrations in this country on March 15 2011 and the following civil war. The first wave of migration from Syria to Turkey happened on April 29 2011. A group (252 people) who escaped from the conflicts in Syria came to the Cilvegözü border gate in Hatay, Yayladağı province. Since this date, entries to our country have continued exponentially (AFAD, 2014: 15).

### **3. Legal Situation in Turkey Regarding Migration**

Migration management policy of Turkey has been carried out by national legal documents (laws, regulations, circulars, cabinet decisions, court decisions etc.), international contracts and regulations within the scope of harmonization with EU *acquis* since the beginning of Republic. In addition, national programs, development programs, progress reports, migration strategy document, asylum strategy document and asylum and immigration action plan have been influential in shaping this policy (Demirhan and Aslan, 2015: 43). The first general regulatory document relating to immigrants, refugees and asylum seekers is the Settlement Law No. 2510 of 14 June 1934 (Ministry of Interior Affairs, 2013: 14). In this period, compulsory migrations were wanted to be used as a means of "fusing" by mixing the inhabitants of Anatolia, and the institution of the insurgency was transformed into a means of clearly establishing a nation-state (İçduygu et al., 2009: 121-9).

Over time, the need for a law that fitted the requirements of the period and provided a uniform and orderly immigration management emerged. Law No. 6458 on Foreigners and International Protection (YUKK) was published in the Official Gazette dated April 11, 2013 and entered into force. An effective

and manageable immigration system in line with the legal, administrative and physical infrastructure that we are lacking in the field of migration in line with the human rights, international human rights norms and the EU *acquis* has been established by law.

When we look at the innovations brought by the law, firstly it met the need for a corporate structure in Turkey only for managing cross border migration, determining and implementing policies in this regard. With YUKK, the Directorate General of Migration Management, which is affiliated to the Ministry of Interior, has been established as an institution that covers all subjects in the field of migration. Within the scope of the Law, the related works and transactions carried out by the General Directorate of Security have been taken over by the Directorate General of Migration Management on April 11, 2014. All the operations carried out by the Provincial Security Directorate of Foreigners Branch Offices of Foreigners have started to be carried out by the Provincial Directorate of Migration Administration from May 18, 2015 (GiGM, 2016: 134). Apart from institutional structuring, an effective and systematic structure has been established with YUKK for visa, residence and work permit transactions. It was clearly stated that strangers cannot be sent back to a country where they will be persecuted, so that the non-refoulment was regulated by law for the first time (GDGM, 2016: 134). With "Temporary Protection Regulation" coming into effect by being published in the Official Gazette on October 22 2014 referring to article 91 of Law on Foreigners and International Protection number 6458, Temporary Protection regime was established.

Purpose of the Temporary Protection Regulation : "The objective of this Regulation is to determine the procedures and principles pertaining to temporary protection proceedings that may be provided to foreigners, who were forced to leave their countries and are unable to return to the countries they left and arrived at or crossed our borders in masses to seek urgent and temporary protection and whose international protection requests cannot be taken under individual assessment ; to determine proceedings to be carried out related to their reception to Turkey, their stay in Turkey, their rights and obligations and their exits from Turkey, to regulate the measures to be taken against mass movements, and the provisions related to the cooperation between national and international organizations under Article 91 of the Law No. 6458 on Foreigners and International Protection of 4/4/2013." (Article 1)

Temporary protection in the regulation is defined as follows: "Protection status granted to foreigners, who were forced to leave their countries and are unable to return to the countries they left and arrived at or crossed our borders in masses to seek urgent and temporary protection and whose international protection requests cannot be taken under individual assessment"(Article 3-f).

Temporary Protection regime shows the legal status of the current situation of Syrians in Turkey. Temporary Protection Statutes of the Syrians continue according to the Temporary Protection regime, which was enacted in Article 91 of the YUKK (Ministry of Family and Social Policy, 2015, p.23). According to Article 22 of the Temporary Protection Regulation, temporary protection identity documents are given to the Syrians whose registrations have been completed.

#### **4. Cross Border Migration Management of Turkey Specific to Syrian Asylum Seekers**

Migration management is the term defining the management comprising a national system and various state institutions it includes in order to manage the "cross border" migration regularly and humanely to manage the protection provided to refugees and to those who need it along with the entries and existences of foreigners within the state borders (Çiçekli, 2009: 36). The migration management process is not limited to these legal regulations and practices. In addition, meeting the basic needs of the newly arrived human society after migration, and ensuring integration with the existing society should also be considered within the scope of migration management (Kabakuşak, 2014: 6).

The concept of 'migration management' was first created by Bimal Ghosh in 1993 (Geiger and Pecoud, 2010: 2), as requested by the UN Commission and the Swedish Government (Global Governance Commission, 1995). Global migration management is within the scope of humanitarian perspectives supported by UN and security-oriented perspectives adopted and supported by industrialized nation states. Today, global migration management is supported by a security-based approach. According to this approach, uncontrolled immigration without the awareness of state intervention is perceived as a threat to world order and the integrity of nation states (Sönmez, 2015: 231-2). Rapidly increasing

migration movements towards Turkey influence Turkey's demographic, economic, political and social order considerably and unsettle the public order and security.

In Turkey, the main actors of migration management are General Directorate of Immigration Directorate General of Migration Management and Disaster & Emergency Management Authority. In addition, it can be said that the Presidency For Turks Abroad and Related Communities is also an important actor to help in education, scholarship and language courses given to Syria.

The Directorate General of Migration Management was established under the Foreigners and International Protection Law No. 6458 and the Ministry of Interior. The aim of establishment of this institution was determined in article 103 of law as, "To implement policies and strategies regarding the field of migration, to provide coordination regarding these issues among institutions and establishments, to carry out procedures and Works regarding the entry to, stay in and exit from Turkey by foreigners, deporting, international protection, temporary protection and protection of human trafficking victims."

As mentioned in the previous title, Ministry of Interior Directorate General of Migration Management took over the duties of General Directorate of Security, which carried out the procedures regarding foreigners before, and enabled a holistic structure to be formed in the migration management of Turkey. In article 104 of YUKK, the duties of the institution were listed as follows:

- To monitor and coordinate the implementation of policies and strategies determined by the Council of Ministers by carrying out studies to develop legislation and administrative capacity about migration and determine policies and strategies.
- To carry out the secretariat services of the Migration Policies Board and to follow the implementation of Board decisions.
- Conducting work and procedures for the protection of migrants and trafficking victims and temporary protection.
- To carry out the duties assigned to the Ministry in the Housing Code No. 5543 of 19.9.2006.
- To provide coordination between law enforcement units and related public institutions for struggle with irregular migration, to develop precautions and to implement and follow them.
- To assist in the scheduling and projecting of public institutions' activities in the field of migration, to evaluate project proposals, to approve them, to follow the works and projects carried out, and to support the carrying out of these projects and works in accordance with international standards.
- To identify stateless people in Turkey and carry out procedures and related operations about them.

Another actor which is effective in Turkey's migration management is Disaster and Emergency Management Authority (AFAD). AFAD was established in 2009 under the Act on the Organization and Duties of the Disaster and Emergency Management Presidency No. 5902 in connection with the Prime Ministry. According to article 1 of law number 5902, AFAD was established "in order to take necessary precautions to effectively carry out the disaster, emergency civil defense related services in the country level, preparation and damage reduction before the events take place, to provide coordination between the institutions carrying out the interventions during the event and improvement works after the event and to produce and implement policies about these issues." Although the tasks of the institution were determined in this way, it was personally held responsible for the provision of services for refugees flocking to Turkey from Syria since 2011 (Demirhan and Aslan, 2015: 51).

The above mentioned actors and many other official or unofficial actors have important roles in shaping the migration policies in Turkey and providing services to Syrians. We can examine the roles that these actors play in the context of the services they provide. 3 million Syrians, who are temporarily protected under Article 91 of the Foreigners and International Protection Law No. 6458, meet basic service needs such as education, health and shelter in the temporary protection status. However, as Terzi (2018:203) noted, it is not true to call these people, who have been living in Turkey for almost 8 years, temporary. Policies must be made based on this point of view.

Section 6 of the Temporary Protection Regulation relates to services to be provided under temporary protection. It is determined in paragraph 1 of article 26 that; "Health, education, access to business

market, social aid and services and translation and similar services can be provided for the foreigners within the scope of this regulation.”

All Syrian immigrants who are tagged as of May 2017 and have cards to benefit from the health service. (Terzi, 2018: 213). According to 2016 Turkey Migration Report of Migration Administration General Directorate, health services provided for Syrians under temporary protection since 2011 are being carried out inside and outside of shelter centers under the control of the Ministry of Health. These services are carried out within the framework of the Circular No. 2015/8 issued by the Prime Ministry Disaster and Emergency Management Authority (AFAD) and the directive titled "Principles Regarding the Medical Services to be Provided for those under Temporary Protection" dated 04.11.2015 and numbered 9648 issued by the Ministry of Health (RT Internal Affairs Ministry of Foreign Affairs, General Directorate of Immigration, 2016: 83).

According to AFAD report dated August 8, 2017, health services and medicines are given to all Syrians free of charge in Turkey in coordination with the Ministry of Health. Until today, 953.466 medical operations were carried out within the scope of treatment of Syrian and Iraqi refugees, 1.143.393 inpatient and 25.919.750 policlinic services were provided ([www.afad.gov.tr](http://www.afad.gov.tr))

When we look at the educational services offered to Syrians, a total of 459,521 people were trained within the scope of educational service (Ministry of Internal Affairs, Migration Administration General Directorate, 2016: 82) as of March 29, 2017 according to the Ministry of National Education. Syrian immigrant children's enrollment rate in Turkey is 59 percent for the 2017-2018 school year. (Ministry of National Education, 2017 as cited in Terzi, 2018: 214). As can be seen in the table below, the schooling rate seems to have increased significantly over the years.

**Table 1: Enrollment Rate of Syrian Children in Temporary Protection Status according to Years**

Years	Total Enrolled Students	Enrollment Rate
2014-2015	230.000	30%
2015-2016	311.259	37%
2016-2017	492.544	59%
2017-2018	572.237	59%

Source: Ministry of National Education, 2017 as cited in Terzi, 2018: 214

In addition to the Ministry of National Education, the International Turks and Relatives Communities Presidency is also an important actor in the educational services offered to the Syrians. In the coordination of Presidency for Turks Abroad and Related Communities (YTB), University Education Scholarship and Turkish Language Education supports were provided in 2016 for Syrians in partnership with international institutions and from our country's sources. In addition, the Advanced Level Turkish Education (TÖMER) project has been carried out by YTB in order to ensure the continuing of Higher Education of Syrians who are under temporary protection in our country (T.C., Ministry of Interior Affairs, General Directorate of Immigration, 2016: 83).

According to AFAD's report on temporary shelter centers dated August 13, 2018, the current number of Syrians in our country is 3.545.293 ([www.afad.gov.tr](http://www.afad.gov.tr)). Of these, 203,300 Syrians live in temporary accommodation centers. Exactly a year ago, on August 8, 2017, this number was 233.064. As time goes by, the number of Syrians in settlement centers is decreasing. ([www.afad.gov.tr](http://www.afad.gov.tr))

In December 2017, Recep Akdağ, vice prime minister of the time, stated that in 7 years since 2011, Turkey spent 5 billion 586 million 594 thousand TRY for Syrians, 9 billion 228 million 707 thousand TRY for public order services, 16 billion 30 million 111 thousand TRY for health services, 15 billion, 489 million 968 thousand TRY for educational services, 17 billion, 527 million 481 thousand TRY for municipal services. According to this, Turkey has spent 84 billion 880 million 541 thousand TRY for Syrians ([www.aa.com.tr](http://www.aa.com.tr)).

International actors also have roles in Turkey's migration management. International migration has recently become a popular discourse for a wide range of initiatives aimed at renewing policies on people's trans-border movements. At international level, this term is used extensively by the International Organization for Migration (IOM), the Organization for Security and Cooperation in

Europe (OSCE), the Council of Europe and other international organizations (Geiger and Pecoud, 2010: 1). According to the 3RP Regional Progress Report published by the UN in June 2015, the international community is unable to meet the demands of refugees from Syria and the countries hosting them (Dromgold, 2015: 97). The main actors effective on Turkey's cross border migration management can be said to be International Organization of Migration (IOM), UNHCR and EU.

International Migration Organization (IOM), established in 1951, can be defined as the leading intergovernmental organization in the field of migration. This organization is also the primary actor as can be understood from its slogan ("Managing migration for the benefit of all"), in international migration management. The IOM aims to provide humanitarian assistance to needy immigrants including immigrant and internally displaced persons, regular and humane management of migration, promoting international cooperation in migration issues, helping to find practical solutions to immigration problems.

The Turkish government and the IOM began to work together in 1991 and signed a bilateral agreement in 1995. In November 2004, Turkey became a full member of the IOM. Since its participation, IOM has played an important role in guiding and escorting the policies of the Turkish government on immigration. IOM policies, EU harmonization, and international standards in the 2000s, facilitated the implementation of Foreigners and International Protection Law in Turkey (Dromgold, 2015: 105-6).

IOM has been very interested in the migration from Syria to our country since 2011. From July to November 2013, IOM worked with AFAD to provide transportation to more than 12,000 Syrians in the villages of Adıyaman and helped them access medical facilities and purchase necessary supplies. In 2013, it published reports on trafficking, irregular migration and migrant children. It also organized a publicity campaign to raise awareness of the national Turkish line ALO 157, a phone line for human trafficking assistance (Dromgold, 2015: 106).

Another effective actor in international migration management is the UNHCR, which was established in 1950 to protect refugees. UNHCR is working on behalf of the international community to protect the rights of refugees and to meet their needs (Uzun, 2017: 62). However, Dromgold (2015: 98-102) states that UNHCR's current mission changed to humanitarian aid from refugee protection. UNHCR's greatest contribution to the development of international refugee law was in 1967 with the Protocol on the Status of Refugees. This protocol was prepared after 1951 as a result of the refugee crises that started in most parts of the world. UNHCR is authorized to provide protection and assistance irrespective of the assignment of refugee status to the asylum seekers (Uzun, 2017: 72-9). UNHCR, IOM Turkey, AFAD, Kızılay, RT Ministry of Health, WFP Turkey and WHO are in cooperation with Turkey. Another important actor in shaping Turkey's migration policies is European Union. EU has played an important role in shaping Turkey's migration policies especially since Turkey started EU membership process. With the acceptance of Turkey National Program regarding Undertaking of European Union Acquis prepared by Turkey after Turkey Participation Partnership Document prepared by European Commission in 2001, the target was to make national legislation on migration and asylum compatible with EU acquis. Following the action plans prepared in this framework, it is envisaged to develop new legislation in the field of migration and asylum (Şen and Özkorul, 2017: 94).

The EU has begun to implement a security-oriented immigration policy that is based on "Fortress Europe", in which the security of the outer borders is increased due to the increasing irregular migration movements increasing in the 2000s (SeverandSever, tarih p.93 as cited in Sen and Özkorul, 2017 : 100). The most important instrument of this policy is the signing of the EU's transit and third country readmission agreements. (Long, 2017: 101). EU and Turkey, signed on December 16, 2013 "Agreement between the Republic of Turkey and the European Union on Readmission of Persons Residing without permission." Thus, the "visa liberalization dialogue" process also started (T.C., Ministry of Interior, General Directorate of Immigration, 2016: 61). However, the growing Syrian crisis and increasing irregular migratory movements have led to a change in the date of entry into force. (Uzun, 2017: 102). In the current situation, although Turkey stopped the refugee movement towards EU considerably, EU hasn't provided the promised visa liberalization. In addition, it hasn't made promised 3+3 billion Euro aid at the expected pace.

That Turkey conducts a successful policy in the process of migration management can be seen in its awards from international awards. According to the Global Humanitarian Aid 2016 report of

Development Initiatives organization, Turkey was the most generous country in the world relative to national income. (0.37% of GNP) (AFAD). In addition, AFKEN, which formed a new Standard in provisional shelter services provided in disasters and emergencies, was given the Best Public Service Award in 2015 by United Nations ([www.afad.gov.tr](http://www.afad.gov.tr))

Terzi (2018: 215-8) determined the superiorities in the study he discussed superiorities and weaknesses of Turkey in managing the process as a whole as follows: Some of the superiorities are: Compliance with the international law (Considering the non-refoulment principle of 1951 Geneva Convention, it can be said that Turkey complied with the international law considerably in the face of collective Syrian influx, especially when compared to the European countries), and appropriate behavior for human rights (compared to the camps in Europe, Turkey provides higher standards and gives migrants/refugees freedom of travel in country by permission). Some of the weaknesses can be indicated as miscalculation (accepting Syrian refugees as guests for a short time thinking that opposition groups would be victorious in Syria and regime would change) and being close to international cooperation in the beginning and inadequate international monetary aid.

## GENERAL EVALUATION AND CONCLUSIONS

It is seen that Turkey shifted from being a source country to a target country with regard to international migration in the recent period. Since 1980's, Turkey found itself in an environment in which thousands of refugees, mostly Middle Eastern and partly from remote areas like Asia and Africa, enter the country. The latest example of this is the intensive migration movement from Syria to neighbor countries as a result of anti-regime demonstrations in this country on March 15 2011 and the following civil war. For the victims of the Syrian Crisis, "Open Door Policy" has been implemented since the first day without any discrimination. AFAD has established numerous shelter centers for Syrian asylum seekers. In these shelter centers, democratic elections are held, vocational courses are given beyond basic needs such as shelter and health in cities. The number of Syrians living outside the camps, although there are good conditions for Syrians in sheltering centers in Turkey, is very high.

In April 2013, the Foreigners and International Protection Law was enacted. With this law, a deficit in Turkey for a corporate structure only to manage cross border migration, determine policies for this and implement was removed. With the Foreigners and International Protection Law No. 6458, duties assigned to different institutions on migration were gathered in a single institution at the Directorate General of Migration Management established under the Ministry of Interior Affairs. Apart from the Directorate General of Migration Management, the Disaster and Emergency Management Authority has an important place in immigration management. The International Turks and Relatives Communities Presidency is also an important immigration institution.

There are international actors other than active national actors in the migration management in our country. The EU is one of the most important of these. Migration in Europe has recently become directly related to security. In this sense, it can be said that EU shapes the migration policies of Turkey for its own benefit. Also, EU shapes the migration management of Turkey by making related regulations in chapters opened in the harmonization process and compliance to international standards.

EU must be stationed in Turkey for a more effective role in the fight against immigration. As EU aims increasingly more externalization with its migration management (towards outside of its borders), how Turkey managed immigrants outside of EU borders will continue to affect EU. As successful and unsuccessful transition trials of displaced Syrians, Iraqis etc. to EU countries through Turkey, Lebanon, Jordan are reflected by international media, not only EU but all the world will discourse more on the future migration management of Turkey.

IOM and UN funds and programs in coordination with public institutions and organizations in Turkey are being effective in managing migration. IOM has been very interested in the migration from Syria to our country since 2011. IOM worked with the AFAD in the camps and help provide services such as transport. Similarly, the UN World Food Program supplies food to the Syrians living in camps with



Kızılay. UNICEF contributes to the education of Syrian children in cooperation with the Turkish Ministry of National Education and Kızılay.

Turkey, who hosts three million Syrian refugees in its land encounters problem sin demographic, social, economic and political structures. Therefore, an effective migration management is now an obligation. However, Turkey needs to increase coordination among public institutions, social organizations and international organizations and produce various projects.

When we look as a whole, considering the non-refoulment principle of 1951 Geneva Convention, that Turkey complied with the international law considerably in the face of collective Syrian influx, especially when compared to the European countries and provided higher standards in shelters and camps indicates its success in migration management. In addition, according to Temporary Protection Regulation, Turkey provides services like health, education, access to business market, social help and translation to those under temporary protection. Turkey, as well as shelter and health services provided for Syrians, provided important services for education. The enrollment rate of Syrian children in Turkey was %59 for 2017-2018 educational term. However, meeting the basic service needs of 3 million Syrians, who are still in the status of temporary protection, such as education, health, shelter is still a controversial issue. Because it is not true to call these people, who have been living in Turkey for almost 8 years, temporary. Policies must be made based on this point of view.

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