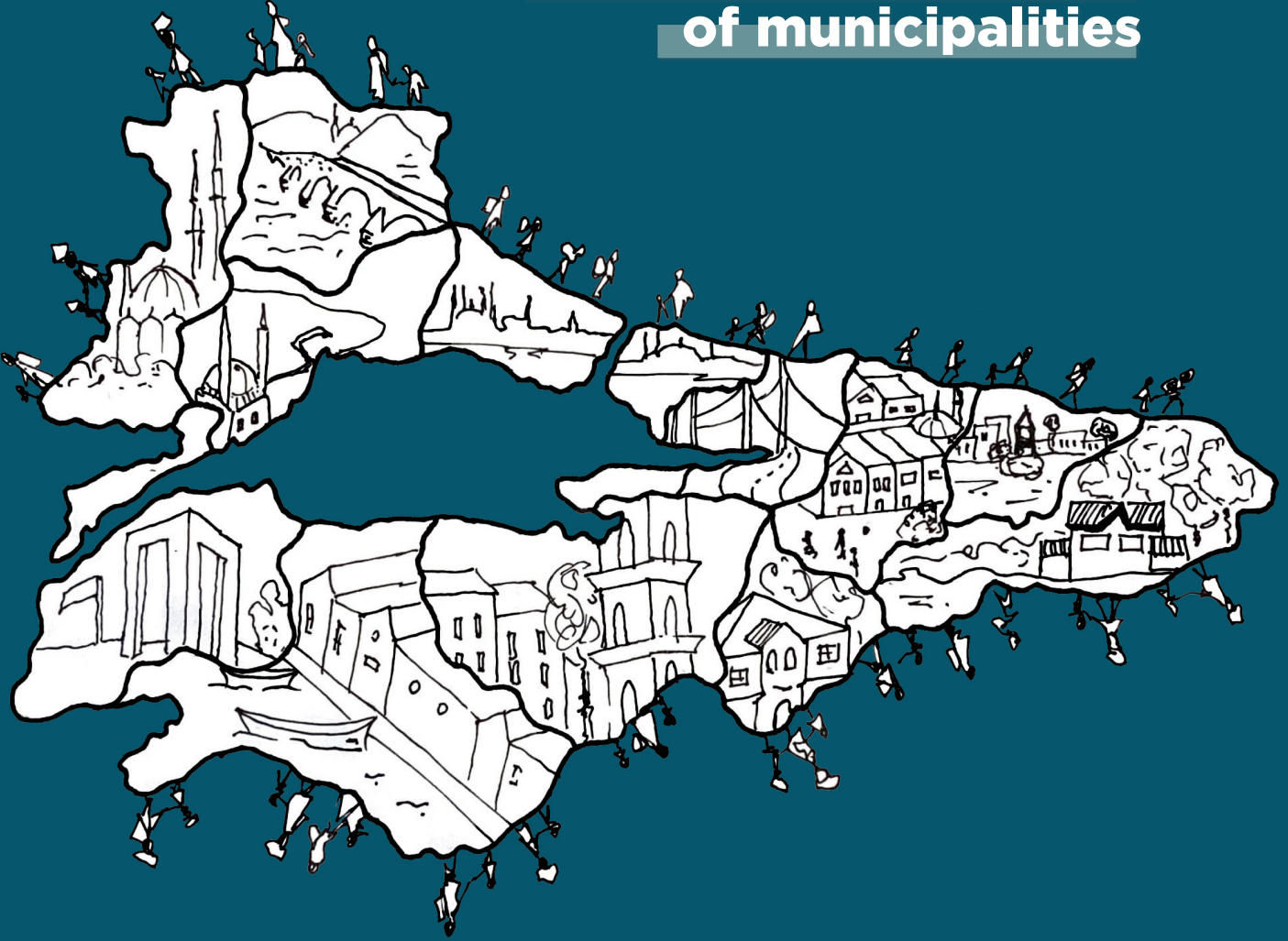


urban refugees of Marmara

process management
of municipalities



M. Murat Erdoğan | Burcuhan Şener | Merve Ağca





Hollanda Kraliyeti



TÜRK-ALMAN ÜNİVERSİTESİ
GÖÇ VE UYUM ARAŞTIRMALARI
MERKEZİ TURKISH-GERMAN
UNIVERSITY MIGRATION AND
INTEGRATION RESEARCH CENTER



URBAN REFUGEES OF MARMARA: PROCESS MANAGEMENT OF MUNICIPALITIES

Publication No: 145

ISBN No: 978-605-73799-3-1

Publication Year: 2021

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Illustration: Deniz İtak

Publisher:

Marmara Municipalities Union Publications

Address: Marmara Municipalities Union Sarıdemir Mah. Ragıp Gümüşpala Cad. No.10 34134 Eminönü/Fatih İstanbul/Turkey

Tel: +90 212 402 19 00

Fax: +90 212 402 19 55

Publisher Certificate No: 15668

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This publication was prepared by Marmara Municipalities Union Migration Policy Center, Turkish-German University Migration and Integration Research Center, and Zeytinburnu Municipality within the framework of a project that is supported by the Embassy of the Kingdom of the Netherlands MATRA Programme. Authors are the sole responsible of the content of this publication and it does not reflect the official view of the Embassy of the Kingdom of the Netherlands.

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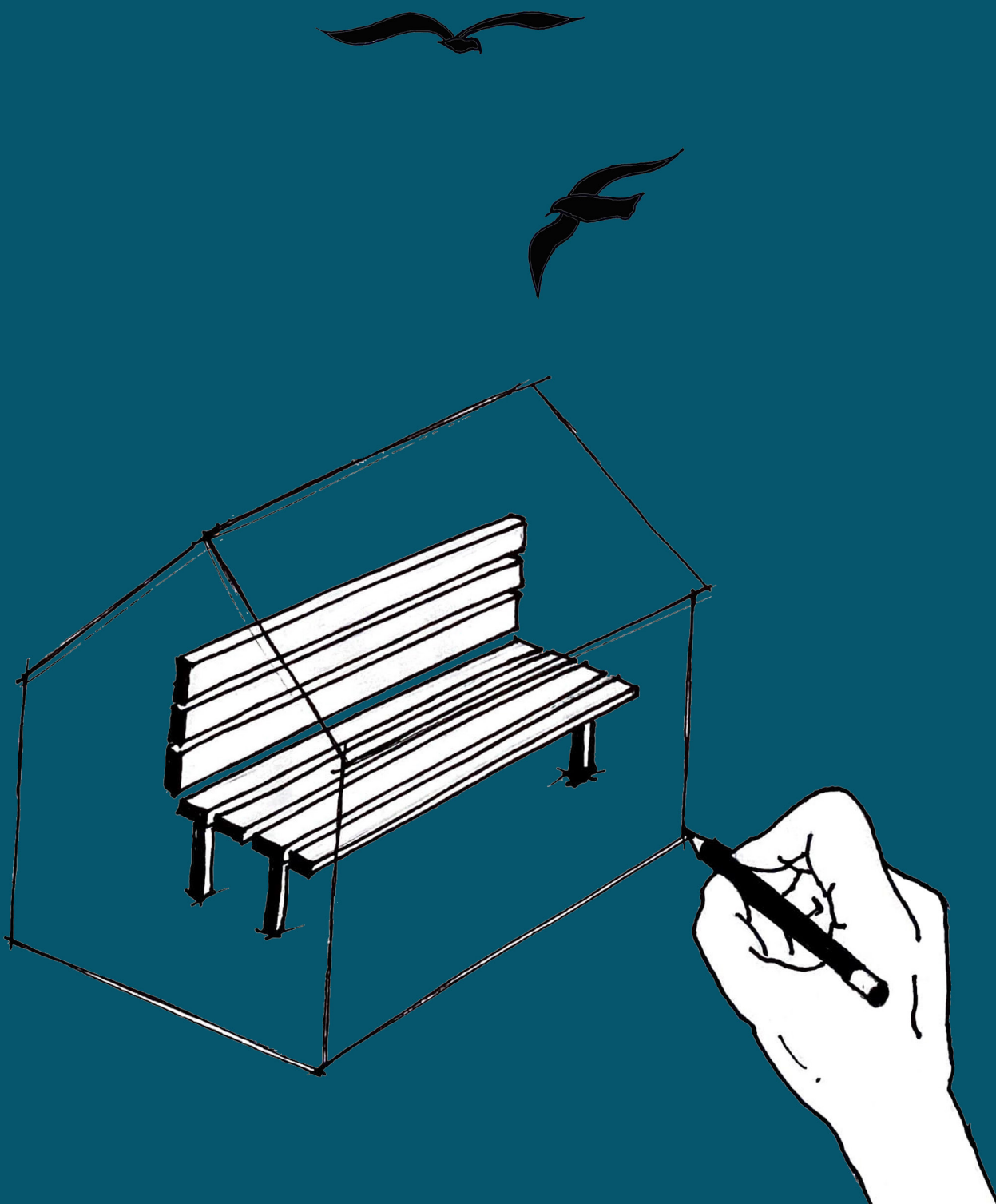
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abbreviations

3RP	Regional Refugee and Resilience Plan
ABPRS	Address Based Population Registration System
AFAD	Disaster and Emergency Management Presidency
DGMM	Directorate General of Migration Management
EU	European Union
Geneva Convention	Convention Relating to the Status of Refugees
ILO	International Labour Organization
IMM	Istanbul Metropolitan Municipality
INGEV	Human Development Foundation
IOM	International Organization for Migration
LFIP	Law on Foreigners and International Protection
MMU	Marmara Municipalities Union
MSFD	Marmara Region Spatial Development Strategic Framework Document
New York Protocol	Protocol Relating to the Status of Refugees
SB-2019	Syrians Barometer 2019
SDG	Sustainable Development Goals
ŞEY	Conditional Education Support
SUY	Social Cohesion Support
TURKSTAT	Turkish Statistical Institute
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees



introduction

The world is facing the largest-ever refugee crisis. Similar to climate change, disasters, wars, conflicts, discrimination, and inequalities, the migration will also continue. As the inevitable reality of today and tomorrow, migration is a phenomenon rather than a problem. However, if we are not able to manage the phenomenon of migration through the cooperation of all relevant actors, it is obvious that we will face many problems. International-level responsibility sharing for the refugees, further support for countries

with the most refugees, making refugees actively participate in governance processes, civil society and economy circles having more responsibility are among the major aims at the forefront in the search for permanent solutions. Strengthening the local governments that are responsible for serving the refugees that have become “urban refugees” almost all over the world is also one of these aims. Local governments are among the actors that play the most significant roles in the

migration management process, as they have direct contact with migrants, refugees, and the host communities.

As Marmara Municipalities Union (MMU), supporting the institutional capacities of municipalities and encouraging inter-municipality coordination are among our main purposes. A mass migration that started with Syrians in 2011 has led the Syrians starting to live in cities instead of camps, making the migration to directly fall into the municipalities' fields of work in Turkey. Therefore, under MMU we founded the Migration Policy Center in 2015 to create a common ground with relevant stakeholders in areas of migration, asylum, social cohesion, and urban belonging. Based on universal human rights, we started to conduct work to turn migration into a common benefit to migrant and host communities by supporting the development of institutional capacities of municipalities in their work on migrants and refugees. We have supported our municipalities by preparing the ground for information and experience sharing through cooperation with stakeholders in areas of law, finance, social

cohesion, and planning as well as through projects. In line with the multidisciplinary and multistakeholder nature of migration, we worked to spread the culture of producing together and cooperation of municipalities with public institutions, universities, international organizations, and civil society organizations. To support information and experience sharing between municipalities, we founded MMU Migration Platform comprising representatives of MMU member municipalities' relevant departments that conduct work on migrants and refugees. We also included other departments working on different areas such as law, strategy development, urban planning, and environmental management in our activities and production processes in order to encourage inter-unit coordination and raise awareness in municipalities.

To create a multi-faceted and sustainable social cohesion environment covering all social segments, it is significant at the local level to establish social, economic, administrative-legal structures and policies that will provide a basis for refugees to stand on their own feet, rather

than an understanding of social assistance. Social cohesion is one of the most important tools on the path to societies with happier and more successful individuals, social peace and trust, and economic development. Local governments have important duties in providing a multicultural and inclusive social cohesion environment which allows diversity in the cities. Cities and local governments play important roles in strengthening the belonging of migrants and refugees to the city, especially in areas that are the cornerstones of social cohesion, such as education, employment, and learning the language of the host country. To support them in fulfilling this responsibility, we organize various capacity building and awareness-raising programs for local governments, conduct field research, and develop policy recommendations based on the data we obtain from the field.

We directed our work based on the needs in the field in line with the report “Urban Refugees From “Detachment” to “Harmonization” - Syrian Refugees and Process Management of Municipalities: The Case of Istanbul” which

puts forward the results of our fieldwork coordinated by Prof. Murat Erdoğan in Istanbul in 2017 under MMU Migration Policy Center. This research titled “Urban Refugees of Marmara: Process Management of Municipalities” was conducted in the Marmara Region of Turkey as a continuation of the 2017 report. Surveys were conducted with the deputy mayor to whom the department providing services to migrants and refugees is affiliated, the director of the relevant department and an expert in the department in 94 municipalities in the provinces where MMU operates. The report of this comprehensive field research we conducted out on the scale of the Marmara Region reflects the needs and constraints of local governments in the field, with most of them working on urban refugees that have been living in cities for a long time.

I would like to thank Prof. M. Murat Erdoğan, Burcuhan Şener, and Merve Ağca, who have spent great efforts in preparing this study as well as the esteemed members of the Executive Board, members of the General Assembly, members

of the Migration Commission, the Secretary General, and the Migration Policy Center team of Marmara Municipalities Union. I would also like to thank the Embassy of the Kingdom of the Netherlands in Turkey, Zeytinburnu Municipality, and the Turkish-German University for all their support in conducting this study and the research process. Research and migration processes in history show that the longer the stay, the lower the probability and the rate of return. This reaffirms

that in order to manage migration, we need to address the issue of migration from a rights-based perspective and develop policies that support social cohesion. I hope that the report will be useful for determining the local need in the process of creating a local policy in line with nationwide policies, including all relevant stakeholders in the process, and developing a holistic perspective for inclusive and collaborative process management.

Assoc. Prof. Tahir Büyükakın
President of
Marmara Municipalities Union





foreword

One of the main turning points of Turkey's recent history to remain in memories was experienced on 29 April 2011. 252 Syrian asylum-seekers who arrived in Turkey through the border gate in Yayladağı, Hatay, fleeing the conflict environment in Syria that has a 911-km long border with Turkey, were the signs of an extraordinary period that nobody had then expected. Particularly after 2013, the crisis in Syria turned into a civil war with multiple sides. 6,7 million Syrians, fleeing the merciless war environment

in Syria that has lasted over a decade, left their country, while 6,6 million people were internally displaced within the country. It is unfortunately very hard to predict when the war in Syria, that has experienced one of the most dramatic forced migrations in history, would end, and when peace will arrive. More than half of 6,7 million people fleeing the conflict and war in Syria came to Turkey. Lebanon and Jordan have followed Turkey in hosting Syrians. Considering 1 million Syrians going to Europe

through Turkey, it can be said that at least 5 million Syrians came to Turkey in 2011-2021. There are still over 3,8 million Syrians living in Turkey, with 3,7 million under temporary protection and 100.000 of them with residency. Turkey, particularly after 2013, has also been subjected to asylum seekers and irregular migrants from Afghanistan, Iran, and Iraq in numbers unseen throughout its history. So, while the number of foreigners arriving in Turkey for international protection was 58 thousand in 2011, this number surpassed 4 million in 2021, with 3,7 million of them Syrians and 330 thousand other asylum seekers.

The demographic change of Syrians in Turkey in 2011-2021 is noteworthy. More than 650.000 Syrian children were born in Turkey over the past 10 years. 150.000 Syrians were given Turkish citizenship. 770.000 Syrian children are taking education in Turkish state schools and nearly 40.000 Syrian university students are studying in Turkish universities. Over 1 million Syrians are working in Turkey. The number of Syrians staying in camps in Turkey

has dropped to 52 thousand, that is 1,4% of all Syrians under temporary protection, and most importantly, Syrians are living across Turkey and mostly in urban areas together with the Turkish society. While the tendency of Syrians to return to their country is rapidly decreasing due to the escalating war and destruction in Syria, their efforts to build their lives in Turkey are increasingly rising.

When Syrians arrived in Turkey, they were placed in camps (temporary accommodation centers) along the border area in 2011-2013. However, the real breaking point was experienced when their numbers increased after 2013 and Syrians were allowed to leave the border area. Syrians had the opportunity to choose the locations to live based on their will as there was no central settlement planning. As expected, Syrians mostly preferred locations where they have friends, where they can find a job, where they can have the opportunity of an economic life, and where they can better benefit from state services. The Syrians' mobility from the border area to Turkey's

western regions, particularly the Marmara Region, continued intensely until 2018. This situation led to extraordinarily unbalanced settlements in regions, provinces, districts, and even neighborhoods. The Syrian population compared to their own population exceeded 80% in some provinces and districts, while this rate in some areas could not even reach 0,1%. At exactly this point, those who are mostly affected and need to respond to this issue were municipalities, de facto, if not formally.

As mentioned frequently, if the problem is at the local level, the solution should also be local. However, the municipalities have faced financial constraints, legal problems, and institutional capacity problems in this issue. The Municipal Law in Turkey allows municipalities to provide services to foreigners living within their borders based on the principle of fellow citizenship. Since the central income sources of municipalities are determined according to the Address Based Population Registration System (Adrese Dayalı Nüfus Kayıt Sistemi – ABPRS) data, the financial support gap in services

provided by municipalities in locations with Syrians under temporary protection is rising each day. Despite this, municipalities in Turkey have spent extraordinary efforts in the past 10 years to provide services to foreigners living in district borders by also using the international sources.

The report of the first study centered on local government within the context of Syrians in Turkey published by MMU in 2017, “Urban Refugees From “Detachment” to “Harmonization” - Syrian Refugees and Process Management of Municipalities: The Case of Istanbul,” was a significant work putting forward the situation and policy recommendations in the metropolitan and district municipalities of Istanbul that had become the most refugee-hosting province within a short time in Turkey. Since that study, both the number of Syrians under temporary protection and their tendency to permanently stay in Turkey have increased, while the municipalities have also become more active in the migration governance. This very study has been conducted to evaluate

all of the above by covering the whole Marmara Region as well as Bolu and Düzce provinces and responding to the need of developing policy recommendations.

The total population of 13 provinces (Balıkesir, Bilecik, Bolu, Bursa, Çanakkale, Düzce, Edirne, Istanbul, Kırklareli, Kocaeli, Sakarya, Tekirdağ, Yalova) covered by the research including those in the Marmara Region is 26,4 million. The population of Syrians registered in these provinces is around 811 thousand. However, the population of Syrians in provinces covered by the research is estimated to be around 1,2-1,5 million, if their number is considered based on where they live rather than where they are registered. When it is considered that there are significant differences in the number of Syrians among cities, districts, and neighborhoods, it is important to draw attention to social cohesion processes at the local level and make policy recommendations for resolving problems that municipalities face.

This research, titled “Urban Refugees of Marmara:

Process Management of Municipalities”, has been the most comprehensive local government study so far on the issue of Syrians in Turkey. The research was carried out through interviews in 94 metropolitan, provincial, and district municipalities in 13 provinces. The interviews were conducted in principle with a deputy mayor, a director, and an expert related to the issue in each municipality. A total of 268 interviews were conducted with 88 deputy mayors, 78 directors, and 102 experts. The fieldwork of the study was conducted by SAM Research, partially online and partially in-person due to the pandemic.

This study has been conducted in cooperation with Marmara Municipalities Union, Turkish-German University Migration and Integration Research Center, and Zeytinburnu Municipality within the framework of a project that is supported by the Embassy of the Kingdom of the Netherlands MATRA Programme.

The research design, implementation, and reporting were done by Prof. M. Murat Erdoğan, Burcuhan Şener, Merve Ağca, and Dr. Zeynep

Balcioğlu. In the realization of this study, President of Marmara Municipalities Union Assoc. Prof. Tahir Büyükakın, Secretary General of Marmara Municipalities Union Dr. M. Cemil Arslan, Mayor of Zeytinburnu Municipality Mr. Ömer Arısoy, and Deputy Head of Mission of the Embassy of the Kingdom of the Netherlands in Turkey Mr. Erik Weststrate have made great contributions. I am very grateful to all of them. I particularly thank Zeytinburnu Municipality Director of Social Affairs Mr. Sami Ünlü, Zeytinburnu Municipality General Coordinator of AKDEM (Center for Support of Families, Women and the Disabled) Bihter Dazkır Erdendoğdu, Senior Officer of MATRA (Social Transformation) Projects at the Embassy of the Kingdom of the Netherlands Deniz Bezirgan, who have provided extraordinary support during this project process.

Burcuhan Şener (MMU), Merve Ağca (MMU), and Dr. Zeynep Balcioğlu (Northeastern University) have spent the most efforts in the development and realization of the project. I am grateful to them for their efforts, seriousness, and

meticulousness. Without them, this project would not have been possible. Also, I would like to thank SAM Research for their efforts and meticulousness under the pandemic conditions.

We think that this study is valuable as it has revealed the Marmara Region local governments' successful process managements about refugees, with most of them globally considered "exemplary work of implementation," despite constraints related to legal, financial, and institutional capacity. The study is also significant in determining the needs and putting forward policy recommendations for better process management. Maybe the most important point in this study is stressing the significance of strengthening the role of municipalities and solving the problems locally by pointing to the importance and the necessity of social cohesion processes at the local level. It is obvious that the process about refugees in Turkey is a process that the municipalities face without any involvement and opportunity to make prior planning, where uncertainties are quite effective, and

therefore hard to manage. However, despite these difficulties, the municipalities through great efforts are trying hard to provide services to the refugees while also spending efforts to provide uninterrupted services to the citizens. So, they aim to contribute to social cohesion and local democracy through their policies about the issue of

Syrian refugees, perhaps one of the biggest humanitarian crises in Turkey's history. We appreciate the efforts of municipalities in terms of crisis management, development, social cohesion, and particularly local democracy in Turkey. It will be our only expectation that this study will contribute to these efforts, at least to some extent.

Prof. M. Murat Erdoğan





about the research

It has been 10 years since the March 2011 anti-administration demonstrations in Syria in a short time turned into a civil war that caused hundreds of thousands of people to die, millions to get injured and leave their country, and that caused the destruction of most of the country. It is unfortunately yet to be known how long this war and conflict environment will last. According to the data

by the United Nations High Commissioner for Refugees (UNHCR), since the first day of the war, nearly 6,7 million people were forced to leave Syria, while 6,6 million were internally displaced.¹ The Syrian crisis, becoming one of the biggest disasters of the last 100 years, has seriously affected the neighboring countries Turkey, Lebanon, and Jordan, where those fleeing the war, death,

¹ "Figures at a Glance", UNHCR, (Access: 21.07.2021), <https://www.unhcr.org/figures-at-a-glance.html> & "Operational Situation", UNHCR, (Access: 21.07.2021), <https://data2.unhcr.org/en/situations/syria> & "Syria emergency", UNHCR, (Access: 21.07.2021), <https://www.unhcr.org/syria-emergency.html>.

Since 2011, nearly 6,7 million people were forced to leave Syria, while 6,6 million Syrians were internally displaced.

and oppression sought refuge.

Syrian refugees that started to arrive in Turkey from 29 April 2011, have completed their 10th year in Turkey. Although Turkey is an important transit and target country of international humanitarian mobility, the country for the last 10 years has faced a situation that it has not experienced in its history. While Turkey was hosting only 58 thousand refugees in 2011,² when Syrians started to arrive in the country, the number of refugees all of a sudden reached several

millions, and since 2014, has been the country hosting the most refugees globally.³ According to data by the Directorate General of Migration Management (DGMM), as of 21 April 2021, there are 3.671.811 Syrians under temporary protection in Turkey.⁴ Other than Syrians, during the 10-year period of 2010-2020, over 530 thousand foreigners applied for international protection in Turkey.⁵ UNHCR says that as of 2020, there are 330 thousand people in Turkey that applied for international protection.⁶ So,

² This study uses the concepts of "Syrian(s)", "asylum-seeker(s)", and "refugee(s)" to refer to the Syrians who have the status of "Temporary Protection" in Turkey while being fully aware of the fact that they are not formally recognized as such in the Turkish legal system. Adoption of this terminology refers to the sociological and daily usage of these concepts, and not to their legal or official meanings. As it is known, even though Turkey is a party to both 1951 Geneva Convention and 1967 New York Protocol Relating to Legal Status of Refugees, it retains the geographical limitation in the Convention. Therefore, the number of individuals who officially have the refugee status in Turkey is 28 as of 2020. The Law on Foreigners and International Protection, which entered into force in 2013, also adopted this approach while regulating the statuses of "refugee", "conditional refugee", and "subsidiary protection". The asylum-seekers arriving from Syria, on the other hand, were granted another protective status, namely "Temporary Protection".

³ M. Murat Erdoğan, *Syrians Barometer 2019 - A Framework for Achieving Social Cohesion with Syrians in Turkey*, Ankara, Orion Kitabevi, 2020, p.22.

⁴ "Temporary Protection Statistics," DGMM, (Access: 21.04.2021), <https://en.goc.gov.tr/temporary-protection27>.

⁵ "International Protection Statistics," DGMM, (Access: 21.04.2021), <https://en.goc.gov.tr/international-protection17>.

⁶ "UNHCR Turkey Statistics", UNHCR, (Access: 21.04.2021), <https://www.unhcr.org/tr/wp-content/uploads/sites/14/2021/04/webeng.jpg>.

it is understood that the number of Syrians and other refugees in Turkey has exceeded 4 million. Also, there are 886 thousand foreign nationals living with residence permit in Turkey as of the end of 2020.⁷ The increasing number of irregular migrants in recent years in Turkey is estimated to be nearly 1,5 million.⁸ Therefore, the number of people that are not citizens of the Republic of Turkey is over 6 million. This number is more than 7,2% of Turkey's population which is around 83 million. It should not be forgotten that over 5 million people living in Turkey with residence permit have arrived in Turkey in the last 10 years.

Syrians who took refuge in Turkey mostly stayed in camps

at the border area for two years from 2011, when the border crossings started. The crisis in Syria that turned into a violent civil war after 2013 and its escalation with more complications also accelerated the process that Syrians fled the country. Until the end of 2011, the number of Syrians arriving in Turkey was 14 thousand, while this number increased to 224 thousand by the end of 2012, to 1,5 million by the end of 2014, and to 2,5 million by the end of 2015. During this process, 26 camps with a capacity of around 250 thousand were built in Turkey. However, the refugee numbers that well surpassed the camps' capacity made it compulsory for a policy change. Starting from

More than 6 million foreigners currently living in Turkey constitute over 7,2% of Turkey's population.

⁷ "Residence Permits Statistics," DGMM, (Access: 21.04.2021), <https://en.goc.gov.tr/residence-permits>.

⁸ The number of irregular migrants "apprehended" in Turkey since 2015 is over 1,4 million. A part of these migrants (nearly 15-20%) have been deported. However, the number of those still in Turkey is unknown. Also, the number of "irregular migrants yet to be apprehended" is probably quite high, while it is not possible to access concrete data on this issue, other than estimated numbers.

2018, the camps were closed one by one, and the number of refugees living in camps gradually decreased. By the end of 2021, the number of Syrians staying in camps dropped to 52 thousand, corresponding to 1,4% of Syrians under temporary protection. This led to a sociological change of almost all refugees in Turkey to live as “urban refugees” outside of camps in urban areas together with Turkish society.

It is estimated that more than 80% of refugees in Turkey live in urban areas, although some of them are engaged in agriculture or animal husbandry in rural areas. Service providers for refugees living in urban areas are in general the local governments and national or international civil society organizations. Humanitarian aid networks and systems that were developed for camps initially had difficulty in understanding the reality of urban refugees, with the dynamics of forced migration that emerged in years, there were also transformations in these systems. Most policy papers about forced migration published by international organizations since 2011 have explained the

necessity of supporting and strengthening local actors such as municipalities as well as expanding their area of influence to cover the refugees instead of developing parallel systems for the welfare and integration of urban refugees.

Another important reality about the issue of Syrians becoming urban refugees is the unbalanced distribution among regions, provinces, districts, and even the neighborhoods. Turkey has associated Syrian refugees with the crisis in Syria, expecting the Syrians to return to their country after restoration of the peace environment in Syria. This situation resulted in defining many policies -even the status of Syrians- through permanency. Due to an approach dominated by permanency, there was no planning for settlement, so Syrians after 2013 started to settle in locations of their willing. This led to a sociological breaking point that would deeply affect the whole process. It can be stated that some factors played important role in that the refugees in Turkey left the border areas and spread to economically more developed regions of Turkey as well as in

their location preferences:

- Finding work places and opportunities,
- Going to places where there are people that they know such as friends, relatives, fellow citizens, etc. (clustering) and taking their support, living within solidarity networks,
- Finding places with affordable life costs, particularly housing rents,
- Benefiting better from support of municipalities and other public institutions in locations they settle,
- Finding ideal locations for the education of their children,
- Creating ideal environment for constructing their individual and family future.⁹

As refugees, particularly Syrians, that voluntarily settle in urban areas, increase in numbers and as their tendency to stay permanently is perceived, concerns and occasional complaints emerge

among the local people.¹⁰

The local people share these concerns -such as loss of jobs, increased unrest and crime rates, deterioration of public services and deterioration of identity- through complaints with the administrators. This has made it very difficult for local administrators that are obliged with providing services -without any additional financial support- to everyone in their areas of governance to do their work, while they have no opportunity of preference or to get involved in the process management.

It is also known that refugees, in order to maintain their lives in the best way possible while living in cities they settle, find themselves fighting poverty, language barrier, obstacles in accessing social services, and discrimination.

The main institution that refugees apply for support during their routine lives is the municipalities. Across most of Turkey, metropolitan, provincial, and district municipalities establish institutional structures

9 Erdoğan, Syrians Barometer 2019 & M. Murat Erdoğan and Metin Çorabatır, "Qudra Program Research Panel: Demographical Development of the Syrian Refugee Population and its Potential Impacts on The Education, Employment and Municipality Services in Turkey in Near Future", 2019, (Access: 21.04.2021), https://39930e27-562f-45ee-8eca-5a5dea2fddb6.filesusr.com/ugd/c99bb3_7d090800022a4a33a4a13a781c5aa19e.pdf?index=true.

10 M. Murat Erdoğan, "Securitization from Society' and 'Social Acceptance': Political Party-Based Approaches in Turkey to Syrian Refugees", Uluslararası İlişkiler, Vol. 17, No. 68 (2020): 73-92, doi: 10.33458/uidergisi.883022.

by developing service models for meeting the needs of refugees that live within their borders, despite all limitations in regulations, insufficient capacities, and budget limitations. It is observed that many municipalities refrain from taking direct initiatives due to both insufficient capacities and resources and local reactions. However, despite resource, capacity and jurisdiction limitations as well as local people's reactions during those 10 years, it is also observed that many other municipalities that have high numbers of refugees in their areas conduct very successful work, build systems, and develop their capacities. Without doubt, during this process, international organizations, non-governmental organizations (NGOs) and philanthropists, have made significant contributions. Nevertheless, perhaps the most important savior of the process is the local people with

the extraordinary solidarity and resiliency they showed that despite all concerns and complaints.

This comprehensive study titled “Urban Refugees of Marmara: Process Management of Municipalities” has been designed as a more comprehensive one with a wider range of research area to build on a previous study titled “Urban Refugees From ‘Detachment’ to ‘Harmonization’ - Syrian Refugees and Process Management of Municipalities: The Case of Istanbul”¹¹ conducted by Prof. M. Murat Erdoğan for Marmara Municipalities Union (MMU) and published in 2017. The research area was set to include 13 provinces that are MMU members (Balıkesir, Bilecik, Bolu,¹² Bursa, Düzce,¹³ Çanakkale, Edirne, Istanbul, Kırklareli, Kocaeli, Sakarya, Tekirdağ, and Yalova). A total of 268 comprehensive surveys in three phases were conducted in

11 See M. Murat Erdoğan, MMU, “Urban Refugees From ‘Detachment’ to ‘Harmonization’ - Syrian Refugees and Process Management of Municipalities: The Case of Istanbul,” Istanbul: Marmara Municipalities Union Publications, 2017, (Access: 20.11.2021), <https://marmara.gov.tr/UserFiles/Attachments/2017/04/14/69d13b46-9e36-4d95-9940-5b88bea867dc.pdf>.

12 Although Bolu is not geographically in the Marmara Region, it was covered by this research because of being an MMU member. Bolu Municipality, an MMU member during the research, left the membership after the date the research was completed, but was not removed from the research.

13 Although Düzce is not geographically in the Marmara Region, it was covered by this research because of being an MMU member. Düzce Municipality, an MMU member at the beginning of the research, left the membership during the research, but was not removed from the research.

94 municipalities, including the metropolitan, provincial, and district municipalities. In order to better analyze the process management of municipalities, the surveys were conducted at each municipality's relevant deputy mayor to whom the main department providing service to refugees is affiliated, the director of the relevant department and an expert working in this department. In the analyses of surveys, the general situation, this trio structure, and the province-based situation were separately considered. The fieldwork in May-October 2020 was carried out in-person, over the phone, and online due to the pandemic conditions. The surveys were conducted with 88 deputy mayors, 78 directors, and 102 experts. In 75 municipalities, representatives from all three positions were surveyed (See Table 9).

This study, through its findings, aims to determine the needs in the field and contribute to the development of services by analyzing the current

condition about the Marmara Region¹⁴ municipalities' work on refugees. Unlike similar studies, the study also aims to reveal the perspectives of employees in municipalities about refugees along with the ways municipalities relate to refugees at the institutional level. In line with these aims, it tries to trace the services provided by municipalities for refugees as well as their needs, capacity developments, and institutional transformations experienced while providing these services. This research, with a high level of representativeness and high level of confidence academically, aims to find out the development areas in service-providing of municipalities by benefiting from the "public sector motivation" literature, and also to make various policy recommendations.

This study at the scale of the Marmara Region aims to understand the process experienced with the Syrian migration since 2011, reveal the local governments' capacities,

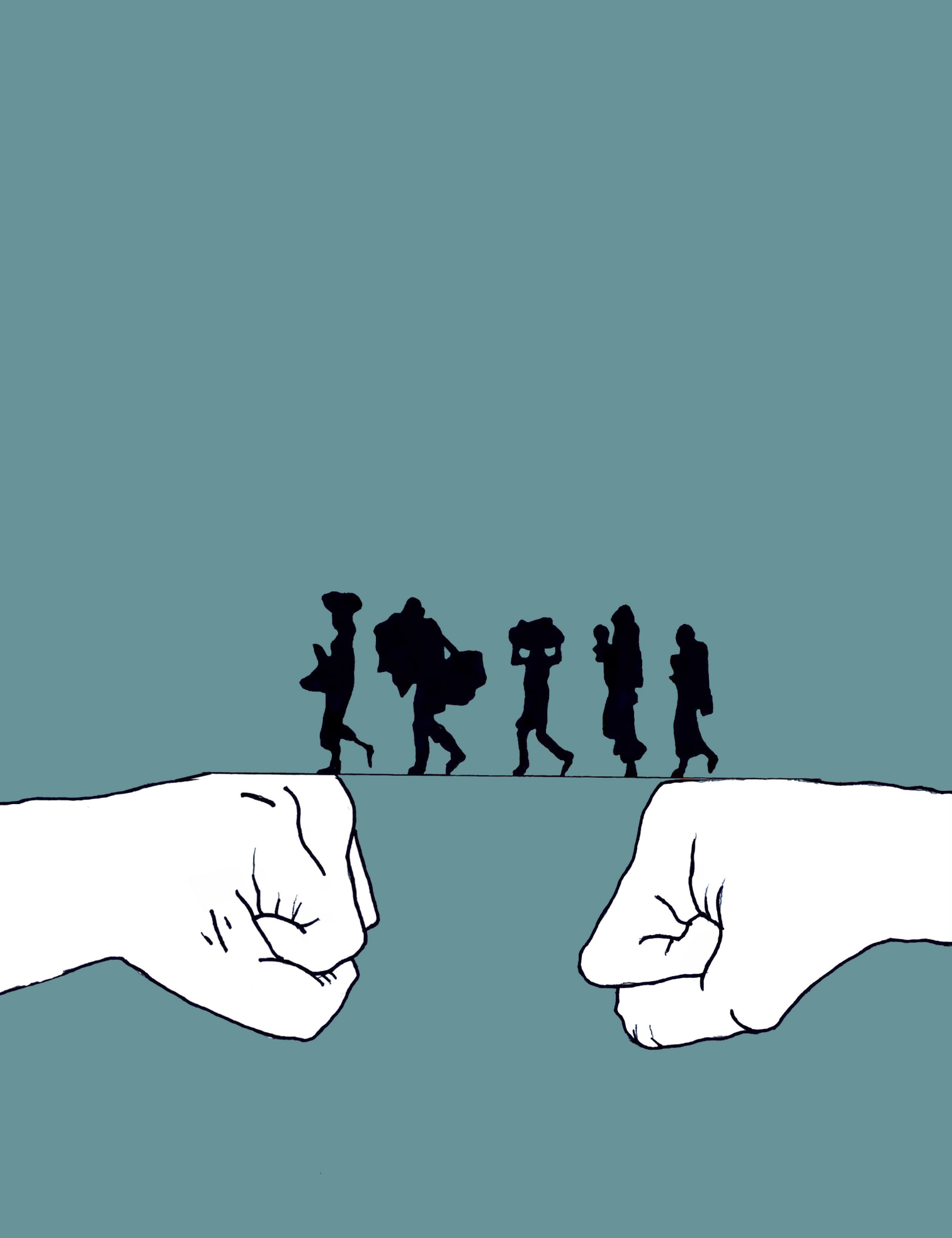
¹⁴ Within the scope of this research, the term "Marmara Region" was occasionally used with its broad meaning to cover all 13 provinces within the research area, while the information of provinces covered within the scope is provided individually when quantitative data is shared.

roles, needs, and challenges faced in service-providing while tackling this issue, and develop policy recommendations to make the process management more effective and efficient. Although the issue of refugees is shaped by central government decisions, it is not possible for local governments, which face tens of thousands and even hundreds of thousands of asylum seekers in a very short time, to refrain from providing services to the newcomers. The success of local governments, encountering objections and pressures of the local people in the meanwhile, is noteworthy in terms of Turkey's national

policy of social cohesion. Municipalities, one of the first pillars of social assistance in Turkey, come to the forefront as important actors of social cohesion at the local level as well as in refugees' struggle against poverty. This study suggests that local initiative and social cohesion at the local level should be prioritized in process management. It also reveals that determining the jurisdiction of local governments regarding studies on migrants and refugees, developing their capacities, and transferring resources to the local governments have become a necessity.







asylum and migration legislation in Turkey

1951 Geneva Convention and 1967 New York Protocol

Even though the concept of asylum can be traced back to early ages, its modern understanding and the status

of “refugee” were shaped by the Convention Relating to the Status of Refugees (aka Geneva Convention) signed on July 28th, 1951, in Geneva. More commonly known as the 1951 Geneva Convention, this international agreement aimed at legally determining the statuses of individuals displaced

by the events that “occurred before 1951 in Europe”.

1951 Geneva Convention defines the term “refugee” in its Article 1:

“Any person who, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.”¹⁵

1951 Geneva Convention was later revised in 1967 by the “Protocol Relating to the Status of Refugees”¹⁶ (aka New York Protocol), which has lifted the geographical and time limitations that were included in the Convention. In other words, while the 1951

Geneva Convention limited the definition of refugees regarding both time (“events occurring before 1951”) and geography (“events occurring in Europe”), 1967 New York Protocol lifted both limitations. However, the decision to apply this expansion regarding time and geography was left to member states.

Turkey is a party to both the 1951 Geneva Convention and 1967 New York Protocol. However, while lifting the “time limitation”, Turkey did not lift the “geographical limitation” included in the 1951 Geneva Convention, thereby continuing to define the status of refugee only in reference to people from Europe. Today, among the 149 countries that are party to the Geneva Convention, Kongo, Madagascar, and Monaco still retain this geographical limitation besides Turkey. With this background, the number of individuals with the legal status of “refugee” in Turkey was only 28 in 2020. Since Turkey does not grant refugee status to any individual coming from outside of Europe, the

¹⁵ “Convention and Protocol Relating to the Status of Refugees”, UNHCR, 1951, (Access: 07.12.2021), <https://www.unhcr.org/3b66c2aa10>.

¹⁶ “Protocol Relating to the Status of Refugees”, OHCHR, 1967, (Access: 07.12.2021), <https://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolStatusOfRefugees.aspx>.

There are around a million foreigners living in Turkey with a residence permit.

national legislation adopted in 2013 introduced two new international protection statuses, “conditional refugee” and “subsidiary protection”, in addition to that of “refugee”. Turkey is the first country to use the status of “conditional refugee” in asylum legislation. The concept of “asylum seeker”, which is commonly used to refer to individuals who applied to receive refugee status, is not used in the relevant legislation in Turkey.

Development of Asylum Legislation in Turkey

Turkey has been a classical “transit country” in the context of international human mobility until 2000s. Following the end of the Cold War, Turkey’s socio-economic development

has quickly transformed the country into a destination for international migration in addition to being a transit country. This has affected both regular and irregular migration movements. Today, there are around a million foreigners living in Turkey with a residence permit.

Turkey’s relations with the European Union (EU) have been a significant factor leading the country to reform its migration and border management systems. As a result of growing Turkey-EU relations, efforts have been intensified to establish a new migration and border management system in tune with the EU acquis. Following Turkey’s official recognition as a “candidate country” in December 1999, issues of migration and border security were included both in the “Accession Partnership

Document”¹⁷ prepared by the EU and the “National Program”¹⁸ prepared by Turkey as part of short, medium, and long-term plans. The rapprochement between Turkey and the EU has further accelerated following deceleration of Turkey as an EU candidate and beginning of the accession negotiations in 2005. The fact that Turkey’s accession would turn Turkey’s eastern borders into EU’s eastern borders meant that efforts for a common migration and border management were strengthened. The priority and significance of these efforts were further accentuated by the developments in the Middle East, named as the “Arab Spring”, and the human movements created by them. These developments also brought the issue of a readmission agreement to the center of discussions. In this context, Turkey aimed at finalizing the new legal

regulations on migration and migrants by 2007, even though the law and policy-making processes took longer than planned. The Law on Foreigners and International Protection was adopted on 11 April 2013 and the Turkey-EU Readmission Agreement¹⁹ was signed on 16 December 2016.

While efforts to improve legislation have continued as driven by the domestic needs in Turkey and relations with EU, the most important development affecting the whole process in the country after 2011 took place outside of Turkey’s borders. As the anti-regime demonstrations that started in March 2011 quickly turned into a civil war with multiple actors in Syria, an extraordinary movement of forced migrants started towards Turkey. Inevitably, this development significantly affected the efforts for legislation in Turkey.

17 “Council Decision of 8 March 2001 on the Principles, Priorities, Intermediate Objectives and Conditions Contained in the Accession Partnership with the Republic of Turkey”, Republic of Turkey Ministry of Foreign Affairs Directorate for EU Affairs, 2001/235/EC, (Access: 10.12.2021), https://www.ab.gov.tr/files/AB_Iliskileri/Tur_En_Realitons/Apd/Turkey_APD_2001.pdf.

18 “Avrupa Birliği Müktesebatının Üstlenilmesine İlişkin Türkiye Ulusal Programı” ile “Avrupa Birliği Müktesebatının Üstlenilmesine İlişkin Türkiye Ulusal Programının Uygulanması, Koordinasyonu ve İzlenmesine Dair Bakanlar Kurulu Kararı” (Council of Ministers Decision on the National Programme for the Adoption of the Acquis), (In Turkish), Republic of Turkey Ministry of Foreign Affairs Directorate for EU Affairs, 2001, (Access: 10.12.2021), https://www.ab.gov.tr/_195_en.html.

19 “Agreement between the European Union and the Republic of Turkey on the readmission of persons residing without authorisation”, Official Journal of the European Union, (Access: 21.04.2021), [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0507\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0507(01)&from=EN).

Therefore, even though the legislation-making efforts predate the Syrian civil war, the formation and transformation of the relevant legislation were shaped in such a way to include those asylum-seekers taking refuge in the country because of this war.

Law on Foreigners and International Protection

The fundamental piece of legislation for Turkey's migration policies is the Law No. 6458 on Foreigners and International Protection (LFIP)²⁰ that came into force on 11 April 2013 upon being published in the Official Gazette. This Law transferred authority over foreigners, which used to belong to "foreigners police department" until 2014, to the Directorate General of Migration Management (DGMM)²¹ which was to start operation on 11 Nisan 2014, one year after the LFIP. DGMM is among

the major reforms initiated by the LFIP. Contrary to popular opinion, even though the arrival of Syrians since April 2011 did affect the preparations for the LFIP, both the preparations for the Law and the establishment process of DGMM had started at a time when the issue of Syrian refugees was not on the agenda. While there were around 1 million Syrians in Turkey on the date the LFIP entered into force, the number of Syrians was over 1,5 million when DGMM became operational.

DGMM, which became operational in April 2014 and started its provincial organization at the end of that year, could only assume the work related to these processes in 2018. The operations regarding Syrians in Turkey were conducted by the "Disaster and Emergency Management Presidency" (AFAD) reflecting the dominant perspective emergency and disaster towards the issue.²²

²⁰ "Law No. 6458 on Foreigners and International Protection", (Unofficial translation), DGMM, 2013, (Access: 07.12.2021), <https://en.goc.gov.tr/lfip>.

²¹ After this study was completed, the Directorate General of Migration Management was turned into the Presidency of Migration Management with the Presidential Executive Order No. 85 that was published in the Official Gazette on 29 October 2021.

²² While it was under the Prime Ministry until then, AFAD became a part of the Ministry of Interior by the Presidential Executive Order No. 4 published in the Official Gazette on 15 July 2018.

The first comprehensive piece of national legislation on migration policy, the LFIP has brought many innovations to the migration legislation in Turkey while keeping some of the old regulations in place. It clearly spelled out the details of international protection in addition to introducing for the first time the concepts such as refugee, conditional refugee, subsidiary protection, and temporary protection, which did not exist in the national legislation before. The LFIP also embraced the “geographical limitation” in its definition of refugees that Turkey retained from the 1951 Geneva Convention, which has often been criticized. While there were some talks of lifting this limitation during Turkey’s accession negotiations with the EU, Turkey declares that it could only lift the limitation when the EU membership prospects became clear.

Temporary Protection Regulation

The LFIP foresees that the status of “temporary protection” would

be used in response to mass inflows of forced migrants since refugee status is customarily granted through a process initiated by “an individual’s application”. Temporary protection was used by the EU towards the mass movement of asylum-seekers displaced by the Balkan War in 1990s. Article 91 of the LFIP makes a reference to the “temporary protection” status. The details of what this status entails were later laid out by the Temporary Protection Regulation adopted by Turkey’s Council of Ministers on 22 October 2014. The Provisional Article 1 of this Regulation states that those Syrians who took refuge in Turkey escaping the civil war in Syria would be placed under temporary protection. It also declares that due to this status their “applications for international protection would not be processed”.

The Provisional Article 1 one of Temporary Protection Regulation is as follows:

“The citizens of the Syrian Arab Republic, stateless persons and refugees who have arrived at or crossed our borders coming from

Syrian Arab Republic as part of a mass influx or individually for temporary protection purposes due to the events that have taken place in Syrian Arab Republic since 28 April 2011 shall be covered under

temporary protection, even if they have filed an application for international protection. Individual applications for international protection shall not be processed during the implementation of temporary protection.”²³



²³ “Temporary Protection Regulation”, (Unofficial translation), Refworld, 2014, (Access: 21.04.2021), <https://www.refworld.org/docid/56572fd74.html>.



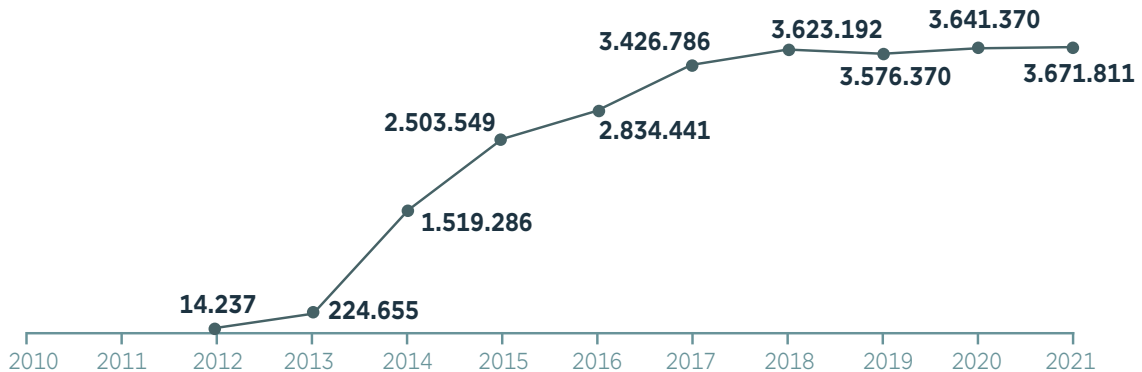
Syrians and other refugees in Turkey

Demographic Profile of Syrian Refugees in Turkey

While the number of Syrians under temporary protection in Turkey was 14 thousand at the end of 2011 and 224 thousand at the end of 2012, it exceeded 3,5 million by 2017. In fact, the number of Syrians got stabilized

around 3,5 million between 2016 and 2020. According to data released by official institutions, around 400 thousand Syrians voluntarily returned to their country while approximately 1 million Syrians moved from Turkey to other countries, particularly those in Europe. 150 thousand Syrians obtained Turkish citizenship. Despite all

Graphic 1: Number of Syrians Under Temporary Protection in Turkey by Year



Source: DGMM, 21.04.2021

these, the number of Syrians in Turkey has been increasing due to the number of Syrian babies born in Turkey, whose total number between 2011 and 2020 is more than 630 thousand.²⁴ The average number of newborn Syrians in Turkey has been around 100-110 thousand every year since 2016. According to statistics released by DGMM, there are 3.671.811 Syrians under temporary protection in Turkey as of 21 April 2021. Moreover, there are around 95 thousand Syrians who live in Turkey with a residence permit.

As of 21 April 2021, the number

of Syrians living in camps in Turkey is approximately 57 thousand, which roughly corresponds to 1,5% of all Syrians under temporary protection in Turkey. It is known that almost all of the 3 million 614 thousand Syrians that live outside of camps reside in urban places, apart from a small group who lives in rural areas. While the most Syrians settled in places near the Syrian border in the initial years of migration, it is observed that today a large majority of Syrians live in large metropolitans like Istanbul, Bursa, and İzmir as well as other cities in the western parts of Turkey.

²⁴ The total number of Syrian babies born in Turkey between 2011 and 2015 is 118 thousand. The numbers of Syrian babies born in Turkey were 82 thousand in 2016, 111 thousand in 2017, 113 thousand in 2018, 107 thousand in 2019, and 101 thousand in 2020. As of 2020, the average number of Syrian babies born daily in Turkey is 276 (Erdoğan, Syrians Barometer 2019, p.30-31).

While the number of Syrians under temporary protection in Turkey was 14 thousand at the end of 2011 and 224 thousand at the end of 2012, it exceeded 3,5 million by 2017.

Table 1: Distribution of Syrians under Temporary Protection in Turkey by Province

Province	Population of Turkish Citizens	Population of Syrians Under Temporary Protection	Ratio of Population of Syrians Under Protection to Population of Turkish Citizens (%)
Adana	2.244.748	254.156	11,32
Adıyaman	631.039	22.344	3,54
Afyonkarahisar	725.813	11.597	1,60
Ağrı	534.586	1.233	0,23
Aksaray	408.201	3.724	0,91
Amasya	331.263	1.030	0,31
Ankara	5.506.786	101.077	1,84
Antalya	2.454.014	3.236	0,13
Ardahan	95.920	114	0,12
Artvin	168.860	41	0,02
Aydın	1.108.754	8.093	0,73
Balıkesir	1.229.782	4.872	0,40
Bartın	197.422	271	0,14
Batman	619.021	15.547	2,51
Bayburt	81.372	25	0,03
Bilecik	215.480	613	0,28
Bingöl	281.433	1.058	0,38
Bitlis	350.663	1.277	0,36
Bolu	304.628	4.073	1,34

URBAN REFUGEES OF MARMARA

PROCESS MANAGEMENT OF MUNICIPALITIES

Province	Population of Turkish Citizens	Population of Syrians Under Temporary Protection	Ratio of Population of Syrians Under Protection to Population of Turkish Citizens (%)
Burdur	262.897	8.265	3,14
Bursa	3.057.247	179.590	5,87
Çanakkale	536.513	5.263	0,98
Çankırı	186.603	812	0,44
Çorum	519.193	3.207	0,62
Denizli	1.028.170	13.152	1,28
Diyarbakır	1.782.256	23.743	1,33
Düzce	389.471	1.748	0,45
Edirne	402.237	1.058	0,26
Elazığ	585.450	12.479	2,13
Erzincan	231.126	120	0,05
Erzurum	753.742	1.141	0,15
Eskişehir	865.311	5.661	0,65
Gaziantep	2.085.795	449.014	21,53
Giresun	443.544	236	0,05
Gümüşhane	139.712	88	0,06
Hakkari	279.858	5.135	1,83
Hatay	1.654.907	435.953	26,34
Iğdır	200.635	72	0,04
Isparta	431.143	7.111	1,65
İstanbul	15.011.868	525.529	3,50
İzmir	4.365.022	148.133	3,39
Kahramanmaraş	1.164.273	93.804	8,06
Karabük	234.171	1.167	0,50
Karaman	251.791	812	0,32
Kars	283.159	190	0,07
Kastamonu	370.459	2.974	0,80
Kayseri	1.402.941	79.882	5,69
Kırklareli	359.249	974	0,27
Kırıkkale	270.486	1.943	0,72
Kırşehir	229.516	1.717	0,75
Kilis	141.454	105.816	74,81
Kocaeli	1.983.504	55.493	2,80

Province	Population of Turkish Citizens	Population of Syrians Under Temporary Protection	Ratio of Population of Syrians Under Protection to Population of Turkish Citizens (%)
Konya	2.224.384	119.373	5,37
Kütahya	567.438	2.004	0,35
Malatya	801.767	30.649	3,82
Manisa	1.442.166	13.812	0,96
Mardin	851.922	89.314	10,48
Mersin	1.839.975	228.023	12,39
Muğla	981.159	11.320	1,15
Muş	410.692	1.602	0,39
Nevşehir	296.226	11.783	3,98
Niğde	358.036	6.096	1,70
Ordu	754.282	938	0,12
Osmaniye	547.923	47.101	8,60
Rize	342.769	1.138	0,33
Sakarya	1.017.864	15.541	1,53
Samsun	1.327.875	7.843	0,59
Siirt	330.374	4.520	1,37
Sinop	214.076	228	0,11
Sivas	629.795	3.539	0,56
Şanlıurfa	2.108.013	423.523	20,09
Şırnak	536.990	15.005	2,79
Tekirdağ	1.074.236	12.508	1,16
Tokat	591.518	1.035	0,17
Trabzon	799.276	3.505	0,44
Tunceli	83.157	43	0,05
Uşak	361.541	2.839	0,79
Van	1.145.279	2.203	0,19
Yalova	253.124	3.912	1,55
Yozgat	409.249	5.061	1,24
Zonguldak	586.358	690	0,12
Turkey (Total)	82.280.952	3.671.811	4,46

Source: DGMM, 21.04.2021

46,2% of Syrians under temporary protection in Turkey are female while 53,8% are male.

Demographic profile of Syrians in Turkey bears significance in terms of issues surrounding process management. According to DGMM data as of 21 April 2021, 46,2% of Syrians under temporary protection in Turkey are female while 53,8% are male. There are 1 million 129 thousand Syrians in the age group 15-29, of which 43,4% are female and 56,6% are male. The number of Syrians under the age of 10 is 1 million 63 thousand, while there are 1 million 238 thousand school-aged children in the 5-18 age group. The number of those in the working ages, i.e. between 15 and 64, is 2 million 117 thousand.

Settlement of Syrians in Turkey

Regarding Syrians in Turkey, one of the issues that most significantly concern the local governments is “settlement”. Syrians, who began to arrive in Turkey on 29 April 2011, were

initially accommodated within camps under state’s control in the border areas. However, as their number increased to a point that exceeded the capacities of these camps, Syrians were permitted to live outside of the camps. There was, nevertheless, no central planning for settlement of Syrians, which led them to move quickly towards inner and western parts of the country to places of their own choosing. Even though there were some limited restrictions for their movement, there was no significant intervention in their process of settlement particularly until 2017. Therefore, Syrians had chosen their places of settlement on their own. Through a process of updating the registrations that started by the end of 2016 and ended in 2019 in the collaboration of DGMM and UNHCR, Syrians were registered in the places in which they lived. Moreover, additional precautions were taken following

Table 2: Distribution of Syrians Under Temporary Protection in Turkey by Age and Sex

Age	Male population	Female population	Total population	Ratio of Population in Age Group to Total Population (%)
0-4	259.710	242.441	502.151	13,68
5-9	289.417	271.821	561.238	15,29
10-14	217.525	204.345	421.870	11,49
15-18	137.373	117.651	255.024	6,95
19-24	288.132	212.554	494.686	13,47
25-29	219.970	159.642	379.612	10,34
30-34	165.878	120.388	286.266	7,80
35-39	124.465	97.472	221.937	6,04
40-44	85.051	74.153	159.204	4,34
45-49	57.650	56.360	114.010	3,11
50-54	45.733	44.608	90.341	2,46
55-59	34.798	34.849	69.647	1,90
60-64	22.940	23.687	46.627	1,27
65-69	14.942	15.774	30.716	0,84
70-74	8.830	9.726	18.556	0,51
75-79	4.342	5.382	9.724	0,26
80-84	2.379	3.174	5.553	0,15
85-89	1.132	1.671	2.803	0,08
90+	774	1.072	1.846	0,05
Total	1.975.041	1.696.770	3.671.811	100

Source: DGMM, 21.04.2021

this registration process whereby Syrians were forbidden to leave the provinces in which they were registered without state's permission. However, both because of the unbalanced geographical distribution prior to this registration and

because of the fact their mobility partially continued afterwards, the distribution of Syrians to different regions, provinces, districts, and even neighborhoods took place in a largely unbalanced manner.

As it can be expected, Syrians

The fact that Syrians had settled across Turkey without any central planning creates significant difficulties for the local governments of places where they live densely as well as leading to a sociological context where ghettoization emerges as an imminent prospect in many urban settings.

usually preferred to settle in places where they can find employment, where rents and general living costs are relatively lower, and where their relatives and acquaintances live. This, in return, has inevitably led to their clustering in certain places. Today, there are important differences in the density of Syrian residents even among the different districts of the same province. For instance, while some districts of Istanbul host less than 1 thousand Syrian residents, some others host more than 170 thousand. A similar picture of

imbalance can be seen in ratios, as well. This unbalanced context can also be observed among different neighborhoods. The fact that Syrians had settled across Turkey without any central planning creates significant difficulties for the local governments of places where they live densely as well as leading to a sociological context where ghettoization emerges as an imminent prospect in many urban settings.

Even though Syrians under temporary protection are required since 2016 to reside within the provinces in which

they are registered, it is known that there are many refugees who live in places other than the ones in which they are registered. This is contributing to the fact that there are unbalanced densities across different provinces and districts. As a result, there has emerged a natural differentiation among different local governments regarding their municipal services. This has been particularly the case in the Marmara Region. The analysis reports published by the International Organization for Migration (IOM) in collaboration with DGMM in 2018 and 2019 reveal the significant difference between the registered numbers and the ones obtained through the field study. While according to the report the number of foreigners registered in Istanbul was 1 million 20 thousand, the field study has found that there were more than 1 million 660 thousand foreigners living in Istanbul.²⁵ This can be explained by the fact that some foreigners live outside of their provinces of

registration. More importantly, since the DGMM data only reflect the number of registered individuals in each province and district, it is very difficult to accurately know the numbers of people who live outside of their places of residence. Another significant difficulty is that of accessing the numbers of foreigners other than Syrians living in each province and district. It is known, however, that there are large numbers of non-Syrian foreigners living in many districts, even outnumbering the Syrian residents in some of them.

DGMM has signed a memorandum of understanding with IOM Turkey in 2017 to start the “Migrant Presence Monitoring” (MPM) program.²⁶ Conducted in 2018 and 2019 by DGMM and IOM, MPM is based on IOM’s Displacement Tracking Matrix (DTM).²⁷ In this framework, the field studies conducted in 2018 and 2019 placed the mukhtars (neighborhood administrator)

25 “Baseline Assessment in Istanbul Province”, IOM&DGMM, Analysis Report, May-July 2019, (Access: 02.11.2021), https://reliefweb.int/sites/reliefweb.int/files/resources/IST_Baseline_Assessment_Phase5_ENG_29012020.pdf.

26 “Migrant Presence Monitoring Programme”, (In Turkish), IOM, (Access: 21.04.2021), <https://turkey.iom.int/tr/göçmen-mevcudiyet-tespiti-programı> & “Migrant Presence Monitoring”, IOM, (Access: 21.04.2021), <https://turkey.iom.int/migrant-presence-monitoring?page=1>.

27 Ibid. Also for more details see “Displacement Tracking Matrix”, IOM, (Access: 21.04.2021), <https://dtm.iom.int>.

to its center and aimed at uncovering the baseline numbers in practice in 25 provinces, including Istanbul.²⁸ Major discrepancies were found between the figures of registration given by DGMM and the actual numbers of migrants and refugees in particularly the border cities and big cities like Istanbul and Bursa. The data released by the “Migrant Presence Monitoring” research reveals the existence of significant human mobility from provinces like Şanlıurfa and Gaziantep in which large numbers of Syrians are registered to cities in the Marmara Region, particularly including Istanbul.

According to the 2019 report of IOM, while the number of Syrians registered in Istanbul is 601 thousand, the field study has found that the actual number of Syrians living in this city is 963 thousand, in addition to 696 thousand other foreigners.²⁹ It should be remembered that the total figure of 1,6 million foreigners

living in Istanbul includes those with a residence permit, those under international protection, and those who are irregular migrants. As of 21 April 2021, of the 1 million 91 thousand individuals who have a residence permit, 561 thousand live in Istanbul, corresponding to 51% of the total figure.³⁰

International Protection Applications in Turkey

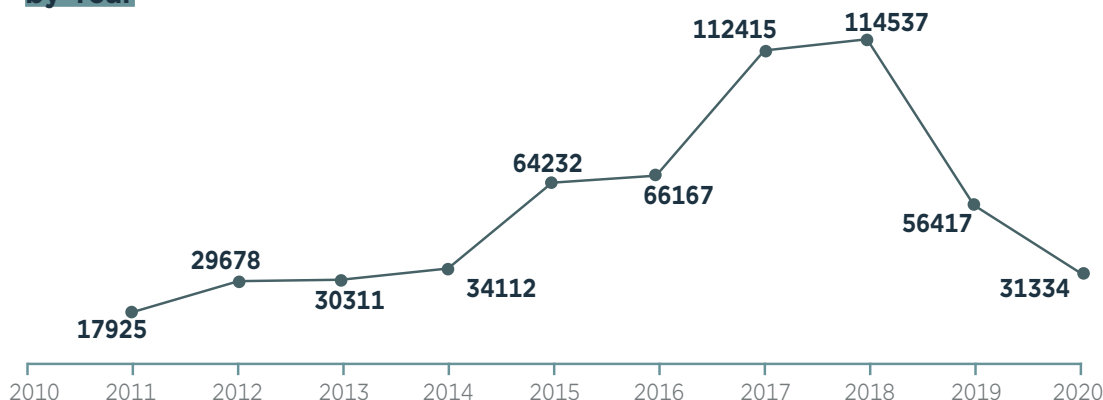
The movement of irregular migrants that started with the forced migrants arriving from Syria in April 2011 has grown considerably, particularly since 2014, with many asylum-seekers and irregular migrants coming from other countries. The annual number of international protection applications has consistently grown every year between 2010 and 2018 and started to fall since then. While the number of applications for international protection was 114 thousand in 2018, it

28 “Baseline Assessment 24 Provinces of Turkey”, IOM&DGMM, September-November 2018, (Access: 02.11.2021), <https://dtm.iom.int/reports/turkey-baseline-assessment-turkey-24-provinces-september-november-2018>.

29 IOM&DGMM, Baseline Assessment in Istanbul Province.

30 “Residence Permit Statistics”, DGMM, (Access: 21.04.2021), <https://en.goc.gov.tr/residence-permits>.

Graphic 2: Number of International Protection Applications in Turkey by Year



Source: DGMM, 21.04.2021

has decreased to 56 thousand in 2019, and 31 thousand in 2020. The total number of “international protection applicants” has reached to 330 thousand in 2020, from 58 thousand in 2011.³¹

Irregular Migrants in Turkey

The number of irregular migrants arriving in Turkey from various countries particularly including Afghanistan, Pakistan, Iraq, and Iran, has increased remarkably since 2014. The number of irregular migrants apprehended

in Turkey between 2015 and 2020 was more than 1 million 341 thousand (see Graphic 3). Among these apprehended irregular migrants, around 465 thousand were Afghans. They were followed by Syrians, Pakistanis, and Iraqis (see Graphic 4). The number of irregular migrants still living in Turkey having been taken under registration and the number those who were undetected remain unknown. However, this figure is estimated to be around 1,5 million. It is known that in addition to Syrians significant numbers of irregular migrants live in large cities,

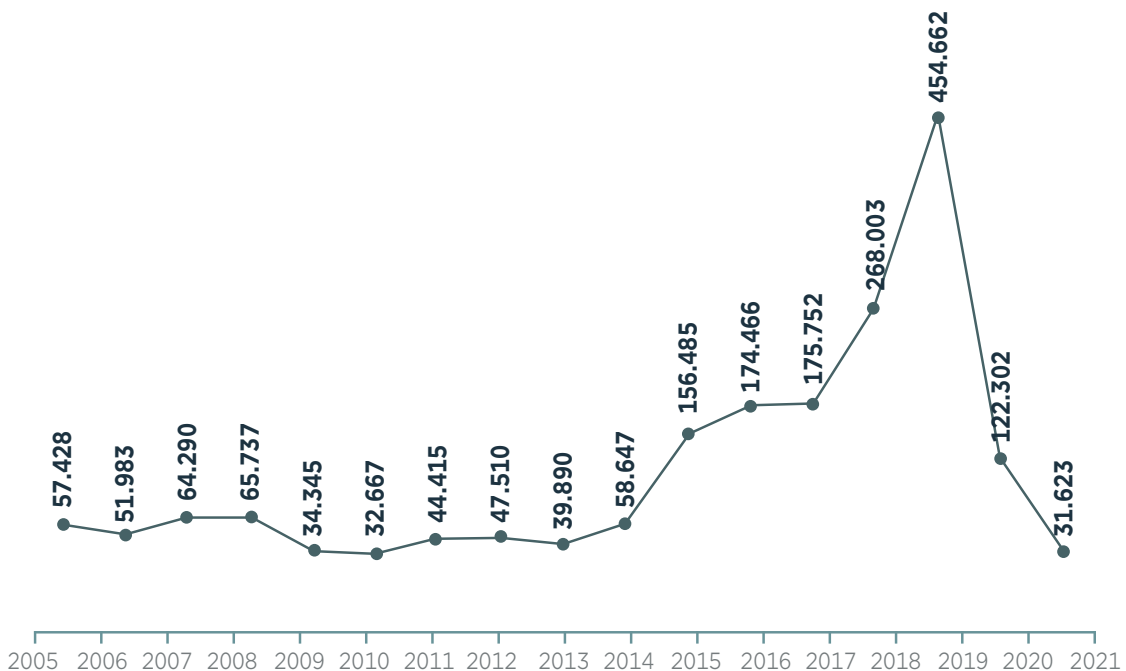
³¹ DGMM has provided the statistics of those whose applications were being processed and those who were granted international protection together with the statistics of applications until 2018. However, only the figures regarding the applications are being shared in the last 3 years. The figure of 330 thousand is obtained from UNHCR. See “UNHCR Turkey Statistics”, UNHCR, (Access: 21.04.2021), <https://www.unhcr.org/tr/wp-content/uploads/sites/14/2021/04/webeng.jpg>.

especially including Istanbul, İzmir, and Bursa.

The significant increase in the number of irregular migrants in Turkey has the potential of becoming a major problem in the near future. While irregular migrants also include those who entered Turkey with a tourist visa or residence permit and then overstayed, the more significant

and larger groups are those who irregularly entered Turkey particularly from the Iran border. Even though an 81-kilometer-long wall was constructed at the Iran border to prevent these flows, the increase in the number of irregular migrants has been continuing.³² While the number of apprehended irregular migrants has fallen

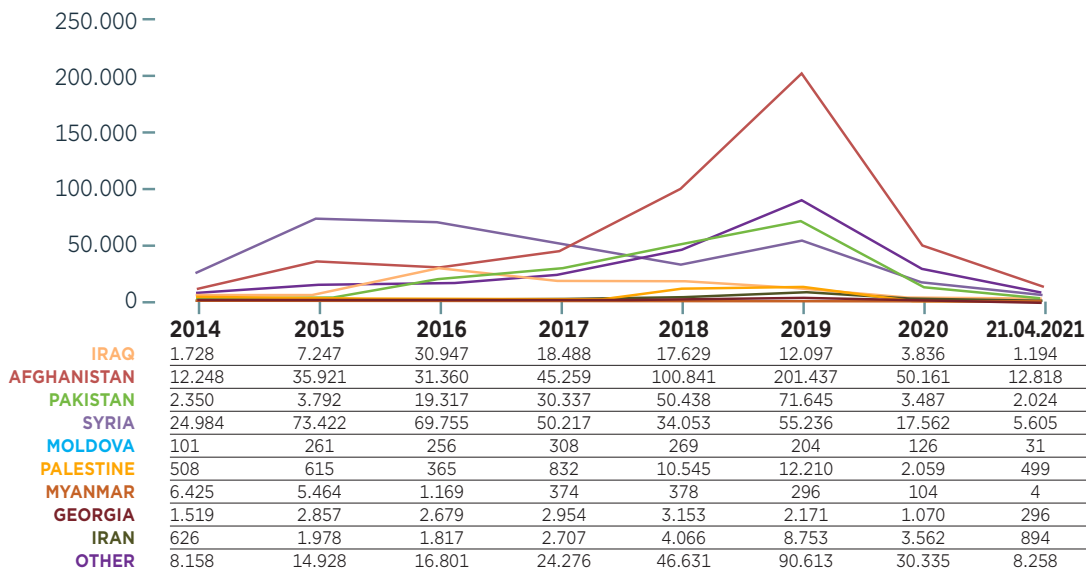
Graphic 3: Number of Apprehended Irregular Migrants by Year



Source: DGMM, 21.04.2021

³² "İçişleri Bakanı Soyulu: Ağrı-İran sınırındaki 81 kilometrelik güvenlik duvarı çalışmasının tamamlandığını duyurdu", (In Turkish), Anadolu Agency, 04.12.2020, (Access: 21.04.2021), <https://www.aa.com.tr/tr/turkiye/icisleri-bakani-soyulu-agri-iran-sinirinda-81-kilometrelik-guvenlik-duvari-projesi-sona-erdi/2065543>.

Graphic 4: Number of Apprehended Irregular Migrants by Country of Nationality



Source: DGMM, 21.04.2021

from 454 thousand in 2019 to 122 thousand in 2020, this significant reduction is attributed to the effects of COVID-19 pandemic. The fact remains that the number of international protection applicants and beneficiaries increased from only 58 thousand in 2011 to around 5 million in 2021. This figure includes 3,7 million Syrians under temporary protection, 330 thousand international protection applicants, and approximately 1,5 million irregular migrants.

Sources of Livelihood of Refugees in Turkey

The “Regulation on Work Permits of Foreigners Under Temporary Protection”, which was adopted in 2016, provides the legal ground and regulations regarding the working of Syrians in Turkey. Having adopted based on the Article 29 of the Temporary Protection Regulation, the Regulation on Work Permits regulates the

working conditions, rights, and responsibilities of Syrians under temporary protection in Turkey.

The data on Foreigners' Work Permits³³ provided by the Ministry of Labor and Social Security³⁴ between 2012 and 2019 shows a consistent increase of the ratio of the number of work permits issued to Syrians among the total number of work permits issued to foreigners. The total number of foreigners granted a work permit in Turkey increased from 64.521 in 2015 to 73.549 in 2016, indicating an increase of 9.028 persons. Considering the fact that the number of Syrians who were granted a work permit scored an increase of 9.271 in 2016 compared to the previous year, it appears that the increase in the number of work permits granted to foreigners was mostly due to the permits granted to Syrians following this Regulation.

The total number of work permits granted to Syrians between 2011 and 2019 is 140.310. The total number

of work permits granted to Syrians after the adoption of the Regulation on Work Permits of Foreigners Under Temporary Protection, i.e. between 2016 and 2019, is 132.618. These figures include both the Syrians under temporary protection and those with a residence permit. There is, however, no information regarding how many of these work permits were granted to Syrians under temporary protection and how many of them to Syrians who have residence permits. It seems safe to suggest that a large part of the work permits granted to Syrians were given to those under temporary protection, considering the remarkable increase in the figures after the Regulation came into effect in 2016.

Among Syrian women, however, rate of formal employment is very low. In 2019, only 6,9% (4.383) of the work permits granted to Syrians were given to women while 93,1% (59.406) of them were granted to men.

33 "Çalışma ve Sosyal Güvenlik Bakanlığı, Yabancıların Çalışma İzinleri" (Ministry of Labor and Social Security, Foreigners' Work Permits). (In Turkish), Republic of Turkey Ministry of Labor and Social Security, (Access: 05.05.2021), <https://www.csgeb.gov.tr/istatistikler/calisma-hayati-istatistikleri/resmi-istatistik-programi/yabancilarin-calisma-izinleri/>.

34 The Ministry formerly named the "Ministry of Family, Labor, and Social Services" was divided into two ministries, i.e. "Ministry of Family and Social Services" and "Ministry of Labor and Social Security", with the Presidential Executive Order No. 73 that was published in the Official Gazette on 21 April 2021.

Table 3: Number of Work Permits Granted to Syrians and Foreigners in Turkey by Year

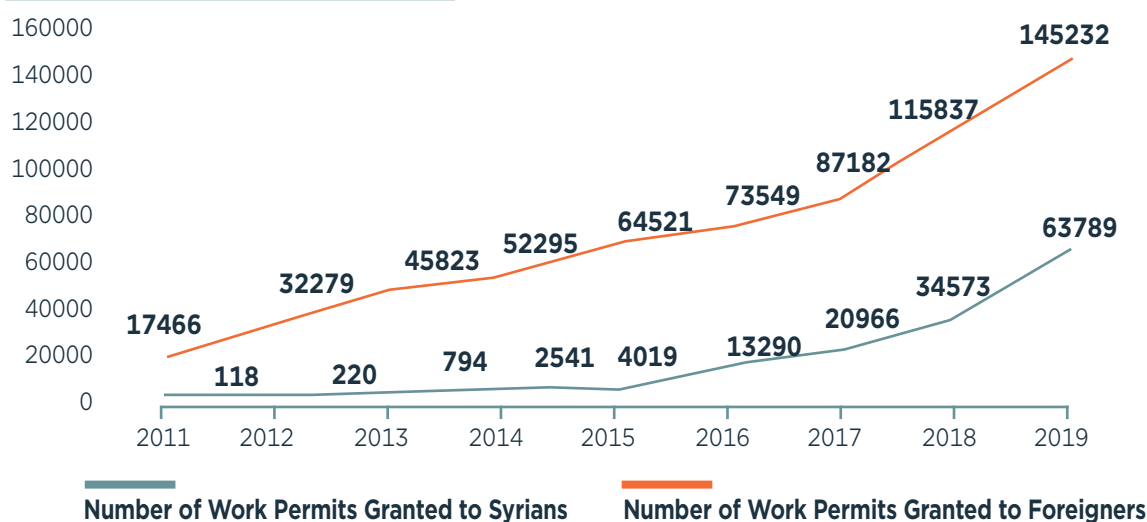
Year	Number of Work Permits Granted to Syrians					Number of Work Permits Granted Foreigners	Ratio of the Number of Work Permits Granted to Syrians to the number of Work Permits Granted to Foreigners
	Temporary	Extension	Indefinite	Independent	Total	Total	%
2011	85	32	1	0	118	17.466	0,68
2012	219	0	1	0	220	32.279	0,68
2013	794	0	0	0	794	45.823	1,73
2014	2.541	0	0	0	2.541	52.295	4,86
2015	4.019	0	0	0	4.019	64.521	6,23
2016	13.288	0	2	0	13.290	73.549	18,07
2017	20.966	0	0	0	20.966	87.182	24,05
2018	34.570	0	2	1	34.573	115.837	29,85
2019	63.789	0	0	0	63.789	145.232	43,92
2011-2019					140.310	634.184	22,12
Total							
2016-2019 (Years after the Regulation on Work Permits) Total					132.618	421.800	31,44

Source: Ministry of Labor and Social Security, 2011-2019

The 2019 data on work permits granted to Syrians reveals that the number of work permits granted to Syrians corresponds to less than 3% of the number of working age Syrians under temporary protection. This figure suggests that a very large majority of the Syrians of working age are not formally involved in the labor markets. While there are many reasons

to account for the low rates of formal employment, it could be suggested that some procedures included in the Regulation on Work Permits have also contributed in such low rates. These include, for example, the quota for the maximum number of Syrians that could be employed at a work place and the requirement that the employers need to make the

Graphic 5: Number of Work Permits Granted to Syrians and Foreigners in Turkey by Year



Source: Ministry of Labor and Social Security, 2011-2019

Table 4: Ratio of the Number of Work Permits Granted to All Working Age Syrians Under Temporary Protection

Age Group in Syrians Under Temporary Protection (Source: DGMM, 14.11.2019)		Number of Work Permits Granted to Syrians (Source: Ministry of Labor and Social Security, 2019)	Ratio of the number of Work Permits Granted to Syrians to All Working Age Syrians Under Temporary Protections (Source: Ministry of Labor and Social Security, 2019)
Age	Total	Total	%
15-64 (working age)	2.160.410	63.789	2,95

Source: DGMM, 2019 & Ministry of Labor and Social Security, 2019

The number of work permits granted to Syrians corresponds to less than 3% of the number of working age Syrians under temporary protection.

applications. Moreover, the fact that employers see the refugees as sources of cheap labor increases employment in the informal market.

According to the International Labour Organization (ILO), approximately 1 million refugees are informally working as unskilled labor for very cheap wages in Turkey.³⁵ Syrians Barometer 2019 (SB-2019) and many other studies suggest that one of the leading problems encountered by refugees is “bad working conditions”.³⁶ It is known that this situation was exacerbated by the COVID-19 pandemic. A second most frequently encountered problem

for refugees after bad working conditions is accommodation. A majority of refugees live in apartment flats that are in a bad physical condition, usually at the basement floor and sharing their flat with multiple families.³⁷ A report published by the World Bank in 2019 found that 79% of Syrian refugees in Turkey live under the poverty line while 28% live under the hunger threshold. Accordingly, 96% of refugee families had to resort to negative actions to deal with poverty including child labor.³⁸

According to the findings of SB-2019 research, the main source of livelihood for 38% (1,3 million) of Syrians

³⁵ “ILO’s support to refugees and host communities in Turkey”, International Labour Organization, (Access: 21.04.2021), https://www.ilo.org/ankara/projects/WCMS_379375/lang--en/index.htm.

³⁶ Erdoğan, Syrians Barometer 2019.

³⁷ “Housing Turkey”, AIDA (The Asylum Information Database), (Access: 21.04.2021), <https://asylumineurope.org/reports/country/turkey/content-temporary-protection/housing/>.

³⁸ Ximena V. Del Carpio, Mathis Wagner, “The Impact of Syrians Refugees on the Turkish Labor Market”, Policy Research Working Paper 7402, World Bank Group, 2015, (Access: 21.04.2021), <http://documents.worldbank.org/curated/en/2015/08/24946337/impactsyrians-refugees-turkish-labor-market>.

79% of Syrian refugees in Turkey live under the poverty line while 28% live under the hunger threshold.

is the income they obtain through working.³⁹ Human Development Foundation (INGEV) published a Syrian Enterprises Database in June 2021, which shows that the trade and retail sector (shops, grocers, butchers, sales, etc.) is the top economic sector for Syrians with a share of 18%. It was followed by shoes and leather production sector (17%), manufacturing sector (12%), service sector (9%), and the food products sector (7%).⁴⁰ One fourth of all these enterprises was established in 2019. A large majority of Syrian enterprises (86%) employ between 1 and 9 individuals. While 11% of Syrian enterprises employ 10 to 49 individuals, those who employ more than

50 individuals account for 3% of all Syrian enterprises. Among Syrians who own a company, 91% are men while only 9% are women. Istanbul is the top city with the largest number of Syrian enterprises, hosting 54% of them.⁴¹ In addition to companies and enterprises established and run by Syrians, there are also many local enterprises that employ Syrians. Particularly in Bursa, a lot of young Syrians are employed in the agriculture, textile, and service industries.⁴² It should be noted, however, refugees need social support due to challenges such as social inequalities, informal employment, and exploitation of cheap labor.

³⁹ Erdoğan, Syrians Barometer 2019.

⁴⁰ INGEV, "Suriyeli İşletmeler Veri Tabanı Güncelleme" (Syrian Enterprises Database Update), June 2021.

⁴¹ INGEV, Syrian Enterprises Database Update.

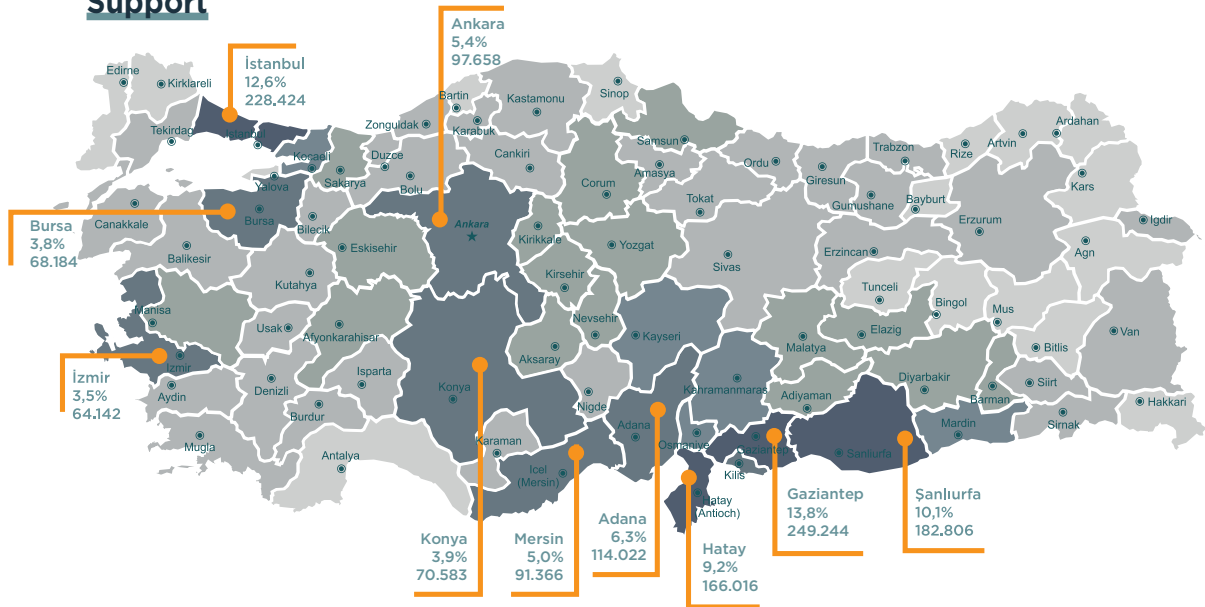
⁴² Ayhan Kaya, Tobias Weidinger and Fatma Yılmaz-Elmas, "Classification of MATILDE regions. Spatial specificities and third country nationals distribution: Turkey with a focus on Bursa", in: Kordel, S., Membretti, A. (Eds.): Classification of MATILDE regions. Spatial specificities and third country nationals distribution, (2020): 451-481.

Kızılaykart Programs

The only regular and sustained financial support program in Turkey for urban refugees is the “Social Cohesion Support” (Sosyal Uyum Yardımı- SUY) program, which has been conducted through Kızılaykart

using the funds provided by the EU since 2016. Kızılaykart, which provides cash support for foreigners under international or temporary protection in Turkey, is organized by the Turkish Red Crescent (Türk Kızılayı).⁴³ Kızılaykart SUY program was designed to

Map 1: Top 10 Provinces Receiving Regular Social Cohesion Support



The number of people receiving cash aid



Source: Turkish Red Crescent, February 2021

43 “Sosyal Uyum Yardımı (SUY) Programı Teknik Analiz Raporu. Temel İhtiyaç Yardımından Geçim Kaynaklarına Geçiş” (Social Cohesion Support Programme Technical Analysis Report. Transition From Support for Basic Needs to Livelihood Sources), (In Turkish), Turkish Red Crescent, 2019 First Quarter, (Access: 21.04.2021), <https://platform.kizilaykart.org/tr/Doc/rapor/SUY%20Program%C4%B1%20Teknik%20Analiz%20Raporu.pdf>.

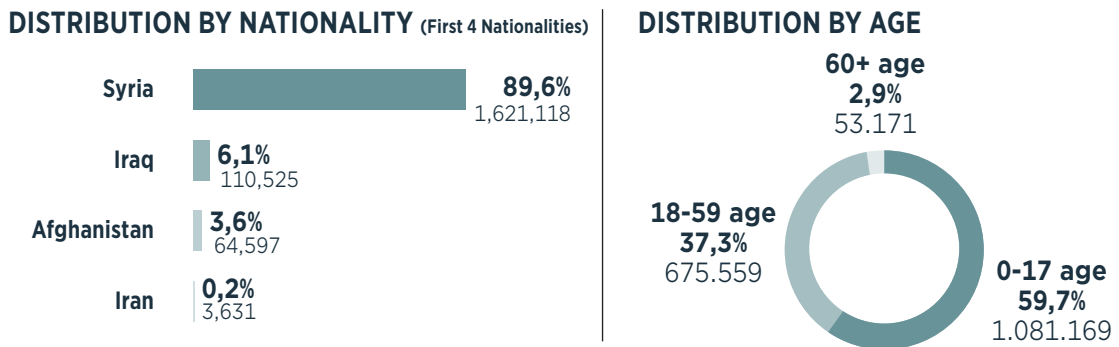
provide cash support for all foreigners under international or temporary protection in Turkey who live outside of camps and who need financial support. The applications for the program are taken by the Social Assistance and Solidarity Foundation and the Turkish Red Crescent and an unconditional cash support is provided to help cover basic needs of individuals. Moreover, there are additional support schemes for individuals with severe disabilities. As of February 2021, 11.129 foreigners with severe disabilities (in 10.183 households) have benefited from these additional support schemes.⁴⁴

The number of beneficiaries of Kızılaykart SUY program in February 2021 was 1.809.899 (319.751 households). From its inception, a total of 9,8 billion Turkish Liras (TRY) was paid in the framework of this program in four years. Among the refugees, those in the disadvantaged groups and in need are prioritized to receive this support. These include “families with at least 4 children

in the household” (1.002.784), “families with a dependence rate of 1,5 or above” (425.591), “families with at least 1 disabled person in the household” (167.680), “families with at least 1 working-age person and at least 1 child in the household” (156.412), “families with only one working woman” (16.310), and “families with no working-age individuals and at least 1 person of 60 years of age or older” (8.163). They receive a monthly payment of 120 TRY per person. In addition, there are 32.959 individuals who don't satisfy the above criteria but who had various vulnerabilities are benefiting from this cash support program. 51% of the beneficiaries are women and 49% are men. Those individuals who were detected to stop satisfying these criteria over time get excluded from the program. Among the beneficiaries of SUY support, 89,6% (1.621.118 individuals) are Syrian, 6,1% (110.525 individuals) are Iraqi, 3,6% (64.597) are Afghan, 0,2% (3.631 individuals) are Iranian, and 0,5%

44 “Suriye Krizi İnsani Yardım Operasyonu Raporu” (Syrian Humanitarian Support Operation Report), (In Turkish), Turkish Red Crescent, February 2021, (Access: 21.04.2021), <https://www.kizilay.org.tr/Upload/Dokuman/Dosya/subat-2021-suriye-krizi-insani-yardim-operasyonu-raporu-29-03-2021-98097072.pdf>.

Figure 1: SUY Program Beneficiaries in Turkey by Nationality, Age Group, and Criteria



DISTRIBUTION BY CRITERIA

At least four children in the household	55,4%	1.002.784
Dependency ratio $\geq 1,5$	23,5%	425.591
At least one disabled person in the household	9,3%	167.680
One person in the working age range and at least one child in the household	8,6%	156.412
Household consisting solely of 1 working woman	0,9%	16.310
Noone in the working age range and at least 1 person over the age of 60 in the household	0,5%	8.163

*32,959 people (1,8%) who do not meet the demographic criteria but whose fragility has been identified receive cash support at the discretion of the Social Assistance and Solidarity Foundation.

Source: Turkish Red Crescent, February 2021

are from other nationalities.⁴⁵ The fact that the SUY is the only sustained and regular financial support program benefited by Syrians was also found by SB-2019 research. According to SB-2019 findings, in response

to the question on whether they received any financial support from any individual or institution in the last year, 93,4% of the Syrian respondents suggested the SUY, while other responses included municipalities (7%), civil

⁴⁵ Turkish Red Crescent, Syrian Humanitarian Support Operation Report, February 2021.

URBAN REFUGEES OF MARMARA

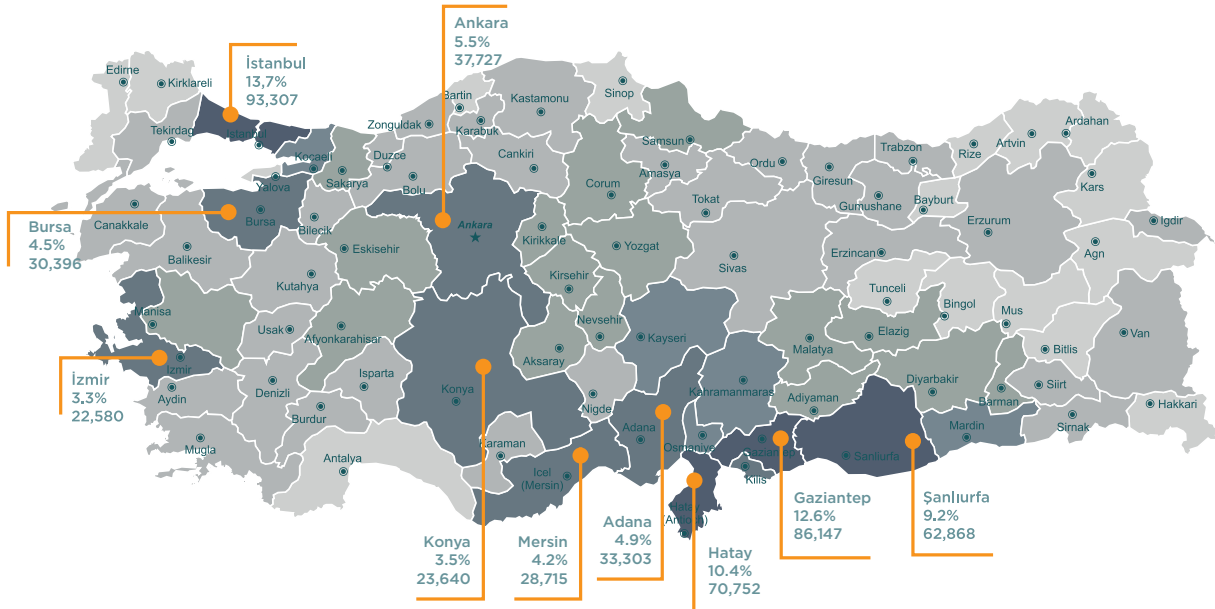
PROCESS MANAGEMENT OF MUNICIPALITIES

society organizations (3,9%), and international organizations (1,9%).⁴⁶

Another Kızılaykart support program designed in parallel to the SUY program is the “Conditional Education Support” (Şartlı Eğitim Yardımı- ŞEY). Conducted towards Turkish

citizens since 2003, the scope of ŞEY program was expanded in 2017 to cover school-aged children under international or temporary protection in Turkey. This program aims to encourage refugee families to regularly send their children to school and it is funded by the EU, Norway, and the USA.⁴⁷

Map 2: Top 10 Provinces Receiving Conditional Education Support



The number of people receiving cash aid



Source: Turkish Red Crescent, February 2021

⁴⁶ Erdoğan, Syrians Barometer 2019.

⁴⁷ “Şartlı Eğitim Yardımı Programı (ŞEY)” (Conditional Education Support Programme), (In Turkish), UNICEF, (21.04.2021), <https://www.unicef.org/turkey/sartli-egitim-yardimi-programi-sey>.

ŞEY program provides cash support to families on the condition that their children regularly attend school. The amount of cash support varies according to the age, sex, and grade of the students. ŞEY program has reached a

sum of 682.822 children and provided 981 million TRY in cash support as of January 2021. The number of children who receive monthly payments is 534.233. ŞEY support is a monthly payment of 50 TRY for girls and 45 TRY for boys at

Figure 2: ŞEY Program Beneficiaries in Turkey by Nationality, Class Grade, and School Level

DISTRIBUTION BY CLASS GRADE



DISTRIBUTION BY NATIONALITY (First 4 Nationalities)

Syria	85.0%	580,489
Iraq	8.5%	57,982
Afghanistan	4.9%	33,435
Iran	0.6%	4,131

DISTRIBUTION BY SCHOOL LEVEL

Kindergarten	2.9%	19,951
Primary School	46.8%	317,032
Secondary School	38.4%	260,317
High School	11.2%	76,065
HEP*	0.6%	4,284

Source: Turkish Red Crescent, February 2021

the kindergarten and primary school levels,⁴⁸ 75 TRY for girls and 55 TRY for boys at the high-school level. Moreover, an Accelerated Education Program (Hızlandırılmış Eğitim Programı-HEP) is conducted in the framework of ŞEY program in order to include in the Turkish education system the foreign children who had interrupted their education or who cannot access formal education channels.⁴⁹

In addition, there is the “Turkish Language Education for Adults” (Yetişkinler için Türkçe Dil Eğitimi- YTDE) program in the scope of financial support. The main objectives of the program include helping Syrian adults to obtain the sufficient language abilities in order to facilitate their access to labor markets and to support social cohesion with the local society. In this

program, education in Turkish language is provided at various levels (certificate programs at A1, A2, B1) based the needs and level of learners. The number of beneficiaries who was accessed through the YTDE program and who received a cash payment at least once is 40.906. The total amount of support provided is 24 million TRY. 72% of the beneficiaries of this program are women and 28% are men.

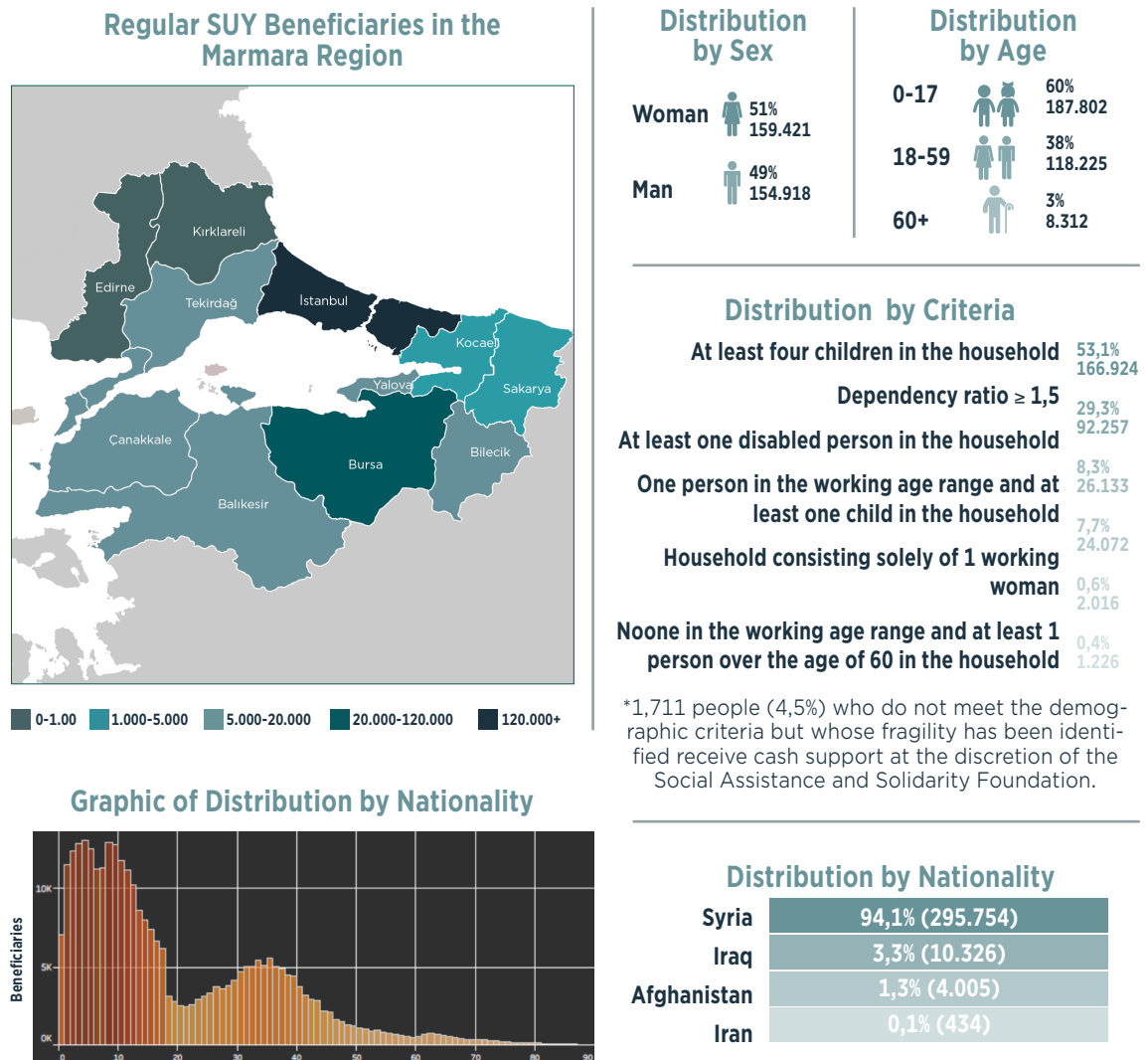
Even though the financial support programs like SUY and ŞEY, which are organized based on the funds provided by international organizations, help the livelihoods of refugees; their benefits remain limited. Refugees, particularly those living in large cities like Istanbul where living costs are high, are still experiencing significant problems in sustaining their livelihoods.

48 Turkish Red Crescent, Syrian Humanitarian Support Operation Report, February 2021.

49 “Yabancılarla Yönelik Şartlı Eğitim Yardımı Programı (ŞEY)” (Conditional Education Support Program for Foreigners), (In Turkish), Turkish Red Crescent, (Access: 21.04.2021), <https://platform.kizilaykart.org/tr/sev.html>.

Figure 3: Social Cohesion Support (SUY) in the Marmara Region

The Number of Regular SUY Beneficiaries:
55.319 households - 314.339 individuals



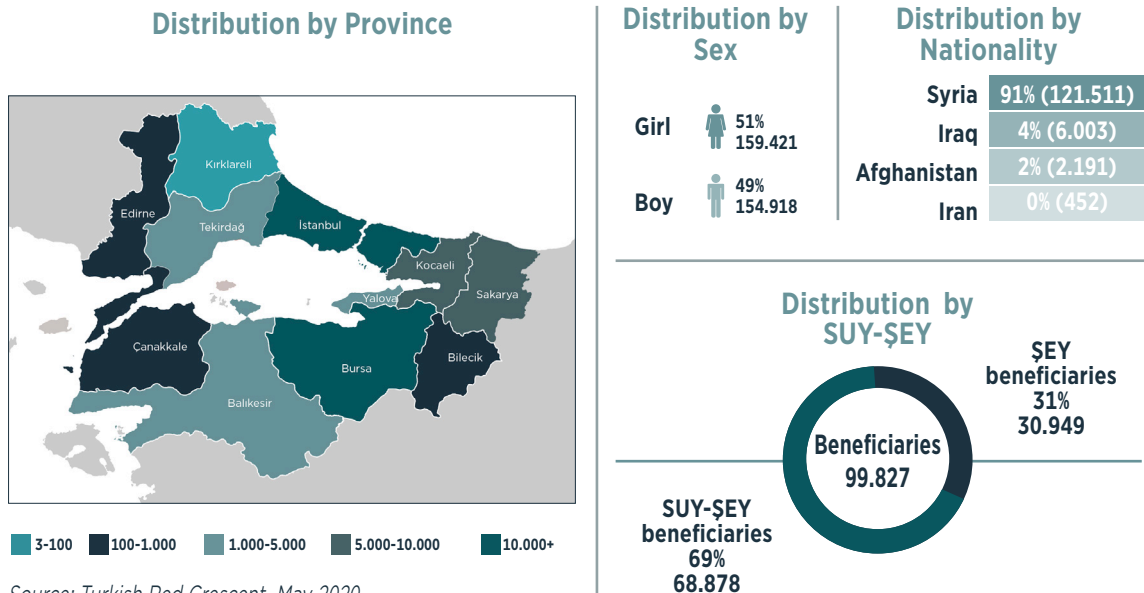
Source: Turkish Red Crescent, June 2020

The city that benefits from the most SÜY support is Istanbul. 12,6% of all SÜY support in Turkey is provided in Istanbul to a total of 228.424 individuals. In the Marmara Region, Bursa comes as the second city in terms of SÜY supports. Here, there are 68.184 beneficiaries accounting for 3,8% of the total SÜY support in Turkey. Sakarya and Kocaeli follow as other cities with high number of SÜY beneficiaries.

In terms of the ŞEY program, the top cities are also Istanbul and Bursa, followed by Kocaeli, Sakarya, Balıkesir, Tekirdağ, and Yalova. Even though they are insufficient to serve as sole sources of livelihood for refugee families, SÜY and ŞEY programs provide a regular and reliable source of income. In addition, these programs are also important inputs for local economies where refugees live. According to June 2020 data, there are around 310

Figure 4: Conditional Education Support (ŞEY) in the Marmara Region

The Number of Regular ŞEY Beneficiaries: 133.806



thousand beneficiaries of SUY supports in the Marmara Region. In 2021, in turn, the number of SUY beneficiaries is 346.929.⁵⁰ Calculated with 250 TRY per household, this means a monthly economic resource of approximately 96 million TRY and a yearly one of approximately 1,2 billion TRY. Out of the total amount of 11 billion TRY⁵¹ provided as SUY support between 2016 and 2021, approximately 1,7

billion TRY is estimated to have come to the Marmara Region. In only one district of Istanbul, Küçükçekmece, which hosts around 60 thousand refugees; 93 million TRY was provided in SUY support over 4 years.⁵² This figure means a monthly inflow of 2 million TRY and a yearly one of 24 million TRY. To reiterate the point, even though they are insufficient, all these financial supports are significant for the local economies.



50 "Kızılaykart Programları: Aylık T-SUY Projesi İnfografiği" (Kızılaykart Programs: Monthly Infographic of the T-SUY Project), Turkish Red Crescent, July 2021, (Access: 21.04.2021), https://platform.kizilaykart.org/tr/Doc/rapor/T-SUY_Infografik_Temmuz_2021_TR.pdf.

51 "Suriye Krizi İnsani Yardım Operasyonu Raporu" (Syrian Humanitarian Support Operation Report), (In Turkish), Turkish Red Crescent, February 2021, p. 22, (Access: 21.04.2021), <https://www.kizilay.org.tr/Upload/Dokuman/Dosya/haziran-2021-suriye-krizi-insani-yardim-operasyonu-raporu-03-08-2021-13440098.pdf>.

52 M. Murat Erdoğan, Nihal Eminoğlu, Tülin Haji Mohamad, Deniz Aydınlı, and Yavuz Unal, "Küçükçekmece'de Yerel Halk ve Suriyeliler İhtiyaç Analizi ve Algı Araştırması" (Needs Analysis and Perceptions of the Local People and Syrians in Küçükçekmece), (In Turkish), 2021, p. 115 and 253, (Access: 21.07.2021), <https://kucukcekmece.istanbul/Content/dosya/31749/kucukcekmece-de-yerel-halk-ve-suriyeliler-ihtiyac-analizi-ve-algi-arastirmasi-6.pdf>.



municipalities and urban refugees in Turkey

The refugee inflow, particularly of Syrians, that Turkey experienced after 2011 evolved into a phenomenon of urban refugees in an uncontrolled manner especially after 2013. Refugees, with their numbers expressed in millions in a short time, spread across Turkey and tried to establish their own lives.

Starting from 2018, the camps were closed one by one, and the number of refugees living in camps gradually decreased. By the end of 2021, the number of Syrians staying in camps dropped to 52 thousand, corresponding to 1,4% of Syrians under temporary protection. The distribution of Syrians within

By the end of 2021, the number of Syrians staying in camps dropped to 52 thousand, corresponding to 1,4% of Syrians under temporary protection in Turkey.

the country has been quite unbalanced because the process was built on temporariness and no planning for settlement was made. Although it has varied from one province to another, it is known that after 2014 numerically and proportionally high numbers of refugees lived in each province of Turkey. This situation has obviously brought up the refugee-city relationship and naturally the issue of urban services for refugees.

Even though the legal regulations including the LFIP and Temporary Protection Regulation guarantee legally residing foreigners access to most public and social services, there are a number of practical obstacles preventing refugees' effective access to them,

particularly including issues of capacity. Refugees with a DGMM-issued ID card, whether those under temporary protection or those who had completed their application for international protection, have free access to the first and second step health services as well as formal education. Documented refugees also have the right to apply for a work permit and social support schemes as well as the right to benefit from free interpretation services.⁵³ However, despite legal and administrative regulations, urban refugees are known to experience significant problems when accessing these rights. There are a large number of obstacles before refugees' access to these services ranging

53 "6575 sayılı Geçici Koruma Sağlanan Yabancıların Çalışma İzinlerine Dair Yönetmelik" (Regulation No. 6575 on Work Permits of Foreigners Under Temporary Protection), (In Turkish), Presidency of the Republic of Turkey, 2016, (Access: 21.04.2021), <https://www.mevzuat.gov.tr/MevzuatMetin/3.5.20168375.pdf>.

from the language barrier to capacity limitations, and from registration problems to discrimination. These problems become increasingly more complicated as the number of refugees grow and they pose significant risks for social cohesion. Urban refugees, who usually live at or below the poverty line, add a new dimension to urban poverty. It is exactly at this point that the lack of a settlement policy poses a special challenge as it led to the creation of great imbalances among different local administrations. The fact that one municipality hosts less than a thousand refugees while another hosts more than 100 thousand naturally produces serious problems in terms of process management. Particularly in places where the refugee population accounts to more than 5% of the local population, services providers suffer from both a deterioration of the quality of services and strong public reactions.

Legal Framework: **Municipal Law** **and Metropolitan** **Municipality Law**

The three main pieces of legislation that regulate the legal framework for municipalities in providing services for refugees are the Municipal Law No. 5393,⁵⁴ the Law No. 5216 on Metropolitan Municipality,⁵⁵ and the Law No. 6458 on Foreigners and International Protection.⁵⁶ According to the duties and responsibilities of municipalities as stated in the Municipal Law No. 5393:

5393-Article 14: "Municipal services are provided for citizens, in the most convenient places and most suitable methods. Suitable methods are used when providing services for the disabled, elderly, frail, and poor." ⁵⁷

Even though this definition appears to limit the target audience or beneficiaries

⁵⁴ "Municipal Law No. 5393", (Unofficial translation), Laws Turkey, 2005, (Access: 21.04.2021), <http://www.lawsturkey.com/law/municipality-law-5393>.

⁵⁵ "Law No. 5216 on Metropolitan Municipality", (Unofficial translation), Laws Turkey, 2004, (Access: 21.04.2021), <http://www.lawsturkey.com/law/law-on-metropolitan-municipalities-5216>.

⁵⁶ Law No. 6458 on Foreigners and International Protection.

⁵⁷ Municipal Law No. 5393.

of municipality services to “citizens” thereby excluding those non-citizen migrants and refugees, municipalities have been providing services to everyone residing within their administrative borders (all fellow citizens):

5393-Article 13: “Everyone is a fellow citizen of the municipality in which s/he resides. Fellow citizens have the right to participate in the municipal decisions and services, to get informed about municipal activities, and to benefit from municipal supports... The Municipality does all necessary work to improve the social and cultural relations among fellow citizens and to protect the cultural values.”⁵⁸

The main piece of legislation that makes regulations regarding foreigners with all statuses, Law No. 6458 on Foreigners and International Protection, was adopted in 2013 and gave almost no role to local governments. The term “local government” is used only once by the law, in its

96th Article under the title of “harmonization”. Accordingly:

“The Directorate General may, to the extent that Turkey’s economic and financial capacity deems possible, plan for harmonization activities in order to facilitate mutual harmonization between foreigners, applicants and international protection beneficiaries and the society as well as to equip them with the knowledge and skills to be independently active in all areas of social life without the assistance of third persons in Turkey or in the country to which they are resettled or in their own country. For these purposes, the Directorate General may seek the suggestions and contributions of public institutions and agencies, local governments, non-governmental organisations, universities and international organisations.”⁵⁹

In other words, local governments were not given any influence in terms of policy

⁵⁸ Municipal Law No. 5393.

⁵⁹ Law No. 6458 on Foreigners and International Protection.

making or implementation processes regarding foreigners or refugees. They could only be involved through their “suggestions and contributions” if and when asked by the DGMM. However, the post-2011 experiences have clearly shown the importance and role of local governments in migration management processes. Therefore, both the “11th Development Plan of the Republic of Turkey” and the “2018-2023 Harmonization Strategy and National Action Plan” have devoted a special place for the municipalities and emphasized the importance of local social cohesion processes. The Harmonization Strategy and National Action Plan elaborates on this issue more clearly, where it not only assigns significant roles to municipalities but also highlights the necessity of making the required legal and administrative changes to regulate municipalities’ relations with foreigners. Despite this, there has been no amendments or regulations to determine the legal framework based on which municipalities provide services to migrants or refugees. Even more importantly, no amendments or regulations have been made that include

giving financial support to municipalities for the services they provide to Syrians under temporary protection. The legal framework regarding local governments and foreigners/refugees remains the same as they were in pre-2011 Turkey, which had been hosting 58 thousand international protection applicants. This, in return, creates a dire need for authority and financial resources for the municipalities hosting large number of immigrants and refugees.

In terms of local social cohesion processes, inclusion of municipalities in the migration management processes is very important. This is important not only in terms of service provision but also in terms of development of democracy. The fact that Turkey had not engaged in central planning for the settlement of refugees has created an unbalanced refugee distribution among different districts of a city or even among different neighborhoods of a district. In this context, especially considering the fact that there is significant variation in the needs of different municipalities, it becomes necessary to transfer

more authority and resources to municipalities. The regulations in the existing Municipal Law and LFIP do not satisfy the needs in this field.

The Role of Municipalities in Migration Governance

Municipalities, with their existing social services infrastructures, appear to be well-equipped service providers that could meet the needs of urban refugees. Metropolitan municipalities as well as municipalities of provinces and districts provide a wide range of services to refugees including social benefits, interpretation services, psycho-social support, and guidance and counselling services.

Following the Syrian civil war, municipalities have found themselves a prominent place in various international documents as stakeholders of integration policies and as crucial service providers in the face of a growing global urban

refugee population. The first international document that comprehensively discussed the need of including municipalities and other local actors in the migration management processes was the Regional Refugee and Resilience Plan (3RP),⁶⁰ which was developed under the leadership of United Nations Development Program (UNDP) and UNHCR. Published in 2015 for the first time, 3RP emphasized the necessity of putting “development” at the focus of migration governance instead of “assistance” and developing a regional program, and as such, became the pioneer of similarly-themed policy documents published later. In fact, municipalities were included in the 3RP’s Turkey projects as important actors of migration governance in the following years and presence of municipalities as a stakeholder in internationally-supported projects grew.

Following the 3RP, the Global Compact on Refugees⁶¹ of the United Nations in 2018 drew attention to the importance of local integration in terms

⁶⁰ “3RP Regional Refugee and Resilience Plan”, (Access: 21.04.2021), <https://www.3rpsyriacrisis.org/>.

⁶¹ “Global Compact on Refugees”, UNHCR, 2018, (Access: 21.04.2021), <https://www.unhcr.org/5c658aed4.pdf>.

of migration governance as well as the crucial role to be played by local governments. The document identified the local service providers as the actors that are most significantly affected by migration movements as well as the most important actors in service provision to refugees. It made a call from international humanitarian organizations to provide more financial support to local actors involved in service provision in order to assist them and develop their capacities. The same document also mentions the importance of creating platforms where the experiences and good practice cases of municipalities could be listened to.

Another document that emphasized the role of municipalities in migration governance and social cohesion processes is the 2018-2023 Harmonization Strategy and National Action Plan prepared by DGMM.⁶² The document lists municipalities among

the stakeholders of migrant harmonization process and includes in its action plans making the necessary legal and administrative regulations to strengthen the role of municipalities in social cohesion. The document also assigns important roles to municipalities in terms of social support. In this context, the document suggests that “in order to make sure that social services and assistance reach the target groups public institutions shall cooperate with municipalities and other institutions and shall increase the coordination”.⁶³

Another document that discusses the role of local governments in migration governance in a comprehensive way is the final document of the “International Forum on Local Solutions to Migration and Displacement” which was hosted by the UNDP and Gaziantep Metropolitan Municipality in November 2019. At the end of this forum, the 2019 Gaziantep Declaration⁶⁴ was accepted. This

62 “Uyum Strateji Belgesi ve Ulusal Eylem Planı” (Harmonization Strategy and National Action Plan), (In Turkish), DGMM, 2020, (Access: 21.04.2021), <https://www.goc.gov.tr/uyum-strateji-belgesi-ve-ulusal-eylem-planı>.

63 For an important study on this topic, see Saim Özcürümez and Ahmet İçduygu, “Göç Deneyimi ve Toplumsal Bütünleşme: Kavramlar, Modeller ve Uygulamalar ile Türkiye”. (In Turkish), İstanbul, İstanbul Bilgi University Press, 2020.

64 For details, see the Municipal Forum 2019 Summary Report, 2019, (Access: 21.04.2021), https://www.tr.undp.org/content/turkey/en/home/library/syria_programme/Municipal-Forum-2019-Event-Summary-Report.html.

declaration includes the good practice cases involving local solutions produced to tackle challenges created by migration and displacement. It highlights the importance of nine points that are essential in transforming the emergency management perspective into a perspective of resilience and development regarding local governance of migration and refugee related challenges. These points can be summarized as follows:

- Raising awareness on the localization of the SDGs -notably SDG 11 and SDG16- through governance and inclusive planning at all levels of government,
- Empowering city networks within existing organizations that enable and support replication and scaling of success stories in local responses,
- Job creation and partnerships with the private sector at the local level, including public-private job creation initiatives at municipal level, expansion

of decent employment opportunities, and the potential of refugees and migrants as factors of economic growth,

- Protection and social protection as a key foundation for successful integration; including the importance of promoting social dialogue towards the observance of the rights of migrants, refugees and host communities,
- Multi-level governance, including effective data sharing, and the role of small and intermediary cities as a catalyst for stability,
- Civil society, gender equality and social cohesion as an anchor for long-term success,
- Inclusive access to quality services,
- Smart urbanization to stabilize migration and displacement while maximizing opportunities,
- The important role of new technologies, innovation, and data management.

Figure 5: Sustainable Development Goals

Source: "Sustainable Development Goals", UNDP, (Access: 21.04.2021),
<https://www.tr.undp.org/content/turkey/en/home/sustainable-development-goals.html>

Table 5: Sustainable Development Goals

Sustainable Development Goals (SDGs) ⁶⁵	
<p>Sustainable Development Goals (SDGs), adopted by 193 member states including Turkey at the United National General Assembly in 2015, are a universal action plan aiming to eradicate poverty, protect the environment, and ensure a peaceful and prosperous future for the humanity. Brought into effect in 2016, SDGs are composed of 17 goals and 169 sub targets which are aimed to be completed by 2030. Also called as the global goals, the 17 SDGs are listed below:</p>	
1. No poverty	10. Reduced inequalities
2. Zero hunger	11. Sustainable cities and communities
3. Good health and well-being	12. Responsible consumption and production
4. Quality education	13. Climate action
5. Gender equality	14. Life below water
6. Clean water and sanitation	15. Life on land
7. Affordable and clean energy	16. Peace, justice and strong institutions
8. Decent work and economic growth	17. Partnership for the goals
9. Industry, innovation and infrastructure	

⁶⁵ For detailed information, see "Sustainable Development Goals", UNDP, (Access: 21.04.2021),
<https://www.tr.undp.org/content/turkey/tr/home/sustainable-development-goals.html>.

Services that are provided by the local governments for urban refugees are vitally important for the realization of global goals, particularly the SDG10 Reduced Inequalities and SDG11 Sustainable Cities and Communities.

Global migration movements affect the whole world and thereby bring forth a number of challenges that need to be responded by all of the stakeholders on a global scale through fair responsibility sharing. International migration, even though it is primarily within the scope of authority and responsibility of nation-states, is a subject that requires the cooperation of all stakeholders at the local, regional, national, and global levels. Migration is directly related to many of the global goals, particularly including SDG10 Reduced Inequalities, SDG1 No Poverty, SDG2 Zero Hunger, SDG3 Good Health and Well-being, and SDG4 Quality Education.

In parallel with the global goals and in order to ensure

that the urban refugees and local societies live together in peace, serenity, equality, and dignity, many actors work at the local level including the local governments, civil society organizations, universities, and public sector actors. It is necessary for an efficient and effective migration governance that SDGs are achieved through the efforts and works of local actors in consideration of the local conditions. In this context, local governments have an important role in the localization of the SDGs as the institutions that know the local conditions and needs the best. Services that are provided by the local governments for urban refugees are vitally important for the realization of global goals, particularly the SDG10

Reduced Inequalities and
SDG11 Sustainable Cities and
Communities.

Foreigners and Refugees within the Context of Municipal Revenues

The ability to provide services at the local level for any actor, particularly including municipalities, is directly related to financial capacity. As it is known, the largest resource among municipal revenues is their respective shares from the general budget tax revenues. In calculating these shares, the Address Based Population Registration System (Adrese Dayalı Nüfus Kayıt Sistemi- ABPRS) of the Turkish Statistical Institute (TURKSTAT) is used. There is, however, no additional transfer of funds to be used for Syrians under temporary protection or population of irregular migrants. This situation has turned into an increasingly growing problem after 2011 with the arrival of large numbers of Syrians in the country, particularly for the provinces and districts that experienced a sudden and big increase in

their populations. The fact that some district municipalities that are hosting refugee populations as large as 80% of their local populations get no additional funding means both that these municipalities are having significant financial difficulties and that their services deteriorate in terms of quality.

Even though municipalities do provide services to migrants and refugees through their interpretation of the open-ended expressions in the Municipal Law and the Law on Foreigners and International Protection, service provision by municipalities to refugees is not defined as a right or obligation. This situation creates many problems both for the municipalities and for the refugees. Since the services are left to the initiative of individual municipalities, it is unfortunately not possible to suggest that refugees can access similar municipal services in all provinces and districts. As a matter of fact, those municipalities who act reluctantly in providing services to refugees appear to do so because they are afraid to go through a Court of Accounts audit in the absence of a clearly

defined authority and budget for such services. Since the municipalities revenues are transferred from the general budget based on the ABPRS and there are no additional funds to cover the municipal services provided to Syrians under temporary protection, municipalities providing such services to refugees continue to have a need for additional financial resources. Due to this issue, those municipalities that host large numbers of immigrants and refugees experience problems such as lack of personnel in addition to the budget issues.

According to the 3RP document published in 2020, since 2014, approximately 60 million USD in financial support has been provided by 3RP stakeholders to the 60 municipalities that host 90% of the refugee population in Turkey.⁶⁶ However, this support meets only 10% of the needs of municipalities for the provision of services to refugees. The financing and

infrastructure support provided to municipalities for the services they provide to refugees needs to be increased urgently. Until 1981, 10% of the taxes collected by the central government were gathered in a separate fund to be divided on the basis of population in Turkey; however, with the adoption of “Law No. 2380 on Granting Shares to Municipalities and Special Provincial Administrations from the General Budget Tax Revenues”, it was envisaged after this date that 5% of the general budget tax revenues would be distributed to the municipalities. With this Law, municipal revenues are generally grouped under three headings.⁶⁷

1. Municipality’s own resources (taxes, fees, expenditure participation shares)
2. Shares allocated from the general budget tax revenues
3. State aids and other revenues (extraordinary incomes and borrowing, etc.)

⁶⁶ For more information on supported municipalities and amounts of support, see “Operational Data Portal: Mapping of Municipal Support by Partners”, UNHCR, (Access: 21.04.2021), <https://data2.unhcr.org/en/dataviz/75?sv=4&geo=113>.

⁶⁷ This section has benefited from the following study: M. Murat Erdoğan, Nihal Eminoğlu, “Ulusal ve Uluslararası Düzeyde Göç, Göç Yönetimi ve Göç Hukuku” (Migration, Migration Management and Migration Law at the National and International Level), (Unpublished manuscript - in Turkish), 2020.

It is a generally accepted problem that municipalities' own resources are not efficient in Turkey. In addition, municipalities do not have the opportunity to adjust their own resources for revenue according to their needs, as they do not have the authority to freely determine the tariffs of taxes and fees that constitute their own resources. Therefore, transfers from the general budget tax revenues constitute a vital budget resource for municipalities. In fact, while the shares allocated from the general budget tax revenues constitute approximately 52% of the total revenues of the municipalities in general, this rate rises up to 65% in the metropolitan municipalities.

Transfers made to municipalities from the general budget were rearranged with the "Law No. 5779 on Giving Shares from General Budget Tax Revenues to Special Provincial Administrations and Municipalities" adopted in 2008. Accordingly, from the total of the general tax revenues, the portion of 1,5% is transferred to the non-metropolitan municipalities, 4,5% is to district municipalities within

metropolitans, and 0,5% is to special provincial administrators. In metropolitan areas, 6% of the general budget tax revenues collected within the provincial borders are transferred to the metropolitan municipalities. Therefore, the dependence of local governments on resources from the the general budget tax revenues is quite high in Turkey.

Since the shares allocated from the general budget tax revenues are distributed on the basis of ABPRS, Syrians under temporary protection and the variable population that arrive with irregular migration are ignored. There are no additional resources foreseen in the legislation for migrants and refugees. This situation poses an important problem for the provincial and district municipalities which due to the arrival of refugees experienced a sudden increase in their populations, both numerically and in terms of their proportion to the local population, especially after 2011. This also points to a significant lack of resources regarding Syrians under temporary protection. In this context, it is clear that there is a need to transfer resources to municipalities

In the distribution of the shares allocated to the municipalities from the general budget tax revenues, the Syrian population under temporary protection and the variable population that comes with irregular migration are not taken into account.

considering all registered residents within their borders, irrespective of their statuses.

Rapidly changing populations in cities with the increasing number of refugees bring a number of difficulties for the municipalities. The main ones can be listed as follows:⁶⁸

- Emergence of pressure on infrastructure systems such as management of waste and water, electricity, and transportation due to growing population as well as problems arising from not including the

variable population in future projections,

- Pressures on the existing social services infrastructures and lack of qualified personnel,
- Language barrier in the provision of services to refugees,
- Inadequacies regarding social assistance schemes stemming from finance issues,
- Duplication of aids due to the lack of a common database,
- The need for coordination among stakeholders, both inside

⁶⁸ See Erdoğan, MMU, "Urban Refugees From 'Detachment' to 'Harmonization' - Syrian Refugees and Process Management of Municipalities: The Case of Istanbul" & Merve Ağca, "Göç Yönetiminin Yeni Aktörleri Olarak Yerel Yönetimler: İstanbul Alan Araştırması" (Local Governments as the New Actors of Migration Management: Istanbul Field Research), (In Turkish), Master's Thesis, Istanbul University, 2019, (Access: 21.04.2021), <http://nek.istanbul.edu.tr:4444/ekos/TEZ/ET001056.pdf>.

and outside of municipalities,

■ Emergence of reactions at the local level due to the misperception that social services are only provided for the refugee population.

Considering these limitations in the legislation and the budget, it is seen that the municipalities providing services to refugees generally try to meet their expenditures through their own resources or donations. Municipalities often cooperate with NGOs in collecting these donations. On the other hand, there is no

clear data regarding the cost of municipal services towards refugees because of reasons such as the facts that donations usually include assistance in kind, that municipalities play an intermediary role between philanthropist citizens or civil society organizations and Syrians, and that the budget for some services provided to refugees come from larger budget projects. Another significant limitation that is observed in this context is the lack of a budget code for the expenditure items used to fund the services provided to migrants and refugees.





Marmara Region and migration

The Marmara Region, which also includes Istanbul that has been a capital to different civilizations throughout history, is a region at the center of migration and population movements. During the history of the Republic of Turkey, the region most affected by the internal migration movement starting in 1950s

from rural to urban areas is the Marmara Region, while Istanbul is the most affected province. The developed industry and service sectors, concentration of private sector and public sector investments in the region, as well as employment, education, social, and cultural opportunities, are among

factors making the Marmara Region attractive for migrants. According to the distribution of industry businesses across the regions, the Marmara Region ranks first with 41%. 99 out of 313 organized industrial zones in Turkey are located in the Marmara Region, while Istanbul, Bursa, Kocaeli, Tekirdağ, and Balıkesir are also at the forefront with the number of their industrial zones. In Turkey, the first of these zones established for developing the industry was built in Bursa in 1961. Bursa, one of the important stops for seasonal migrant workers in Turkey, where a quarter of the total employment is in the agriculture sector, is among the significant industry centers based on agriculture. Bursa, along with Balıkesir and Çanakkale, tops the regional

provinces in the share of value-added produced in the agriculture sector. Nearly 80% of the value-added in the region are produced by Istanbul, Bursa, and Kocaeli. Istanbul ranks first across the country and in the Marmara Region with its share exceeding 70% in the value-added produced in the services sector, while it is also leading with its capacity to attract students.⁶⁹

Although the Marmara Region is economically, socially, and culturally the most developed region of Turkey, fast urbanization and uncontrolled growth in the region have led to many problems such as ghettoization, infrastructure deficiencies, rapidly deteriorating unhealthy environment, unemployment,

The population of the Marmara Region constitutes nearly 31% of Turkey's population.

69 Marmara Region Spatial Development Strategic Framework Document - MSFD (Marmara Bölgesi Mekânsal Gelişme Stratejik Çerçeve Belgesi - MSÇB), MMU, İstanbul: Marmara Municipalities Union Publications, 2021, (Access: 20.11.2021), <https://mbbkulturyayinlari.com/?s=mscb>.

employment in the informal economy and social inequalities.

According to ABPRS data of TURKSTAT by 31 December 2020, Turkey's population is 83 million 614 thousand 362.⁷⁰ With a population of

25 million 731 thousand 357, the Marmara Region is the most populated region among 7 geographical regions of Turkey. When populations of Bolu and Düzce provinces are added to the Marmara Region's population, the population of

Table 6: Marmara Region Province Populations and Ratios to Turkey's Populations

Province	Province Population	Ratio of Province Population to Turkey's Population (%)
Balıkesir	1.240.285	1,48%
Bilecik	218.717	0,26%
Bolu	314.802	0,38%
Bursa	3.101.833	3,71%
Çanakkale	541.548	0,65%
Düzce	395.679	0,47%
Edirne	407.763	0,49%
İstanbul	15.462.452	18,49%
Kırklareli	361.737	0,43%
Kocaeli	1.997.258	2,39%
Sakarya	1.042.649	1,24%
Tekirdağ	1.081.065	1,29%
Yalova	276.050	0,33%
Marmara Region	25.731.357	30,77%
Marmara Region & Bolu & Düzce	26.441.838	31,62%
Turkey (Total)	83.614.362	100%

Source: TURKSTAT, ABPRS Results, 2020

70 "İl ve ilçelere göre il/ilçe merkezi, belde/köy nüfusu ve yıllık nüfus artış hızı" (Provincial/district center, town/village population and annual population growth rates by province and district), ABPRS Results, TURKSTAT, 2020, (Access: 31.05.2021), <https://data.tuik.gov.tr/Bulten/Index?p=Adrese-Dayali-Nufus-Kayit-Sistemi-Sonuc-lari-2020-37210>.

Map 3: Marmara Region Provincial Populations

Marmara Region: 25 731 357

Marmara Region+Bolu+Düzce: 26 441 838

Turkey Total: 83 614 362

218 717 - 400 000

400 000 - 1 000 000

1 000 000 - 1 250 000

1 250 000 - 15 000 000

15 000 000 - 15 462 452

Source: TURKSTAT, ABPRS Results, 2020

the research area reaches 26 million 441 thousand 838. This number corresponds to nearly 31% of Turkey's population. İstanbul, as part of this region, has a population of 15 million 462 thousand 452 on its own,

making up 18,5% of Turkey's population. According to the distribution of the 0-17 age group's population by regions in Turkey, the Marmara Region has the youngest population with 6 million 10 thousand 485.⁷¹

⁷¹ "Türkiye'nin Nüfus Haritası" (Turkey's Population Map), (In Turkish), Republic of Turkey Ministry of Interior, 11.07.2019, (Access: 31.05.2021), <https://www.icisleri.gov.tr/turkiyenin-nufus-haritasi>.

Refugees and Other Foreigners in the Marmara Region

The Marmara Region, which has the most developed economy among the regions in Turkey, has become the most important migration location of irregular migrants and refugees coming from other regions, particularly of Syrians in the beginning and then Afghans. Work opportunities and solidarity networks play primary roles in the preference of the Marmara Region.

Provinces of the Marmara Region, particularly Istanbul, are also attractive for those who want to go to Europe or live in metropolitan areas without drawing much attention. By

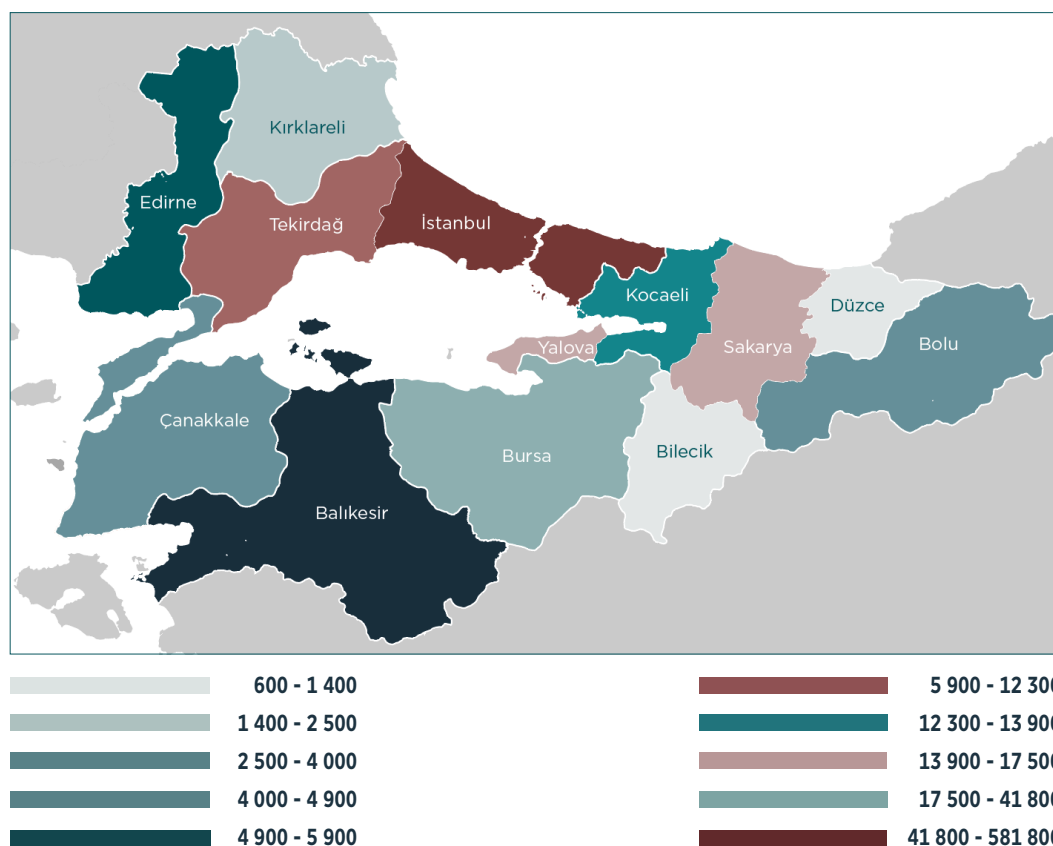
April 2021, among 1 million 91 thousand people living with residence permit in Turkey, 61% are living in the Marmara Region, with 561.000 of them in Istanbul.⁷²

The Marmara Region turned into a target region for Syrians and other refugees, as the refugees that fled the civil war in Syria and took refuge in Turkey started to settle outside the camps. The number of Syrians registered in a total of 13 provinces that are in the Marmara Region and those covered by the research is around 811 thousand by 21 April 2021. So, Syrians under temporary protection in the Marmara Region make up 22% of the total number of Syrians in Turkey. The ratio of Syrian population under

Syrians under temporary protection in the Marmara Region make up 22% of the total number of Syrians in Turkey.

⁷² The number foreigners living with residence permit in the Marmara Region is 663.690 and this number corresponds to 60,8% of foreigners with residence permit in Turkey. When Bolu and Düzce that are covered by this research are also included, the number of foreigners with residence permit rises to 668.964, which makes 61,3% of the total in Turkey.

Map 4: Distribution of Foreigners with Residence Permit in the Marmara Region by Province



Source: DGMM, 21.04.2021

temporary protection in these provinces to the total population of the provinces is 3,14%. Among the ratios of Syrians under temporary protection to the provinces' populations, the top three provinces with the most Syrians are Bursa with 5,87%, İstanbul with 3,50%, and Kocaeli with 2,80%.

However, when the actual residence, rather than place of registration is taken into account, the Syrian population and density in the region is much higher than these figures. According to November 2018 presence assessment research data by IOM & DGMM, the difference between Syrian population living

Table 7: Distribution of Syrians under Temporary Protection in the Marmara Region by Province

Province	Population of Turkish Citizens	Syrian Population Under Temporary Protection	Ratio of Syrian Population Under Temporary Protection to Population of Turkish Citizens (%)
Balıkesir	1.229.782	4.872	0,40%
Bilecik	215.480	613	0,28%
Bolu	304.628	4.073	1,34%
Bursa	3.057.247	179.590	5,87%
Çanakkale	536.513	5.263	0,98%
Düzce	389.471	1.748	0,45%
Edirne	402.237	1.058	0,26%
İstanbul	15.011.868	525.529	3,50%
Kırklareli	359.249	974	0,27%
Kocaeli	1.983.504	55.493	2,80%
Sakarya	1.017.864	15.541	1,53%
Tekirdağ	1.074.236	12.508	1,16%
Yalova	253.124	3.912	1,55%
Marmara Region	25.141.104	805.353	3,20%
Marmara Region & Bolu & Düzce	25.835.203	811.174	3,14%
Turkey (Total)	82.280.952	3.671.811	4,46%

Source: DGMM, 21.04.2021

in the Marmara Region and the registered Syrian population in the region is noteworthy.⁷³ A two-phase study was carried out within the scope of this presence assessment research. Through the fieldwork conducted in September-November 2018, the number of international migrants living in 24 provinces

was reached. Then the number of migrants registered in these provinces by September 2018 was taken from DGMM to compare with the actual number of international migrants living in the same provinces. The examination of this comparative data shows that there are considerable differences between

⁷³ IOM&DGMM, Baseline Assessment 24 Provinces of Turkey.

Table 8: Distribution of Syrians who are Registered and Living in Provinces in the Marmara Region

Province	Syrian Population Registered in the Province	Syrian Population Living in the Province
Balıkesir*	-	-
Bilecik	614	602
Bolu*	-	-
Bursa	155.640	211.694
Çanakkale	3.747	3.139
Düzce*	-	-
Edirne	11.675	268
İstanbul**	601.320	963.536
Kırklareli	2.676	187
Kocaeli	50.217	51.235
Sakarya	14.634	17.644
Tekirdağ*	-	-
Yalova	3.245	5.086

Source: IOM&DGMM, September-November 2018 & May-July 2019

* The September-November 2018 research carried out by IOM&DGMM in 24 provinces was not conducted in Balıkesir, Bolu, Düzce and Tekirdağ provinces that are covered by the research. For this reason, the data on these provinces are not included.

** The September-November 2018 research by IOM&DGMM was not conducted in Istanbul. The numbers of Syrians in Istanbul was taken from the May-July 2019 research of IOM&DGMM.

the number of registered Syrians and the actual number of Syrians living particularly in some cities. According to this, it is possible to say that Syrians, based on reasons such as work opportunities, education opportunities, accessing social aid, and relationship networks, migrate to provinces other than those they are registered in. While Bilecik, Çanakkale, Edirne, and Kırklareli are emigration provinces, Bursa, Istanbul, Kocaeli, Sakarya, and Yalova have

become attractive for Syrians that are registered in other provinces.

The reasons why refugees prefer Istanbul and the Marmara Region to continue their lives is similar to the factors that make the region a center of attraction for internal migration. Following Istanbul, Bursa and Kocaeli are the provinces hosting the most refugees in the Marmara Region. Considered from this perspective, it can be said that refugees, like internal migrants,

mostly prefer to live in cities with developed industry and high value-added economy. Educational opportunities (particularly higher education), cultural opportunities, and cultural closeness along with relationship networks are among other factors effective in refugees' preference for the region as their eventual living space. It is said that one of the reasons why refugees living and/or working in certain neighborhoods and districts such as Fatih district of Istanbul prefer these areas is the cultural closeness they feel.⁷⁴ Along with this, it can be argued that in refugees' residency preferences, proximity to friends and relatives and work opportunities are at the forefront. The district-based study on this issue conducted for Küçükçekmece Municipality indicated that among the reasons why Syrians preferred Küçükçekmece, work opportunities, relatively affordable living conditions and relations with friends (relatives, etc.) were effective.⁷⁵

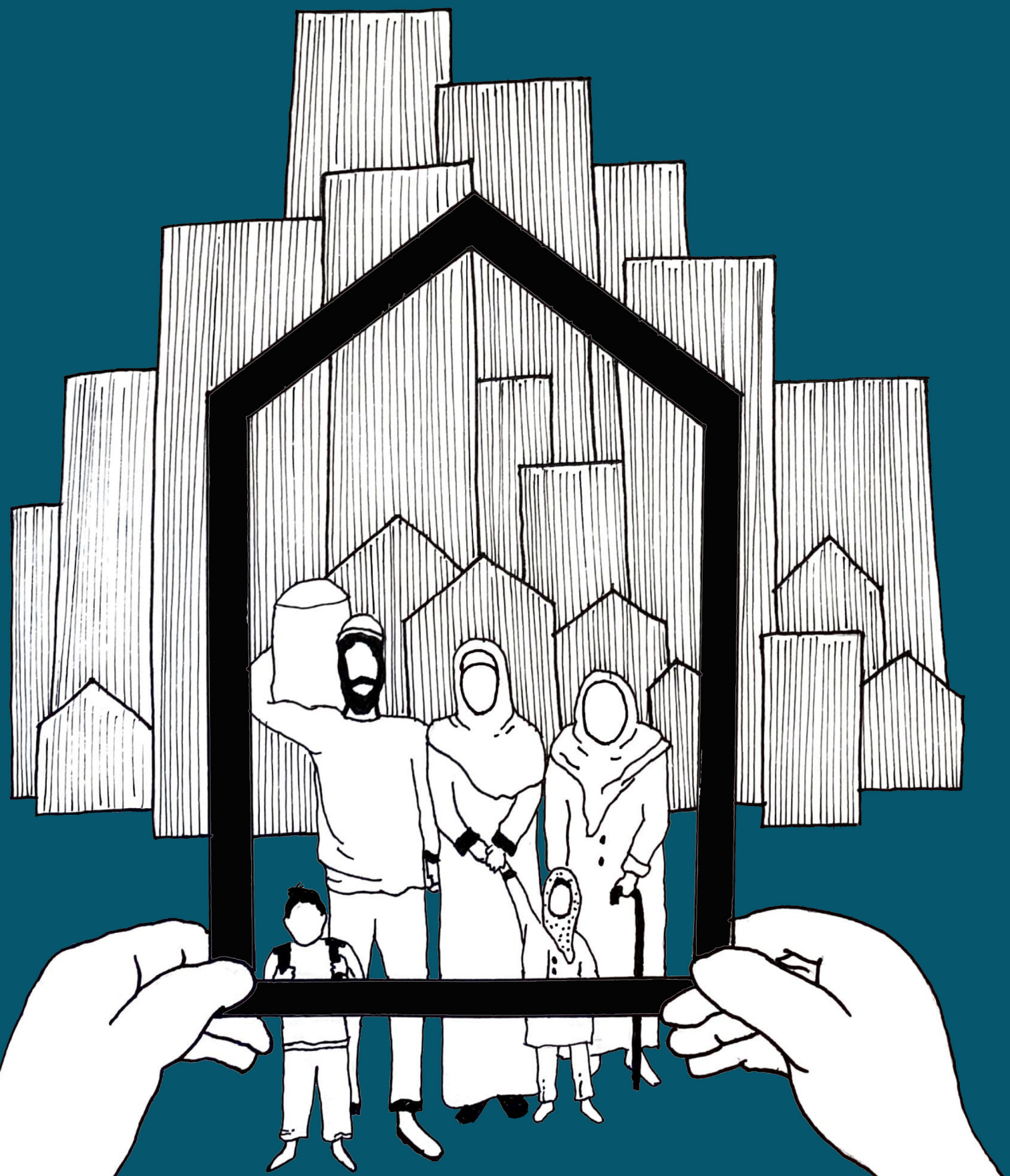
In the Marmara Region, where the agriculture and industry sectors are developed, the contributions of migrants and refugees to the employment is very significant. According to INGEV's June 2021 Syrian Businesses Database results, 54% of Syrian businesses are located in Istanbul.⁷⁶ With this rate, Istanbul is the city with the most Syrian businesses in Turkey. It is known that local businesses in the Marmara Region have employed high number Syrians. Particularly in Bursa, most young Syrians are employed in the agriculture, textile, and service sectors.⁷⁷ On the other hand, along with increasing numbers of refugees in the Marmara Region, the already existing problems regarding the cities are becoming more evident. While social inequalities in the region continue to increase, employment in the informal economy emerges as one of the most significant problems. This situation leads to a rise in the needs for local cohesion and the emergence of social services and support as requirements.

74 Ayhan Kaya, "A Tale of Two Cities: Aleppo and Istanbul. European Review", 25(3), 365-387, 2017, (Access: 21.04.2021), doi:10.1017/S1062798717000084.

75 Erdoğan et. al., Küçükçekmece Needs Analysis and Perception Research on Local People and Syrians Under Temporary Protection.

76 INGEV, Syrian Enterprises Database Update.

77 Kaya et. al., Classification of MATILDE regions. Spatial specificities and third country nationals distribution: Turkey with a focus on Bursa.



main framework of the research

This comprehensive and three-leveled research conducted in the Marmara Region Municipalities aims to map the services and institutional investments provided by the municipalities for refugees and to make the analysis of the current situation and to identify the difficulties and problems faced by the municipalities

in the process management as well as the rising needs. In addition to the institutional-level analysis, this research is designed to reach findings on individual experiences, opinions, and attitudes of municipality employees.

The research has been carried out with 94 municipalities in a

The research has been carried out with 94 municipalities in 13 provinces, including 11 provinces in the Marmara Region along with Bolu and Düzce.

total of 13 provinces, including 11 provinces in the Marmara Region along with Bolu and Düzce. According to 21 April 2021 DGMM data, the number of Syrians in 13 provinces is 811 thousand. This number corresponds to nearly 22% of a total of 3.671.811 Syrians in Turkey, according to some registration-based official numbers.

In line with the aims of the research, the research findings are presented under four main headings. Under the first two headings, municipality-level (institutional) findings are given, while under the last two headings, municipal employee-level (individual) findings are provided.

1. Municipalities' institutional capacity and services for refugees:⁷⁸

In this section, findings on services that municipalities provide for refugees and the presentation of services are provided. The findings are related to cash and in-kind aids provided by municipalities for Syrian refugees, cooperation with stakeholders in different sectors to provide refugees with services, financing and personnel support from various institutions and organizations, migration centers in municipalities and community centers serving refugees, management and tracking of data on refugees by municipalities, migration

⁷⁸ Findings in this section are based on surveys conducted with directors and experts. In cases of conflicting responses of directors and experts working in the same municipality to the questions about municipal services, the responses of experts who are working in the field are taken into consideration.

commissions in municipal councils, as well as migrants and refugees in strategic planning along with services provided for those with no temporary protection ID or refugees from other nations.

2. Forced migration from the perspective of deputy mayors:⁷⁹

Although there is no legal obligation in municipalities' service providing for migrants and refugees, many metropolitan, provincial, and district municipalities provide their services for the migrants and refugees residing within their borders as the primary responsible body in meeting the neighborhood and common needs. This section of the research covers the views of deputy mayors on how municipalities provide services for the migrants and refugees and the institutional structuring formed within this context. Following these results,

the findings about the needs of municipalities that emerged during the migration governance process, challenges faced during the process, as well as relations of municipalities with migrants, refugees and the local people, are shared.

3. Municipality representatives' observations and attitudes about refugees:

Within the scope of the research, along with institutional positions of municipalities, the individual observations and attitudes of municipality representatives as service providers were also included. This section shares findings on observations and perceptions of municipality representatives at different positions (deputy mayor, director and expert) regarding the refugees residing in their provinces and districts.

⁷⁹ Findings in this section are obtained from surveys conducted with deputy mayors given their roles in decision making processes and that they represent the institutional perspective.

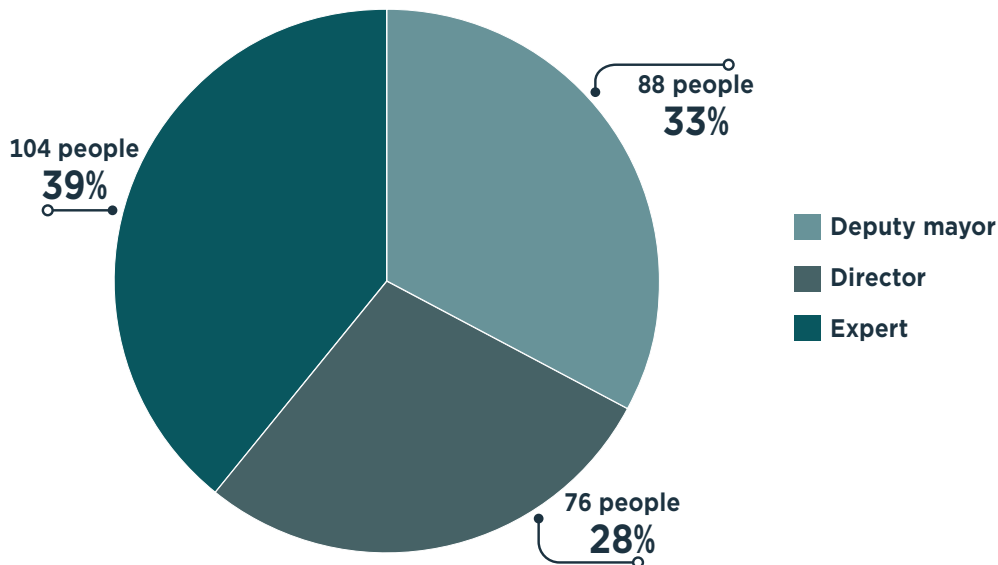
4. The role of directors and experts in migration governance:

The study tried to assess the power and effect of individual initiatives of the directors and experts in the decision-making processes at municipalities, so it examined the relation between institutionalization and individual decisions.

Sample and Research Method

The main purpose of the research is to analyze the current situation in municipalities' work on migrants and refugees, to find out the needs, to support the social cohesion work at the local level by determining the institutional and individual development areas. Municipalities that

Graphic 6: Distribution of Municipality Representatives Interviewed within the Scope of the Research



interviews were conducted were determined according to the 31 December 2019 DGMM data based on Syrian populations under temporary protection in provinces and districts. Istanbul, Bursa, and Kocaeli, the three provinces in the region with the most Syrian population under temporary protection, interviews were conducted with metropolitan municipalities and all district municipalities. In other provinces, district municipalities with 1,000 and over Syrians under temporary protection were also added to the sampling along with provincial municipalities, and a total of 95 municipalities were included within the scope of the research. However, in one the municipalities, no interview could be conducted as interview requests at all three levels were inconclusive, and a total of 94 municipalities were interviewed.

A total of three surveys with a deputy mayor to whom the department working on social services and/or migrants and refugees is affiliated, the director and an expert of the relevant department were targeted. As seen in the table below, 268 out of the targeted 285 surveys were conducted

with a high representation rate of 94%. Relatively different questionnaires were used for deputy mayors than directors and experts. The main reason is to register the perspective of deputy mayors about the issue of migration as high-level decisionmakers, as well as the technical knowledge and experience of directors and experts as active executives and experts in the field. The questionnaires for deputy mayors included questions about institutional attitude, observations, and needs of municipalities towards refugees, while questionnaires for directors and experts included questions on the scope and diversity of municipal services. During interviews with directors and experts, same questionnaire forms were used to examine the consistency of responses and to increase the collected data's validity and the reliability.

Following the initial drafts of the questionnaires, a pilot study was conducted through phone interviews with a total of seven participants at the departments of three municipalities in Istanbul and Bursa, working on migrants and refugees. The questionnaire forms were

finalized based on the feedback obtained through the pilot studies.

The fieldwork of the research was conducted on 14 May-16 October 2020 in Balıkesir, Bilecik, Bolu, Bursa, Düzce, Çanakkale, Edirne, Istanbul, Kırklareli, Kocaeli, Sakarya, Tekirdağ, and Yalova provinces. Social Services and Social Aid Affairs Directorates, Culture and Social Affairs Directorates, Women and Family Services Directorates, Press and Public Relations Directorates, Strategy Development Directorates, and Foreign Relations Directorates were among the directorate interviews between these dates.

The research was initially designed to conduct in-person survey interviews. However, the method had to be adjusted due to the COVID-19 measures, leading to a mixed method.

The interviews were conducted mostly over the phone, in-person with those that could be reached, and in some cases through online meeting platforms. The participants filled out the first part of the questionnaire on municipal services with the help of an interviewer over the phone. A web link was shared with the participants, asking them to respond to the questions as part of the survey that includes the work environment of municipalities and the demographic information of the participants. The surveys in the Istanbul Metropolitan Municipality and 39 district municipalities in Istanbul were mostly conducted in person at all three levels (deputy mayors, directors, and experts). 33% of municipality representatives that participated in the research are women, while 67% of them are men.

Table 9: Number of Targeted and Conducted Interviews by Municipality

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Interviews Conducted with Deputy Mayor*	Number of Interviews Conducted with Director	Number of Interviews Conducted with Expert	Total Number of Conducted Interviews
Balıkesir	Balıkesir (metropolitan m.)	3	1	1	0	2
	Bandırma	3	1	1	0	2
Bilecik	Bilecik (provincial m.)	3	1	1	1	3
Bolu	Bolu (provincial m.)**	3	0	0	0	0
	Gerede	3	0	1	1	2
Bursa	Bursa (metropolitan m.)	3	1	1	1	3
	Büyükorhan	3	1	0	2	3
	Gemlik	3	1	0	1	2
	Gürsu	3	1	1	1	3
	Harmancık	3	1	1	1	3
	İnegöl	3	1	0	1	2
	İznik	3	1	1	1	3
	Karacabey	3	1	0	2	3
	Keles	3	1	0	1	2
	Kestel	3	1	1	1	3
	Mudanya	3	1	1	1	3
	Mustafakemalpaşa	3	1	1	1	3
	Nilüfer	3	1	1	1	3
	Orhaneli	3	1	1	1	3
	Orhangazi	3	1	1	1	3
	Osmangazi	3	0	1	2	3
	Yenişehir	3	1	1	1	3
	Yıldırım	3	1	1	1	3
Çanakkale	Çanakkale (provincial m.)	3	1	1	1	3
	Biga	3	0	1	1	2
Düzce	Düzce (provincial m.)	3	1	0	1	2
Edirne	Edirne (provincial m.)	3	1	1	1	3
İstanbul	İstanbul (metropolitan m.)	3	1	1	1	3
	Adalar	3	1	1	1	3
	Arnavutköy	3	1	1	1	3
	Ataşehir	3	1	0	2	3
	Avcılar	3	1	1	1	3

URBAN REFUGEES OF MARMARA

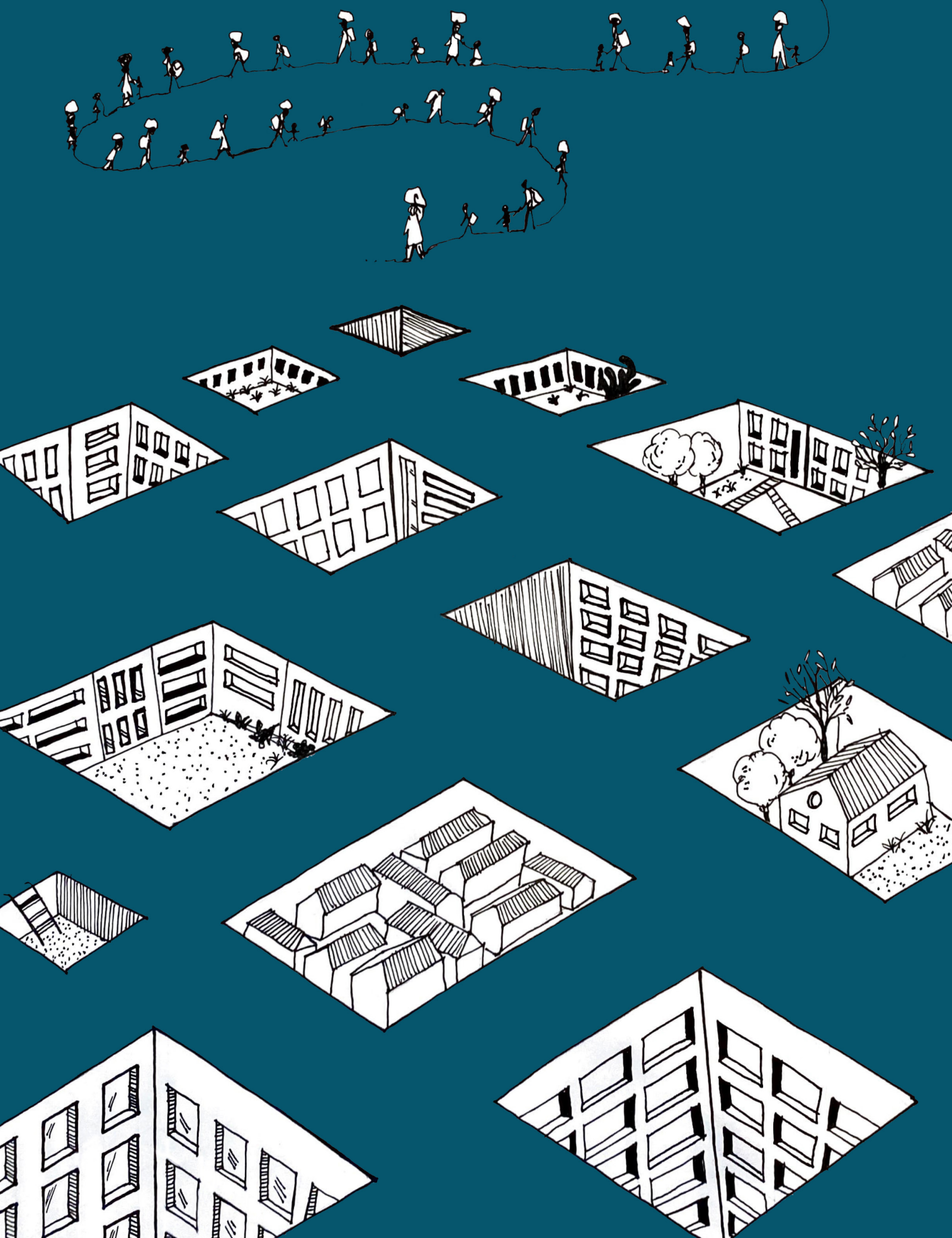
PROCESS MANAGEMENT OF MUNICIPALITIES

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Interviews Conducted with Deputy Mayor*	Number of Interviews Conducted with Director	Number of Interviews Conducted with Expert	Total Number of Conducted Interviews
Istanbul	Bağcılar	3	1	1	1	3
	Bahçelievler	3	1	1	1	3
	Bakırköy	3	1	0	2	3
	Başakşehir	3	1	1	1	3
	Bayrampaşa	3	1	1	1	3
	Beşiktaş	3	1	0	2	3
	Beykoz	3	1	1	1	3
	Beylikdüzü	3	1	1	1	3
	Beyoğlu	3	1	1	1	3
	Büyükkçekmece	3	1	1	1	3
	Çatalca	3	1	1	1	3
	Çekmeköy	3	1	1	1	3
	Esenler	3	1	1	1	3
	Esenyurt	3	1	1	1	3
	Eyüpsultan	3	1	1	1	3
	Fatih	3	1	1	1	3
	Gaziosmanpaşa	3	1	1	1	3
	Güngören	3	1	1	1	3
	Kadıköy	3	1	1	1	3
	Kâğıthane	3	1	1	1	3
	Kartal	3	1	1	1	3
	Küçükçekmece	3	1	1	2	4
	Maltepe	3	1	1	0	2
	Pendik	3	1	1	1	3
	Sancaktepe	3	1	1	1	3
	Sarıyer	3	1	1	1	3
	Silivri	3	1	1	1	3
	Sultanbeyli	3	1	1	1	3
	Sultangazi	3	1	0	2	3
	Şile	3	1	1	1	3
	Şişli	3	1	1	1	3
	Tuzla	3	1	1	1	3
	Ümraniye	3	1	1	1	3
	Üsküdar	3	1	1	1	3
	Zeytinburnu	3	1	2	1	4

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Interviews Conducted with Deputy Mayor*	Number of Interviews Conducted with Director	Number of Interviews Conducted with Expert	Total Number of Conducted Interviews
Kırklareli	Kırklareli (provincial m.)	3	1	1	1	3
Kocaeli	Kocaeli (metropolitan m.)	3	1	1	1	3
	Başiskele	3	1	1	1	3
	Çayirova	3	1	1	0	2
	Darica	3	0	1	1	2
	Derince	3	1	1	1	3
	Dilovası	3	1	1	1	3
	Gebze	3	1	1	2	4
	Gölcük	3	1	0	2	3
	İzmit	3	0	1	1	2
	Kandıra	3	1	1	1	3
	Karamürsel	3	1	0	1	2
	Kartepe	3	1	1	1	3
	Körfez	3	0	1	1	2
	Sakarya (metropolitan m.)	3	1	1	1	3
Sakarya	Adapazarı	3	1	1	1	3
	Akyazı	3	1	0	2	3
	Erenler	3	1	1	0	2
	Hendek	3	1	0	2	3
	Karasu	3	1	1	1	3
	Serdivan	3	1	0	2	3
	Tekirdağ (metropolitan m.)	3	2	0	1	3
	Çerkezköy	3	1	1	1	3
Tekirdağ	Çorlu	3	1	0	1	2
	Ergene	3	0	1	1	2
	Marmaraereğlisi	3	1	1	1	3
	Süleymanpaşa	3	1	1	1	3
	Yalova (provincial m.)	3	1	1	1	3
	Total	95 Municipalities	285	88	78	102
						268

* Due to absence of a deputy mayor position in metropolitan municipalities, interviews were conducted with deputy secretary generals and heads of departments, and with mayors in some district municipalities based on their preference. These interviews were included within the deputy mayors group under the scope of the research.

** No interviews could be conducted with Bolu Municipality due to the negative response to the interview requests. Interviews were conducted with Gerede district municipality in Bolu province.



research findings I: municipalities' institutional capacity and services for refugees

In this part of the research, the findings obtained from the analysis of the data of the survey conducted in 94 municipalities regarding the services provided by the municipalities in the Marmara Region to refugees and the institutional capacity works are presented. The services and capacity works provided

by metropolitan, provincial, and district municipalities are analyzed under eight sub-headings given below:

1. Cash and in-kind aids
2. Social service programs
3. Collaborations and stakeholders

4. Financing and personnel support
5. Institutional structuring
6. Management and tracking of data
7. Syrians without a temporary protection ID and refugees from other nations
8. Municipal services during the COVID-19 period towards refugees

Research findings are evaluated first in the Marmara Region and then on a provincial basis. While more detailed information is available for the provinces of Istanbul, Bursa, and Kocaeli in the Marmara Region, limited information has been obtained, as would be expected, on the work done in municipalities with a low migrant and refugee population in the province and district borders.

The province-based summary table below shows how many municipal representatives on a province basis (deputy

mayor, director, and expert) are interviewed in the research which was conducted in 94 municipalities that host more than 1.000 refugees within their borders according to the 31 December 2019 DGMM data. In the research, interviews were held with 121 municipality representatives in 40 municipalities in Istanbul, 51 municipal representatives in 18 municipalities in Bursa, 35 municipal representatives in 13 municipalities in Kocaeli, 20 municipal representatives in 7 municipalities in Sakarya, 16 municipal representatives in 6 municipalities in Tekirdağ, 5 municipal representatives in 2 municipalities in Çanakkale, and 4 municipal representatives in 2 municipalities in Balıkesir. In the interviews held with the provincial municipalities in Bilecik, Edirne, Kırklareli, and Yalova provinces, 3 representatives were interviewed in each municipality. In Bolu and Düzce, interviews were held with one municipality each and 2 representatives in each municipality were interviewed.

Table 10: Number of Interviews by Province

Province	Number of Interviewed Municipalities	Number of Interviewed Deputy Mayors	Number of Interviewed Directors	Number of Interviewed Experts	Number of Total Interviews
Balıkesir	2	2	2	0	4
Bilecik	1	1	1	1	3
Bolu	1	0	1	1	2
Bursa	18	17	13	21	51
Çanakkale	2	1	2	2	5
Düzce	1	1	0	1	2
Edirne	1	1	1	1	3
İstanbul	40	40	37	44	121
Kırklareli	1	1	1	1	3
Kocaeli	13	10	11	14	35
Sakarya	7	7	4	9	20
Tekirdağ	6	6	4	6	16
Yalova	1	1	1	1	3
Total	94	88	78	102	268

Marmara Region

Cash and In-Kind Aids

Municipalities generally shape the services they provide to migrants and refugees within the framework of social assistance for those in need. In the majority of the municipalities that serve migrants and refugees in the Marmara Region, the units that work on migrants and refugees appear as Social Services Directorates and Social Aid Affairs Directorates, and the

services provided are seen as a part of the fight against poverty. Article 38 of the Municipal Law states that the municipal budget can be used for "the poor and needy" without any emphasis on citizenship. This article provides flexibility in terms of the spending on migrants and refugees from the municipal budget.

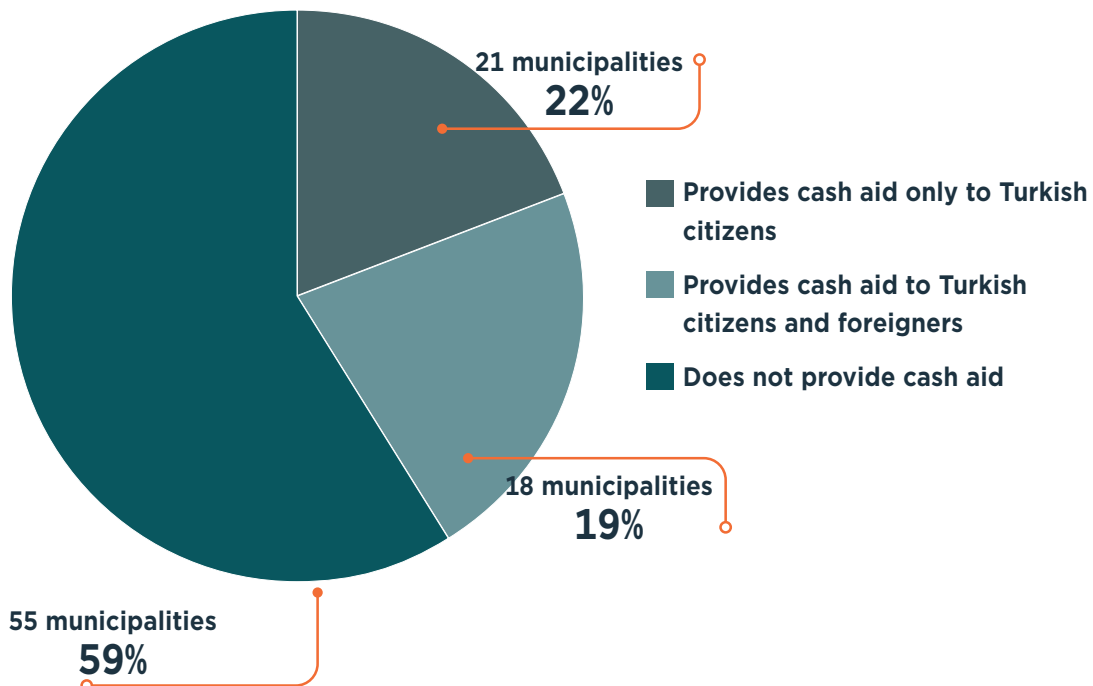
While 39 (41%) of the 94 municipalities interviewed stated that they provided cash aid to citizens living within

their borders, 18 of these 39 municipalities said they created opportunities for the cash aids also to be provided to refugees. When municipalities that did not provide cash aid to the refugees were asked about the reasons for this situation, they mostly stated that the legislation does not allow the cash aid to be provided to the refugees.

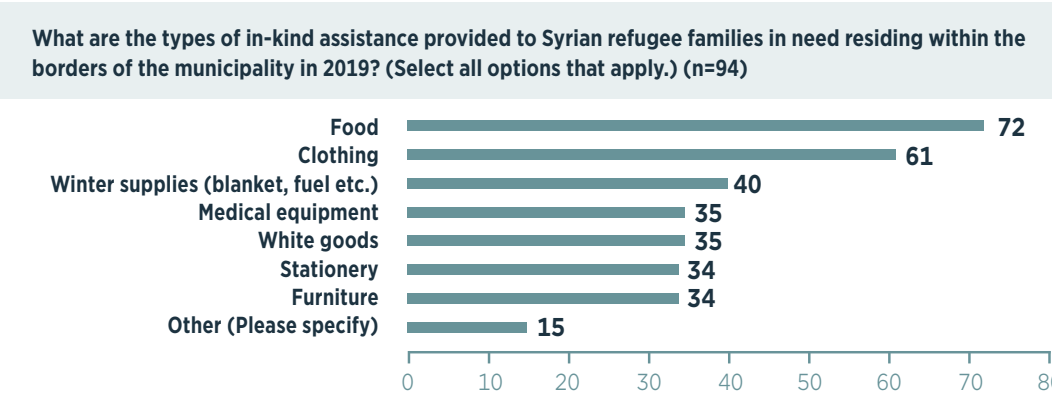
Despite the small number of municipalities that provide cash aid to refugees, 73 (78%) of 94

municipalities stated that they provide in-kind aid to refugees. Among the types of aid provided, winter aid materials such as food aid, clothing aid, blankets, and fuel are at the top of the list. Items such as medical equipment, white goods, furniture, and stationery are other in-kind aids in the list. Representatives of municipalities that do not provide in-kind aid stated that there is no demand for in-kind aid, mostly due to the low number of refugees within their municipal borders.

Graphic 7: Distribution of Municipalities by Cash Aid - Marmara Region



Graphic 8: Types of In-Kind Aid Provided to Refugees by Municipalities - Marmara Region



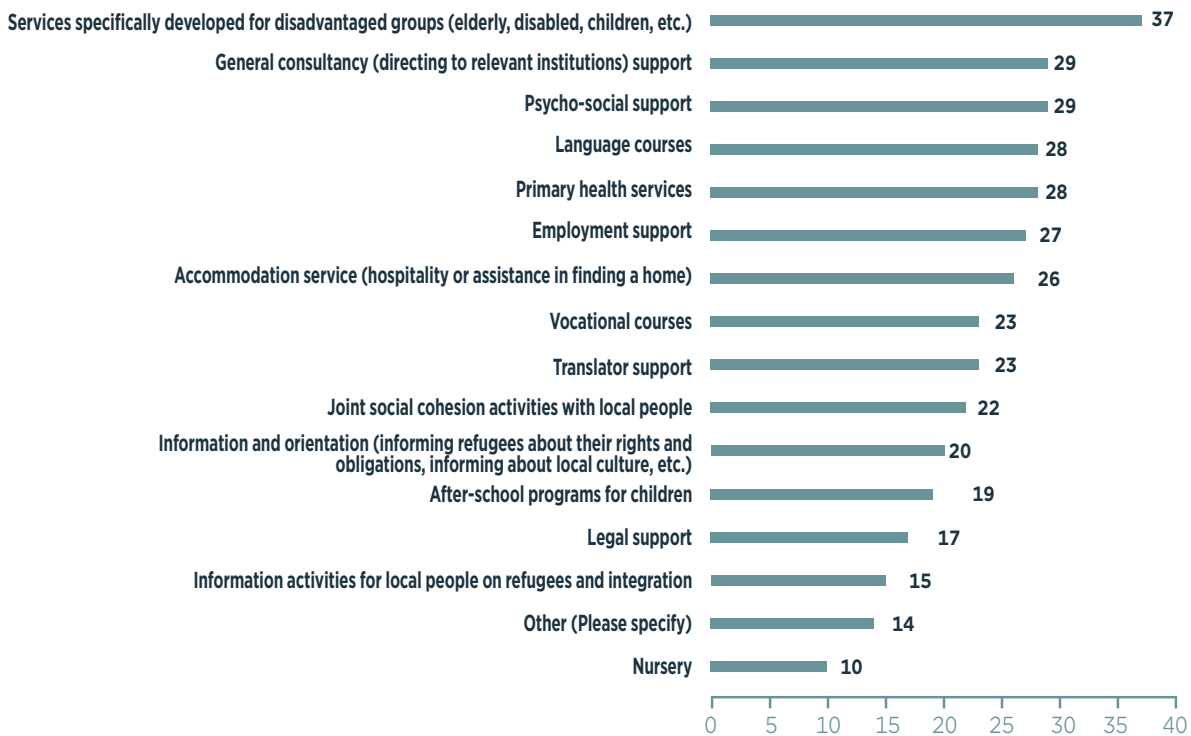
Social Service Programs

Municipalities develop and implement special support models that can meet the needs of different social groups such as women, children, and the disabled, as well as providing in-kind aid and cash support to the needy under an understanding of social municipality. According to the results of surveys, 60 (64%) of the 94 municipalities interviewed developed social service programs for the needs of Syrian refugees residing in their provinces and districts. Among the support programs developed, special services for disadvantaged groups come first. These services are followed by general counseling

service, psycho-social support, and language courses. Other social services provided by municipalities for migrants and refugees are primary health care services, employment support, accommodation service, vocational courses, interpreter support, integration activities between local people and refugees, information and orientation activities, after-school programs for children, and legal support. When the municipalities that do not provide such services were asked about the reasons for this, the constraints in the budget were stated as the main reason. 75 out of 94 municipalities stated that everyone within the borders

Graphic 9: Social Service Models Provided by Municipalities to Syrian Refugees - Marmara Region

Select the social services provided to Syrian refugees by your municipality in 2019. (Select all options that apply.) (n=94)



of the municipality, regardless of their citizenship status, can benefit from the services offered by the municipality.

Collaborations and Stakeholders

Within the scope of the services they provide to Syrian refugees, some municipalities cooperate

by developing joint projects with various stakeholders such as public institutions, NGOs, and international organizations working in the field of migration. Public institutions come first among the institutions with which municipalities collaborate the most. Among the public

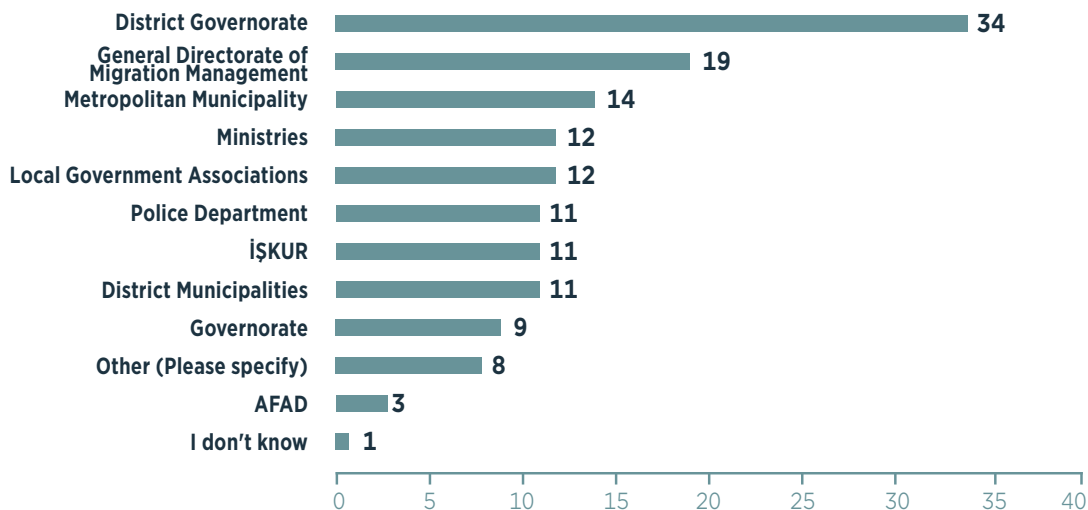
Graphic 10: Institutions that Municipalities Collaborate with - Marmara Region

Which institutions have you collaborated with regarding the services you provide to Syrian refugees? (Select all options that apply.) (n=94)



Graphic 11: Public Institutions that Municipalities Collaborate with - Marmara Region

Which institutions have you collaborated with regarding Syrian refugees? (Select all options that apply.) (n=94)



institutions, municipalities work mostly with governorates at provincial level, district governorates, DGMM, and the metropolitan municipality in their provinces. Subsequently, other institutions with which municipalities have developed the most cooperation are local, national, and international NGOs, while 15 out of 94 municipalities stated that there is no collaboration in the works related to Syrian refugees.

Financing and Personnel Support

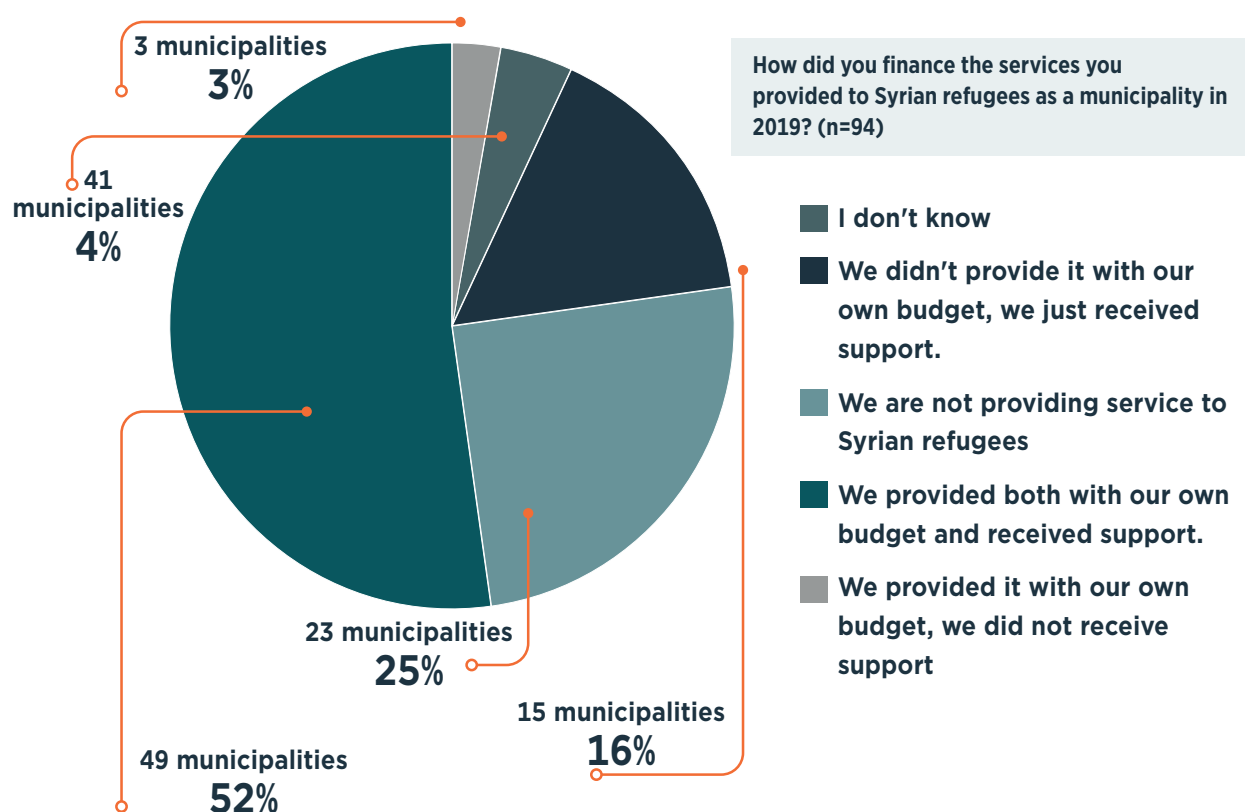
There are some reservations and uncertainties about whether municipalities can spend from their own budgets for refugees. While many municipalities cover some of the financing of services from their own budgets based on the law of “fellow citizens” in the Municipal Law No. 5393, some municipalities receive financial and personnel support from various organizations within the scope of projects or cooperation in their services for refugees.

When the municipalities were asked whether they received funds, personnel, and/

or donations from various individuals and organizations for the services they provided to Syrian refugees in 2019, 49 (52%) of the 94 municipalities said they financed the social services they provide to refugees from the existing budget of the municipality, and that they did not receive any additional financial or personnel support for these services. While 23 municipalities stated that they received external support in addition to the resources they allocated from their own budgets, 4 municipalities stated that they did not allocate resources from their own budgets and that they provided all of the services they provided to refugees with external financial and personnel support.

Of the 27 municipalities that stated that they received support, 21 stated that they received funding and donation support, 8 received personnel support, and 2 received both funding and personnel support. It has been stated that international organizations, public institutions, NGOs operating at the national level, private companies, and individual donors are

Graphic 12: Level of Support that Municipalities Receive for Providing Social Services to Refugees - Marmara Region



among the institutions that provide funds and donations to municipalities for the social services provided to refugees. When the municipalities were asked why they did not receive support, the most common answer was that there was no such need because there was no demand for services

from Syrian refugees. Also, the answers included that the municipality's own budget is sufficient, there is no personnel to deal with the issue, the management has taken a decision in this direction, and a fund application has been made but no positive response has been received.

Graphic 13: Institutions from which Municipalities Receive Funds, Donations, and Personnel Support - Marmara Region

From which institutions did you receive funds, donations, and/or personnel support in 2019? (Select all options that apply.) (n=27)



Institutional Structuring

It appears that there are differences in both legislation and practice according to different types of municipalities regarding the creation of migration units within the administrative structure of municipalities. The standards regarding the staffing of municipalities in Turkey are determined by the "Regulation on Norm Staff Principles and Standards of Municipalities and Affiliates and Local Government

Associations". Accordingly, municipalities are evaluated in 4 main categories:⁸⁰

- 1. Group (A): Metropolitan Municipalities (6 subgroups by population)**
- 2. Group (B): Provincial Municipalities (8 subgroups by population)**
- 3. Group (C): Metropolitan District Municipalities (19 subgroups by population)**
- 4. Group (D): District and**

⁸⁰ "Regulation on Norm Staff Principles and Standards of Municipalities and Affiliated Organizations and Local Government Associations" (Belediye ve Bağlı Kuruluşları ile Mahalli İdare Birlikleri Norm Kadro İlke ve Standartlarına Dair Yönetmelik), (In Turkish), 2007, Presidency of the Republic of Turkey Legislation Information System, (Access: 21.04.2021), <https://www.mevzuat.gov.tr/anasayfa/MevzuatFihristDetayIframe?MevzuatTur=7&MevzuatNo=11125&MevzuatTertip=5>.

Town Municipalities (15 subgroups by population)

This regulation also reveals the limitations and flexibility of institutionalization of municipalities in the field of migration, as in all areas related to providing of services. According to the regulation, the institutionalization of the municipalities in 4 categories regarding migration is as follows:

(A) Institutionalization in metropolitan municipalities:

In metropolitan municipalities, the organizational structure mainly consists of the mayor, secretary general, deputy secretary general, head of department, director, chief and personnel working in the units. It is possible to establish a special department for migration in all metropolitan municipalities according to the norm staff standards chart of metropolitan municipalities. Similarly, there is a flexibility for a branch director and chief staff in metropolitan municipalities, and accordingly specific staff can be created to work on

migration. Therefore, there is no legal obstacle to the establishment of special units on migration at the level of department, directorate, and chiefs in metropolitan municipalities.

(B) Institutionalization in provincial municipalities:

In provincial municipalities, the organizational structure mainly consists of the mayor, deputy mayor, director, chief, and personnel working in the units. According to the provincial municipalities norm staff standards chart, it is not possible to establish a special directorate on migration in provincial municipalities. The issue of migration can only be handled under the directorates mentioned in a fixed list determined by the regulation, and there is no specific directorate on migration in this list. However, there is a flexibility for chief staff and accordingly specific staff can be created to work on migration. Therefore, there is no legal obstacle to the establishment of special units on migration at the level of chiefs in provincial municipalities.

(C) Institutionalization in district municipalities in metropolitan cities:

In the district municipalities located in metropolitan cities, the organizational structure mainly consists of mayor, deputy mayor (excluding districts with a population of up to 9.999), director, chief, and personnel working in the units. According to the metropolitan district municipalities norm staff standards chart, it is not possible to establish a special directorate for migration in the district municipalities in metropolitan cities. The issue of migration can only be handled under the directorates mentioned in a fixed list determined by the regulation, and there is no specific directorate on migration in this list. However, there is a flexibility for chief staff and accordingly specific staff can be created to work on migration. Therefore, there is no legal obstacle to the establishment of special units on migration at the level of chiefs in district municipalities in metropolitan cities.

(D) Institutionalization in district and town municipalities:

In district and town municipalities located in non-metropolitan provinces, the organizational structure mainly consists of the mayor, deputy mayor (except for districts and towns with a population of up to 7.499), director, chief, and personnel working in the units.

According to the norm staff standards chart of district and town municipalities, it is not possible to establish a special directorate for migration in district and town municipalities in non-metropolitan provinces. The issue of migration can only be handled under the directorates mentioned in a fixed list determined by the regulation, and there is no specific directorate on migration in this list. However, there is a flexibility for chief staff and accordingly specific staff can be created to work on migration. Therefore, there is no legal obstacle to the establishment of special units on migration at the level of chiefs in district and town municipalities in non-metropolitan provinces.

It is possible to establish a special unit on migration at the levels of department, directorate, and chiefs in metropolitan municipalities, and at the level of chief in provincial, district, and town municipalities in Turkey.

Accordingly, it is possible to establish a special unit on migration at the levels of department, directorate, and chiefs in metropolitan municipalities in Turkey. For example, there is no obstacle for a metropolitan municipality to establish a "Department of Migration" or to establish a "Directorate of Migration" under a relevant department. It is not possible to establish a directorate on migration in provincial, district, and town municipalities. In these municipalities, the unit that can be established specifically for migration can only be at the level of the chiefs. Therefore, according to the norm staff standards, there is no legal obstacle to the establishment of a special unit on migration

in municipalities. However, the constraints on the level and number of units allowed to be established in municipalities may prevent the establishment of a special unit for migration. In addition, the legal obstacle to the establishment of special units for migration at the level of directorates in provincial and district municipalities poses a serious problem in terms of institutionalization, especially in municipalities with a high refugee population. For this reason, some municipalities do not form migration units as a separate directorate as part of this administrative structure, but as coordinator units or thematic working groups under the relevant directorates. In addition to legal restrictions on institutional setting, the fact that

municipalities do not receive financial resources for refugees living within their borders is among the reasons that deter or put the establishment of migration units in the background for municipalities.

12 (13%) of the 94 municipalities interviewed stated that there was a special migration unit established within the municipality as of the end of 2019. According to the survey results, only one municipality's migration unit was established in 2009, and all of the migration units in other municipalities were established after the start of the Syrian migration. However, it has been observed that there are inconsistencies among answers given by the experts and the directors in some municipalities as responses to the related survey question. In some municipalities, the organizations established to provide services to refugees by different institutions or NGOs within the boundaries of the municipality have also been evaluated as the migration unit of the municipality from time to time by the director or expert. Migration units established in 2020 and after were not included in the analysis, since questions of the research evaluated the

unit configuration within the municipality until the end of 2019.

While interpreter support is an important need for municipalities to communicate with refugees in a healthy way and to provide relevant institutional services, it also has an important symbolic value regarding the existence of services for migrants and refugees. It was stated that in 21 of the 94 municipalities interviewed, that is, in about a quarter of them, full-time translators responsible for communication with refugees are employed, while there are no full-time translators in 73 municipalities.

Management and Tracking of Data

It is important for municipalities to have access to data and to be able to plan based on data so that they can develop services for the needs. However, it appears that local governments have great difficulties in reaching up-to-date data on the demographic structure of the migrant and refugee population living within their borders. It is clear that this is a big problem in terms of process

management. For this reason, many municipalities have tried to create their own databases in terms of accessing information on refugees over time.

48 (51%) of the 94 municipalities that were interviewed said that some data on Syrian refugees living within their borders were kept in the municipality, that these data were created by the statements of the people who applied to the municipality for help or support, while the data of the people who did not apply to the municipality were not available. It is understood that municipalities can access the data within the Provincial Directorates of Migration Management and mukhtars from time to time apart from their own databases. 17 of the 94 municipalities within the framework of the research stated that they benefited from a software within the municipality to store and use the data they collected or obtained from other institutions. 28 of the 94 municipalities interviewed stated that in addition to the collected data, they carried out needs analysis works with Syrian refugees living within the borders of the municipality.

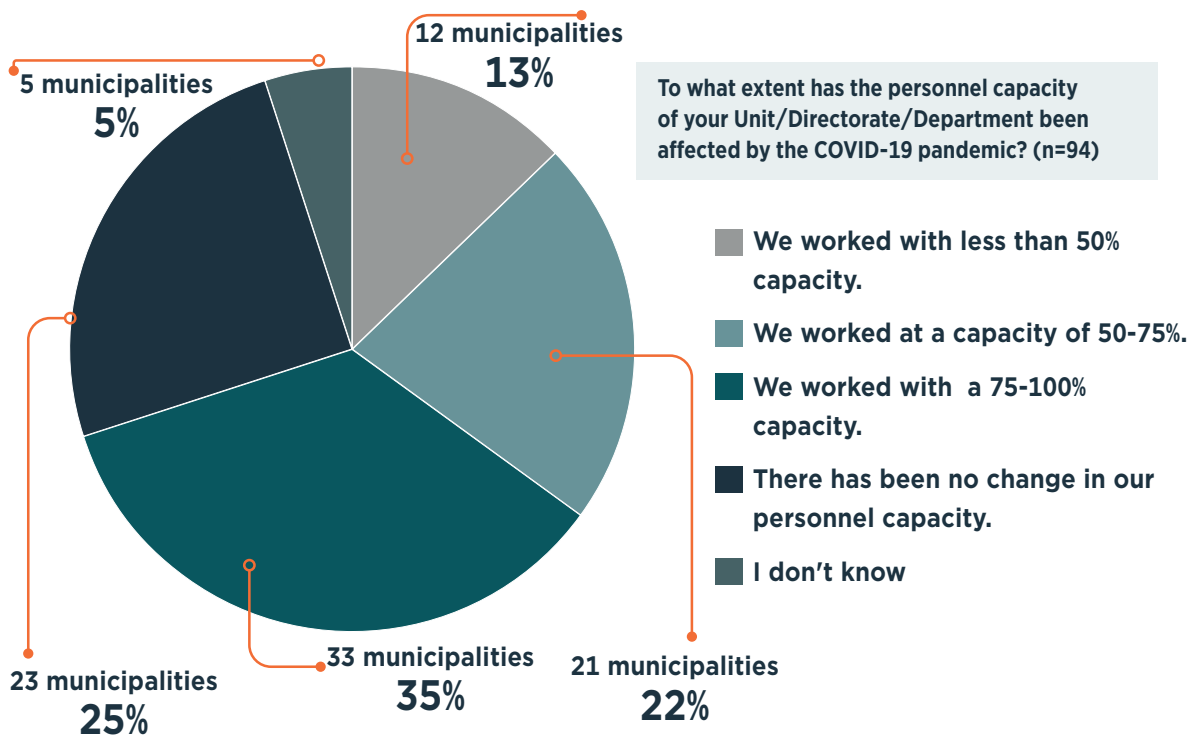
Syrians without a Temporary Protection ID and Refugees from Other Nations

30 of the 94 municipalities interviewed stated that Syrians who do not have a temporary protection ID can also benefit from the social services provided by the municipality. Again, in 30 municipalities, it has been understood that Syrians under temporary protection registered in other provinces also benefit from municipal services. 75 out of 94 municipalities stated that migrants and refugees of different nationalities other than Syrians can also benefit from municipal services.

Municipal Services During the COVID-19 Period Towards Refugees

Although the research was designed before the pandemic, since the fieldwork was carried out during the pandemic period, some questions were also asked to the municipalities about their services during the pandemic period. It was stated that 71 of the 94 municipalities included in the study had to limit their personnel capacities, albeit

Graphic 14: Personnel Capacity of Municipalities During the COVID-19 Pandemic - Marmara Region



at different rates, during the COVID-19 period, while the works of 23 municipalities were not affected by the pandemic.

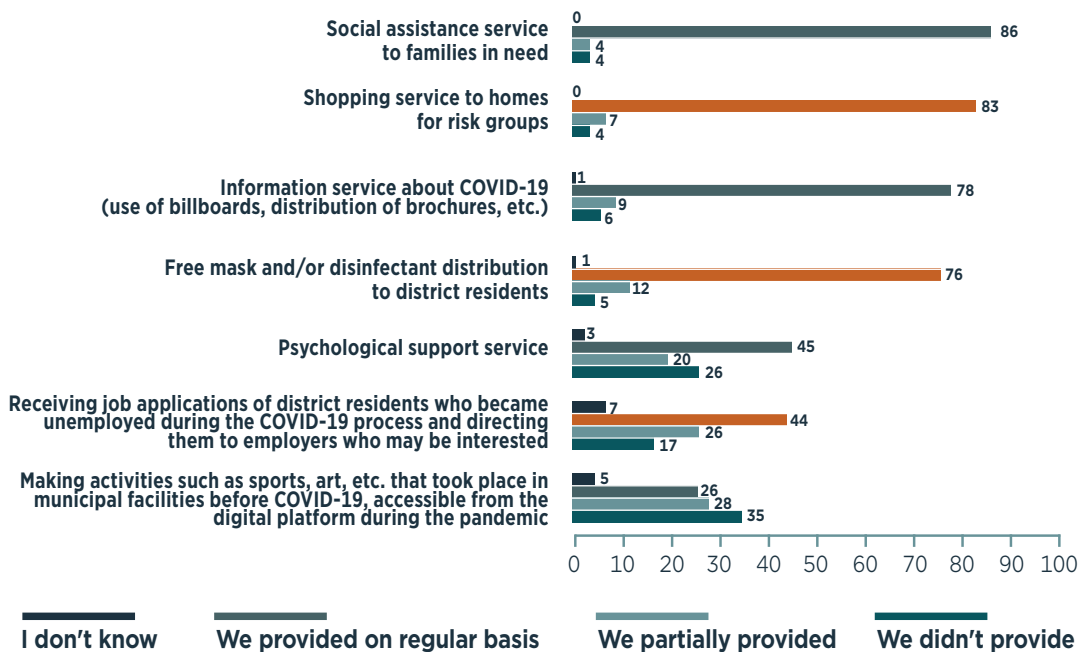
It was noted that during the pandemic, municipalities gave priority to providing social assistance services to homes, shopping services to homes for risk group people, distribution of hygiene materials such as masks, disinfectants, etc., and information about the pandemic.

73 (78%) of 94 municipalities stated that Syrian refugees residing within the borders of the municipality could also benefit from the services they prioritized during the pandemic. It appears that services such as social assistance services, shopping service, delivery of masks and hygiene-type health/protection materials come to the fore among the services that Syrian refugees can benefit from during the pandemic.

78% of municipalities stated that Syrian refugees residing within the borders of the municipality could also benefit from the services they prioritized during the pandemic.

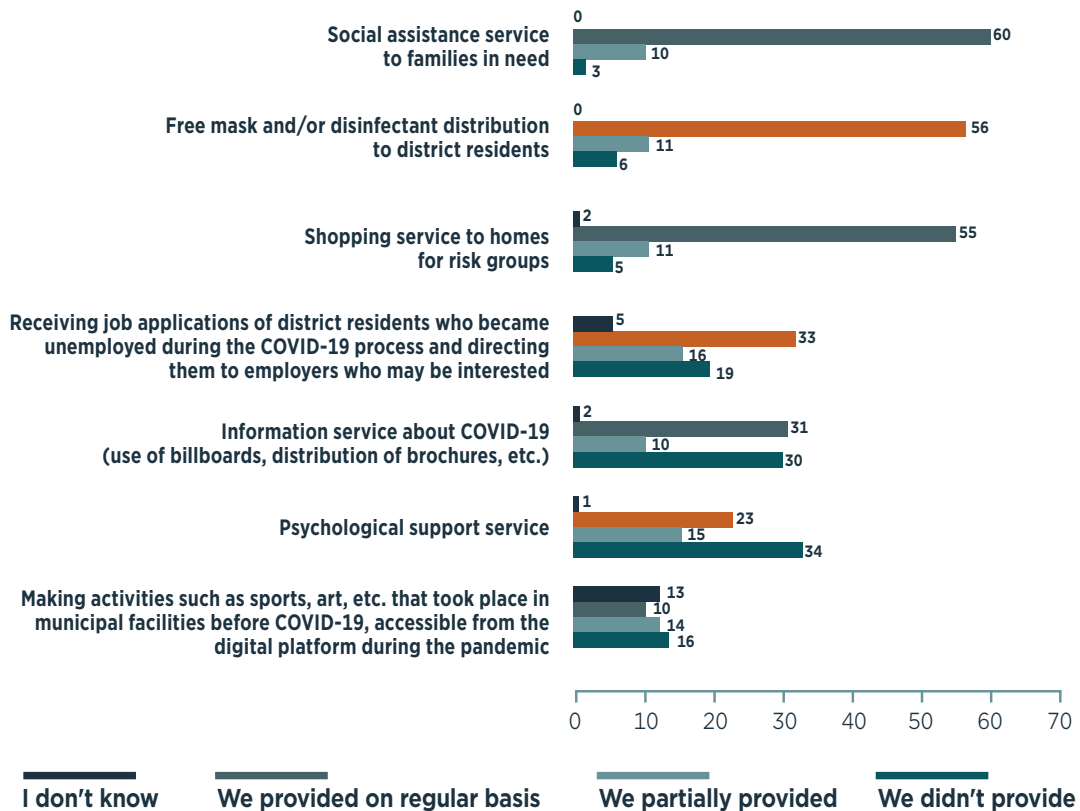
Graphic 15: Services Prioritized by Municipalities During the COVID-19 Pandemic - Marmara Region

To what extent did you provide the following services as a municipality during the COVID-19 pandemic? (n=94)



Graphic 16: Services Provided by Municipalities to Refugees During the COVID-19 Pandemic - Marmara Region

To what extent did you provide the following services for refugees living within the borders of the municipality during the COVID-19 pandemic? (n=94)



Istanbul

General View of Istanbul

Istanbul, the largest city in Turkey and the 22nd largest city in the world, is one of the most attractive destination cities for internal and external migration as a megacity.⁸¹ The population of the province, which exceeded 1 million for the first time in 1955, exceeded 2 million in 1970, 5 million in 1985, and 10 million in 2005.⁸² According to the data announced by TURKSTAT, the population of Istanbul decreased by 56 thousand for the first time in 2020 and became 15 million 462 thousand. In Istanbul, where 18.49% of Turkey's total population resides and

the population density is the highest, the population density per km² is 2.976 people, well above the Turkey average of 109. The districts with the highest population of Istanbul, which has 39 districts, are Esenyurt (957 thousand), Küçükçekmece (789 thousand), and Bağcılar (737 thousand); the districts with the least population are Çatalca (75 thousand), Şile (38 thousand), and Adalar (15 thousand).⁸³

Today, Istanbul is the metropolis that hosts the largest number of refugees not only in Turkey but also in the world. According to DGMM data, as of 21 April 2021, the number of registered Syrians under temporary protection in Istanbul is 554 thousand. This

Half of the foreigners with a residence permit in Turkey live in Istanbul.

⁸¹ Demographia World Urban Areas 16th Annual Edition, June 2020, (Access: 11.05.2021), <https://web.archive.org/web/20201211145658/http://www.demographia.com/db-worldua.pdf>.

⁸² ABPRS Results, 2020.

⁸³ ABPRS Results, 2020.

Table 11: Syrian Population Under Temporary Protection in Istanbul by Year

District	Syrian Population Under Temporary Protection (November 2016)	Syrian Population Under Temporary Protection (December 2017)	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Esenyurt	29.177	53.081	58.980	55.407	61.693	957.398	6,44
Bağcılar	37.643	48.766	51.162	45.911	48.829	737.206	6,62
Sultangazi	31.426	41.354	41.808	38.330	40.415	537.488	7,52
Küçükçekmece	38.278	45.146	43.679	36.837	38.452	789.633	4,87
Esenler	22.678	31.846	34.491	32.450	34.992	446.276	7,84
Fatih	30.747	35.119	30.544	24.040	25.303	396.594	6,38
Başakşehir	26.424	30.767	27.004	22.042	23.841	469.924	5,07
Sultanbeyli	20.192	23.316	22.393	19.598	20.444	343.318	5,95
Avcılar	19.554	27.207	23.159	19.327	19.859	436.897	4,55
Bahçelievler	17.710	22.818	21.627	18.621	19.422	592.371	3,28
Gaziosmanpaşa	17.709	21.217	20.828	18.282	19.341	487.778	3,97
Arnavutköy	17.838	20.794	20.238	17.685	18.706	296.709	6,30
Zeytinburnu	25.000	28.659	22.575	17.698	18.689	283.657	6,59
Kağıthane	14.216	17.474	16.985	15.495	16.332	442.415	3,69
Ümraniye	14.858	17.184	16.303	14.349	14.315	713.803	2,01
Güngören	12.727	14.352	14.335	12.889	13.522	280.299	4,82
Sancaktepe	12.072	13.811	13.210	11.675	11.526	456.861	2,52
Beyoğlu	11.841	13.590	12.843	10.080	10.319	226.396	4,56
Eyüp	10.779	12.484	10.437	8.894	9.281	405.845	2,29
Bayrampaşa	11.004	12.393	10.200	8.195	8.733	269.950	3,24
Pendik	4.951	6.474	6.528	5.405	5.492	726.481	0,76
Şişli	15.269	10.397	7.280	3.336	3.685	266.793	1,38
Tuzla	2.794	3.160	2.930	2.739	3.082	273.608	1,13
Beylikdüzü	6.728	3.810	3.585	3.104	3.004	365.572	0,82
Büyükkçekmece	5.555	3.389	2.951	2.466	2.537	257.362	0,99
Üsküdar	1.987	2.533	2.610	2.244	2.408	520.771	0,46
Beykoz	1.947	2.358	2.179	1.776	1.869	246.110	0,76
Silivri	2.375	2.396	2.040	1.569	1.654	200.215	0,83
Sarıyer	1.754	3.032	2.125	1.630	1.649	335.298	0,49
Maltepe	2.230	2.331	2.072	1.561	1.587	515.021	0,31
Çekmeköy	2.309	2.606	2.104	1.520	1.535	273.658	0,56

District	Syrian Population Under Temporary Protection (November 2016)	Syrian Population Under Temporary Protection (December 2017)	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Kartal	1.773	2.178	1.760	1.281	1.316	474.514	0,28
Ataşehir	1.436	1.819	1.368	1.007	1.097	422.594	0,26
Çatalca	428	449	332	257	265	74.975	0,35
Bakırköy	2.191	2.878	2.325	240	255	226.229	0,11
Kadıköy	650	942	418	257	246	481.983	0,05
Şile	166	301	259	179	193	37.904	0,51
Adalar	167	178	138	93	88	16.033	0,55
Beşiktaş	277	124	106	62	65	176.513	0,04
ISTANBUL	478.850	585.524	557.876	479.420	506.041	15.462.452	3,27

Source: DGMM, 2016-2020 & TURKSTAT, ABPRS Results, 2020

number corresponds to 3,5% of the population of Istanbul. The residence permit data indicates that 561 thousand of the 1 million 91 thousand people living with a residence permit in Turkey as of April 2021 are living in Istanbul. In other words, about half of the foreigners with a residence permit in Turkey live in Istanbul. It can be said that this situation is valid

not only for 2021, but also for previous years. Therefore, there are over 1 million 115 thousand registered international migrants in Istanbul.

Istanbul is a destination for both Syrians living in Istanbul despite being registered in other provinces, and foreigners coming from outside Syria. A two-stage study was carried out within the scope of a

There are more than 1 million 115 thousand registered international migrants in Istanbul.

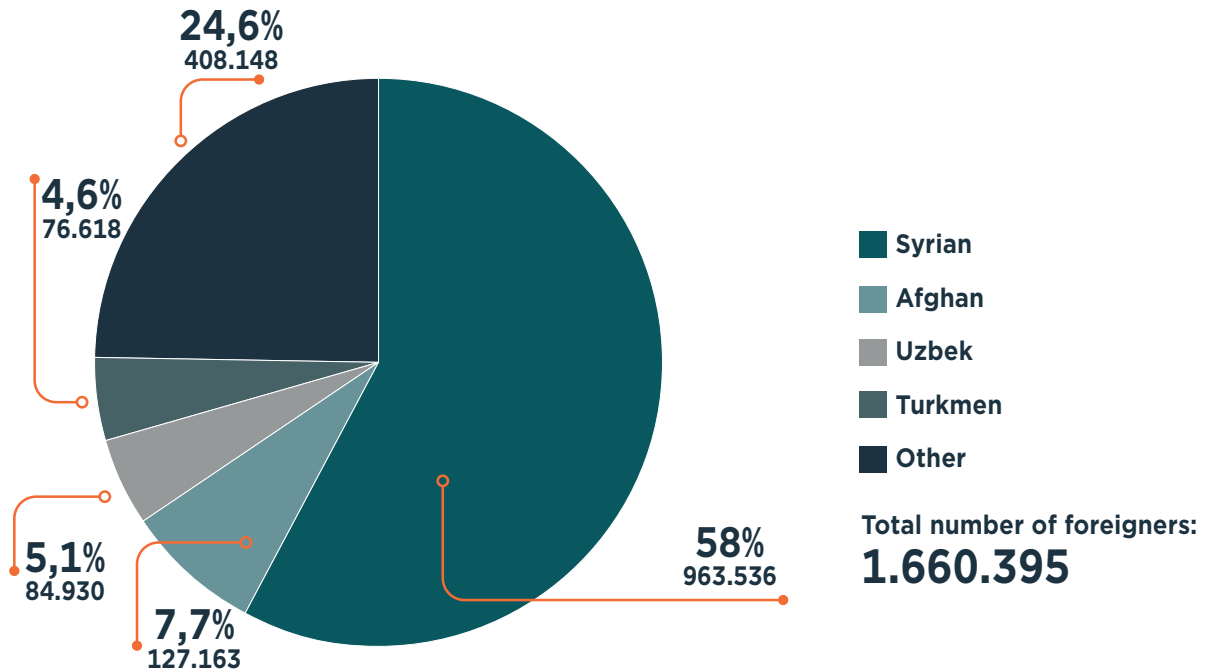
While the number of registered Syrians in Istanbul is 601 thousand, the number of residing Syrians is 963 thousand.

presence research conducted in 2019 with IOM and DGMM collaboration.⁸⁴ With the field research carried out in May-July 2019, the number of international migrants living in Istanbul was determined. Then, the number of registered international migrants in Istanbul as of June 2019 was obtained from DGMM and the data of registered and residing international migrants were compared. According to these data, while the number of registered Syrians in Istanbul is 601 thousand, the number of residing Syrians is 963 thousand. This difference between the number of registered and residing Syrians shows that the number of Syrians registered in other provinces but living in Istanbul is also quite high. On the other hand, according to the same research, the total number of international

migrants living in Istanbul is over 1,6 million, including 963 thousand Syrians, 127 thousand Afghans, 84 thousand Uzbeks, 76 thousand Turkmen, and 408 thousand foreigners from other nationalities.

It is known that there are serious differences in the distribution of migrants and refugees in Istanbul by districts. This situation also causes significant differences between the service offerings of the municipalities and the implementations and the needs in the field. While the number of Syrian refugees living in some districts of Istanbul exceeds 100 thousand, the number in some districts is less than a thousand. Similarly, while the foreign population in some districts of Istanbul is over 200 thousand, this number is below a thousand in

⁸⁴ IOM&DGMM, Baseline Assessment in Istanbul Province.

Graphic 17: Distribution of Foreigners Living in Istanbul by Nationality

Source: IOM&DGMM, May-July 2019

some Turkish provinces. This imbalance is not only numerical, but also proportionally when the district populations are taken into account. The ratio of the foreign population in Fatih to the population of the district is 41,79%. This rate is followed by Beyoğlu with 29,22%, Başakşehir with 25,06% and Esenyurt with 24,04%. On the other hand, there are districts such as Kartal, Şile, and Çekmeköy where the ratio of foreign population to district population is below 3%.

According to the 2019 fieldwork data by IOM and DGMM, while the Syrian population among the total foreign population in Istanbul constitutes 58%, it appears that in 8 districts, there are more international migrants from other nationalities than Syrians. Afghans in Adalar, Ataşehir, Üsküdar, and Beykoz; Uzbeks in Kadıköy and Maltepe; and Turkmens in Bakırköy and Beşiktaş are the groups with the highest population in the district. In 31 districts, as

expected, Syrians constitute the largest group. According to the IOM and DGMM research, while the ratio of the registered Syrian population in Istanbul to the population of Istanbul was 4% in 2019, the ratio of the Syrian population living in Istanbul to the population of Istanbul was 6,4%. The ratio of all foreigners in Istanbul to the population of Istanbul is 11%.

The district with the highest number of registered Syrians in 39 districts in Istanbul is Esenyurt with 67.694. In the IOM and DGMM study, the number of Syrians actually living in

Esenyurt was determined as 127.210. According to the data on Syrians actually living in the districts, obtained in the field research by the IOM and DGMM study, Esenyurt is followed by Fatih (80.920), Bağcılar (79.305), Başakşehir (66.234), Sultangazi (63.331), and Esenler (58.342). According to the IOM and DGMM study, Esenyurt ranks first in terms of total foreign population with 214.205 people. In terms of foreign population, Esenyurt is followed by Fatih (182.440), Başakşehir (107.203), Bağcılar (107.055), Sultangazi (83.521), and Esenler (76.228).

Table 12: Foreign Population in Istanbul by District

District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Esenyurt	891.120	67.694	127.210	214.205	24,04%	Syrian: 59,4% Iranian: 4% Egyptian: 4% Iraqi: 3,9% Other: 26,8%
Fatih	436.539	47.212	80.920	182.440	41,79%	Syrian: 44,4% Uzbek: 9,7% Afghan: 7,2% Iraqi: 3,9% Other: 34,8%
Başakşehir	427.835	32.705	66.234	107.203	25,06%	Syrian: 61,8% Egyptian: 4,4% Iraqi: 3,7% Saudi Arabian: 3,5% Other: 26,6%
Bağcılar	734.369	52.509	79.305	107.055	14,58%	Syrian: 74,1% Georgian: 4,1% Afghan: 4,1% Azerbaijani: 3,4% Other: 14,3%
Sultangazi	523.765	41.762	63.331	83.521	15,95%	Syrian: 75,8% Pakistani: 11,9% Afghan: 8,4% Uzbek: 0,7% Other: 3,2%
Esenler	444.561	35.499	58.342	76.228	17,15%	Syrian: 76,5% Pakistani: 7,9% Afghan: 7,2% Uzbek: 2% Other: 6,3%
Beyoğlu	230.526	12.929	39.298	67.363	29,22%	Syrian: 58,3% Nigerian: 7,3% Uzbek: 6,2% Afghan: 5,9% Other: 22,4%

URBAN REFUGEES OF MARMARA

PROCESS MANAGEMENT OF MUNICIPALITIES

District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Küçükçekmece	770.317	44.616	49.479	66.801	8,67%	Syrian: %74,1% Chinese: %7,6% Turkmen: %3,7% Afghan: %2,6% Other: %12,1%
Zeytinburnu	284.935	24.394	24.503	65.699	23,06%	Syrian: %37,3% Afghan: %32,5% Chinese: %10,3% Uzbek: %6% Other: %13,9%
Kağıthane	437.026	17.619	36.640	62.705	14,35%	Syrian: 58,4% Turkmen: 9% Azerbaijani: 6,5% Afghan: 4,3% Other: 21,8%
Arnavutköy	270.549	19.942	44.244	52.748	19,50%	Syrian: 83,9% Afghan: 6,4% Pakistani: 4,2% Turkmen: 1,2% Other: 4,4%
Gaziosmanpaşa	487.046	21.319	37.362	51.613	10,60%	Syrian: 72,4% Pakistani: 7,1% Azerbaijani: 6,5% Afghan: 6,3% Other: 7,7%
Avcılar	435.625	25.479	30.021	48.323	11,09%	Syrian: 62,1% Iraqi: 10% Turkmen: 7,1% Uzbek: 2,4% Other: 18,3%
Bahçelievler	594.053	22.255	29.899	45.603	7,68%	Syrian: 65,6% Turkmen: 5,6% Iraqi: 3,3% Georgian: 3,1% Other: 22,5%

District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Bayrampaşa	271.073	10.299	19.020	34.840	12,85%	Syrian: 54,6% Afghan: 10,5% Pakistani: 9,3% Uzbek: 7,6% Other: 18,1%
Sultanbeyli	327.798	21.566	30.200	31.924	9,74%	Syrian: 94,6% Afghan: 1,8% Iraqi: 0,7% Pakistani: 0,6% Other: 2,3%
Güngören	289.331	15.036	20.788	31.633	10,93%	Syrian: 65,7% Afghan: 5,6% Turkmen: 5,3% Georgian: 5,1% Other: 18,3%
Eyüpsultan	383.909	11.109	20.736	29.274	7,63%	Syrian: 70,8% Afghan: 6,9% Pakistani: 5,5% Uzbek: 3,5% Other: 13,3%
Ümraniye	690.193	16.293	19.211	26.652	3,86%	Syrian: 72,1% Afghan: 10,4% Turkmen: 9,7% Uzbek: 4,8% Other: 2,9%
Kadıköy	458.638	257*	1.324	22.566	4,92%	Uzbek: 39,7% Turkmen: 26,5% Afghan: 9,2% Syrian: 5,9% Other: 18,7%
Beylikdüzü	331.525	4.795	8.302	22.305	6,73%	Syrian: 37,2% Afghan: 24% Turkmen: 5,1% Iranian: 5% Other: 28,7%

URBAN REFUGEES OF MARMARA

PROCESS MANAGEMENT OF MUNICIPALITIES

District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Pendik	693.599	6.578	11.334	22.109	3,19%	Syrian: 51,3% Afghan: 14,5% Uzbek: 10,4% Tajik: 6,7% Other: 17,2%
Şişli	274.289	7.386	5.705	19.500	7,11%	Syrian: 29,3% Turkmen: 9,6% Nigerian: 9,1% Mongol: 8,4% Other: 43,6%
Sancaktepe	414.143	13.159	16.445	19.219	4,64%	Syrian: 85,6% Afghan: 4,6% Turkmen: 4% Iraqi: 2% Other: 3,8%
Ataşehir	416.318	1.361	3.377	17.189	4,13%	Afghan: 26,5% Syrian: 19,6% Uzbek: 18,3% Turkmen: 13,8% Other: 21,7%
Üsküdar	529.145	2.958	4.008	16.469	3,11%	Afghan: 31,5% Syrian: 24,3% Uzbek: 14,1% Turkmen: 9,1% Other: 20,9%
Maltepe	497.034	2.148	3.065	15.655	3,15%	Uzbek: 26,6% Syrian: 19,6% Afghan: 15,1% Turkmen: 14,6% Other: 24%
Beykoz	246.700	2.141	4.416	15.338	6,22%	Afghan: 38% Syrian: 28,8% Turkmen: 14,8% Uzbek: 6,2% Other: 12,1%

District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Büyükçekmece	247.736	3.486	5.005	11.710	4,73%	Syrian: 42,7% Turkmen: 11,5% Afghan: 11,2% Uzbek: 8,8% Other: 25,8%
Sarıyer	342.503	1.987	2.771	11.307	3,30%	Syrian: 24,5% Turkmen: 19,5% Uzbek: 16,7% Afghan: 4,4% Other: 35%
Kartal	461.155	1.802	2.457	9.271	2,01%	Syrian: 26,5% Uzbek: 23,7% Afghan: 15,7% Turkmen: 9,4% Other: 24,6%
Tuzla	255.468	2.957	4.816	8.638	3,38%	Syrian: 55,8% Uzbek: 15,6% Afghan: 8,6% Turkmen: 5,8% Other: 14,2%
Bakırköy	220.668	2.475	790	8.130	3,68%	Turkmen: 33,2% Uzbek: 15,5% Iranian: 10,1% Syrian: 9,7% Other: 31,5%
Silivri	187.621	2.052	3.873	5.834	3,11%	Syrian: 66,4% Çinli: 15% Afghan: 4% Uzbek: 2% Other: 12,6%
Beşiktaş	181.074	613	637	5.571	3,08%	Turkmen: 28,5% Uzbek: 13,5% Syrian: 11,4% Azerbaijani: 7,6% Other: 39,1%

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District	District Population	Registered Syrian Population	Residing Syrian Population	Foreign Population	Ratio of Foreign Population to District Population	Ratio of Syrians in Foreign Population
Çekmeköy	251.937	1.973	3.067	5.257	2,09%	Syrian: 58,3% Afghan: 13,1% Uzbek: 12,5% Turkmen: 12% Other: 4,1%
Çatalca	72.966	336	419	974	1,33%	Syrian: 43% Afghan: 22% Turkmen: 8,6% Uzbek: 7,2% Other: 19,2%
Adalar	16.119	122	145	941	5,84%	Afghan: 19,7% Georgian: 18,6% Syrian: 15,4% Turkmen: 14,9% Other: 31,5%
Şile	36.516	284	444	863	2,36%	Syrian: 51,4% Afghan: 21,8% Turkmen: 12,9% Uzbek: 11,7% Other: 2,2%

Source: IOM&DGMM, May-July 2019 & TURKSTAT, ABPRS Results, 2018⁸⁵

* The number of registered Syrians belonging to Kadıköy district was not provided in the May-July 2019 report by IOM and DGMM. For this reason, the number taken from the district-based data on Syrians under temporary protection dated 31.12.2019, obtained from DGMM, was used as the number of registered Syrians in Kadıköy.

85 "İl ve ilçelere göre il/ilçe merkezi, belde/köy nüfusu ve yıllık nüfus artış hızı" (Provincial/district center, town/village population and annual population growth rates by province and district), ABPRS Results, TURKSTAT, 2020.

Istanbul Districts Development Index and Refugees

In the Human Development Index study⁸⁶ conducted by INGEV, the development status of some provinces and districts in Turkey in 9 areas (Governance and Transparency Index, Social Inclusion Index, Economic Status Index, Education Index, Health Index, Social Life Index, Environmental Performance Index, Transportation and Accessibility Index, and Gender Equality Index) are scored. In this comparative study, it is possible to reach data on 38 districts of Istanbul, except for the Şile district. Accordingly, out of 100 points, the first most developed three districts of Istanbul are Kadıköy (86,4), Beşiktaş (79,6), and Şişli (65,2),

while the least developed districts are Arnavutköy (24), Bağcılar (27), and Sultangazi (28,8). As seen in the table below, there is a clear reverse relationship between the number and density of refugees and the level of development. In other words, apart from exceptions, it appears that the poorest districts with lower rankings in the development index have the highest number of refugees, while there are very few refugees in the developed districts. The table shows that the districts with a score of 50 or more out of 100 in the development index are the districts with the lowest number and density of refugees in Istanbul. It is also possible that this situation creates an effect of increasing the poverty.

The districts with lower rankings in the development index have the highest number of refugees in Istanbul.

86 Murat Şeker, Cenk Ozan, and Berna Yaman, "Yerelleşen İnsani Gelişme" (Localizing Human Development), (In Turkish), Human Development Index, INGEV, 2020, (Access: 21.04.2021), https://ingev.org/raporlar/Yerellesen_Insani_Gelisme.pdf.

Table 13: Ranking of Districts by Human Development Index Data and Refugee Population

District	Governance and Transparency Index	Social Inclusion Index	Economic Status Index	Education Index	Health Index	Social Life Index	Environmental Performance Index	Transportation and Accessibility Index	Gender Equality Index	General Transportation and Accessibility Index	Ranking by Refugee Population
Kadıköy	79,7	69,8	81,0	95,7	89,6	88,8	82,5	86,4	83,6	86,4	20
Beşiktaş	78,5	61,1	86,7	96,5	77,3	81,9	44,0	72,1	65,6	79,6	35
Şişli	72,4	58,7	75,0	74,8	86,8	74,7	23,4	64,1	37,1	65,2	23
Bakırköy	64,1	12,1	80,2	86,8	59,4	59,1	52,5	83,0	64,9	60,2	33
Sarıyer	76,9	44,0	64,1	68,8	79,6	57,7	70,6	62,7	49,1	60,0	30
Üsküdar	79,8	32,4	47,8	71,9	67,2	64,8	49,2	82,8	36,9	54,3	26
Ümraniye	76,8	56,5	46,7	58,1	60,0	41,6	9,1	54,8	24,1	50,7	19
Ataşehir	96,2	25,5	42,7	69,1	72,3	47,6	15,1	72,9	36,6	50,5	25
Beyoğlu	80,5	38,4	55,6	49,4	64,1	80,1	32,1	80,1	28,5	49,8	7
Maltepe	71,2	34,1	47,2	71,6	59,4	48,2	40,4	74,8	53,8	49,6	27
Beylikdüzü	82,8	25,1	39,0	71,2	53,7	40,0	32,2	50,5	53,8	47,5	21
Kartal	84,4	33,7	39,7	62,8	61,0	45,2	27,8	73,1	40,1	47,1	31
Fatih	68,6	19,8	51,7	58,3	72,0	64,7	52,5	82,5	29,0	46,7	2
Avcılar	71,1	35,2	36,2	58,0	49,7	45,3	78,2	57,1	52,6	45,3	13
Çekmeköy	94,8	35,1	33,1	61,4	40,1	37,6	40,5	68,9	24,0	45,2	36
Tuzla	81,7	31,7	36,4	59,8	51,5	61,1	38,6	72,9	23,7	44,8	32
Başakşehir	87,6	29,2	48,6	63,2	40,1	40,7	19,1	56,8	29,4	44,7	3
Pendik	74,7	44,8	33,4	53,2	58,8	38,0	17,2	73,3	18,8	41,6	22
Büyükçekmece	71,8	17,0	43,5	62,7	49,3	32,8	33,5	61,2	48,0	40,8	29
Eyüpsultan	68,6	23,0	39,9	60,3	48,0	40,8	38,5	67,1	39,6	40,3	18
Beykoz	85,5	20,0	37,1	57,5	47,7	35,8	44,5	55,1	35,1	40,1	28
Küçükçekmece	77,6	23,2	37,1	53,7	49,8	45,7	43,1	66,7	19,5	39,2	8
Bahçelievler	79,1	19,3	32,4	60,0	69,8	38,3	12,1	49,7	38,2	39,0	14
Zeytinburnu	69,4	34,3	40,7	51,7	61,0	33,7	15,8	76,3	21,4	38,3	9
Gaziosmanpaşa	77,0	45,7	28,9	44,3	68,3	36,9	10,1	55,3	27,8	37,8	12
Kağıthane	64,4	34,3	32,9	54,5	55,7	49,4	14,8	77,4	16,7	37,6	10
Bayrampaşa	74,6	23,4	33,7	53,7	47,8	34,0	14,9	67,9	17,3	37,5	15
Silivri	56,9	53,1	33,7	50,1	60,3	20,0	54,3	37,7	27,3	36,2	34
Adalar	39,0	3,4	60,2	64,2	42,1	53,8	9,3	51,5	28,1	36,1	38
Güngören	70,0	31,8	36,0	53,8	49,7	29,9	7,2	54,2	31,8	35,7	17
Sancaktepe	76,2	42,6	27,5	45,1	52,3	26,3	27,5	53,0	22,0	34,2	24
Esenler	79,6	35,7	27,3	39,3	55,4	49,0	24,3	61,6	14,0	33,9	6
Esenyurt	71,2	19,1	33,0	47,1	46,3	48,0	15,6	48,6	44,3	33,8	1
Çatalca	74,9	23,7	22,5	56,2	40,1	23,9	40,6	48,6	30,7	32,8	37
Sultanbeyli	73,2	59,4	26,9	33,4	50,7	26,9	15,1	52,8	20,1	32,0	16
Sultangazi	82,1	32,4	17,3	35,0	43,8	29,4	16,7	47,7	39,4	28,8	5
Bağcılar	81,8	7,3	34,8	41,2	46,6	29,0	3,8	62,3	12,9	27,0	4
Arnavutköy	78,5	15,6	25,1	35,8	38,2	34,0	20,7	46,1	13,4	24,0	11

Source: INGEV, 2020

Details of Istanbul Research

In the research, a total of 121 municipal representatives, 40 of whom were in the status of deputy mayors, were interviewed in 40 municipalities in Istanbul.

Table 14: General View of the Interviews Conducted in Istanbul

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
İstanbul	İstanbul (metropolitan municipality)	3	1	1	1	3
İstanbul	Adalar	3	1	1	1	3
İstanbul	Arnavutköy	3	1	1	1	3
İstanbul	Ataşehir	3	1	0	2	3
İstanbul	Avcılar	3	1	1	1	3
İstanbul	Bağcılar	3	1	1	1	3
İstanbul	Bahçelievler	3	1	1	1	3
İstanbul	Bakırköy	3	1	0	2	3
İstanbul	Başakşehir	3	1	1	1	3
İstanbul	Bayrampaşa	3	1	1	1	3
İstanbul	Beşiktaş	3	1	0	2	3
İstanbul	Beykoz	3	1	1	1	3
İstanbul	Beylikdüzü	3	1	1	1	3
İstanbul	Beyoğlu	3	1	1	1	3
İstanbul	Büyükkçekmece	3	1	1	1	3
İstanbul	Çatalca	3	1	1	1	3
İstanbul	Çekmeköy	3	1	1	1	3
İstanbul	Esenler	3	1	1	1	3
İstanbul	Esenyurt	3	1	1	1	3
İstanbul	Eyüpsultan	3	1	1	1	3
İstanbul	Fatih	3	1	1	1	3
İstanbul	Gaziosmanpaşa	3	1	1	1	3
İstanbul	Güngören	3	1	1	1	3
İstanbul	Kadıköy	3	1	1	1	3
İstanbul	Kâğıthane	3	1	1	1	3
İstanbul	Kartal	3	1	1	1	3
İstanbul	Küçükçekmece	3	1	1	2	4
İstanbul	Maltepe	3	1	1	0	2
İstanbul	Pendik	3	1	1	1	3
İstanbul	Sancaktepe	3	1	1	1	3
İstanbul	Sarıyer	3	1	1	1	3
İstanbul	Silivri	3	1	1	1	3
İstanbul	Sultanbeyli	3	1	1	1	3
İstanbul	Sultangazi	3	1	0	2	3
İstanbul	Şile	3	1	1	1	3
İstanbul	Şişli	3	1	1	1	3
İstanbul	Tuzla	3	1	1	1	3
İstanbul	Ümraniye	3	1	1	1	3
İstanbul	Üsküdar	3	1	1	1	3
İstanbul	Zeytinburnu	3	1	2	1	4
Total	40 Municipalities	120	40	37	44	121

Istanbul Metropolitan Municipality

When we analyze the works of Istanbul Metropolitan Municipality (IMM) conducted in 2019, it appears that there are no multi-purpose cash support, in-kind aids, and social service projects for Syrians and other migrant and refugee groups, apart from the very limited amount of food and medical supplies support. Representatives of the municipalities participating in the research at IMM stated that the works on migrants and refugees within IMM started intensively as of 2019, and that studies are carried out to increase the number of services and diversity in the future.

A migration unit was established in 2019 under the Social Services Directorate in IMM. This unit works in cooperation with public institutions such as the Directorate of Migration Management, ministries, Turkish Employment Agency (İŞKUR), and district municipalities, along with district municipalities

in Istanbul, international organizations, NGOs, and universities. The activities of the unit are carried out with the financial and personnel support received from the IMM budget, as well as international organizations such as UNHCR and IOM, and EU funds.⁸⁷

It has been stated that IMM has partial registration records on Syrian refugees residing in Istanbul. A significant part of the records consists of data obtained from refugees applying to IMM. It has been noted that the scope of the records has been expanded with the data obtained from the Istanbul Provincial Directorate of Migration Management and the Provincial Police Department.

When the works conducted in 2019 are examined, there is no community center established to meet the needs of migrants and a full-time translator within the body of IMM. In 2019, there was no migration commission established in the Municipal Council.⁸⁸ After the local elections held in 2019, a series of meetings

⁸⁷ After the completion of the research, IMM Migration and Integration Policies Branch Office was established in 2021.

⁸⁸ After the research was completed, the Migration, Migrants and Refugees Commission was established in the IMM Municipal Council in 2021.

and workshops were organized with the participation of the stakeholders working in the field and district municipalities, and efforts were made to develop participatory and inclusive policies on migration. In the 2020-2024 Migration and Integration Action Plan, IMM has shaped its activities on the basis of 4 strategic objectives prioritized according to the needs: (1) Coordination, (2) Capacity Building, (3) Research, Data Collection and Mapping, and (4) Cohabitation and Social Cohesion.⁸⁹ IMM'S 2020-2024 Strategic Plan⁹⁰ includes the following statement: "NGO cooperation should be increased by developing social policies for refugee movements and settlements at the global scale. Social cohesion projects should be developed for integration processes. Instead of temporary aids, policies that will produce permanent solutions should be adopted." Also, in the "stakeholder analysis" section of the Plan, it says: "While it was determined that transportation, cleaning, and funeral services

were the three most significant services offered by IMM, the services that it should give more importance in the future are transportation, green space, and refugee issue." The Strategic Plan also includes the following statement: "Refugee policies should be planned to produce permanent solutions".

District Municipalities of Istanbul

Cash and In-Kind Aids

While 21 (54%) of 39 district municipalities in Istanbul provide cash aid for citizens, only 10 (26%) provide cash aid for Syrian refugees. The municipalities that do not provide cash aid listed the main reasons for not providing aid as limitations in the legislation, lack of budget, and the lack of demand from migrants and refugees in the district borders.

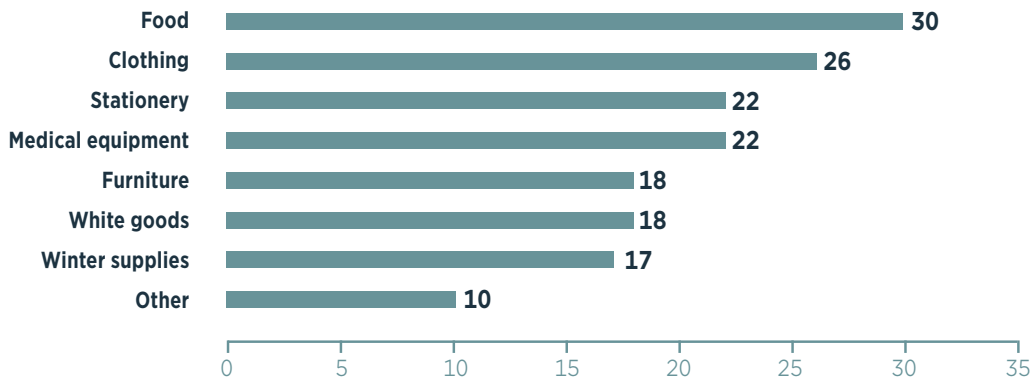
31 (80%) of the district municipalities stated that they provide in-kind aid to Syrian refugees. Food and clothing aids come first among the aids

89 MMU Migration Platform Bulletin, Issue 11, July-September 2020, (Access: 21.04.2021), <https://www.marmara.gov.tr/UserFiles/Attachments/2020/08/31/833d8911-8784-4b96-99d2-86f983f3a637.pdf>.

90 "2020-2024 Strategic Plan", (In Turkish), IMM, 2020, (Access: 21.04.2021), <https://www.ibb.Istanbul/Uploads/2020/2/IBB-STRATEJIK-PLAN-2020-2024.pdf>.

Graphic 18: Types of In-Kind Aid Provided to Syrian Refugees by District Municipalities - Istanbul

What are the types of in-kind aid provided to Syrian refugee families in need residing within the borders of the municipality in 2019? (Select all options that apply.) (n=31)



provided by the municipalities. Subsequently, stationery and medical equipment aids, furniture aid, white goods aid, and winter aid are also included in the list as other in-kind aids provided by municipalities.

The reasons why municipalities do not provide in-kind aid show both similarities and differences with the reasons for not providing cash aid. Uncertainty regarding the legislation appears to be the primary reason for not providing in-kind assistance. Other reasons stated by the municipalities were again expressed as the limitations in the legislation

and the lack of demand on the subject. However, unlike cash aid, municipalities do not see budget constraints as a major obstacle for in-kind aid. The municipalities, which mostly dealt with the issue in the context of "solidarity with the poor and needy", stated that they decide on in-kind aids according to their neediness, regardless of whether the addressees are citizens or not.

Social Service Programs

27 (69%) of the municipalities have social service programs for the needs of Syrian refugees residing in their districts. While

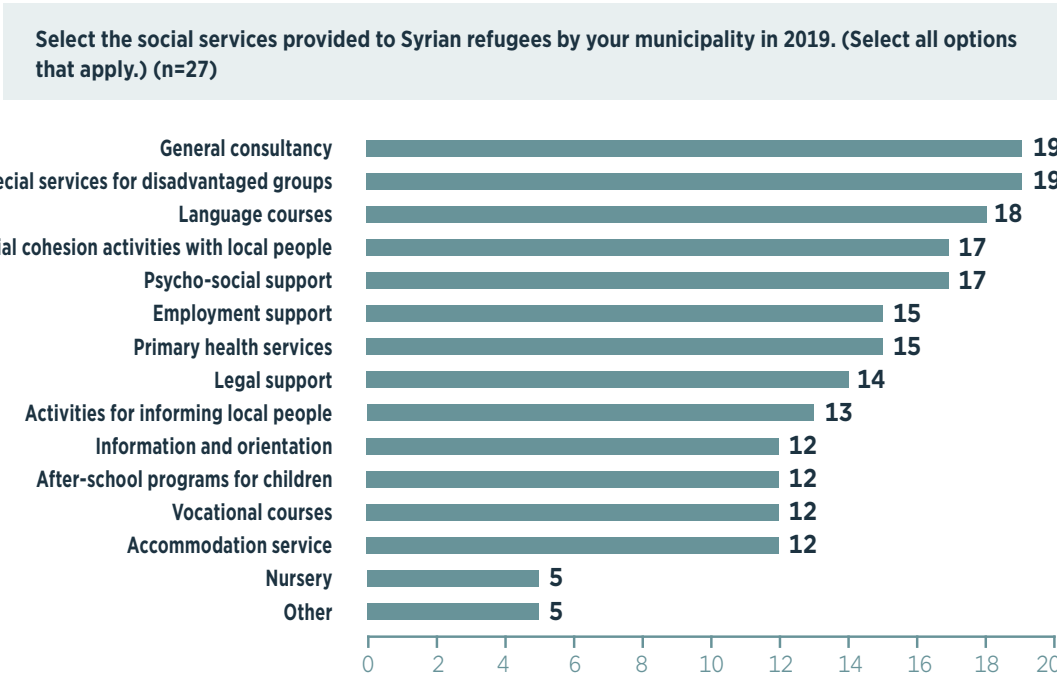
general counseling and services for disadvantaged groups come first among the social service programs offered by the district municipalities to Syrian refugees, language courses, social cohesion activities between the local people and refugees, psycho-social support and employment support, as well as primary health care and legal support programs are also included. Informing activities for the local people as well as refugees is another

social service work carried out by the municipalities. After-school programs, vocational courses, accommodation and daycare services for children are also among the social services provided by municipalities, although to a less extent.

Collaborations and Stakeholders

When the district municipalities of Istanbul were asked about their collaborations in 2019

Graphic 19: Types of Social Services Provided to Syrian Refugees by District Municipalities - Istanbul



regarding the services they provided to refugees, it appears that the municipalities cooperated with institutions from different sectors. Public institutions, international organizations and civil society organizations operating at the national level are the leading institutions preferred by district municipalities in Istanbul as partners in their collaborations. Among the public institutions

that the municipalities cooperate with are the district governorships, the Social Assistance and Solidarity Foundation affiliated to the district governorship, İŞKUR, local government associations, the Police Department and the Directorate of Migration Management. UNHCR, IOM, and UNDP are the international organizations with which municipalities collaborate most

Graphic 20: Institutions that District Municipalities Collaborate with - Istanbul

Which institutions did you cooperate with as a municipality regarding the services you provided to Syrian refugees in 2019? (Select all options that apply.) (n=39)



in their work on refugees. The local civil society organizations that they most collaborative with are the Association for Solidarity with Asylum Seekers and Migrants and the Turkish Red Crescent.

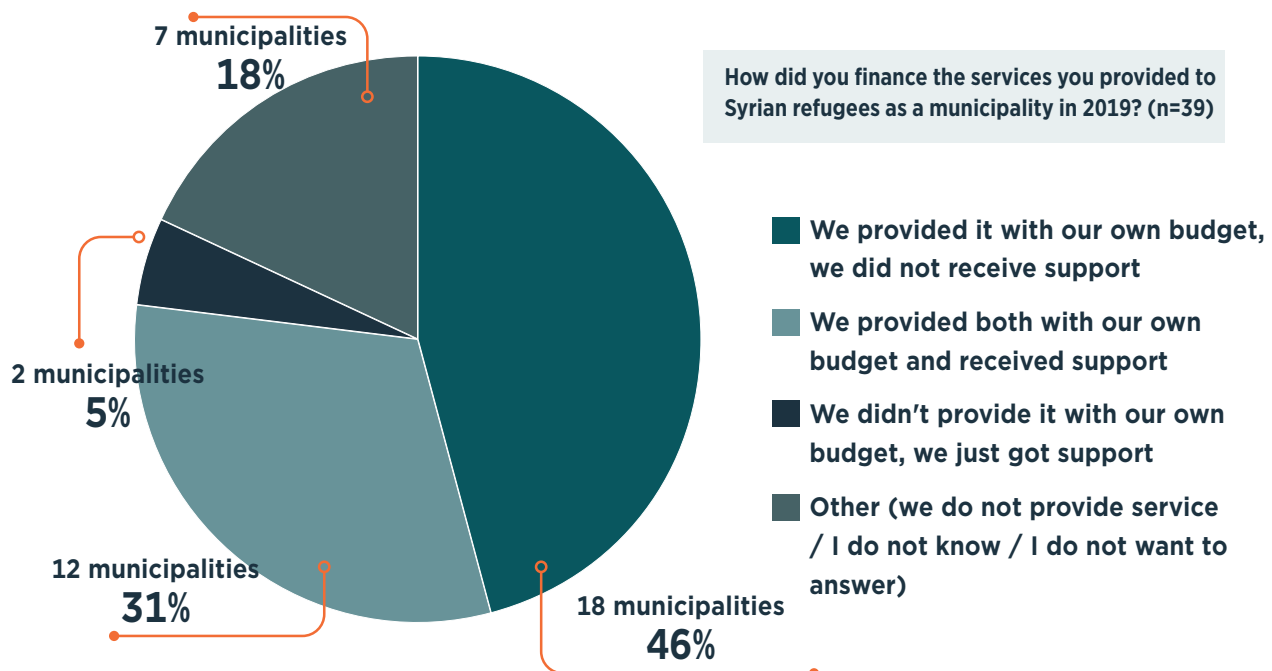
Financing and Personnel Support

18 (46%) of the municipalities interviewed stated that they cover the financing of services for Syrian refugees from their

own budgets. 12 (31%) of them stated that they both met the financing from their own budget and received support, while 2 (5%) stated that they provided all financing through external resources.

Civil society organizations operating at the national and local level and international organizations are the leading institutions that provide funding and donation support to

Graphic 21: Status of Support Municipalities Received for Providing Social Services to Refugees



municipalities for the services they provide to Syrian refugees. UNHCR comes first among the international institutions that they receive the most funding/ donation support, while the Support to Life Association and the Turkish Red Crescent are among the national and civil society organizations that come to the fore. As an international institution, the German GIZ organization is also among the institutions from which the municipalities frequently receive support.

Being unaware of financial support opportunities and/ or lack of personnel to deal with the issue were mostly stated by municipalities among the reasons for not receiving external support. A small number of municipal representatives stated that the budgets of the municipalities they work for are currently sufficient for the services provided for migrants and refugees.

Institutional Structuring

Municipalities adopt different forms of institutional structuring for the management of the services they provide

to migrants and refugees. Some of the Istanbul district municipalities stated that there are community centers within the municipality that continue their activities with the support of the municipality staff, are open to the use of Syrian refugees and provide services in accordance with the needs of refugees. It has been observed that some of the municipalities have established these centers as a part of their bureaucratic structures. At the same time, it is seen that municipalities are trying to establish associations and close collaborations with civil society organizations to provide social services for refugees. In this context, it is seen that the centers that provide services to migrants and refugees in many municipalities carry out their activities through associations in cooperation with the municipality. Most of these centers were established under the leadership of district municipalities and with the support of international institutions and continue their activities with these supports.

10 (26%) of the district municipalities have established migration units under the directorates such as Social

Support Services, Social Aid Affairs, Cultural and Social Affairs, Strategy Development, Foreign Relations, Women and Family Services. The first migration unit among the Istanbul district municipalities was established in 2009 by Zeytinburnu Municipality, which was an important transition area with many migrants and refugees due to its location before the mass migration process originating from Syria.

When the human resources of the community centers that provide services to migrants and refugees in the municipalities and the human resources of the migration units responsible for the coordination of the works are examined, it appears that the number of personnel differs among the municipalities. The unit/center with the highest number of personnel has 16 employees. However, there are also units/centers with only one employee. Among the staff of the unit and the center are professional staff such as translators, social workers, psychologists, sociologists,

health personnel, and lawyers. According to the results of the research, at least one translator works in only 16 (41%) of the municipalities.⁹¹

Municipalities have mostly addressed the issue of migration in the SWOT and PESTLE analyzes of their strategic plans rather than in the goals and targets sections. On the other hand, Beylikdüzü, Sultanbeyli, Şişli and Zeytinburnu Municipalities include targets related to works for migrants and refugees in their strategic plans.

Management and Tracking of Data

24 (62%) of the 39 district municipalities stated that they have up-to-date records of Syrian refugees residing in their districts. When asked how they accessed this data, 13 of the municipalities with access to up-to-date data stated that they collected this data from the field themselves, while some municipalities stated that they only had data on

⁹¹ In case of the establishment of a migration unit in municipalities, mostly needed staff to be employed are interpreters, followed by social workers, sociologists, psychologists, and lawyers. The prominent qualifications required for these staff are the knowledge of legislation and language, followed by field experience and ability to empathize respectively. See Ağca, Local Governments as the New Actors of Migration Management: Istanbul Field Research, p. 136.

refugee families who applied to them for assistance. The institutions that municipalities apply for data include DGMM, UNHCR, Police Department, TURKSTAT, some local NGOs, and neighborhood mukhtars. 10 of the municipalities that have access to up-to-date data stated that they use a specific software within the municipality to store this data.

Syrians without a Temporary Protection ID and Refugees from Other Nations

It is stated that among the 39 district municipalities in Istanbul; in 22 district municipalities, Syrian refugees without a temporary protection identity card, in 17 of them, Syrian refugees registered in another province, and in 34 of them, non-Syrian migrants and refugees can benefit from the services provided by the municipalities for migrants and refugees.

Bursa

Bursa is one of the cities where an increasing number of refugees and irregular migrants prefer to live. While the number of Syrians registered in Bursa as of 21 April 2021 is 179.590 according to the DGMM data, the number of Syrians living in Bursa is 211 thousand with a total of 223.363 foreigners living in this province according to the 2018 fieldwork of IOM and DGMM.⁹² While the rate of Syrians among the migrant and refugee groups in Bursa is 92,3%; Georgians, Azerbaijanis, and Iraqis are the other main groups among the remaining 7,7%. According to DGMM data, the ratio of Syrians to the population of Bursa, which is the 7th province with the highest number of Syrians under Temporary Protection in Turkey, is 5,87%. In addition, as of 21 April 2021, there are 41.836 foreigners living in Bursa with a residence permit. Bursa ranks fourth in Turkey in terms of residence permits following

⁹² IOM&DGMM, Baseline Assessment 24 Provinces of Turkey, p. 23.

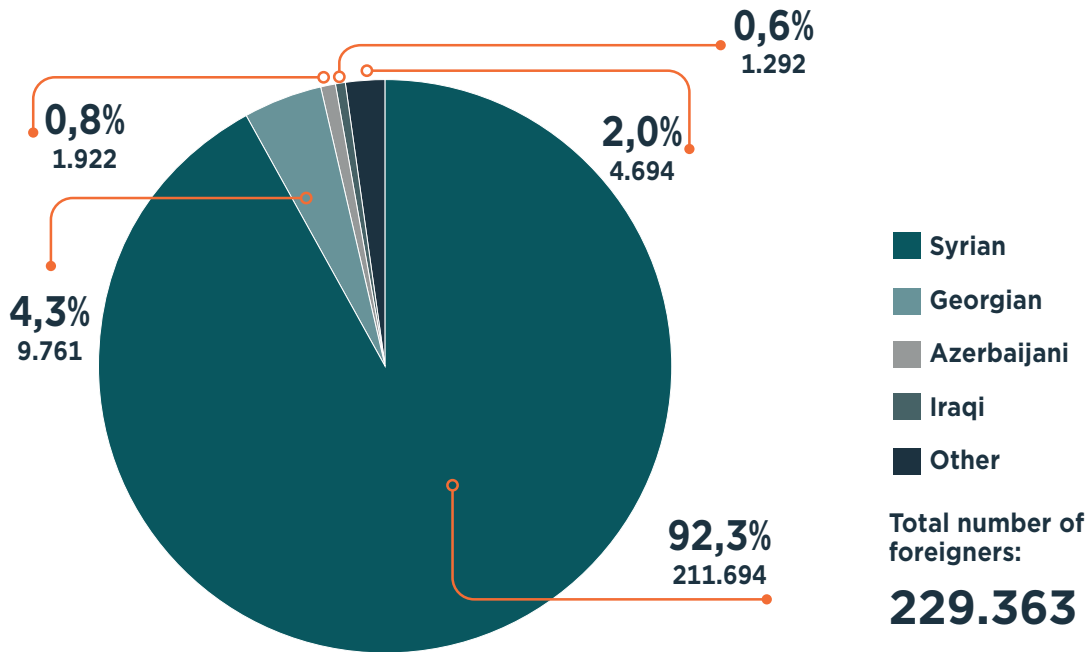
Bursa ranks fourth in Turkey in terms of residence permits following Istanbul, Ankara, and Antalya.

Table 15: Syrian Population Under Temporary Protection in Bursa by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Yıldırım	65.049	71.087	71.744	657.176	10,92
Osmangazi	52.984	58.890	59.615	881.459	6,76
İnegöl	16.827	18.484	18.431	281.384	6,55
Gürsu	7.133	7.188	7.557	96.985	7,79
Nilüfer	4.288	4.581	4.566	484.832	0,94
Kestel	3.064	3.228	3.217	70.865	4,54
Orhangazi	2.930	3.247	3.136	80.118	3,91
Karacabey	2.666	2.828	2.794	84.666	3,30
Keles	23	35	2.794	11.499	24,30
Mustafakemalpaşa	1.794	1.938	1.828	101.820	1,80
Yenişehir	1.051	1.624	1.677	54.315	3,09
İznik	837	1.017	1.010	44.102	2,29
Gemlik	414	719	775	115.404	0,67
Mudanya	184	244	241	102.523	0,24
Orhaneli	39	41	45	19.055	0,24
Büyükorhan	29	16	14	9.485	0,15
Harmancık	26	8	7	6.145	0,11
BURSA	163.555	176.773	176.691	3.101.833	5,70

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 22: Distribution of Foreigners Living in Bursa by Nationality



Source: IOM&DGMM, September-November 2018

Istanbul, Ankara, and Antalya.

It is seen that there is a significant clustering in the distribution of the Syrians to the districts in Bursa. According to the DGMM data of July 2020, more than 89% of the 176.691 Syrians (with a ratio of 5,7% to the provincial population) living in Bursa reside in four of Bursa's 17

districts: Yıldırım (71.744, with a ratio to district population of 10,92%), Osmangazi (59.615, with ratio to district population of 6,76%), İnegöl (18.431, with a ratio to district population of 6,55%), and Gürsu (7.557, with a ratio to district population of 7,79%). Except for İnegöl, these are central districts and there are around 140 thousand Syrians in these three central

districts. While there are 1.000-5.000 Syrians in Bursa's Nilüfer, Orhangazi, Kestel, Karacabey, Mustafakemalpaşa, Yenişehir, and İznik districts; the number of registered Syrians in Büyükşehir, Gemlik, Harmancık, İznik, Karacabey, Keles, Mudanya, and Orhaneli

districts is less than a thousand.

Details of Bursa Research

In the research, a total of 51 municipal representatives, including 17 deputy mayors, were interviewed in 18 municipalities in Bursa.

Table 16: General View of the Interviews Conducted in Bursa

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Bursa	Bursa (metropolitan municipality)	3	1	1	1	3
Bursa	Büyükorhan	3	1	0	2	3
Bursa	Gemlik	3	1	0	1	2
Bursa	Gürsu	3	1	1	1	3
Bursa	Harmancık	3	1	1	1	3
Bursa	İnegöl	3	1	0	1	2
Bursa	İznik	3	1	1	1	3
Bursa	Karacabey	3	1	0	2	3
Bursa	Keles	3	1	0	1	2
Bursa	Kestel	3	1	1	1	3
Bursa	Mudanya	3	1	1	1	3
Bursa	Mustafakemalpaşa	3	1	1	1	3
Bursa	Nilüfer	3	1	1	1	3
Bursa	Orhaneli	3	1	1	1	3
Bursa	Orhangazi	3	1	1	1	3
Bursa	Osmangazi	3	0	1	2	3
Bursa	Yenişehir	3	1	1	1	3
Bursa	Yıldırım	3	1	1	1	3
Total	18 Municipalities	54	17	13	21	51

Bursa Metropolitan Municipality

Bursa Metropolitan Municipality started its work on Syrian refugees within its borders after 2016. According to the research findings, Bursa Metropolitan Municipality provides in-kind aids such as food, clothing, medical equipment, shelter, and fuel for Syrian refugees. The municipality does not provide cash aid to Syrian refugees. Bursa Metropolitan Municipality also offers psycho-social support, primary health care services, and language courses for Syrian refugees. It was also stated during the interviews that the refugees requested short-term accommodation/housing services from the municipality. The municipality also organizes occasional social cohesion activities with the joint participation of local people and refugees.

Bursa Metropolitan Municipality cooperates with various public institutions and NGOs in the development and delivery of services. Among the institutions and organizations with whom

Bursa Metropolitan Municipality cooperates are Bursa Provincial Directorate of Migration Management, Provincial Police Department, Provincial Health Directorate, Provincial Directorate of Education, and Turkish Red Crescent, as well as associations and foundations that operate locally.

In the interviews, it was stated that no financial or personnel support was received regarding the services provided to refugees by the Bursa Metropolitan Municipality. It was stated that the municipality made applications to receive some external resources for the financing of the works, but received a negative response to these applications.

It has been stated that there is a data bank created by the own efforts of the Metropolitan Municipality on Syrians residing in Bursa and that effort is being paid to keep this data as detailed and up-to-date as possible. While the data consists of information received from migrants and refugees who applied to the municipality, the municipality also makes use of

the data shared with them by Bursa Provincial Directorate of Migration Management.

The services that Bursa Metropolitan Municipality provides or plans to provide for migrants and refugees are included in the 2020-2024 Strategic Plan. However, the municipality does not have a community center, a migration unit or a migration commission operating within the Municipal Council that can respond to the needs of Syrian refugees.

It has been stated that the services provided by Bursa Metropolitan Municipality to

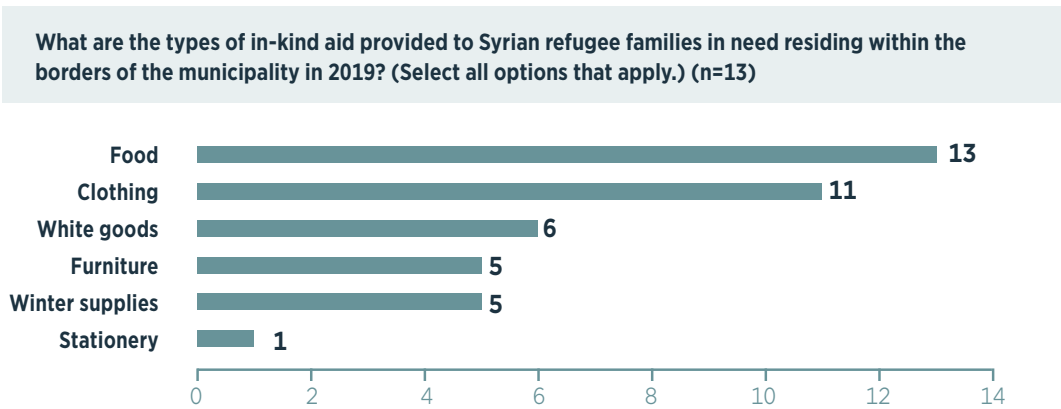
migrants and refugees can also be benefitted by Syrian refugees without a temporary protection ID card, Syrian refugees registered in a different province but living in Bursa, and refugees from countries other than Syria. It was also stated in the interviews that the municipality did not carry out any repatriation activities.

District Municipalities of Bursa

Cash and In-Kind Aids

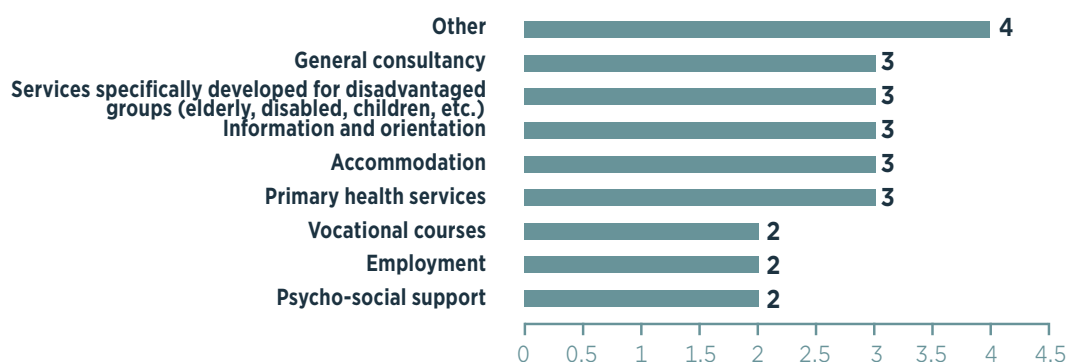
The refugee population in Bursa is concentrated in especially 4 of the 17 district municipalities.

Graphic 23: Types of In-Kind Aid Provided to Syrian Refugees by District Municipalities - Bursa



Graphic 24: Types of Social Services Provided to Syrian Refugees by District Municipalities - Bursa

Select the social services provided to Syrian refugees by your municipality in 2019. (Select all options that apply.) (n=8)



While it was stated that the district municipalities provided partial cash assistance for the citizens residing within their borders, only 2 district municipalities stated that they also provided limited cash assistance for Syrian refugees. Municipalities mostly explained that the reason for not providing cash assistance to Syrian refugees is that the legislation does not allow provision of cash assistance to non-citizens. Two municipalities additionally stated that they do not have a budget allocated for this type of service.

13 of Bursa's 17 district municipalities provide in-kind aid to Syrian refugees. While food and clothing aids are in the first two places among the in-kind aids provided, other in-kind aids provided by the municipalities include white goods aid, furniture aid, winter aid, and stationery aid.

Social Service Programs

It has been stated that in 8 of the 17 district municipalities there are social service programs for the needs of Syrian refugees. Among the social service programs

implemented, there are psycho-social support, primary health care services, accommodation, employment, language courses, and information and orientation services.

Collaborations and Stakeholders

In the provision of services and work for Syrian refugees, 5 of the 17 district municipalities in Bursa stated that they cooperate with public institutions, while three of them do it with local NGOs. Among the public institutions with which the municipalities cooperate are the Directorate of Migration Management, the Police Department, Governorate, and District Governorships. Those municipalities who stated that they didn't establish any collaborations, on the other hand, mostly stated that they did not cooperate due to the uncertainty in the legislation.

Financing and Personnel Support

When the district municipalities were asked whether they

received financial and/or personnel support for the services they provided to refugees in 2019, 9 of the 17 district municipalities stated that they provided the services from their own budgets. 4 municipalities stated that they received financial support from different external sources in addition to the expenditures from their own budgets. Among the institutions that support the district municipalities, there are public institutions, private companies, and individual donors.

Institutional Structuring

It has been observed that the tendency to establish community centers, associations, and units is lower among the district municipalities in Bursa compared to the municipalities in Istanbul. Only Orhangazi Municipality stated that a unit responsible for migration management was established in 2015. It has also been noted that the number of staff working with refugees in municipalities is limited. Only Gürsu and Orhangazi Municipalities

stated that they appointed two personnel each to be responsible for migrants and refugees. Among the 17 district municipalities, Orhangazi Municipality and Karacabey Municipality stated that they have employed full-time translators in the municipality to help them communicate with immigrants and refugees. There is no migration commission within the municipal councils of the interviewed municipalities. Osmangazi, Orhangazi and Yıldırım Municipalities include targets related to works for migrants and refugees in their strategic plans.

Management and Tracking of Data

Among the 17 district municipalities interviewed, İnegöl, İznik, Mudanya, Mustafakemalpaşa, Nilüfer, and Orhangazi municipalities stated that the records of Syrian refugees residing in their municipalities are kept

within the municipality. While all municipalities stated that they created the records about refugees with their own efforts, the municipalities of Gürsu and Orhangazi stated that in addition to these, they also use data from the DGMM. Orhangazi Municipality also suggested that they use data received from the Police Department. Orhangazi Municipality further stated that they used a software within the municipality to store and use the data set they created.

Syrians without a Temporary Protection ID and Refugees from Other Nations

It has been stated that in 4 district municipalities Syrian refugees without a temporary protection ID card or those who are registered in a city other than Bursa, and in 13 district municipalities non-Syrian migrants and refugees can benefit from the services provided by the municipality.

More than 95% of all foreigners in Kocaeli are Syrians.

Kocaeli

Due to its structure that hosts industry and service sectors, Kocaeli province is both an attractive center for internal migration and is becoming a city preferred by an increasing number of refugees and

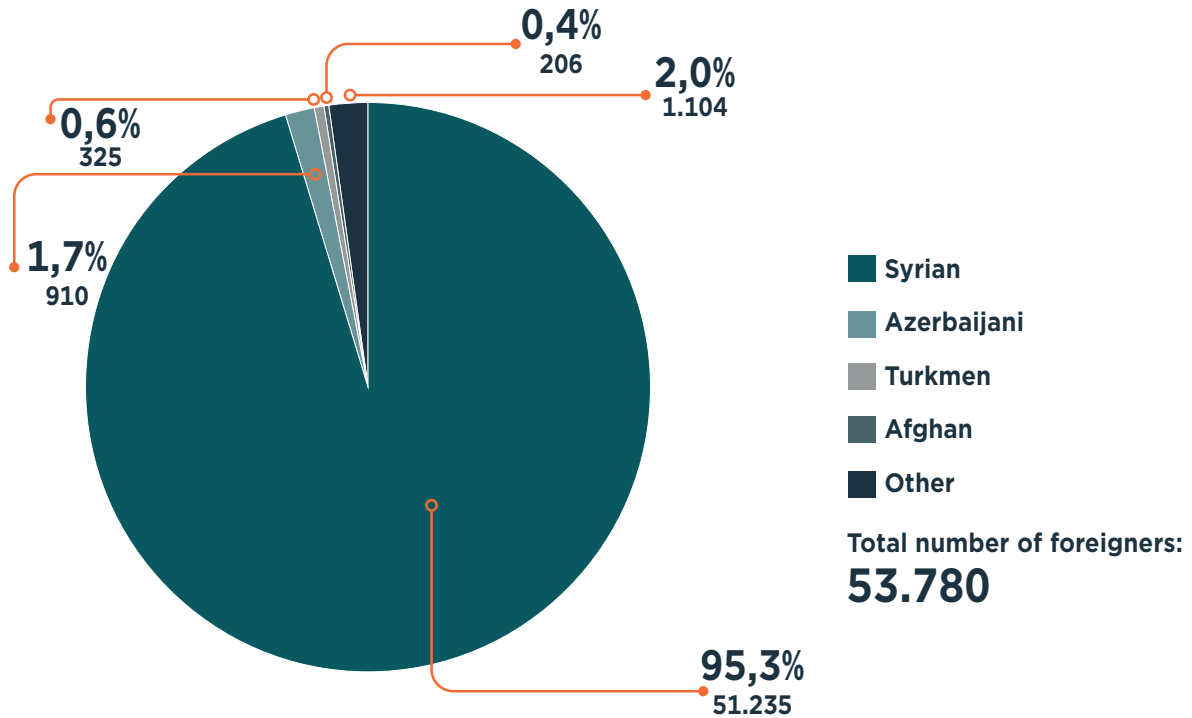
irregular migrants. According to DGMM data as of 21 April 2021, the number of registered Syrians in Kocaeli is 55.493 and it corresponds to 2,8% of the provincial population. The data included in the IOM and DGMM 2018 field study on Kocaeli is also similar. In addition, there

Table 17: Syrian Population Under Temporary Protection in Kocaeli by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Gebze	14.486	14.149	13.931	392.945	3,55
Darica	10.500	10.630	10.548	214.796	4,91
İzmit	5.036	5.824	5.792	365.893	1,58
Gölcük	4.472	4.796	4.749	170.503	2,79
Çayırova	4.125	4.417	4.309	140.274	3,07
Körfez	4.036	4.097	4.027	173.064	2,33
Başiskele	3.565	4.031	3.941	108.185	3,64
Derince	3.214	3.021	2.966	143.884	2,06
Dilovası	2.305	2.596	2.893	51.060	5,67
Kartepe	1.171	1.422	1.469	125.974	1,17
Karamürsel	244	266	255	58.412	0,44
Kandıra	192	198	200	52.268	0,38
KOCAELİ	53.762	55.585	55.080	1.997.258	2,76

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 25: Distribution of Foreigners Living in Kocaeli by Nationality



Source: IOM&DGMM, September-November 2018

are 12.272 foreigners living in Kocaeli with a residence permit. More than 95% of all foreigners in Kocaeli are Syrians. Azerbaijanis, Turkmen, and Afghans are the other major migrant groups in Kocaeli, although their numbers are much smaller.

In the distribution of Syrians in districts of Kocaeli, it is seen that there is a higher

concentration in Gebze and Darica districts. According to DGMM records, more than 25% of the 55 thousand Syrians who live in Kocaeli (2,76% of the provincial population), which has a total of 12 districts, are in Gebze (approximately 14 thousand, 3,55% of the district population), and approximately 20% are in Darica (approximately 10 thousand, 4,91% of the district population). While

there are 1.000-6.000 Syrians in Kocaeli's İzmit, Gölcük, Çayirova, Körfez, Başiskele, Derince, Dilovası and Kartepe districts; the number of registered Syrians in Karamürsel and Kandıra districts is less than a thousand.

Details of Kocaeli Research

In the framework of the research, a total of 35 municipal representatives, including 10 deputy mayors, were

interviewed in 13 municipalities in Kocaeli.

Kocaeli Metropolitan Municipality

In the interviews held in Kocaeli Metropolitan Municipality, it was stated by the representatives of the municipality that the work on migrants and refugees started mostly after 2016. The interviewed municipality representatives stated that they provided cash aid as well as in-kind aid to

Table 18: General View of the Interviews Conducted in Kocaeli

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Kocaeli	Kocaeli (metropolitan municipality)	3	1	1	1	3
Kocaeli	Başiskele	3	1	1	1	3
Kocaeli	Çayirova	3	1	1	0	2
Kocaeli	Darica	3	0	1	1	2
Kocaeli	Derince	3	1	1	1	3
Kocaeli	Dilovası	3	1	1	1	3
Kocaeli	Gebze	3	1	1	2	4
Kocaeli	Gölcük	3	1	0	2	3
Kocaeli	İzmit	3	0	1	1	2
Kocaeli	Kandıra	3	1	1	1	3
Kocaeli	Karamürsel	3	1	0	1	2
Kocaeli	Kartepe	3	1	1	1	3
Kocaeli	Körfez	3	0	1	1	2
Total	13 Municipalities	39	10	11	14	35

refugees in Kocaeli. Among the social service programs that refugees can benefit from within the municipality, there are primary health care services, services specially developed for disadvantaged (disabled, elderly, etc.) groups, employment services, language courses, and nursery services. It was stated in the meetings that the municipality cooperated with the Provincial Directorate of Migration Management and the Turkish Red Crescent in the work and services regarding refugees. The financing of service provision for refugees is covered by the municipality's own budget and no financial or personnel support is received from any institution. In the interviews, it was stated that the municipality does not have a community center for the services for migrants and refugees or a migration unit responsible for the coordination of such work. There is no specific migration commission within the municipal councils of Kocaeli Metropolitan Municipality and no target regarding migrants and refugees in the Strategic Plan. Similarly, a full-time translator

has not been employed by the municipality. It has been stated that up-to-date records and data on Syrian refugees residing in Kocaeli are kept within the municipality and these data are obtained from Kocaeli Provincial Directorate of Migration Management.

District Municipalities of Kocaeli

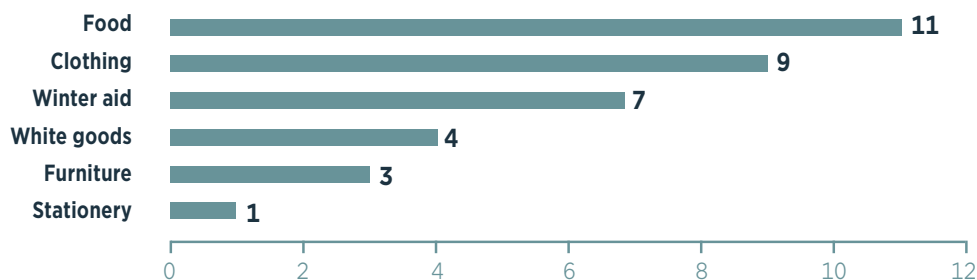
Cash and In-Kind Aids

6 of the 12 district municipalities in Kocaeli provide cash aid to citizens residing in their districts. It is observed that municipalities that provide cash aid to citizens mostly provide cash aid to Syrians, too. By those municipalities who don't provide cash aid to Syrians, the reasons are explained to include the fact that legislation doesn't allow for it, the fact that they generally don't provide cash aids as the municipality, and the lack of demand. A small number of municipalities stated that there is no budget to allocate for this or that there is no demand for such assistance in their districts.

11 of the 12 district

Graphic 26: Types of In-Kind Aid Provided to Syrian Refugees by District Municipalities - Kocaeli

What are the types of in-kind aid provided to Syrian refugee families in need residing within the borders of the municipality in 2019? (Select all options that apply.) (n=11)



municipalities stated that they provide various in-kind aids to Syrian refugees. Provided in-kind aids include food aid, clothing aid, winter aid such as blankets and fuel, white goods aid, furniture aid, and stationery aid.

Social Service Programs

There are social service programs for the needs of Syrian refugees in 8 of the 12 district municipalities in Kocaeli. Among these programs, psycho-social support comes first, followed by services developed for disadvantaged groups such as the disabled and the elderly, and services

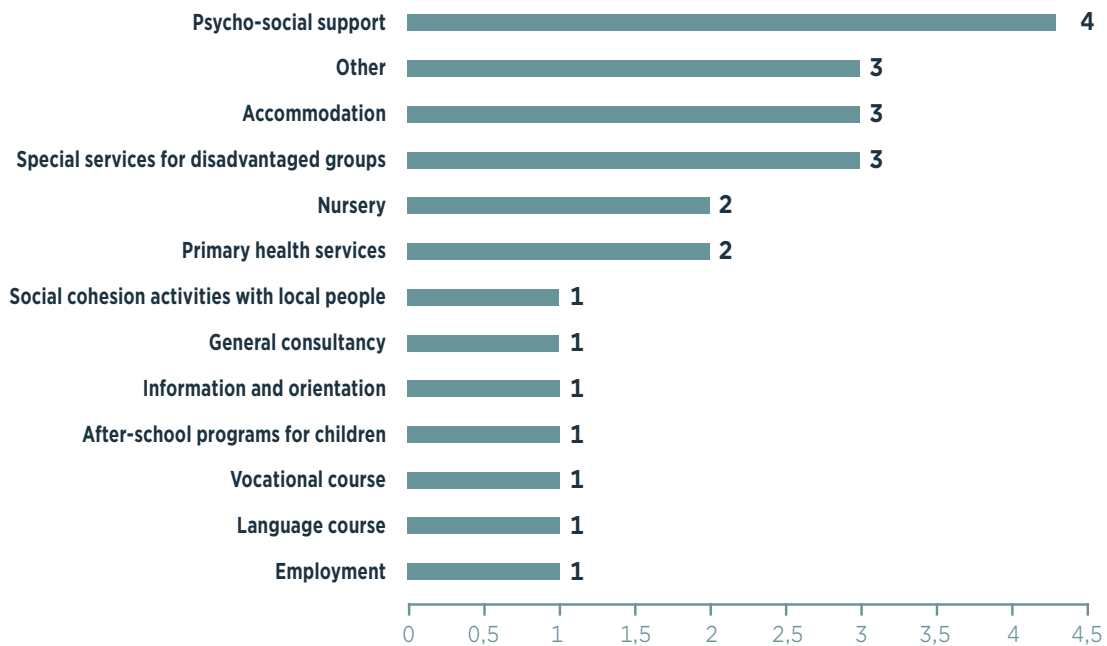
such as accommodation, primary health care services, and nursery. Social cohesion activities bringing together local people and refugees, general counselling, services of information and orientation, after-school programs for children, language and vocational courses, and employment support are also among the services offered by municipalities, although they are less common.

Collaborations and Stakeholders

District municipalities in Kocaeli stated that they have developed collaborations with various

Graphic 27: Types of Social Services Provided to Syrian Refugees by District Municipalities - Kocaeli

Select the social services provided to Syrian refugees by your municipality in 2019. (Select all options that apply.) (n=8)



organizations, especially public institutions and international organizations, in their work on refugees. District governorships come first among the public institutions with which they cooperate the most. 10 of the 12 district municipalities stated that they work in cooperation with the district governorships. Few municipalities stated that they

have developed cooperation with international organizations and NGOs. Municipalities, which stated that they did not develop cooperation with external stakeholders in their work on refugees, suggested that they did not develop cooperation due to the lack of personnel in the municipality to deal with the issue.

Financing and Personnel Support

More than half of the district municipalities in Kocaeli stated that they do not receive any external support for financing the services provided to Syrian refugees. Two of the 12 municipalities stated that they received financial support from Kocaeli Metropolitan Municipality, the Ministry of Family, Labor and Social Services and UNICEF, in addition to their own budgets, in the financing of services.

Institutional Structuring

In Kocaeli, none of the 12 district municipalities has a specialized migration unit that works on migrants and refugees or a migration commission in their municipal councils. Although almost all of the 12 district municipalities provide services to refugees in various ways, it is stated that only 3 municipalities have employed full-time translators to facilitate communication with Syrians. Municipalities have mostly addressed the issue of migration

in the SWOT and PESTLE analyzes of their strategic plans. They do not include targets directly related to works for migrants and refugees in their strategic plans.

Management and Tracking of Data

7 of the 12 district municipalities stated that they have up-to-date records and data on Syrian refugees residing in their districts. While 4 out of these 7 municipalities stated that they collected these records with their own efforts, 2 municipalities stated that they obtained the records from the district governor's office. 3 municipalities stated that they used a software within the municipality to keep records.

Syrians without a Temporary Protection ID and Refugees from Other Nations

District municipalities in Kocaeli stated that Syrians who do not have a temporary protection ID, Syrians registered in a city other than Kocaeli, or non-Syrian refugees can also benefit from the social services provided.

Balıkesir

According to DGMM data as of 21 April 2021, 4.872 Syrian refugees are registered in Balıkesir.⁹³ The registered Syrians in Balıkesir correspond

to 0,4% of the provincial population. There are also 4.345 foreigners living in Balıkesir with a residence permit.

In addition to the representatives of the Balıkesir

Table 19: Syrian Population Under Temporary Protection in Balıkesir by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Bandırma	906	948	1.041	158.857	0,66
Gönen	584	792	814	74.894	1,09
Burhaniye	565	611	624	61.806	1,01
Edremit	424	467	500	161.145	0,31
Marmara	450	460	446	9.973	4,47
Karesi	301	387	439	184.197	0,24
Altıeylül	275	287	262	182.073	0,14
Susurluk	234	240	247	38.676	0,64
Ayvalık	155	157	158	71.725	0,22
Manyas	97	80	69	18.599	0,37
Havran	42	47	44	27.988	0,16
Erdek	54	46	37	32.319	0,11
İvrindi	31	35	36	32.319	0,11
Sındırgı	14	16	20	32.925	0,06
Bigadiç	20	14	14	49.486	0,03
Dursunbey	5	11	12	34.840	0,03
Kepsut	16	13	12	23.017	0,05
Savaştepe	2	4	4	17.361	0,02
Gömeç	7	3	3	15.207	0,02
Balya	1	1	1	12.878	0,01
BALIKESİR	4.308	4.703	4.783	1.240.285	0,39

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

⁹³ There is no IOM and DGMM data on Balıkesir.

Table 20: General View of the Interviews Conducted in Balıkesir

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Balıkesir	Balıkesir (metropolitan municipality)	3	1	1	0	2
Balıkesir	Bandırma	3	1	1	0	2
Total	2 Municipalities	6	2	2	0	4

Metropolitan Municipality, interviews were conducted with the representatives of Bandırma Municipality, which is important in terms of being a transition zone in Balıkesir. Therefore, a total of 4 municipality representatives, including 2 deputy mayors, were interviewed in 2 municipalities in Balıkesir.

In Balıkesir Metropolitan Municipality, work for migrants and refugees is carried out under the Directorate of Cultural and Social Affairs, while in Bandırma Municipality, it is carried out under the Directorate of Social Aid Affairs. In both municipalities, residents in need are provided with in-kind assistance, but not in cash. The reason for not providing cash aid was explained in terms of the discretion of the

municipal top management. The provided in-kind aids are stated to include food aid, clothing aid, and winter aid, as well as furniture, white goods, medical tools, stationery aids.

Social service projects are implemented for disadvantaged groups within the borders of municipalities. In addition to special services developed by both municipalities for disadvantaged Syrian groups, services such as psycho-social support, primary health care services, accommodation, employment support, transportation and language courses were provided for Syrian refugees, particularly by the Balıkesir Metropolitan Municipality. The financing of the services was provided by both their own budgets and external supports in the

interviewed municipalities. It has been evaluated that the use of external support is limited due to the reasons related to the municipality administration.

Up-to-date data and records on Syrian refugees within the borders of the municipality are not available in either municipality. In the interviews with Bandırma Municipality, it was estimated that there are 300 Syrian refugees within the borders of the municipality. A needs analysis study was not conducted on Syrian refugees in either municipality. The most requested service items by Syrians are expressed as in-kind aid, cash aid, accommodation, and employment support. Language problem, unemployment, and housing were listed among the most frequently mentioned problems by Syrians.

There is no community center for Syrian refugees in Balıkesir established with the cooperation of the municipality or by other institutions. There is no migration unit that works on migrants and refugees in the interviewed municipalities,

and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the municipal councils of the interviewed municipalities. There is no target regarding migrants and refugees in the strategic plans of municipalities.

Tekirdağ

According to DGMM data as of 21 April 2021, 12.508 Syrian refugees are registered in Tekirdağ.⁹⁴ This population corresponds to 1,16% of Tekirdağ's population. There are also 5.935 foreigners living in Tekirdağ with a residence permit.

In the framework of this research, interviews were conducted with Social Services Department Social Assistance Directorate of Tekirdağ Metropolitan Municipality, Çerkezköy Municipality, Çorlu Municipality, Ergene Municipality, Culture and Social Affairs Directorates of Marmara Ereğlisi Municipality, and Süleymanpaşa Municipality

⁹⁴ There is no IOM and DGMM data on Tekirdağ.

Table 21: Syrian Population Under Temporary Protection in Tekirdağ by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Çerkezköy	3.742	3.888	3.798	185.234	2,05
Çorlu	2.331	2.430	2.560	279.251	0,92
Süleymanpaşa	2.291	2.603	2.475	203.617	1,22
Ergene	1.703	1.609	1.610	64.820	2,48
Marmaraereğlisi	1.491	1.560	1.492	27.061	5,51
Şarköy	172	223	204	32.658	0,62
Saray	126	146	157	50.248	0,31
Kapaklı	112	152	141	124.609	0,11
Muratlı	40	73	62	29.892	0,21
Hayrabolu	38	38	37	31.574	0,12
Malkara	44	36	36	52.101	0,07
TEKİRDAĞ	12.540	12.859	12.572	1.081.065	1,16

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Social Aid Affairs Directorate in Tekirdağ. Therefore, a total of 16 municipal representatives were interviewed, including 6 deputy mayors, in 6 municipalities.

While it was stated that all the interviewed district municipalities provided in-kind aid to their residents in need and implemented social service projects for the disadvantaged groups within the borders of their municipalities; Tekirdağ Metropolitan Municipality and Çorlu Municipality also provided cash assistance to the residents in need. Tekirdağ Metropolitan

Municipality and Çorlu Municipality stated that they also provided cash aid to Syrian families in need, while other interviewed municipalities said that they did not provide cash aid to Syrians because there was no budget or no demand as well as due to the facts that the legislation did not allow for it and that Syrians were not citizens. They also suggested that providing cash assistance was not a preferred method of service provision by their municipalities.

All interviewed municipalities

Table 22: General View of the Interviews Conducted in Tekirdağ

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Tekirdağ	Tekirdağ (metropolitan municipality)	3	2	0	1	3
Tekirdağ	Çerkezköy	3	1	1	1	3
Tekirdağ	Çorlu	3	1	0	1	2
Tekirdağ	Ergene	3	0	1	1	2
Tekirdağ	Marmaraereğlisi	3	1	1	1	3
Tekirdağ	Süleymanpaşa	3	1	1	1	3
Total	6 Municipalities	18	6	4	6	16

except for Tekirdağ Metropolitan Municipality stated that they provided in-kind assistance to Syrian refugee families in need residing within the borders of their municipalities. It was stated that especially food and clothing aid was provided in all municipalities that provided in-kind aid. Winter aid, medical equipment, stationery, white goods and furniture aid, toys and diaper support, and support for circumcision and wedding ceremonies are listed as other aid items in the interviewed municipalities. It was noted by some municipality representatives at the interviews that in-kind aids were given based on applications. The reason why Tekirdağ

Metropolitan Municipality did not provide in-kind aid was because they provided services upon request and that the needs were met through cash aid. Tekirdağ Metropolitan Municipality and Çorlu Municipality stated that similar social service projects implemented to citizen members of disadvantaged groups were not implemented to Syrian refugees due to the lack of demand, while other interviewed municipalities stated that there were similar social service projects implemented for Syrians. Çerkezköy Municipality provides legal support, psycho-social support, primary health care services, specially developed services for disadvantaged

groups, employment support, transportation service, and daycare services to Syrians. The services offered by Ergene Municipality include primary health care services, services specially developed for disadvantaged groups, employment support, transportation support, language and vocational courses, kindergarten and after-school programs for children, information and orientation studies, general counseling, and social cohesion activities between local people and refugees. The services offered by Marmara Ereğlisi Municipality are legal support, psycho-social support, primary health care services, employment support, interpreter support, transportation support, language and vocational courses, general counseling, marriage services, and social cohesion activities between local people and refugees. Süleymanpaşa Municipality, in turn, provides psycho-social support, primary health care services, services specially developed for disadvantaged groups, accommodation services, employment support, transportation services,

vocational and language courses, kindergarten and after-school programs for children, information and orientation services, general counseling as well as home care and hot meals for Syrians in addition to organizing social cohesion activities. It was stated by the representatives of the municipalities that the works were carried out upon request.

The work carried out for migrants and refugees throughout the province are mostly carried out by the municipalities and cooperation is made with public institutions such as DGMM, district governorships, and provincial directorates of ministries. In cases where there is no cooperation, the low number of Syrian refugees, the generally good economic situation of them in the province, and the lack of demand were stated as reasons. Services were financed mostly from the municipalities' own budgets. The reasons stated for not receiving external financial support include the low number of Syrians, the lack of requests and applications, the fact that the works are carried out for both the local people and refugees without discrimination, and the fact that it was not need

as the municipality's budget was sufficient to meet the existing demands.

It has been observed that up-to-date records and data on Syrian refugees living within the borders of municipalities were available only in a couple of the municipalities. The two municipalities which stated that the data were available in the municipality, Çorlu and Ergene, stated that the data in their hands belonged to the Syrians who applied to them and received services, and that they obtained information from the mukhtars from time to time. According to the statements of the relevant municipality representatives interviewed, it is estimated that there are 3.000-5.000 Syrian refugees within the borders of Çerkezköy Municipality, 5.000-10.000 in Çorlu district, 50-5.000 in Ergene district, 100-400 in Marmara Ereğlisi, and 5.000 in Süleymanpaşa district.

A needs analysis study on Syrian refugees was not conducted by the interviewed municipalities. The most requested service

item by Syrians appears to be in-kind aid. Other demands were stated to include psycho-social support, primary health care, accommodation, employment support, language courses, newborn services, stationery support, and marriage contract. The need for in-kind aid and social assistance, unemployment, being employed as unqualified/cheap labor, and accommodation are among the most frequently mentioned problems by Syrians.

There is no community center for Syrian refugees in Tekirdağ established with the cooperation of the municipality or by other institutions. There are no migration units working on migrants and refugees in the interviewed municipalities, and no translators were employed to facilitate communication with Syrian refugees. There is no migration commission within the municipal councils of the interviewed municipalities. The work of the relevant municipalities on migrants and refugees is not included in the 2019-2024 strategic plans.

Sakarya

According to 2018 data of IOM and GIGM, the number of foreigners in Sakarya is 32.670. Of the total refugee population, 54% are Syrians and 29,8% are Iraqis. According to DGMM data as of 21 April 2021, 15.541 Syrian refugees are registered in Sakarya. Syrians make up

1,53% of Sakarya's population. As of the same date, there are also 13.916 foreigners living in Sakarya with a residence permit.

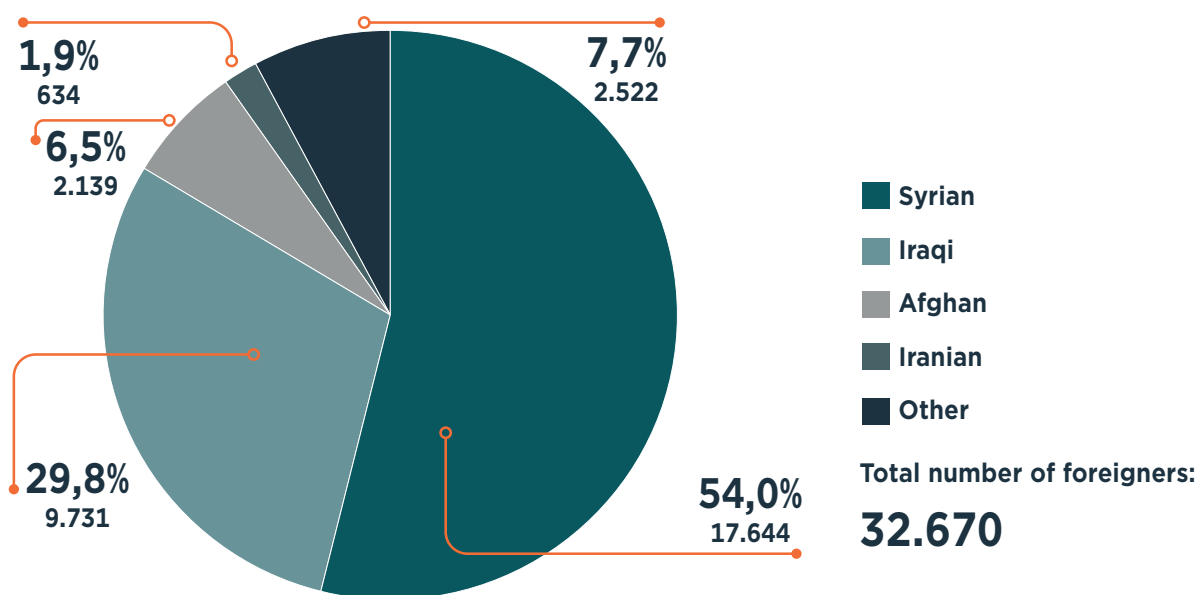
In the framework of this research, interviews were conducted with Sakarya Metropolitan Municipality Social Services Branch Directorate, Adapazarı Municipality Social Support Services Directorate,

Table 23: Syrian Population Under Temporary Protection in Sakarya by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Adapazarı	4.095	4.147	4.267	279.127	1,53
Akyazı	2.286	2.267	2.309	92.093	2,51
Karasu	2.273	1.849	1.953	66.852	2,92
Hendek	1.485	1.477	1.507	86.612	1,74
Serdivan	1.243	1.256	1.249	148.802	0,84
Erenler	1.170	1.118	1.124	90.855	1,24
Kocaali	579	570	582	22.845	2,55
Ferizli	519	582	581	27.399	2,12
Geyve	533	491	512	50.154	1,02
Arifiye	438	424	444	46.344	0,96
Pamukova	334	334	332	29.974	1,11
Sapanca	181	242	256	43.018	0,60
Kaynarca	163	154	160	24.271	0,66
Söğütü	26	25	27	14.203	0,19
Karapürçek	7	8	8	13.130	0,06
Taraklı	5	1	1	6.970	0,01
SAKARYA	15.536	14.980	15.312	1.042.649	1,47

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 28: Distribution of Foreigners Living in Sakarya by Nationality



Source: IOM&DGMM, September-November 2018

Table 24: General View of the Interviews Conducted in Sakarya

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Sakarya	Sakarya (metropolitan municipality)	3	1	1	1	3
Sakarya	Adapazarı	3	1	1	1	3
Sakarya	Akyazı	3	1	0	2	3
Sakarya	Erenler	3	1	1	0	2
Sakarya	Hendek	3	1	0	2	3
Sakarya	Karasu	3	1	1	1	3
Sakarya	Serdivan	3	1	0	2	3
Total	7 Municipalities	21	7	4	9	20

Akyazı Municipality, Erenler Municipality, Hendek Municipality Social Affairs Directorate, Karasu Municipality Culture and Social Affairs Directorate, and Serdivan Municipality Social Aid Affairs Directorate. In Sakarya, a total of 20 municipality representatives, including 7 deputy mayors, were interviewed in 7 municipalities.

It was stated by the interviewed municipalities that the residents in need were mostly provided with in-kind aid, and not cash aid, and social service projects were implemented for the disadvantaged groups within the municipal borders. Municipality representatives stated that they did not provide cash aid to Syrian families in need within the borders of their municipalities. As for the reasons of not providing cash aid to Syrians, respondents suggested that there was no budget for it, that the legislation didn't allow for such aids, and that such assistance was not even provided to the citizens by the municipalities. While Karasu Municipality stated that they did not provide in-kind aid to Syrians either due to the lack of a budget, other interviewed municipalities stated that they

did provide in-kind assistance to Syrian refugee families in need residing within the borders of their respective municipalities.

Most of the interviewed municipalities stated that they apply similar social service projects to the Syrian refugees as well as to the citizens of the disadvantaged groups. Sakarya Metropolitan Municipality provides psycho-social support, services specially developed for disadvantaged groups, vocational courses, and after-school programs for children. While it is stated that Adapazarı Municipality provides special services to disadvantaged groups; in Akyazı Municipality in addition to the special services catered for the needs of disadvantaged groups, there are also primary health care services, accommodation services, and employment support for Syrians. In Erenler Municipality, in addition to special services for disadvantaged groups, services such as accommodation, employment support, transportation service, language and vocational courses, kindergarten and after-school programs for children are offered for Syrians. Serdivan

Municipality stated that it provides legal support, psycho-social support, services specially developed for disadvantaged groups, accommodation services, employment support, interpreter support, transportation service, language courses, after-school programs for children, information and orientation services, general counseling, and social cohesion services to facilitate communication between local people and refugees.

In the works carried out in the province for migrants and refugees, it is seen that cooperation is mostly made with the district governorships and other public institutions such as DGMM and provincial directorates of the Ministries as well as with local NGOs. District municipalities stated that they are in cooperation with the Sakarya Metropolitan Municipality.

The financing of services was mostly covered by the municipalities' own budgets while some municipalities stated that they carried out their work with both their own budgets

and external supports. These supports are described as funds and donations received from private companies and individual donors, while various in-kind supports such as those from grocery stores and stationery are also expressed. It has been reported that there has been limited access to external resources due to various difficulties in finding such resources.

It has been determined that approximately half of the interviewed municipalities have up-to-date records and data on Syrian refugees living within their borders. Sakarya Metropolitan Municipality, which stated that there are data on migrants and refugees within the municipality, received the data from DGMM; while Akyazı Municipality stated that they obtained data from the General Directorate of Local Administrations, NGOs operating at the national level, and the District Governorship's Social Assistance and Solidarity Foundation. Erenler Municipality stated that it both received data from outside, including DGMM and the mukhtars, and

collected data itself. Serdivan Municipality, in turn, stated that it received data from the District Governorship in addition to the data obtained from the DGMM and their own collection.

The estimations of the interviewed municipality representatives regarding the number of Syrians within the borders of different districts of Sakarya and within the borders of the province itself were as follows; 18.000 in Sakarya, 9.000 in Adapazarı, 1.000-5.000 in Akyazı, 1.150 in Erenler, and 510-4.000 in Serdivan.

Most of the interviewed municipalities have not conducted a needs analysis study on Syrian refugees. The most requested service items by Syrians include in-kind assistance, shelter service, employment support, primary health care services, services specially developed for disadvantaged groups, after-school programs for children, general counseling, education, and diaper and food support. Unemployment, being employed as unqualified/cheap labor, language problem,

accommodation, reactions from the local people, need for in-kind assistance, and access to health services and education are among the most frequently mentioned problems by Syrians.

There is no community center for Syrian refugees in Sakarya established with the cooperation of the municipality or by other institutions. There are no migration units working on migrants and refugees in the interviewed municipalities, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the municipal councils of the interviewed municipalities. Except for Sakarya Metropolitan Municipality, works on migrants and refugees are not included in the 2019-2024 strategic plans of the interviewed municipalities. In the Strategic Plan of Sakarya Metropolitan Municipality, in turn, the issue of migration was mostly handled within the scope of PESTLE analysis and the works that should be conducted were included as suggestions.

Çanakkale

According to 2018 data of IOM and GiGM, the number of foreigners in Çanakkale is 6.530. Of the total refugee population, 48,1% are Syrians and 25,3% are Afghans. According to DGMM data as of 21 April 2021, 5.263 Syrian refugees are registered in Çanakkale, which corresponds to approximately 1% of the provincial population. There are also 4.014 foreigners living in Çanakkale with a residence permit.

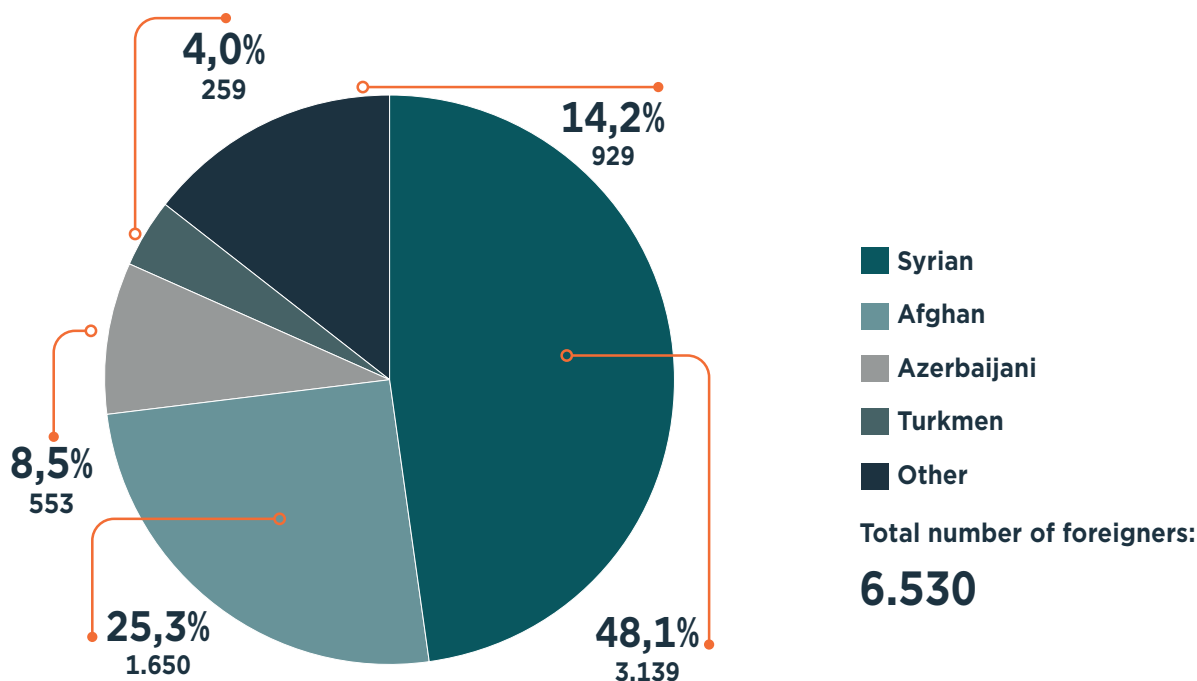
In addition to Çanakkale Municipality, interviews were held with the representatives of Biga Municipality, which is important in terms of being a transition zone. A total of 5 municipality representatives, including a deputy mayor from Çanakkale Municipality, were interviewed in 2 municipalities.

Works for migrants and refugees in Çanakkale Municipality are carried out under the Directorate of Social Support Services, and in Biga Municipality under the

Table 25: Syrian Population Under Temporary Protection in Çanakkale by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	1.400	2.017	1885	184.184	1,02
Biga	1.832	1.762	1799	90.274	1,99
Ayvacık	889	961	971	33.751	2,88
Ezine	116	191	209	30.723	0,68
Lapseki	157	227	209	28.313	0,74
Gelibolu	69	147	135	43.581	0,31
Bayramiç	48	114	106	29.302	0,36
Çan	42	66	64	48.376	0,13
Gökçeada	51	57	55	10.106	0,54
Yenice	7	16	15	31.023	0,05
Eceabat	4	8	8	8.863	0,09
Bozcaada	0	0	0	3.052	0,00
ÇANAKKALE	4.165	5.699	5.456	541.548	1,01

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 29: Distribution of Foreigners Living in Çanakkale by Nationality

Source: IOM&DGMM, September-November 2018

Directorate of Culture and Social Affairs. In both municipalities, residents in need are provided with in-kind assistance, but not in cash. Social service projects are implemented for disadvantaged groups within the borders of both municipalities. No cash aid was provided to Syrian families within the borders of these municipalities. The reason for not providing cash aid was stated to include

the lack of budget, the fact that aid was provided to Turkish citizens, and that the legislation did not allow it. On the other hand, in-kind assistance was provided to Syrian refugee families in need residing within the borders of the municipality in 2019. In-kind aids are stated as food aid, clothing aid, and winter aid as well as furniture, white goods, medical tools, and stationery aids.

Table 26: General View of the Interviews Conducted in Çanakkale

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Çanakkale	Çanakkale (provincial municipality)	3	1	1	1	3
Çanakkale	Biga	3	0	1	1	2
Total	2 Municipalities	6	1	2	2	5

Social service projects for disadvantaged groups have been implemented for Syrian refugees as well as citizens. In addition to services such as primary health care services, specially developed services for disadvantaged groups, accommodation, employment support, transportation, and language courses, services such as after-school programs for children were provided by the municipality for Syrians.

Regarding the services provided to Syrians, it has been stated that cooperation has been made with DGMM, Governorate, and municipality unions at the provincial level; and at the district level, with public institutions, especially including the DGMM, district governorships, and mukhtars, and NGOs operating at the

national level such as AFAD and the Turkish Red Crescent.

While the financing of the services proceeded through external supports such as funds and donations received from the Governorate and public institutions in Çanakkale Municipality, it was provided by the municipality's own budget and external supports in Biga. Cooperation has also been made with EU institutions and various international organizations. The reason for the low rate of external support in Biga was stated as the lack of need for external support due to the low number of applications.

Up-to-date records on Syrian refugees are not available in either municipality. It has been stated in Biga Municipality that records and information

regarding Syrians are obtained from mukhtars from time to time. Biga Municipality reported that it estimates the number of Syrian refugees within its borders to be 2000. A needs analysis study was not conducted on Syrian refugees in either municipality. It has been stated that the most requested service items by Syrians are in-kind aid, cash aid, accommodation, language and vocational courses, employment support, and general consultancy. Accommodation, food, coal, need for in-kind support, unemployment, and being employed as cheap labor are among the problems that were voiced by Syrians.

There is no community center for Syrian refugees in Çanakkale established with the cooperation of the interviewed municipalities or by other institutions. There is no migration unit that works on migrants and refugees in the interviewed municipalities, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within either municipal council. There are no targets related to migrants and refugees in the strategic plans of the municipalities, either.

Edirne

According to 2018 data of IOM and DGMM, the number of foreigners in Edirne is 2.819. Of the total refugee population, 29% are Greeks, 12,6% are Kosovars, 10,5% are Bulgarians, and 9,5% are Syrians. According to the data of DGMM as of 21 April 2021, 1.058 Syrian refugees are registered in Edirne. Registered Syrians correspond to 0,26% of Edirne's population. There are also 4.878 foreigners living in Edirne with a residence permit.

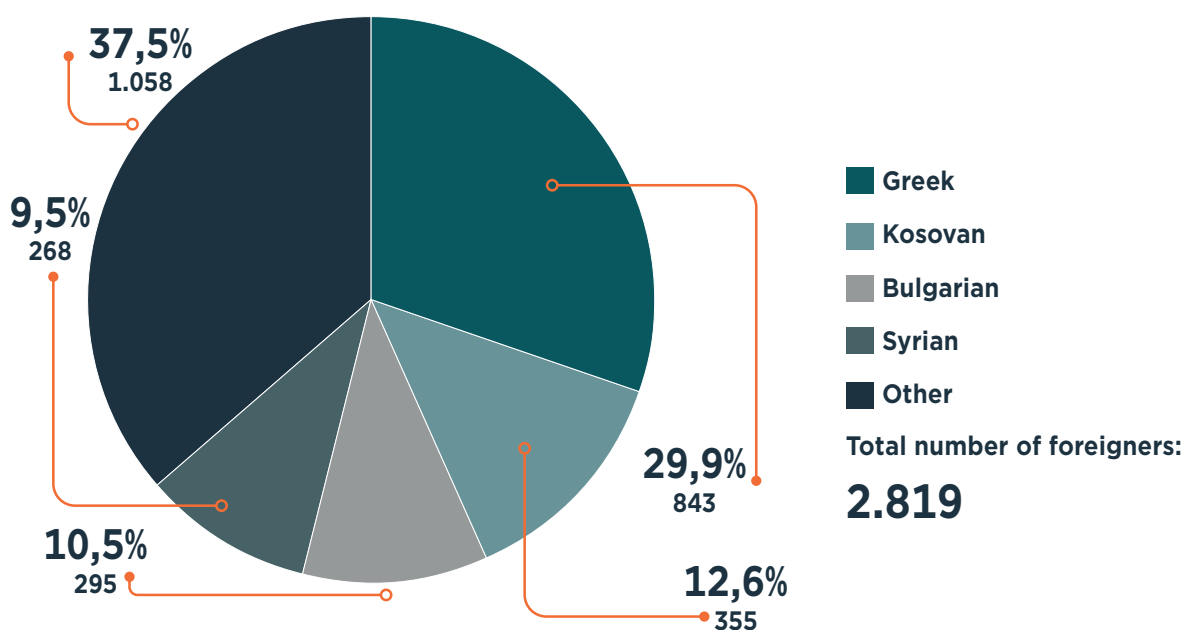
Edirne province is one of the important regions as it is a transit area for migrants and refugees. In the framework of this research, interviews were held with a total of 3 municipality representatives, including a director and an expert from the Directorate of Culture and Social Affairs, together with the relevant deputy mayor in Edirne Municipality.

It has been stated that the municipality provides cash and in-kind aid to the residents in need. Social service projects are implemented for the disadvantaged groups within the borders of the municipality. No cash aids were provided

Table 27: Syrian Population Under Temporary Protection in Edirne by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	510	583	968	180.901	0,54
Keşan	30	37	32	83.399	0,04
Uzunköprü	6	14	19	60.608	0,03
Havsa	16	17	16	18.564	0,09
İpsala	10	19	16	26.796	0,06
Süloğlu	6	11	11	6.851	0,16
Lalapaşa	2	3	3	6.442	0,05
Enez	1	1	1	10.667	0,01
Meriç	0	0	0	135.325	0,00
EDİRNE	975	1.074	1.066	407.763	0,26

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 30: Distribution of Foreigners Living in Edirne by Nationality

Source: IOM&DGMM, September-November 2018

Table 28: General View of the Interviews Conducted in Edirne

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Edirne	Edirne (provincial municipality)	3	1	1	1	3
Total	1 Municipality	3	1	1	1	3

to Syrian families because, it was stated that, there were no applications, the legislation doesn't allow for it, and cash aids were only provided to Turkish citizens. On the other hand, in-kind assistance was provided to Syrian refugee families in need residing within the borders of the municipality in 2019. In-kind aids are listed as food aid, clothing aid, and winter aid.

No social service projects similar to those implemented by the municipality to citizen members of disadvantaged groups have been implemented to Syrian refugees. The reasons for not developing projects for Syrians were listed as absence of applications, the fact that the legislation doesn't allow, and the fact that such projects were only implemented for citizens.

It was stated that the municipality has been cooperating with public institutions, especially including the Governorate, international organizations, and NGOs operating at the national level. The financing of the services was provided from Edirne municipality's own budget. While it was stated that there no external support was received due to the fact that legislation does not allow for it and the lack of demand, it was also suggested that the local people provided support regarding the issue and the number of Syrians in the province was low.

It has been stated that the municipality collects data on Syrian refugees in the municipality, and data is also obtained from the Police Department and the

mukhtars. It was also stated in the interviews that a software was used for the storage and processing of the collected data. Estimates that there are between 300 and 5000 Syrian refugees within the borders of Edirne Municipality were mentioned by the representatives of the municipality in the interviews.

No needs analysis study on Syrian refugees has been conducted by the municipality. It is stated that the most requested service items by Syrians are in-kind aid, cash aid, and primary health care services. While issues such as accommodation, access to health services, and security are among the most frequently mentioned problems by Syrians, it was frequently mentioned in the interviews that there were not many requests from Syrians to the municipality throughout the province.

There is no community center for Syrian refugees in Edirne established with the cooperation of the municipality or by other institutions. There is no migration unit in the municipality

that works on migrants and refugees, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the Edirne Municipal Council and there is no target regarding migrants and refugees in the strategic plan of the municipality.

Düzce

According to DGMM data as of 21 April 2021, 1.748 Syrian refugees are registered in Düzce.⁹⁵ Syrians make up 0,45% of Düzce's population. There are also 1.445 foreigners living in Düzce with a residence permit.

In the framework of the research, interviews were conducted with a total of 2 municipality representatives, consisting of the relevant deputy mayor in Düzce Municipality and an expert from the Directorate of Social Aid Affairs.

It has been stated that the municipality provides in-kind aid to the residents in need, but not in cash. Social service projects are implemented for the disadvantaged groups within

⁹⁵ There is no IOM and DGMM data on Düzce.

Table 29: Syrian Population Under Temporary Protection in Düzce by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	1.384	1.546	1.510	249.695	0,60
Akçakoca	84	115	116	39.229	0,30
Cumayeri	60	77	73	15.002	0,49
Gümüşova	47	40	34	16.254	0,21
Çilimli	16	18	18	19.902	0,09
Kaynaşlı	7	19	9	20.545	0,04
Gölyaka	7	8	8	20.408	0,04
Yığılca	0	0	0	14.644	0,00
DÜZCE	1.615	1.828	1.768	395.679	0,45

Source: DGM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

the borders of the municipality. It was stated that, due to the facts that there are budget constraints in the municipality, that the services are provided to Turkish citizens, and that the legislation does not allow, in-kind

and cash aid is not provided to Syrian families in need within the borders of the municipality. However, social service projects for disadvantaged groups have been implemented for Syrian refugees in the same way they

Table 30: General View of the Interviews Conducted in Düzce

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Düzce	Düzce (provincial municipality)	3	1	0	1	2
Total	1 Municipality	3	1	0	1	2

have been implemented for citizens.

It was stated that while the work for migrants and refugees in Düzce was coordinated by the Governorate, the municipality did not provide services for Syrian refugees. Among the reasons for not providing services to Syrians were listed the reaction of the local people and the fact that providing services to refugees was not seen as the duty of the municipality. As the reasons for not receiving external support for financing, it was mentioned that the legislation did not allow for it and that the municipality refrained from it due to potential reactions from the local people.

There is no up-to-date data on Syrian refugees living within the borders of the municipality available in the municipality. In the interviews, it was stated that the estimated number of Syrians within the borders of

Düzce Municipality is 10,000. A needs analysis study on Syrian refugees has not been conducted by the municipality. Cash aid and general consultancy support are stated as the most requested services by Syrian refugees from the municipality. Reactions from the local people, their employment as unqualified and cheap labor, and access to health services were stated as the most frequently mentioned problems by Syrian refugees.

There is no community center for Syrian refugees in Düzce established with the cooperation of the municipality or by other institutions. There is no migration unit in the municipality that works on migrants and refugees, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within Düzce Municipal Council. The municipality's work on migrants and refugees is not included in the 2019-2024 Strategic Plan.

Kırklareli

According to 2018 data of IOM and DGMM, the number of foreigners in Kırklareli is 1.022. Of the total refugee population in the province 50,1% are Turks, 18,3% are Syrians, and 12,3% are Afghans. According to DGMM data as of 21 April 2021, 974 Syrian refugees are registered in Kırklareli, which corresponds to 0,27% of the provincial population. There are also 2.484 foreigners living in Kırklareli with a residence permit.

Kırklareli province is one of the cities that are particularly

important in the research because it is a transit area for migrants and refugees. In the framework of this research, interviews were held with a total of 3 municipality representatives, including the relevant deputy mayor in Kırklareli Municipality, the Director of Cultural and Social Affairs and an expert from this Directorate.

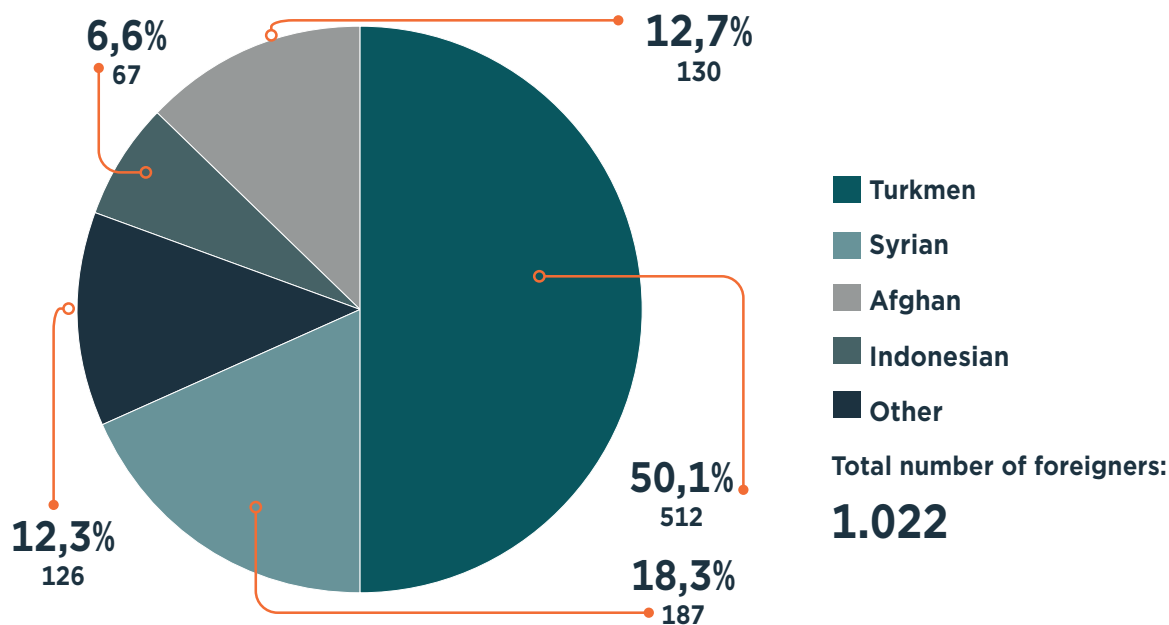
It has been stated that the municipality provides cash and in-kind aid to the residents in need. There are also social service projects for disadvantaged groups implemented within the borders

Table 31: Syrian Population Under Temporary Protection in Kırklareli by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	440	463	588	101.451	0,58
Lüleburgaz	187	165	161	152.192	0,11
Pınarhisar	123	149	138	17.828	0,77
Babaeski	55	46	49	47.065	0,10
Demirköy	67	39	39	8.829	0,44
Vize	40	23	20	28.606	0,07
Pehlivan köy	1	2	9	3.484	0,26
Koçaz	1	0	0	2.282	0,00
KIRKLARELİ	2.654	1.042	1.004	361.737	0,28

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 31: Distribution of Foreigners Living in Kırklareli by Nationality



Source: IOM&DGMM, September-November 2018

of the municipality. However, it was stated that due to the lack of requests and applications, the Syrian families within the borders of the municipality did not receive any aid in cash or

in kind. Social service projects similar to those implemented by the municipality to citizen members of disadvantaged groups have not been implemented to Syrian refugees.

Table 32: General View of the Interviews Conducted in Kırklareli

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Kırklareli	Kırklareli (provincial municipality)	3	1	1	1	3
Total	1 Municipality	3	1	1	1	3

The reason for not providing services, developing projects, and making cooperation in this field for Syrians was stated as the lack of applications and demand. It was also stated in the interviews that the number of Syrians in the province is low.

Up-to-date data on Syrian refugees within the borders of the municipality are not available in the municipality. In the interviews, it was stated that the estimated number of Syrians within the borders of Kırklareli Municipality is 2000. A needs analysis study on Syrian refugees has not been conducted by the municipality. It was frequently mentioned in the interviews that Syrians did not make any requests from the municipality.

There is no community center for Syrian refugees in Kırklareli established with the cooperation of the municipality or by other institutions. There is no migration unit in the municipality that works on migrants and refugees, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission

within the Kırklareli Municipal Council and there is no target regarding migrants and refugees in the Strategic Plan of the municipality.

Bolu

According to DGMM data as of 21 April 2021, there are 4.073 Syrian refugees registered in Bolu.⁹⁶ The registered Syrians in the province correspond to 1,34% of the provincial population. There are also 3.826 foreigners living in Bolu with a residence permit.

It wasn't possible to conduct any interviews with the representatives of provincial municipality in Bolu. Interviews were conducted with 2 municipal representatives at the director and expert levels from Gerede Municipality, which is the district municipality that hosts the highest number of Syrian refugees in Bolu.

Activities related to migrants and refugees within the municipality are carried out under the Directorate of Press, Broadcasting, and Public Relations. Cash and in-kind

⁹⁶ There is no IOM and DGMM data on Bolu.

Table 33: Syrian Population Under Temporary Protection in Bolu by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	681	1.356	1.580	212.641	0,74
Gerede	1.163	1.409	1.522	33.561	4,54
Mudurnu	75	108	119	18.690	0,64
Mengen	50	41	40	13.748	0,29
Göynük	26	18	20	14.917	0,13
Yeniçağa	16	8	20	6.762	0,30
Kibriscik	0	0	6	3.112	0,19
Dörtdivan	3	4	4	6.585	0,06
Seben	1	1	1	4.786	0,02
BOLU	2.052	2.977	3.312	314.802	1,05

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

assistance is provided to the residents in need and social service projects are implemented by the municipality for the disadvantaged groups within the its borders. No cash aid was given to Syrian families within

the borders of the municipality. The reasons for this were stated to be the facts that the budget is limited, that these aids are provided to the Turkish citizens, and that it was not allowed by the legislation. On the other

Table 34: General View of the Interviews Conducted in Bolu

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Bolu	Bolu (provincial municipality)	3	0	0	0	0
Bolu	Gerede	3	0	1	1	2
Total	2 Municipalities	6	0	1	1	2

hand, in-kind assistance was provided to Syrian refugee families in need residing within the borders of the municipality in 2019. Accordingly, the in-kind aids included food aid, clothing aid, and winter aid, as well as furniture, white goods, medical tools, and stationery aids. Transportation and interpreter support for Syrian refugees were also provided by the municipality.

Social service projects for disadvantaged groups have been implemented for Syrian refugees in the same way they have been implemented for citizens.

In addition to services such as legal support, psycho-social support, primary health care services, specially developed services for disadvantaged groups, accommodation, employment support, interpreter support, services such as kindergarten and after-school programs for children were provided by the municipality. In addition to information and orientation activities, support was also provided through general counseling and guidance.

It has been stated that it is the municipality who usually

takes the initiative in the services provided to Syrians and cooperates with public institutions, local NGOs, and research centers of universities in this regard. It was stated that the cooperation remained limited due to the lack of personnel to deal with the issue. The financing of the services was provided only through the support received from outside, especially the supports provided by NGOs and philanthropists.

The records of Syrians who applied to the municipality are kept by the municipality. Different estimates between 350 and 1500 were provided by different interviewees for the estimated number of Syrians living within the borders of Gerede Municipality. In addition, it was stated that the Gerede Municipality carried out a needs analysis study on Syrian refugees. The most requested service items by Syrians were stated as in-kind aid, cash aid, and employment support. Language problem, unemployment, problems with employers, and accommodation are among the problems voiced by Syrians.

There is no community center established for Syrian refugees in Gerede with the cooperation of the municipality or by other institutions. There is no migration unit that works on migrants and refugees in the interviewed municipality, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the Gerede Municipal Council. There is no target regarding migrants and refugees in the Strategic Plan of the municipality.

Yalova

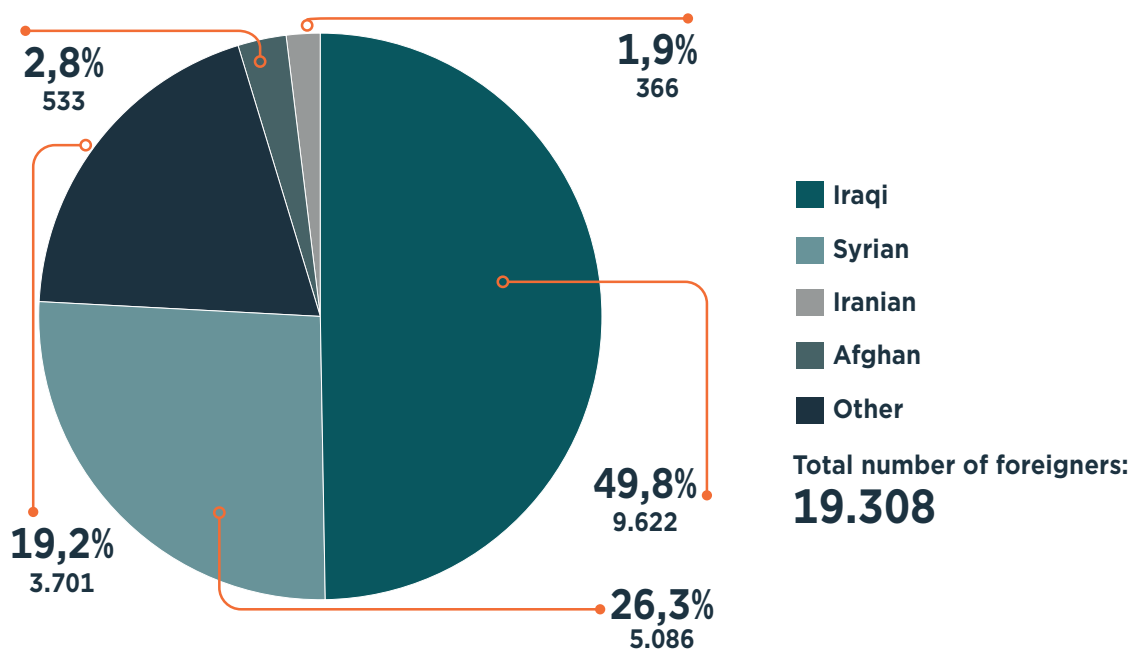
According to 2018 data of IOM and DGMM, the number of foreigners in Yalova is 19.308. Of the total refugee population, 49,8% are Iraqis, 26,3% are Syrians, and 19,2% are Iranians. According to DGMM data as of 21 April 2021, 3.912 Syrian refugees are registered in Yalova. Registered Syrians correspond to 1,55% of Yalova's population. There are also 17.463 foreigners living in Yalova with a residence permit.

In the framework of this research, a total of 3 interviews

Table 35: Syrian Population Under Temporary Protection in Yalova by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	2.030	2.367	2.463	149.330	1,65
Çınarcık	440	492	474	34.699	1,37
Altınova	277	314	310	30.780	1,01
Çiftlikköy	203	263	262	44.808	0,58
Termal	277	255	249	6.532	3,81
Armutlu	137	138	142	9.901	1,43
YALOVA	3.435	3.881	3.900	276.050	1,41

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 32: Distribution of Foreigners Living in Yalova by Nationality

Source: IOM&DGMM, September-November 2018

were conducted with municipality representatives, including the relevant deputy mayor in Yalova Municipality, the Director of Women and Family Services and an expert from this Directorate.

It has been stated that the municipality provides in-kind aid to the residents in need, but not in cash. Social service projects are implemented for the disadvantaged groups within

the borders of the municipality. As for the Syrian families in need within the borders of the municipality, it was stated that there is no financial aid due to the facts that the legislation does not allow for it and that they are not Turkish citizens. In 2019, in-kind aid was provided to Syrian refugee families in need by the municipality. The provided in-kind aids are mostly stated to include food aid, clothing aid, winter aid, and stationery aid.

Table 36: General View of the Interviews Conducted in Yalova

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Yalova	Yalova (provincial municipality)	3	1	1	1	3
Total	1 Municipality	3	1	1	1	3

Similar social service projects to those implemented for the citizens in the disadvantaged groups were implemented for the Syrian refugees. In addition to activities such as primary health care services and after-school programs for children, information and orientation activities were carried out by the municipality. It has been stated that cooperation has been made with public institutions, especially the DGMM, the District Governorship's Social Assistance and Solidarity Foundation and NGOs operating in the local area for activities towards migrants and refugees.

It has been stated that the financing of the services is covered by the municipality's own budget. The reasons why there was no external support

were given to include the fact that legislation doesn't allow for it and lack of external resources.

Current records from DGMM regarding Syrians within the borders of the municipality are available within the municipality. It was also stated that information was obtained from NGOs operating at the national and local level. It is estimated by the municipal authorities that there are 1000-2000 Syrian refugees in the borders of Yalova.

It has been stated that the municipality has carried out a needs analysis study on Syrian refugees. The most requested service items by Syrians were mentioned to be in-kind aid, cash aid, and accommodation service. Language problems, accommodation, and security are among the most frequently

mentioned problems by Syrians.

There is no community center established for Syrian refugees by the cooperation of the municipality or by other institutions in the borders of Yalova. There is no migration unit in the municipality that specifically works on migrants and refugees, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the Yalova Municipal Council. The municipality's work on migrants and refugees is not included in the 2019-2024 Strategic Plan.

Bilecik

According to 2018 data of IOM and DGMM, the number of foreigners in Bilecik appears to be 3.193. Among the total refugee population, 58% are Afghans, 18,9% are Syrians, and 7,6% are Iraqis. According to DGMM data dated 21April 2021, 613 Syrian refugees are registered in Bilecik. This number corresponds to 0,28% of the population of Bilecik. There are also 639 foreigners living in Bilecik with a residence permit.

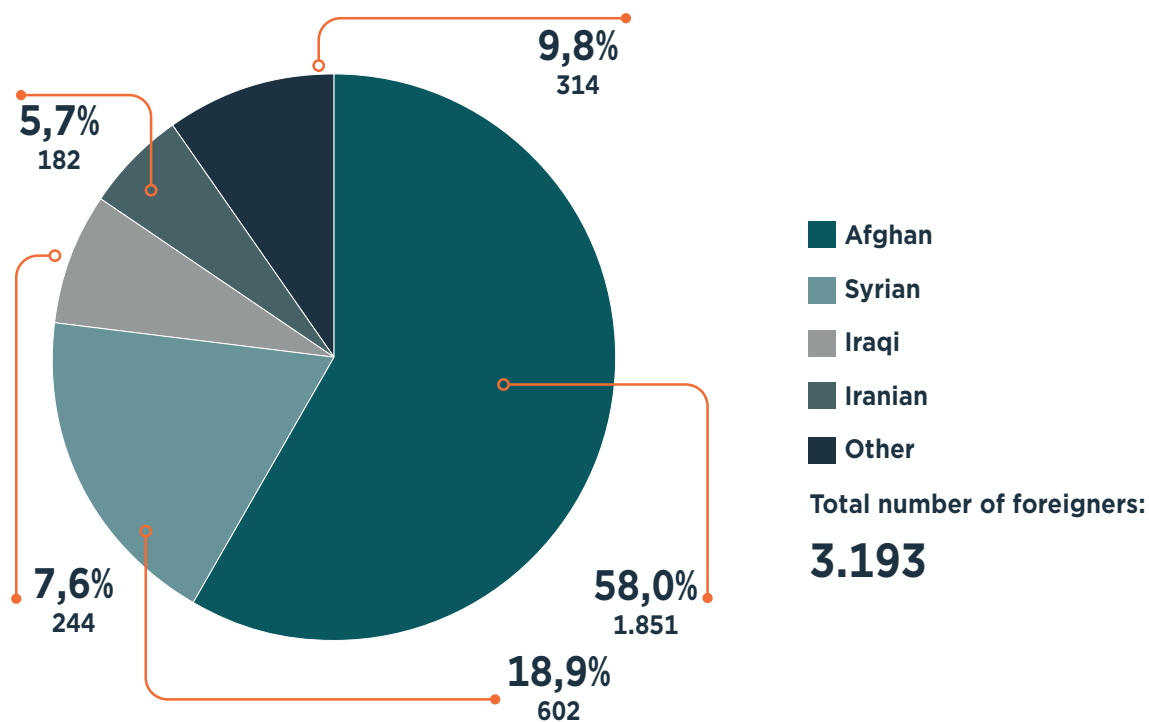
In the framework of this research, a total of 3 interviews

Table 37: Syrian Population Under Temporary Protection in Bilecik by Year

District	Syrian Population Under Temporary Protection (December 2018)	Syrian Population Under Temporary Protection (December 2019)	Syrian Population Under Temporary Protection (July 2020)	District Population (December 2020)	Ratio of Syrian Population Under Temporary Protection to District Population (2020) (%)
Merkez	185	217	245	78.029	0,31
Osmaneli	168	155	150	21.072	0,71
Söğüt	142	141	141	17.924	0,79
Bozüyük	32	28	27	76.987	0,04
Gölpazarı	24	19	18	9.463	0,19
İnhisar	21	19	16	2.309	0,69
Pazaryeri	8	12	13	10.077	0,13
Yenipazar	8	7	7	2.856	0,25
BİLECİK	599	608	617	218.717	0,28

Source: DGMM, 2018-2020 & TURKSTAT, ABPRS Results, 2020

Graphic 33: Distribution of Foreigners Living in Bilecik by Nationality



Source: IOM&DGMM, September-November 2018

Table 38: General View of the Interviews Conducted in Bilecik

Province	Municipality	Total Number of Targeted Interviews (Deputy Mayor & Director & Expert)	Number of Conducted Interviews with Deputy Mayors	Number of Conducted Interviews with Directors	Number of Conducted Interviews with Experts	Total Number of Conducted Interviews
Bilecik	Bilecik (provincial municipality)	3	1	1	1	3
Total	1 Municipality	3	1	1	1	3

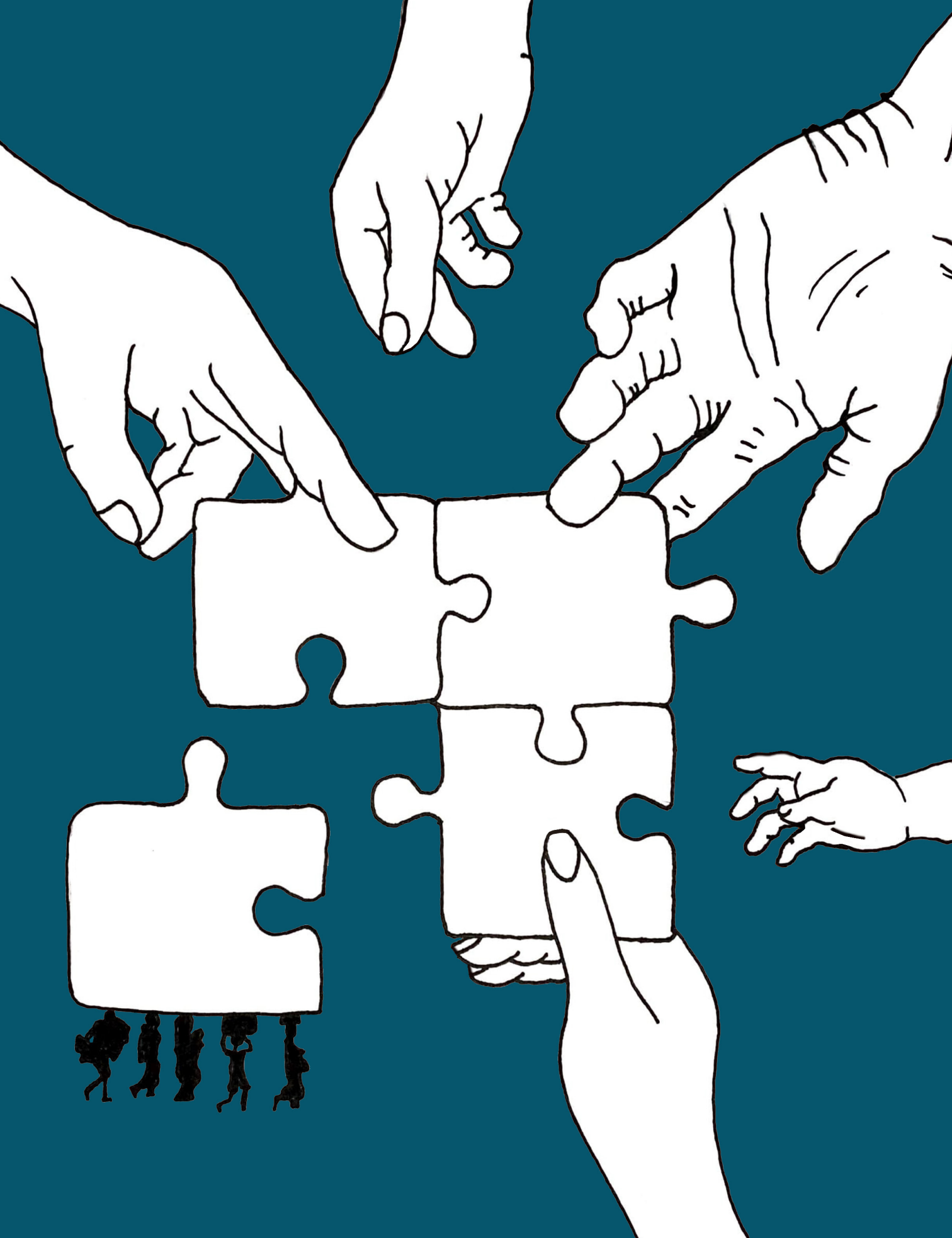
were conducted with individuals from the Bilecik Municipality which include the relevant deputy mayor, the Director of Social Support Services, and an expert from the same Directorate.

The municipality provides in-kind and cash assistance to the residents in need. However, there is no social service projects implemented for disadvantaged groups residing within the borders of the municipality. No cash or in-kind aid was given to Syrian families in need. The reasons why cash and in-kind aid is not provided and social service projects are not implemented were suggested to be the fact that these services are generally provided to the Turkish citizens and the decision of the municipality administration in this direction. It has been stated that since there is no service provision to Syrian refugees, there is no cooperation with different institutions in this regard and no financial support is received.

There are no current records of Syrian refugees within the borders of the municipality available within the municipality. Similarly, there is no needs analysis study conducted on Syrian refugees. While it was stated that the most requested service items by Syrians were in-kind aid and employment support, it was stated that the demands were mostly for the district governorship, not the municipality.

There is no community center established for Syrian refugees in the borders of Bilecik with the cooperation of the municipality or by other institutions. There is no migration unit in the municipality that works on migrants and refugees, and no translators have been employed to facilitate communication with Syrian refugees. There is no migration commission within the Bilecik Municipal Council. There is no target regarding immigrants and refugees in the Strategic Plan of the municipality.



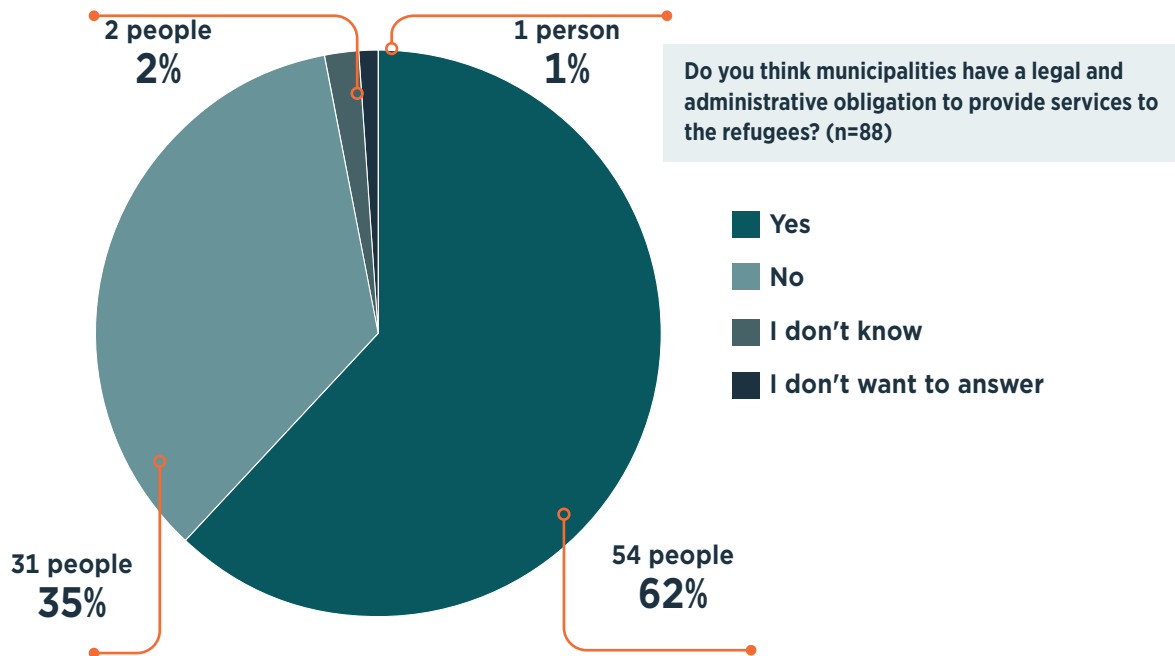


research findings II: forced migration from the perspective of deputy mayors

In order to reveal the institutional stance of the municipalities on forced migration, questions were asked to the deputy mayors working in municipalities about the stance of municipalities against the refugees, the institutional needs that emerged

in the process, difficulties faced in the field, and the dynamics of the relationship among the municipality, refugees, and local people. In this section, the findings of the survey interviews with the deputy mayors are shared.

Graphic 34: Views of Deputy Mayors on Municipalities' Obligation to Provide Services to Refugees - Marmara Region

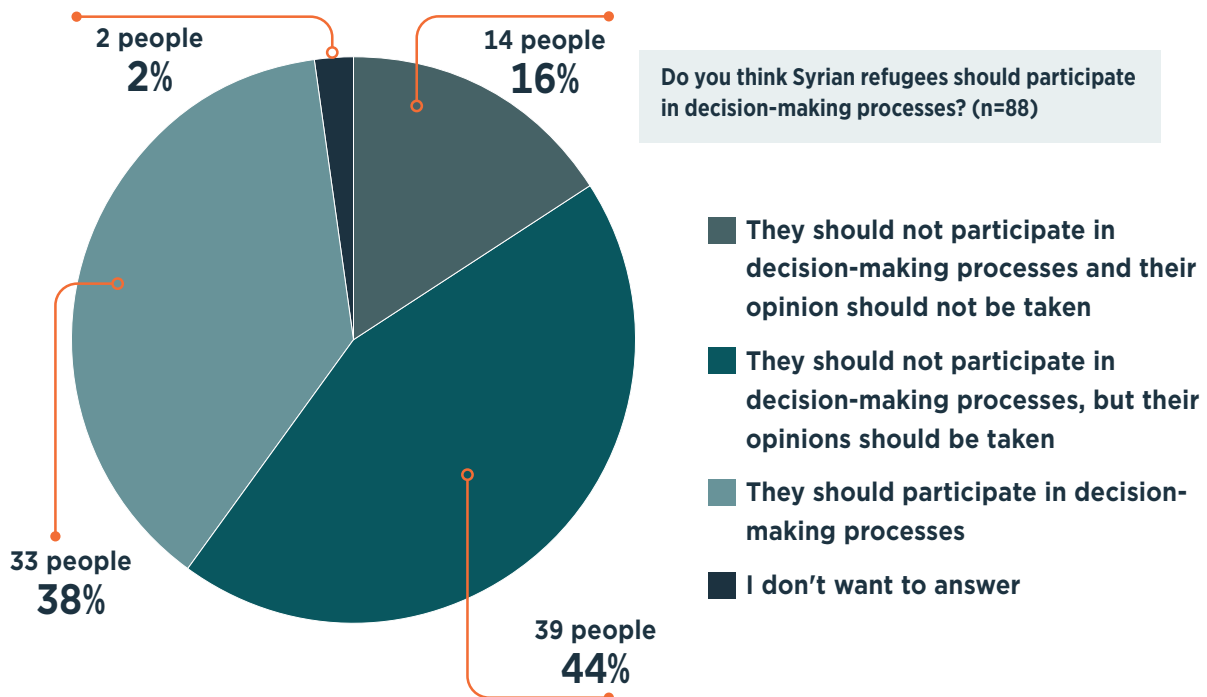


Out of 88 deputy mayors interviewed within the scope of the research, 54 (62%) responded “yes” to the question of “Do you think municipalities have a legal and administrative obligation to provide services to the refugees?” It is also noteworthy that 31 deputy mayors (35%) answered “no” to this question.

One of the most important elements of social cohesion and integration policies is that refugees can be the subject of

decisions taken about them. In this context, ensuring the participation of refugees in decision-making processes is vital for long-term adaptation policies to achieve their goals. While 82% of the deputy mayors state that Syrian refugees should not be directly involved in the process when decisions are made about their rights, but their opinions should be taken, the rate of those who think that refugees should be included in

Graphic 35: Views of Deputy Mayors on Participation of Syrian Refugees to Decision-making Processes - Marmara Region



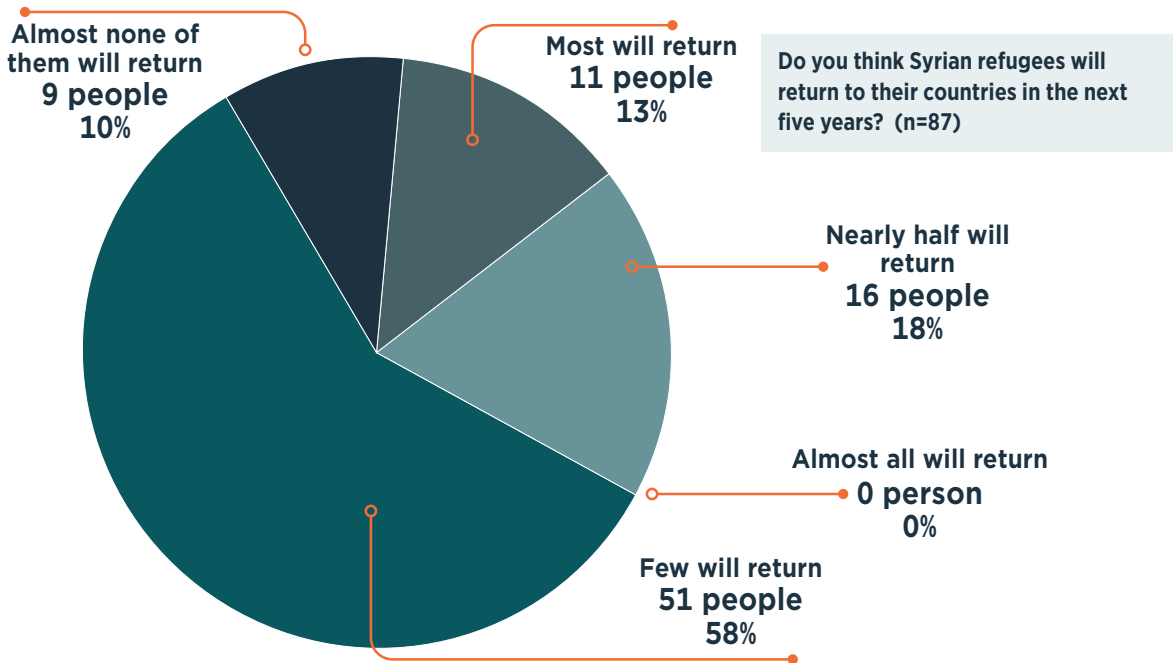
decision-making mechanisms is 38%. The rate of those who are inflexible on this issue and say "their views should not be taken and they should not be included in the processes" is 16%.

80% of the deputy mayors think that more than half of the Syrian refugees are not likely to return to their country in the next five years. When this result is evaluated together with the high rate of those

who think positively about the inclusion of refugees in decision-making mechanisms, it can be interpreted that the deputy mayors accept the permanence of refugees in their municipalities and show their willingness to develop social cohesion policies at the local level.

Including migrants and refugees in existing service models or developing service models for the needs of migrants and

Graphic 36: Views of Deputy Mayors on the Possible Return of Syrian Refugees to Their Country in the Next Five Years - Marmara Region



refugees brings some difficulties and needs for municipalities. In this process, municipalities encounter many structural or provincial and district-specific obstacles and problems. Different institutional needs may arise in different municipalities, depending on the numerical size and diversity of the migrant and refugee group to which services are provided.

According to the deputy mayors, the three most common problems

they face in the management of migration processes in their municipalities are legal problems, negative reactions from local people, and lack of data on refugees. Considering that the municipalities do not receive additional financial support for the services they provide to refugees, and the number of municipalities receiving financial support from international organizations and NGOs and the amount of support received is very limited, the limitations

in the legislation related to the lack of budget are among the legal problems faced by the municipalities. Settlement-related problems and ghettoization are also among the top 4 problems within the responses.

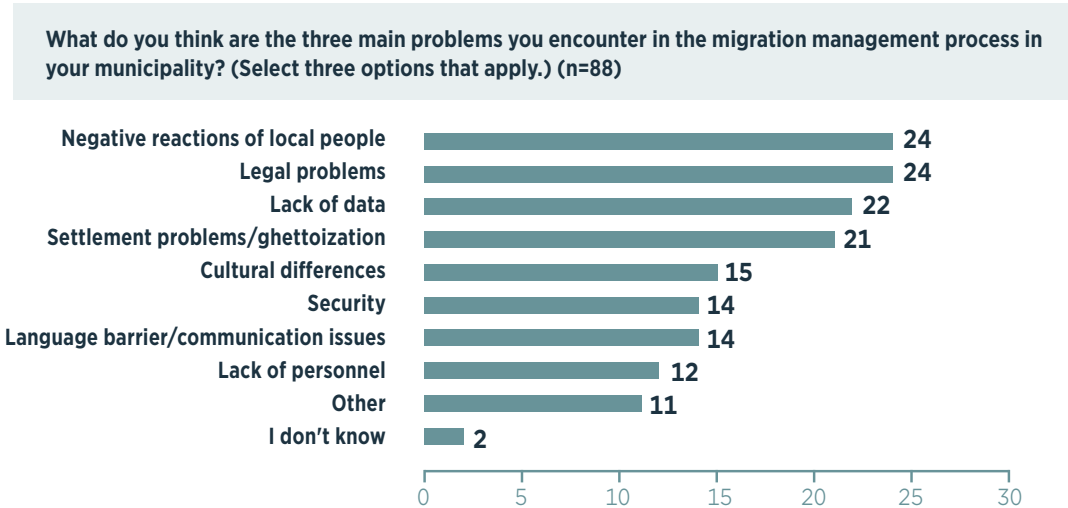
Deputy mayors consider the limitations and legal problems in the legislation among the top three problems that municipalities encounter while providing services to migrants and refugees. However, 63 (72%) of 88 deputy mayors said they think that changes should be made in the Municipal Law and relevant legislation so that

municipalities can manage the process better.

When the participants, who think that changes in the legislation should be made, were asked in which areas changes should be made in the Municipal Law and other relevant legislation in order for the municipalities to better manage the migration governance processes, increasing the budget and determining the areas of authority and responsibility came to the fore.

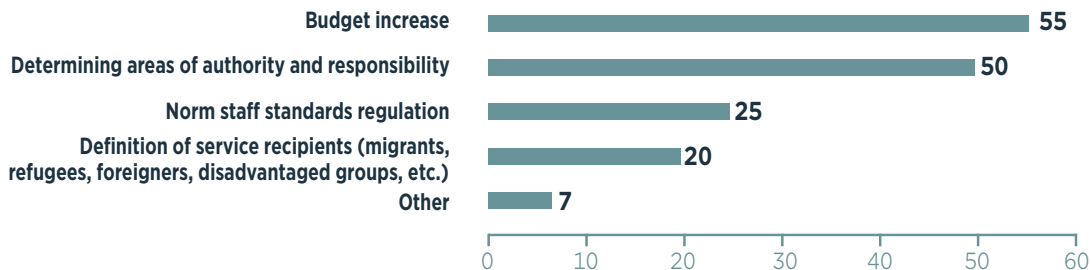
57 (64%) of the interviewed deputy mayors think that there

Graphic 37: Views of Deputy Mayors on Problems Faced by Municipalities in the Migration Management Process - Marmara Region



Graphic 38: Views of Deputy Mayors on Amendment of the Legislation - Marmara Region

In which areas do you think changes should be made in the Municipal Law and other legislation so that municipalities can better manage the migration management process? (Select all options that apply.)(n=63)



should be a special migration unit which deals with migrants and refugees in municipalities. Considering the low number of municipalities with migration units, it can be said that legal and financial constraints are among the obstacles for municipalities to establish migration units.

The number of those who say that municipalities need personnel to manage the process better is 27 (31%).

Deputy mayors who said there was a need for personnel in their municipalities, stated that there was a need to employ translators, social workers, and sociologists, in order of priority.

61 (70%) of the deputy mayors said they do not see tension, conflict, or conflict potential between the local people and Syrian refugees in the districts where their municipalities operate.

Deputy mayors who think

64% of the deputy mayors think that there should be a special migration unit in municipalities.

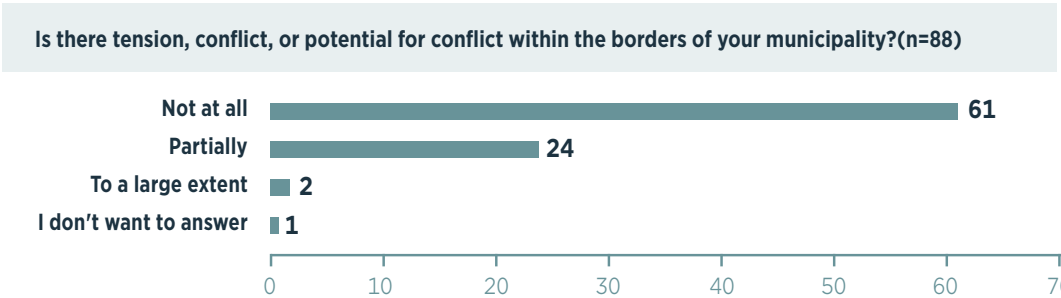
Graphic 39: Views of Deputy Mayors on the Need for Personnel Recruitment - Marmara Region



that there is a large or partial tension, conflict, or conflict potential between Syrian refugees and the local people listed the main reasons for the conflict potential they observed as competition

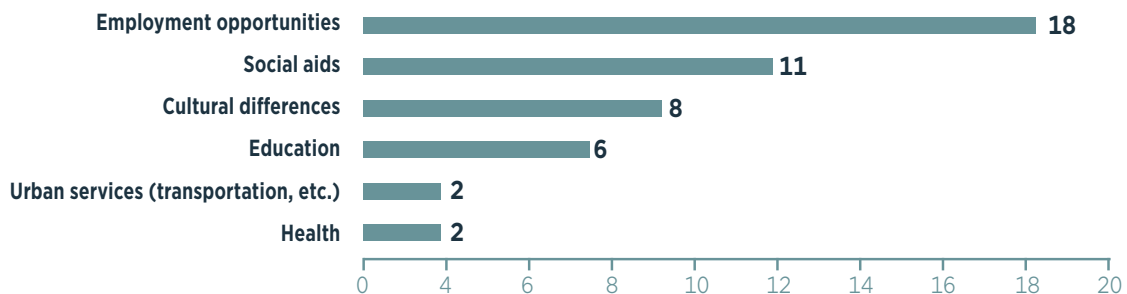
arising from employment and social assistance. Cultural differences, on the other hand, were evaluated by 8 deputy mayors among the factors that could cause tension or conflict potential.

Graphic 40: Views of Deputy Mayors on Tension, Conflict or Conflict Potential Between Syrian Refugees and Local People - Marmara Region



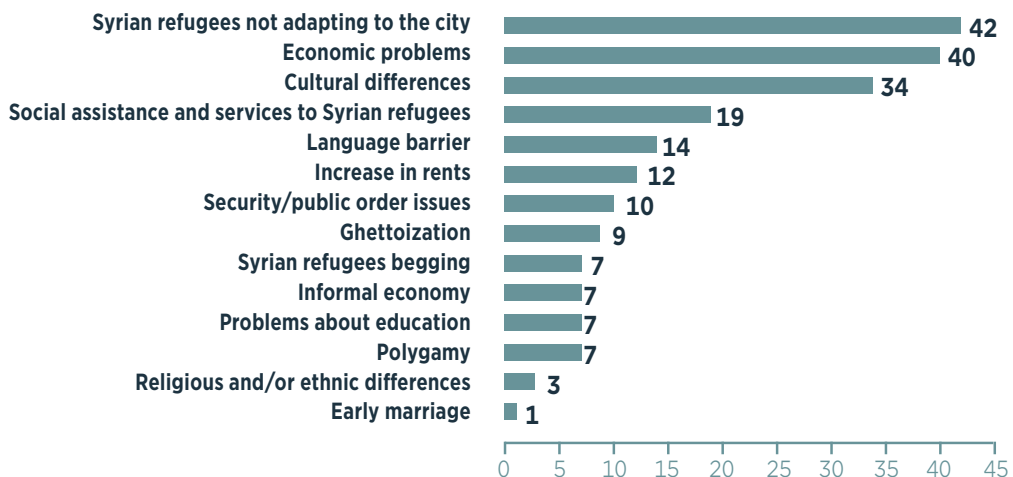
Graphic 41: Views of Deputy Mayors on the Causes of Conflict Potential Between Syrian Refugees and Local People - Marmara Region

What do you think are the causes of tension, conflict, or the potential for conflict between Syrian refugees and local people in your municipality?(Select all options that apply.) (n=26)

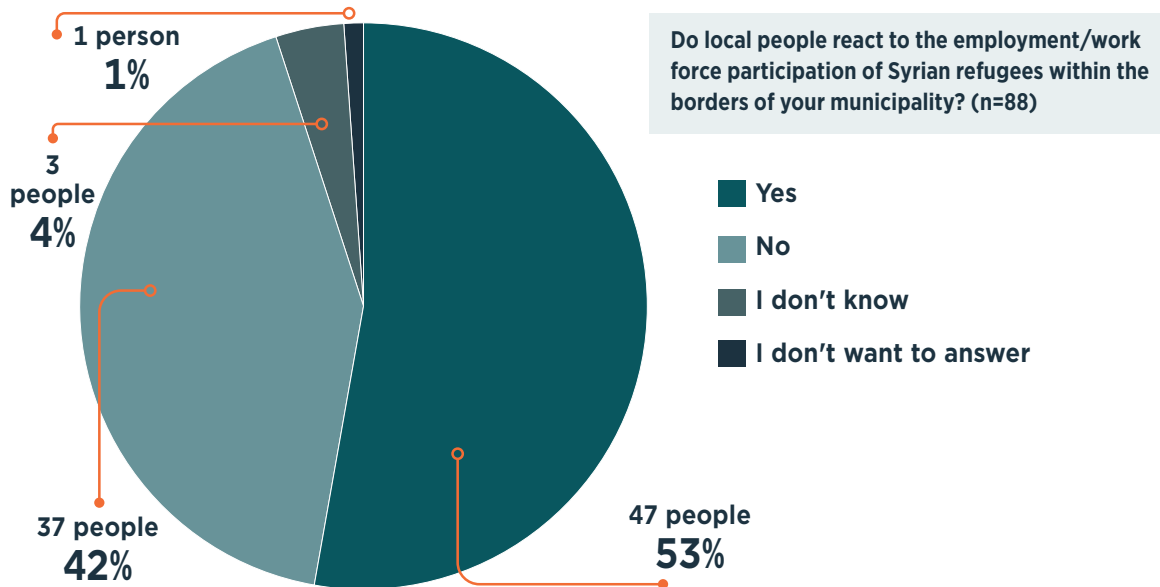


Graphic 42: Views of the Deputy Mayors on the Most Voiced Problems Regarding Syrian Refugees by Local People Living in Their Districts - Marmara Region

What are the three most frequently mentioned problems by the local people about Syrian refugees within the borders of your municipality? (Select three options that apply.) (n=88)



Graphic 43: Views of the Deputy Mayors on the Reaction of the Local People on the Employment/Labor Force Participation of Syrian Refugees - Marmara Region



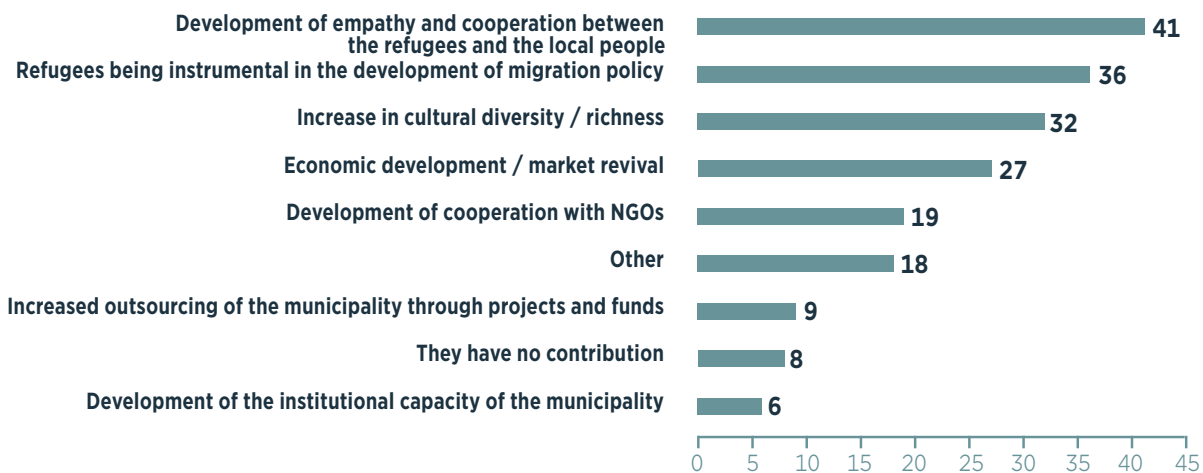
According to deputy mayors, the problems most frequently expressed by the local people residing in their districts regarding Syrian refugees are listed as the inability of Syrian refugees to adapt to the city, economic problems, cultural differences, competition arising from aid and language barrier. Subsequently, the increase in rents, safety problems, ghettoization, begging, informal economy, problems in education, polygamy, religious, or ethnic differences and

early marriage are among the problems that the local people voiced about Syrians.

According to the deputy mayors, economic problems and competition based on employment are both the source of the limited conflict between the local people and the refugees and one of the first three problems that the local people voiced about the Syrians. 47 deputy mayors (53%) stated that the local people reacted to the participation of Syrian refugees in employment.

Graphic 44: Views of Deputy Mayors on Contributions of Syrian Refugees to Local People and Municipalities - Marmara Region

What do you think are the three most important contributions of Syrian refugees within the borders of your municipality to the local people and your municipality? (Select three options that apply.) (n=88)



When the views of the deputy mayors about the contributions of the Syrian refugees to the local people and municipalities are examined, the development of empathy and cooperation between the refugees and the local people, the refugees being instrumental in the development of migration policy and the increase in

cultural diversity/richness rank among the top three. Economic development and the revival of the market were also listed among the local contributions of the Syrians by the deputy mayors in this context. 7 deputy mayors marked the "other" option and commented that "they have no contribution".







research findings III: observations and attitudes of municipal representatives towards refugees

Within the scope of the research, it was aimed to increase the reliability of the research by conducting interviews at three levels. Understanding the views of the deputy mayors and the managerial view of the municipality's work on migrants and refugees was among the

aims. In the interviews with directors and experts, it was aimed to get the opinions of the municipality representatives that are in direct contact with migrants and refugees, on the field. In this direction, a total of 268 interviews were conducted and surveys were administered, including directors working on

migrants and refugees in 94 municipalities, experts working in the field, and deputy mayors of the relevant units.

It is known that the observations and attitudes of the municipality representatives on refugees have an important place in terms of the effectiveness and efficiency of the results of the migration policies implemented and planned to be implemented locally. In the literature, there are also studies showing that the diversity and quality of services provided to refugees increase when municipal employees provide services to migrants and refugees living within the borders of the municipality with a rights-based perspective.⁹⁷

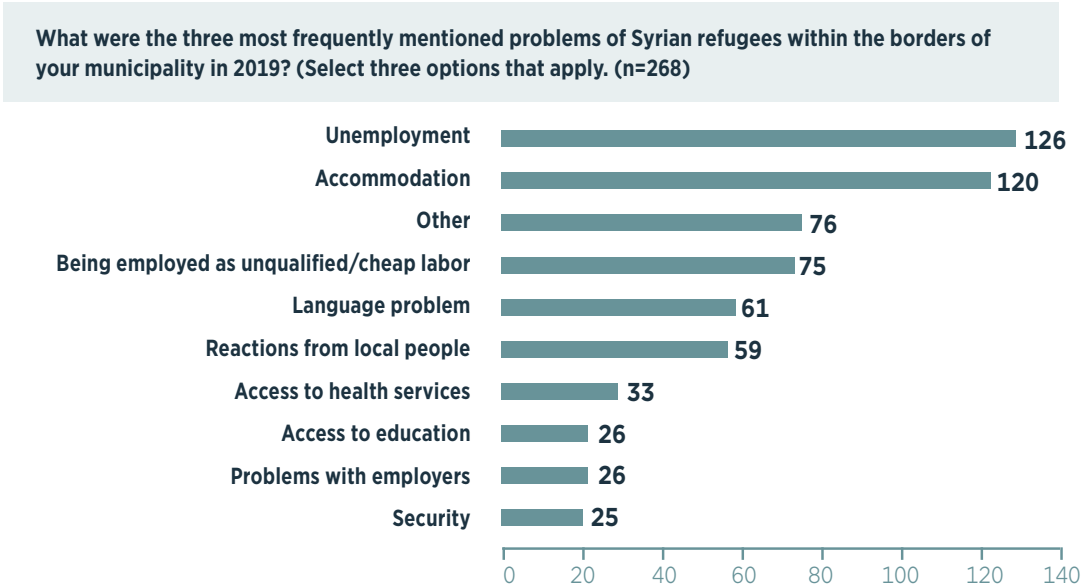
Observations

In line with the observations of the deputy mayors, relevant directors, and experts interviewed, poverty, employment as unqualified and cheap labor, and accommodation issues are listed as the main problems expressed by Syrian refugees. According to the statements of the municipality representatives, the language barrier and negative reactions from the local people are among the problems frequently mentioned by Syrian refugees, while access to health services and education, problems with employers and security are other problems

Poverty, employment as unqualified and cheap labor, and accommodation are the main problems expressed by Syrian refugees.

⁹⁷ Abigail Fisher-Williamson, *Welcoming New Americans? Local Governments and Immigrant Incorporation*, Chicago, The University of Chicago Press, 2018 & Aysen Üstübcü, "Street-level justifications': Service providers mediating refugee reception in the urban context of Istanbul", *Journal of Refugee Studies*, 2020, feaa061, (Access: 21.04.2021), <https://doi.org/10.1093/jrs/feaa061>.

Graphic 45: The Most Voiced Problems by Refugees According to Municipality Representatives - Marmara Region

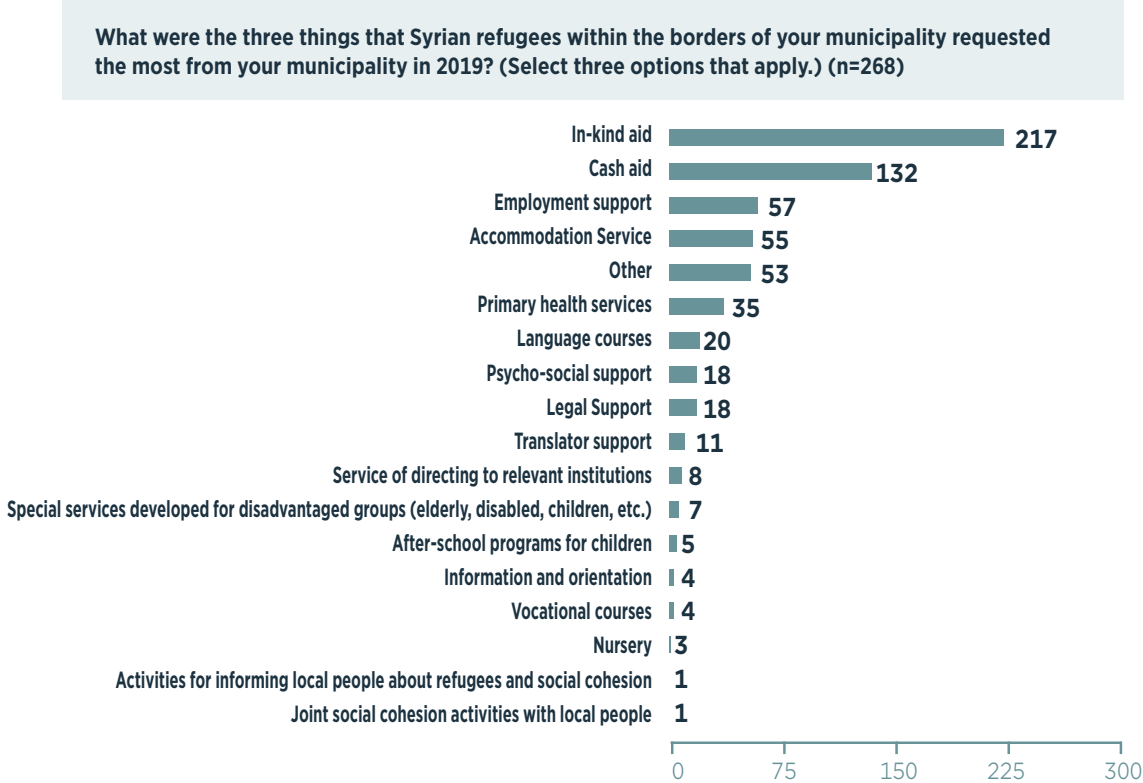


mentioned by refugees. Unemployment takes the first place among the most frequently mentioned problems by refugees, followed by accommodation and work

conditions. Language and the reactions of the local people are also among the problems that are frequently mentioned. The representatives of the municipalities stated that the

The services that Syrian refugees most demand from the municipalities are in-kind and cash assistance, employment, and shelter support.

Graphic 46: Services Most Requested by Refugees from Municipalities According to Municipality Representatives - Marmara Region



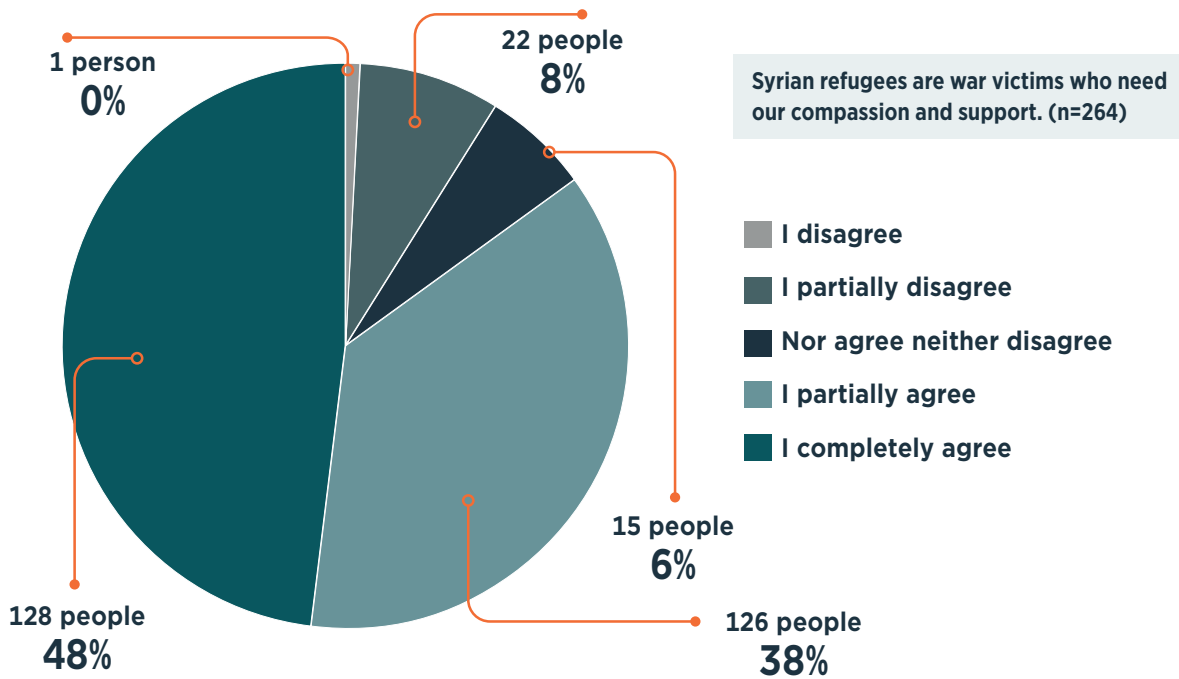
in-kind and cash assistance, employment, and shelter support are the services that Syrian refugees most demand from the municipalities. Considering that the vast majority of refugees residing in cities struggle with problems such as poverty, unemployment, and housing, it is possible to say that the results are not surprising. Subsequently,

primary health care services, language courses, psycho-social support, and legal support are among the most requested services by Syrian refugees.

Attitudes

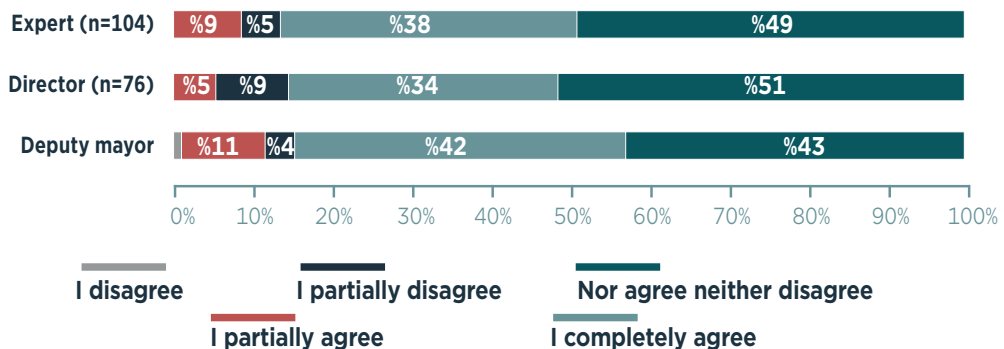
This section presents findings on how much the survey participants agree or disagree with different statements about

Graphic 47: Perceptions of Municipality Representatives about Syrian Refugees 1 - Marmara Region

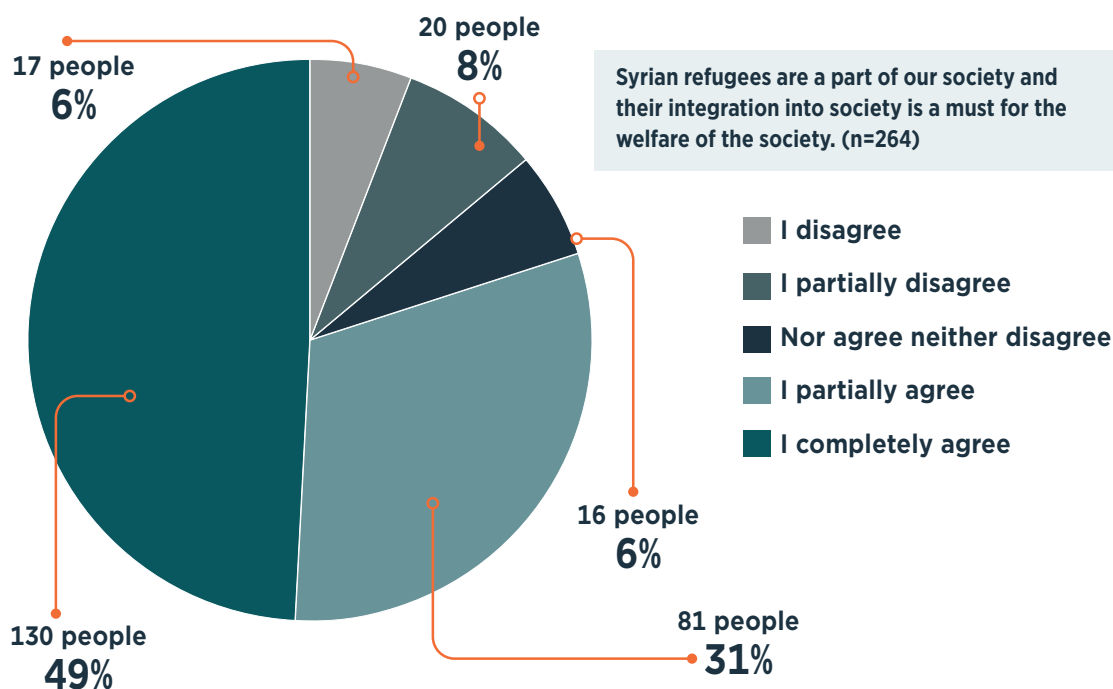


Graphic 48: Perceptions of Municipality Representatives about Syrian Refugees 1 - Distribution by Deputy Mayor, Director, and Expert - Marmara Region

Syrian refugees are war victims who need our compassion and support. (n=264)

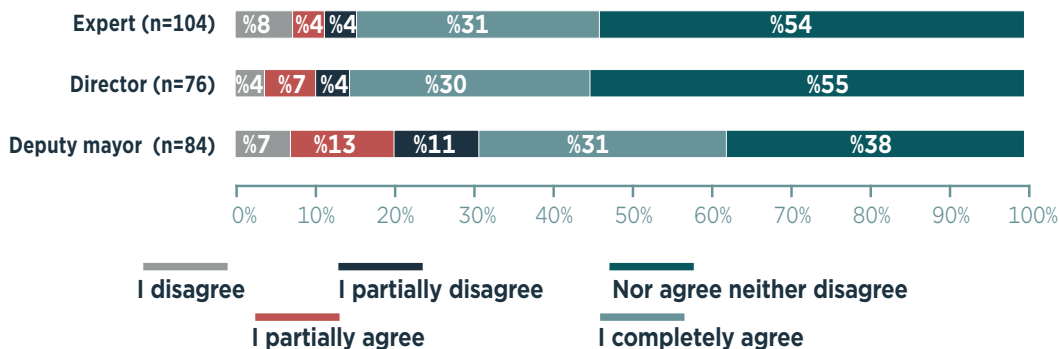


Graphic 49: Perceptions of Municipality Representatives about Syrian Refugees 2 - Marmara Region



Graphic 50: Perceptions of Municipality Representatives about Syrian Refugees 2 - Distribution by Deputy Mayors, Directors, and Experts - Marmara Region

"Syrian refugees are a part of our society and their integration into society is a must for the welfare of the society". (n=264)



Syrians. In addition to the distribution of the results in the whole sample, its distribution by the deputy mayors working in different positions in the municipalities, the relevant directors, and experts is also presented.

86% of the municipality representatives stated that they fully or partially agreed with the statement "Syrians are war victims who need our compassion and support". The proportional distribution of those who see Syrian refugees as victims in need is also similar among experts, directors, and deputy mayors working in different positions in municipalities.

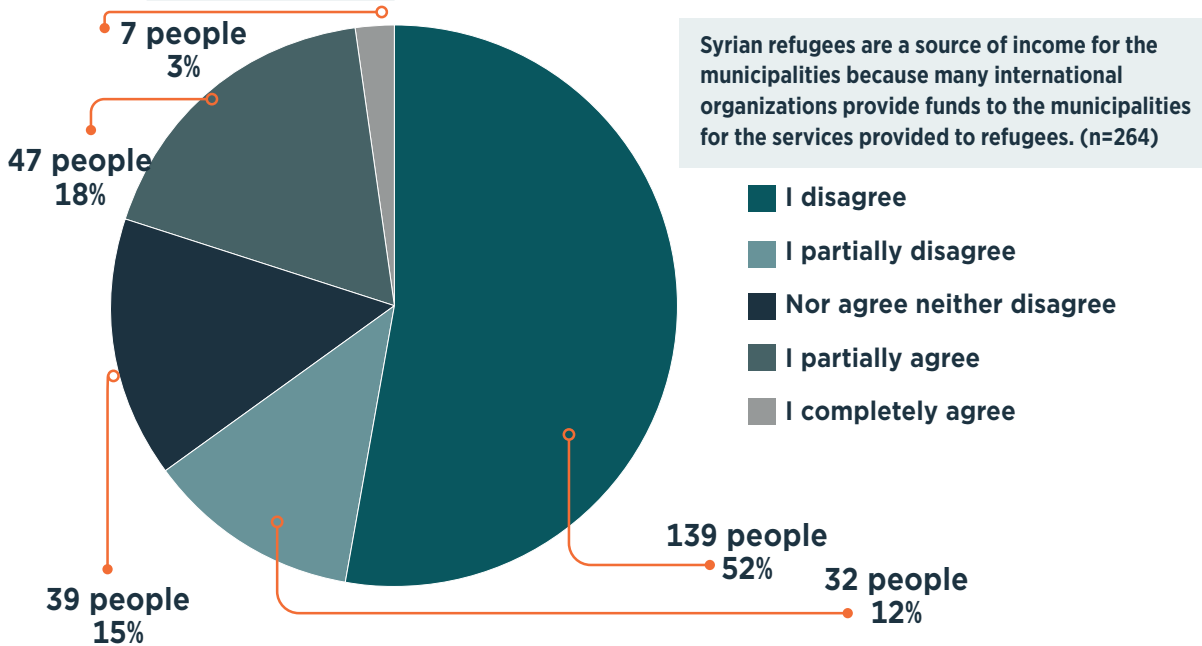
The role of municipalities in social cohesion policies at the local level is gradually increasing. In order to understand the projection of this change among the municipal employees, they were asked to what extent they agreed with the statement "Syrian refugees are a part of our society and their integration

into society is a must for the welfare of the society". 80% of the employees stated that they partially or completely agree with this statement. The results on the social cohesion and integration of Syrian refugees are similar among directors and experts. On the other hand, it has been observed that the deputy mayors are relatively distant to the issue of the importance of social cohesion for social welfare, with a 69% agreement rate.

In the literature on local governments and migration, funding sources are also seen as one of the determining factors in the relationship between local governments and migrants.⁹⁸ It is stated that especially in works about refugees who arrived by forced migration, the funds received by the municipalities from various national and international organizations and the cooperation developed within this scope, due to the limitations and reservations related to the budget arising from the legislation, may

98 Marwa Boustani, Estella Carpi, Hayat Gebara, and Yara Mourad, Responding to the Syrian crisis in Lebanon: Collaboration between aid agencies and local governance structures, Working Paper, London, IIED, 2016, (Access: 21.04.2021), <http://pubs.iied.org/10799IIED> & Rabia Karakaya Polat, Vivien Lowndes, "How does multi-level governance create capacity to address refugee needs, and with what limitations? An analysis of municipal responses to Syrian refugees in Istanbul", Journal of Refugee Studies, 2021, feab101, (Access: 15.10.2021), <https://doi.org/10.1093/jrs/feab101>.

Graphic 51: Perceptions of Municipality Representatives about Syrian Refugees 3 – Distribution by Deputy Mayors, Directors, and Experts - Marmara Region



contribute to the governance capacity and service providing of the municipalities for migrants and refugees.⁹⁹

65% of the municipality representatives partially or completely disagreed with the statement "Syrian refugees are a source of income for the municipalities because many international organizations provide funds

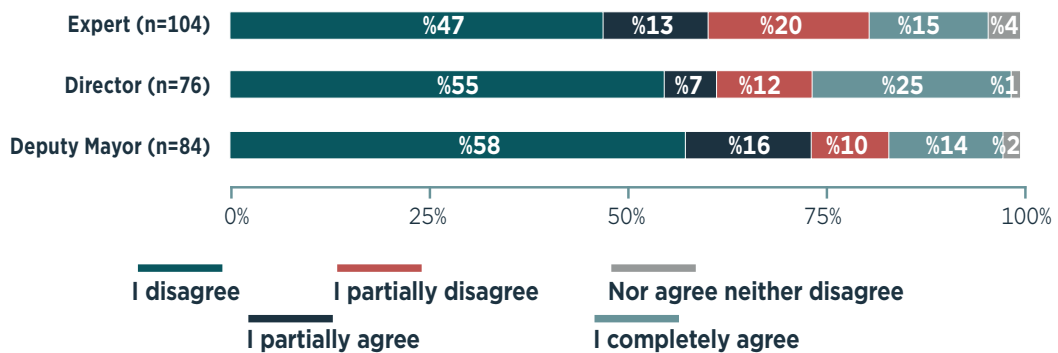
to the municipalities for the services provided to refugees". Considering the limited number of metropolitan, provincial, and district municipalities receiving financial support for services for migrants and refugees, it is possible to say that the answers are not surprising.

78% of the municipality representatives said they partially or completely agreed

⁹⁹ Özçürümez and İçduygu, "Zorunlu Göç Deneyimi ve Toplumsal Bütünleşme: Kavramlar, Modeller ve Uygulamalar ile Türkiye" (In Turkish).

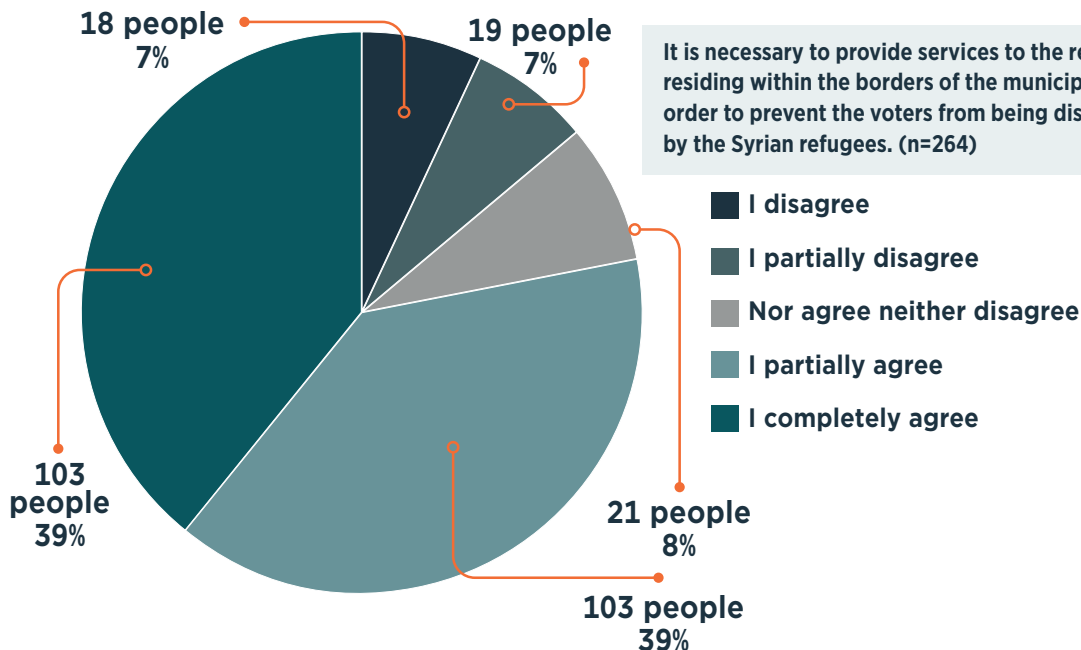
Graphic 52: Perceptions of Municipality Representatives about Syrian Refugees 3 – Distribution by Deputy Mayors, Directors, and Experts - Marmara Region

Syrian refugees are a source of income for the municipalities because many international organizations provide funds to the municipalities for the services provided to refugees . (n=264)



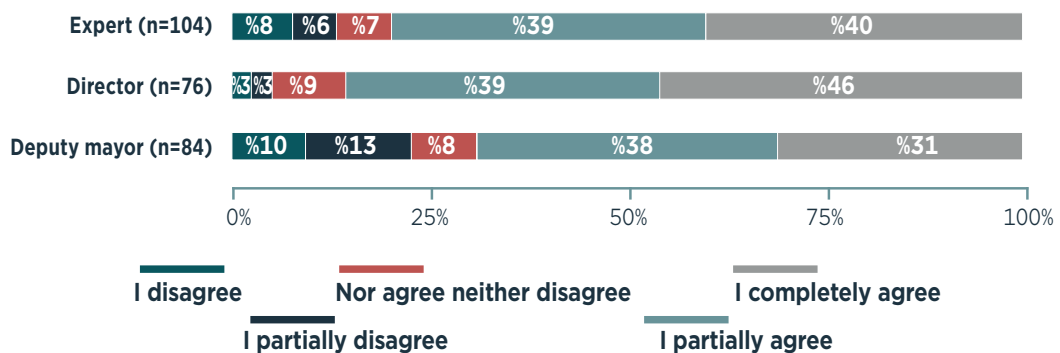
Graphic 53: Perceptions of Municipality Representatives about Syrian Refugees 4 - Marmara Region

It is necessary to provide services to the refugees residing within the borders of the municipality in order to prevent the voters from being disturbed by the Syrian refugees. (n=264)



Graphic 54: Perceptions of Municipality Representatives about Syrian Refugees 4 – Distribution by Deputy Mayor, Director, and Expert - Marmara Region

It is necessary to provide services to the refugees residing within the borders of the municipality in order to prevent the voters from being disturbed by the Syrian refugees. (n=264)



with the statement of “It is necessary to provide services to the refugees residing within the borders of the municipality in order to prevent the voters from being disturbed by the Syrian refugees.” According to the observations of the municipality representatives, the negative reactions they received from the local people are among the most frequently mentioned problems by the Syrian refugees. On the other hand, the difficulty of the Syrian refugees in adapting to the city

tops the problems that the local people most mention about the Syrian refugees. Considering this dual situation, the high rate of the representatives who agreed with the statement also gives clues about how the municipality representatives position the services provided to refugees. In this context, it is possible to say that the municipality representatives interpret the services provided to Syrian refugees as a necessity to ensure social peace rather than an initiative.







research findings IV: the role of directors and experts in migration governance

With the increasing role of local governments in migration governance, the effects of bureaucrats in policy making processes, as well as political actors at the local level, have started to come to the forefront. The main decision makers in municipalities are the mayors that are elected and responsible for

being accountable to the public. It is clear that the mayor is the final decision maker, although the municipal bureaucrats have made significant contributions to the policies implemented with the initiative of the deputy mayors and the mayor, especially in the implementation process.

Based on research conducted in the field, it is understood that many directors and experts working in municipalities significantly affect the decision-making process on issues such as the variety and amount of services provided, along with providing of services to refugees.¹⁰⁰ In this context, the presence of bureaucrats, who take part in the implementation process in municipalities, closely monitor the needs and problems in the field and have the capacity to propose solutions, is an important opportunity. As a matter of fact, directors and experts analyze the needs and expectations of stakeholders, as they are in close contact with not only migrants and refugees but also all stakeholders during their work in the field. Therefore, directors and experts can develop collaborations with different stakeholders and make significant contributions to process management within the framework of the authority and area that deputy mayors and mayors will give them. In this part of the study, the relationship between the way directors and

experts define themselves among decision makers on various issues and the municipal services for migrants and refugees is examined.

It has been observed that the frequency of services for migrants and refugees in the municipalities where the directors and experts, who see themselves among the decision makers in the municipality in creating a strategic plan, are higher than the municipalities where the directors and experts work, who state that they are not among the decision makers.

This shows that the involvement of bureaucrats in decision-making processes can make an important contribution to the planning processes of municipalities.

According to the findings presented in the previous parts of the study, the number of municipalities that receive external support in financing services for migrants and refugees among metropolitan, provincial, and district municipalities in the Marmara Region is quite low. In this

100 Fisher-Williamson, Welcoming New Americans? Local Governments and Immigrant Incorporation & Zeynep Balcioğlu, "Local Bureaucracy in Migration Governance: The Case of Istanbul", TESEV, 2020, (Access:21.04.2021), <https://www.tesev.org.tr/en/research/local-bureaucracy-in-migration-governance-the-istanbul-sample/>.

context, it is seen that the rate of receiving financial support is much higher in municipalities where directors and experts are among the decision makers in creation of resources. This situation also gives an important clue about the positive results of the bureaucrats working in the municipalities being included in the decision-making and implementation processes. As in the mass migration process, the bureaucrats taking the initiative in emergency management and even in matters considered as "disaster" emerges as a significant situation.

Similarly, it has been observed that the frequency of developing social service models for the needs of Syrian refugees is higher in municipalities where directors and experts find themselves in a decision-making position in developing projects to be implemented by the directorates and in determining the types of services.

The initiative of mayors that have primary authority and responsibility within the framework of central

government-local government authority and task distribution and service optimization, is the main determining factor in the process management. On the other hand, it is important for deputy mayors and mayors to communicate with bureaucrats and to receive their contributions in policy making processes, especially in terms of the diversity and quality of municipal services. Directors and experts in municipalities have an important position in process management, as they are well aware of the needs and demands of the target group they serve, as well as the institutional capacity of the directorates and units they work for. In this context, it is an advantage in terms of decision-making processes and the effectiveness of policies that diligent bureaucrats that are related to the issue provide strategic information to deputy mayors and mayors regarding the analysis of the situation and the needs in the field. It is clear that the mayors and deputy mayors are decisive in the policy-making processes of the municipalities and in the determination of the movement area of the personnel.





general evaluation

Turkey has quickly turned into a country hosting millions of refugees due to the “open door policy” that it implemented towards those escaping the civil war since April 2011. The number of Syrians under temporary protection in Turkey, which was 58 thousand in 2011, has grown beyond any expectations and by 2014 Turkey had become the country hosting the largest number of refugees in the world. Even though Syrian refugees do

constitute the largest group that arrived in Turkey after 2011, an unprecedented number of irregular migrants and other refugees have also arrived in Turkey in the same period. With 10 years gone by, Turkey is hosting more than 4 million refugees, of whom 3,7 million are Syrians under temporary protection and 330 thousand other refugees under international protection in Turkey. In addition, as of 2021, there are more than 1

million other foreigners living in Turkey with a residence permit. Therefore, it is possible to suggest that Turkey has also become a significant center of attraction for international regular migration.

A large majority of refugees in Turkey live as “urban refugees”. In the absence of a central settlement policy towards them, Syrians started moving towards large cities leaving the camps and cities in the border regions, especially since 2013. This has particularly affected the Marmara Region, which could be considered as the social, cultural, and financial locomotive of Turkey. As of April 2021, 22% of Syrians under temporary protection in Turkey reside in a province within the Marmara Region as urban refugees. Of the 1 million 91 thousand foreigners who live in Turkey with a residence permit, in turn, approximately 61% live in the Marmara Region. This situation has created a serious pressure on municipalities regarding provision of various services. In the cities where refugees arrived in large numbers, municipalities faced six major problems. The first of these is the fact that, without planning

for or expecting it, these municipalities are suddenly faced with tens of thousands, and even hundreds of thousands of refugees. The second major problem concerns the uneven distribution of the refugee population among different regions, cities, districts, and even the neighborhoods within the same districts. Because of this unbalanced distribution of refugee populations, municipalities hosting large number of refugees are faced with significant challenges in managing the process. The third major problem is the fact that, while providing services to refugees residing within their borders, municipalities suffer both from a confusion of authority and an insufficiency of financial resources due to not being able to receive any additional funds from the general budget tax revenues. While only ABPRS-based population is considered in budget calculations of municipalities, they have to use this budget for everyone living in their respective borders, including immigrants and refugees. Another major problem that needs to be considered in the same context

of obstacles related to authority and budget are the limitations regarding establishing new units within municipalities according to norm staff standards. These limitations pose big challenges for municipalities preventing them from establishing specialized units on migration. The fifth major problem area is that of producing and sharing data. Many municipalities try to manage the process based on very limited data on the number and demographic characteristics of migrants and refugees residing within their borders. Last but not the least, municipalities have to act in a context of growing reactions from the local people regarding the municipal services towards refugees.

In the last ten years, municipalities have been faced with an unexpected mass inflow of refugees. Despite this unpreparedness and additional burdens, and without sufficient support in terms of their scope of authority and especially their budgets, it should be stated that the municipalities have demonstrated a very big success in terms of process management. Moving from the motto “if the problems

are local, the solutions are also local”, municipalities have been displaying an admirable effort to provide services at the local level by overcoming the problems they encounter, despite all the limitations in the field.

The time and experiences that have passed reveal the need to revise the initial approach that was built on temporariness. It is now generally accepted that refugees in Turkey are increasingly becoming permanent in the country. Therefore, the approaches of “emergency management” and “protection” are becoming ineffective for the refugees almost all of whom live in urban spaces in large cities. Municipalities, who had to become primary actors in the process, are required to make their short, medium, and long-term plans taking this fact into consideration.

This study entitled “Urban Refugees of Marmara: Process Management of Municipalities” has focused on Syrian refugees, who constitute approximately 75% of the whole foreign population in Turkey, and attempted to examine

municipalities' experience of process management regarding Syrian refugees in the past 10 years. Based on this examination, it aimed to provide an assessment of future prospects and expectations as well as policy recommendations. According to 21 April 2021 DGMM data, the number of Syrians in the 13 provinces that are included in the research sample is 811.174. This number corresponds to 22% of a total of 3.671.811 Syrians under temporary protection in Turkey.

This comprehensive and three-leveled research conducted in the Marmara Region municipalities aims to map the services and institutional investments provided by the municipalities for refugees and to make the analysis of the current situation and to identify the difficulties and problems faced by the municipalities in the process management as well as the rising needs. In addition to the institutional-level analysis, the research includes findings related to individual experiences, opinions, and attitudes of municipality representatives as well as the links between institutional policies and individual

initiatives. Survey interviews were conducted within the scope of the research between 14 May and 16 October 2020 in municipalities in Balıkesir, Bilecik, Bolu, Bursa, Düzce, Çanakkale, Edirne, Istanbul, Kırklareli, Kocaeli, Sakarya, Tekirdağ, and Yalova. The municipalities to be included in the survey were selected on the basis of Syrian resident populations at the provinces and districts according to DGMM data of 31 December 2019.

The research sample included: the metropolitan municipalities and all district municipalities in Istanbul, Bursa and Kocaeli; and the metropolitan municipalities, provincial municipalities and district municipalities in which more than 1000 Syrians reside in the other 10 provinces.

In this most comprehensive regional study to date on local governments and migration in Turkey, a total of 268 interviews were conducted with 88 deputy mayors, 78 directors, and 102 experts from 94 municipalities. In 75 of 94 municipalities, data collection was conducted at 3 levels: deputy mayors, directors, and experts, while the remaining 19 interviews were conducted on two levels.

In the scope of research, interviews were conducted with 121 representatives from 40 municipalities in Istanbul, 51 representatives from 18 municipalities in Bursa, 35 representatives from 13 municipalities in Kocaeli, 20 representatives from 7 municipalities in Sakarya, 16 representatives from 6 municipalities in Tekirdağ, 5 representatives from 2 municipalities in Çanakkale, and 4 representatives from 2 municipalities in Balıkesir. In Bilecik, Edirne, Kırklareli, and Yalova, interviews were conducted with 3 representatives from each provincial municipality. In Bolu and Düzce, in turn, 2 representatives each from 2 municipalities were interviewed.

The findings of the research are presented under four main headings. These headings are “Municipalities’ Institutional Capacity and Services for Refugees”, “Forced Migration from the Perspective of Deputy Mayors”, “Municipality Representatives’ Observations and Attitudes About Refugees”, and “The Role of Directors and Experts in Migration Governance”. While the first

two headings present findings at the municipal (institutional) level, the latter two headings include findings at the municipal representatives’ (individual) level.

The research also aimed to document the details of process management of municipalities in the Marmara Region by analyzing the municipal services provided to migrants and refugees under eight headings. These are:

1. Cash and in-kind aids
2. Social service programs
3. Collaborations and stakeholders
4. Financing and personnel support
5. Institutional structuring
6. Management and tracking of data
7. Syrians without a temporary protection ID and refugees from other nations
8. Municipal services during the COVID-19 period towards refugees

Since there has been no central settlement policy in

Turkey regarding refugees, they have settled in different regions, cities, districts, and neighborhoods within Turkey out of their own will. The Marmara Region has become a significant target destination for urban refugees, especially after 2015. The findings suggest that refugees form their settlement preferences in relation to whether or not they have an acquaintance living in that place, economic opportunities, cost of living and especially rents, and opportunity to benefit from public services. However, this situation brings with itself the risk of growing urban poverty as a result of unbalanced distribution. Refugees mostly prefer to live in the least developed districts and neighborhoods of the developed cities. As seen in the socio-economic development index standing of different districts of Istanbul, apart from exceptions, refugees live in the poorest parts of the city. This situation leads, on the one hand, to poverty solidarity while it also leads to competition and struggle among poor people, on the other. Ghettoization both causes anxieties among the local people and runs the risk

of creating “parallel societies” through social segregation. Therefore, it is possible that the poverty solidarity could evolve into tensions as the refugees become permanent.

As they have no chance of intervening in the settlement of refugees, municipalities were suddenly faced with new fellow citizens living within their borders in a naturally unprepared manner. There is a significant imbalance among the numbers of migrant and refugee residents in different provinces, districts, and even neighborhoods. In some districts of Istanbul, for example, there are more than 200.000 foreigners, whereas in some others the numbers are negligible. This situation has led to different municipalities to develop different service provision models and different institutional structures. These significant imbalances create many challenges for municipalities. Since they have no authority to regulate the settlement patterns and numbers of refugees, municipalities are going through significant difficulties in managing the situation.

The authorities, responsibilities, and financial resources of municipalities are regulated by the Municipal Law and Metropolitan Municipality Law. As municipalities are faced with growing numbers of migrant and refugee populations, their scope of authority as defined by the Municipal Law with its insistence on providing services to citizens becomes increasingly restrictive. Even though the Municipal Law provides for some flexibility through the concept of “fellow citizen”, it has become very obvious that there is a strong sense among many municipal officials that there is a need for legal regulations that will both provide a separate budget for and clearly define the authority and responsibilities of municipalities in relation to foreigners.

The fact that the financial resources of municipalities are transferred on the basis of ABPRS figures creates significant financial challenges for municipalities, particularly including those hosting refugees more than 5% of their local population, and reduces the quality of their services. The financial burden on the

municipalities increases in a dual way since there is the additional financial burden of providing regular municipal services to the additional population on top of the new need to create new social services and support schemes specifically for migrants and refugees. Despite the limitations in the legislation and the inability to obtain sufficient financial resources, the municipalities did not fail to provide services and support to the immigrants and refugees living within their borders and played a very important role in process management.

Municipalities followed different routes in their effort to provide services to migrants and refugees including establishing new service units within themselves, collaborating with NGOs, and providing services through new NGOs that they established themselves. In terms of establishing new units specialized on migration within themselves, municipalities had to circumvent and deal with many legislative and practical challenges, particularly including limitations regarding norm staff standards and budgetary issues. Therefore,

they have used different forms of institutionalization. The limitations regarding the level and number of new units to be established within municipalities posed by the norm staff standards could present significant obstacles before establishing new migration-specialized units. In addition, the legal obstacle to the establishment of special units for migration at the level of directorates in provincial and district municipalities poses a serious problem in terms of institutionalization, especially in municipalities with a high refugee population. For this reason, some municipalities do not form migration units as a separate directorate as part of their administrative structure, but as coordinator units or thematic working groups under the relevant directorates. In addition to legal restrictions on institutional setting, the fact that municipalities do not receive financial resources for refugees living within their borders is among the reasons that deter the establishment of migration units or make it much less of a priority. Therefore, municipalities can resort to ways such as developing cooperation

with NGOs or establishing NGOs to provide services to migrants and refugees. 12 (13%) of the 94 interviewed municipalities mentioned that they have established a migration unit. In the answers to the related survey question, it has been observed that there are inconsistencies between the answers given by the experts and the directors in some municipalities. In some municipalities, the structures established by NGOs or other institutions to provide services to refugees within the boundaries of the municipality have been evaluated as the migration unit of the municipality by the director or expert. Since the research questions evaluated the unit configuration carried out within the municipality until the end of 2019, migration units established in 2020 and after were not included in the analysis. It was stated that 21 (22,3%) of the 94 interviewed municipalities have full-time translators responsible for communication with refugees.

In addition, although few in number, some municipalities have established migration commissions within their

municipal councils. Among the 94 municipalities included in the sample, it was determined that migration commissions were established in 3 municipal councils, namely Bağcılar, Büyükçekmece, and, as of 2021, IMM. Establishing migrant/refugee councils within citizens' assemblies and representing migrants and refugees in existing councils such as women's councils and youth councils are also important in terms of social cohesion and active involvement of migrants and refugees in the process. 26 of the interviewed municipalities stated that they included actions on migrants and refugees in their strategic plans for 2020-2024 approved by the municipal council. Strategic plans of municipalities are an important reference point for their future work and actions. When these strategic plans are examined on the scale of the Marmara Region, it is seen that 54 municipalities have addressed the issue of migration in their strategic plans, but the issue of migration is mostly addressed in the SWOT and PESTLE analyzes of the current situation, rather than in the goals and targets sections. In addition to this, as

the perception of temporariness regarding migrants and refugees is gradually decreasing, an increasing number of municipalities include targets related to works for migrants and refugees in their strategy documents.

The process, which started with an "emergency management" and "humanitarian aid" perspective for municipalities, continues in the direction of adopting a human rights-oriented perspective. In this context, the services provided are evolving towards practices that focus on social cohesion in the short, medium and long term and include education and employment processes at their core. In terms of language learning, which is an important part of the integration process, municipalities support social cohesion with language courses opened through Public Education Centers and Community Centers. In order for refugees to reach a stronger position where they can stand on their own feet instead of an aid-oriented system, vocational training courses and on-the-job training programs are organized within the scope of various projects in cooperation with

İŞKUR and relevant ministries. Refugees are also supported in matters such as preparing CVs and mediating their meetings with employers through municipalities' employment offices, and efforts are made to enable them to be included in the employment market. Regarding education, which is another important step for social cohesion, especially children are in a priority position. In order to prevent the formation of lost generations, refugee children are supported with additional lessons and studies in information houses.

Municipalities approach social assistance services for migrants and refugees in the context of "support to the poor and needy and fight against poverty", and in this context, they carry out social assistance activities without regards to nationality of individuals. As part of the social municipality approach, in addition to providing in-kind aid and cash support to those in need, municipalities identify target groups such as women, children, the elderly, and the disabled and develop special support models that can meet the needs of these groups. According to the results of

the survey, 60 (64%) of the 94 interviewed municipalities stated that they provide social services for the needs of Syrian refugees residing in their districts.

In a large majority of the municipalities working on migrants and refugees in the Marmara Region, such work is carried out by the Social Services Directorates and Social Aid Affairs Directorates. In addition, these services provided to migrants and refugees are mostly seen as a part of the fight against poverty. Municipalities generally shape the services they provide to refugees within the framework of social assistance for those in need. As such, 75 out of 94 municipalities stated that everyone within the borders of the municipality can benefit from the services provided by the municipality, regardless of their citizenship status. However, it is observed that municipalities are more reluctant especially for regular cash aids. While 39 (42%) of the 94 interviewed municipalities stated that they provided cash aid to the citizens living within their borders, only 18 of these municipalities stated that they allowed refugees to benefit from

these aids. In addition, 73 (78%) of these municipalities stated that Syrian refugees residing within the borders of the municipality were able to benefit from the prioritized services during the pandemic process. Among the services from which Syrian refugees could benefit during the pandemic, the ones that stand out include social assistance services, shopping service, and distribution of hygiene materials such as masks and disinfectants.

One of the important problems faced by municipalities in the provision of services to immigrants and refugees is the reactions from the local people. In this context, municipalities are required to make a special effort to gain the support of local people and to ensure mutual social harmony.

Another one of the most important problems faced by municipalities in the process management is to reach healthy and up-to-date official data. In particular, the lack of data on non-Syrian refugees or refugees living in a different province than the one in which they are registered poses a significant problem. Municipalities also

experience quite significant difficulties in accessing up-to-date data on the demographic structure of the migrant and refugee population living within their borders. It is obvious that this situation is a big problem in terms of process management. Obtaining healthy and up-to-date data on migrants and refugees from the field is of great importance in terms of identifying the target audience, determining their needs, and developing effective service models in this context. For this reason, over time, many municipalities have tried to create their own databases for the registration of data on migrants and refugees. 48 (51%) of the 94 interviewed municipalities stated that some data on Syrian refugees living within their borders were kept in the municipality, that they created these data with the statements of the people who applied to the municipality for help or support, and that they did not have the data of those who did not apply to the municipality. It is understood that, apart from their own databases, municipalities can access the data held by provincial directorates of

migration management and mukhtars from time to time. 17 of the 94 municipalities included in the research sample stated that they have a database that is constantly updated with the data they collect themselves or obtain from other institutions. Moreover, 28 of the 94 interviewed municipalities stated that in addition to the collected data, they carried out a needs analysis for Syrian refugees living within the borders of the municipality.

Some municipalities have been conducting database studies from the beginning of the process, where they include both the data of the Syrians who applied to them and the information obtained from the field studies. However, the interviewed municipalities in this research stated that they generally included the information received from the people who applied to the municipality for support into the municipality's application systems. These records usually only correspond to 30% of the people living within the borders of a municipality. While it is important for the municipalities to create their own databases in terms of

process management, database studies remain very limited due to legal, administrative, and financial difficulties encountered in practice. In this context, there is a need to create the necessary infrastructure and to develop the institutional capacities of the municipalities in order to collect, record, update, and process the data to make it useful for service provision.

Some municipalities cooperate with various stakeholders, such as public institutions, NGOs, and international organizations working in the field of migration, by developing joint projects in their work on migrants and refugees. The number of municipalities collaborating with various organizations in their work on migrants and refugees is substantial. 79 (84%) of the 94 interviewed municipalities stated that they have such collaborations. While public institutions, especially district governorships, provincial migration management directorates, and metropolitan municipalities, stand out among the institutions with which municipalities cooperate most frequently, it is seen that municipalities have also developed numerous

collaborations with local and international NGOs. However, the work on migrants and refugees in the provinces mostly proceeds on the initiative of the municipalities themselves. In this context, it is possible to say that there is a need for the coordination of metropolitan municipalities and provincial municipalities with district municipalities at the provincial level.

When the municipalities were asked whether they received funds, or support in personnel and/or donations from various individuals and organizations regarding the services they provided to Syrian refugees in 2019, 48 (51%) of 94 municipalities stated that they covered the social services they provided to refugees from the existing budget of the municipality and that they did not receive any additional financing or personnel support from outside. 26 municipalities, in turn, stated that they did receive support in terms of financing and personnel in addition to the expenditures

they made from their own budgets.

Municipalities do seek external resources, primarily including EU resources, for the financing of services for migrants and refugees, and apply to various funding institutions. Especially in recent years, it is seen that many important projects have been carried out with external resources. Municipalities with large numbers and rates of refugees within their borders cooperate with the United Nations (UN) institutions, especially including UNHCR and IOM, and other international organizations in terms of both financial supports and capacity building schemes. However, it is possible to say that the initiative in these matters is generally lies with international organizations. Limitations are experienced in meeting the local needs when municipalities are not included in determining the basic conditions of the existing grants and funds, such as the target groups, project duration, and education and employment areas that are included in these programs.

Evaluations Regarding Istanbul

Istanbul is the city with the highest number of migrants and refugees in Turkey. Although the number of Syrians registered in Istanbul is 525 thousand as of April 2021, it is known that the number of Syrians living in Istanbul is around 1 million with the addition of Syrians living in Istanbul even though they are registered in other provinces. Istanbul is also the city where half, that is, approximately 561 thousand, of the people living with a residence permit in Turkey live. Istanbul is also a primary destination for irregular migrants. As the city hosting the highest number migrants and refugees in Turkey, the study data from Istanbul covering its 39 district municipalities and Istanbul Metropolitan Municipality are of particular importance. Process management in Istanbul proceeds largely through district municipalities. However, it is known that since 2019, works on the subject have increased and a special unit has been established on migration at the metropolitan level.

■ the district municipalities of

Istanbul, 18 (46%) stated that they financed their services from their own budgets, 12 (31%) of them stated that they financed these services both from their own budget and with external supports, and 2 (5%) suggested that all of their works were financed from external supports.

■ In 10 (26%) district municipalities of Istanbul, there are community centers that continue their activities with the support of municipal personnel.

■ 10 (26%) of Istanbul's district municipalities established migration units under the directorates such as Social Support Services, Social Services, Social Aid Affairs, Strategy Development, Foreign Relations, Women's and Family Services, etc. After the fieldwork, in 2021, the Immigration and Integration Policies Branch Directorate was established at IMM.

■ 24 (62%) of Istanbul's district municipalities stated that they have up-to-date records of Syrian refugees residing in their districts. 13

of the municipalities that have access to up-to-date data stated that they collected this data through their own efforts. Municipalities generally stated that they only have data on refugee families who applied to them for assistance. 10 of the municipalities stated that they use a special software to store the data.

■ Only 2 of the district municipalities in Istanbul have immigration commissions. This number became 3 in Istanbul with the Migration, Migrants and Refugees Commission established in 2021 in IMM after the fieldwork of this study was completed. 16 district municipalities stated that they included their work on refugees in their 2020-2024 strategic plans, which are approved by the municipal councils.

■ In almost all district municipalities of Istanbul, migrants and refugees other than Syrians are also able to benefit from municipal services.

Evaluations Regarding Deputy Mayors

In order to reveal the institutional stance of the municipalities on forced migration, deputy mayors were asked questions about the attitudes of the municipalities towards migrants and refugees, the institutional needs that emerged in the process and the difficulties encountered in the field, as well as the dynamics of the relationship between the municipality, the refugees, and the local people. Among the views expressed by 88 deputy mayors interviewed the following stand out:

■ When asked the question “Do you think municipalities have a legal and administrative obligation to provide services to refugees?”, 54 (62%) of the deputy mayors said “Yes”.

■ While 72 (82%) of the deputy mayors stated that the opinions of Syrian refugees should be taken while making decisions about them, the rate of those who think that they should be

included in the decision-making mechanisms is 38%.

■ According to the deputy mayors, the three most common problems they encounter in the process management regarding migrants and refugees in their municipalities are the lack of budget and legal problems arising from the limitations in the legislation related to their jurisdiction, lack of data, and negative reactions from the local people.

■ 63 (72%) of the deputy mayors stated that amendments should be made in the Municipal Law and other relevant legislation in order for municipalities to better manage the process regarding migrants and refugees.

■ 57 (64%) of the deputy mayors think that there should be a special migration unit in the municipalities that deals with migrants and refugees.

■ 61 (70%) of the deputy mayors stated that they do not see tension, conflict or potential for conflict between the local people and Syrian

refugees in their respective regions, but the issue of participation in employment creates tension.

Evaluations Regarding Directors and Experts at Municipalities

The key findings from a total of 180 interviews with managers of the units and experts working on migrants and refugees in 94 municipalities are as follows:

■ According to the observations of the interviewed municipality representatives, the main problems expressed by the refugees are poverty, problems regarding employment, and those regarding accommodation.

■ It was stated by the representatives of the municipalities that in-kind aid, cash aid, employment support, and support regarding accommodation are among the social aid services that Syrian refugees most demand from the municipalities.

■ Municipality representatives were asked to what extent they agreed with the statement “Syrian refugees are a part of our society and their integration into society is essential for the welfare of society”. 80% of them stated that they partially or completely agreed with this statement.

The field research reveals that many of the directors and experts in the municipalities have a significant impact on the decision-making processes on issues including whether or not to provide services to refugees, which services to provide and how, and so on. In this context, the presence of bureaucrats, who take part in the implementation process in municipalities, who closely monitor the needs and problems in the field, and who have the capacity to propose solutions, is considered as an important opportunity. As a matter of fact, directors and experts analyze the needs and expectations of stakeholders, as they are in close contact with not only migrants and refugees but also all stakeholders during their work in the field. Therefore, in the framework of the authority

and space that mayors would give to them, they can develop collaborations with different stakeholders and make important contributions in terms of process management.

Similarly, it is seen that the frequency of developing social service models for the needs of Syrian refugees is higher in municipalities where managers and experts are in a decision-making position on the development of projects to be implemented by the directorates and determining the types of services. In this context, the fact that diligent and well-informed bureaucrats provide strategic information to the mayors regarding the analysis of the situation and the needs in the field provides an advantage in terms of decision-making processes and the effectiveness of policies. In fact, it is clear that mayors and deputy mayors are decisive in the policy-making processes of municipalities and even in determining the area of action of the personnel in this regard.

This research reveals that municipalities have shown a quite successful performance in the management of this

difficult process they are faced with, despite legal and financial constraints and at times local reactions. The strengthening of the local initiative during the process management also enabled an important capacity development for Turkey's local social cohesion processes and local development strategies; institutional collaborations developed at local, national, and international levels, especially on the issue of migration, have also laid the groundwork for collaborations of municipalities in different fields of work. However, based on the fact that the process evolves towards a sustainable

institutionalization, it is clear that there is a serious need for legal reform for local governments, which addresses the issues of authority, responsibility, and budget allocation for municipalities in migration management processes. It is extremely important to take the opinions of the municipal authorities in the arrangements to be made in order to make the process management more institutional and sustainable, to ensure the continuity and quality of municipal services, as well as to protect the best interests of migrants, refugees, and local people.







policy recommendations

■ The Marmara Region, which has the strongest economy among Turkey's regions, is the most important target region for international migration movements, as it is for internal migration movements in Turkey. Especially after 2013, the region, which has received a large number of Syrian refugees and where 22% of Syrians under temporary protection in Turkey live,

hosts an increasing number of international migrants including irregular migrants and foreigners staying with a residence permit. It is observed that refugees living in urban areas as "urban refugees" impose significant additional responsibilities on local service organizations, especially including municipalities, and human mobility still continues. On

the other hand, in the current Law No. 6458 on Foreigners and International Protection, the only reference to local governments is in Article 96 titled "harmonization". In this article, it is stated that the Directorate General of Migration Management can plan harmonization activities by taking advantage of the suggestions and contributions of local governments to facilitate the mutual adaptation of refugees with the local people. However, as a result of the conditions and needs, it is obvious that the responsibilities undertaken by the municipalities and their role in the process far exceed this scope. Therefore, it is important to expand the scope of regulations regarding the role of local governments in the process within the scope of Law No. 6458 and to acknowledge local governments as one of the main actors of migration management processes.

■ Municipalities that are faced with a foreign population that reach a significant proportion of their population in a very short time and beyond their control, need both to provide

services to newcomers and actively work to ensure social cohesion. In addition to the approach that the solution of local problems is local, it is important for municipalities to take a leading role in this process in terms of the development of democracy and the capacities of local governments. For this reason, the role of the local initiatives and especially of the municipalities in the process should be strengthened.

■ The point that municipalities take as reference in their work on migrants and refugees is mostly the law of fellow citizens, which is expressed in Article 13 of the Municipal Law No. 5393. According to this article, everyone residing within the borders of the municipality is a fellow citizen, including migrants and refugees. All fellow citizens have the right to participate in the decisions and services of the municipalities, to be informed about municipal activities, and to benefit from municipal aids. In addition, municipalities are obligated to carry out the necessary works for the development of social and cultural relations among their fellow citizens. However,

there are uncertainties and limitations regarding the legal and administrative authorities, areas of responsibility, budgetary arrangements, and institutionalization practices that municipalities need in order to carry out their activities towards migrants and refugees. Even though the law of fellow citizens article in the Municipal Law presents the possibility for municipalities to provide services to migrants and refugees, it is important to include a statement in the law which states that municipalities are obligated to provide services to everyone living within their borders without regards to citizenship, in order to eliminate the ambiguities regarding the authorities and responsibilities of municipalities.

■ Municipalities naturally need a budget to be used for the services they provide to migrants and refugees, in the same way that they do for the services they provide to Turkish citizens. However, in the current legal regulations, the determination of the general budget tax revenues of the municipalities are based only on the population in the

ABPRS records which do not include the Syrian population under temporary protection, and this causes financial problems for the municipalities. In addition to the difficulties municipalities experience in financing the services and cash assistance support they provide to migrants and refugees; it is observed that they also have reservations about financial audits.

Therefore, considering the authorities and responsibilities of the municipalities regarding their services to migrants and refugees, there is a need to make legal arrangements regarding the allocation of budgets to the municipalities that includes the variable population. Otherwise, it will not be possible to manage the process in a sustainable way and to prevent the deterioration of the quality of services in municipalities, especially in those where a high number of migrants and refugees live.

■ In addition to budget constraints, another problem that municipalities face while carrying out their activities towards migrants and refugees is the disruptions experienced

in the institutionalization of municipalities' activities on migration due to the constraints imposed by the Regulation on Norm Staff Principles and Standards of Municipalities and their Affiliate Institutions and Local Government Associations. The constraints on the level and number of units allowed to be established in municipalities according to the norm staff standards determined within the scope of the above-mentioned regulation could be an obstacle to the establishment of a special unit for migration. In metropolitan municipalities, it is possible to establish a special unit on migration at the levels of department, directorate, and chiefs. It is not possible to establish a directorate on migration in provincial, district, and town municipalities. In these municipalities, the unit that can be established specifically for migration can only be at the level of the chiefs. The legal obstacle to the establishment of special units for migration at the level of directorates in provincial and district municipalities poses a serious problem in terms of

institutionalization, especially in municipalities with a high refugee population. The lack of financial resource allocation specifically for refugees is also among the reasons that deter or put off the establishment of migration units for municipalities. Therefore, instead of establishing them as part of their administrative structures, some municipalities may resort to ways such as establishing specialized migration units as thematic working groups under the relevant directorates or developing cooperation with NGOs and establishing NGOs to provide services to migrants and refugees. It is possible to witness very successful process management experiences of municipalities that apply different institutionalization methods. In this sense, functional, sustainable, and successful institutionalization methods that are specific to municipalities should be encouraged. However, in order for municipalities to carry out their work on migrants and refugees more in a regular and effective way within the framework of national policies, it is essential to

remove the legal restrictions on the creation of specialized “migration units” within their own administrative structures. It is extremely important for municipalities to create stronger institutional structures in order to provide services to refugees in a sustainable and systematic manner. Therefore, the norm staff standards in the Regulation on the Norm Staff Principles and Standards of Municipalities and their Affiliates and Local Government Associations should be amended to allow the establishment of migration units at all levels of directorate, department, and chiefs.

■ Municipalities need personnel with certain qualifications for different needs in the provision of services to migrants and refugees. Among the needed personnel by the units of the municipalities that work on migrants and refugees, interpreters are in the first place. Following them, there is a demand for the employment of social workers. In this context, the personnel needs of the municipalities should be analyzed and the staff titles and numbers in the norm staff standards should be re-

regulated. It is obvious that additional financial resources should be allocated to municipalities in relation to this need for additional staff.

■ Although a majority of municipalities carry out activities for migrants and refugees, it is seen that few municipalities include these activities in their strategic plans and annual reports. One of the most important steps that municipalities can take in institutionalizing their activities on migration is to include these activities in their strategic plans and to evaluate the developments regarding the targets they have set in their annual activity reports. Including their activities on migration in the planning and reporting processes is important for municipalities in terms of displaying a transparent and sustainable approach regarding their responsibilities towards migrants and refugees.

■ Due to the lack of a central resettlement policy and practice in Turkey, refugees have settled in different regions, provinces, districts and neighborhoods of the

country over time in line with their own preferences. It is seen that refugees form their settlement preferences in relation to whether or not they have an acquaintance living in a place, economic opportunities, cost of living and especially rents, and opportunity to benefit from public services. However, this situation brings with itself the risk of growing urban poverty as a result of unbalanced distribution. It is known that refugees mostly prefer to live in the poor regions of the developed cities. Although this situation initially supports solidarity among the poor, it can lead to sociological ghettoization, tensions, and social unrest over time. This, in turn, poses risks in terms of both threatening social cohesion and rendering the integration processes ineffective. In this regard, the decision taken by the Ministry of Interior on 15.01.2021 not to allow any new foreigners to reside in Fatih and Esenyurt districts of Istanbul, except for exceptional cases, is remarkable. It is possible that, in time, such arrangements will be made for other districts. A decision to

be taken at the national level to not accept applications for residence in districts with a foreign population exceeding a certain proportion of the local population, except in exceptional cases, and to place them in appropriate districts may provide a good opportunity for a more equitable distribution of responsibility among municipalities.

■ It is extremely important that all relevant institutions, especially municipalities, adopt a discourse based on fundamental rights and freedoms, and accurately inform both the local people and refugees about the rights and responsibilities of refugees and the services of municipalities and other service-providing institutions, and prevent the spread of misinformation at the social level. In this context, it is extremely valuable for municipalities to carry out capacity building activities for municipal personnel to support this process with a human rights-based perspective, to adopt communication strategies that will serve this purpose, and to keep

communication channels open for both the local people and refugees. Similarly, it is very important for the relevant units in the municipalities, municipal councils, and citizens' assemblies to take refugees into account and include them in their decision and service processes. This approach is also very important in terms of not interrupting the services of municipalities towards refugees.

■ Considering the migrant and refugee population as a homogeneous group and ignoring the internal diversity may cause disruptions in ensuring inclusiveness in the realization of social cohesion and sectoral integration processes. Therefore, municipalities should consider the internal social diversity among migrants and refugees and the corresponding needs when planning services for migrants and refugees. On the other hand, the efforts of cities to create awareness through a "belonging to city" will be valuable in order to facilitate mutual integration among migrants and refugees and local people, and to ensure social cohesion and belonging

in a way that regards the society as a whole. It is known that there are no standard and universally applicable models for social cohesion. In this context, municipalities should implement local integration models within the framework of their own needs and capacities and should be authorized in this regard within the framework of national principles. Neighborhood mukhtars should also play an important role in the management of local integration processes and should be taken into account in works for coordination.

■ Municipalities should develop cooperation with accredited NGOs established by refugees in order to better understand the needs of refugees, to provide them services in a more effective way, and to facilitate the social cohesion process. In addition, it is important that the brochures, information notes, and websites prepared by the municipalities to inform migrants and refugees about the work of municipalities are printed and published in the languages of the migrant and refugee population living in the borders of the municipalities.

Likewise, employing people who speak the languages used extensively by the population in the region in the call centers and other units of municipalities providing services to migrants and refugees will facilitate the mutual flow of information.

■ There is a need for coordination and cooperation between local governments and public institutions, NGOs, international organizations, universities, private sector organizations, refugee associations, and relevant stakeholders on services for migrants and refugees. The collaborations that local governments will establish with each other and with other stakeholders are important in terms of effective and efficient use of resources in migration governance. It is possible to say that municipalities have increased their working experience and developed cooperation especially with NGOs and international organizations over the years. In addition to the continuation of this collaborative culture in an accelerating way, it is also very important to increase the relatively

low level of cooperation between the private sector and municipalities. It will be beneficial in terms of improving the livelihoods of refugees if the municipalities and other relevant stakeholders take more active roles in informing and mobilizing private sector organizations within the borders of the municipality regarding the employment of refugees.

■ It is seen that the cooperation and coordination between metropolitan municipalities and district municipalities is not always at the desired level. It is clear that there is a need for more effective cooperation and coordination between metropolitan and district municipalities in many fields, including but not limited to service provision for migrants and refugees, supporting institutional capacity development, sharing cooperation networks, ensuring data sharing, providing support, and assistance through mediation in finding financial resources.

■ In addition to the coordination between different institutions, the coordination

mechanisms within the municipalities are also of great importance in terms of process management. Unexpected growth of population may cause pressures in areas such as waste management, urban infrastructure, transportation, and use of recreational areas. On the other hand, variable population is not taken into account in all its dimensions in the future projections. In this context, different units within the municipality should consider migration and population movements as an important aspect and input in their work. Institutionalization of municipalities in terms of migration issues and services is important in terms of achieving a certain service standard in the provision of services to migrants and refugees, policy development, and coordination not only between municipalities' own units but also coordination and cooperation with external stakeholders.

■ One of the most important problems faced by municipalities in process management concerns accessible, regular, useful, and up-to-date data flow.

Limitations in sharing the data collected at the central level with other institutions working in the field adversely affect the service delivery and policy development processes at the local level. In particular, in order to be able to provide services for the needs of the target audience, to develop strategy, and to engage in planning, local governments need to reach up-to-date and detailed demographic data regarding the population living within the borders of provinces and districts. In this context, it is important for municipalities to access data on migrants and refugees residing within their borders. In addition, local governments need to develop their capacities in order to produce their own data and create their own databases in a systematic manner.

■ In order to prevent duplication of aid provided to refugees and to identify needs to be able to provide appropriate services at the local level, there is a need for a common database that is open to the use of stakeholders who provide services to migrants and refugees. However, there are

hesitations about the creation of a common database due to the problems in the sharing of data and reservations about the protection of personal data. Collecting both the data of NGOs in their fields of work and the data of public institutions in a pool for common use will increase the effectiveness and efficiency of the work of all stakeholders in the field. If data management is designed with a holistic perspective and cooperation understanding at the national level, it will be possible to prevent waste and duplication while increasing the efficiency and productivity of service planning both at the local and national levels.

■ Existing studies and previous experiences of human mobility show that as the duration of stay is prolonged, the tendency of immigrants and refugees to return decreases. At the beginning of the process, the approach of many organizations, including municipalities, was towards protection and meeting basic needs at during an emergency. However, the short-term emergency approach has left its place in

time to a comprehensive and multi-stakeholder migration governance process, which is related to many different issues and which requires medium and long-term policies to be developed. In the current context, with an approach based on a culture of cohabitation and sustainable local development, municipalities are required to develop needs-analyses-based policies, carry out activities, and produce projects for social cohesion and employment. Therefore, while it is necessary to increase the works currently undertaken by many municipalities such as language trainings, vocational training activities, and activities aiming to support entrepreneurship, those municipalities that are not yet active in this field should take an active role in the process and develop collaborations with relevant institutions. Similarly, it is vital in this context for municipalities to establish employment counseling offices and to provide counseling for refugees in the offices. Cooperation that municipalities will establish with private sector organizations is very important at this point.

■ Many global goals and their sub-targets included in the UN Sustainable Development Goals, which were adopted by 193 countries including Turkey in 2015, directly and indirectly address the issue of migration governance. Efforts of municipalities and all relevant stakeholders to determine local policies in line with these global goals will facilitate the sustainable development of cities in a way that will contribute to local communities as well as migrants and refugees. As the institutions that know the local conditions and needs the best, the role of local governments in the localization of Sustainable Development Goals is very important. The Global Compact on Refugees and the Global Compact for Migrants, developed by the UN and adopted in 2018, are also very valuable in terms of their emphasis on local integration processes and the role they give to local governments. The global compacts, in both of which Turkey is among the signatory countries, are an important source of reference as an initiative for responsibility sharing. It is important for

municipalities to develop policies and carry out activities at the local level in line with the globally accepted principles and document. This helps them to manage the local processes related to the migration movements experienced on a global scale in the most effective way and to adopt a global language based on human rights in cooperation with all stakeholders.

■ One of the most important alternatives to alleviate the financial resource problem, which is one of the most serious problems faced by municipalities in the provision of services to refugees, is procuring external resources. The creation of resources that municipalities can use for refugees within their borders within the scope of the funds provided by the EU for refugees in Turkey can provide significant additional income for the municipalities. In this context, efforts should be made to provide monthly resources per refugee by lobbying the EU. A resource similar to the Social Cohesion Assistance (SUY), which is a cash aid program paid monthly per capita for refugees and

funded by the EU, can be developed specifically for municipalities. However, it is important that the resources would not only focus on social aid, instead, they should also aim at increasing the resources and strengthening the capacity of municipalities so that they can develop medium and long-term policies and services for social cohesion and employment. Therefore, it will be beneficial for the financial adequacy of the municipalities to ensure that EU funds or different international resources are transferred to the municipalities by taking into account the number of district-based refugee populations as well as local needs and plans.

■ Projects, which allow the use of external resources on the one hand and enable municipalities to develop collaborations on the other, are becoming increasingly important for the activities of municipalities. There are many funds that municipalities can benefit from on migration and municipalities with experience and project competence carry out some of their activities within the scope of projects. While these projects improve

the process management capacities and stakeholder networks of the municipalities, they also provide financial support to the municipalities. In an age of increasing mass migration movements, the expertise of international organizations and NGOs that carry out very active work in the field provides important contributions to municipalities. Therefore, it is very important to support the project development and management capacities of municipalities, and to employ staff with knowledge on project management and foreign language, especially in units that work on migrants and refugees.

■ One of the most important limitations regarding projects is the inability of the municipalities to ensure the sustainability of the project activities after the project is completed, due to budget and staff inadequacies. As the activities of international organizations and NGOs are terminated or decreased at the end of the project, the responsibilities of the municipalities increase. At this point, the importance

of determining the budgets of municipalities and institutionalization by considering the migrant and refugee population becomes evident once again.

■ There are serious problems regarding the necessity and effectiveness of some of the conditions set by the donor organizations, which transfer funds to the municipalities through various projects, regarding the target audience of the projects, the implementation period, and the activity steps. The constraints and conditions regarding the resource use of the projects, whose framework is drawn with the "package project" approach without taking into account the local needs, competencies, and plans, cause some projects not to achieve the desired results. Projects designed in a way that does not meet the needs and where sustainability cannot be ensured may also cause adverse effects for municipalities, local people, and migrants in the medium and long term. In this context, it is necessary to consult with local actors and especially municipalities, to determine the

target group by considering the social balances of the region, to determine the needs in the field, and to shape the project duration and activity steps accordingly while preparing the project proposals. It is especially important that projects on social cohesion and employment are planned in a way that does not harm the relations between the local people and migrants and refugees. It is essential that the vocational trainings given in the context of the projects meet the needs in the region and that the activities are planned with an approach that not only stays at the educational level but also considers employment opportunities afterwards.

■ It is important that donor organizations adopt a balanced and fair approach between different municipalities and pay attention to this in resource transfers. The fact that some donor organizations mostly work with the same municipalities may cause the current situation in municipalities with relatively limited capacity to remain the same and not improve. A balanced approach, however, should not harm the

municipalities that have been successful in procuring external resources and that are seen as models. Supporting successful municipalities will also encourage other municipalities. Here, the important point is to reach municipalities with relatively weaker institutional capacities and less experience, in order to support the capacity development of these municipalities.

■ The process experienced with the COVID-19 pandemic has revealed that municipalities are required to play a greater role in meeting the daily needs of refugees as well as their needs in areas such as health, education, accommodation, and work. Crises such as epidemics and disasters increase the difficulties faced by refugees, who are among the vulnerable

groups due to the language barriers, difficulties in accessing livelihoods, and inadequacies in their living conditions. One of the most important services that municipalities should provide to migrants and refugees in crisis and disaster situations such as the COVID-19 pandemic is communication and information activities. Municipalities should carry out information activities for the foreigners within their borders in their own language to meet their information needs. In addition, municipalities should provide services and social aid activities that cater to the needs of refugees, such as eliminating financial difficulties, providing hygiene measures, and ensuring access to basic rights such as health care without interruption.





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