



HAK-İŞ CONFEDERATION

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REPORT BEST PRACTICES OF INTEGRATION OF SYRIAN MIGRANTS TO EMPLOYMENT MARKET OF TURKEY

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1. MIGRATION IN GENERAL TERMS

There have always been intense discussions about every extent of migration. In this respect, the concept of migration is considered in a challenging way under the light of some concepts such as migrant, refugee, expatriate, asylum seeker; or situations of countries, those are sending and receiving migrants; or benefits and damages of migration.

As a result of a general assessment, the migration should be managed well since it is obvious it is a significant event. It is very important to develop policies which enable migrants' human rights to be protected and provide their contribution to employment market.

This report puts forward the situation of integration of Syrian refugees in Turkey to employment market with good examples.

2. TURKEY AND MIGRATION

Since the foundation of our country, she has witnessed various migration movements, thanks to its geographical position

This migration movement may be analyzed in 3 groups:

1. The first group includes people who came from Eastern Germany, Russia, Ukraine and related countries with the collapse of Eastern Block; entered our country through legal procedures but kept staying even though their durations have expired.

2. The second group may be called transit migrants who preferred to come to our country because of unstable political situation in their home countries. This group includes Iran, Afghanistan and India originated people.

The third group includes people who applied for asylum from our country.

Migration and international protection issues which take an important place in 24th session of EU Negotiations in European Union membership process which require Turkey to make our country perform a comprehensive work.

In this respect, "**Turkish National Action Plan on Overtaking of European Union Legislation about Asylum and Migration**" was accepted and came into force on 25 March 2005.

The most intense population movement to our country has occurred with movement of Syrian citizens to border regions of Turkey who want to run from conflict, with rebellions and protests Arabian countries, occurred in late 2010. Many Syrians have sought asylum from our country. In addition to Iraqis, Afghans and Libyans; millions of Syrians came to our country.

Today every country within Arab Spring wave is a member of the same union as UFM-Union for the Mediterranean. In this respect, the migration movement from Arabian Countries is related to widespread institutional structure of EU.

2.1. MIGRATION MOVEMENT FROM SYRIA TO TURKEY

Since the year of 2011, the most significant issue for our country is migration movement from Syria to our country.

As a result of acceleration of humanitarian crisis in Syria, some activities have been seen in the border region. The coming of 300-400 Syrian citizens to Cilvegözü Border Gate in Hatay Province Yayladağı District on 29.04.2011 is the first mass population movement from Syria to Turkey.

Turkey, having solid historic, cultural and neighborhood relations with Syria, has followed an "**Open Door**" policy since the beginning of internal instability in Syria.

Turkey has not been negligent to this inhumane events; she has been the country which provided the most generous, organized and systematic services with temporary accommodation sites in various provinces within the country or other temporary accommodation sites in Syria.

Turkish Society, public organizations and Turkish NGOs evaluate these services, provided to asylum seekers within humanity and hospitality. The leadership of President Recep Tayyip Erdoğan, using an inviting and an embracing language, encourages Turkish Society in showing hospitality to Syrians.

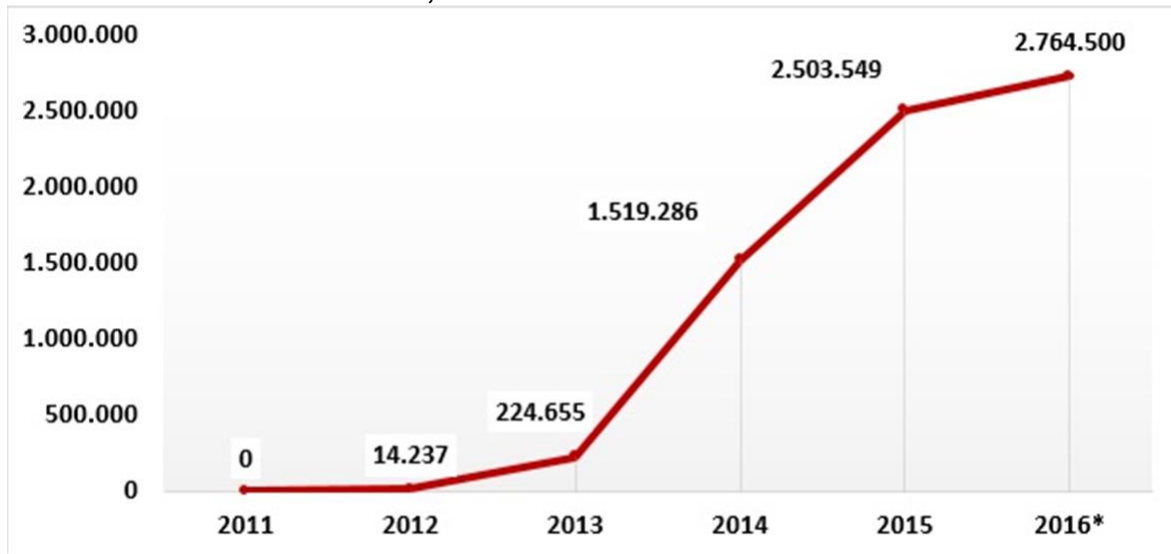
Syrian Citizens who came to Hatay Province Yayladağı, Altınözü and Reyhanlı Districts and who were "temporarily accepted" to the country on May-June 2011 were settled in tent cities in these regions. In time, with the increase in moving population, the number of provinces, assistance centers and tent cities has expanded.

AFAD, standing for The Disaster and Emergency Management Authority, has developed high standards in order to meet all the needs of Syrian asylum seekers.

So we want to share some statistics on Syrian refugees in Turkey and life standards which were presented to them by Turkey.

According to the figures of Directorate General of Migration Management of Ministry of Interior, there are **2.764.500 Syrian citizens** in Turkey, in or out of accommodation sites, whose biometric data have been taken under registration.

NUMBER OF SYRIANS IN YEARS, UNDER TEMPORARY PROTECTION STAUS



*As of 03.11.2016

Source: http://www.goc.gov.tr/icerik6/gecici-koruma_363_378_4713_icerik Access Date: 07.11.2016

Since 2011, Turkey has been housing the largest Syrian population of the world.

Turkey has spent **12,5 billion dollars** for asylum seekers so far. The total cost of migrants to Turkey is 25 billion dollars (http://www.yenicaggazetesi.com.tr/erdogan-suriyeliler-icin-vatandasik-surecini-bas_lattik-146551h.htm Access Date: 07.11.2016).

Basically these people are provided with many comprehensive services including the ones in the fields of security, accommodation, food, health, education, employment and religion. In general, the satisfaction level for those services is high.

It is a proud fact for Turkey to make the preparations, organize well and have a high capacity of public and private sector cooperation as a result of having strong political management and NGO mentality.

Numerous Non-Governmental Organizations operate in order to mobilize the society and its facilities. Non-Governmental Organizations directly or indirectly assist asylum seekers through public organizations such as AFAD or Turkish Red Crescent. Also Hak-İş Confederation supports those campaigns within its facilities.

Moreover there are international organizations, cooperating with their Turkish partners which are interested in migrants, refugees in Turkey and their problems.

Those international organizations are as follows:

- EU** : European Union
- UNICEF** : United Nations International Children's Emergency Fund
- ILO** : International Labour Organization
- UN** : United Nations
- UNHCR** : United Nations High Commissioner for Refugees
- IOM** : Organization for Migration
- WFP** : World Food Program

2.1.1. LEGAL REGULATIONS FOR MIGRANTS IN TURKEY:

The legal status of Syrian refugees is one of the most debated extent of this issue. The base of the refugee laws in Turkey is **Convention Genova on Legal Status of Migrants of 1951**. Turkey, participating in this convention with "geographical limitation" provides refugee status only for people, coming from Europe to Turkey. People, coming from other regions may be provided with temporary asylum and gain asylum seeker status.

The first coming group of Syrian in April 2011 were called "visitor" but they were considered Temporary Protection Status according to article 10 of Regulation of Ministry of Interior of 1994. The preparation of regulation about temporary protection status was completed in 2014.

Since the status of "asylum seeker" did not include some rights which are covered by the status of migrant, Turkey had prepared various additional regulation and circulars and started to apply some special implementations for the benefit of Syrians.

In this respect, there are eight basic legislations in Turkish Laws;

<u>2012</u>	<u>2013</u>	<u>2013</u>	<u>2014</u>	<u>2014</u>	<u>2016</u>	<u>2016</u>	<u>2016</u>
The Regulation on Acceptance and Accommodation of Citizens of Syrian Arab Republic who Came to Turkey; and Soiless People who Live in Syrian Arab Republic	6458 numbered Code of Foreigners and International Protection	Regulation on Education and Training of Citizens of Syria in Turkey	The relevant articles of 6458 numbered Code of Foreigners and International Protection came into force	6883 Numbered Regulation of Temporary Protection	Regulation on Working Permits of Foreigners under Temporary Protection	Regulation on Working of Foreigners who had Applied to International Protection and who are under International Protection	6735 Numbered Code of International Labour Force

Those legislations are as follows:

- a) On the date of **30.03.2012**, The Ministry of Interior put into force “**The Regulation on Acceptance and Accommodation of Citizens of Syrian Arab Republic who Came to Turkey; and Soiless People who Live in Syrian Arab Republic**”. They were deemed under temporary protection with this regulation.
- b) Therefore it was necessary to amend internal legislation. On the date of **11th April 2013**, **The Code of Foreigners and International Protection** was put into force. With this legal amendment, the issues of entrance of foreigners to Turkey, their stay in Turkey, their leaving procedures, the scope of services for the people who demand protection from Turkey; and a new regulation of establishment of Directorate General of Migration Management of Ministry of Interior, its mission, authority and responsibilities. Relevant article entered into force after a year.
- c) On the date of **11th April 2014**, related articles of **6458 numbered Code of Foreigners and International Protection**, which had been amended and declared on Official Gazette entered into force.

The status of foreigners which were called “refugee” and “asylum seeker”, before 6458 numbered Code, were arranged under three separate status. Those status were explained in the 3rd Chapter of “International Protection” of 6458 numbered Code as follows;

- “Refugee”,
- “Conditional Refugee”,
- “Secondary Protection”

Before 6458 numbered Code, State Council had decided refugee and asylum seeker status could not be separated according to international laws and the legal ground for both status is Geneva Convention of 1951 and in case of protection demand, the inspection of status and detection of status according to the result of this inspection is necessary (<http://akademikperspektif.com/2015/02/23/turkiyedeki-suriyelilerin-hukuki-statusu-uzerine-bir-calisma/> Access Date: 14.07.2016)

- d) On the date of 26th September 2013, a more elaborated legal arrangement about “Regulation on Education and Training of Citizens of Syria in Turkey, Under Temporary Protection” was entered into force.

Those issues take place in the regulation:

- It is necessary to provide Syrian children with education in a way to prevent them to lose education semester.
- Those education efforts shall be under the responsibility of Ministry of National Education (MEB).
- The need of teachers shall be met with surplus teachers in relevant province, in case this could not be enough, people who can speak Arabic Language and meet the requirements shall be employed by The Ministry of National Education (MEB).
- Also voluntary citizens of Syria in the camps who can speak Arabic Language and meet the requirements shall be utilized by MEB provided that they do not demand wage.
- For the Syrians who demand to learn Turkish Language, Turkish Language and occupational training courses shall be organized, within the bounds of facilities.

- e) **On the date of October 2014, 6883 Numbered Regulation of Temporary Protection** entered into force. With this regulation, Syrians who came to Turkey, soiless people and refugees were taken under the status of temporary protection.

This regulation has clarified the temporary protection regime, legal status of those people, their rights and social services for whom they will be provided.

According to article 22 of Regulation of Temporary Protection of “**Temporary Protection Identification Card**”, an identification card is prepared and a foreign identification number is allocated by the governorship for the people whose registration processes are complete.

In this respect, one can access to “Temporary Protection Foreign Identification Number” section on web page of Directorate General of Migration Management and learn his foreign identification number.

The Temporary Protection Identification Card is given to registered Syrians. According to the figures of Directorate General of Migration Management, there are 2.764.500 Syrian citizens in Turkey, whose biometric data have been taken under registration have been provided with temporary protection identification card (data as of 3rd November 2016).

- f) With “Regulation on Working Permits of Foreigners under Temporary Protection” entered into force on 15.01.2016, following rights were foreseen for the foreigners;
- They can work in seasonal agricultural and stockbreeding works within immunity by applying Governorships (Provincial Labour Offices),
 - They can work in other works with application of the employer through e-state system to Ministry.

With the relevant regulation, the foreigners who stay in Turkey at least for 6 months in a registered situation can apply for work permit in the provinces where they had been allowed to stay.

Turkey provides more and more refugees with working permit each day. Most of them started to work. Besides at least 10 thousand of Syrians started their own enterprises.

- g) In April 2016, **Regulation on Working of Foreigners who had Applied to International Protection and who are under International Protection** came into force. This regulation has been declared in order to arrange the basis and methods of foreigners who are considered under migrant, conditional migrant and secondary protection status, and who had applied to international protection and who are under international protection. Some of the articles of this regulation are as follows:
- The identification card of migrant or secondary protection status holder is deemed as working permit and this situation is written on the identification card.
 - The applications for working permits are submitted to the Ministry through e-State System.
 - The foreigners who had already applied or who are under conditional migrant status, and those demand to work in seasonal agricultural and livestock works are considered within working permit immunity.
 - According to the articles of 2/7/1964 dated and 492 numbered Code of Fees, working permit fee is collected from the foreigners whose application results are positive and who are under conditional migrant status, or their employers.
 - Working permits or working permit immunity certificates of foreigners who had already applied and who are under conditional migrant status do not replace residence permits which are mentioned in 6458 numbered Law.
 - Application holders or conditional migrants are allowed to attend a vocational training and on-the-job training at workplaces which are organized by İŞKUR within active work force services.
- h) On the other hand, “**6735 numbered International Work Force Law**” which includes prevention of working of unregistered foreigners, local-foreigner balance and utilization of qualified work force, was accepted by TGNA Health, Family, Labour and Social Works Commission and came into force after its declaration on Turkish Official Gazette on 13th August 2016.
- **International Workforce Advising Committee:** This committee shall follow multidimensional issues such as international workforce mobility, employment, development plan and programs, and bilateral or multilateral agreements in which Turkey is a part. It was also decided employer organizations and worker union confederations shall be invited to this committee which shall gather at least once a year.
 - **Working permit immunity and types of working permits:** It was decided to establish a Foreigner Application, Evaluation and Follow-Up System in order to receive and assess working permit applications and follow the impacts of international workforce. In the relevant article, the foreigners who are allowed to receive working permit immunity as exemption have been described. Foreigners who are already under temporary protection are among these foreigners. Various types of working permits have been described as less than one year, perpetual and independent.
 - **Turquoise Card:** It is also mentioned in the law that Turquoise Card will be provided to foreigners who are deemed to contribute to science and technology with their training levels and

vocational experiences, provided that the first 3 years shall be transition period. However that turquoise card will not be given to foreigners who are under temporary protection also mentioned in the relevant article (Article 11, Clause 6). With this system, it is expected the foreigners positively effect economy and employment with their investments, and significantly contribute Turkey on strategic areas. People who have Turquoise Card will automatically have perpetual working permit, after the transition period.

- **Working Permits to Foreign Students:** It is also arranged with this law that foreign students who attend formal training in a higher academic institution in Turkey are allowed to apply for working permit.

2.1.2. SERVICES OF TURKEY FOR SYRIAN REFUGEES

The services, Syrian refugees are provided with in Turkey can be evaluated under four articles:

- Camps and tent cities, established fast with first migration movement,
- Social rights and services, provided for Syrians in the camps,
- Working permits,
- Arrangements for Syrians, living outside of camps.

2.1.2.1. Camps and Tent Cities

With the first migration movement from Syria, various camps were established in border regions. The establishment works were performed by Turkish Red Crescent.

Like in any other national and international disaster and emergency, all coordination works are provided by AFAD (The Disaster and Emergency Management Authority) which is in charge of visitors from Syria.

26 camps were established in 10 assistance center in 10 provinces. Those are provinces neighboring to Syria such as Hatay, Gaziantep, Şanlıurfa, Kilis, Mardin, Kahramanmaraş, Adıyaman, Osmaniye, Adana and Malatya. The accommodation centers include 255.686 Syrians (according to figures of AFAD, 7th November 2016).

The services and facilities, presented in temporary accommodation centers have higher standards than any one in anywhere in the world. Even though there are differences in container or tent cities, in general some standards have been achieved in every camp. There is night illumination in camps and security personnel provides over watch. Therefore security issues such as fights, do not constitute an important problem.

In Turkey, public organizations such as AFAD, Turkish Red Crescent, Foundation of Religious Works or Management of Migration and NGOs prepare and develop their own strategic action plans for asylum seekers.

2.1.2.2. Social Rights and Services

In tent cities and container cities, the asylum seekers are provided with accommodation, food, health, security, social activities, education, religion, interpretation, communication, banking and other services by related ministries, public organization and foundations and Turkish Red Crescent. These services are as follows:

- In order to solve health care problems which emerged after increasing of migration movement from Syria to our country and their arrival at our metropolitan cities, a regulation was put into force and Syrians began to enjoy all health care services free.
- In accommodation center, there are facilities such as schools, mosques, trade centers, police stations, health care centers, press briefing centers, playgrounds for children, television saloons, markets, water depots, refinement units, transformers and generators.
- In addition to mosques and sport centers, many training courses have been given. Those courses not only make Syrians socialize, but also let them have an occupation in the future. Syrians benefit from courses in the fields of English, Turkish, Arabic, computer, hairdressing, needle crafting and carpet weaving. It is possible to say those camps have better standard bath and toilet facilities than anywhere in the world. The facilities for laundry cleaning is also very good.
- With the common campaign of United Nations World Food Program (WFP) and Turkish Red Crescent, in the camps in addition to all services to be ensured, each individual is equipped with a card valid in the markets of the camps debited for 80 TL / per month / per person. To use these cards freely for their needs. This card is also called e-Voucher. More than 250.000 Syrian refugees, 150.000 of who are in camps, have benefited from Red Crescent Food Card which was initiated with mutual efforts of Turkish Red Crescent and UN World Food Program (<http://www.trthaber.com/haber/turkiye/suriyelilerin-yuzunu-kizilay-gida-karti-guldurdu-255898.html> Access Date: 08.11.2016).

Moreover, in the framework of “Social Adaptation and Aid Program for Foreigners” which is financed by EU, Turkish Red Crescent provides 1 million Syrian who have “Red Crescent Card” with 100 Turkish Lira of aid each month.

- Turkish Religion Works Foundation provides food boxes and Shopping Cards, debited with 100 Turkish Lira.
- Also dry food assistance is available for the refugees. There are kitchen sets in each tent. Every family has the facilities to cook in the common kitchen area of the camp.
- There are communication facilities in the camps, including internet.
- Each asylum seeker is within the health care services of the state. So the health care needs of each recorded individual are met by the state.
- Refugee children are provided with education services. Even though the child doesn't want to go to the school, state insists on reaching them.
- On 23rd September 2014, educational services for Syrian children were standardized and secured with 2014/21 numbered regulation of Education and Training Services for Foreigners. Moreover it was seen that some plans for education for refugees took place in 2015-2019 Strategic Plan, published by the Ministry of National Education.
- Syrian students who meet the requirements for registration acceptance are placed to a training institution according to their diploma and transcripts, and educational accreditation result so that they can benefit from education and training. All data entrance procedures of foreigners who have foreign identification number are conducted through e-school system and common computerized systems.
- “Migration and Emergency Education Department” has been established under Life Long Learning General Directorate of Ministry of National Education (http://hbogm.meb.gov.tr/www/goc-ve-acil-durum-egitim-daire-baskanligi/iceri_k/497 Access Date: 10.11.2016).
- The university problems of asylum seekers (who are in university period) who came to our country without their passports are solved by the state and they are provided with training facilities in Turkish universities.
- Government officials are working of the profession map of refugees. Mapping of the qualifications of migrants / refugees are extremely important to manage the process. This helps us of those who are prepared to contribute and those who are to be contributed.
- In the camps, many occupational training courses are given in various sectors. National and international NGOs organize various occupational training courses in order to solve language problem and apply many projects in order to provide social integration.

2.1.2.3. Residence Permit

The Syrians can easily receive residence permit up to 1 year, provided that the Ministry informs Police Department about this person. The Syrians can apply for this permit through Provincial Police Directorate Foreigners Section with their passports. However Syrians who do not have passport cannot benefit from this facility (<http://www.yabancicalismaizinlerim.com/suriyeli.html> Access Date: 07.11.2016).

According to figures of Migration Management General Directorate; 390.189 foreigners received residence permit by the year of 2016.

2.1.2.4. Working Permit

With the migration from Syria to Turkey, working permits were started to be given by Ministry of Labour and Social Security to registered Syrians in order to let them work in legal ways and to protect their rights.

In this respect, legal participation of foreigners, living in our country in temporary protection status has been arranged with “Regulation on Working Permits of Foreigners, Under Temporary Protection”.

According to “**Regulation on Working Permits of Foreigners, Under Temporary Protection**” which came into force on **15.01.2016**, the conditions which foreigners are expected to fulfill in order to apply for working permit are as follows:

- a. One must have temporary protection certificate/foreigner identification card and foreigner identification number
- b. One must have completed 6 months of temporary protection duration as of the application date
- c. One must have applied in order to stay in the province where he has been allowed to work according to temporary protection registration
- d. Temporary protected people who demand to work in jobs for which pre-permit, must have received pre-permit document from relevant Ministry.
- e. The temporary protected foreigner must not have any other working permit or ongoing application in order to work for another employer.

Besides;

- They can work in seasonal agricultural and stockbreeding works within immunity by applying Governorships (Provincial Labour Offices),

- They can work in other works with application of the employer through e-state system to Ministry. In this respect, the module of Working Permits of Foreigners, Under Temporary Protection was opened to access on 1st February 2016 (<http://www.csgb.gov.tr/home/news/gecici-korumadaki-yabancilara-calisma-hakki-yasallasiyor/> Access Date: 14.07.2016).

With this regulation, the foreigners under temporary protection have been provided with facility to apply for working permit in the provinces where they are allowed to stay, provided that they have been living in Turkey in legal ways at least for 6 months. Moreover it was also arranged by this regulation that the number of Syrians could not exceed **10%** of Turkish citizens, working in the same work place. However in case the employer proves that there is no eligible Turkish citizen to work in the field where he wants to employ Syrian citizens and apply to Provincial Labour Office at least 4 weeks before working permit application, the employment rate quota is not implemented.

Also there is no employment rate quota for Syrians who will be employed in charity works in public spirited associations and other associations, having tax immunity.

According to figures of Ministry of Labour and Social Security, 5.502 refugees out of 6.686 foreigners who had applied working permit have been given this permit (<http://www.bloomberght.com/haberler/haber/1892342-calisma-bakanligi-38-bin-yabanciya-calisma-izni-verdi> Access Date: 07.11.2016). The applications of 1.184 people were rejected for various reasons.

The working permits were given mostly for construction, textile and manufacturing sectors by the Ministry of Labour and Social Security.

However the working permits are cancelled which had been given to foreigners who had completed temporary protection period or whose temporary protection status were cancelled (http://www.calismamevzuati.com/gecici_koruma_saglananlara_calisma_izni_verilmesi_haber108.html Access Date: 07.11.2016).

The same payment regime is implemented for Syrians with Turkish Citizens and no wage is paid lower than minimum wage.

Temporary protection holders must pay working permit fee (a fee of 500 Turkish Lira is taken for working permits up to 1 year).

On the other side, by “**6735 numbered International Workforce Law**” was accepted in order to prevent unregistered foreigners, to provide local-foreigner balance to utilize qualified workforce and to determine international workforce policies.

Content of this law is as follows:

- **Establishment of International Workforce Advising Committee:** This committee shall follow international developments and implementations; and inform the ministry about its policy proposals, which are suitable for economic, sectoral and regional priorities of Turkey. It shall gather at least once a year.
- **Working Permits and Exceptional Situations:** According to the law, temporary protected foreigners are among foreigners who can be provided with exceptional working permits (such as Syrians).
- **Establishment of Foreigner Application, Evaluation and Follow-Up System:** A foreigner application, evaluation and follow-up system shall be established in order to receive demands of foreign employment, to evaluate and to follow the impacts of international employment by the Ministry of Labour and Social Security.
- **Working Permits for Foreign Students:** According to the draft, the foreign students who attend higher educational institutions shall be able to work, provided that they apply for working permit.
- **Establishment of Directorate General of International Workforce:** With this draft, it was proposed to establish Directorate General of International Workforce in Ministry of Labour and Social Security in order to be in charge of foreign employment and workforce mobility on national and international levels, to perform working permit and working permit immunity processes, and to provide secretariat services to International Workforce Advising Committee.

2.1.2.5. Vocational Training at Workplaces

Foreigners who had been temporarily protected are allowed to attend a vocational training and on-the-job training at workplaces which are organized by İŞKUR within active work force services provided that they complete 6 months of temporary protection duration (<http://www.calismaizni.gov.tr/media/1035/gkkuygulama.pdf> Access Date: 07.11.2016).

2.1.2.6. Situation of Syrians, Not Living in Camps

Despite everything, we cannot say that refugees, living in camps do not have any problem. Although the state meets basic needs of refugees and good conditions in camps, most of the Syrians prefer to live outside camps.

Syrian refugees are not happy since they have the same routine in a particular area. Many of them want to work to gain money. Therefore they choose to live outside the camps, even though it has bigger risks.

Moreover the number of Syrians who live outside camps since they have good monetary condition or have relatives in the region is very high.

2.764.500 Syrians live in Turkey and 255.686 of them live in camps (<https://www.afad.gov.tr/tr/2374/Barinma-Merkezlerinde-Son-Durum> Access Date: 07.11.2016).

So, basically number of people, living of the outside camps is over 2,5 million. It is observed that this figure is increasing each day.

AFAD has some efforts for people, living outside camps also. In this respect, with Electronic Aid Distribution System (EYDAS), developed by AFAD, people who need assistance and people who want to assist them are gathered in the same information pool. So aids and needs are matched and they are distributed in a optimum way. With this system, it is intended to prevent from duplications and distribute the aid, starting from the ones who are in worst situation.

In Turkey, also a free health care system for Syrians provided that they are under registration.

Many citizens had taken Syrian refugees to their homes and help them accommodate and find job.

On the other hand, as the population of Syrians increases in particular area, some reactions may be seen among locals. For instance, it is claimed that 130.000 Syrians live in Kilis of which original population is 93.000. At this point, governorships and related organizations show the required sensitivity and work to meet the needs at maximum level.

3. IMPORTANT AGENDA: CITIZENSHIP FOR SYRIAN REFUGEES

After declaration of President Recep Tayyip Erdoğan that Syrians in Turkey will be given citizenship, this issue became one of the most significant agendas in our country. Although details of this process are not well known yet, it is clear some arrangements are necessary. It has been declared that not every Syrian will be given citizenship and the ones who have clear history will be given priority.

This declaration takes place in the agenda about citizenship process (<http://www.hurriyet.com.tr/suriyelilerin-vatandas-olma-detaylari-ortaya-cikti-40137829> Access Date: 14.07.2016):

4. REFUGEE AGREEMENTS BETWEEN TURKEY AND EUROPEAN UNION

4.1. MIGRANT AGREEMENT

Turkey, hosting almost 3 million Syrian refugees, is an important transit country for migrants and asylum seekers, coming from Middle East and Asia.

Recently Syrians, running away from civil war, started to go to European Countries through Turkey. They especially try to go to Greek Islands in Aegean Sea. However it is seen that they usually lose their lives since they use illegal ways and crowded groups board the same boat. Apart from lethal cases, many asylum seekers have been rescued by Turkish Coast Guard and Turkish Navy.

According the figures of United Nations High Commissioner for Refugees, half of 144 thousand migrants who tried to reach Greek Islands illegally since the beginning of 2016 is Syrians (<http://www.hurriyet.com.tr/turkiye-ab-ile-varilan-anlasma-kapsaminda-ilk-gocmen-kafilesini-kabul-etti-40080481> Access Date: 14.07.2016).

After that the problem started to affect European countries, an agreement was signed among Turkey and European Union. In the framework of this agreement, came into force 20th March 2016, the readmission of asylum seekers back to Turkey, who had gone to Greek Islands illegally, was accepted, starting from 4th April 2016.

Since signing of this agreement, the number asylum seekers who had been readmitted to Turkey is 489 (<https://tr.sputniknews.com/turkiye/201609071024752488-yunanistan-midilli-ab-suriyeli-siginmaci-turkiye/> Access Date: 09.11.2016).

In the agreement, various issues were decided including arrangement of refugee traffic among Turkey and EU, Turkey's EU membership process; and acceleration of process for free travel rights for Turkish citizen to EU without visa.

Moreover, the agreement includes the following issues;

- For each asylum seeker who came to Greece from Turkey, acceptance of an asylum seeker from Turkey to EU countries,
- Cooperation for improvement of humanitarian conditions among EU and Turkey especially in Syrian border region,
- Turkey to take new steps in order to prevent from illegal migration and starting of a new relation process with neighboring countries.

With the agreement, the boat ad personnel number of Coast Guard Command was increased and it was decided for battle ships of Navy Command to continue their patrol missions.

Turkey had some demands with this agreement. Turkey's demands from European Union, also taking place in final declaration of the summit, and the latest situation of those demands are as follows:

1. Europe without Visa: If the plan succeeds, Turkish citizens will be able to travel to Schengen Region without visa.

2. Monetary Aid: In this agreement, EU Commission declared approval of 3 billion Euros of fund to Turkey, in order to aid refugees. Yet Turkey had demanded 6 billion Euros of fund for the next 3 years. Leaders of Europe agreed on after the allocation of the first 3 billion Euros for the projects, for the benefit of refugees; than application of another 3 billion Euros would be more suitable.

The first 165 million Euros of the 3 billion Euros fund was sent to Turkey for Syrians in June.

In the scope of agreement with EU declared they had sent 467 million Euros of 3 billion Euros by July, spared by EU for Syrian asylum seekers (<http://www.abhaber.com/jean-claude-junckerden-turkiye-3-milyar-euro-cevabi-sozumuzu-tuttuk-english/> Access Date: 09.11.2016).

3. EU Membership Process: It was demanded to open new sessions in membership process of Turkey to EU. It is seen that the approach and policies of Turkey about Syrians will contribute the membership process of Turkey to EU.

The topics of cooperation between Turkey and EU, and aid to Syrians were discussed in the meeting of Turkey-EU High Level Political Dialogue in September. In this meeting, EU Minister and Head Negotiator Ömer Çelik emphasized that the accession process is the heart of the Turkey-EU relations and, 23rd and 24th sessions should be opened immediately before the end of current period of presidency.

4.2. READMISSION AGREEMENT

So far, EU had signed a readmission agreement which EU thinks to present visa immunity to, and after the coming of this agreement into force, it started visa immunity process (<http://www.mfa.gov.tr/soru-cevap.tr.mfa> Access Date: 14.07.2016).

It was scheduled for readmission agreement among Turkey and EU, signed on 16th December 2013 and approved by TGNA in 2014 to be put into force by 1st June 2016.

The agreement includes the readmission of any third country citizen who illegally migrated to any EU country over Turkey, excluding Denmark and Ireland, to be returned to Turkey.

However after the political pressure of EU on Turkey to amend "Anti-Terrorism Laws"; and that EU did not take a resolution on free movement resulted with application of enforcement of Turkey to EU.

Turkey suspended the readmission agreement which had been announced by EU Commission to put into force totally by 1st of June, on the grounds that "EU did not follow its responsibilities for this agreement" and Turkey declared she uses the right to take administrative precaution. Turkey declared this decision to EU that readmission agreement, planned to be put into force by 1st of June 2016 was suspended on the grounds that "Visa Immunity Dialogue Failed". (<http://www.abhaber.com/turkiye-geri-kabul-anlasmasini-askiya-aldi/> Access Date: 14.07.2016).

The arguments on immunity from visa are still continuing. Turkey has pointed the end of 2016 for the visa immunity.

5. REFUGEES AND OTHER COUNTRIES

Arguments on Syrian refugees go through EU only. Refugee problem is believed to be an issue only between Turkey and EU. However countries of international coalition must take over responsibility about looking after refugees together with Turkey and EU. These countries must fulfill their responsibilities by accepting refugees or providing monetary aid. For example; USA, Canada, Gulf Countries and Australia are among those countries.

6. INTERNATIONAL SUMMITS AND REFUGEE ISSUE

International summits are important events since they are platforms for countries to determine common action plans and targets. Undoubtedly, the issue of refugees is a major one among those common action plans and targets.

Especially some significant decisions have been taken in G20 Summit in Turkey and in Organization of Islamic Cooperation Summit.

6.1. G-20 SUMMIT AND SYRIAN REFUGEES

G20 Summit is a meeting, being held in another country each year, gathers presidents and government heads of 20 largest economy of the world. This summit was held in Turkey in 2015.

In the common final declaration of G20 Leaders' Summit, held in 15-16th November 2015 in Antalya, by underlining there is a stronger collective action, following clause took place: "As the leaders of countries, among largest economies of the world, we have the responsibility to act for the solution of this situation" (G-20 Açılım Grupları Liderlerinden Mülteciler Çağrısı, <http://www.cnnturk.com/turkiye/g-20-acilim-gruplari-liderlerinden-multeciler-cagrisi> Access Date:14.07.2016).

Moreover the most important article of the agenda was the issue of refugees for European Union. In the summit, it as also stated Turkey was the country which was affected most. The decisions of that Turkey shall act with strong solution partners and European Union shall provide support is among the most significant outcomes of the summit.

In the declaration, the proposals which came from G20 are as follows: (<http://www.tobb.org.tr/Sayfalar/Detay.php?rid=20757&lst=MansetListesi> Access Date:14.07.2016):

- The right to work of refugees should be recognized and precautions should be taken in order to let them work.
- In the spirit of international cooperation, initiative should be taken for replacement of refugees in fair rates who had to run to neighboring countries.
- The integration of refugees should be supported by encouraging World Bank, United Nations and other international organizations to act with national organizations which create employment opportunities for refugees.
- By working in cooperation with national organizations in countries which host refugees, skill development programs should be initiated and financed in order to increase the capacity of the refugees.
- Some solid steps should be taken to encourage new and innovative economic activities in order to provide refugees and hosting communities with new assets.
- Finance resources should be increased for social protection programs for refugees and hosting countries.
- By supporting deeper integration of refugees, in order to ease the burden on social services in hosting countries, investments to basic social services such as education and health care should be encouraged. Turkey that overtakes the chair of G20 this year, hosts the largest refugee group in the world, many of who have been living in the country for years."

6.2. ORGANIZATION OF ISLAMIC COOPERATION (OIC) SUMMIT AND SYRIAN REFUGEES

In the 13th Summit of Organization of Islamic Cooperation in Turkey, where 57 countries are members the "final declaration of OIC 2016-2025 Action Plan was accepted".

In the summit declaration which is for a 10-year period, 218 articles were accepted including issues such as education, health care, empowerment of women, development, family wealth, social security, **common Islamic humanitarian action** and human rights (http://www.diyanetvakfi.org.tr/tr-TR/site/icerik/turkiye-diyanet-vakfi-islamibirli_gi-teskilati-insani-yardim-danismanlik-statusu-1754 Access Date:14.07.2016).

The event, happened in Syria was one of the issues which evaluated in the summit and the final declaration. The great deal of disturbance from events was expressed and the importance of protection of independence, self-determination right and territorial integrity of the country was underlined.

On the other hand, it is also an important development that our President Recep Tayyip Erdoğan expressed that each country in the summit has Red Crescent Organization or similar organizations and he proposed the establishment of a common Red Crescent Organization among OIC member countries.

6.3. WORLD HUMANITARIAN SUMMIT AND SYRIAN REFUGEES

Turkey hosted another important summit on 23-24th May 2016. In the summit, held for the first time, issues of refugees, struggle against disasters and development focused humanitarian aid were assessed and tens of thousands of people had attended. Many side activities were organized in order to show Turkey's role and works in the field (<http://whsturkey.org/tr> Access Date: 14.07.2016).

In his opening speech of the summit, 55 presidents attended, our President Recep Tayyip Erdoğan underlined that now everyone should take responsibility about refugees and countries could be successful only if they work together (http://www.bbc.com/turkce/haberler/2016/05/160523_dunya_insani_zirvesi Access Date: 14.07. 2016)

6.4. CRITICS AND EVALUTIONS FROM INTERNATIONAL ORGANIZATIONS

In his article of January 2013, after pointing out the fast increase in the number of refugees in Turkey, Frank Duvel, a researcher from Oxford University Migration, politics and Society Center (COMPAS), says "... but what is really surprising is social and political silence" (İltica ve Göç Araştırmaları Merkezi, İGAM Sivil Toplum Örgütlerinin Türkiye'deki Suriyeli Mülteciler İçin Yaptıkları Çalışmalar İle İlgili Rapor, 2013, p.1).

In addition, some international non-governmental organizations unbelievably criticize Turkey about Syrian refugees in Turkey. Some of those organizations are Amnesty International, SOLIDAR and European Trade Unions Confederation (ETUC).

Same organizations do not say anything about Jungle Migrant Camp in Calais Province of France. On the other hand International Trade Unions Confederation (ITUC) shows great respect to hospitality of Turkey to refugees makes positive comments and presents a positive approach all the time.

On the other hand, these criticizing organizations have not made any statement about Jungle Refugee Camp in Callais in France.

7. EFFORTS OF NGOS IN TURKEY FOR REFUGEES

Many non-governmental organizations in Turkey perform important works and activities about Syrian asylum seekers. With the first migration movement from Syria, many non-governmental organizations, occupational organizations and many local and regional organizations performed important works, which are suitable with generous attitude of Turkey. There are so many efforts about this issue; this is why it is not possible to mention all of them, however it will be fruitful to mention some occupational organizations, including efforts of our confederation, Hak-İş.

HAK-İŞ Confederation: For the refugees in or out of the camps, "**The Social Integration Project for Refugees via Vocational Educational Training**" is being conducted.

In the project, it is aimed to provide language training modules and curriculum and to create training modules and curriculum for Laundry Operator (Level 2) and Scullery Operator (Level 3) which are suitable with standards of Professional Competency Board (MYK).

It is also intended to provide refugees, the basic target group, with Turkish Language training, vocational training, matching with employment and skill to be employed.

It is aimed to take refugees under registered employment whose pilot language and vocational trainings were completed successfully in private or municipality companies which operate in the sector of tourism and food in Gaziantep and Kilis.

Turkish Union of Chambers and Commodity Exchanges (TOBB) performs various projects and workshops for Syrian asylum seekers. It has a program called "**Integration of Syrian Refugees: Good Examples Workshop**".

The briefing of "**Access for Syrians to Workforce Market under Temporary Protection**" was organized by TOBB and Ministry of Labour and Social Security, Directorate General of Labour, with the cooperation of Chamber of Industry of Konya and Chamber of Trade of Konya and Konya Trade Market.

Moreover TOBB is still working on a project. The project aims to arrange language training, vocational training and social programs for integration of Syrians where they are located at highest levels. It is also intended to provide participants with certificates.

Turkish Red Crescent, assists relevant public organizations to provide health care, accommodation, food, education and other services to people under temporary protection. With the support of shareholders and donors, projects such as Red Crescent Card or Child-Friendly Areas are developed in order to improve the conditions of asylum seekers in camps.

Apart from aids of food and clothing for Syrians, living in cities, vocational skill development and Turkish Language courses, and psychosocial support programs for mothers and children are implemented through Social Centers.

In general, Turkish Red Crescent has two basic roles in this intense migration event. The first one is to provide accommodation and food services in camps under coordination of AFAD. It provides camps with accommodation facilities through tents or other kind of shelters, it gained from its own donors or other donation organizations, including United Nations High Commissioner for Refugees (UNHCR).

The second big activity area of Turkish Red Crescent is to deliver assistance items which were picked from border regions to people in Syria who are in need.

8. EFFORTS OF SOME INTERNATIONAL ORGANIZATIONS, INSTITUTIONS AND NGOs FOR REFUGEES

It will be useful to mention efforts of some international organizations, institutions and NGOs for refugees after mentioning the one of local NGOs and occupational organizations.

Especially **International Labour Organization (ILO)** has many local activities about refugees in the field. ILO, with the activities for Syrian refugees and local people, provides various vocational courses on Turkish Language, welding, patient acceptance process, CNC programming (http://www.ilo.org/ankara/news/WCMS_473289/lang--tr/index.htm Access Date: 14.07.2016). ILO performs these activities with public organizations, non-governmental organizations, workers' unions and employer organizations.

Moreover ILO started to implement a project which aims to empower the basic role of ILO, starting from 1st June 2015. In this respect, it is intended to empower local capacity, to evaluate the impact of the crisis, to implement a project that increases the number of fair jobs for refugees and locals, to enable tripartite negotiations for better employment and living conditions, and to protect disadvantageous groups such as women and children (http://www.ilo.org/ankara/projects/WCMS_380370/lang--tr/index.htm Access Date: 14.07.2016).

In the scope of World Humanitarian Summit, one of the side activities on 23-24 May 2016, a program called "Importance of Fair Job in Crisis of Syrian Refugees: ILO Experience" was organized by ILO. In this activity, the current situation of Syrian refugees and Turkey's policies were analyzed.

Apart from activities of International Labour Organization ILO, there are many works of **United Nations High Commissioner for Refugees (UNHCR)** about refugees. UNHCR struggles for asylum application right for each individual and shelter right as refugee in a different country.

In the meanwhile, there also some steps about options of going back to home voluntarily, local integration and placement to a third country are taken (<http://www.unhcr.org/turkey/home.php?page=8> Access Date:14.07.2016).

UNHCR provides refugee families in camp with kitchen equipment (refrigerators, ovens and closets). They improve the capacity of refugees in or out side camps to access to education and health care systems. They also support registration system of the state with equipment and technical assistance. (<http://avrupa.info.tr/tr/ab-ve-goecmen-krizi.html> Access Date: 14.07.2016). UNCHR keeps logs about Syrians in Turkey with its up-to-date statistics.

ASSESSMENTS AND PROPOSALS

Turkey has been affected by large population movement from Syria on political, societal, social and economic extents. Since the end of the civil war in Syria does not seem to come soon, it is clear Syrians will keep staying in Turkey. On the other hand our country continues to develop policies.

The Syrian population which is almost 3.000.000 people as of 2016 is believed to increase in 2017 because of reasons such as new migration waves and births. According to the figures declared by AFAD, the number of new born children in Turkey since 2011 is 170.000 (<https://www.afad.gov.tr/tr/2373/Giris> Access Date: 10.11.2016).

Like the efforts in the past, it will be necessary to maintain some activities in the future. We can summarize those efforts under two topics:

First of all, for increasing population, some preparations about accommodation, food, health care and education should be made. In this scope, new camps should be constructed and precautions about refugees, not living in camps, should be taken. On the other side, improvement of living conditions of Syrians, living on the other side of the border should be taken care of.

Then, when we foresee they will stay for a longer period, the state should focus on working conditions, language problem, citizenship process and social integration issues, and handle them in a way not to cause negative public reaction.

In this respect,

- By leaving the mentalities of "either you or me" or "either you or us", the refugees should be accommodated in the fastest way. Moreover we must not forget that refugees have best settlement right and freedom in middle or long terms.
- We should not forget EU is an attraction point for refugees. Therefore Europe should not become a disappointment address/center for the ones who want to go there.
- All countries involved in Syrian case should take responsibilities for refugees.
- We should develop a model for migrant and refugee groups. This kind of modelling is undoubtedly very important in order to organize migrant groups well.
- Including AFAD and Turkish Red Crescent, working in the field of humanitarian aid, non-governmental organizations should prepare long-term plans in order to end the crisis in Syrian and solve the problems of Syrian refugees. Because good application activities will contribute creation of better future models for accommodation and nutrition.

- More inclusive politics should be developed for special policy groups; women, children and youth. That they had to leave their country because of civil war. Social, psychological and economic situations of those people who are deemed under special policy groups should be taken great care of.
- The population of Syrians in Turkey increases each day because of ongoing population movements and births. Therefore harmonization among local people and asylum seekers is an alarming issue. So inclusive policies should be developed in order to social and economic integration. The integration process should be accelerated.
- The cooperation among groups which work on Syrian refugees should be improved.
- Training for children is very important and any kind of precaution must be taken.
- When we evaluate the figures in the reports which were prepared by organizations, working on Syrian asylum seekers, we see that some statistics do not match. It is important to share those statistics in order to prevent from this differentiation.
- There should also be some plans about the returning of the people to their home countries, since they had to leave this country because of civil war. In case the war ends and our Syrian visitors go back there, well-educated young population will play a significant role in order to manage the country well. This is why this young population should be provided with a quality education and be beneficial for their country.
- We consider the social dialogue, cooperation and solidarity among Turkey and EU very valuable. We expect a more solid interaction between Turkey and EU leaders. We hope the cooperation and team spirit, emerged for Syrian refugees turn into a good example for the situation in Iraq, Lebanon and any other country.

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