Supporting Migration Policy Development in Turkey (MIND)

Conference on the Global Developments in the Field of Migration and their Effects on Turkey

13-14 September 2017 – Ankara, Turkey

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The Project “Supporting Migration Policy Development in Turkey” (MIND) is co-financed by the EU and Turkey and has the main objective of contributing to the establishment of a comprehensive and sustainable migration policy framework in Turkey taking into account good practices applied in EU MS and other countries.

The Project foresees a set of measures with the purpose of supporting the DGMM to develop a migration policy framework for Turkey, which satisfies both strategic and operational needs and help determine main principles and a long-term perspective in line with EU standards.

The project will support Turkey in the areas addressed by the Law on Foreigners and International Protection by raising awareness of its content among all parties concerned and creating a stronger migration management strategy and system, and address the need for a systemic approach to develop migration policies in the field of migration management and of a demanding migration situation due to global challenges related to migration flows created by the situation in Syria.

The unprecedented developments in migratory movements throughout the world led to a wide array of responses by individual countries as well by international and intergovernmental bodies. While the immediate responses taken by the countries had to focus on operational aspects of migration management, the initiatives developed at intergovernmental level have aimed to support countries for developing sustainable and long term approaches for effective migration management and determined objectives to be achieved by the governments.

Turkey and its neighbours in the region were among the most heavily impacted by these unprecedented developments, resulting in substantial challenges to migration management, as a result of which series of measures have been taken through the development of new policies, legal framework and operational capacities. Turkey continues to take intensive action and revise its policies based on the arising needs. Within this scope, it is important to maintain an up-to-date overview of the evolving migration policies in recent years, as a response to both the arising operational needs and requirements to be met deriving from international obligations of Turkey.

Furthermore, while developing migration policies in Turkey, it is also of utmost importance to observe the development and implementation of the migration policies at the EU and EU Member States-level, to analyse those policies and interlink the developments, with an aim to have a complementary approach, to the extent possible. In this regard, maintaining updated information on migration policy developments in the EU will always remain as an instrumental element while developing migration policies in Turkey.

Therefore, in order to develop effective migration policies in line with the changing realities and trends, as well as to remain well-equipped to respond the requirements deriving from international obligations of Turkey, it is crucial to have an accurate understanding of the global and regional developments and their potential effects and impacts.
2. Objective and Agenda of the Conference

The conference was organised to present information and exchange views on the impact and possible future effects of global developments in the field of migration. The objective of the conference was to support the participants in their responsibilities to develop, implement and monitor the implementation of migration policies by providing them with a broad picture of the interrelationship between major global developments in the field of migration. The conference provided an opportunity for the participants to exchange information on the recent global developments in the field of migration and to discuss the possible impacts of these developments on Turkey with experts and representatives of other stakeholder institutions.

In the first part of the conference, presentations on the following topics were delivered by the representatives of the respective national institutions or international organisations and/or the leading experts in the migration field:

1. The Global Compact for Migration
2. The Global Compact on Refugees
3. The Sustainable Development Goals and Migrants/Migration
4. The Developments in the EU’s Migration Policy
5. The Developments in the Migration Situation in Turkey and Turkey’s Migration Policy

The second part of the conference consisted of working group discussions led by academic experts under each heading and a concluding panel discussion where conclusions of all working groups were presented and discussed. Discussions in the working groups and the panel discussion focused on the potential impacts of the Global Compacts, Sustainable Development Goals and developments in the EU’s migration policy on the Turkish migration context, thereby providing the opportunity to develop considerations for supporting the migration policy development process in Turkey.
# 2.1. Conference Agenda

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<td>09.30 – 10.00</td>
<td>Registration and welcome coffee</td>
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<td>10.00 – 10.45</td>
<td><strong>Opening Remarks</strong>&lt;br&gt;<strong>Martijn Pluim</strong>&lt;br&gt;Director, Migration Dialogues and Cooperation, International Centre for Migration Policy Development (ICMPD)&lt;br&gt;<strong>Gabriel Munuera Vinals</strong>&lt;br&gt;Deputy Head of Delegation, Delegation of the European Union to Turkey (EUD)&lt;br&gt;<strong>Gökçe Ok</strong>&lt;br&gt;Deputy Director General, Directorate General of Migration Management</td>
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<td>10.45 – 11.00</td>
<td><strong>Introducing the MIND Project</strong>&lt;br&gt;<strong>Hakkı Onur Arıner</strong>&lt;br&gt;National Project Manager, International Centre for Migration Policy Development (ICMPD)</td>
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<td>11.00 – 11.15</td>
<td>Coffee Break</td>
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<td>11.15 – 12.15</td>
<td><strong>PANEL 1: Developments in Migration Management in EU and Turkey</strong>&lt;br&gt;<strong>Moderator:</strong>&lt;br&gt;<strong>Tamer Kılıç</strong>&lt;br&gt;Regional Coordinator – Western Balkans and Turkey&lt;br&gt;International Centre for Migration Policy Development (ICMPD)&lt;br&gt;<strong>PRESENTATION:</strong> “Development in the EU’s Migration Policy”&lt;br&gt;<strong>Dr. Kasia Lach</strong>&lt;br&gt;Head of Migration Policy Team, Delegation of the European Union to Turkey (EUD)&lt;br&gt;<strong>PRESENTATION:</strong> “Development in the Migration Situation in Turkey and Turkey's Migration Policy”&lt;br&gt;<strong>Professor Ahmet İçduygu</strong>&lt;br&gt;Director of Migration Research Centre at Koç University</td>
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<td>12.15 – 12.30</td>
<td>Question and Answer Session</td>
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<td>Lunch</td>
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<td>14.00 – 16.00</td>
<td><strong>PANEL 2: New standards for Migration Management – SDGs and the Global Compacts</strong>&lt;br&gt;<strong>Moderator:</strong>&lt;br&gt;<strong>Hakkı Onur Arıner</strong>&lt;br&gt;National Project Manager, International Centre for Migration Policy Development (ICMPD)&lt;br&gt;<strong>PRESENTATION:</strong> “The Sustainable Development Goals and Migrants/Migration”&lt;br&gt;<strong>Claudio Tomasi</strong>&lt;br&gt;Turkey Country Director, United Nations Development Programme (UNDP)&lt;br&gt;<strong>And</strong>&lt;br&gt;<strong>Riad Meddeb</strong>&lt;br&gt;Senior Economist and Policy Advisor, Bureau of Policy and Programme Support, United Nations Development Programme (UNDP)&lt;br&gt;<strong>PRESENTATION:</strong> “The State of Play Regarding the Global Compact for Migration”&lt;br&gt;<strong>Berlan Pars Alan</strong>&lt;br&gt;Senior Migration Management Policy Advisor, Department of Migration Management, International Organization for Migration (IOM)&lt;br&gt;<strong>PRESENTATION:</strong> “The Global Compact on Refugees”&lt;br&gt;<strong>Paolo Artini</strong>&lt;br&gt;Deputy Representative in Turkey, United Nations High Commissioner for Refugees (UNHCR)</td>
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<td>16.00 – 16.15</td>
<td>Question and Answer Session</td>
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<td>Coffee Break</td>
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<td>16.30 – 17.00</td>
<td>Wrap up of 1st day and information regarding group work for 2nd day ICMPD MIND project team</td>
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<td>10.00 – 10.30</td>
<td>Expectations from the Thematic Group Work</td>
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| 10.30 – 12.30 | Breakout into Groups  
1st Working Group (ROOM 1): The Global Compact for Migration  
**Moderator:** Assoc. Prof. Dr. Deniz Şenol Sert, Dept. of International Relations – Özyeğin University |
|              | 2nd Working Group (ROOM 2): The Global Compact on Refugees  
**Moderator:** Assist. Prof. Dr. Meltem İneli Ciğer, Faculty of Law - Süleyman Demirel University |
|              | 3rd Working Group (ROOM 3): The Sustainable Development Goals and Migrants/Migration  
**Moderator:** Assoc. Prof. Ulaş Sunata, Dept. of Sociology – Bahçeşehir University |
|              | 4th Working Group (ROOM 4): Developments in the EU’s Migration Policy  
**Moderator:** Assist. Prof. Dr. Ayselin Yıldız, Dept. of International Relations – Yaşar University |
| 12.30 – 14.00 | Lunch                                                                                          |
| 14.00 – 15.30 | Continuing and concluding the Thematic Group Work                                                |
| 15.30 – 15.45 | Coffee Break                                                                                  |
| 15.45 – 17.00 | **CONCLUDING PANEL:** Presentation of Group Conclusions  
Group Moderators: ICMPD and DGMM |
| 17.00 – 17.15 | Question and Answer Session                                                                    |
| 17.15 – 17.30 | Closing Remarks  
**Tamer Kılıç**  
Regional Coordinator – Western Balkans and Turkey  
International Centre for Migration Policy Development (ICMPD) |
Both today’s challenges and opportunities are global.

When it comes to migration, these challenges can only be tackled on the basis of joined responsibility while opportunities can only be harnessed when countries of origin and destination cooperate in order to integrate migrants and maximize the benefits of migration across a variety of different policy areas.

Martijn PLUIM
Director of Migration Dialogues and Cooperation,
International Centre for Migration Policy Development (ICMPD)

We are living in times when migration has emerged as a priority issue for the international community. Politicians seem to not be able to talk about anything else these days. And while today’s migration challenges are not novel, they are becoming increasingly more complex and geographically dispersed. The number of displaced due to war or conflict has grown exponentially, with 65 million displaced worldwide of whom roughly one third are refugees who have crossed international borders.

One of the far reaching consequences of mass displacement is the need for solidarity among countries in order to provide adequate protection and assistance to vulnerable populations. Turning a blind eye to conflicts in far-away places is
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no option, since the effects of displacement go far beyond the immediate region of the conflict. And while displaced individuals predominantly shelter in the immediate vicinity, the search for safety and the future can push people to embark on long and treacherous journeys. Modern communication technology and means of transportation shorten geographical distances and bring echoes of a conflict to any country’s doorstep.

Yet refugees still represent just a small part of global mobility. International migration as a whole is also growing, with over 250 million migrants around the world who have made a lasting contribution to economies of both destination and origin countries, but also pose challenges in some cases for the host populations. Despite being an integral part of the global economy, migrants particularly those who are irregular remain vulnerable to exploitation, prejudice, xenophobia and discrimination. At the same time our ever more connected world yearns for the increasing exchange of talents, skills and know-how across international borders. Both today’s challenges and opportunities are global.

When it comes to migration, these challenges can only be tackled on the basis of joined responsibility while opportunities can only be harnessed when countries of origin and destination cooperate in order to integrate migrants and maximize the benefits of migration across a variety of different policy areas. The opportunities and the positive impact of migration to development have been acknowledged in the so-called Sustainable Development Goals which mainstream migration into their goals and targets. In the past, and also in the present, states have tended to address their migration challenges by unilateral policies, often attempting to shift the responsibility to other countries or regions. It has become apparent that these measures are inadequate and that the idea of establishing a real partnership on migration between all members of the international community has become an urgent priority.

The New York Declaration for Refugees and Migrants represents an important milestone for developing a new and global framework for the protection of refugees and managing migration in a better and safer way. The Declaration reflects change in thinking whereby the protection of refugees and displaced persons are no longer understood as an affair of countries that are in proximity to conflicts or that are situated along migratory roots, but a challenge that requires a concerted response from the global community, irrespective of where the crisis situation emerged. At the same time, the Declaration importantly stresses the need to take the varying capacities and resources of individual states into account. Just as no country can afford to ignore a crisis, so too must no single country be overburdened by the effects of such a crisis.

As the Declaration rightly emphasizes, “safe, orderly and regular migration” is an asset not only for individual migrants and their families but for the states, economies and societies that can gain significant benefits from these movements if properly managed. Yet the Declaration can only be a first step in achieving these goals, a first step which needs to be followed by many others in order to bring protection to those who need it and relief to the countries currently bearing the brunt of the global refugee crisis.

It is a great achievement that 193 Member States of the United Nations have endorsed far-reaching commitments towards refugees and migrants, and that they acknowledge their shared responsibility to manage large movements of refugees and migrants in a humane, sensitive, and compassionate manner. But perhaps the biggest achievement lies in the fact that these States have committed themselves to take very concrete steps towards the practical implementation of this Declaration.

Building a better global system of migration management and protection will be a long and complex political process. A multitude of actors, frameworks and processes will have to discuss, agree, test, learn and hopefully succeed in finding new and better solutions than the ones we have today. The achievement of a Global Compact on Refugees and a Global Compact for Safe, Orderly and Regular Migration by 2018 would be living proof for the UN Members’ ability to turn words into action and to overcome the “implementation gap”. At the same time we have to realize that rarely has there been a more challenging time for having these discussions. We know that the discussions and the distances between countries and politicians at the moment might pose a challenge to gaining this success.
This kick-off conference of the ‘Supporting Migration Policy Development in Turkey (MIND)’ project will provide an opportunity for the participants to exchange views on these recent global developments in the field of migration and to discuss the possible impacts of these developments on Turkey with experts and representatives of other stakeholders and institutions. Turkey itself has taken a very active role in making the global compact discussions a success, and the MIND project we hope will also support Turkey in the development of coherent and longer term migration policies that include all other relevant policy domains and that are in line with international legislation and compacts. If such policies are in place safe, orderly and regular migration can yield positive effects both in countries of origin and destination. I would like to thank here the European Commission for the trust in us to implement this project and the support of the Turkish authorities to work with us in this regard. We are excited as the ICMPD to cooperate with all of you towards achieving this aim.

Thank you very much.
It is a great pleasure to be here today on the occasion of the opening of this very important project. Migration is a long standing phenomenon in Europe. Europe is a pole of attraction for both legal and illegal migrants as well as asylum seekers, with implications for all EU Member States.

The EU pursues two basic objectives when developing its policies in the fields of home affairs, asylum and migration.

The first objective is to maintain itself as an area of Freedom, Security and Justice in the interest of protecting the rights and freedoms of its own citizens.

The second objective is linked to its humanist vocation: the EU plays a role, internationally, in the safeguard and promotion of human rights’ principles, which are its own founding principles and values.

The EU aims to develop a balanced, comprehensive and common migration policy while ensuring that international obligations and fundamental rights of those seeking protection are preserved.

As a candidate to the European Union, Turkey is expected to align itself with a set of rules that fall into complex, sensitive and highly regulated areas. It is not easier to import such a policy into Turkey than it is to implement it in EU member States.
As stated in the presidency conclusions following the Justice and Home Affairs Council of September 2015, “As a major first reception and transit country for migrants and given its geographic position, Turkey is a main partner of the EU in the management of migratory flows. The EU will continue to engage with Turkey to jointly meet these challenges. In this context, the EU stands ready to increase cooperation with Turkey, including in the area of border management and in the fight against smuggling and trafficking in human beings.”

Cooperation between the EU and Turkey is not just the result of the migration crises we have been facing in recent times. Turkey is located in the immediate neighbourhood of areas generating large numbers of migrants and asylum seekers. In this respect it is an important transit country on the main migratory routes towards Europe.

On the other hand, the economic development of the country transformed the flows: from a source country until recently, Turkey is increasingly becoming a destination for migrants, from the Caucasus, Middle East and South Asia.

Since the outbreak of the Syrian crisis Turkey has faced a huge refugee influx, which has created immense migratory pressures on the country.

The massive migration of refugees transiting from Turkey to the European Union over 2015 - 2016 added a new dimension to this long standing cooperation.

The EU is convinced that Turkey is an important part of the solution to the refugee crises that the world is facing today (due to the protracted nature of the Syrian crises and instability in Afghanistan). It is in this vain that EU leaders agreed on the political direction and priorities for future cooperation following the multilateral high-level policy dialogue with Turkey on migration on 15 October 2015.

The joint Action Plan agreed with Turkey is a crucial part of EU’s response to the migration crises. It builds on the existing cooperation between Turkey and the EU. Its successful implementation will contribute to accelerating the fulfilment of the visa liberalisation roadmap and the full implementation of the readmission agreement.

In order to break the business model of the smugglers and to offer migrants an alternative to putting their lives at risk, the EU and Turkey decided on the occasion of the EU-Turkey Summit on 18 March 2016 to jointly fight irregular migration from Turkey to the EU, which was reflected in a Joint Statement.

To achieve this goal, one of the action points agreed was that persons irregularly crossing from Turkey into Greek islands as from 20 March 2016, not applying for asylum or whose application is considered unfounded or inadmissible, would be returned to Turkey. This agreement has been implemented successfully, with a dramatic 97% reduction in irregular arrivals and a drastic decrease in the number of lives lost at sea.

Progress in other areas of the Statement is also ongoing, with the continuing efforts by the EU and Turkey to accelerate the delivery of the financial support under the Facility for Refugees in Turkey. Currently, more than 800,000 Syrian refugees in Turkey are supported with direct cash transfers via the Emergency Social Safety Net, with a budget of 348 M EUR, a number which is expected to increase to 1.3 million in the near future. Two very large grants of EUR 300 million each to the ministries of health (Sihhat project launched in August) and education are other major cornerstones of the Facility for Refugees.

Almost all of the funding for 2016-2017 under the Facility (the famous €3 billion) has now been allocated (€2.9 billion), of which €1.6 billion have been already contracted and €826 million disbursed.

Efforts are ongoing to finalise the Standard Operating Procedures for the Voluntary Humanitarian Admission Scheme, another element of the Joint Statement, and we continue to encourage Turkey to complete the seven outstanding benchmarks of the Visa Liberalisation Roadmap.

We say it often but it is never enough, Turkey is doing a fantastic job in welcoming the millions of refugees and in catering to their needs, in this regard Turkey is the prided person of the humanitarian community internationally.
OPENING REMARKS

We are extremely proud of and honoured to be able to contribute to these efforts and to work very closely with Turkey in this regard.

The European Union is determined to continue working very closely with Turkey on all these fronts.

Turkey is in the process of reforming its migration management system.

The EU welcomed the adoption of the Law on Foreigners and International Protection in April 2013, which is the centrepiece of this reform process (and aims to put an end to uneven practices in the area).

We have established a good working relationship with DGMM, the General Directorate of Migration Management. We support, through our pre-accession financial assistance, the capacity building process of the institution, not only in the area of foreigners and migration but also with respect to international protection, asylum and trafficking in human beings.

The importance given to the area of migration management, including border management, is reflected in the some 275 MEUR Instrument for Pre-Accession funds invested thus far, the biggest share in the overall financial package for Turkey.

The project we are inaugurating here today is one of the many initiatives taken together with DGMM to support its capacity of developing an evidence-based migration policy with proper monitoring and evaluation tools.

I am convinced that the cooperation between DGMM and ICMPD in such a delicate area as policy development is instrumental for a sound, sustainable migration management system.

I wish you fruitful deliberations throughout these two days, and would like to once again congratulate DGMM and ICMPD for this initiative. I am certain that this conference and the working groups will provide a good forum for key stakeholders to discuss and articulate their role in the migration policy development process of Turkey.
As the general directorate, we would like to welcome all of you to the kick-off meeting of the Project “Supporting Migration Policy Development in Turkey”, which will be implemented with the support of the European Union and in cooperation with the International Centre for Migration Policy Development.

The reasons for migration which is as old as the history of mankind, have diversified over time and the reasons for such mobility started to include, besides the pursuit of a better life, economic needs, as well as escape from chaos and increase in activities of terrorist organizations due to an environment of political instability.

Unpredictable developments concerning migration mobility at the global level and mass influx of migrants, currently lead countries and the international community to develop new approaches in migration management.

It is currently known that the number of international migrants in the world are three times the population of Turkey and constitute 3 per cent of the global population. While the number of forcibly displaced people in 1996 was 37 million, this number unfortunately increased up to 65 million last year. It is important to note that out of this number, around 23 million are refugees.
It is sad to observe that more people will inevitably become refugees in the future considering the persecution experienced in Myanmar and other similar violent trends in the world. We are now unfortunately bearing witness to the arrival of a suffering that has been continuing for years to our door.

Around 400 Rohingya Muslims have lost their lives since August 25 due to violence experienced in Myanmar whereas according to UN sources the number of Muslim brothers and sisters who have taken shelter in Bangladesh during a brief window of time has reached 313 thousand.

Our State will make every endeavour together with the generous people of our country to help our Muslim brothers and sisters in Rohingya just like we did for all our brothers and sisters who took shelter in Turkey, without any discrimination based on religious belief, ethnicity, fraction or geography. As can be understood from the valuable efforts of our President Recep Tayyip Erdoğan, while Rakhine may not be our border neighbor it is a neighbor to our hearts. However far they may be geographically our culture is based on a history and tradition that makes close that which is far.

As emphasized by the esteemed speakers before me, the best migration management in such circumstances could only be possible when efforts at the international level are directed towards achieving a common goal on the basis of migrants’ rights.

There is a fact which is often mentioned about Turkey’s geographical location. Turkey is a rare and unique example in terms of migration movements due to its specific geographical location at the crossroads of Europe, Asia and Africa. You may appreciate this fact just by looking at the map. Turkey is a bridge between the East and the West, the North and the South.

Our country has become one of the countries in the world that expends the most energy concerning migration, as in addition, there is also another fact which has started to be raised recently: Turkey has ceased to be a source country for regular and irregular migration, which was the case in the past, and became a destination country for a great number of migrants today.

In addition to regular migrants whose numbers have almost reached half a million, Turkey currently hosts over three million Syrians and a great number of asylum seekers. Turkey has also shown an intense effort to counter irregular migration and the criminal and terror risks associated with irregular migration in cooperation with law enforcement.

As the Directorate General of Migration Management, we both enhance our operational capacity and develop long-termed, sustainable and new strategies and policies to better manage mixed migration flows directed towards Turkey.

As you all know, we had the chance to hold high level consultations about migration management at the Migration Policies Board which convened last February under the chairmanship of our Interior Minister, His Excellency Süleyman Soylu.

In this context, we, as the agency responsible for migration management in Turkey, continue to run and always support projects which we believe will support our institutional structure in cooperation with our stakeholders.

The project we kick off today aims to support our General Directorate in developing a migration policy framework that will meet both the strategic and operational needs of Turkey and lead to the creation of a long-term perspective.

Furthermore, this project will complement both the outcomes and objectives of our ongoing activities and contribute to further improving the general migration management capacity of our General Directorate.

I would like to thank the International Centre for Migration Policy Development for supporting the realization of this kick-off meeting and the conference which will last for two days as well as the esteemed colleagues, academics and experts who have joined us to share their invaluable views. I would like to extend my regards to you and I wish you all a productive meeting.
I am here to briefly explain our project titled “Supporting Migration Policy Development in Turkey” (MIND) for which we are holding the kick-off event today, along with our expectations from this conference. Actually, as the manager of the project, I am glad that the interest for the conference is high. We have the opportunity to hear, from distinguished speakers present at the conference today, very current and important information as regards the migration management processes developing in the world. I begin my presentation by wishing that with this and similar activities, our project will be one of the bridges bringing world practices of migration management to Turkey and Turkey’s practices to the world.

After briefly introducing the ICMPD (International Centre for Migration Policy Development), I will talk about the main objective of the project and its components.
INTRODUCING THE MIND PROJECT

without going into too much detail. At the end of the presentation I would like to share our expectations from the conference.

ICMPD is an intergovernmental organisation founded in 1993 by Austria and Sweden. Today it is comprised of 15 member states, and employs over 200 personnel. At the same time, ICMPD holds UN observer status.

The aim of the institution is to promote the development of innovative, comprehensive and sustainable migration policies reformist, inclusive and sustainable migration policies. Its working ethics is based on respect for human rights and the very important principle of “partnership”.

Following this understanding, ICMPD operates in Europe, Eurasia, Central Asia, Middle East, Africa and Latin America. There are three pillars of ICMPD’s activities. The first one is research and in a way ICMPD resembles a think-tank with its wide expert network. The second one is capacity-development through which, as can be seen in the project at hand, ICMPD focuses on the abilities of relevant institutions as regards migration policy development. The final one is to manage deliberative processes, called Migration Dialogues, which gather countries from the region together around a table to share their experiences and good practices. Turkey has been the co-chair of the Budapest Process since 2006, which is one of the oldest and most rooted dialogues. In fact, Turkey became party to the ICMPD founding agreement with the Law 6993 and is waiting for the approval of the Council of Ministers to become the 16th member of ICMPD.

The project is an IPA project and its budget is approximately one and half million Euros. The main beneficiary of the project, planned to continue for two years, is the Directorate General of Migration Management (DGMM). The project is jointly financed by the EU and Turkey.

The main aim of the project is to contribute to the development of a comprehensive and sustainable migration policy framework in Turkey by taking into consideration good practices of EU member states and other countries.

As will be seen in this conference, a consensus has been established in the international arena on the possibility to manage the migration phenomenon in a way where both human rights are respected and the security of the countries is considered. For instance, as our panelists will highlight, the New York Declaration, which gave birth to the Global Compact for Migration and Global Compact on Refugees, emphasizes that good management of migration can serve the economic and security interests of all countries while at the same time respecting human rights. Actually we know very well that migration can be managed with effective cooperation between countries. We see from the recent news that irregular migration from Libya to Italy has decreased by 87%, while irregular migration from Turkey to the EU has decreased over 90%. However, ensuring that these successes are not achieved at the cost of human rights depends on the development of evidence-based migration policies in cooperation with all relevant actors.

The Law on Foreigners and International Protection (LFIP), which was adopted in 2013, is the exact reflection of this vision, namely the will to manage migration with the balance of human rights and security. It should be noted that before the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, (İstanbul Convention) came into effect, the LFIP contained the conditions/provisions of this Convention. For instance, one of the provisions in the İstanbul Convention, which requires the issuance of residence permits to victims of domestic violence regardless of the duration of their marriage or relationship, already existed in the LFIP.

In a more general sense the LFIP transferred migration management to a civilian institution and thus opened the path to base decision-making processes on evidence.

Prior to the adoption of the LFIP, Turkey’s policies were inevitably short-termed, limited and reactive, while with LFIP it became possible to develop proactive strategies in accordance with international human rights.

The LFIP establishes very important boards in order to ensure inclusiveness and inter-institutional coordination towards this end. For instance, the Migration Advisory Board brings together representatives of related ministries, international organizations, academics and NGOs to execute the tasks reflected in the slide. I’d like to draw your attention to the third task: “investigate reflections of regional and international developments on Turkey”, that is to say, the task this conference will serve. The Migration Policy Board, in turn, has been established to assess the advisory recommendations of the Migration Advisory Board and determine migration policy and strategies.
Our project aims to increase the capacity of the Directorate General of Migration Management (DGMM), which acts as the secretariat of the boards to ensure the effective operation of the boards. In order to do this in the best way possible we look for answers to these five questions:

- How are migration policies developed in Europe?
- How to build institutional cooperation and conduct needs and impact analyses to develop evidence-based migration policies?
- How to monitor and evaluate migration policies?
- How to inform the public properly about migration policies?
- How to benefit from international negotiation processes and how to strengthen international cooperation in order to apply and explain migration policies?

The answer to each question will be sought under respective components of the project.

**Practices in EU (Component A)**

- Experts meeting – selection of country and thematic areas
  - United Kingdom; Germany; Sweden; Italy; Russia
- Drafting and compiling etc., and presentation of the reports in the 2nd expert meeting
- 3 Study Visits
- Workshop with Stakeholders

- How are migration policies developed in Europe?

First of all, migration policy development processes in European countries will be examined. The countries to be studied and the specific migration issues exemplifying the processes of forming migration policies in these countries were chosen in the “experts meeting” held with the representatives of the institutions in the Migration Policy Board. Migration policy development processes will be examined in general in each country. In addition, integration in Germany, Sweden and Italy; regular migration, labor and accreditation in Germany and the UK; readmission and return processes in the UK and Russia will be examined. While making these decisions, the opinions of the partner institutions, well-known “good practices” and the presence of strategy documents were taken into consideration.

The reports which will be written by the experts from 5 countries will be edited by an expert and will be presented to the partners. Study visits will be conducted to three countries chosen based on the need to obtain further information. Finally the completed report including all data obtained will be presented to the partners in a workshop.

**Evidence based Strategy Development (Component B)**

- Analysis of existing migration strategy papers
- Workshop with stakeholders
- Training to DGMM on Needs analysis and Impact analysis and on Statistics study visit
- Development of migration policy model through compiling all data
- Circular on Migration Policy Development by DGMM

- Which institution initiates?
- Consultation phase with public institutions and stakeholders
- Confirmation
- Implementation
- Which department is monitoring and evaluating?

**How to build institutional cooperation and conduct needs and impact analyses to develop evidence-based migration policies?**

In light of the information gathered from previous work, we will return our attention to Turkey’s existing migration strategy documents or those that need to be developed. Within this context, we will provide Needs Analyses, Impact Analyses and Statistical Training to DGMM staff. A migration policy development model will then be developed using the information obtained by these analyses and discussing these with partner institutions. A Migration Policy Development Circular will be drafted by the DGMM based on this model. The following processes will be described in this Circular:

- Which unit should launch the process?
- Approval
- Application
- Which unit should monitor and evaluate?
- Consultation processes with institutions and other stakeholders

**Capacity Development on Monitoring and Evaluation (Component C)**

- Preparation of Training Materials – 3 case studies
- Training to 90 DGMM staff – development of monitoring and evaluation criteria
- Development of guidelines from the monitoring and evaluation criteria and discussion with the members of Advisory Board

Support to the preparation of Migration Advisory Board
The next phase shall try to answer the following question of how to monitor and evaluate migration policies. This is the stage during or following the policy implementation period. Training materials will be prepared by our experts based on three case studies. As a result of these trainings DGMM staff will create their own monitoring and evaluation benchmarks, which in turn will be turned into a guideline to be presented to the representatives of the Migration Advisory Board. As a result of these activities we expect to provide concrete support to the Migration Advisory Board.

Finally, the project will address the international dimension of migration policy development and implementation. The question which is hoped to be answered here is the following:

- How to benefit from international negotiation processes and how to strengthen international cooperation in order to apply and explain migration policies?

DGMM staff will be informed about ICMPD’s regional dialogue processes, while study visits and trainings will be undertaken in order to understand how best to use these platforms in order to explain Turkey’s migration policies effectively and attain international standards.

As for our expectation from this conference, practical ideas regarding collaboration will be brought out under the following headings as several different ministries and public institutions get together:

- The importance of awareness of all the interested institutions about migration processes and standards in the region and the world.
- The contribution of Turkey to the consensus developed on migration management in the world and region and the impacts of these processes on Turkey.
- What practical steps Turkey can take for forming and applying these processes, which Turkey has been actively taking part in.
- How to improve collaboration among institutions to determine these practical steps.
- How Turkey can lead the migration management of the region and share good practices with its management experience in migration flows and its geographical position.

I cannot think of a better crowd than you, our valuable participants, to find answers to these questions, and through ownership of these answers to put them into practice with the help of this and similar projects.

I wish for a productive conference, and convey my respect to all participants.
In the first panel on Developments in the EU’s Migration Policy, ICMPD Regional Coordinator of Western Balkans and Turkey, Mr. Tamer Kılıç, as the Moderator of the first panel, explained the core objective of the project which is to support the authorities in Turkey, to develop methodologies and to improve the existing system to contribute to the development of migration policies in Turkey. He added that the aim is to work with authorities in order to provide technical support in substantial aspects of the project rather than working only on the methodology. He continued his
• Challenges in the EU (e.g. further development of the Common European Asylum System, ensuring adequate financial assistance for the EU Member States, maintaining the freedom of movement within the Schengen area);

• Challenges at the EU External Borders (e.g. dismantling smuggling networks, creating hotspots, especially in Greece and Italy, strengthening the role and capacities of the European Border and Coast Guard Agency);

• Challenges outside the EU (cooperation on migration with third-countries, addressing root-causes of migration, creating safe and legal pathways for migrants to move to the EU, providing resettlement opportunities for refugees, continuing the successful cooperation on the implementation of the EU-Turkey Joint Statement).

A more coherent and efficient European asylum policy is needed as different asylum procedures lead to secondary movements and so-called asylum shopping. In this regard, to develop a better asylum policy EU has made proposals to:

• Simplify and shorten asylum procedures;

• Common standards for the protection of asylum seekers;

• Harmonization of reception conditions;

• Reform of the database system for fingerprints;

• Transformation of European Asylum Support Office into a real European Agency for Asylum.

An important instrument that is being developed is the European Policy for Legal Migration, which aims to create legal avenues for migrants to move to the EU, including through legal avenues for migrants to move to the EU including family reunification, study/research-, and work-related admission schemes (e.g. EU Blue Card Directive or Directive on seasonal workers).

The steps envisaged in the field of migration by the EU in the future are as follows:

• Adoption of the Commission proposals for a Common European Asylum System;

• Implementation of the new partnership frameworks with third countries;

• Adoption of the new framework for resettlement;
Continued implementation of the EU-Turkey Joint Statement (prevention of loss of life at sea, significant decrease of irregular arrivals to the EU from Turkey, continuous progress on resettlement of Syrian refugees from Turkey to the EU, efficient and effective spending of the EUR 3 billion for refugees and host communities in Turkey);

Provision of resources for the European Border and Coast Guard and the European Asylum Support Office.

In the questions part, Dr Lach was asked about the biggest challenges the EU is facing. She replied that establishing a common migration policy among 28 Member States having divergent legal systems and different sensitivities poses a challenge. The second biggest challenge is to ensure a comprehensive approach to migration encompassing all the strands (common asylum system, legal migration and integration, protection of external borders, return and reintegration, cooperation with third-countries, etc.). Migration is not a phenomenon that could or should be stopped. The EU needs migrants and needs to help refugees, so the question is “how to manage migration?” rather than “how to stop it by protecting the borders?” More work is also needed on improving social attitudes towards migrants/refugees and to facilitate their integration in the host societies. Another issue mentioned was the need to enhance cooperation with the source and transit countries. In some cases, where the causes of migration are of an economic nature, the responses need to be created using development cooperation assistance. However, she also added that in many cases, people are fleeing because of wars and conflicts: these challenges cannot be tackled by the EU alone, global governance is needed to develop political responses. Dr. Lach concluded her presentation stating that in recent years the EU significantly advanced in developing a common EU migration policy, but there is further work to be done, since given the regional, if not global dimensions of migration challenges, national policies have become insufficient for providing adequate responses. There is the need for the common EU approach and, beyond it, for a regional and global one.
A COMMON POLICY AND EU – TURKEY RELATIONS

• Participants of the workshop noted that national interests, along with ethnic and religious considerations were given priority by EU Member States in the formulation of policies regarding migratory flows. It has therefore been difficult to reconcile these policies with a human rights based approach, causing a major hindrance in developing a common policy throughout the EU. Examples such as the impact of the implementation of the Dublin Convention following the mass influx of refugees in 2015 and afterwards, along with the construction of wall in border zones by certain EU Member States have stood in contradiction to the EU’s humanitarian discourse, and have all but illustrated the impossibility of developing a common migration policy in the EU.

• Although EU migration policy emphasizes a human rights based approach, a securitization of the migration field is continuing. Serious agreements are concluded with Turkey concerning the border dimension of the issue but special attention must be paid by Turkey to the content of the agreements, in order to ensure that the provisions in these agreements answer Turkey’s needs and requests. The interests of Turkey may entail the development of migration policies that enable Turkey to become a full-fledged migration country, which in turn would need to be reflected in agreements entered into with the EU.
FINANCIAL ASSISTANCE FROM THE EUROPEAN UNION

Participants underlined that financial aids are not actually enough to substantiate big changes, but they are necessary and could be used to give a decent start and enhance within capacity.

EMPLOYMENT OF MIGRANTS IN TURKEY

It was highlighted that there are big challenges regarding the employment of immigrants. It was proposed that in order to solve this problem, other country examples could be examined. For instance, it was stated that a system could be developed in Turkey in which İŞKUR, the state agency in charge of reducing unemployment, could play a more prominent role like its counterpart in Germany. It was stated that measures have to be taken to assure legal employment for Syrians and to prevent problems with the local population.

THE READMISSION AGREEMENT

No definite conclusion was reached in the workshop regarding the Readmission Agreement. Some participants noted that the results of this agreement should not be of concern due to the fact that the Readmission Agreement is limited by other international agreements. Therefore, the number of migrants to be returned to Turkey as part of the Readmission Agreement should not be expected to reach alarming levels. This assessment was not shared by all participants. For those participants who expressed positions against the Readmission Agreement, the creation of readmission centers in Turkey should only be decided following a comprehensive impact assessment, regardless of whether the establishment of these centers come as requests from the EU.

CONCLUSIONS AND RECOMMENDATIONS

1. Even though different opinions have been raised by participants on EU’s migration policies, the common point agreed on was that Turkey should analyze its own needs and a roof policy (target) should be developed according to those needs. It was emphasized that Turkey both in the country and in international platforms should pursue applications and initiatives under this roof policy.

2. In the working group, the weak communication and poor knowledge transfer in technical matters among the institutions were stated several times. It was mentioned that institutions should work together not only for coordination purposes but to form laws or develop policies, due to the multifaceted nature of migration, thereby enabling the management of migration processes through several channels.

3. As for international platforms, a “complementary” rather than “competitive” discourse, underlining the common interests and humane targets, should be adopted.

4. With regard to cooperation with the EU, the experience and knowledge gained by Turkey concerning irregular migration may be useful as “good practices” for the EU’s endeavors to formulate a common migration policy.

5. It was underlined that the main subjects that could generate collaboration between the EU and Turkey are border management, financial aid from the EU, resettlement, education and health of the migrants.

6. Finally, the necessity for quickly enacted holistic policies was emphasized, as delays have serious consequences on the lives of migrants.
Prof. Ahmet İçduygu from Koç University gave a summary of history of migration from Turkey and to Turkey starting with the 20th century. Prof. İçduygu then informed about the transformation process of the migration system in Turkey and the legal framework.

He started his presentation by talking on the concept of migration; ‘When we talk about migration, we should make reference on two fields; both politics and economy in terms of its results. It is important to mention the historical background when we talk about politics, as for the historical examples, Australia and USA can be mentioned particularly for their approach to migration. In Australia, the White Australian policies were dominant, mostly the migration of those who are coming from Anglo Saxon countries were encouraged at the beginning of 20th century, however after 1970’s multiculturalism gained importance. In USA, as per the views of Samuel Huntington, increasing numbers of Hispanic population would change the white christian culture of United States of America.’

Prof. İçduygu indicated the reason of mentioning these examples as to show the political reasons behind the migration policies developed by states, and noted that the notion of nation state and migration policies are engaged with each other. The first step in international migration policies is to make the registration of those who crossed the borders and the second step constitutes their staying and integration to the host country.
Those who study migration prefer the term mobility instead of migration. When the term globalization is made reference to, the impact of relational networks on migration should be understood. Borders are always a part of international relations and an issue of management. Even if a national migration policy is established, we should be aware of the fact that the views, the rhetoric and the relevant regimes of international organizations and the other countries are effecting this process.

Prof. İçduygu continued his presentation by giving a historical comparative study;

While passing through 20th Century to 21st Century, particularly in the last 20-30 years period, uncertainty and distrust prevails and there are factors forcing the nation states during this period such as the Cold war era, the new world order and technological innovations of globalization. Consequently, it was hard to develop migration policies for nation states in this period and in a way it made the migration policies to become the issue of politics.

Migration of Muslims and Turkish origin People, 1900-1960

When the period between the collapsing of Ottoman Empire and the establishment of the Turkish Republic is analysed, it is seen that important migration movements goes hand in hand. With the establishment of Turkish Republic, it has been observed that the Non-muslim population leave the country and the Turkish origin and Muslim people come to Turkey. Within this context, the Turkish identity was engaged with the establishment of the Turkish Republic and the policies were developed by taking into account this issue.

Migration of Foreigners (Non-Muslims and People of non-Turkish origin) 1980-2010

With the 1980’s, it is seen that the Picture in the early republic period has changed. For the first time in the history of modern Turkey, migration of “foreigners” (non-Muslims and non-Turkish people) is observed and there are developments taking place in the nearby region in that period such as the change in the regime of Iran (many Iranian people used Turkey as a transit country to go to other countries), the collapse of communist regime (first people came to Turkey with the aim of shuttle trade then it transformed into labour emigration), and the Gulf War crisis in 1991 (half million Kurdish people came to Turkey).

In 1994, the Regulation on Asylum and Mass migration has been published as a response to this mass migration flow in 1991. It is important that for the first time, an administrative arrangement has been made in relation to mass migration movements. Another development in the same period was the migration of 300.000 Turkish ethnic origin people from Bulgaria.

Turkey had the tendency to receive active migration from various migration systems (migration regimes) in the nearby and distant geographies and this process led Turkey to become a migration country. Apart from the Non-muslims and foreigners, people from different ethnic origin and identities coming to Turkey makes the situation of Turkey as receiving migrants from different categories (forced migration, asylum, increased number of freelancers, the voluntary, labour, students and retired/lifestyle migration, etc.)

The migration policies of Turkey can be evaluated in three periods;

1) From the beginning of 1900s until 1960’s, the encouraging of those from Turkish ethnic origin and Muslims to come to Turkey during the process of establishment of the nation state and a situation where the Non-Muslim population leave the country,

2) Starting from 1960’s, supporting emigration within the framework of the development of Turkey

3) After 80’s, the process of Non-Muslims and people of non-Turkish origin coming to Turkey commonly and try to live in Turkey

1934 Resettlement Law, which was revised in 2006, is important in showing how the notion of nation state and migration goes hand in hand, it encourages those who are Turkish ethnic origin and Muslim come to Turkey. This understanding continues through the framework of regulations until recently. As per the article 3 of the Law, the migrant has been defined as someone who is
from Turkish ethnic origin and attached to Turkish culture. As in the other countries there is the trend of handling migration and integration processes mainly on the basis of an ‘identity-centred’ view (nation state) and ‘identity’ can be regarded as one of the political reasons for the development of migration policies. This element will keep its importance while developing or planning migration policies in the coming period as well.

Migration policies in Turkey has undergone an intense transformation process

After 80’s, developments in the social and economic life of Turkey and the incidents took place in the nearby region during the same period affects the migration movements in Turkey.

1) Globalization which makes people more mobile through transport and communication

2) The events in EU is one of the most important factors effecting the transformation of migration policies in Turkey

When statistical data in the web-site of Directorate General of Migration Management is evaluated, it can be seen that there is a serious migration movement in Turkey.

Migration Regime Changing in Turkey: Amended Legal and Administrative Frameworks

- 1934 Resettlement Law
- 1951 Geneva Convention (geographical limitation)
- 1994 Regulation – on Asylum and Mass Migration
- 2003 Law on Work Permits for Foreigners
- 2005 Asylum and Migration Action Plan (EU-TR)
- 2006 Resettlement Law
- 2013 Law on Foreigners and International Protection (Establishing General Directorate of Migration Management)
- 2016 EU-Turkey (Migration) Deal

As a response to the question on what kind of policies should Turkey develop in order to act proactively, Mr. İçduygu made the following remarks:

- Together with the Syrians, one of the important subject for Turkey is that, Turkey should transform from the field of irregular migration to regular migration
- When we consider the situation of Syrians; integration and improving the living conditions of foreigners are important issues
- To integrate economic issues into the migration policies
- As in the other countries ‘the issue of identity’ was important for Turkey but in the last periods it is seen that Non-muslims are coming and settling in Turkey.
- Despite all the challenges, the successful experience with regard to refugees coming from Syria will contribute to a potentially and relatively successful governance of migration and integration processes in the future however there are still problems and it is important to raise awareness in relation to migration among public as well.
- It is important both for Turkey and EU to find the balance between human rights and security with regard to migration and sharing of responsibilities
- Wherever the process goes between EU and Turkey, migration will keep its importance and will continue to be one of the most important issues between EU and Turkey.

In the question and answers part of the panel, the following remarks have been made;

Ministry of Foreign Affairs: The representative from the Ministry of Foreign Affairs expressed his views on the migration crisis of Turkey and the relation between EU and Turkey during this period;

‘Turkey is continuing to regulate the migration movements in the Aegean Sea. It is observed
that irregular crossings has decreased from 7000 to 50 per year. Due to the measures taken by the law enforcement, the irregular migration is under control. The EU-Turkey migration deal is complementing these efforts and plays a deterrent factor in relation to new migration routes and flows.

It can be said that the crossing of 1.5 million irregular migrants to EU has been prevented in the last periods. As Turkey, we are expecting that the commitments stated in the EU-Turkey deal would be met as promised as a response to our efforts. This late practice of visa free regime for the Turkish citizens who cannot benefit from this practice as Turkey being a candidate country should be started immediately.

The Voluntary Humanitarian Acceptance Program with the aim of turning the Aegean Sea into a legal migration route should be started immediately and the Member States should be urged to act in a more constructive way in this regard.

Only %15 of the 3+3 billion Euro as the commitment of EU to improve the living conditions of Syrians in Turkey has been reached to Turkey so far. It should be provided that EU funds reaches the field immediately.

Ministry of Labour and Social Security; The representative from the Ministry of Labour and Social Security stated that the presentation of Prof. İçduygu finishes by mentioning the EU-Turkey Deal in 2016 however it should also be noted that the Law on International Labour Force entered into force in the same period as well, in 2016. The Law is for certain sectors and for certain groups and aims at contributing to the development and the economy of the country. She also pointed out the establishment of new General Directorate of International Labour Force which is responsible for the implementation of the new Law.
Panellists explained the basic reference points for the UNDP work with reference to the international agenda on migration. Emphasizing that it was not just for the developing countries, they underlined that the Sustainable Development Goals provide the largest international agreement signed by all member states. They mentioned that the SDGs are interconnected among themselves and the international agreement on such scale refers, for the first time, explicitly to migration and the positive contribution of migrants to sustainable development. This has been labelled as the key alongside the acknowledgement of migration as a multidimensional reality. Panellists also stated that the SDGs provided a new way of working together, in which humanitarian work is integrated to sustainable development as well as peace building. While the United Nations as in the case of New York Declaration requires member states to respond to migration challenges on the basis of human rights and work for a global compact
for migration, the SDGs also provide a strong and real drive towards humanitarian development.

Panellists located the role of the UN and the position of the UNDP with reference to the global agenda. Highlighting the specific goals in the SDGs, panellists explained that the countries are expected to include migration into their development plans. Stressing that the UNDP is not in charge of managing migration, the experts in the panel portrayed the UNDP’s role, with reference to the migration agenda, as contributing to the development policy formation with a lens on migration. It has been suggested that the migration and the SDGs could be analysed through grasping four dimensions:

1) Migration as development (development gains via migration),

2) Sustainable development and its impact on human mobility,

3) Contribution of migrants through remittances, diaspora links and transfer of knowledge to sustainable development and finally,

4) Targeting the needs, as mentioned in SDGs framework, of vulnerable groups, which in our case are staffed to a considerable extent by migrants and refugees.

Each of these dimensions is related to a different policy element and the SDGs contain direct and indirect targets regarding these policies. Explaining that the SDGs mentioned direct target groups in a detailed manner, panellists mentioned that the indirect targets regarding social policy, poverty mitigation and similar fields were very comprehensive, since they were all related to the human mobility and the word migration is therefore affiliated with many indirect targets as well in the SDGs. In order to track the fulfilment of these objectives the importance of disaggregated data has also been noted (SDG 17.18). Data will also help form a migration policy and a migration regime.

Positioning UNDP in its strategic role with regards to migration, panellists mentioned that the UNDP approaches development in a strategic manner and consider migration as an element within this strategic framework. The UNDP focuses on local development with strong inclusive partnership. The added value, it was mentioned, of the year 2017 has been the development of guidance for strengthening municipalities in mainstreaming migration in general. This notion was explained as the strengthening of municipalities in their challenges to deal with inflow and outflow of migrants, to empower individuals and harness economic growth potential. Mainstreaming migration into national development plans has also been amongst the works of the UNDP. Panellists have also mentioned United Nations Development Assistance Framework (UNDAF, developed as a guidance note in recent years), the strategic document regarding development priorities signed between a country and the UN, as best way to respond to the SDGs, since mainstreaming migration through UNDAF will help mainstreaming migration in the development plans.
Transparency and provision of solid data concerning migrants and migrant flows

There was a common emphasis among participants of the workshop that the data synchronization and update is still a problem. In discussing the integration of already existing data and providing a coherent response via cooperation between different institutions, participants stressed the importance of already ongoing efforts and projects such as Göç-Net (an integrated data platform sponsored by Directorate General of Migration Management). Underlining that the relevant directorate has been founded recently, the participants emphasized that the data produced by the state apparatus would be much more detailed and integrated in a few years.

Concrete issues and recommendations presented for consideration included:

• Produce data which provide experts and state officials with the knowledge of the conditions of migrants with regards to specific regions and cities.

• Consider Sustainable Development Goals as a blueprint for migration management

• Consider the possibility of an online migrant services platform designed in a similar manner to the already-active citizen services platform (turkiye.gov.tr)

• Draw lessons from the implementation of Millennium Development Goals as a guide in the health sector and efforts for the mitigation of poverty.
Ensure data-sharing with the source countries and search for possibility of strategic cooperation in the region.

Work and programmes for minimizing conflicts between the migrants and Turkish citizens

The participants underlined the specific regulations that are designed to obviate any escalation of tensions between migrants and Turkish citizens. Systematic meetings with the employers to inform them about the legal regulations concerning migrant workers and the Syrian refugees and issuing work permits with a specific emphasis on the jobs least desired by Turkish citizens, it has been mentioned, are among the ongoing work to minimize conflicts in the labour market. Participants focused specifically on labour market issues noting that the major tension field was related to the encounters in the sphere of work.

Concrete issues and recommendations presented for consideration included:

- Continue meeting with the businessmen and employers to provide healthy information
- Expand these meetings to migrant groups and the Syrian refugees to inform them about working conditions and work permits
- Consider possibilities of vocational education for the migrant youth and evaluate tensions in the light of insufficient resources in areas such as education
- Manage migrant worker flow by resorting to newly produced and integrated data

Incentives for registered employment and integration of migrants in the labour pool of the country

The scale of small and medium enterprises and their employment preferences have been touched upon by the participants. Highlighting the recent reduction of unregistered/informal employment and the new employment incentives, participants noted the importance of efforts for increasing registered employment in general.

Concrete issues and recommendations presented for consideration included:

- Continue work for the reduction of informal employment in general in Turkey
- Work on labour market policies that might help integration of migrants into the labour force
- Develop market-friendly solutions such as promoting language schools and service sectors that can employ Arabic-speaking migrants and refugees
- Improve data on migrants to devise better labour market solutions

Financial inclusion and literacy of migrants

Participants mentioned that Turkish banks refrained from working with the Syrians and that unless there was a legal change and direct state intervention in the field, it will be difficult to financially include the Syrians. Giving details about their observations, some participants elaborated the difficulty of registered revenues, due to language barriers. On a positive note, participants mentioned that the Syrian employees and employers were sometimes more comfortable in using information technologies than their Turkish counterparts.

Concrete issues and recommendations presented for consideration included:

- Promulgate new laws and by-laws to enable banks to have credit relations with refugees in general and the Syrians in particular
- Continue education programmes to transmit knowledge about Law of Obligations and Law of Commerce in Turkey
- Discuss the non-bank financing alternatives for the Syrian entrepreneurs and employers

Promoting inclusive growth and sustainable development via publicising the positive contribution of migrants

Criticising the way migration agenda has been promoted by international organizations, some participants stressed the peculiarities of Turkey. Some participants cited the recently promulgated
Law no 6735, as a positive step in segmental integration of migrant workers, which will contribute to growth in Turkey as well as the inclusion of migrant workers in better terms. Some participants noted the importance for promoting inclusive growth, of the struggle against prejudices.

Concrete issues and recommendations presented for consideration included:
- Promote the successes and contribution of the Syrian refugees through social media
- Distribute school funds by taking into consideration the number of refugee school kids
- Widen the scope of the integration of migrants and refugees in the development plans

Promoting regular migration and healthy information flows

Participants concurred on the need for institutional integration and healthy information to cope with the current problems. Some participants pointed out human trafficking as factors amongst the continuous refugee flow and claimed it was not easy to overcome the traffickers with the current formulas, since it was neither regular migration nor irregular migration. Participants agreed on the fact that Turkey would attract migrants in the coming years.

Concrete issues and recommendations presented for consideration included:
- Open information offices in the source countries
- Devise policy to attract highly skilled migrants
- Continue contributing to and expand the aid and development programs in source countries (in both the Middle East and Africa) to avoid future influx
Berlan Pars Alan started his speech by giving reference to the New York Declaration adopted in September 2016, the Global Compact for Migration being a significant resolution taken by the United Nations General Assembly and other issues relevant to migration and refugees discussed when member states convene, noting the significance of these developments.

As evident from the numbers, migration has become an important topic both in the national and international agenda with 208.8 million people being registered as migrants and their family members so far, 19.5 million as refugees and 55 million as irregular migrants. Importantly, these figures only include persons who reside for at least 12 months. Mr Alan underlined that these figures would get larger if short stays had been included and continued his remarks by saying that: “Migrants constitute more than 3% of the world population. This ratio has increased apparently in the last decade. The displacement of people has started to occur more often than ever, which has made all communities and governments interested in the phenomenon. The annual report of the United Nations mentions that 5.6 million people migrate due to human rights violation. These migrants with cross border movement complain that they lack effective protection mechanisms. This process causes an increase in the number of xenophobic and racist attitudes for which a solution is expected. There is a long process before the Global Compact is adopted and it is important to understand this process”.

Mr. ALAN made the following remarks where he compared the current situation with the past in migration: “Until 1980s, the concept of migration was rather discussed within national or bilateral relations. Between 1980s and 2000s, with the impact
of globalization regional and global migration trends started to be recognized and the need for regional and global cooperation and dialogue has appeared. Awareness of migration started to increase at the beginning of 1990s where the focus was placed on migration policies and increasing global cooperation in migration. The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families was signed in 1990. The first World Summit held in Rio de Janeiro in 1992 ensured a discussion on migrants’ rights and their vulnerabilities and emphasized the importance of migration in the context of environment and climate change. Cairo Conference Action Programme on Population and Development was developed in 1994. Sustainable Development Framework underlined that migration must be assessed within human dynamics. The Berlin Initiative developed the International Agenda for Migration Management (IAMM) between 2001 and 2005. The Initiative aimed to share different policies on better migration management at the national and regional level and create a common agreement. The Geneva Migration Group (GMG) was created by different organizations such as IOM, ILO and UNHCR. Then, it was expanded and Global Migration Group grew out of it. Global Migration Group was incorporated into the United Nations. It was decided to act in a more orderly manner. The first high level dialogue on migration and development handled general rules by focusing on human dignity. Then in 2007, the Global Forum on Migration and Development was raised and adopted in Brussels. This forum is a voluntary, informal and non-binding forum which is outside the scope of formal organizations. It is open to all states and it is an inter-governmental forum and UN Member States and its observers decided to act together in migration. Migration has started to be an issue which is discussed at the United Nations General Assembly. The second-high level dialogue meeting was held in 2013 on migration and development. UN General Assembly adopted a declaration unanimously which acknowledges the importance of respect for human rights as well as safe, regular and orderly migration.

Turkey headed the Global Forum about one and half a year ago and contributed to the Forum to function more efficiently and to further develop when compared to the past. The second-high level dialogue meeting on international migration and development held in 2013 convened on the same day when hundreds of migrants lost their lives off the Lampedusa island in the Mediterranean. Mr. Alan mentioned that this was one of the tragic but significant events that led to discussions on a global compact and gave brief information about the meeting. A report called ‘Making Migration Work’ which focused on 8 Points has been prepared and this report has shaped further efforts of the United Nations. The 8 points suggested were as follows:

1. Protect the human rights of all migrants
2. Reduce the costs of labour migration
3. Eliminate migrant exploitation, including human trafficking
4. Address the plight of stranded migrants
5. Improve public perceptions of migrants
6. Integrate migration into the development agenda
7. Strengthen the migration evidence base
8. Enhance migration partnerships and cooperation”.

One of the important developments displaying the significance of migration has been the increase in the number of member countries to International Organization for Migration which was 86 in 2001 and increased up to 127 and 166 in 2010 and 2017 respectively. ILO reports suggest that 150 million migrants contribute to labour force and the remittances that they send to their families’ amount to around 650 billion TRY. When informal employment is also included, this amount increases.

Sustainable Development Goal no 10.7 must also be mentioned as it is significant in terms of migration. Awareness about the importance of regular migration became incorporated into the development agenda until 2030.

After Turkey received Syrian asylum-seekers who are estimated to be 3 million in number and after a crisis had emerged in the world, Turkey brought up this issue into the agenda of the United Nations General Assembly considering the incidents taking place in the Mediterranean. These talks which started under Turkey’s leadership were actually the first step towards New York Summit for Refugees and Migrants. Today’s position has
been reached as a result of the support of the member states of the United Nations. This point must be noted as a contribution of Turkey to international developments. The summit was very important in the sense that heads of the states and governments gave a commitment involving a political message concerning the need for better migration management.

It has been emphasized that the summit is an important opportunity for which the IOM has been preparing for 30 years. Moreover, the significance of reaching an agreement on approaches and principles along with the transformation of these into practice was emphasized.

The support provided by International Organization for Migration as the UN Migration Agency and the efforts to review the framework and follow-up the document were pointed out.

Mr. ALAN referred to a report published by Peter Sutherland who served as the United Nations Special Representative of the Secretary-General (SRSG) for International Migration for 11 years and mentioned that this report is a historic report which should be referenced by all who work on migration.  

Finally, Mr. ALAN finished his remarks by informing that IOM foresees a framework which encompasses certain principles and objectives for IOM member countries about how to manage migration and that IOM will be submitting its opinion for the global compact to create a similar framework. Mr. ALAN added, as he ended his remarks, that this opinion would be shared with other partner organizations and member countries.

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In the introduction part of the workshop on the Global Developments in the Field of Migration and their Impact on the Migration Situation in Turkey, Deniz Şenol Sert mentioned that New York Declaration was adopted during 71st United Nations General Assembly on 19 September 2016 and presented brief information about the Declaration. Ms. Sert underlined that Syria has been one of the important topics on the agenda of the United Nations working groups for the last five years and stated that one of the problems arisen during the discussions on Syria was the migrants’ and refugees’ problems. Sert also presented following information by elaborating general articles of the New York Declaration:

- Respecting the human rights of all refugees and migrants, regardless of their status. Ensuring that women and girls are fully and equally part of the problem solving process.
- Ensuring all migrant and refugee children start their education in the destination countries in a couple of months.
- Preventing gender-based sex crimes.
- Supporting the countries rescuing, accepting and hosting large numbers of refugees and migrants.
- Putting an end to detaining children with the aim of determining their status as migrants.
- Settling all migrants determined by United Nations High Commissioner for Refugees (UNHCR) in third countries and providing them with the opportunity of settling in other countries through education and job opportunities.
• Strengthening global governance on migration by including International Organization for Migration (IOM) in United Nations system.

According to Sert, the most concrete item, that has been achieved so far has been the inclusion International Organization for Migration in United Nations system, as required by the declaration. Ms. Sert highlighted that this workshop would particularly focus on the migrants, explained three main commitments mentioned in Peter Sutherland Report of 3 February 2017 and stressed that such commitments were between the states, states and migrants and states and other stakeholders.

Pointing out that the Sutherland Report underlined the concept of well-managed migration frequently referred to in the New York Declaration, Sert stated that this concept should be clearly explained and indicated that well-managed migration meant zero migration for some countries, while for others it means more migration. For instance, the countries that receive migrants and where remittances constitute a major part in the economy are more eager to receive migrants. As it seems hardly possible to end migration, today it is stated that Turkey should define the concept of well-managed migration. Being a sending, receiving and transition country, Turkey is in a special situation. Therefore, Turkey should adopt more balanced policy. It was stated that a well-managed migration is related with the problem of sovereignty. Stating that the Sutherland Report mentioned five policy areas, Sert elaborated her speech by mentioning these policy areas:

A) Managing crisis-related movements and protecting migrants in vulnerable situations;
B) Building opportunities for the mobility of skilled labour;
C) Ensuring orderly migration, including return;
D) Fostering migrant inclusion and development assistance; and
E) Strengthening governance capacities.

Four basic questions posed by the moderator to the participants with the aim of motivating the workshop:

1. What are relevant developments in Turkey after New York Declaration of 19 September? Which projects were developed by various institutions?

For example, what are the developments on the following issues?

• Respecting human rights of refugees and migrants;
• The problems of women and girls;
• Education of migrants and refugee children;
• Detaining the children;
• Settling the refugees in third countries.

2. As regards the issues above, which actors do your institutions cooperate with? What would you like to say about the nature of such cooperation?

3. Which steps should be taken in Turkey in the short-term until the conference to be held in 2018?

4. What is ahead of Turkey in both medium- and long-term following the short-terms steps? What should be done in medium- and long-term?

At this point, the purpose of the project was explained as follows as a response to the questions posed by the participants: To improve the capacity of Directorate General of Migration Management, to increase coordination, to compile information with the aim of standardizing international migration and harmonizing migration policies. The participants asked if the Declaration includes any sanction for the countries; it was stated that while the action agenda in the Peter Sutherland Report is being formed, it is left to the countries’ initiatives, and there is no sanction mechanism. The compacts does include some opinions about monitoring and reviewing, which could be shaped through negotiations. There are two obstacles related to this issue: sovereignty of the countries and competition between different institutions.

Turkey’s contribution to the process of taking the issue of irregular migration on the Mediterranean Sea stemming from Syria to the General Assembly was explained and participants were informed that two separate compacts were agreed on with regard to Migration and Refugees. The participants were asked about the work undertaken in their respective institutions concerning the Compacts since September.

Presidency for Turks Abroad and Related Communities; informed about the work performed
by their institution and stated that the work performed by Presidency for Turks Abroad with regard to the issues included in Declaration had already existed before 19 September.

The works carried out so far can be summarized as follows;

- The ways diaspora could effectively help the countries and how this network could be used,
- How the Turkish people emigrated to other countries could integrate with the countries they live in, the problems they had in Turkey,
- The projects to keep the connections of Turkish people with Turkey such as Youth Bridges,
- Cooperation with all domestic institutions as well as NGOs abroad,

The Presidency for Turks Abroad and Related Communities has obviously fulfilled the commitment between the states and migrants included in Sutherland Report. The work performed by the Presidency for Turks Abroad and Related Communities was asked with regard to contributions of the diaspora to global development, remittances and continuity of earned social benefits. The need to understand the dynamic relationship between diaspora and development and the contributions of diasporas to development in the framework of the liberal system was expressed. It was stated that, together with the developing technology, diasporas have had to develop connections and belongings both with their origin countries and the countries they live in, thereby creating supra-identities that make multifaceted contributions. From the economic perspective, it is of great importance that the Turks abroad become entrepreneurs in their destination countries and stimulate those economies. A research conducted by Federal Ministry of Germany in 2017 revealed that Turks created a 40-billion turnover trade in total in Germany through over 95 thousand businesses and over 400 thousand employments. Given the aging population of Germany and an environment of starting a business from scratch, such contribution was described as extraordinary. It was stated that a generation fed by different cultures and collecting international values was being formed and this contribution should be brought to the migrants in Turkey. The question of ‘what should we do to say the same positive things about the migrants in Turkey, as the case in Turks Abroad?’, was highlighted.

A comment from one of the participants in relation Syrains; Syrians have established six thousand companies in Turkey. However, access to the labor market by migrants and displaced persons has become a politicized issue, as in Germany. It was pointed out that Germany receiving migrant workers in 2015 by suspending Dublin was widely appreciated, yet in fact, there were 600 thousand vacancies in Germany at that time, and this open-door policy had an economic and political background. Turkey is facing unemployment problem for the last ten years, affected by Syrian issues and setting up new businesses is hardly possible. He added that Syrian businessmen were creating employment opportunities in Turkey for both Turks and Syrians, yet they faced some difficulties regarding work permit requirements and residence issues. It was noted that family members of these investors have experienced difficulties in accessing education and health services.

The other issues discussed during the working group were as follows; The contribution of the Ministry of Labour and Social Security with regard to economy and the contribution of the migrants in Turkey to the economy,

Syrians are provided with work permit after the introduction of Temporary Protection Regulation and the subject can be reviewed under different titles, namely skilled labour force, unskilled labour force and Syrians’ labour force within the scope of temporary protection. The foreigners directly coming to Turkey constitute skilled labour force, but this is decreasing lately due to political reasons, while the labour force coming to work in the agriculture and husbandry sectors are accepted as unskilled labour force, which mostly constitutes the labour force received by Turkey. More flexible criteria is applied to the Syrians coming to Turkey in the scope of temporary protection, some arrangements are made and implemented in order to ensure their integration to the labour force, some flexibilities are provided and initiatives are taken in practice.

The implementation of the contract on the labour force as for domestic work in Turkey

There is a significant flow for domestic workers and such permits are issued faster. Turkey has not yet ratified the ILO Convention Concerning
Decent Work for Domestic Workers (No. 189) that safeguards the social security of domestic workers. This Convention is relatively recent and only a few countries have ratified until now. From Turkey's perspective, the Convention is mostly ratified by sending countries, yet positive opinion has been expressed regarding the Convention and it can be said that the Convention is applied in practice.

The situation of the work performed in order to prevent informal employment

- The permits issued by Ministry of Labour and Social Security has not affected informality, but both the employer and the employee were imposed penalty when inspected on-the-spot by the Ministry. As for fight against informal employment, audit is insufficient and inspection cannot reach all businesses.

As for preventing informal employment by giving the right to apply for work permit to the employee rather than the employer and making the working migrants competent; it was mentioned that such a situation would mean a total system change and there is no such work undertaken. It was highlighted that the subject should not be discussed solely over the Syrians and an overall policy should be adopted for this purpose.

The impact of migrants on the growth rate of Turkey

- According to a World Bank study encompassing 1960-2010, if 10% of a country's population is composed of foreigners, this results in a 1.8% positive impact on gross domestic product. The impact of Syrians in Turkey is believed to be a micro impact. In Southeast provinces, the relations with Middle East have increased. Export from Gaziantep, Hatay and Mersin to Syria has remarkably increased. According to ICA data, every ten low-skilled and informal Syrian workers in Southeast result in the formal employment of three skilled Turkish workers.

From the perspective of security

Human trafficking and human smuggling must be focused on. Revenue obtained from human trafficking is very high, and its indirect relation with the national economy was mentioned. The subject's relation with the organized criminal networks in eastern border is also underlined. Contrary to recent media reports regarding the kidnapping of women and girls, participants expressed that kidnapping was not an incident frequently seen in the criminal records in Turkey. The situation in Turkey was touched upon with regard to gender-based crimes, within the framework of migrants as victims of human trafficking.

From the perspective of healthcare

Emergency healthcare service is a global right; however, the quality of the services in the sector has decreased as everybody is also in need of other health-care services. The reason of decrease in the quality is due to the inclusion of huge numbers of foreigners and migrants into the system with difficulties in especially in-patient and intensive care services. For instance, Turkey has provided extraordinary services to victims of poison gas. Although city hospitals are being established in the country, even Turkish citizens are transferred to other provinces when they are in need of intensive care. Priority is given to Turkish citizens in making use of these services, and then to migrants. It was expressed that the quality of services provided to Turkish citizens has dropped due to limited financial resources and that work is ongoing to remedy the situation.

As a solution to the problems faced in providing health care services, Republic of Turkey Ministry of Health opened a hospital in Jarabulus, Syria and those working there are financed by the Ministry and Red Cross.

As a conclusion, it is pointed out that the increase in the workload of the Ministry of Health leads to a decrease in the service quality and relevant projects should be implemented to prevent this. The difficulties experienced regarding medical interpreters and the work on training the Syrian medical personnel and employing them in health-care centres was mentioned. Some put forward that the quality would increase once the Syrian medical personnel in Turkey increase their competence levels.

The insufficiency of the funding for health-care services of those living in camps was another issue emphasized in relation to the subject.

The need for organizations, both at national and international level, and academic consultants and a system where the recommendations of academics
are taken into account was mentioned. In this respect, the importance of Migration Advisory Board was discussed.

The need for including the local governments in the discussions was underlined. It was mentioned that data from provinces in relation to the number of children or women is important for the municipalities and that they should develop their service policies accordingly. It was highlighted that the Ombudsman Institution will be issuing a Syria Report, which is highly important, as all data is open to the mentioned institution.

The number of persons assigned by the Directorate General of Migration Management in Turkey is only three thousand, and accordingly, one person deals with one thousand persons. It was discussed that the personnel of the General Directorate of Migration Management could be increased. The importance of transparent information exchange and the need for a common database was mentioned.

Some opinions were put forward about forming a worldwide Migration Fund. It was concluded that the capacity of the government, should be increased and the workload should be shared.

Conclusions

In the last session, the moderator summarized the results of the study under three main headings:

1) Under the heading of an overall view of the Compact, the meaning of a well-managed migration was explained; it was concluded that considering its special situation as being a sending, receiving and transition country, Turkey should adopt a balanced migration policy. It is necessary to show the same determination in defending the rights of foreigners in Turkey as is shown in defending the rights of Turks living abroad. As a response to the question if a follow-up mechanism could be established for implementing the global compact on migration, the issue was related to countries’ stance on sovereignty and as a problem of competition between international organizations.

2) As for the mobility of skilled labour, it was discussed whether it is possible to turn the informal economy into formal economy especially through increasing economic contributions of the migrants and how unskilled migrant labour force could be transformed.

3) With regard to improving governance capacity:
   - The necessity to assess good examples with the aim of creating funds to prevent the decrease of health-care service quality as the migrant population increases,
   - Increasing the personnel capacity of General Directorate of Migration Management and providing them with training, developing monitoring and evaluation mechanisms,
   - Improving the cooperation among public sector-academia-NGOs for data-based policies, including local government in the discussions and establishing common data systems.
Starting his words by expressing his thanks for having been invited to the conference, the deputy representative of UNHCR Turkey Mr. Paolo Artini noted that 3.1 million Syrians have been registered to date by the Directorate General of Migration Management. According to AFAD data a very large portion of the Syrian population currently live in cities. Therefore, Turkey’s protection of refugees through a comprehensive asylum regime must be seen as a significant achievement that is valued greatly by refugees.

Pointing out that 192 states gave a historic commitment in New York and reminding that member states are signatory parties to the 1951 Geneva Convention, Mr. Artini informed that the declaration signed in New York focused on various issues such as sustainable support, respect to human rights and dignity and xenophobia targeting both refugees and migrants. The Global Compact on Refugees emphasized the importance of mitigating the burden on host countries as well as reducing the huge burden shouldered by developing countries as a result of large scale asylum movements through increasing resettlement and ensuring return under favourable conditions. There are two global compacts but they are independent of each other and separate. Pointing out to the importance of the refugee protection initiative abbreviated as CRRF within the scope of Global Compact on Refugees, Mr. Artini said that burden sharing can be ensured by ending the imbalance through financial aids provided to countries which protect the highest number of refugees. Mr. Artini also informed that UNHCR was requested to produce a draft in this regard before 2018.
UNHCR played an important role in protecting refugees in other countries and continents such as Africa, Uganda, Indonesia, Tanzania, Somalia and Costa Rica. There were problems and the consultations held did not result in one single approach and solution which meant that circumstances of every refugee were different, which required specific solutions to be developed. Nevertheless, refugee crises are known to share certain aspects such as early response, emergency funds, solidarity, resettlement and assisting host countries and communities.

Turkey had run a comprehensive process of protecting refugees and helped them build self-reliance. UNHCR sustained solidarity in other countries as well and supported the activities of the government through units that it was part of. UNHCR also supported the idea of Turkey sharing its good practices in the Global Compact. It is important for Turkey to share its experience, contribute to the Global Compact and highlight the importance of burden sharing. The Global Compact process will involve thematic meetings where member countries will share their experiences on what to do when large scale refugee movements emerge, voluntary return, entry and stay of refugees in safe countries, how to respond to emergency needs of refugees, assistance to be provided to countries and communities hosting refugees and providing refugees with more extended solutions.

Mr. Artini explained that they wanted to create a comprehensive refugee response framework which is at the heart of New York Declaration and an action plan which will ensure the most efficient implementation of this framework on the basis of experiences gathered as a result of consultations. The Global Compact on Refugees process is based on three components, namely the creation of a response framework for practice, the completion of the thematic negotiations that were initiated in 2017 and the conclusions reached through UNHCRs extensive consultations with numerous stakeholders. The official consultation process for the Global Compact will start in February 2018 and is supposed to end before the zero draft is presented to the General Assembly.

The UNHCR representative ended his remarks by adding that the mobility of migrants has speeded up and become more volatile in today’s world, migration has become an issue on which people have started to generate new ideas and therefore UNHCR is pleased to join such global efforts.

Following the speech, the moderator added that UNHCR’s supervisory role would speed up the steps to be taken, the Compact has given a new life to the 1951 Convention, that Turkey assumed an active role in all aspects related to protecting refugees and that public agencies have significant practical experience and accumulation of knowledge which should be reflected to the Global Compact process. The moderator then proceeded to the Q&A session:

The first question about Global Compact on Refugees raised by a representative of Ministry of Labour and Social Security was as follows: “What will happen when the Global Compact is ratified in the UN General Assembly in 2018? Will all of states say “let’s revise the refugee and migrant definition in Geneva Convention’ and will all countries open their gates both to migrants and refugees? What kind of benefits will be gained as a result of all such efforts?”

Paolo Artini noted that when the 1951 Convention was adopted, it was a product of the particular normative setting at the time. The UNHCR does not plan to amend the Convention but to underline its importance. He drew attention to the fact that the way in which the 1951 Convention is implemented is seen to be lacking by the countries who are most affected by refugee movements. All countries need to be proactive in coming up with measures to prevent crises before their occurrence. The number of donor countries and amount of funds donated has decreased since the donor (countries giving the financial aid) cannot always see the results of aids that they have provided. The question of managing a crisis better must be resolved by working together. The solution lies in broad interpretation of the already existing 1951 Convention and adapting it to the current conditions in the best way possible. Although the compact includes a legal framework on refugees, there is no legal framework included in it about migration. Therefore, harmonization between these two compacts is very important. The imminent future will witness discussions about how to ensure refugee protection which upholds
human dignity and rights and how to set a basis for drafting legal texts on migration in the next years.

An academician from Faculty of Law of Suleyman Demirel University asked the following: “There is no distribution of responsibilities/distribution regime in 1951 Geneva Convention apart from the preamble. What should we expect out of consultations in terms of burden sharing? Should we expect from the Global Compact to result in a system which will make it obligatory to share the burden in a fair and equal manner in case of mass influx?”. In reply, Paolo Artini noted that the provisions in the preamble of 1951 Convention are not binding as it is also the case for Declaration on Human Rights, but still they are very important. Regarding the question about what will happen after the Compact, we hope to create a system which will not be put into cold storage. In cases of mass influx, resettlement and sharing responsibilities through financial aid have become important depending on donors. When we have a look at basic common issues with regard to refugee response, it is important for countries to create their own programmes and identify certain legal remedies. It is also beneficial in case of crisis such as mass influx if donors have a plan in terms of financing. The Convention did not foresee the future but if it is interpreted proactively, the countries facing mass influx will be assisted through the programmes which are drafted with the participation of non-state actors. Protecting refugees is an important area for UNHCR. UNHCR tries to provide opportunities to protect refugees under the most favourable conditions in the countries of asylum compatible with human dignity in cooperation with IOM (International Organization for Migration). If there is political will shown to implement the Global Compact, the Compact could provide protection against crises which may appear in the future.

A representative from the Directorate General of Migration Management mentioned that she/he is curious to learn, as a citizen of the Republic of Turkey, if it is possible to say that some countries in the world admit the refugees based on financial criteria as true aid when compared to the assistance provided by Turkey which indiscriminately accords international protection to all people seeking asylum solely based on a humanitarian perspective.

In reply, Paolo Artini noted that it is important to check the refugee definition made in the 1951 Convention in terms of meeting refugee criteria. Decisions to accord international protection in the face of asylum requests taken by countries are political issues. When asked about resettlement in third countries, UNHCR strictly considers criteria of protection and vulnerability without taking into account background factors such as economic status of refugees, if they have a profession or are university graduates. UNHCR’s task is to ensure safe resettlement in 3rd countries. The invitation made by the participant for the whole world to attach more importance to humanitarian aid through the question is considered as positive.
At the beginning of the panel the participants were given information about Global Compact on Refugees, how the Compact process will work, and purposes and relevant regulations introduced by the Compact. Later on, the objectives and method of the panel was introduced. Tour de table enabled the participants to introduce themselves and what they did in regard to refugees. The questions prepared by the moderator were discussed with the resultant statements below.

Discussions in the Panel and Conclusions

Three main questions were lengthily discussed in the panel. The first one was about the optimum contribution of Turkey to the process of Global Compact on Refugees and especially establishment of a Comprehensive Refugee Response Framework. Secondly, in the management of mass flows especially in the protection of refugees and access to permanent solutions the question of good practices in Turkey was discussed. While discussing this question burden sharing which is a critical point in the Compact was considered as well. Finally, the admission of asylum seekers to safe countries in mass flows; their stay and access to various services such as healthcare, education and labor market were discussed in relation to good practices in Turkey. These three questions and their answers are directly connected to each other. For this reason, these are dealt with together in the report herein.
The significant evaluation resulting from the discussion of the first question on contribution of Turkey to the process of Global Compact on Refugees was that Turkey has accumulated significant experience on managing mass flows since 2011. In this context, it was underlined that the line ministries, institutions and organizations gained a unique experience over six years on the management of mass flows. There was a consensus on transfer of the lessons learnt and good practices to the process of Compact. Transferring the experience of Turkey on Syrian refugees is beneficial for both Turkey and for other countries faced with mass flows so that they can manage these flows in the best way possible.

One of the lessons learnt from the experiences of Turkey is the necessity of establishment of Emergency Response Preparedness Mechanisms covering preparatory mechanisms and strategies that can be operated during mass flows. In this context, the participants draw attention to the necessity of identification of measures for the management of mass flows at the onset of massive compulsory migratory flows and needs analysis. It was mentioned that existence of the legal framework (especially laws, regulations and circulars) related to admission of high number of asylum seekers, their stay in the country and covering basic needs could facilitate the management of mass flows. Additionally, in cases of mass flows identification of division of tasks and responsibilities of line ministries, institutions and organizations, action plan to be implemented by these institutions and organizations and preparatory works for ensuring inter-institutional coordination would improve management of mass flows to a great extent.

Another lesson to be learnt from Turkey’s example is the need of a comprehensive need analysis to be done by the states faced with mass flows. Efficient management of mass flows and ensuring the best protection to asylum seekers necessitate identification of basic needs at the onset of the flow. It was also mentioned that following the identification of these needs and sharing the findings with international community could ease burden sharing.

In the process of management of Syrian refugee flow there were other good practices and lessons learnt which the participants of the panel have drawn attention to. These can be summarized as follows:

Turkey has developed a specific legal framework and application with the aim of protecting the Syrians. The most updated and significant example of temporary protection is currently implemented in Turkey. Turkey has stated that the lessons learnt during the development, adoption and implementation of the temporary protection regime could contribute to the Compact. Some of the participants mentioned that Turkey’s transferring its experiences on access to education and healthcare services by the Syrians to the process of Compact was significant. It was also mentioned that Turkey provided education and healthcare services to individuals under temporary protection and international protection free of charge and could set an example in these fields for the other countries.

Some other participants stated that Turkey’s experience in regard to establishment and management of refugee camps/accommodation centers was important and these experiences could be reflected to the Compact. One of the participants drew attention to delayed entitlement of Syrians to employment, which made the Syrians dependent on social assistance. He emphasized the importance of access to labor market for refugees and individuals under temporary protection. Another participant said that access to labor market by individuals under temporary and international protection should be supported by international cooperation and international private investments.

Another good practice emphasized in the panel was cultural integration. It was emphasized in the panel that cultural integration was a significant tool for the harmonization of Syrian refugees in Turkey and Ministry of Culture and Tourism had various good practices in the field of cultural integration. The importance of cultural integration in harmonization of refugees with the host country and possibility of its inclusion in Comprehensive Refugee Response Framework were stated.

Another issue emphasized by the participants in the panel was the necessity of coordination and dialogue between states, institutions and organizations in the management of mass flows. Especially the representatives of the Ministry and DG of Migration Management emphasized the lack of dialogue between international organizations, ministries, institutions and Civil Society...
Organizations in the implementation of the policies regarding Syrians. Overcoming this deficiency was mentioned to be effective in improving the temporary protection regime and ensuring efficiency. In connection with this, another recommendation in the panel was local administrations having more say in the distribution of international assistance. It was stated that the local administrations in Turkey had needs different from each other regarding the refugees. Despite these differing needs distribution of international assistance and EU aid according to a single stringent criterion led to failure in reaching of such assistance to the most needy individuals and regions according to one of the participants. It was advocated that in order to overcome such deficiencies in the distribution of humanitarian aid national and local administrations should have a say.

Some issues, which the participants of the panel did not agree on, were identified in the panel as well. While some participants were drawing attention to the need of withdrawal of reservation of Turkey regarding the geographical limitations in 1951 Refugee Convention and 1967 Protocol, some others indicated that the protection categories envisaged by the Law on Foreigners and International Protection and the comprehensive rights ensured by LFIP to the individuals, eliminated the need to withdraw the reservations. Some participants argued that the Syrians in Turkey should be returned in the shortest time possible and these people do not need protection anymore but this view was opposed to by some other participants. A point of consensus in this respect was the need of Turkey for well-planned policies in ensuring permanent solutions for the Syrians.

Finally, the participants mentioned that mass flows brought an economic burden for the countries hosting several people fleeing from war, created security problems and challenged the capacity of education, healthcare and migration institutions in the host country. The importance of burden sharing in overcoming these problems was emphasized. Some participants drew attention to lack of burden sharing in Syrian refugee crisis and stated that Turkey could be supported in a better way by international community and European Union in the protection of Syrians. These views draw attention to the necessity of arrangements to be done on burden sharing at the end of the process Global Compact on Refugees.

The most important conclusion derived from the discussions in the panel was the significance of Global Compact on Refugees process for Turkey and the need to play an active role in this process by Turkey. The most concrete output of the panel was provision of information to the participants on Global Compact on Refugees and exchange of opinions about the issues that will be regulated by the Compact.

Conclusions and Recommendations

- Transferring the experience of Turkey on Syrian refugees
- The necessity of the establishment of an Emergency Response Preparedness Mechanisms covering preparatory mechanisms and strategies that can be operated during mass flows.
- The identification of division of tasks and responsibilities of line ministries, institutions and organizations, ensuring inter-institutional coordination in cases of mass flows would improve the management of mass flows to a great extent
- The need of a comprehensive need analysis to be done by the states faced with mass flows
- The necessity of coordination and dialogue between states, institutions and organizations in the management of mass flows.
- The lessons learnt during the development, adaption and implementation of the temporary protection regime could contribute to the Compact.
- Turkey’s experience in regard to establishment and management of refugee camps/ accommodation centers can be reflected to the Compact
- The importance of cultural integration in harmonization of refugees with the host country and possibility of its inclusion in Comprehensive Refugee Response Framework
- Inclusion of local administrations in the distribution of international assistance
- The necessity of arrangements for burden sharing at the end of the process of Global Compact on Refugees.
This project is co-/f_inanced by the European Union and the Republic of Turkey.

PANEL 2
New standards for Migration Management – SDGs and the Global Compacts

Conference on the Global Developments in the Field of Migration and their Effects on Turkey
13-14 September 2017 – Ankara, Turkey
6. Speakers, Panelists and Moderators

Day 1: Speakers

Martijn Pluim started his career with ICMPD in 1999. Having worked on a broad variety of migration-related matters within the organisation, he left in 2005 to work at the European Commission. There, he worked on migration, asylum and border management issues in the Operations Quality Support Directorate. He returned to ICMPD in 2007 where he worked as the Director for the Eastern Dimension. Presently, as Director for Migration Dialogues and Cooperation, he is in charge of an operational projects portfolio of over 75 million Euros covering ICMPD’s migration dialogues, capacity building and technical assistance activities.

Gabriel Munuera Viñals holds the position of the Deputy Head of Delegation of the European Union to Turkey since September 2016. Mr. Munuera Viñals previously served as head of the Political Section of the European Union Delegation in Egypt from 2012 to 2016, and prior to this held posts in the European External Action Service and in EU/EC Delegations in the Philippines and the Eastern Caribbean. He started his career as Research Fellow in the Western European Union Institute of Security Studies, then as Political Officer in the UN Secretariat (Department of Political Affairs).

He has published several articles on conflict prevention and EU peace-making. A contemporary historian by training, Mr Munuera Viñals holds graduate degrees from the Fletcher School of Law and Diplomacy, the College of Europe and the Instituto Universitario Ortega y Gasset.
Dr. Gökçe Ok was born in İzmir and completed his education starting from primary school to university in İzmir.

After graduating from the Department of Biology Teacher Education of Buca Faculty of Educational Sciences of Dokuz Eylül University in 1996, he served as teacher, academician, administrator and founder in various educational institutions for 21 years.

Gökçe OK has also completed his post graduate and doctoral studies at the Institute of Educational Sciences of Dokuz Eylül University. As being an assistant professor in TODAİE (Public Administration Institute for Turkey and Middle East), he also holds the position of Deputy Director General of Migration Management.

Dr. Ok has married and the father of two children.
Day 1: Panelists

Dr. Kasia Lach is Head of Migration Policy Team of the Delegation of the European Union to Turkey. Prior to her posting to Ankara in 2015, Ms Lach worked for Directorate-General for Migration and Home Affairs; and Justice and Home Affairs of the European Commission, where she dealt with issues ranging from external aspects of EU migration policy, including visa liberalisation dialogues with third countries to legal and irregular migration. She studied law and international relations at the University of Warsaw, Poland; the European University Institute in Florence, Italy; and completed her doctoral studies at the University of Melbourne, Australia.

Prof. Ahmet İçduyg is Dean of the College of Social Sciences and Humanities at Koç University, Istanbul Turkey. He currently holds a dual appointment as a full professor at Koç, one is in the Department of International Relations and the other is in the Department of Sociology. He is also the Director of the Migration Research Center at Koç (MiReKoc). He holds a PhD in Demography from the Australian National University. He is an elected member of the Science Academy in Turkey. In addition to his own individual research projects, Prof. İçduyg has conducted various research projects for the international organizations such as IOM, UNHCR, EU, OECD and ILO. He teaches on migration studies, theories and practices of citizenship, international organizations, civil society, nationalism and ethnicity, and research methods.
Claudio Tomasi has recently been appointed as UNDP Turkey Country Director. Before his current assignment, he was UNDP Deputy Resident Representative in Cuba (2012-2016), in Nicaragua (2008-12), and in the Dominican Republic (2003-2007). With UNDP, he also worked in Panama as Assistant Resident Representative (2002) and in India as Governance Programme Officer (2001). Previous to his engagement with UNDP, Claudio Tomasi worked for the European Union and as a United Nation Volunteer (UNV) in India where he started his international career. Mr. Tomasi has collaborated with several NGOs, development research institutes, local based organisations and cooperatives. Claudio Tomasi has more than 15 years of experience in development work in three continents in a variety of capacities, mainly in management, partnership building, resource mobilisation, but also including programme and policy design, project implementation, advocacy and research. Claudio Tomasi is a sociologist of Italian nationality. He graduated in Sociology and Social Planning at the University of Sociology in Trento (Italy) and holds a Master’s degree in Development Studies from SOAS (School of Oriental and African Studies), University of London (UK). He was also a visitor graduate student at the Department of Political Sciences at CUNY, City University of New York (USA).

Riad Meddeb is the Policy Advisor for Economic Recovery at UNDP’s Bureau for Policy and Programme Support based in New York. Riad has in-depth knowledge in the areas of SDGs, migration, trade, investment and private sector development in African, Arab and South East Asian Countries. Riad has more than twenty years of experience, focusing on technical cooperation and policy advisory support to governments, in increasingly responsible roles as an Economist in the UN system – including with UNDP, the UN Conference on Trade and Development (UNCTAD), the International Labour Organization (ILO) at HQ and in the field. Riad is a graduate in Development Economics and International Economics with a specialization in Foreign Direct Investment, from the University Paris I Pantheon-Sorbonne. He provides policy advisory to countries to bridge short-term recovery and long-term interventions towards achieving sustainable development and to mainstream the SDGs in national development plans. He has also contributed to several publications. He led the development of UNDP’s corporate policy on migration and development and the new guidance note of the Global Migration Group on mainstreaming migration in UNDAFs.
Berlan Pars Alan works as Senior Migration Management Policy Advisor at the International Organization for Migration, Department of Migration Management in Geneva since October 2012. He has been involved in migration management, including visa and asylum matters since September 2008 when he took the position as the Head of Migration Department of the Ministry of Foreign Affairs of the Republic of Turkey, which he joined in 1986, and served in various capacities as a career diplomat. Berlan holds a degree in International Relations from the Political Science Faculty of Ankara University and a graduate degree in International Relations from the Faculty of Political Science, Istanbul University.

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