

TURKEY



Working environment

The context

The Republic of Turkey is party to the 1951 Refugee Convention, but maintains a “geographical limitation” under Article 1 (B) of the Convention, whereby it is not obligated to apply the Convention to refugees from outside Europe. Therefore, in Turkey UNHCR registers non-European asylum-seekers and determines their refugee status, with a view to advising the

Government on who should be given temporary asylum, and identifies refugees for resettlement.

Under the framework of the 1994 Asylum Regulation, amended in 2006 and supplemented by a Government directive the same year, Turkey provides non-European refugees with “temporary asylum-seeker status” and permission to remain in the country until UNHCR finds durable solutions for them elsewhere.

In accordance with the National Action Plan on Asylum and Migration of 2005, the Government of Turkey is building an

Planning figures for Turkey

TYPE OF POPULATION	ORIGIN	JAN 2013		DEC 2013	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Afghanistan	3,780	3,780	5,050	5,050
	Islamic Rep. of Iran	2,470	2,470	4,950	4,950
	Iraq	13,680	13,680	24,320	24,320
	Syrian Arab Rep.	280,000	280,000	586,000	500,000
	Various	2,490	2,490	3,470	3,470
Asylum-seekers	Afghanistan	17,740	17,740	54,000	54,000
	Islamic Rep. of Iran	6,560	6,560	11,730	11,730
	Iraq	2,570	2,570	5,350	5,350
	Various	5,300	5,300	8,470	8,470
Total		334,590	334,590	703,340	617,340

asylum system in line with international standards. The first asylum law, developed with UNHCR's technical support, has been submitted to Parliament and is awaiting adoption. The law will strengthen the country's commitment to humanitarian values and serve as a framework for cooperation with key international partners on asylum and migration issues.

Since the beginning of the Syrian crisis and so far in 2012, nearly 150,000 Syrians have sought shelter and assistance in the camps, while another 70,000 Syrians are estimated to be living in urban locations. In 2012, over 103,000 receive protection and assistance in camps managed directly by the Government, which has adopted a temporary-protection regime for all Syrians in the country. UNHCR has deployed staff to give technical advice and support to the authorities. It is expected to assist more than 500,000 Syrians in 2013.

• *The needs*

UNHCR continues to provide support to the Government of Turkey for the establishment of a national asylum system with required institutional capacity and technical expertise to be able to take over refugee status determination (RSD) activities from UNHCR.

Until then, UNHCR will continue to register asylum-seekers, conduct RSD for all non-Europeans, intervene to strengthen the protection environment and find durable solutions for refugees. The resources required for these activities have grown. This is mainly due to an unprecedented increase (50 per cent) in the asylum applications between June 2011 and July 2012, with the overall caseload reaching nearly to 30,000 people.

Non-Syrian applicants live in urban areas in more than 51 different cities. UNHCR closely monitors their protection and welfare through its staff, implementing partners, other partner NGOs and contracted lawyers.

UNHCR provides basic assistance for extremely vulnerable refugees and asylum-seekers in urban areas. The support includes the provision of non-food items, health care, education and psychosocial counselling. UNHCR has also established counselling and support networks to expand outreach to provinces.

Resettlement remains the main durable solution for non-European refugees in Turkey, given the limited local integration options and few opportunities for voluntary repatriation. The resettlement target for 2012 was approximately 6,000 refugees, but the figure could rise further by the end of the year owing to emergency needs.

Main objectives and targets for 2013

Favourable protection environment

- Law and policy are developed and strengthened.
 - ☞ *The Government adopts the asylum law and prepares secondary legislation.*
- Administrative institutions are developed and strengthened.
 - ☞ *The Government establishes a national asylum body and builds its capacity to respond to asylum claims.*

Fair protection processes

- The quality of registration and profiling is improved or maintained.
 - ☞ *Access to UNHCR for asylum-seekers is ensured, and waiting periods for registration become shorter.*
- Status determination procedures are made fairer and more efficient.
 - ☞ *Quality insurance of status determination processes is provided.*
- Reception conditions are improved.
 - ☞ *The promotion of a rights-based approach improves access to protection and assistance for people of concern, including by increasing options for self-reliance.*

Basic needs and essential services

- Shelter and infrastructure are established, improved and maintained.
 - ☞ *Emergency shelter items are stockpiled for up to 280,000 Syrians and released for the use of the Government as necessary.*
- The population has optimal access to education.
 - ☞ *Education assistance is provided to over 5,000 refugee children between 6-11 in order to increase school enrolment and reduce the dropout rate.*

- Services for people with specific needs are strengthened.
 - ☞ *The most vulnerable people of concern receive life-saving financial and medical assistance.*
 - ☞ *More than 3,500 people with psychosocial needs are provided assistance.*

Durable solutions

- A durable solutions strategy is developed, strengthened or updated.
 - ☞ *A comprehensive solutions strategy is developed and strengthened. UNHCR's urban strategy becomes fully operational.*
- The potential for voluntary return is realized.
 - ☞ *Voluntary repatriation is facilitated or organized whenever feasible.*
- The potential for resettlement is realized.
 - ☞ *Nearly 8,000 refugees are submitted for resettlement consideration.*

Security from violence and exploitation

- The protection of children is strengthened.
 - ☞ *Coordinated mechanisms are put in place to protect and assist unaccompanied children and young adults who leave shelters.*
- The risk of sexual and gender-based violence (SGBV) is reduced and the quality of the response to it is improved.
 - ☞ *Referral mechanisms are set up for the identification, protection and assistance of victims of sexual violence.*

Leadership, coordination and partnerships

- Coordination and partnerships are strengthened.
 - ☞ *Efforts continue to address immediate, intermediate and longer-term protection needs, including new local operational partnerships and advocacy to increase international responsibility sharing.*

UNHCR's presence in 2013

□ Number of offices	7
□ Total staff	270
International	10
National	184
UNVs	74
Others	2

UNHCR works closely with the central and local authorities to monitor the influx of Syrian refugees and provide support as required. It has deployed staff to the affected provinces to provide technical expertise on issues related to protection, including camp management, reception, registration and voluntary repatriation. This presence will be strengthened in 2013.

| Strategy and activities |

UNHCR will support the Government of Turkey during the transitional period after the adoption of the Asylum Law by helping the relevant authorities to draft secondary legislation and set up asylum institutions. It will also focus on the search for durable solutions, advocate for resettlement opportunities, promote voluntary repatriation, and facilitate local integration when possible. Protection in urban settings will receive special emphasis, while awareness campaigns will improve the public's understanding of international

protection and the plight of asylum-seekers and refugees.

● Constraints

Turkey's willingness to comply with international standards on refugee issues is reflected by the drafting of its first-ever asylum law, which was submitted to Parliament in 2012. The law is expected to improve conditions for people of concern to UNHCR in the country. However, the part of the draft law on asylum procedures will enter into force only after one year of its enactment, by the end of 2013.

The expected increase in the number of people of concern to UNHCR in Turkey will put extra pressure on local resources. Furthermore, given the limited availability of resettlement places, some groups of nationalities amongst recognized cases will likely have to wait for longer periods in Turkey before being able to depart. As a result, many people of concern will need UNHCR's support for extended periods.

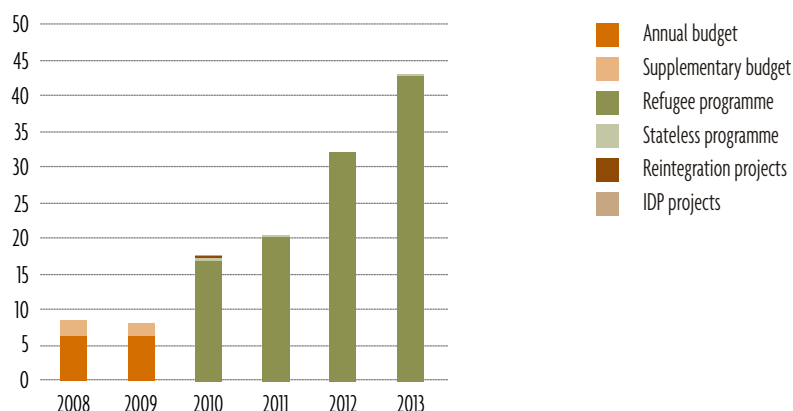


Lunchtime for Syrian refugees in Akcakale camp.

UNHCR / A. BRANTHWAITE

UNHCR's budget in Turkey 2008 – 2013

Millions (USD)



Organization and implementation

Given the effects on the operations in Turkey of the Syria situation, UNHCR is currently reviewing the operational and staffing requirements for 2013, which will be duly reflected at a later stage.

• Coordination

UNHCR's main formal interlocutors include the Ministry of Foreign Affairs, General Directorate of Consular Affairs; The Ministry of the Interior, Asylum and Migration Bureau, especially on the development of a national asylum system in Turkey; Ministry of the Interior, Department of Foreigners, Border and Asylum under the General Directorate of Security, on operational issues. UNHCR also maintains close links with other line ministries as well as the European Union Delegation to Turkey.

UNHCR's main implementing partners provide assistance and counselling in 51 cities where refugees and asylum-seekers reside. As a member of the UN Country Team, UNHCR has been designated as the lead agency for planning and coordination for the Syria emergency response.

Financial information

UNHCR's budget for Turkey has risen in recent years, from USD 32.3 million in 2012 (revised budget) to USD 43.1 million in 2013 with 99.5 per cent allocated for refugees and asylum-seekers and 0.5 per cent for the stateless programme. The increase is primarily due to the rapid growth of the urban refugee caseload and the displacement caused by the Syria crisis.

The 2013 budget will be further revised to address additional needs related to the Syria crisis which could not be assessed at the time this budget was approved.

Consequences of a funding shortfall

- Registration and RSD processes would be delayed, resulting in longer waiting periods for asylum-seekers.
- UNHCR would not be able to sustain its presence at the border to monitor protection and provide technical expertise to the authorities implementing the temporary protection regime for Syrians.
- The quantity of non-food items available for Syrian refugees would not be sufficient, increasing the risk of malnutrition, especially for children.

PARTNERS

Implementing partners

NGOs

Association for Solidarity with Asylum-Seekers and Migrants
Human Resources Development Foundation

Operational partners

Government agencies

Coast Guard Command
Gendarmerie General Command
Human Rights Presidency
Ministry of Foreign Affairs
Ministry of the Interior, Asylum and Migration Bureau
Ministry of the Interior, General Directorate for Security
Presidency of Religious Affairs
Secretariat General for EU Affairs
Social Services and Child Protection Agency
Social Solidarity and Assistance Foundation
Turkish International Cooperation and Development Agency

NGOs

Amnesty International
Association for Solidarity with Refugees (*Multeci-Der*)
Bar Associations
Cansuyu
Caritas
Foundation for Human Rights and Freedoms and Humanitarian Relief
Helsinki Citizens Assembly
Human Rights Association
Human Rights Foundation of Turkey
International Blue Crescent
International Catholic Migration Commission
JRS/KADER
KAOS Gay and Lesbian Cultural Research and Solidarity Association
KimseYok Mu
The Association of Human Rights and Solidarity for Oppressed People (*Mazlumder*)
Turkish Red Crescent Society

Others

IOM
United Nations Country Team
Universities

2013 UNHCR's budget in Turkey (USD)

BUDGET BREAKDOWN	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	TOTAL
Favourable protection environment			
International and regional instruments	0	173,391	173,391
Law and policy	918,133	0	918,133
Administrative institutions and practice	343,644	0	343,644
Access to legal assistance and remedies	903,388	0	903,388
Access to territory and <i>non-refoulement</i>	914,977	0	914,977
Public attitude towards persons of concern	919,533	0	919,533
Subtotal	3,999,675	173,391	4,173,065
Fair protection processes and documentation			
Reception conditions improved	4,170,377	0	4,170,377
Registration and profiling	5,047,495	0	5,047,495
Refugee status determination	1,531,726	0	1,531,726
Subtotal	10,749,597	0	10,749,597
Security from violence and exploitation			
Prevention and response to SGBV	1,299,221	0	1,299,221
Freedom of movement and reduction of detention risks	678,733	0	678,733
Protection of children	597,588	0	597,588
Subtotal	2,575,542	0	2,575,542
Basic needs and essential services			
Shelter and infrastructure	6,739,857	0	6,739,857
Services for people with specific needs	7,993,273	0	7,993,273
Education	1,421,943	0	1,421,943
Subtotal	16,155,073	0	16,155,073
Community empowerment and self-reliance			
Community mobilization	1,015,377	0	1,015,377
Subtotal	1,015,377	0	1,015,377
Durable solutions			
Comprehensive solutions strategy	452,488	0	452,488
Voluntary return	2,491,183	0	2,491,183
Reintegration	356,000	0	356,000
Resettlement	1,239,221	0	1,239,221
Subtotal	4,538,893	0	4,538,893
Leadership, coordination and partnerships			
Coordination and partnerships	1,912,844	0	1,912,844
Donor relations and resource mobilization	454,888	0	454,888
Subtotal	2,367,732	0	2,367,732
Logistics and operations support			
Operations management, coordination and support	1,499,460	0	1,499,460
Subtotal	1,499,460	0	1,499,460
Total	42,901,349	173,391	43,074,740
2012 Revised budget (as of 30 June 2012)	32,212,776	44,000	32,256,776