Forewords

List of Acronyms

About IOM

IOM in Turkey

Context Analysis

Economic Outlook

Security Outlook

Social Outlook

Environmental Outlook

Health Outlook

Strategic Priorities

Resilience: Strategic Priority 1

Resilience: Strategic Priority 2

Mobility: Strategic Priority 3

Governance: Strategic Priority 4

Cross-Cutting Themes

IOM’s Role in the UN Country Team Strategy

Institutional Development

The Way Forward

The opinions expressed in the report are those of the authors and do not necessarily reflect the views of the International Organization for Migration (IOM). The designations employed and the presentation of material throughout the report do not imply expression of any opinion whatsoever on the part of IOM concerning the legal status of any country, territory, city or area, or of its authorities, or concerning its frontiers or boundaries.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.
I am delighted to present the strategy of the IOM Office in Turkey to you. This strategy is a key tool in clearly articulating trends and challenges and how IOM will work with governments, migrant communities and our many partners to achieve a positive impact over the course of the next five years. The strategy affirms IOM’s mandate and core priorities as laid out in its Strategic Vision and related governance documents.

This strategy is anchored in IOM’s Regional Strategy for South-Eastern Europe, Eastern Europe and Central Asia which further refines the global priorities and tailors them to the regional context. It lays out IOM’s commitment to empower migrants and communities and to address drivers of migration. IOM is advancing positive, sustainable, and innovative development outcomes that are responsive to regional migration trends. In addition, IOM strengthens cooperative development and implementation of evidence-based and inclusive migration governance.

This strategy highlights the current and future migration trends in Turkey and sets out the context in which IOM carries out its activities. It outlines the challenges and opportunities relating to migration in the country and identifies the strategic priorities to address them in an effort to strive towards fostering safe, orderly and regular migration.

With the adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM), and establishment of a country Network on Migration, IOM, in its capacity as Network Coordinator and Secretariat, will continue to foster effective collaboration in support of support of government’s implementation follow-up and review of the GCM.

I am very grateful to IOM staff, particularly at the regional and country level, for their diligent and insightful work in developing this strategy and in their commitment to its successful implementation. The strategy is particularly timely given the operational needs on the ground, with a particular emphasis on response and recovery to the COVID-19 pandemic and our collective commitment to build back better.

This strategy affirms IOM’s commitment to support governments and stakeholders in upholding migrants’ rights, regardless of their migration status and across all stages of the migration cycle. With this strategy, and in cooperation with our numerous and diverse partners, we will continue to respond to the needs and aspirations of migrants, building societies fit for a modern, mobile and interconnected world. IOM looks forward to strengthening its partnerships in Turkey and joining efforts in fostering migration for the benefit of all.  

— Renate Held
Regional Director for IOM’s Regional Office covering South-Eastern Europe, Eastern Europe and Central Asia

I am very pleased to introduce IOM Turkey’s Mission Strategy for 2021-2025. This document serves as a valuable tool to showcase our current and planned initiatives in Turkey and in the Syrian Arab Republic.

Migration and human mobility remain a central trend of the twenty-first century and one of the most topical and complex issues of our time. Turkey is a country historically characterized by dynamic human mobility, with almost 4.5 million foreign nationals of whom 3.64 million are seeking international protection. Most of those seeking international protection are Syrians (3.62 million) who have been granted temporary protection status, making Turkey host to the largest refugee population in the world.

As the Syrian crisis enters its eleventh year, 11.06 million people in the Syrian Arab Republic are still in need of humanitarian assistance, according to the Humanitarian Needs Overview (HNO) 2020. There are a total of 6.1 million Internally Displaced Persons (IDPs) inside the Syrian Arab Republic, and the ongoing military hostilities and the lack of political progress indicate that the 2.7 million IDPs in northwest Syria (NWS) will remain in a situation of protracted displacement.

In 2020, the outbreak of COVID-19 further heightened the complexities surrounding mobility, displacement, and resilience. The pandemic has inevitably placed migrant and refugee populations at risk, as many are facing a reduction in labour opportunities, especially casual workers, and daily wage earners in the informal sector. In Syria, an outbreak of COVID-19 in July 2020 further exacerbated the already dire humanitarian situation.

Taking into consideration this reality, the approach of IOM Turkey acknowledges that effective migration governance and management requires strong cooperation with Government of Turkey partners and other UN agencies, non-governmental organizations (NGOs), civil society actors and the private sector. These partnerships are crucial in order to effectively address the full scope of migration issues ranging from the drivers of migration, emergencies linked to mobility and displacement, migration governance and the longer-term impacts of migration.

Additionally, more recently there has become a better analysis of the complex two-way relationship between migration and development and how they impact one another. There is also a greater acceptance that migration is a multisectoral phenomenon that needs to be addressed through an integrated and holistic approach at all levels of governance.

In line with this context, IOM Turkey presents this five-year Strategy, which will serve as a blueprint for IOM’s programming in the country until 2025. The strategy is guided by the IOM principle that humane, orderly, and well-managed migration benefits countries of origin, transit and destination, including migrants and society.

— Lado Gvilava
IOM Turkey Chief of Mission
## LIST OF ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>3RP</td>
<td>Regional Refugee Response and Resilience Plan</td>
</tr>
<tr>
<td>MHD</td>
<td>IOM’s Migration Health Division</td>
</tr>
<tr>
<td>AAP</td>
<td>Accountability to Affected Populations</td>
</tr>
<tr>
<td>MiGOF</td>
<td>Migration Governance Operational Framework</td>
</tr>
<tr>
<td>AFAD</td>
<td>Disaster and Emergency Management Presidency</td>
</tr>
<tr>
<td>MoAF</td>
<td>Ministry of Agriculture and Forestry</td>
</tr>
<tr>
<td>AVRR</td>
<td>Assisted Voluntary Return and Reintegration</td>
</tr>
<tr>
<td>MoD/LFC</td>
<td>Ministry of Defense/Land Forces Command</td>
</tr>
<tr>
<td>BAH</td>
<td>Bab al-Hawa</td>
</tr>
<tr>
<td>MoEU</td>
<td>Ministry of Environment and Urbanisation</td>
</tr>
<tr>
<td>BAS</td>
<td>Bab al-Salam</td>
</tr>
<tr>
<td>MoFLSS</td>
<td>Ministry of Family, Labour and Social Services</td>
</tr>
<tr>
<td>CCCM</td>
<td>Camp Coordination and Camp Management</td>
</tr>
<tr>
<td>MoH</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>CoO</td>
<td>Countries of Origin</td>
</tr>
<tr>
<td>MoI</td>
<td>Ministry of Interior</td>
</tr>
<tr>
<td>CT</td>
<td>Counter Trafficking</td>
</tr>
<tr>
<td>MoJ</td>
<td>Ministry of Justice</td>
</tr>
<tr>
<td>CTS</td>
<td>Commodity Tracking System</td>
</tr>
<tr>
<td>MoNE</td>
<td>Ministry of National Education</td>
</tr>
<tr>
<td>DGILF</td>
<td>Directorate General on International Labour Force</td>
</tr>
<tr>
<td>MoT</td>
<td>Ministry of Trade</td>
</tr>
<tr>
<td>DGMM</td>
<td>Directorate General of Migration Management</td>
</tr>
<tr>
<td>MPM</td>
<td>Migrant Presence Monitoring</td>
</tr>
<tr>
<td>DGPA</td>
<td>Directorate General of Provincial Administration</td>
</tr>
<tr>
<td>NAP</td>
<td>National Action Plan</td>
</tr>
<tr>
<td>DTM</td>
<td>Displacement Tracking Matrix</td>
</tr>
<tr>
<td>NDP</td>
<td>National Development Plan</td>
</tr>
<tr>
<td>EDF</td>
<td>Enterprise Development Fund</td>
</tr>
<tr>
<td>NFI</td>
<td>Non-Food Items</td>
</tr>
<tr>
<td>ESSN</td>
<td>Emergency Social Safety Net Programme</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organizations</td>
</tr>
<tr>
<td>NWS</td>
<td>Northwest Syria</td>
</tr>
<tr>
<td>GCM</td>
<td>Global Compact for Safe, Orderly, and Regular Migration</td>
</tr>
<tr>
<td>PDDMs</td>
<td>Provincial Directorates of Migration Management</td>
</tr>
<tr>
<td>GOS</td>
<td>Government of the Syria Arab Republic</td>
</tr>
<tr>
<td>RCs</td>
<td>Removal Centres</td>
</tr>
<tr>
<td>GoT</td>
<td>Government of Turkey</td>
</tr>
<tr>
<td>SAR</td>
<td>Search and Rescue</td>
</tr>
<tr>
<td>HES Code</td>
<td>Hayat Eve Sığar/Life Fits Home Code</td>
</tr>
<tr>
<td>SDG</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>HLP</td>
<td>Housing, Land and Property</td>
</tr>
<tr>
<td>SMEs</td>
<td>Small and Medium Enterprises</td>
</tr>
<tr>
<td>HNO</td>
<td>Humanitarian Needs Overview</td>
</tr>
<tr>
<td>SNFi</td>
<td>Shelter and Non-Food Items</td>
</tr>
<tr>
<td>HRP</td>
<td>Humanitarian Response Plan</td>
</tr>
<tr>
<td>SuTPs</td>
<td>Syrians under Temporary Protection</td>
</tr>
<tr>
<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
</tr>
<tr>
<td>TACs</td>
<td>Temporary Accommodation Centres</td>
</tr>
<tr>
<td>IcSP</td>
<td>Instrument Contributing to Stability and Peace (EU)</td>
</tr>
<tr>
<td>TCG</td>
<td>Turkish Coast Guard</td>
</tr>
<tr>
<td>IDPs</td>
<td>Internally Displaced Persons</td>
</tr>
<tr>
<td>TGCG</td>
<td>Turkish General Command of Gendarmerie</td>
</tr>
<tr>
<td>IFRC</td>
<td>International Federation of Red Cross and Red Crescent Societies</td>
</tr>
<tr>
<td>TL</td>
<td>Turkish Lira</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>TNP</td>
<td>Turkish National Police</td>
</tr>
<tr>
<td>IOE</td>
<td>International Organization of Employers</td>
</tr>
<tr>
<td>TP</td>
<td>Temporary Protection</td>
</tr>
<tr>
<td>IOM</td>
<td>International Organisation for Migration</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>IPs</td>
<td>Implementing Partners</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>ITUC</td>
<td>International Trade Union Confederation</td>
</tr>
<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
</tr>
<tr>
<td>LFIP</td>
<td>Law 6458 on Foreigners and International Protection</td>
</tr>
<tr>
<td>UNSC</td>
<td>UN Security Council</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>UNFCCC</td>
<td>UN Framework Convention on Climate Change</td>
</tr>
<tr>
<td>MCOF</td>
<td>Migration Crisis Operational Framework</td>
</tr>
<tr>
<td>UNSDCF</td>
<td>UN Sustainable Development Cooperation Framework</td>
</tr>
<tr>
<td>MEAL</td>
<td>Monitoring, Evaluation, Accountability and Learning</td>
</tr>
<tr>
<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
</tr>
<tr>
<td>MFA</td>
<td>Ministry of Foreign Affairs</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
</tr>
</tbody>
</table>
IOM TURKEY MISSION STRATEGY: 2021 – 2025

ABOUT IOM

The International Organization for Migration (IOM) is the UN’s leading agency on migration and the leading intergovernmental organization in the field of migration, working closely with its key stakeholders – migrants and member states – to promote humane, safe, and orderly migration.

It does so by providing services and advice to governments and migrants from an integral and holistic perspective, including links to development, to maximize the benefits and opportunities of migration and reduce its challenges. Established in 1951, IOM now has more than 173 Member States, offices in over 500 field locations and more than 15,000 staff - 90 per cent of IOM’s staff being deployed in the field. In South-Eastern Europe, Eastern Europe and Central Asia region, IOM has 19 country offices. In Turkey, IOM has 15 field locations and over 1,000 staff.

As recognized in the 2030 Agenda for Sustainable Development, human mobility is inextricably linked with sustainable development. The Sustainable Development Goals (SDGs) – and the commitment to leave no one behind and to reach the furthest behind – will not be achieved without due consideration of migration. This Strategy will support the member states to achieve this, ultimately leveraging the potential of migration through a whole-of-government approach to achieve sustainable development outcomes for all. It is a direct contribution to the 2030 Agenda and the full scope of migration issues beginning with the resettlement of Iraqi refugees and quickly expanding to include migration management programmes. The Mission has continued to grow, strengthening emergency response programmes rapidly to address the Syrian and Mediterranean crises.

IOM has assisted Turkey in the development and reform of its migration governance system, supporting the enforcement of the Law on Foreigners and International Protection; establishment of a Directorate General for Migration Management (DGMM) under the Ministry of Interior (MoI); the establishment of Directorate General for International Labour Force (DGILF) under the Ministry of Family, Labour and Social Services (MoFLSS); IOM supported the Ministry of Foreign Affairs Participation in the negotiation of the Global Compact for Migration, which it subsequently voted in favour of in 2018. IOM provides extensive support, assistance and capacity building to the GoT for an effective, comprehensive and human rights-based migration management system. IOM Turkey’s migration management and humanitarian programmes take a multi-faceted approach to migration in line with the GoT priorities through thematic areas of counter-trafficking, integrated border management, labour migration and human development, migration, environment and climate change, social cohesion and integration, and assisted voluntary return and reintegration for comprehensive, sustainable and human-centred solutions. As part of its whole of government approach, IOM contributes to horizontal and vertical policy coherence across different levels of the government, starting from development and implementation of guidelines and Standard Operational Procedures (SOPs) at the local level to national strategies related to migration management, including the development of the national migration governance framework and policy documents such as the Strategy Document and National Action Plan on Harmonization, and the National Action Plans for Irregular Migration. IOM actively engages with the Humanitarian, Peace and Development Nexus under the Regional Refugee and Resilience Plan, building coherence between humanitarian response for refugees and migrants, harmonization efforts between refugees and migrants and their host communities, and development pathways for livelihoods and labour market access.

In north western part of the Syrian Arab Republic (NWS), IOM Turkey continues to deliver multi-sectoral life-saving humanitarian assistance to over 3 million crisis-affected persons, mobilized through a robust commodity and material supply chain and direct assistance and service delivery programming.

IOM opened its first office in Turkey in 1991. IOM’s partnership with the Government of Turkey (GoT) was formalized in November 2004, when Turkey became an IOM Member State.

In 2017, IOM’s Director General signed an amended Host Country Agreement with the Turkish Ministry of Foreign Affairs (MFA) to reflect IOM’s then recent UN membership, recognizing the privileges and immunities of IOM sub-offices throughout the country and further strengthening IOM’s relationship with the Government of Turkey. IOM programming addresses the full scope of migration issues beginning with the resettlement of Iraqi refugees and quickly expanding to include migration management programmes. The Mission has continued to grow, strengthening emergency response programmes rapidly to address the Syrian and Mediterranean crises.

IOM TURKEY MISSION STRATEGY: 2021 – 2025

© IOM 2020/Bekir Erdinç

© IOM 2016/Amanda Nero

1. While this strategy is intended for a five-year period (2020–2024), it is flexible and subject to periodic review, allowing for adjustments to new realities and emerging issues. IOM will stress complementary action and strive to implement this strategy in close cooperation and partnership with governments, donors, migrants, civil society, the private sector and other stakeholders.

2. William Lacy Swing served between the years of 2008 and 2018.
Turkey continues to be the world’s largest host to refugees and has experienced a substantial increase in irregular border crossings in recent years. Despite the development of a comprehensive legal and institutional framework, for effective migration management and international protection the significant surge in mixed migration movements, including irregular migrants, has put a considerable strain on Turkish authorities’ capabilities. With crises in neighbouring countries and in the region, as well as with the deterioration of the global economy due to the COVID-19 pandemic, mixed migration movements in Turkey are expected to continue or even increase.

**Turkey**

According to DGMM, almost 4.5 million foreign nationals are officially living in Turkey within the scope of either Turkish residence permits or international protection or temporary protection. Most of those seeking international protection are Syrians (3.66 million) who have been granted Temporary Protection Status, making Turkey host to the largest refugee population worldwide. In 2020, according to UNHCR, there is an estimated 368,230 asylum seekers and refugees, mainly from Afghanistan, the Islamic Republic of Iran, Iraq, and Somalia. Additionally, there are over one million residence permit holders in Turkey which include labour migrants, seasonal migrants, international students, etc. Turkey continues to experience significant mixed migration flows as a country of transit and destination for irregular migrants who are seeking work or transit through Turkey on their way to Europe and migrants engaging in tourism and agricultural sectors. Because of the pressure of irregular migratory movements to and from Turkey, Turkish authorities have stepped up efforts to identify and apprehend migrants in irregular situations. DGMM recorded 454,662 migrants in irregular situations apprehended in 2019, an increase from 58,647 in 2014. The largest number of apprehended migrants in an irregular situation was recorded in 2015 with 146,485 migrants. The COVID-19 outbreak has since reduced these numbers to 122,302 migrants in irregular situations apprehended in 2020. The majority of migrants in irregular situations are from Afghanistan, Pakistan and the Syrian Arab Republic as well as growing numbers from the Palestinian Territories, the Central African Republic, Iraq and the Democratic Republic of Congo.

The sheer number and diverse needs of migrants and refugees in Turkey demand effective humanitarian assistance, protection, and migration management strategies. Governments, international organizations, and humanitarian organizations are working together to develop comprehensive policies and actions to sustainably manage migration and facilitate its potential positive outcomes. While Turkey’s Migration Governance Indicators profile outlines many well-developed areas in the policy framework for migration governance, some weaknesses remain. GoT has formulated its 11th National Development Plan (NDP), which focuses on improving international competitiveness, migration management, rule of law, human development, and environmental sustainability. The NDP stresses the importance of providing external migration management, which is safe, systematic, controllable, evidence-based and compatible with human rights and befitting human dignity for all migrants who come to Turkey from other countries.

**The Syrian Crisis**

Ten years in the Syrian crisis, 11.06 million people in the Syrian Arab Republic are still in need of humanitarian assistance, according to the Humanitarian Needs Overview (HNO) 2020. Furthermore, around 4.65 million people are in acute need of aid, resulting from displacement, exposure to hostilities, and limited access to basic goods and services, including education. With a total of 6.1 million IDPs inside the Syrian Arab Republic, 1.8 million displacements were recorded in 2019 with repeat displacement numbers particularly high in NWS and northeast Syria. In 2020, conditions in the Syrian Arab Republic continued not to be conducive to voluntary return; within the 3RP framework, partners are not planning to facilitate or promote any such return. According to the Humanitarian Needs Assessment Programme (H-NAP), there were 347,032 returns in the Syrian Arab Republic between January – December 2020. Most of these returnees were from within the Syrian Arab Republic who returned to their place of origin after having previously fled to another location within the Syrian Arab Republic for at least a month. Considering the high number of displacements resulting from the escalation of hostilities between December 2019 - March 2020, the figures for spontaneous IDP returns in 2020 have continued to decrease in line with the observed trend of the past two years.

**The Border Response**

As a consequence of tightened border patrols and surveillance along the land borders of Turkey with Bulgaria and Greece, the main migration flows from Turkey towards the EU were taking place through the Eastern Mediterranean Sea route. The number of migrants who attempted irregular crossing of the Aegean Sea has risen exponentially to 60,802 in 2019 from 26,678 in 2018 and thereby became closer to the numbers in 2015 when there were over 91,611 migrants who were intercepted/rescued by the Turkish Coast Guard (TCG). Although the agreement on the EU-Turkey Statement in April 2016 resulted in a marked decrease of irregular crossing attempts, a growing number of migrants continue to use Turkey as a transit country on their way to Europe. Although the number of migrants attempting to cross the EU decreased due to the COVID-19 outbreak, the TCG expects the number of migrants and refugees leaving Turkey and attempting to cross the sea borders to remain steady. As the resources of the TCG remain limited to manage the influx of and provide immediate assistance to rescued migrants and refugees, as part of its humanitarian assistance, IOM began supporting migrants and refugees, particularly those apprehended/intercepted/rescued at sea and/or on land when attempting to cross to EU. To respond to the needs of the rising number of migrants and refugees attempting to cross the EU as a result of GoT’s announcement of opening the Turkish side of the border on 28 February 2020, allowing migrants onwards passage to Europe, IOM expanded its border response operations to Edirne Province, located on the Turkish-Greek border. Up to date, IOM has provided humanitarian assistance to more than 90,000 migrants and refugees and will look to expand this area of intervention if the need emerges.
ECONOMIC OUTLOOK

Labour Migration

TURKEY

Labour migrants often experience economic vulnerability, particularly when working in the informal sector or undocumented. While Turkey has seen significant economic progress in recent years, the devaluation of the lira and the economic contraction resulting from COVID-1917 are particularly impacting informal workers. At the same time, labour migration is increasing from Central Asia18 as informal networks grow, and workers seek new destinations for employment. The protraction of the Syria crisis and a potential conflict in the region impact Turkey. At the same time, an increased migrant labour force represents an opportunity for economic growth in Turkey, especially in the long term.19

The ratification of the “Law on International Labour Force”11 in August 2016 resulted in the establishment of the Directorate General on International Labour Force (DGILF) under the Ministry of Family, Labour and Social Services (MoFLSS) as the central authority aiming to identify, implement and monitor policies on international labour force as well as regulate foreign workers’ work permit applications and labour market integration. Since its establishment, DGILF has taken important steps to enhance Turkey’s governance and regulation of labour migration including the issuance of work permits for migrants and refugees to ensure the orderly inclusion of international workers to the Turkish labour force; providing technical and administrative support to international labour migrants regarding employment and labour market integration related issues as well as stimulating international labour migrants to ensure the orderly inclusion of international workers to the Turkish labour force, providing technical and administrative support to international labour migrants regarding employment and labour market integration.

Access to Employment for Migrants and Refugees

Turkey's economy has been experiencing rising inflation rates since 2018, with rates increasing steadily since October 2021, reaching 16.9% in March 202120. Turkey is struggling to create enough jobs to meet the supply of workers entering the labour market. Access to employment in Turkey has been challenged by the fluctuating job market and increasing levels of unemployment. Across Turkey, the unemployment rate reached 13.2 percent as of August 2020.22 COVID-19 related economic contraction has impacted employment opportunities23 and reduced access to finance for small and medium enterprises, an area of focus for building livelihoods for refugees.24 A significant gender gap in employment rate remains between Turkish identified as men (58.9%) and women (26.3%)25. As of 31 December 2019, the work permits issued to Syrian nationals (including those under temporary protection and Syrians who have a residence permit) reached more than 132,497 since 2016.26 Despite an increase in the number of work permits issued to SUTPs, legal and sustainable employment remains a challenge for many. Work permit processes remain slow for some nationalities. This has resulted in high levels of informal employment and a lack of protections for many refugees and migrants, which can result in negative consequences on workers’ well-being and inclusion. Refugee women have particular challenges accessing the labour market, with the 2018 DHS Syrian Migrant Sample showing 8.7% of Syrian refugee women aged 15-49 working at the time of the survey, compared to 29.3% of Turkish women over 15.27

Additionally, seasonal labour migration is a common occurrence in Turkey, especially in the Black Sea Region. Sector-based labour market integration of migrants takes two main forms. Migrants respond to the skill needs of sectors mainly domestic services but also get included in labour-intensive, precarious, and informal jobs such as in agriculture. Agriculture is one of the critical sectors with a considerable level of seasonal mobility of migrants whose labour has reportedly reduced wage levels as a result of the competition with the native labour.28

THE SYRIAN ARAB REPUBLIC

With no political solution in sight, a deterioration in the economic situation in the Syrian Arab Republic is considered the most likely scenario between 2021 and 2024, with a geopolitical and military status quo maintained.29 An estimated 90 per cent of Syrians live in poverty as a result of the war. Large swathes of unusable or inaccessible land, a lack of access to infrastructure and local markets, and high rates of inflation have contributed to mass unemployment. Overall poverty is close to 90 per cent of the population, an increase since 201930 than USD 1.90 per person per day.31 Large swathes of unusable or inaccessible land, a lack of access to infrastructure and local markets, and high rates of inflation have contributed to mass unemployment. It is estimated that 98 per cent of individuals are living in extreme poverty, which is to say that they live on less than below USD 1.90 per person per day. Amongst the barriers reported by households people seeking employment or diversifying income sources, are a lack of employment opportunities (60%) and, lack of financing (67%).32 On the other hand, in the GoT-administered areas, the adoption of the Turkish Lira as the currency for the area is both a response to and has reduced, the impact of the conflict on local markets33 that have remained resilient and open throughout the conflict. Several aid organizations are increasingly supporting efforts to encourage income-generating activities, vocational training, and entrepreneurial activities. IOM has also undertaken the lead on implementing Cash-Based Interventions (CBI) in NWS not only to provide emergency support to vulnerable households but also to restore local markets and support the economic resilience of recovering communities.

18 To Russia or Turkey? A Central Asian Migrant Workers Big Choice – The Diplomat
19 ANALYSIS - A critical stage in Afghan peace process – IOM
20 Ramon Mahia, Rafael de Arce, Ahmad Al Kou and Gulden Bölua (2020) The short and long-term impact of Syrian refugees on the Turkish economy: a simulation approach, Turkish Studies, 21:3, 661-683, DOI: 10.1080/14682884.2019.1691920
23 jobs at Risk in Afghanistan Identifying the Impact of COVID-19 – IOM
25 Syrian refugees and the transformation of Turkey’s rural areas
SECURITY OUTLOOK

TURKEY

Turkey has completed the construction of a 700-kilometre wall along its border with the Syrian Arab Republic. Of the 13 border crossing points along the Turkish-Syrian Arab Republic border, one remains open to humanitarian shipments. In 2015, major cities such as Istanbul, Ankara, and Gaziantep have been heavily affected by security incidents. This was further compounded by the attempted coup of July 2016, after which a state of emergency was declared and border areas became more restricted, impacting the operational capabilities of humanitarian agencies.

The 2016 Regulation on ‘Inter-Institutional Cooperation and Coordination in The Field of Border Management’ reiterated Turkey’s commitment to strengthening its border checks, surveillance at land and sea borders, and inter-agency cooperation for open, transparent, regular, easy and fast border passage. Despite this, IOM foresees that smuggling and irregular migration will continue to occur in the future.

SOCIAL OUTLOOK

TURKEY

Turkey has legislation in place that provides migrants and refugees with access to social services. However, this access can be limited due to locally stretched capacities, lack of awareness of rights and services amongst the refugee population, language and cultural barriers, and administrative delays. While education for all children regardless of status is mandatory in Turkey, significant barriers exist and have been heightened with the influx of refugees since the onset of the Syria Crisis. Prior to 2018, Syrian refugee children were educated at Temporary Education Centres (TECs) in their native language. However, as part of the GoT’s integration and harmonization plans, these Centres were gradually phased out starting in 2018 and through 2019, when Syrian refugees and other migrant children were incorporated into the national education system. Considerable barriers, including language, limited space, peer bullying, and school transportation costs, have resulted in a lack of motivation, particularly amongst older, to continue formal education, opting for informal education or vocational training instead.

Further, IOM partner assessments have indicated pockets of social tension undermining relations between Turkish host and Syrian refugee communities, highlighting the need to empower migrants and societies to realize full inclusion and social cohesion. Turkey’s Harmonization Strategy and National Action Plan also identify the need to contextualize systems, tools and mechanisms to the profile of migrants and refugees in each province.

IOM’s “Harmonization and Social Cohesion Programme Across Turkey” supports social cohesion and inclusion through the facilitation of interaction between migrant and host communities and strengthening the capacity of national harmonization stakeholders. IOM also supports other strategies to reduce tensions, including language training, cultural activities, and the integration of schooling.


TRAFFICKING IN PERSONS

According to the 2020 Trafficking in Persons Report by the U.S. Department of State’s Office to Monitor and Combat Trafficking in Persons (J/TIP), Turkey is currently ranked as Tier 2 with human traffickers exploiting domestic and foreign victims in Turkey, and traffickers exploiting victims from Turkey abroad. Turkey is a source, destination and transit country for trafficked persons and in recent years, Turkish authorities have identified trafficked persons from a diverse range of nationalities, but primarily for sexual exploitation. According to DGMM, the number of trafficked persons identified increased, from 215 in 2019 to 236 in 2020, however, the number of migrants formally identified as trafficked persons is relatively low, given a considerable number of migrants in vulnerable situation present in the country. It is likely that the issue is more widespread than revealed by official statistics. Turkey issued a Regulation on Combating Human Trafficking and the Protection of Victims in 2016, complementing the Law on Foreigners and International Protection, which laid out the legal framework for Counter Trafficking (CT) in Turkey. At the policy level, Turkey has adopted two CT NAPs, in 2003 and 2009, respectively. Despite the positive steps in aligning Turkey’s CT efforts with international standards, particularly the Council of Europe Convention on Action against Trafficking in Human Beings, ratified by Turkey in 2016, numerous challenges remain in the implementation of the recently-enacted Regulation, including a limited capacity to identify trafficked persons, to provide specialized protection and assistance, and limited effectiveness of the National Referral Mechanism (NRM).

ASSTED VOLUNTARY RETURN AND REINTEGRATION (AVRR)

The GoT is in the process of establishing a National Voluntary Return Mechanism. IOM, DGMM and partners have been working on strengthening the AVRR mechanism in Turkey through the provision of technical support to develop the legislative framework, operational capacity and SOPs. Against this background, reintegration support is essential to facilitate the sustainable reintegration of returning migrants into community life by providing them with equal access to social protection and services, justice, psychosocial assistance, vocational training, employment opportunities and decent work, recognition of skills acquired abroad, and financial services. Furthermore, IOM advocates for the development and implementation of bilateral, regional and multilateral cooperation framework and agreements, including readmission agreements, ensuring that return and readmission of migrants to their own country is safe and dignified. The majority of migrants assisted via the AVRR Programme are male and most often fall into the category of “stranded migrant”. Often these migrants have entered Turkey with no documentation or legal status and due to their extremely limited financial capacity and resources, they have no other means to return home and are left stranded in Turkey. There are also a substantial number of vulnerable migrants due to a range of factors such as gender, age, socioeconomic and family status, health conditions and other situations they are facing in Turkey.
THE SYRIAN ARAB REPUBLIC

While the pre-war Syrian Arab Republic was noted for the co-existence of people from different backgrounds, ten years into the war, the country’s social fabric has been drastically impacted. Social and community divisions along sectarian and class lines are posing long-term challenges to the re-establishment of trust and meaningful conflict resolution and underlying efforts to achieve durable solutions when conditions allow.

The ongoing crisis has destroyed the country’s public infrastructure on a large-scale and drastically worsened protection risks and vulnerabilities. Persons identified as men and boys are reported to be the most exposed to the direct, immediate threat of hostilities, while persons identified as women and girls are more affected by their indirect impact, such as the deprivation of freedom of movement and the exacerbation of gender inequalities. Negative coping mechanisms such as forced marriage and early marriage; sexual exploitation; restrictions to freedom of movement, gender-based violence; and recruitment and exploitation by armed groups accelerate when displacement increases, most recently witnessed during the escalation in violence between May 2019 and February 2020. Furthermore, these populations affected by the crisis are exposed to the risk of trafficking in persons. These protection concerns are more severe among the hundreds of informal IDP sites in NWS which lack access to even basic services.

Islands pertaining to the loss and damage of housing, land and property (HLP) rights and civil documentation are widespread throughout the country. The return of IDPs and refugees to their communities of origin will likely result in competing ownership claims, overuse and occupancy of land and property, and a lack of necessary documentation to prove ownership will become an increasing issue.

Another key dynamic is the relationship of IDP groups to residents and host community members. Due to the escalation of hostilities in December 2019, by March 2020, for every two residents, there was one IDP. Due to ongoing and repeated displacements, IDPs, especially in NWS, experience challenges in adapting to life in new locations, affecting social cohesion negatively, with lasting changes to the demographic composition of communities. Social tensions are also increasing in areas where IDPs are perceived to receive preferential access to humanitarian assistance. It is thus crucial that interventions support all conflict-affected Syrians in meeting immediate humanitarian needs as well as support early recovery where conditions allow, and to continue to involve displaced persons, host communities and returnees to encourage integration and rebuild community networks.

ENVIRONMENTAL OUTLOOK

TURKEY

Population growth, rapid urbanization and industrialization have exacerbated the impacts of a range of environmental challenges including climate change, deforestation, flooding, environmental degradation, desertification, water scarcity, and marine pollution. Accelerated urbanization has reduced biodiversity, aggravated environmental degradation and reduced agricultural land and water filtration surfaces, placing additional stress on food and water security. Climate change impacts will accentuate environmental degradation in vulnerable ecosystems, including the Mediterranean coasts, Taurus and Pontic mountains and Euphrates-Tigris river basin, and are likely to compound underlying causes of vulnerability, especially for those already facing societal inequities because of their gender, age, class, or disability. Migration – in its different forms - is and will continue to be shaped by climate impacts and environmental degradation. In particular, seasonal migrants working in agriculture within the country are increasingly vulnerable to climate change impacts on rainfall, and in turn, on food systems and labour security. Importantly, Turkey’s eleventh NDP (2019-2023) places sustainability at the centre of its development efforts. The plan promotes sustainable environmental and natural resource management and building of liveable cities. Priority is given to the prevention of environmental pollution and the sustainable use of biodiversity and natural resources. Despite recognizing health challenges to seasonal migrants workers, migration has limited integration into the climate change policy framework.

While the disaster-induced displacement rate is lower in Turkey compared to other countries in the region, the internal Displacement Monitoring Centre recorded 275,313 displacements in the last decade (2009-2019) due to disasters induced by natural hazards. Where migrants and refugees do move into urban and peri-urban areas, they can be exposed to new climatic and environmental stressors, and if they have limited access to public services and amenities, it can increase their vulnerability to the impacts of these stressors. People can be “trapped” in environmentally fragile areas and unable to move, lacking the resources or opportunities for migration. At the same time, when enabling conditions are present, migration can support climate change adaptation and build climate resilience.

44. World Migration Report 2020 – Chapter 9 Human Mobility and Adaptation to Environmental Change. https://publications.iom.int/books/world-migration-report-2020-chapter9
45. CCCM Cluster Incident reports 20 and 23 March 2020.

49. Making Mobility Work for Adaptation to Environmental Changes: Results from the MECLEP global research. https://environmentalmigration.com/international/mobility-work-adaptation-environmental-changes-results-global-research
51. IOM TURKEY MISSION STRATEGY: 2021 – 2025

THE SYRIAN ARAB REPUBLIC

The continual displacements and limited land availability in NWS have meant that many agricultural lands have been converted to camps and informal sites, often with populations in the thousands. Some previously rural areas in Idlib and Aleppo have been transformed into de facto new urban centres. Moreover, military operations and the settlement of IDPs on agricultural lands has led to land degradation, deforestation, and disruption of the food systems. Additionally, humanitarian organizations establish settlements in NWS by levelling and graving the land. Even if gravel is placed under concrete bases to protect the soil underneath, settlements on agricultural land have a lasting effect on soil productivity. Many of the IDP sites are spontaneously established in low-lying, flood-prone areas. In the past two winter seasons, widespread flooding and inordinate weather conditions have compounded the inadequate living conditions in the IDP sites in NWS. Recently, many IDP sites were severely affected by floods and harsh winter conditions. Additionally, floods in spring 2020 have compounded issues for vulnerable families in IDP sites in Idlib and Aleppo.

44. Making Mobility Work for Adaptation to Environmental Changes: Results from the MECLEP global research. https://environmentalmigration.com/international/mobility-work-adaptation-environmental-changes-results-global-research
47. CCCM Cluster Incident reports 20 and 23 March 2020.
HEALTH OUTLOOK

Since the influx of refugees and migrants into Turkey, the GoT has extended the same basic and emergency health services to all foreigners in Turkey, as to citizens, regardless of their status. Linguistic and cultural barriers exist in accessing these services, however, which create obstacles for refugees and migrants in ensuring proper access to healthcare services.\(^{48}\) IOM supports NWS by supplying medical items and expendables including face masks and sanitisers for implementing partners and healthcare workers.

COVID-19

TURKEY

As of 25 March 2021, Turkey has registered over 3,091,282 cases of COVID-19, ranking it in the top 10 countries by the number of cases.\(^{49}\) The Lowry Institute places Turkey at seventy-ninth of 94 countries in its COVID-19 Performance Index for pandemic response.\(^{50}\)

In light of the World Health Organization’s (WHO) and Turkish MoH’s recommendations, the GoT has taken various steps to prevent and mitigate the effects of COVID-19. The government response to COVID-19 aims to contain and reduce the spreading of the virus and provide health care services to patients who developed the disease. The pandemic has inevitably placed migrant and refugee populations at particular risk, as many are facing a reduction in labour opportunities, especially casual workers, and daily wage earners in the informal sector. In April 2020 World Food Programme (WFP) report found that “nearly one-quarter (23%) of refugee households [in Turkey] are at risk to COVID-19 due to exposure to two or more risk factors such as crowding in the home, insufficient access to water and hygiene items, and poor sanitary practices”.\(^{51}\) The study further indicated that as of February 2020, one-in-five surveyed refugee households had no employed household members; of the households with at least one employed household member (56%), suggesting a high vulnerability to COVID-19 in terms of health and economically. UNHCR found that 61 per cent of households had lost their jobs as a result of the COVID-19 pandemic.\(^{52}\) These socioeconomic vulnerabilities may have a negative impact on the ability of Syrian refugees to take all the recommended precautionary measures against COVID-19.

As part of COVID-19 control measures, MoH has recently announced four eligibility criteria for COVID-19 RT-PCR testing.\(^{53}\) Even if symptoms of COVID-19 are observed, a referral by a physician is required to be eligible for testing, making access for migrants and refugees more challenging. Communications campaigns on COVID prevention by the MoH have mostly been in Turkish or Arabic refugee and migrant communities who do not speak these languages have limited access to the crucial information. Likewise, the successful “Hayat Eve Sığar/ Life Fits Home” (HES) movement tracing system may create some confusion among non-Turkish speakers and limit their movement for health or other basic needs.

Finally, it remains unclear how successfully migrants and refugees will be able to access COVID vaccination under the four phase National COVID-19 Vaccine Administration Strategy, declared in January 2021.\(^{54}\)

THE SYRIAN ARAB REPUBLIC

COVID-19 conditions in the Syrian Arab Republic have worsened in recent months. Border crossings have been impacted as the Syria Arab Republic and neighbouring countries continue to practice their precautionary measures. In April 2020, significant price increases and some shortages in basic goods (as much as 40 per cent in food staples) and personal protective items such as face masks and hand sanitisers (up to 5,000 per cent increase) were reported. Humanitarian activities have not been prohibited, but activities are reduced due to restrictions and measures imposed by humanitarian actors. Many health facilities have suspended non-emergency consultations. As of the end of January 2021, there are over 21,000 confirmed cases of COVID-19 and 380 reported deaths in NWS. Given insufficient testing capacity and a health system crippled by 10 years of conflict, the actual number of cases across Syria, and especially in NWS, is estimated to be far higher. The healthcare system in NWS faces immense challenges in coping with the COVID-19 outbreak with only 12 dedicated COVID-19 hospitals for a population of around four million people.

\(^{48}\) https://www.who.int/docs/default-source/un-high-level-meeting-on-it/3-syrian-refugee-programme-in-turkey.pdf?sfvrsn=67f0252_2

\(^{49}\) https://www.worldometers.info/coronavirus/countries-where-corona-virus-ha

\(^{50}\) https://covid19asi.saglik.gov.tr/EN-78317/turkish-national-covid-19-vaccine-

\(^{51}\) UNHCR conducted phone surveys with 1,421 persons of concern.


\(^{53}\) Person travelling outside of the country, 2. Person with symptoms of COVID-19, 3. Person who has contacted confirmed COVID-19 cases, 4. Person attending any sports programme.
IOM Turkey’s Mission Strategy 2021-2025 is an integrated and multi-sectoral approach, guided by IOM’s overall objective to address migration trends and challenges and innovation in line with regional, national and international frameworks.

It draws on the 2030 Agenda for Sustainable Development (Agenda 2030), in particular, target 10.7: “facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies,” and the Global Compact for Safe, Orderly and Regular Migration (GCM). The strategy aligns with the IOM Regional Strategy for South-Eastern Europe, Eastern Europe and Central Asia 2020-2024,55 and related IOM governance documents, such as the Migration Governance Operational Framework (MGOF) and the Migration Crisis Operational Framework (MCOF).56 IOM’s MCOF in Turkey outlines IOM’s ongoing and planned interventions for the refugee and migrant response in Turkey and the humanitarian response in northern Syria between 2020-2023,57 and should be read in conjunction with the Regional Refugee Response and Resilience Plan (RRP) in Turkey, the Humanitarian Response Plan (HRP) for the Syrian Arab Republic, IOM’s Regional Strategy for South-Eastern Europe, Eastern Europe and Central Asia, and IOM’s Western Turkey Crisis Response Plan 2021.58

IOM Turkey’s strategic objectives are in line with national development priorities, including migration objectives outlined in the 11th National Development Plan,59 and related IOM governance documents, such as the Migration Governance Operational Framework (MGOF) and the MCOF.60 IOM’s MCOF in Turkey outlines IOM’s ongoing and planned interventions for the refugee and migrant response in Turkey and the humanitarian response in northern Syria between 2020-2023 for the refugee and migrant response in Turkey and the humanitarian response in NWS. These interventions fall under IOM’s strategic response and will be supported by an integrated and multi-sectoral approach. IOM’s crisis response is built around three pillars of intervention: linking humanitarian assistance with development in an effort to end needs by reducing risks and vulnerability through the implementation of planned and well-managed migration policies, and the GCM. Turkey voted in favour of the GCM in 2018 and is active in its implementation, follow-up and review processes. IOM’s strategic objectives have been developed upon the Government of Turkey’s GCM Voluntary National Report submission to the first Regional Review of the GCM in the UN Economic Commission for Europe Region.

Additionaly, based on the IOM Regional Strategy for South-Eastern Europe, Eastern Europe and Central Asia 2020-2024,61 and related IOM governance documents, such as the Migration Governance Operational Framework (MGOF) and the Migration Crisis Operational Framework (MCOF) and the MCOF.62

**STRATEGIC PRIORITIES**

**GOVERNANCE**

**STRATEGIC PRIORITY 4**

**Strengthen cooperative development and implementation of evidence-based and inclusive migration governance that addresses migration challenges, leverages opportunities and facilitates safe, orderly and regular migration.**

**MOBILITY**

**STRATEGIC PRIORITY 3**

**Advance positive, sustainable and innovative development outcomes that are responsive to skill shortages, return dynamic, environmental and climate change impacts, and other emergent regional migration trends.**

**RESILIENCE**

**STRATEGIC PRIORITY 1 & 2**

**Empower migrants and communities to strengthen their resilience in situations of vulnerability, in particular, their ability to prevent, mitigate and adapt to risks without compromising long-term prospects for sustainable development, peace and security, and human rights.**

Commission for Europe Region, as well as their active implementation of the GCM hitherto.63

IOM will periodically monitor, review and adjust this five-year strategy to respond to changing dynamics, government priorities and emerging issues, in close cooperation with the Turkish government, donors, migrants, civil society, the UN, the private sector, and other stakeholders. IOM will work toward achieving the following the four key strategic priorities of the Regional Strategy for South-Eastern Europe, Eastern Europe and Central Asia.


57 https://iis.iom.int/event/migration-crisis-operational-framework-2020-2023

58 IOM crisis response is built around three pillars of intervention: linking humanitarian assistance with development in an effort to end needs by reducing risks and vulnerability through the implementation of planned and well-managed migration policies, and the GCM. Turkey voted in favour of the GCM in 2018 and is active in its implementation, follow-up and review processes. IOM’s strategic objectives have been developed upon the Government of Turkey’s GCM Voluntary National Report submission to the first Regional Review of the GCM in the UN Economic Commission for Europe Region.


62 https://iis.iom.int/event/migration-crisis-operational-framework-2020-2023

Empower migrants and communities to strengthen their resilience in situations of vulnerability, in particular, their ability to prevent, mitigate and adapt to risks without compromising long-term prospects for sustainable development, peace and security, and human rights.

Providing Protection and Assistance to Migrants and Combating Trafficking in Persons and Smuggling of Migrants

IOM will leverage the ‘determinants of migrant vulnerability’ model and associated programmatic framework64 to provide targeted direct assistance to vulnerable migrants. IOM will continue to provide support to the National Referential Mechanism and coordination structures to improve the effective identification, protection and assistance of trafficked persons and the prosecution of traffickers. IOM will support the government to develop the third National Action Plan by 2024, ensuring continued direction to GOT counter-trafficking efforts. IOM will further support DGM in increasing the number of shelters for trafficked persons, provide material support to shelters, ensuring direct assistance to trafficked persons, and promoting the integration of specialized NGOs in shelter management.

IOM will support the facilitation of safe and efficient crossings of borders, addressing transnational organized crime, such as migrant smuggling, and protection of the rights of migrants during the entire mobility continuum. This will be achieved through the provision of tailor-made capacity building training to law enforcement agencies, updating knowledge on migrant smuggling trends, as well as technical and expert assistance in policy development and capacity building for the sustainability of the interventions. IOM will also continue to support inter-agency cooperation and information sharing between law enforcement agencies.

Providing Protection and Assistance to Apprehended Migrants in Irregular Situation

Since 2015, IOM has enjoyed close cooperation with TCG and expert assistance in policy development and capacity building training to law enforcement agencies, updating knowledge on migrant smuggling trends, as well as technical and expert assistance in policy development and capacity building for the sustainability of the interventions. IOM will also continue to support inter-agency cooperation and information sharing between law enforcement agencies.

Increasing Migrants’ Access to Healthcare Services

To address health risks and vulnerabilities, IOM will assist the GoT and development partners to improve the access of migrants to health services. This will be achieved through health promotion and the provision of technical assistance and capacity building to mainstream migration health into public health approaches of governments using evidenced-informed programmes and policies. IOM will also provide direct health care assistance to refugees and IDPs in NWS working closely with medical colleagues from the Health Cluster.

IOM Turkey continues humanitarian assistance to vulnerable populations such as migrants, refugees and IDPs aiming at enhancing medical components in coordination with Regional Office, Global Health Emergency Group and health actors in Turkey in NWS. The team will be reinforced by MHD staff who will provide professional and technical expertise and act as a focal point for meetings and discussions with the Health Cluster, concerned medical NGOs, WHO colleagues and other relevant partners.

Refugee Response Programming

Inside Turkey, IOM’s humanitarian programming will continue to focus on assisting Syrian refugees living outside of TACs as well as host communities and other migrant populations. IOM will work within the framework of the 3RP to ensure in-country interventions are aligned with regional, national, and local priorities. Community stabilization interventions with refugee and host community populations will encourage integration and social cohesion between the communities as a priority, mitigating risks of intercommunal tensions. Quick-impact rehabilitation of communal spaces such as parks, playgrounds, sporting grounds, learning centres and launderettes will help bring refugee and host communities together, encouraging interaction and supporting harmonization of the terrain. IOM’s Psychosocial Mobile Teams (PMTs) will continue to provide MHSS activities tailored to the needs of each adult and child migrant and host community, prioritizing ideas that come directly from participants themselves.

IOM’s shelter programme will continue to improve accommodation facilities and will work with local property owners to offer a secure rental period at fixed rates for migrants. Alongside shelter activities, migrants will receive training and help construct their own shelters as a cash-for-work activity, providing employment opportunities. As integration moves to the forefront of IOM Turkey’s approach, so too do sustainable livelihood solutions. IOM’s Livelihoods team will work to connect the skillset of migrants to gaps in local labour markets. The team currently offers in-kind support to building migrant businesses and training, grants and mentorship to young entrepreneurial teams made up of Syrian and Turkish students. The team also places skilled Syrian workers in local Turkish businesses and supports the hiring process.

Harmonization and Social Cohesion

IOM will prioritize harmonization and social cohesion between Syrian refugees and Turkish host communities through a focus on inter-group contact dynamics. IOM’s social cohesion approach seeks to integrate basic needs, livelihood, socio-cultural, shelter and protection programming to promote social cohesion holistically. A key component of this will be the support provided to local Migrant and Community Centres, coordinated with the respective municipalities to enable Syrian refugees and other migrants to better navigate Turkish administration and encourage interaction between migrants and members of the host community. Capacity development of municipalities to support migrant-friendly services and eventual handover of services will contribute to the sustainability of services. Furthermore, IOM will continue to support DGM’s extension of services and reach, including awareness raising on migrant’s rights and support for vulnerable Turkish households.

Based on lessons learned, the Social Cohesion model will shift from large, one-off outreach events to smaller-scale activities in which the same participants and groups are engaged over time, encouraging greater and more impactful social interaction. Activities under this pillar will be guided by IOM’s Progressive


© IOM 2019/Burak Çerçi
Resolution of Displacement Situations Framework\(^6\) and utilizing IOM's The Power of Contact\(^6\) under the Joint Global Initiative on Diversity, Inclusion and Social Cohesion (DISC).

**Access to Education**

IOM will continue its close coordination with the Ministry of National Education (MoNE) as well as local schools to ensure vulnerable Syrian and Turkish children have adequate daily transportation to attend school and pursue their education further. Since 2014, IOM has reached over 33,000 students attending over 100 institutions across Turkey through its school transportation assistance. Despite these efforts, barriers remain for children to attend school.\(^6\) To ensure increased access to quality education for every child regardless of their age, gender and sex, IOM, in coordination with the respective municipalities and the MoNE, will continue supporting Syrian children by distributing school supplies at the beginning of the school year, guiding and assisting the families with enrolment and registration procedures through the education counsellors at the Migrant and Community Centers supported by IOM, and extended its school transportation assistance.

Enhancing the Resilience of Syrians in Vulnerable Situations

IOM will continue to build the capacity of partners to ensure that IDPs and affected communities are protected from, and resilient to, the causes that uprooted them from their homes, such as violent conflicts, gross violations of human rights, natural hazards and other traumatic events. In the Syrian Arab Republic, assistance will be provided based on needs identified in the 2020 HNO and HRP, and detailed assessments and analysis conducted by IOM and partners. In northern Syria, ongoing displacement necessitates flexible approaches, and so, IOM programming will respond to needs but aim to reduce dependency on aid by IDPs and host community members. IOM will focus on the Humanitarian Development-Peace Nexus (HDPN), enhancing resilience by supporting access to livelihood opportunities and employment, as well as the rehabilitation of public infrastructure and provision of context-appropriate shelter assistance in northern Syria. These elements are critical components of increasing the chances of sustainable return and reintegration of those displaced.

In northern Syria, IOM will assist in enhancing the capacity of local actors to transition from emergency to recovery by adopting integrated approaches to social cohesion, access to justice and economic recovery. Recognising the importance of empowering NGOs to support a complex humanitarian operation, IOM aims to strengthen their organizational and technical capacity, and their capacity to uphold humanitarian norms and adhere to principles guiding humanitarian action through tailored trainings and engagement.

Finally, in partnership with the S/NFI and CCCM clusters, IOM will utilize a ‘settlement approach’ whereby new IDP sites will provide multisectoral assistance to newly displaced Syrians through its implementing partners. In addition to the installation of tents/WASH facilities and distribution of NFI kits/winterization response, IOM will use site management support teams to improve the capacity of camp management in the newly established informal settlements by creating community committees and providing them trainings and small cash grants to assist camp residents.
by constructing or rehabilitating culverts, roads, drainage systems and more. IOM will also contribute to camp infrastructure projects, including graveling roads.

Leveraging Migration to Build Climate Resilience and Address Environmental Degradation

IOM will work with sectoral ministries, municipalities, UNCT, civil society, academia, private sector and communities, to better understand the nexus between migration, environment and climate change, advocate for stronger efforts to address different forms of migration in the context of climate change and environmental degradation, and to unlock the adaptive impacts of migration for migrants, their families and communities. In particular, leveraging financial and social remittances for supporting climate action, including enabling remittance recipient households to build their adaptive capacity (e.g., physical, natural, economic, social and human assets), enhancing capacities of migrants to contribute to and benefit from circular economy and enhancing capacities of women staying behind and female migrants to manage risks and resources. Furthermore, IOM will work with the GoT, trapped populations and host communities, to improve voluntary planned relocation as a last resort and enhance opportunities for regular migration pathways to address climate change impacts.

Labour Migration and Labour Market Access

In line with the global skills partnership launched by ILO, IOM, UNESCO, IOC, and ITUC, IOM Turkey is developing tools that address the increasing structural shortage of labour in some communities versus the structural excess of labour in others. IOM will enhance migrants’ contribution to sustainable development processes through skills partnerships. IOM will engage migrants in socio-economic responses to the impacts of COVID-19 through programmes that safeguard migrants’ rights and lives and as providers of social and economic capital. Priorities will include: (i) training migrants to meet labour market opportunities, (ii) improving access to regular employment and business opportunities, (iii) improving the protection of migrant workers, (iv) ensuring that migrants in vulnerable situations, including displaced persons and those vulnerable to displacement, are not left behind in socio-economic responses, and (v) reflecting local migration contexts and needs in development programmes, with a particular focus on migrants in highly dense urban areas.

Given the multiple challenges and barriers related to formal labour market access67 and the risks related to informal employment (both in terms of protection of migrant workers as well as broader social cohesion and rule of law in communities across Turkey), IOM will focus on the formalization of employment practices in the country. More labour market assessments, including local economic development and value chain analyses, will identify the potential for growth and job creation. IOM aims to build on the organization’s achievements and lessons learned to date to continue to enhance Turkey’s ability to govern labour migration and leverage the benefits of global mobility as well as significantly scaling up of livelihoods and economic opportunity initiatives that contribute to resilience building.

Fostering Sustainable Development, Resilience, and Self-Reliance for Refugees and Migrants

To help refugees and other migrants become more self-reliant, programming will focus on job placement, provision of in-kind and cash grants, community farming, support to Small and Medium Enterprises (SMEs) through the Enterprise Development Fund (EDF), and entrepreneurship support training. In-kind and cash grants will provide skilled or experienced refugees and IDPs with the opportunity to use their expertise to establish small businesses or contribute to existing Turkish or Syrian businesses. Additionally, Syrian refugees with business experience will be enabled to contribute to the Turkish economy by sharing their expertise, and by leveraging their commercial networks, Arabic language skills, and understanding of market opportunities in selected areas in the Syrian Arab Republic and the region. Entrepreneurship training for budding young entrepreneurs will provide them with opportunities to utilize new technology, learn new skills and collaborate on new business ventures. In Turkey, these actions will allow for synergies between the humanitarian response and Turkey’s longer-term labour migration planning.

EDF is contributing to economic recovery and building the resilience of affected businesses and enterprises, prioritizing SMEs in the wake of COVID-19. Through EDF, IOM intends to provide small business grants to SMEs with an aim to restore essential economic infrastructure and provide funding assistance to economic sectors that were successful prior to the pandemic but suffered economic hardships and losses due to the COVID-19 pandemic. This will provide enterprises with a clear path for the resumption of economic activities, the creation of additional jobs that can promote sustainable livelihoods, and opportunities for businesses to invest in their future.

Transitioning to a Low-Carbon Economy and Adapting to Climate Change

IOM will work with the GoT to ensure that no one is left behind during the transition to a low carbon economy. Measures adopted by governments for the transition to low carbon economies will have wide-ranging impacts on the lives and livelihoods of people within a country, its major trading partners as well as countries from which it receives migrant workers. On one hand, these changes will create new income and investment opportunities in clean energy, sustainable building and renovation, sustainable mobility, circular economy and climate-resilient agriculture. IOM Turkey is implementing solar dryer projects through the community
farming component of livelihood projects, which use renewable energy to dry vegetables instead of coal-based energy. This will eventually contribute to a reduction of carbon emissions from the agricultural sector whilst supporting sustainable livelihoods and improving health outcomes among the beneficiaries. IOM will work with the GoT to ensure that migrants and associated actors are considered during policy development and programming across sectors. For example, enhance access of migrants to green financing, skilling, entrepreneurship development, public amenities and services, capacity development, institutions and markets. On the other hand, workers in some regions (e.g., dependent on extractive activities) and resource-intensive sectors (e.g., textiles, construction, plastic, etc.) will need support to adjust to these changes. IOM Turkey will work with government authorities to strengthen social protection measures and increase opportunities for reskilling the workforce, of which migrants constitute a significant proportion. Such initiatives will also pay special attention to people living in vulnerable ecosystems (e.g., mountains, coasts, semi-arid or arid areas), employed in vulnerable jobs (e.g., fisheries, farmworkers, etc.), employed in informal sectors in urban areas as well as persons staying behind.

**Improving Coordination of Healthcare and Access to Healthcare During Mobility**

IOM will invest in developing innovative solutions and tools to support healthcare delivery as well as continuity of care for migrants and their families irrespective of their legal status, including returned migrants. IOM will promote coordination among governments and development partners for cross-border and regional policy development on health, including managing the migration of health care workers and portability of health insurance.

Migrants in an irregular situation often fall to the lowest levels of social structures, which exacerbates their risk of contracting numerous communicable diseases due to poor housing/sanitation, inadequate nutrition, and insufficient access to health facilities or healthcare information and services due to language barriers and absence of legal status. Therefore, IOM together with other actors in the healthcare arena will work towards broadening health coverage through increasing access to healthcare for migrants in vulnerable and/or irregular situations to improve their health conditions, protect their right to health, and mitigate public health risks in Turkey.

**Cooperation with Stakeholders**

In the coming period, IOM will focus on firmly establishing migration as a key issue with government and in the United Nations approach through the UNSDF. One focus will be on strengthening the newly initiated United Nations Migration Network (UNMN) to guide a more coordinated action for migration management in line with the Global Compact on Migration, the Agenda 2030, and the eleventh NDP.

Given the evolving nature of migration in the Turkish context, migration management has been mainstreamed in public policymaking. This legitimizes IOM’s engagement with diverse governmental and non-governmental partners in the areas of education, protection, labour, security, border management, development, climate change and environment, social service delivery, public diplomacy, and international cooperation and facilitates IOM’s enhanced cooperation with thematic entities at both central and local levels. IOM also supports existing UN working groups such as the UN Health Network and ERP WG in Turkey. IOM is a partner of the NWS Response Health Cluster Group, which coordinates planning for assisting IDP populations in Syria.

To ensure governance progress is aligned and sustainable, IOM will continue to strengthen coordination with, and build the capacity of key policy and decision-makers, including AFAD, DSDM, DILG, municipalities, and other relevant national and provincial state institutions. IOM will also continue to enable the realization of key documents governing migration, such as the implementation of the 2019-2023 Strategy and NAP on Harmonization, the Strategic Priorities and the NAP on Irregular Migration (2021-2025) and the upcoming third NAP on Trafficking in Human Beings by 2024 which will contribute to adopting a comprehensive and effective approach in combating human trafficking, protecting trafficked persons and supporting partnerships. IOM will seek growth in less developed relationships, including the Ministry of Environment and Urbanisation to contribute to the human mobility work programme under the United Nations Framework Convention on Climate Change (UNFCCC), notably the work of the Task Force on Displacement.

**Evidence-Based Support to Enhance Migration Governance**

To overcome the challenges of fragmented data along mixed migratory routes and improve evidence-based programming, IOM will continue promoting and facilitating the collection and use of accurate and disaggregated data on migrants’ vulnerability to exploitation and abuse, including human trafficking. In Turkey, MPM will continue to provide a regular overview and update on the presence, flows, locations, intentions and vulnerabilities of migrants and refugees in Turkey. This will assist the GoT, humanitarian and protection stakeholders to have a better understanding of the scope and structure of migration flows in Turkey on land in the context of Migration Flows to Turkey and to Europe specifically along the eastern Mediterranean route as well as the land route from Edirne and Kırklareli. In the upcoming period, MPM will also work on developing the capacity of DGGM and Provincial Directories of Migration Management (PDMMs) to analyse national and regional migration trends and sustainably integrate DTM into DGGMs and PDMMs own data structure through direct joint implementation. In doing so, it will contribute to Turkey’s capacities to collect information on the migration situation and feed into evidence-based migration policies and action plans at the local, national and regional levels, and engage in, respond to, and report on international frameworks such as the GCM, the SDGs, the Paris Agreement on Climate Change and the Sendai Framework on Disaster Risk Reduction.

**Facilitating Regular Migration, Addressing Irregular Migration and Countering Cross-Border Crime**

IOM currently contributes to the development and enforcement of strengthened immigration and border management frameworks, systems and capacities. Using an integrated border management approach, IOM will continue to strengthen document security, forgery detection and identity management, including by promoting the safe use of biometrics and digitalization efforts, data management and systems, such as risk analysis and passenger data exchange (Advance Passenger Information and Passenger Name Record); inter-agency and international cooperation related to border management with due regard to data protection standards;
Where possible, IOM will continue to support complementary pathways for migrants in vulnerable situations who might be eligible for family reunification or other humanitarian visas. This will continue to include supporting accessible and timely visa application processes and building awareness amongst vulnerable migrant communities of this humanitarian legal pathway.

IOM understands that persons with disabilities are among the most marginalized groups. It is further recognized that a person’s sex, gender and age shape every stage of the migration experience, whether forced, voluntary or somewhere in between. The roles, expectations, relationships and power dynamics associated with one’s gender significantly affect all aspects of the migration process. It is therefore crucial to understand how gender interacts with migration and to respond accordingly. Given the gender-specific nature of migration, the following are central to the work of IOM: advocating for equal rights under the law in employment and mobility; addressing discriminatory migration practices; understanding how gender affects the type of migration undertaken; responding to how gender influences access to social services; economic growth; capacities, risks and vulnerabilities; promoting institutional reform; ensuring diversity and inclusiveness in consultations and participation in activities; and addressing how migration influences gender roles and relations.

IOM’s Role in the UN

Institutional Development

Knowledge Management, Including Research and Data Collection

With the continued growth of IOM, its entry into the UN system and role in global strategic frameworks, continuously addressing data and knowledge management in IOM is now more urgent than ever. In November 2020, IOM adopted a new Migration Data Strategy 2020-2025 to serve as a framework and guidance for IOM’s action to improve own and Member States capacities to produce evidence-based policies, implementation, monitoring and reporting on relevant international frameworks. IOM Turkey is committed to promoting data and knowledge management and will invest in the collection, analysis and dissemination of accurate, reliable, disaggregated and comparable data; as well as ensuring that this data fosters research, guides coherent and evidence-based policymaking and well-informed public discourse, and allows for effective monitoring and evaluation of actions over time. IOM Turkey will build on the MPM programme present in 33 provinces, as well as the IOM Migration Data Analysis Centre and IOM’s Counter-Trafficking...
In Turkey, IOM’s response is based on continued engagement with the national, provincial, and local governments, national and international partners, and direct engagement with local communities.

In both Turkey and northern Syria, IOM takes a comprehensive approach towards programming. This contextualized approach considers the need for adaptable interventions and coordination with a range of various stakeholders. Despite the COVID-19 pandemic, the flexible and innovative approach allows IOM to continue responding to the needs of refugees, migrants and the host communities as well as national and local authorities. Moreover, IOM’s cross-border work acknowledges differentiated needs and priorities, the rapidly changing context, and the ability of IOM to successfully transition back and forth between phases as required. This approach also recognizes potential future needs with regards to early recovery, climate action and development programming, in synthesizing common programming elements, IOM ensures that cross-cutting issues are mainstreamed, and programming is integrated with relevant frameworks across the areas of humanitarian assistance, migrant protection, labour migration, immigration and border management, migrant health, migration, environment and climate change, resettlement and research and data collection on migrant presence, migrants needs and flows.

Accompanying / Additional Documents
- MCOF Strategy
- COVID-19 2021 Appeal