

# TURKEY



## Overview

### Operational highlights

- In April 2013, Turkey's Parliament ratified the Law on Foreigners and International Protection, the nation's first asylum law. The General Directorate of Migration Management (GDMM) was also officially established. During the year, UNHCR supported the GDMM to develop secondary legislation and build institutions in order to respond to unprecedented challenges in Turkey caused by the Syria crisis.
- By year-end, according to Government estimates, the country hosted more than 700,000 Syrian refugees, at least 585,600 of whom were Government-registered. The

number of asylum-seekers and refugees from other countries had more than doubled in two years to a total of 77,000. UNHCR continued to provide the authorities with technical and financial support to strengthen their capacity to provide protection and to reach refugees and asylum-seekers, in and outside of camps.

- Meanwhile, some 10,250 of the most vulnerable recognized refugees were submitted for resettlement.
- Refugees with specific needs living outside the camps received cash assistance ahead of the winter.
- In Turkey, the Office continued coordinating the response of UN

### UNHCR's presence | 2013

Number of offices	6
<b>Total personnel</b>	<b>224</b>
International staff	23
National staff	113
UN Volunteers	39
Others	49

and partner agencies to the Syrian crisis.

- The Government maintained an open-border policy for Syrian refugees, admitting them under a temporary protection regime. With support from UNHCR and other organizations, the Prime Ministry's Disaster and Emergency Management Agency provided protection and basic assistance to refugees in 21 camps. Syrians outside these camps had access to public services.

## People of concern

By December 2013, the Government estimated that some 700,000 Syrian refugees were residing in Turkey, of whom 210,358 were registered in camps and some 350,000 outside these camps.

By year-end, 77,000 non-Syrian refugees and asylum-seekers were present in Turkey (Afghans, Iraqis, Iranians, and other nationalities). During the year, the number of new arrivals, predominantly from Iraq, increased by more than 60 per cent, which resulted in long waiting periods for registration.

Type of population	Origin	Total	Of whom assisted by UNHCR	Per cent female*	Per cent under 18
<b>Refugees</b>	Syrian Arab Rep.	585,600	585,600	-	-
	Iraq	13,500	13,500	44	36
	Afghanistan	3,900	3,900	45	42
	Islamic Rep. of Iran	3,300	3,300	42	19
	Somalia	2,200	2,200	51	41
	Palestinian	600	600	46	37
	Various	900	900	43	32
<b>Asylum-seekers</b>	Afghanistan	22,300	22,300	-	-
	Iraq	19,100	19,100	-	-
	Islamic Rep. of Iran	6,200	6,200	40	20
	Somalia	900	900	49	36
	Pakistan	500	500	-	-
	Palestinian	470	470	42	33
	Uzbekistan	340	340	48	41
	Yemen	270	270	30	27
	Uganda	220	220	-	-
	Sudan	200	200	-	-
	Bangladesh	170	170	-	-
	Cameroon	160	160	-	-
	Dem. Rep. of the Congo	150	150	46	25
	Syrian Arab Rep.	110	110	42	31
	Ethiopia	110	110	-	-
	Nigeria	100	100	-	-
	Turkmenistan	100	100	79	11
Various	1,000	1,000	48	28	
<b>Stateless</b>	Stateless persons	800	-	-	-
<b>Others of concern</b>	Various	310	-	-	-
<b>Total</b>		<b>663,510</b>	<b>662,400</b>		

\* The percentage of females applies only to available demographic data

# | Results in 2013 |

## Achievements and impact

The following matrix contains examples of objectives and targets set for UNHCR's programme interventions in this operation in 2013. Short commentaries on the

end-year results and impact on people of concern are provided, including indications of why targets may not have been met.

2013 activities	People of concern (PoC)	2013 comprehensive target	2013 year-end result
<b>FAVOURABLE PROTECTION ENVIRONMENT</b>			
<b>Administrative institutions developed and strengthened</b>			
<p><b>Result/impact:</b> The General Directorate of Migration Management (GDMM) was established in April 2013 and steps were initiated for it to become operational. UNHCR developed a capacity-building plan targeting GDMM staff, which included technical on-the-job training and staff exchange programmes. Following this, it trained 519 staff in the Prime Ministry's Disaster and Emergency Management Agency (AFAD) on international protection.</p> <p><b>Gap:</b> Owing to competing priorities and human resource shortages, training planned for Turkey's Ombudsman's Office, its national human rights institution and some NGOs, could not be delivered.</p>			
<b>Extent administrative practice provides effective protection</b>	<b>All populations</b>	<b>100%</b>	<b>90%</b>
<b># of events, workshops and seminars organized</b>	<b>All populations</b>	<b>10</b>	<b>15</b>
<b>Law and policy developed or strengthened</b>			
<p><b>Result/impact:</b> The promulgation of the Law on Foreigners and International Protection was Turkey's most significant development in this regard during 2013. UNHCR provided legal and technical advice to the GDMM on secondary legislation and favourable implementation of the law.</p>			
<b>Extent law and policy consistent with international standards</b>	<b>All populations</b>	<b>80%</b>	<b>80%</b>
<b># of instances of UNHCR commentary on legal acts and drafts provided</b>	<b>All populations</b>	<b>25</b>	<b>35</b>
<b>SECURITY FROM VIOLENCE AND EXPLOITATION</b>			
<b>Risk of sexual and gender-based violence (SGBV) decreased</b>			
<p><b>Result/impact:</b> In 2013, 60 SGBV cases were reported to UNHCR, 10 of which involved individuals below 18 years. Survivors were provided with health, psychological and social care, and assisted to report incidents to State prosecutors. An additional 357 women and 102 men reported SGBV experiences in their country of origin and required support from UNHCR and specialized institutions.</p> <p>Following the 2012 Law to Protect Family and Prevent Violence against Women, the authorities established violence prevention and monitoring centres in 14 cities, which provided emergency temporary shelter for refugee and asylum-seeker women.</p> <p><b>Gap:</b> Although a satisfactory response was delivered for known cases, with growing numbers of people of concern and limited staff capacity, UNHCR was unable to reach out further and follow up more effectively. Cultural barriers among the refugee community also inhibited reporting on SGBV incidents, which were probably much more widespread.</p>			
<b>Extent to which known SGBV survivors receive support</b>	<b>Non-Syrian refugees</b>	<b>100%</b>	<b>100%</b>
<b># of people counselled</b>	<b>Non-Syrian refugees</b>	<b>172</b>	<b>519</b>
<b>FAIR PROTECTION PROCESSES AND DOCUMENTATION</b>			
<b>Quality of registration and profiling improved or maintained</b>			
<p><b>Result/impact:</b> The Government registered Syrian refugees and the Ministry of the Interior instructed 20 provinces to strengthen the registration and fingerprinting of Syrians not residing in camps. To improve the efficiency and quality of registration, UNHCR donated 23 mobile registration centres.</p> <p>In cooperation with UN agencies and civil society, the organization also explored ways to reach Syrian refugees living outside the camps, as they constituted almost 75 per cent of people of concern in Turkey. To support the Government's registration activities for non-camp based refugees, it sought to strengthen existing national structures and mechanisms, built awareness of national referral mechanisms through various capacity-building and training efforts, and planned to increase community empowerment efforts.</p> <p><b>Gap:</b> The registration process did not capture vulnerabilities in detail. Inconsistencies in practice related to registration and documentation prevented some refugees accessing services.</p>			
<b>% of PoC registered on an individual basis</b>	<b>Syrian refugees</b>	<b>100%</b>	<b>80%</b>
<b># of PoC provided with information on registration procedures</b>	<b>Syrian refugees</b>	<b>1,000,000</b>	<b>562,658</b>

2013 activities	People of concern (PoC)	2013 comprehensive target	2013 year-end result
<b>DURABLE SOLUTIONS</b>			
<b>The potential for resettlement realized</b>			
<b>Result/impact:</b> Resettlement remained a key durable solution for non-European refugees in Turkey. In 2013, UNHCR submitted 10,251 refugees for resettlement.			
<b>Gap:</b> A rising number of arrivals led to long waiting times for registration and RSD, and increased frustration among refugees.			
<b>% of PoC identified in need of resettlement who had departed for resettlement</b>	<b>non-Syrian refugees</b>	<b>75%</b>	<b>70%</b>
<b># of cases identified including women and girls at risk</b>	<b>non-Syrian refugees</b>	<b>6,000</b>	<b>4,740</b>
<b>BASIC NEEDS AND ESSENTIAL SERVICES</b>			
<b>Population has optimal access to education</b>			
<b>Result/impact:</b> The Government promoted access to education for asylum-seeking and refugee children. UNHCR provided cash support to the families of these children, encouraging them to send children to school. In 2013, UNHCR provided education assistance to 3,382 children attending primary school.			
<b>Gap:</b> The launch of the e-school system required foreigners to register their identity number in order to enrol. As this number was not immediately available for asylum-seekers, some could not enrol their children in school in 2013. Refugee children also experienced difficulties following the courses, including due to language barriers, and required support.			
<b>% of PoC aged 6-13 years enrolled in primary education</b>	<b>Non-Syrian refugees</b>	<b>65%</b>	<b>75%</b>
<b># of children supported with education costs</b>	<b>Non-Syrian refugees</b>	<b>10,200</b>	<b>3,382</b>
<b>Shelter and infrastructure established, improved and maintained</b>			
<b>Result/impact:</b> As of 31 December 2013, more than 213,000 Syrians (some 42,600 families) resided in refugee camps in southeast Turkey. In order to support the Government in responding to this emergency, UNHCR delivered 18,500 tents (procured in 2012) and procured another 16,700 tents to establish camps in 2013.			
<b>Gap:</b> A mid-year AFAD survey revealed that many refugee families outside camps were living in sub-standard, overcrowded accommodation. Housing support for non-camp refugees remained a significant challenge due to registration difficulties and the geographic dispersion of the population.			
<b>% of households living in adequate dwellings</b>	<b>Syrian refugees</b>	<b>100%</b>	<b>66%</b>
<b>Population has sufficient basic and domestic items</b>			
<b>Result/impact:</b> UNHCR provided core relief items to over 57,000 Syrian refugee families and cash assistance to those with specific needs living outside the camps.			
<b>Gap:</b> The number of Syrian refugees outside the camps increased from 70,000 at the beginning of 2013 to more than 500,000 by year-end and many needed assistance. Registration challenges and their geographic dispersion prevented UNHCR from meeting their basic and domestic needs.			
<b>% of households whose needs for basic and domestic items are met</b>	<b>Syrian refugees</b>	<b>100%</b>	<b>41%</b>
<b># of household goods provided</b>	<b>Syrian refugees</b>	<b>3,498,000</b>	<b>792,974</b>
<b>Health status of the population improved</b>			
<b>Result/impact:</b> Generally, registered refugees had free access to Government-provided health care, inside and outside the camps. UNHCR worked closely with the Ministry of Health, AFAD and NGO partners to raise awareness of available health services and provided 10 pre-fabricated clinics to improve health-care access for refugees and host communities.			
<b>Gap:</b> The slow pace of registration in non-camp areas hindered unregistered Syrians' access to health care. Increased awareness of a government policy granting registered Syrian refugees free health care was required.			
<b>Extent PoC had access to primary health care</b>	<b>Syrian refugees</b>	<b>100%</b>	<b>77%</b>
<b>Number of health facilities equipped/constructed/ rehabilitated</b>	<b>Syrian refugees</b>	<b>29</b>	<b>10</b>
<b>LEADERSHIP, COORDINATION AND PARTNERSHIPS</b>			
<b>Coordination and partnership strengthened</b>			
<b>Result/impact:</b> UNHCR led the coordination of the 2013 Syria Regional Response Plan for Syrian refugees (RPP5) in Turkey, liaising closely with MFA, AFAD, relevant ministries and agencies, to ensure that assistance was provided when requested by the Government. UNHCR worked with the GDMM and relevant ministries to identify gaps and challenges and improve protection safeguards. Working alongside AFAD, UNHCR organized coordination meetings and task force groups, including NGOs at both central and field levels.			
<b>Gap:</b> Although some international NGOs were authorized to provide assistance to refugees in non-camp locations, there remained a need for a structured coordination system.			
<b>Extent cooperation among partners effective</b>	<b>Syrian refugees</b>	<b>100%</b>	<b>50%</b>



## Partners

### Implementing partners

#### NGOs:

Association for Solidarity with Asylum-Seekers and Migrants, Human Resources Development Foundation, International Blue Crescent Relief and Development Foundation, International Middle East Peace Research Center, *Kimse Yok Mu*, Support to Life, Turkish Red Crescent Society.

#### Operational partners

##### Government agencies:

General Directorate of Migration Management, Turkish Coast Guard Command, Disaster and Emergency Management Presidency, *Gendarmerie* General Command, General Directorate of Security, General Directorate of Social Solidarity and Assistance, Human Rights Presidency, Turkish Land Forces, Offices of the Prime Minister, Ombudsman Office, General Directorate for Security, Ministry of Family and Social Policy, Ministry of Foreign Affairs, Ministry of Health, Ministry of Interior, Ministry of National Education, Ministry of EU Affairs, Social Services and Child Protection Agency, Social Solidarity and Assistance Foundations in Cities, Turkish International Cooperation and Development Agency.

#### NGOs:

Agency for Technical Cooperation and Development, Amnesty International, Ankara Refugee Support Group, Association for Solidarity with Asylum-Seekers, Bar Association, *Bonjour Ankara*, *Cansuyu*, Caritas, Danish Refugee Council, Foundation for Human Rights and Freedoms and Humanitarian Relief, Helsinki Citizens' Assembly, International Blue Crescent, International Medical Corps, International Catholic Migration Commission, International Rescue Committee, Kaos GL, Save the Children, the Education Volunteers Foundation of Turkey, The Organization of Human Rights and Solidarity for Oppressed People, Turkish Red Crescent Society, Van Women's Association.

#### Others:

UN Country Team

## Assessment of results

To support the Government in managing the unprecedented influx of refugees from Syria, UNHCR organized capacity-building training for government officials and field staff and provided technical support to relevant Government counterparts.

The organization established a Sub-office in Gaziantep in 2013, reinforced by field units in Hatay and Sanliurfa, to coordinate activities in south-east Turkey. The regular presence of UNHCR staff in the field improved coordination and interaction with local authorities, refugees and other stakeholders. These field staff provided technical advice and expertise to a variety of Government counterparts on a range of protection-related issues. Standard operating procedures applied to national prevention and response mechanisms, including those regarding SGBV and unaccompanied and separated children, were shared with the authorities. UNHCR provided camps with core relief items and equipment, and cash assistance to refugees with specific needs living outside camps.

A significant increase in the numbers of non-Syrian refugees led the Office to open a pre-registration centre in Ankara, where simplified registration was conducted and people with specific needs were identified, reducing protection risks facing asylum-seekers during long registration and RSD waiting times.

## Working with others

UNHCR continued its close coordination with Government counterparts, and strengthened its support to the General Directorate of Migration Management and the Prime Ministry's Disaster and Emergency Management Agency.

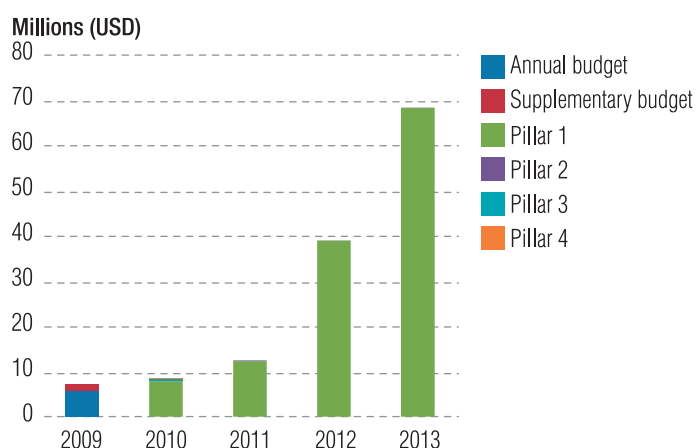
The Office retained the lead role in coordinating UN and international/national NGO response to Turkey's Syrian refugee population. The regional response plan (RRP) was developed with support from eight UN agencies in Turkey. By year-end, 17 international NGOs were authorized to provide assistance to Syrian refugees. While the increasing presence of aid agencies enhanced the humanitarian community's capacity to cope with refugees' needs, it rendered UNHCR's coordinating role more challenging.

# Financial information

The comprehensive budget for UNHCR's operation in Turkey in 2013 was USD 225.6 million, triple the size of the 2012 budget. This increase was largely due to the growing number of Syrian refugees in the country. With total funds available of USD 76 million, the gap in funding limited UNHCR in its ability to protect and assist refugees.

As part of the Syrian emergency response, UNHCR in Turkey worked under the Regional Response Plan (RRP), which covered Syria and five neighbouring countries. Turkey's total inter-agency requirements for Syrian refugees, presented by all agencies participating in the RRP 5 in 2013 amounted to USD 372.4 million.

## Expenditure in Turkey | 2009 to 2013



## Budget, income and expenditure in Turkey | USD

Operation	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	Total
<b>FINAL BUDGET</b>	<b>225,385,010</b>	<b>173,391</b>	<b>225,558,401</b>
Income from contributions <sup>1</sup>	71,111,040	0	<b>71,111,040</b>
Other funds available / transfers	4,874,500	41,170	<b>4,915,670</b>
<b>Total funds available</b>	<b>75,985,541</b>	<b>41,170</b>	<b>76,026,710</b>

### EXPENDITURE BY OBJECTIVE

#### Favourable Protection Environment

International and regional instruments	0	41,170	<b>41,170</b>
Law and policy	368,706	0	<b>368,706</b>
Administrative institutions and practice	107,330	0	<b>107,330</b>
Access to legal assistance and remedies	223,926	0	<b>223,926</b>
Access to territory and <i>refoulement</i> risk reduced	412,724	0	<b>412,724</b>
Public attitude towards people of concern	1,315,884	0	<b>1,315,884</b>
<b>Subtotal</b>	<b>2,428,570</b>	<b>41,170</b>	<b>2,469,740</b>

#### Fair Protection Processes and Documentation

Reception conditions	6,808,856	0	<b>6,808,856</b>
Registration and profiling	16,571,933	0	<b>16,571,933</b>
Status determination procedures	1,113,454	0	<b>1,113,454</b>
<b>Subtotal</b>	<b>24,494,244</b>	<b>0</b>	<b>24,494,244</b>

#### Security from Violence and Exploitation

Prevention and response to SGBV	509,302	0	<b>509,302</b>
Freedom of movement and detention risk reduced	302,528	0	<b>302,528</b>
Protection of children	253,602	0	<b>253,602</b>
<b>Subtotal</b>	<b>1,065,432</b>	<b>0</b>	<b>1,065,432</b>

Operation	PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	Total
<i>Basic Needs and Essential Services</i>			
Health	8,381,040	0	<b>8,381,040</b>
Sanitation and hygiene	3,719,602	0	<b>3,719,602</b>
Shelter and infrastructure	443,666	0	<b>443,666</b>
Basic and domestic items	17,090,866	0	<b>17,090,866</b>
Services for people with specific needs	2,177,576	0	<b>2,177,576</b>
Education	1,169,974	0	<b>1,169,974</b>
<b>Subtotal</b>	<b>32,982,725</b>	<b>0</b>	<b>32,982,725</b>
<i>Community Empowerment and Self-Reliance</i>			
Community mobilization	412,219	0	<b>412,219</b>
<b>Subtotal</b>	<b>412,219</b>	<b>0</b>	<b>412,219</b>
<i>Durable Solutions</i>			
Comprehensive solutions strategy	201,685	0	<b>201,685</b>
Voluntary return	727,174	0	<b>727,174</b>
Resettlement	854,917	0	<b>854,917</b>
<b>Subtotal</b>	<b>1,783,777</b>	<b>0</b>	<b>1,783,777</b>
<i>Leadership, Coordination and Partnerships</i>			
Coordination and partnerships	551,368	0	<b>551,368</b>
Donor relations and resource mobilization	205,283	0	<b>205,283</b>
<b>Subtotal</b>	<b>756,651</b>	<b>0</b>	<b>756,651</b>
<i>Logistics and Operations Support</i>			
Logistics and supply	1,545,639	0	<b>1,545,639</b>
Operations management, coordination and support	753,247	0	<b>753,247</b>
<b>Subtotal</b>	<b>2,298,887</b>	<b>0</b>	<b>2,298,887</b>
<i>Headquarters and Regional Support</i>			
Global strategic direction and management	3,949	0	<b>3,949</b>
<b>Subtotal</b>	<b>3,949</b>	<b>0</b>	<b>3,949</b>
Balance of instalments with implementing partners	2,055,824	0	<b>2,055,824</b>
<b>Total</b>	<b>68,282,276</b>	<b>41,170</b>	<b>68,323,446</b>

<sup>1</sup> Income from contributions includes indirect support costs that are recovered from contributions to Pillars 3 and 4, supplementary budgets and the "New or additional activities – mandate-related" (NAM) Reserve. Contributions towards all pillars are included under Pillar 1.