

Unseen Lives on Migration Routes

CURRENT SITUATION and NEEDS ANALYSIS

Syrian Nomadic and Semi-Nomadic
Communities Living in Adana,
Gaziantep and Şanlıurfa Provinces and
Syrian Seasonal Migrant Agricultural
Workers Living in Temporary Tent
Settlements on Adana Plain

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Current Situation and Needs Analysis

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CHS	Core Humanitarian Standard
CRC	UN Convention on the Rights of the Child
DW	Development Workshop
ECHO	European Civil Protection and Humanitarian Aid Operations
ESSN	Emergency Social Safety Net
EU	European Union
TPR	Temporary Protection Regulation
MHC	Migrant Health Centre
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization
IPA	Individual Protection Assistance
LFIP	Law on Foreigners and International Protection
MoFLSS	Ministry of Family, Labour and Social Services
MoNE	Ministry of National Education
NGO	Non-Governmental Organization
SASF	Social Assistance and Solidarity Foundation
SED	Social-Economic Assistance
SES	Social and Economic Support
SMAW	Seasonal Migrant Agricultural Workers
TBB	Union of Turkish Bar Associations
TDHS	Turkish Demographic and Health Survey
TPID	Temporary Protection Identity Documents
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme



EXECUTIVE SUMMARY

This research report aims to make visible the needs of Syrian nomadic and semi-nomadic communities that live in Adana, Gaziantep and Şanlıurfa and seasonal migrant agricultural workers who reside in temporary tent settlements in the Adana Plain, and to help facilitate these groups' access to basic services.

The assessment was conducted in 20 neighbourhoods and tent settlements that are home to nomadic and semi-nomadic Syrian communities in Adana, Gaziantep and Şanlıurfa provinces. To extract more detailed information about their needs, 20 in-depth interviews were conducted with this target group. Syrian seasonal migrant agricultural workers living in tent settlements on Adana Plain were the second target group of the survey. Data of 39 tent settlements obtained from the Current State and Needs Analysis related to Seasonal Migrant Agricultural Workers on Adana Plain, conducted by Development Workshop in November 2019 with the support of UNICEF Turkey, was used to inform the survey, alongside eight focus group discussions. To provide an overview of the services presently available to target groups and gaps existing in these services, 27 semi-structured key informant interviews were conducted in three provinces with institutions and actors that are directly or indirectly linked to the target groups.

Findings related to the current situation of target groups obtained from the field survey are classified under nine headings:

1 Settlement sites and mobility status

The target group encompasses different sub-groups with respect to their migratory patterns. While some reside in the same town, neighbourhood or tent settlement for a relatively long time, others move out and return seasonally.

2 Demographic and registration status

A significant proportion of Syrian nomadic and semi-nomadic people and seasonal migrant agricultural workers in Adana, Gaziantep and Şanlıurfa have acquired temporary protection identity documents (TPID) and thus can benefit from public services. Those without temporary protection registration, on the other hand, cannot benefit from any assistance or access to services including education and health. Other obstacles in accessing public services include living outside of the province of registration and fear of being deported especially among nomadic and semi-nomadic communities even if they have temporary protection registration.

Address registration is another issue since TPID is not equivalent to a residence permit and the majority live in areas where properties are not fit for registration of residence (e.g. unregistered sections of real estate, shops, workshops, barracks, etc; or with more than one family living in a single household).

While there is limited demographic data for the target group population as a whole, it is estimated that at least half of this population comprises children under the age of 18, similar to the age composition of Syrians presently under temporary protection in Turkey.

There are some Turkish speaking communities in the target group (i.e. Abdals), but the majority speak Arabic and/or Kurdish, giving rise to some communication difficulties in their daily lives.

3 Education

Among target groups, there is no child attending preschool, and very few children of primary and secondary school age attend school. The reasons why families do not send their children to school are given as follows: Nomadic culture leaving very little space for education; long distances to schools from the places of settlement; discriminatory attitudes and peer bullying faced in schools; and children's feelings of deprivation for not having what their school peers have. Those without temporary protection registration or those who live outside of their province of registration cannot benefit from public services and consequently their school-aged children cannot be tracked.

4 Health

It was observed in field survey areas that health services are among the most accessible for nomadic and semi-nomadic Syrians. Those who have TPIDs can receive free healthcare from family health centres, state hospitals or migrant health centres serving Syrian refugees exclusively. Syrians without temporary protection status cannot benefit from free health services other than in cases of emergency. Those living outside of their province of registration also cannot benefit from health services and are often hesitant to access such services due to a fear of being deported.

5 Employment and income status

Income sources of target groups include such occupations as peddling, playing musical instruments, shoe-shining and solid waste collection, as well as seasonal migrant agricultural work. Of the obstacles to finding other and better jobs, the leading ones are employers' discriminatory attitudes to these groups and mobility restrictions imposed upon persons under temporary protection. Unemployment and very low wage rates are the main reasons for incomes falling below even subsistence levels. It is said that children are sent out to work at ages 10-11.

6 Living environment and housing conditions

The majority of people in the target group live in a single room or tent, on earth or concrete ground with very limited furniture. There is an electricity supply network in many settlements, but street lighting is very poor and this poses safety risks, particularly for women and children. Drinking and household-use water is from the water supply network in neighbourhoods, while those in tent settlements have to use water transported by tanks.

A significant number of households have external toilets. Those who live in sites where there is no sewage network construct temporary toilets or use nearby open spaces where waste is dumped.

Heating is mostly from stoves, but serious problems are faced in finding firewood and ensuring sufficient levels of heat. Another significant issue is families not being able to find something to cook on some days. Staple food items include bread, potatoes, bulgur, rice, macaroni, beans and lentils. Occasionally they may have white meat (chicken pieces in soup), but red meat is very rare.

Particularly within tent settlements, waste is not regularly collected and is often dumped in nearby fields or water canals. Since there is no regular pest control, this leads to breeding of insects and other vermin.

7 Safe environment

The majority of respondents say they feel safe and face no significant protection problems, such as domestic violence. It was observed, however, that the environments in which their children live pose serious problems in terms of their safety and the risk of neglect and abuse.

There are no safe spaces within settlements where children can play and spend time, making them vulnerable to such risks as accidents, injury and threats from older children and adults. Places of settlement located close to water canals and main roads pose particularly serious risks for children.

Another important issue concerning children is that all family members sleep in a single room or tent, and children have no separate space or even bed of their own. This has adverse effects for the child and places them at an increased risk of abuse through witnessing or being subjected to age inappropriate acts.

8 Discrimination

There is frequent acceptance of local prejudice and discrimination levelled against the target group. Discourse with local actors confirms that discriminatory attitudes are perceived to have an impact on the target group's access to the services and assistance that they need.

9 Organization

There appear to be strong communication and solidarity networks within nomadic and semi-nomadic communities, but they have no formal organizational structure. Due to the above and other factors target groups cannot fully provide for their primary or essential needs, As a consequence, secondary rights and needs are not prioritized.

Findings obtained as a result of field work in relation to gaps existing in socio-economic support extended to target groups, and in the support system as a whole, can be summarized as follows:

- The main form of direct support extended to Syrian migrants is the Emergency Social Safety Net (ESSN) provided by the Turkish Red Crescent. 120 Turkish Lira of cash assistance per person per month is delivered through the *Kızılaykart* debit card, issued to those meeting certain criteria. This is, however, too low an amount to save many in the target group from the poverty threshold.
- There are many projects and activities being implemented in the field by municipalities and international and local NGOs with funds provided by international agencies. But the majority of these are not focused on Syrian nomadic and semi-nomadic communities or Syrian seasonal migrant agricultural workers. The reason given is the difficulty in accessing these groups.
- Services delivered in the context of projects are falling short of responding to the needs of the target group, both in terms of their duration and of the methods of delivery. In general, the limited duration of projects is insufficient to create any sustained change for these groups. Other limitations include eligibility criteria to qualify for assistance and the need to submit a formal application. Furthermore, activities related to the target group are planned in a way to respond more to the higher echelons in the hierarchy of needs such as psychosocial and legal counselling, instead of direct assistance in terms of nutrition, clothing and heating. While it was also stated that in-kind or cash assistance can be provided in the context of case management projects, due to the delivery method and content of these services, it can still be argued that projects moved on to capacity building services before the basic needs of the target group were met.

- There are various platforms and regular meetings in provinces to ensure coordination between government agencies and NGOs working in this field. However, it is observed that these platforms lack an effective information sharing mechanism suitable for ensuring efficient utilization of available funds in response to the needs of the target group.

Based on the survey findings, the following recommendations were developed, together with proposed measures for their implementation:

- Appropriate methods must be employed in extending assistance to those in need.
- Efficient utilization of resources must be ensured.
- Flexible service models must be developed to reduce the risk of child neglect and abuse, and support children's access to education.
- There must be an effort to combat prejudices against target groups.
- Fields workers must be endowed with the necessary capacity, resources and means.
- Needs assessments and assistance activities must be tailored to the circumstances of Syrian nomadic and semi-nomadic communities.
- Special protection measures specific to the circumstances of Syrian seasonal migrant agricultural workers must be introduced.



INTRODUCTION

Since 2004, Development Workshop has been conducting various field surveys on topics including seasonal migrant agricultural work, foreign migrant workers, child labour and poverty. Development Workshop is a social development cooperative working to investigate these longstanding problems in Turkey, and develop comprehensive advocacy and assistance programmes in response.

The present study, conducted in the period December 2019 to April 2020 seeks to contribute to the visibility of the needs of Syrian nomadic and semi-nomadic communities living in Adana, Gaziantep and Şanlıurfa provinces of Turkey, and Syrian seasonal migrant agricultural workers living in temporary tent settlements on Adana Plain; and to the improvement of their access to basic rights, services and social assistance.

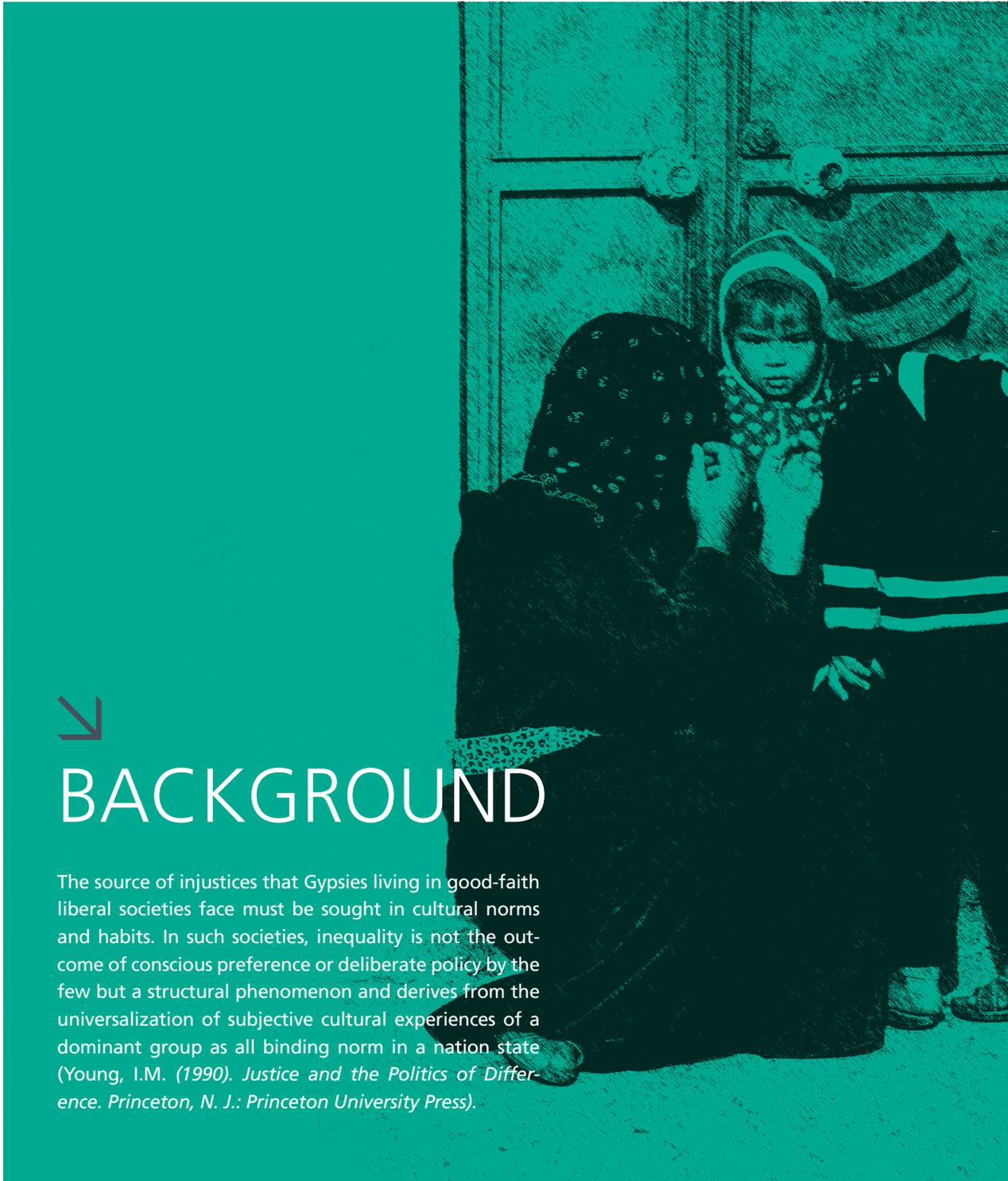
The present publication was prepared after the fieldwork was conducted, and contains detailed background information on the target groups, the objectives and methodology of the survey, its findings, and assessments and suggestions developed in the light of these findings.

The following can be used as supplementary reading for the present study: *Current State Study for Syrian Dom Migrants*¹; *Fertile Lands, Poison-like Lives: Syrian Seasonal Migrant Agricultural Workers, Adana Plain Current State Study Report*² by Development Workshop in cooperation with GOAL Turkey and with the financial support of ECHO; and *Report on the Current State of Foreign Migrant Workers in Seasonal Agriculture in Turkey*³, financially supported by the Embassy of the Netherlands.

¹ Development Workshop (2106a)

² Development Workshop (2106b)

³ Development Workshop (2106c)



BACKGROUND

The source of injustices that Gypsies living in good-faith liberal societies face must be sought in cultural norms and habits. In such societies, inequality is not the outcome of conscious preference or deliberate policy by the few but a structural phenomenon and derives from the universalization of subjective cultural experiences of a dominant group as all binding norm in a nation state (Young, I.M. (1990). *Justice and the Politics of Difference*. Princeton, N. J.: Princeton University Press).

Egypte
Gypsies
Tsigane
Bohemian
Gitan
Zingari
Zigeuner
Gitanos
Gypthos
Athingan
Cingerije
Lom
Nawar
Dom
Poşa
Çingene

IT IS STATED
THAT PRESENTLY
THERE IS
A ROMA
POPULATION
OF OVER
12 MILLION
IN ABOUT
50 COUNTRIES
AND IN ALL
CONTINENTS



The uninterrupted journey of the Roma starting from Northern India continued after the 9th century over Iran and Anatolia and then divided into three major branches: The first remained in the Middle East (Doms), the second moved towards Armenia (Loms), and the third proceeded to Europe over Anatolia (Roms).⁵

Factors pushing the Roma to this long journey are various, including famines, civil wars, droughts, and racism. Racism and discrimination against the Roma have been present for centuries. In fact, millions of Roma people had to change their migration routes and switch to different regions following the Balkans War and the two World Wars.

2012 on average Roma populations by country, the following are the 10 countries with the highest Roma population: Turkey (2.75 million); Romania (1.85 million); Russia (825,000); Bulgaria (750,000); Spain (725,000); Hungary (700,000); Serbia (600,000); Slovakia (500,000); France (400,000) and Greece (265,000).⁶



ROM

With some moving to Turkey from Greece following the Lausanne Treaty of 1923, Roms presently live in provinces of İzmir, Aydın, Manisa, Çanakkale, Balıkesir, Bursa, Edirne, Kocaeli, İstanbul, Tekirdağ, Kırklareli Zonguldak, Bartın and Samsun, in urban settlements relative to other groups.

DOM

The origins of the Lom community, called "Poşa" in Anatolia, are the Caucasus and Balkans. They are mostly in the Black Sea Region, in provinces of Sivas, Erzincan, Erzurum, Hopa, Arhavi and Artvin.

LOM

Migrating primarily from the Middle East, Dom communities in Turkey can be found in Diyarbakır, Mardin, Urfa, Gaziantep, Batman, Adana, Kilis, Hatay and Mersin. Given these provinces, it can be said that they are in close relationship with Kurdish and Arabic culture.

Source: Kolukırık (2008)



Their way of life radically differing from settled communities led to the exclusion of Roma from various areas of social and economic life. The way of life of Roma, anthropologically classified as *peripatetic*⁷ communities, developed differently from settled societies and their economic and social practices were shaped accordingly. After leading nomadic and semi-nomadic lives for centuries, the Roma are observed for the last fifty years or so to be in transition.

Despite the presence of a series of international conventions (Annex A) for the protection of minority rights, discrimination against the Roma can still be seen in many countries today. While all Roma ethnic suffer from these acts of discrimination and violence, the sufferings by Dom and Lom communities are far less known.

The long years of conflict reigning in the Middle East have displaced the Dom community, as happened to the Roma community in Europe. The escalating war in Syria has particularly affected nomadic and semi-nomadic communities, with many Syrian Doms taking refuge in Turkey, Lebanon, Jordan and Iraq.

Nomadic and Semi-nomadic Communities in Turkey

In the migration routes of Roma communities, starting from Northern India and dispersing in various directions, Turkey has traditionally been a transition point. Turkey is therefore a country with a large population of various Roma communities. The *Roms* starting from India and Pakistan and following the course of Anatolia and the Black Sea to reach Europe and Russia, and then to North America, constitute only one branch of Roma in Turkey. The *Loms* crossing the Caucasus Mountains to reach Azerbaijan, Iran, Armenia and Turkey constitute the Roma communities living in northern Turkey. Finally, *Doms* living in Iraq, Iran, Syria, Lebanon, Jordan, Egypt and Turkey constitute the rest of the Roma communities in the Middle East today (they are sometimes referred to as Kurdish nomads, Karaçi, Aşık and Mitrip⁸).

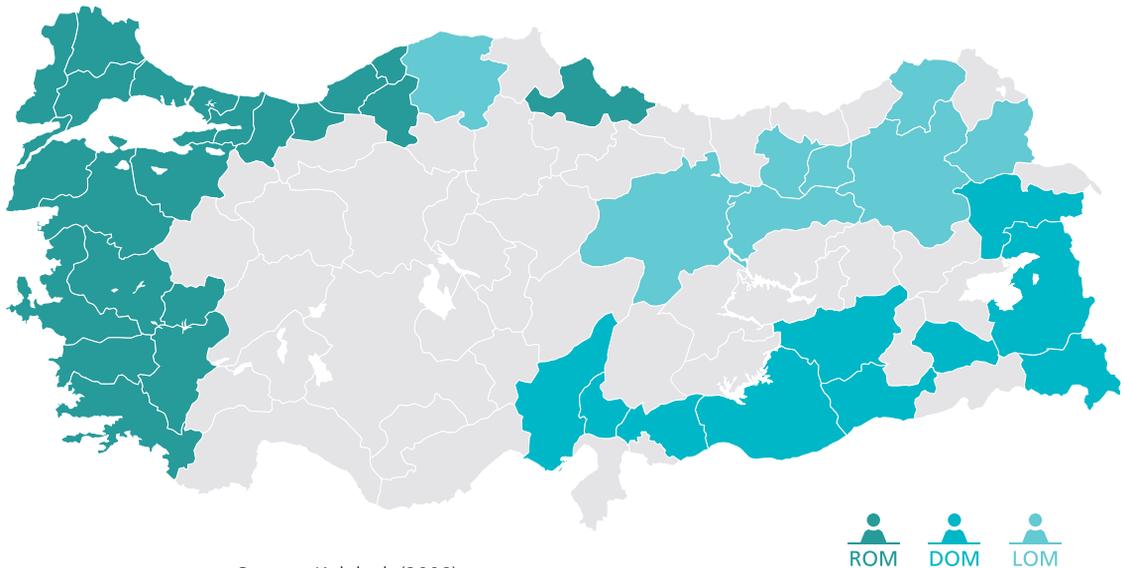
Rom, Dom and Lom communities use Romani, Domari and Lomari as their languages. It is known that Rom and Dom communities also use Turkish and Kurdish in addition to preserving their own language.

While there is no official data on the population of Roma living in Turkey, there is still some data remaining from the Ottoman period. In his Itinerary (17th century), Evliya Çelebi gives some details on the places of settlement and occupations of Roma in the Ottoman Empire.⁹ In Karpat's work "Ottoman Population", non-Muslim Roma population according to censuses 1881/82 and 1893 is given as 1,644 males and 1,509 females.¹⁰ Following the establishment of the Republic in 1923,

population exchange between Greece and Turkey took place based on the Lausanne Treaty¹¹ and many Roma moved to Turkey from the northern Balkans. A study by the European Council's Roma and Travellers Forum (ERTF) dated 2010 states that the Roma community has a share of 3.83 per cent in Turkey's total population of 71,892,807.¹²

It is known that Roma people in Turkey are mainly in the provinces and districts of Edirne, Ankara, Samsun, Tekirdağ, Kırklareli, Mersin, Adana, İzmir, Balıkesir, Keşan, Söke, Çorlu, Hatay, Gaziantep, Şanlıurfa, Diyarbakır and İstanbul.

Map 2. Rom, Dom and Lom Communities Living in Turkey



Source: Kolukıncı (2008)

Most studies on Rom, Dom and Lom communities living in Turkey fall short of identifying all Roma communities. Another confusion in this context derives from Abdal groups. While some sources¹³ maintain that some Roma groups are identified as Abdal depending on their geographical region, others do not consider Abdals among Roma groups:

“ The major issue with respect to Gypsies in Turkey is that many groups in nomadic and semi-nomadic life are considered as groups of Rom origin (including Doms and Loms). This quite problematic approach may encompass some others like ‘Teber’ or ‘Abdal’ or groups like ‘Melikli’ identifying themselves with some tribe names and bring in confusion. An important mark of distinction at this point is the usability of languages in distinguishing group identities. The Roms, Doms and Loms have their own languages and other groups too (like Tebers) have their languages.¹⁴

Media reports also testify that there are various opinions on whether Abdals should be included in Roma groups.¹⁵ The presence of these diverging opinions on Abdals is an indication of a wider issue of identity within present-day nomadic and semi-nomadic communities. An important factor leading to confusion is that Abdals adhere to the Alevi-Bektaşî faith and are of Turkic origin.¹⁶ In addition, the Roma may be given different names in different regions and as a result it is known that the Roma in Hatay and Kahramanmaraş in particular are referred to as “Abdal”.¹⁷

There is neither a consensus in the literature on an umbrella concept covering all the nomadic and semi-nomadic groups, nor a common opinion among these groups on an upper identity. It is also observed that these groups may opt to identify their subgroup identities differently depending on where they live and how they interact with other groups and this is a quite sensitive issue for them. Thus, their identities and group belonging should in principle be defined according to their own statements.

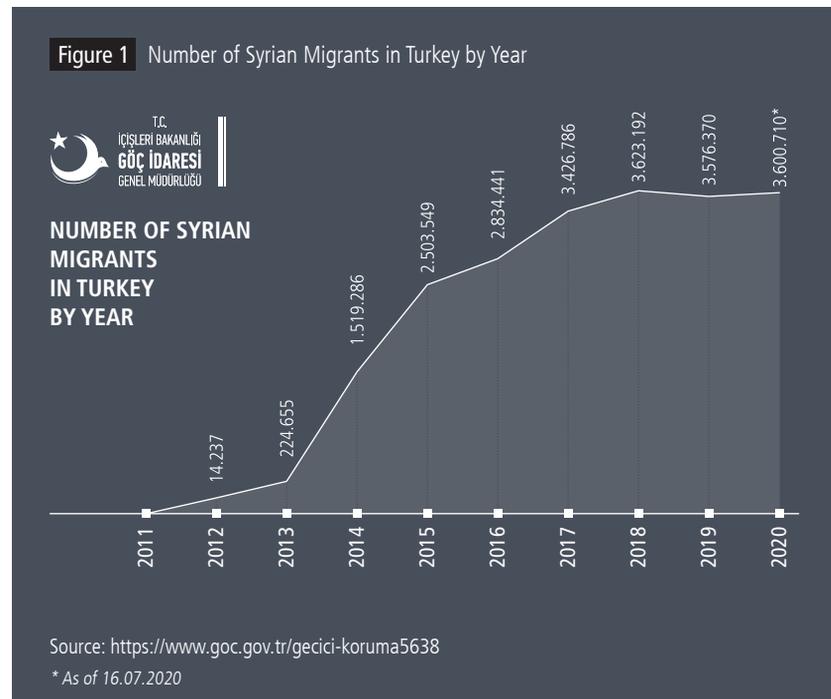
The lack of basic data relating to the population of Roma and its sub-groups in the country, their geographical distribution and socioeconomic status, is one of the most significant obstacles to developing social policies for these groups. Poverty and social exclusion are prevalent among all nomadic and semi-nomadic communities in Turkey, constituting two of the most important barriers to effective access to their social rights.

In this context, the EU in 2011 adopted the *European Framework for National Roma Integration Policies* to eliminate gaps in the living conditions of the Roma population and improve their integration within society. Under this Framework, Member States and others in the process of accession are invited to develop national policies for the social cohesion of the Roma. To this end, Turkey developed the *Strategy Document for Roma Citizens (2016-2021)*¹⁸ in 2016. The Strategy contains suggested solutions in such areas as education, employment, health and housing, without going into detail with respect to sub-groups.

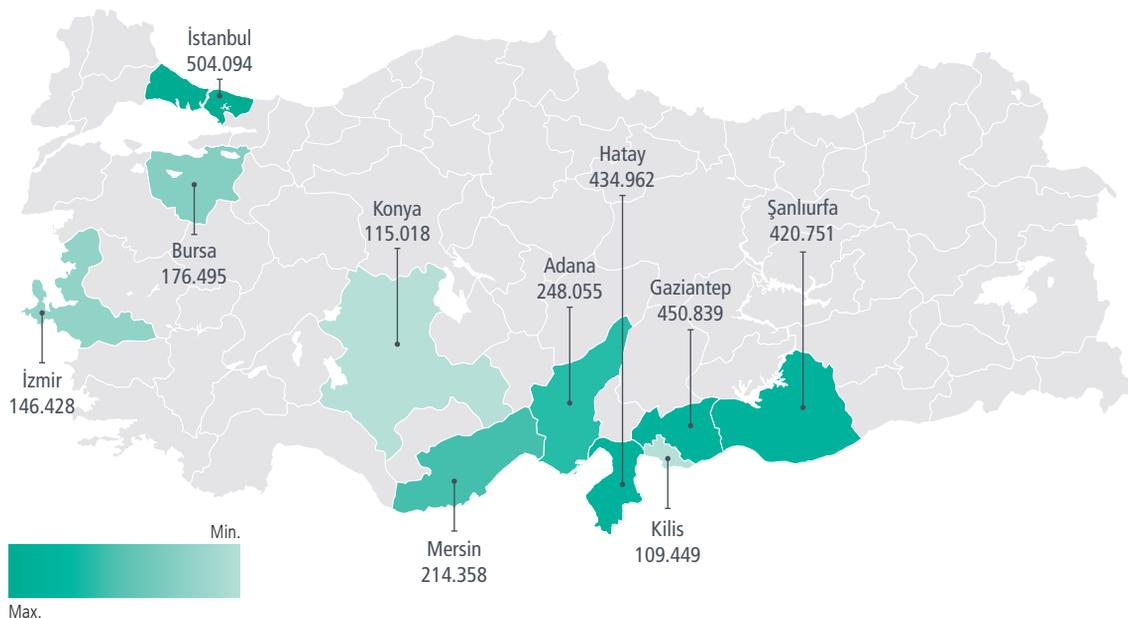
Syrian Nomadic and Semi-Nomadic Communities and Syrian Seasonal Migrant Agricultural Workers in Turkey

Wars and civil strife are events that affect the cultural, social and economic structure of all countries and lead to great destruction. Ongoing conflicts in the Middle East have caused the displacement of millions of people. The outbreak of civil war in Syria in 2011 triggered significant changes in the population composition of the country. Today, almost one half of the Syrian population (totalling 22 million people) have been displaced. While the number of internally displaced persons is approximately 6 million, 5 million Syrians have moved to other countries,¹⁹ with 1 million in European countries. This means that the world is now confronted with the largest wave of migration since the second world war.

According to information provided by the General Directorate of Migration Management, the number of Syrian migrants living in Turkey under temporary protection has reached 3,600,710 as of 16 July 2020 (Figure 1).²⁰ With the arrival of Syrians, Turkey became the number one country in the world in terms of the number of migrants hosted.²¹



Map 3. Distribution of Syrians under Temporary Protection in Turkey by Top Ten Provinces



Source: <https://www.goc.gov.tr/gecici-koruma5638>



Initially, in April 2011, Syrians arriving to Turkey were considered as “guests”. This definition has no legal implication; services to Syrians were delivered without any basis in any law or convention until 2013.

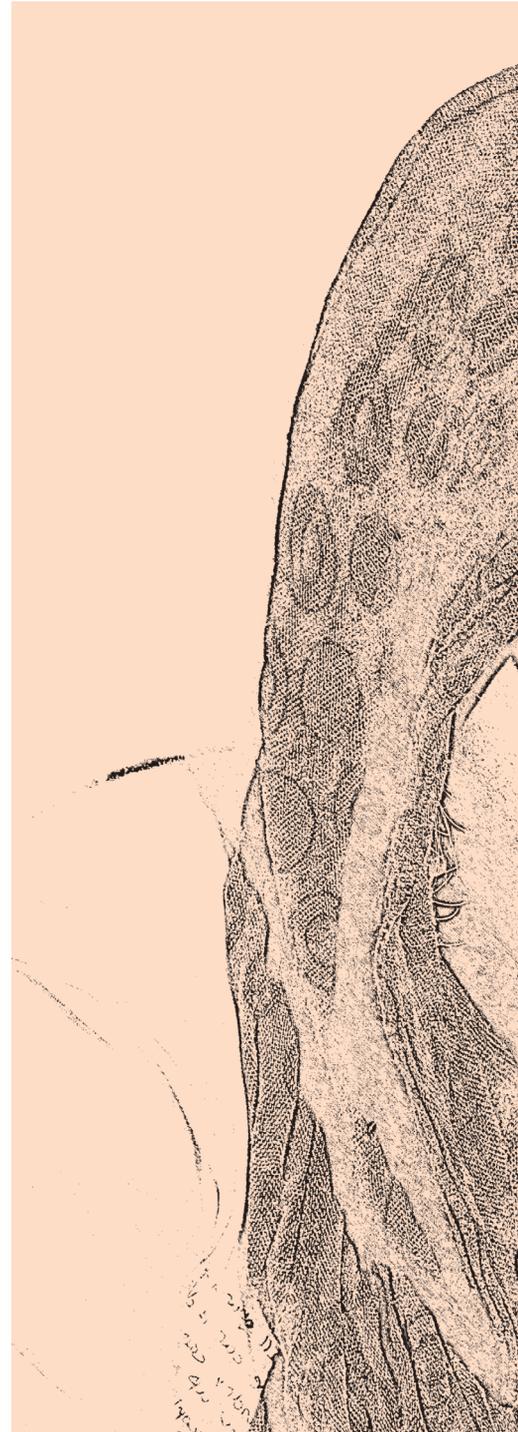
The definition of “refugee” as set out in the 1951 Geneva Convention can be found in Article 61 of the *Law on Foreigners and International Protection (LFIP)*²² No. 6458, dated 4 April 2013.

With a geographical reservation to the Geneva Convention, Turkey accepts as refugees only those persons coming from Europe. The refugee/asylum seeker distinction made in Turkish law as a result of this reservation is in contrast with concepts used in international refugee law. In international law an asylum seeker can gain refugee status when she or he is found to be meeting the criteria defined for that status. In Turkish legislation, however, those classified as an asylum seeker cannot legally be given the status of refugee.²³ In line with LFIP Article 62, those coming from countries other than in Europe and asking for asylum can be classified as a “conditional refugee”.

According to LFIP Article 63, a foreigner who neither qualifies as a refugee nor as a conditional refugee, shall nevertheless be granted “subsidiary protection” if, were they to be returned to the country of origin, he or she would be sentenced to death or face torture or inhuman or degrading treatment or punishment or face serious threat to himself or herself.

In relation to the status of Syrians who cannot be defined as a migrant or refugee due to the gap in legislation, the LFIP (Art.91) provided for a temporary protection regime.

The Temporary Protection Regulation²⁴ prepared on the basis of LFIP Article 91 and taking effect upon its publication in the Official Gazette No. 29153 dated 2014, recognized that Syrians are within the scope of temporary protection.





Law on Foreigners and International Protection (LFIP) No. 6458

ARTICLE 61

(1) A person who as a result of events occurring in European countries and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his citizenship and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country; or who, not having a nationality and being outside the country of his former residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it, shall be granted refugee status upon completion of the refugee status determination process.

ARTICLE 62

(1) A person who as a result of events occurring outside European countries and owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country; or who, not having a nationality and being outside the country of former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it, shall be granted conditional refugee status upon completion of the refugee status determination process. Conditional refugees shall be allowed to reside in Turkey temporarily until they are resettled to a third country."

ARTICLE 91

(1) Temporary protection may be provided for foreigners who have been forced to leave their country, cannot return to the country that they have left, and have arrived at or crossed the borders of Turkey in a mass influx situation seeking immediate and temporary protection.

As Syrians started to arrive to Turkey en masse, particularly after 2012, various arrangements were made to facilitate their social adaptation. These arrangements, however, could not meet the wide range of needs in terms of their coverage and methods, which led to the emergence of some new social problems.

As a result of the shortfall in support being offered to new arrivals, a number of Syrians settling in Turkey turned to seasonal agricultural work, commonly undertaken by the poorest sections of society in Turkey. The field work carried out by Development Workshop in the period July-August 2019 in the provinces of Adana, Manisa, Konya, Bursa, Ankara and Eskişehir found that there are about 82,000 people living in 11,261 tents in 262 temporary tent settlements, 23,000 of whom are Syrians. These tent settlements are usually at a distance from provincial and district centres. Seasonal migrant agricultural workers are often forced to subsist on very limited means, caught in a vicious circle controlled by agricultural intermediaries (*e/ç*).²⁵ Syrians are at added risk of exploitation, given their temporary protection status and the language difficulties they encounter as migrants.

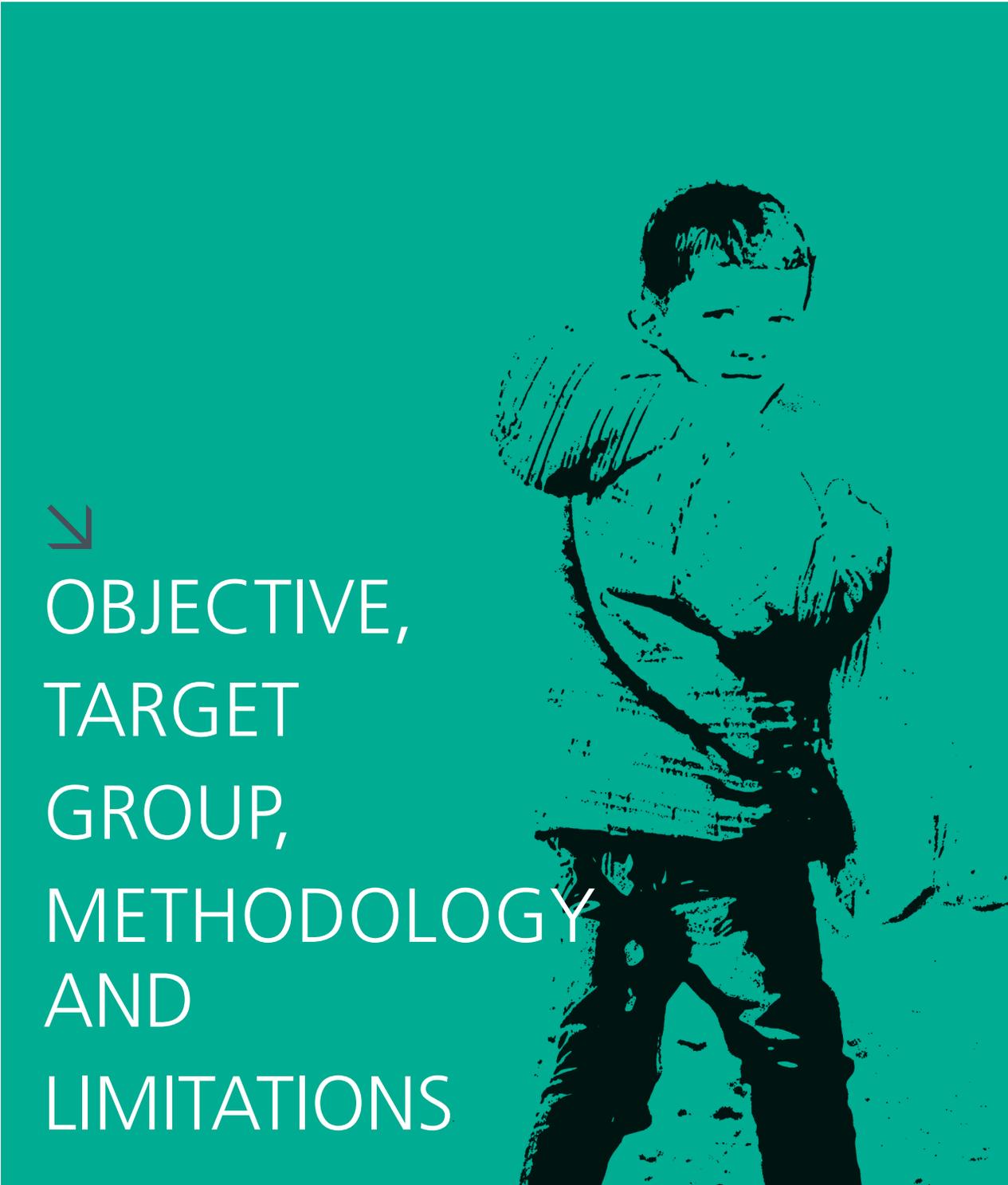
Syrian nomadic and semi-nomadic communities in Turkey face additional forms of discrimination, both from local communities and other Syrian migrants. These communities face a wide array of challenges, ranging from being invisible to official authorities, to difficulties in accessing basic needs support.

Studies in Turkey covering Syrian migrants (Annex B) are generally considerate of various categories like age groups, gender and place of settlement. However, studies that take into account other variables like ethnic origin, economic activity and modes of life are quite limited. Studies considering different variables may be helpful in defining social problems from different perspectives and offering better solutions. Addressing the conditions of nomadic and semi-nomadic communities from Syria, as well as Syrian seasonal migrant agricultural workers, the present study seeks to outline existing needs while considering aspects ranging from modes of production to migration routes and ways of life.



END NOTES

- 1 Arayıcı (2008)
- 2 Berger (2000)
- 3 Marushiakova (2001)
- 4 Sampson (1923)
- 5 Kenrick (1993)
- 6 European Commission (2012)
- 7 Yılgür (2017)
- 8 Kolukırık (2008)
- 9 Evliya Çelebi (1834-50), s.92-93.
- 10 Karpát (1985), s. 152.
- 11 www.ttk.gov.tr/wp-content/uploads/2016/11/3-Lozan13-357.pdf
- 12 European Roma Rights Centre (2012)
- 13 Zero Discrimination Association (2017)
- 14 Kolukırık (2008)
- 15 www.edirneninsesi.com.tr/abdallar-domlar-lomlar-ve-romanlar/8607/
- 16 tr.wikipedia.org/wiki/Abdal
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(unofficial translation @ <http://www.lawsturkey.com/law/law-on-foreigners-and-international-protection-6458>)
- 23 Çakran (2017), s.3
- 24 www.resmigazete.gov.tr/eskiler/2014/10/20141022-15-1.pdf
(unofficial translation @ <https://www.refworld.org/docid/56572fd74.html>)
- 25 Development Workshop (2017)

A young boy with dark hair, wearing a blue quilted jacket and a red knit hat, stands in a snowy field. He is looking towards the camera with a slight smile. The background is a vast, open landscape covered in snow under a clear blue sky.

↓
OBJECTIVE,
TARGET
GROUP,
METHODOLOGY
AND
LIMITATIONS

Objective and Target Group

The overall objective of the present study is to assess and report the current situation and essential needs of Syrian nomadic and semi-nomadic communities living in Adana, Gaziantep and Şanlıurfa provinces and Syrian seasonal migrant agricultural workers¹ living in temporary tent settlements on Adana Plain.² On the basis of this current situation assessment and needs analysis, an evidence-based advocacy strategy and tools have also been developed and implemented.



The current situation and needs analysis related to the target group was designed and conducted, in line with the terms of reference prepared by GOAL Turkey, to find answers to the following questions:

- What are the specific social, cultural, and economic needs and issues of nomadic and /or semi-nomadic refugees and seasonal migrant agricultural workers in Adana, Gaziantep and Şanlıurfa?
- What are the policies and practices already in place to prevent and respond to the social and protection concerns of these most marginalized groups (recognizing that refugees, asylum seekers, migrants or undocumented foreigners are treated under diverse legal frameworks in Turkey)? How do the implementation of policies by the duty bearers on the ground affect these most marginalized groups?
- What are the gaps in services provision that hinder these most marginalized groups of refugees from achieving adequate protection and access to services when and as they need them? What are the barriers that prevent them accessing locally available services and assistance?
- What are the priorities of these groups regarding support to ensure their effective protection and access to services?
- What are the general and special protection risks/trends that the targeted communities are exposed to? What factors increase protection risks?

- What are the resources and capacities of families and communities that can be utilized to strengthen protection, resilience and self-reliance among these most marginalized populations?
- How are the targeted population perceived by the host communities, NGOs and statutory service providers?
- Do the host communities, NGOs and statutory service providers support the target groups and provide targeted services to them? If not, why not?
- What strategic approach, interventions and dialogue with local and national duty bearers should the LINK programme³ pursue, to promote sustainable protection solutions for these most marginalized groups?
- What are the promising practices and lessons learnt from NGOs, UN agencies, municipal and statutory service providers that can be utilized through the LINK programme to promote meaningful and sustainable solutions for the targeted populations?
- Where are the nomadic and/or semi-nomadic people living/settled (temporarily, permanently or seasonally) in Adana, Gaziantep and Şanlıurfa? What are the routes/destinations they use seasonally for livelihood opportunities?
- What challenges and risks are involved in these seasonal migration routes and during their temporary stays in destination cities and districts where they work and live temporarily/seasonally?

Methods and Tools of Data Collection

At the stage of developing data collection methods and tools for responding to the questions set out above, a comprehensive *desk review* was undertaken. In this context, all information and documents (including relevant studies, programme and project reviews, data and media reports) related to nomadic and semi-nomadic communities living in Turkey were gathered and examined. Information obtained from this desk review is summarized in the *Background section* in Part 2.

Following the desk review a *preliminary field survey* was conducted in Adana, Gaziantep and Şanlıurfa provinces on 12-15 December 2019 to ensure that all groups targeted in the situation assessment could be reached. Settlement sites of the target group, identified on the basis of previous surveys, were visited and any potential obstacles to access highlighted (limitations faced in data collection are described in detail in the *Challenges/Limitations* section in Part 3.3) as well as their possible solutions.

Following the desk review and preliminary field survey, the survey team evaluated the data and information collected and, taking into consideration the character-



istics of the target groups and their environments, as well as potential limitations on access, developed the following four data collection methods and tools (data collection tools are given in Annex C-F):



Figure 2 summarizes data and information collection methods used for two different target groups. For the current situation assessment and needs analysis for nomadic and semi-nomadic Syrian communities living in Adana, Gaziantep and Şanlıurfa provinces, it was planned to conduct current situation assessments in each neighbourhood and tent settlement and to conduct in-depth interviews with the target group as well as with institutions and actors directly or indirectly related to the target group to extract more detailed information about needs and identify gaps in available services.

The second target group of the work was Syrian seasonal migrant agricultural workers living in tent settlements on Adana Plain. For the current situation assessment, it was decided to use the data obtained from *Seasonal Migrant Agricultural Workers on Adana Plain: Current State and Needs Analysis*, conducted by Development Workshop in November 2019 with the support of UNICEF Turkey, together with questions developed specifically for this survey. Focus group discus-

sions with the target group and interviews with relevant institutions and actors in Adana province were planned to gather more detailed information about needs and evaluate the existing services available to this group.

During the field work, mapping tools were also used at both provincial and district level to identify places of settlement and to mark the current situation of these settlements as well as migration routes. Development Workshop's mapping of the temporary tent settlements of Syrian seasonal migrant agricultural workers on Adana Plain was used as the basis for the entry of new data.

The field survey was carried out by a seven-person team from 04 to 15 January 2020, across 12 days in total.



Current Situation Assessment

A *Current Situation Assessment Form* (Annex C) with 43 questions was prepared to gather information about the status of places where the target group lives (i.e. neighbourhood, temporary tent settlement, etc.), demographic characteristics, needs in education and health, employment and income status, and living conditions.

This data was collected through interviews with relevant persons in the settlement sites, within a time period of 90 minutes on average per place of settlement. Interviewees included nomadic and semi-nomadic Syrians, local headmen, teachers, shopkeepers, association representatives and neighbourhood dwellers.

Prior to the field work and on the basis of reports and studies featured in the desk review, 92 settlement sites in the provinces of Adana, Gaziantep and Şanlıurfa were identified as places where nomadic and semi-nomadic Syrian groups might be living (Map 4). During the preliminary field survey, visits were made to the settlements concerned. A detailed plan was developed for the field work through interviews with local actors, GOAL Turkey field teams and institutions directly or indirectly related with the target group. At the end of the field work, the number of settlements where the current situation assessment was to be conducted was narrowed down to 20, as a result of the limitations explained in *the Challenges/Limitations* section in Part 3.3 (Figure 3).

As explained above, information in the same context relating to Syrian seasonal migrant agricultural workers living in Adana was already collected back in November 2019 under the Child Labour Combat Programme implemented by Development Workshop on Adana Plain with the support of UNICEF Turkey. Hence, no additional current situation assessment in tent settlements was required for the

Map 4

Settlement Areas of Syrian Nomadic and Semi-Nomadic groups in Adana, Gaziantep and Şanlıurfa and Syrian Seasonal Migrant Agricultural Workers on Adana Plain

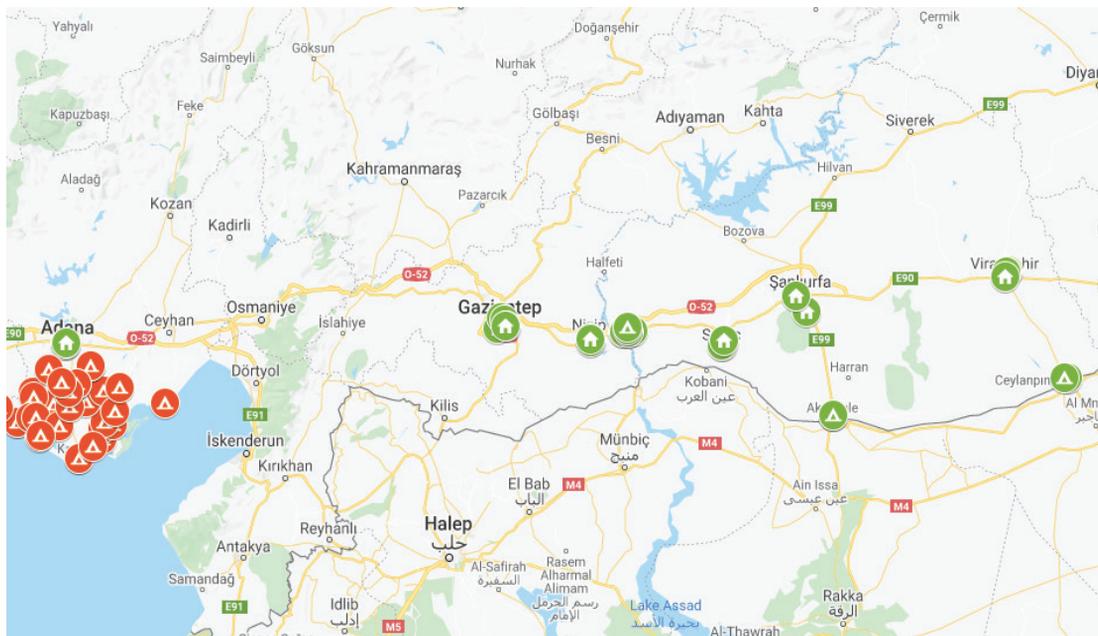
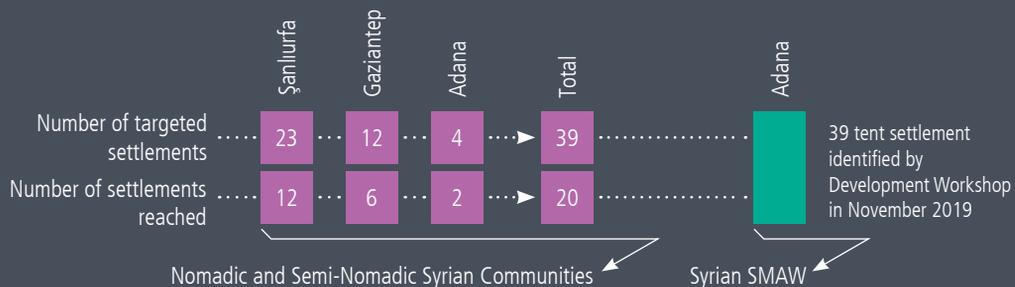


Figure 3 Current State Assessments Targeted and Realized



present survey and existing data on 39 places of settlement was re-analysed and used in a way to fit the purposes of the present study.

In-Depth Interviews

In order to gather more detailed information concerning the needs of nomadic and semi-nomadic Syrian communities as the first target group living in Adana, Gaziantep and Şanlıurfa provinces, a semi-structured *In-Depth Interview Form* (Annex D) was developed. The form consisted of 39 questions and took about 60 minutes to administer. The form was designed to extract detailed information on such issues as migratory status, needs in the fields of education and health, employment and income status, housing and living environments, and experiences in safety and violence.

Prior to the field work, the target was to conduct 24 in-depth interviews in 9 administrative districts in Adana, Gaziantep and Şanlıurfa provinces where nomadic and semi-nomadic Syrian communities live. This instead became 20 in-depth interviews in 11 districts (Figure 4). Interviews with local actors conducted during the preliminary field work strengthened the credibility of the field team in the eyes of the target group. In-depth interviews were conducted with target group members chosen through random selection and willing to speak in the identified areas.

Figure 5 gives the distribution of in-depth interviews by district and gender. The youngest interviewee was 19 years old and the oldest was 80. The average age of interviewees was 35. Of the interviews, 9 were conducted in Turkish, 8 in Kurdish and 3 in Arabic. In interviews conducted in languages other than Turkish, support was received from local actors, NGO representatives working directly with the target group and professional interpreters.

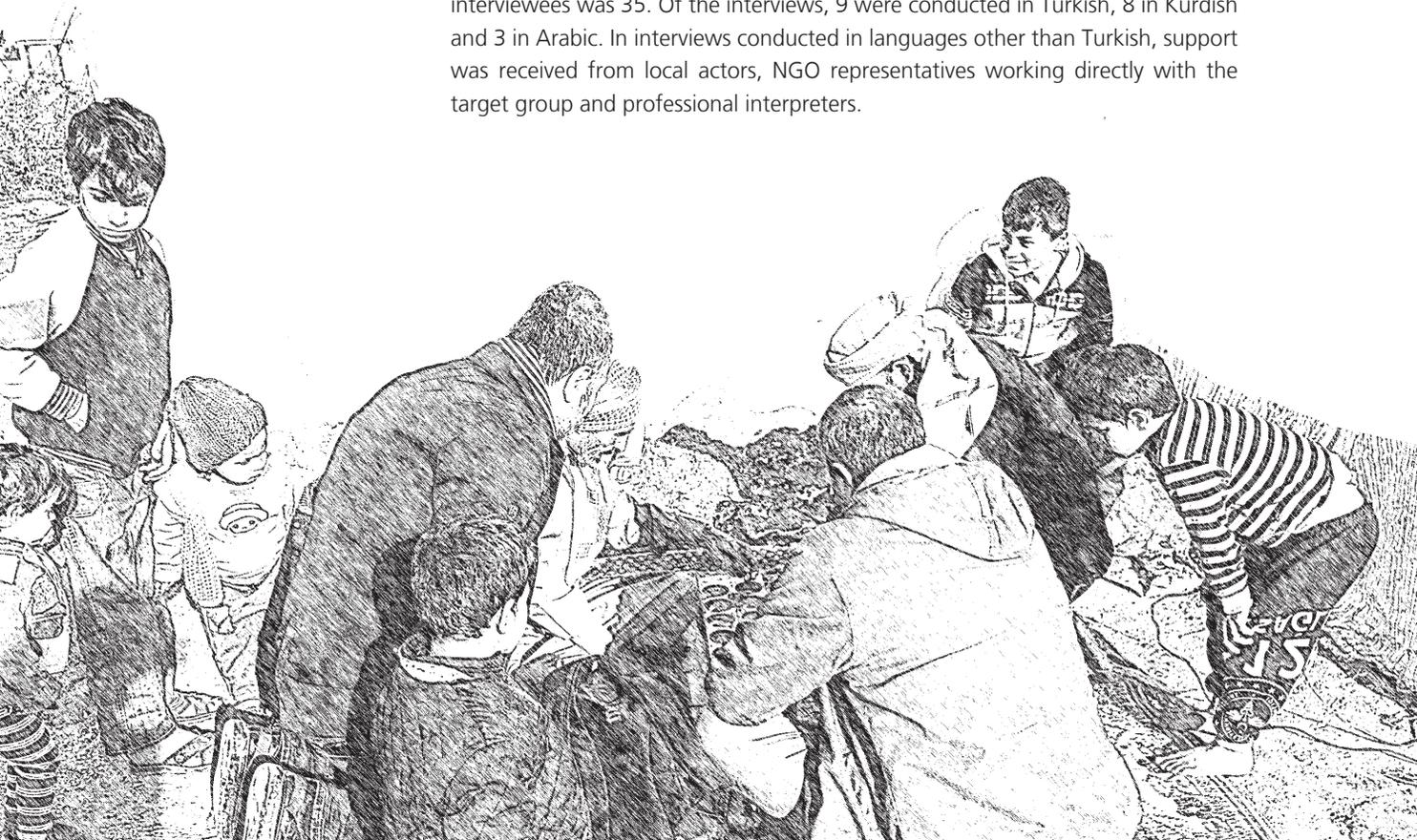


Figure 4 In-Depth Interviews Targeted and Realized

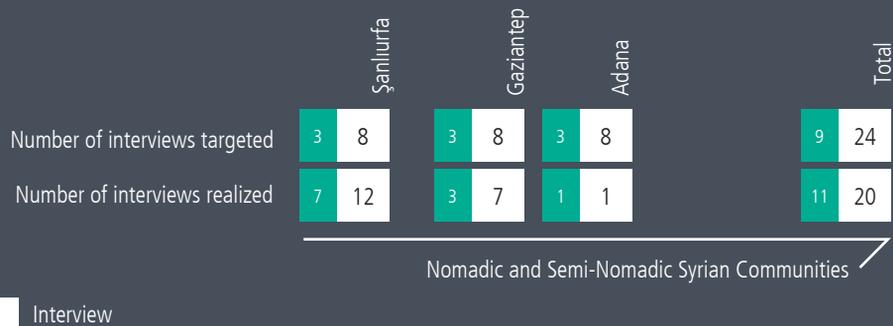
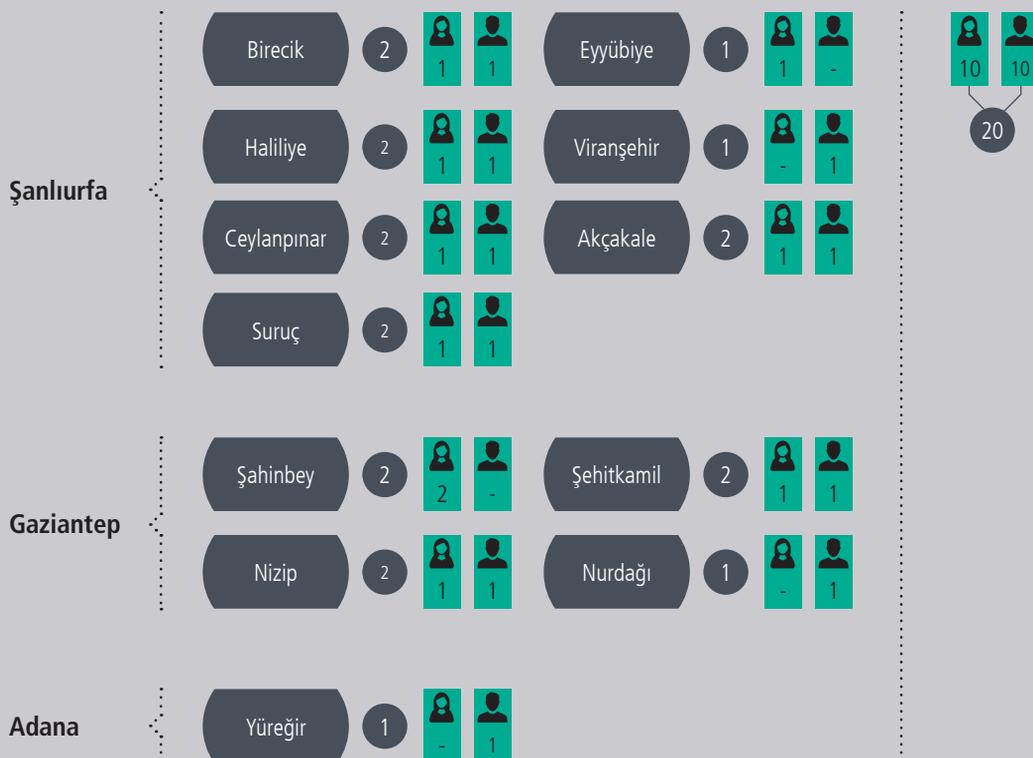


Figure 5 In-Depth Interviews by District and Gender



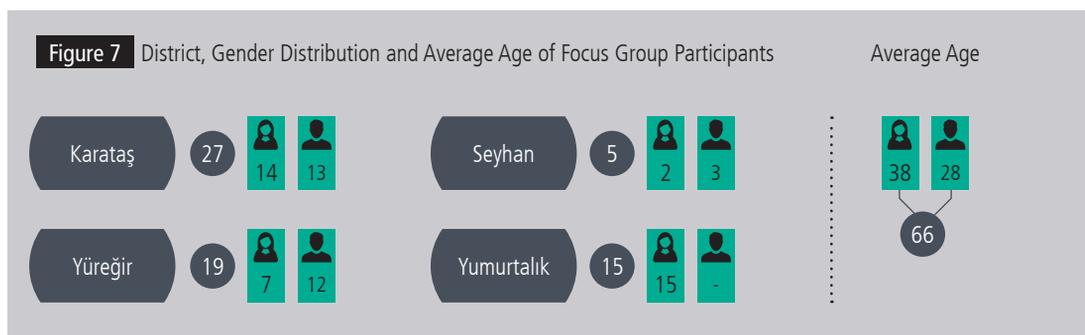
Focus Group Interviews

In order to gather more detailed information concerning the needs of Syrian seasonal migrant agricultural workers as the second target group living on Adana Plain, a *Focus Group Interview Form* was developed (Annex E). The form consisted of 36 central questions and took 60 to 90 minutes to administer. These interviews were designed in a way to extract comprehensive information about the demographic composition, employment and working conditions, living conditions, needs in education and health, and experiences with safety and violence of the target group concerned.

With the field work all 8 focus group meetings planned in 4 districts were realized (Figure 6). Temporary tent settlements where focus group interviews were to be conducted were identified by utilizing the experience and guidance of two experts who have been conducting monitoring and evaluation on workers and their challenges in Adana for Development Workshop, including assessing the population in 39 Tent settlements on Adana Plain where seasonal migrant agricultural workers live, the population density of Syrian seasonal migrant agricultural workers in these areas, the distance between tent settlements and their accessibility. With the help of these facilitators and the relative ease in accessibility compared to Syrian nomadic and semi-nomadic groups, as well as the field survey that Development Workshop recently completed prior to this work on the current state of temporary tent settlements on Adana Plain, the work was realized as planned.

As can be seen in Figure 7, there were 66 participants of focus group interviews, 38 women and 28 men. Participants were in the age-range 29 to 54. The average age of participants was 36, 34 for women and 39 for men. In all interviews there was translation from Arabic to Turkish and vice-versa with the support of a professional translator and a field worker from Development Workshop.





In light of the findings and observations of the preliminary field survey, focus group interviews were not conducted with nomadic and semi-nomadic Syrian communities, but as explained above, in-depth interviews were realized in order to gather more detailed information concerning the needs of these communities. There should be at least 8 to 10 participants for focus group interviews. However, it was realized during the preliminary field survey that it would be very difficult not only to gather 8 to 10 members of the target group living in similar conditions in close neighborhoods, but also to find appropriate meeting places where these groups can come together. A large majority of the target group members disperse to various locations, particularly in winter months, and no suitable facilities for focus group interviews could be identified in these locations. Organizing focus group interviews in distant places, on the other hand, would pose both organizational and ethical problems.



Interviews with Institutions and Actors

A semi-structured *Institution/Actor Interview Form* (Annex F) was developed to be used in interviews with persons directly or indirectly related to target groups in order to assess services presently available to target groups and gaps in these services. These interviews were essentially designed to gather the opinions and experiences of the persons interviewed, as representatives of their institutions, of the living conditions and level of access to assistance and services of target groups.

Prior to the field work, the desk review and preliminary work yielded a list of relevant institutions and actors. 24 interviews in 3 provinces were planned on the basis of this information. While planning interviews, preference was shown for institutions and actors that could reflect different angles with respect to services and assistance offered to these groups. Interviews were completed mostly as planned⁴ and 46 persons from 27 institutions were interviewed (Figure 8-9). Interviews took 60 minutes on average.

Figure 8 Interviews with Institutions Targeted and Realized

	Şanlıurfa	Gaziantep	Adana	Total
Number of interviews targeted	6	6	12	24
Number of interviews realized	13	9	5	27

Figure 9 Distribution of Interviews with Institutions and Actors by Province and Type of Institutions/Actors

	Şanlıurfa	Gaziantep	Adana	Toplam
Academic	2	-	-	2
International NGO representative	4	3	1	8
UN agency representative	-	2	1	3
Public agency representative	4	2	1	7
NGO representative	-	4	4	8
Professional organization representative	6	1	-	7
Municipal representative	5	-	1	6
Photographer ⁵	1	-	-	1
Local headmen	2	-	-	2
Agricultural intermediary	-	-	2	2

46 persons
from 27 institutions
were interviewed.

Challenges / Limitations

As explained below, there were two major difficulties faced during the field work, which brought some limitations to the outcome of the survey. For the most part, these challenges had been foreseen in advance, their possible effects on preliminary field work and prevention strategies were evaluated, and efforts were made to minimize their negative effects.

Challenges / Limitations in Reaching the Target Group

The first difficulty in reaching the target group was that almost all members of the group *disperse to various locations*, particularly in winter months. Many nomadic and semi-nomadic families live in tent settlements in summer, and as winter approaches, they leave their tents and move to town centres to live there from November to March. They spend winter months in shops, warehouses, desolate buildings, flats, building annexes and tents erected in house yards. It is therefore more difficult in winter to spot their residences. Support was requested from local contacts established during the preliminary work as well as NGOs to reach Syrian nomadic and semi-nomadic communities dispersed to different parts of a given town. This support enabled the target group to be reached in the majority of settlements, but not all.

The second difficulty in reaching the target group was the tendency of nomadic and semi-nomadic communities to *conceal their identity*. In interviews with local actors, it was explained that some groups hide their identity and lead a self-enclosed life for various reasons, including their unregistered status or their exclusion by local people. As a result of this tendency, some persons did not want to be interviewed, identified themselves merely as “Syrians” and denied their nomadic or semi-nomadic identities. Their life in neighbourhoods mixed with other groups facilitates this tendency.

Difficulties and Limitations Faced in Data Collection

There were also difficulties and restrictions in extracting the required data from nomadic and semi-nomadic communities. The first was that, due to the fear of being deported, interviewees avoid complaining about their circumstances in Turkey and present their situation as better than it actually is. For example, although interviews with local actors frequently pointed to the discriminatory attitudes and violence faced by these groups, and discriminatory terminology even being used in some of the interviews themselves, the members of nomadic and semi-nomadic communities said there was no problem with other groups and that they felt no discrimination. This is a factor that casts some doubt on the extent to which data obtained from the survey reflects the real situation. The relatively brief contact time with the target group may be another element curbing interviewees' trust in researchers.

Another factor affecting the quality of data particularly from in-depth and focus group interviews was the problem of language. The majority of interviews were conducted with the support of a translator which may have led to some loss of nuance and meaning, as well as taking up more time. It should also be taken into account that the target group may have tended to share less information in cases where translation support was provided by local actors.

The final challenge in data collection was related to the extraction of desired information and data from relevant institutions. The representatives of relevant institutions lack sufficient information about the current state and needs of the target group, due to their very limited interaction, particularly with nomadic and semi-nomadic communities. Furthermore, available data (for example target groups that are provided with assistance) is not specific to the target group of the survey but instead uses a general classification for Syrian migrants.



END NOTES

- ¹ Temporary tent settlements refer to the living places of seasonal migrant agricultural workers consisting of tents erected near streams, drainage canals, roads or vacant village land at the locations where they have moved to work.
- ² In seasonal migrant agricultural work, families, including their children plus some close relatives, leave their permanent places of settlement for employment in agriculture in distant areas, for up to 10 months depending on the composition of agricultural activities at the place of destination. In 2012, Syrian migrant workers too began to engage in this process. Most of these workers find jobs through agricultural intermediaries (elçi, dayıbaşı).
- ³ For details about the programme, see. www.goalglobal.org/countries/turkey/
- ⁴ While interviews with institutions and actors were being conducted, representatives of three civil society organizations said they could not take part in interview without the permission of their headquarters and no interview was made with these persons.
- ⁵ There was one interview with a photographer who is recognized in Şanlıurfa and directly related to the target group through his photographs of Doms.



FINDINGS RELATED TO THE CURRENT STATE OF TARGET GROUPS





This section presents desk review and field survey findings related to Syrian nomadic and semi-nomadic communities living in Adana, Gaziantep and Şanlıurfa and Syrian seasonal migrant agricultural workers living on Adana Plain, accompanied by both qualitative and quantitative comments.

Basic findings including target groups' places of settlement, migratory status, demographic composition, identity and address registration status, access to education and health services, employment and income status, living environment and housing conditions, security status, discrimination faced and organization opportunities are presented and examined together with background information related to existing legislation and practices.

There is also another database comprising information about 1,430 counselees (clients) reached in the period 26 December 2018 - 14 February 2020 as a result of activities carried out at social support centres and living areas by GOAL Turkey under the same project. This data is summarized and presented separately in Annex G.

“

THE MAJORITY OF SYRIAN NOMADIC AND SEMI-NOMADIC COMMUNITIES LIVING IN ADANA, GAZIANTEP AND ŞANLIURFA STATED THAT THEY LIVED IN THE SAME PLACE FOR 7-8 YEARS, EVEN THOUGH THEY WENT TO WORK IN OTHER PROVINCES SEASONALLY.

”



Places of Settlement and Mobility Status

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

There were 20 places of settlement where Syrian nomadic and semi-nomadic communities were reached in provinces of Adana, Gaziantep and Şanlıurfa and where the current situation assessment and in-depth interviews were conducted. The location of these sites and relevant information are visualized in sketches prepared at district level.

It was observed that this target group encompassed different sub-groups in terms of their migratory status:

- People who have been living in the same place for a long time (longer than two years) or changing their residences in the same town/neighbourhood.
- Semi-nomadic people who move only seasonally, particularly for seasonal migrant agricultural works and return to the same place in winter.
- Nomadic people who are not attached to any place of settlement and move continuously from one place to another.

The majority of groups spoken to during the field work say they have been staying in the same place for 7-8 years, although they seasonally move to other provinces for work. However, in the absence of comprehensive data on their mobility, it is not possible to say anything in detail about the target group as a whole.

Nevertheless, it is observed that local actors interviewed have a tendency to make generalizations about the mobility status of target groups and an assumption that the group as a whole is continuously on the move. It is a point worth noting in guiding the development of solutions, as it is considered as the main reason why many services cannot be extended to the target group.

Seasonal Migrant Agricultural Workers Affected by Flood on Adana Plain

Adana was seriously affected by heavy rainfall that started on 24 December and continued until 26 December in 2019. It was so heavy that schools located at the centre of the town had to be closed and many neighbourhoods, particularly in Yüreğir District, were flooded, leading to an emergency situation. Heavy rainfall also affected Adana Plain as Ceyhan River, as well as irrigation and drainage canals, failed in discharging water on the plain. Meanwhile there was congestion in some canals caused by materials transported by rainwater. Since the altitude of the plain is close to sea level, surface flows coming from the north combined and rainwater to create ponds on the plain with the saturation of soil. All of these elements made it difficult to discharge water to the sea.

Seasonal migrant agricultural workers temporarily living in tents or housing provided by public agencies (including Syrian and other foreign workers for the last six years) were among those groups directly and heavily affected by this disaster. Temporary tent settlements on the plain were simply defenceless against this natural event.

Adana is one of the pilot provinces of the project "Improving Working and Social Life of Seasonal Migrant Agricultural Workers" (METİP) implemented by the Ministry of Family, Labour and Social Services (MoFLSS). According to the Current State and Needs Analysis of Seasonal Migrant Agricultural Workers on Adana Plain by Development Workshop, there are, as of April 2019, 47 temporary tent settlements where seasonal migrant agricultural workers stay, and in 39 of these camps there are also Syrians. The study mentioned above found that some tent settlements are high risk because of their proximity to streams or canals (some of these settlements are almost permanent since 1992) and indeed they were flooded upon the recent rainfall, with many tents being pulled away by the current.

According to field observations and information extracted from locals, the tent settlement (since 1992) in Karagöçer Neighbourhood of Karataş District, home to about 2,000 people, was identified as risky by authorities due to its location near a drainage canal and a decision was taken four years ago for its vacation. However, the workers did not move to the place suggested by the authorities. They were asked again to leave the area on 26 December 2019 (3 days after the flood disaster). As rainfall continued, people started to dismantle their tents, but instead of moving to the suggested place, each household chose its own solution. Agricultural workers say the timing was wrong. Tent settlements located near the drainage canal along the road to Damlapınar were also vacated in a similar way.

The most serious effects of the disaster were upon children. In its field examination conducted from 27-29 December 2019, Development Workshop found that the first impact on children was fear. The education of children who were attending school was interrupted for a long time. As families were not able to cook regularly, infants and children could not be fed adequately. Children were observed to be wearing wet clothes, and some were without socks and shoes on wet ground.

The identification of problems in the area and planning for and delivery of assistance was particularly difficult since there was no baseline material, with the exception of the current state map of temporary settlements prepared by Development Workshop, first in April 2017 with the support of UNICEF, and then in November 2019 in cooperation with Adana İŞKUR. This event showed once more that current state data is of vital importance for early intervention in cases of unforeseen disasters.



Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

Syrian seasonal migrant agricultural workers living in temporary tent settlements on Adana Plain are the second target group of the survey. Current situation data relating to this group was collected, as explained in *the Methods and Tools of Data Collection* section (Part 3.2), in November 2019 in the context of the Child Labour Combat Programme implemented by Development Workshop with the support of UNICEF Turkey. Under this survey, 39 tent settlements of Syrian seasonal migrant agricultural workers were identified in 4 districts on Adana Plain (Karataş, Seyhan, Yumurtalık and Yüreğir). Locations and other summary information are presented as sketches prepared at district level.

Stays in these tent settlements vary from 1 to 7 years, with an average stay of 4 years. It can be said that this group is quite “stable” in the sense that there are some who have been living in the same tent settlements for 7 years, alongside others spending the whole year there, and still some others who eventually return to the same place after having moved to somewhere else for temporary work.



Demographic Composition, Identity and Address Registration Status



SYRIAN
NOMADIC AND
SEMI-NOMADIC
COMMUNITIES
LIVE IN PLACES
SUCH AS SHOPS,
WORKSHOPS,
SHACKS OR IN
INDEPENDENT
ROOMS WITH
MORE THAN ONE
FAMILY OR
IN TENTS.



It has been stated by government authorities and confirmed by migrants interviewed in the field that a significant number of Syrian nomadic and semi-nomadic communities, and seasonal migrant agricultural workers living in Adana, Gaziantep and Şanlıurfa, apply for their TPID to enjoy access to social assistance services.

However, the TPID is not a residence permit nor can it be used in place of it. According to TPR Article 33.2.a, these persons have to reside at a temporary accommodation centre or in some specified location. They are also required to notify authorities about any change in address. Non-compliance may lead to their loss of status of temporary protection.

A person holding a temporary protection identity card must apply to the District Directorate of Population Affairs and register his/her residence in the relevant database with a rental contract or a similar document. While it is usually stated that the residence must be a separate space officially registered as a residence, there are cases where shops, workrooms and even tents can be accepted as a temporary address by authorities, although this is not standard practice. These different practices are the outcome of efforts to approach the requirement with flexibility; yet, strict application of the condition of “independent house registered as residence” may lead to problems for nomadic and semi-nomadic communities, even if they are registered with the Provincial Directorate of Migration Management, since they are usually not in a position to rent registered real estate. It was observed during field work that a large proportion of people are living in tents or buildings such as shops, workshops, and barracks, often sharing a single room with other families.

Different practices were also observed regarding who can reside in a given household. For a household to register an address, the site must be vacant and appear in the database with an associated address. In an interview with the District Directorate of Population Affairs it was stated that at most 20 persons can be registered to a household, and those who cannot prove a familial relationship cannot be registered with the same household. However, it was also stated that in some places more than one family can be registered to a single address in the database.



Law on Foreigners and Temporary Protection (LFIP)

TEMPORARY PROTECTION

What is Temporary Protection?

Temporary protection is defined as a measure used in cases of mass refugee inflow in order to respond to urgent protection needs by ensuring access to the destination country, observing the principle of non-refoulement and guaranteeing minimum standards in fundamental human rights.¹

Article 91 headed “Temporary Protection” in the Law on Foreigners and Temporary Protection (LFIP)² defines temporary protection as follows:

- (1) Temporary protection may be provided for foreigners who have been forced to leave their country, cannot return to the country that they have left, and have arrived at or crossed the borders of Turkey in a mass influx situation seeking immediate and temporary protection.
- (2) The actions to be carried out for the reception of such foreigners into Turkey; their stay in Turkey and rights and obligations; their exit from Turkey; measures to be taken to prevent mass influxes; cooperation and coordination among national and international institutions and organisations; determination of the duties and mandate of the central and provincial institutions and organisations shall be stipulated in a Directive to be issued by the Council of Ministers.

On the basis of LFIP Article 91, the General Directorate of Migration Management issued the Temporary Protection Regulation (TPR) No. 2014/6883 dated 13 October 2014.³

Who Can Benefit?⁴

Syrian nationals as well as refugees and stateless persons from Syria who have arrived to Turkey en masse or individually are granted temporary protection status.

How is Temporary Protection Registration Made?⁵

The Directorate General of Migration Management (DGMM) is the main body responsible for the registration of all individuals under the temporary protection regime. The registration process is divided into two main stages:



Law on Foreigners and Temporary Protection (LFIP)

- (1) The first is preregistration, which is carried out by either the Foreigners' Police branches or Sub-Provincial Directorates of Security.
- (2) The second stage is registration, for which Provincial Directorate of Migration Management (PDMM) offices are the responsible authority.

Persons wishing to benefit from temporary protection should first approach the Foreigners' Police branches or Sub-Provincial Directorates of Security. During this preliminary registration, basic demographic details, such as name and surname, and date and place of birth are given. The statements will suffice for the completion of the registration even if there is no document to confirm. Additionally, documents verifying contact details and address (such as utility bills, a certificate of residence, or a rent contract) are required.

Following the completion of pre-registration, a Pre-Registration Document is arranged containing a Foreigners' ID Number starting with 98 with a validity of 30 days. After this preliminary registration, the General Directorate of Migration Management makes an evaluation of the applicant to decide whether he or she is eligible for temporary protection status. In cases where this evaluation takes longer than 30 days, the pre-registration document is extended for additional 30-day long periods.

The preliminary registration document enables its holder to remain legally in Turkey. This document also gives the right to access emergency health care services for free.

Persons who are found eligible for temporary protection status by the General Directorate of Migration Management are required to approach the Provincial Directorate of Migration Management in their province to complete their registration.

Upon completion of registration, the pre-registration document is replaced with a Temporary Protection Identity Card. This document includes a photo and basic identity information as well as an identity number starting with 99.

What Rights Does Temporary Protection Entail?⁶

The temporary protection identity card legalizes Syrian migrants' presence in Turkey and is necessary to access fundamental rights and services such as health care, education, social assistance and translation. Moreover, it enables them to enter into contracts, including for services such as telecommunications.

If a household departs from an address without notifying the population directorate, the owner has to erase the residence record of the dwelling to re-rent it. In this case the population directorate conducts an investigation upon the petition of the owner and cancels the residence record. Provincial Migration Management can see in a joint-database that the residence record of the person leaving the address has been deleted.

It is observed that the target group exhibits different characteristics with respect to temporary protection and residence registration, including those registered with temporary protection and able to declare an address, others registered without declaring an address, and those who cannot declare an address due to not being registered.

These differences correspond to some disparities in terms of the rights enjoyed. Those without temporary protection registration cannot benefit from any assistance or access to services including education and health. These should be considered as the most vulnerable group. On the other hand, those with both temporary protection and residence address registration are the most advantaged ones. This group is entitled to education, health, social services and work permits, and can also benefit from social assistance. But it should be borne in mind that this group is not monolithic: there are those in the group who cannot benefit from social assistance for various reasons including living in a different household, demographic composition of the family or abandonment of the family by the person who is entitled to social assistance. Other obstacles in accessing public services include living outside of the province of registration and fear of being deported, particularly among the nomadic and semi-nomadic communities even if they have temporary protection registration. Finally, persons with their temporary protection registration but without registered residence cannot benefit from social assistance.

According to the most recent data provided by the General Directorate of Migration Management (as of 16 July 2020)⁷ there are 3.600,710 Syrians with temporary protection status in Turkey. Of this population, 420,075 are in Şanlıurfa, 450,839 in Gaziantep and 248,055 in Adana. In proportional terms, Syrians with temporary protection status constitute 21 per cent of the population in Şanlıurfa, 22 per cent in Gaziantep, and 11 per cent in Adana.

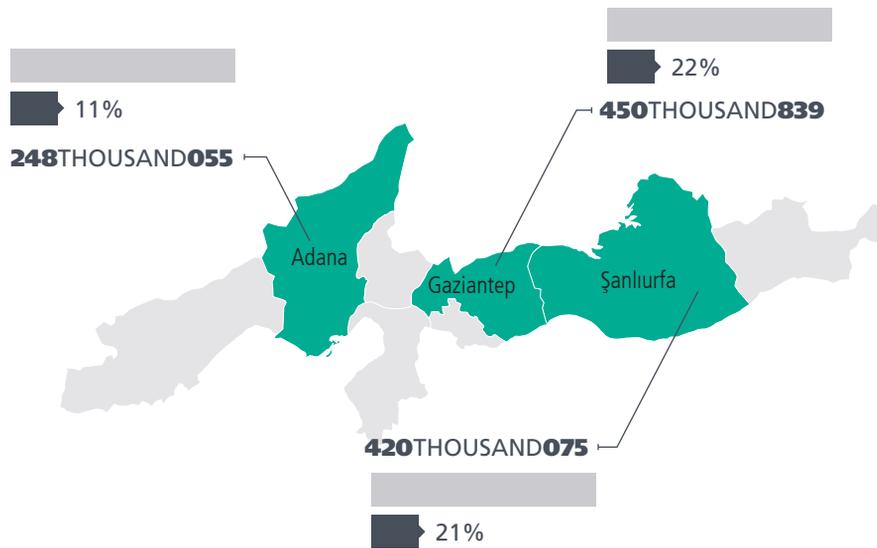
Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

Since data provided by the General Directorate of Migration Management does not include information on the migratory status or ethnic sub-groups of the Syrian



Syrians with temporary protection status in Turkey

3MILLION600THOUSAND710



■ Provincial population ■ Syrian population

population, no sound information could be obtained about the total population or number of households of this group.

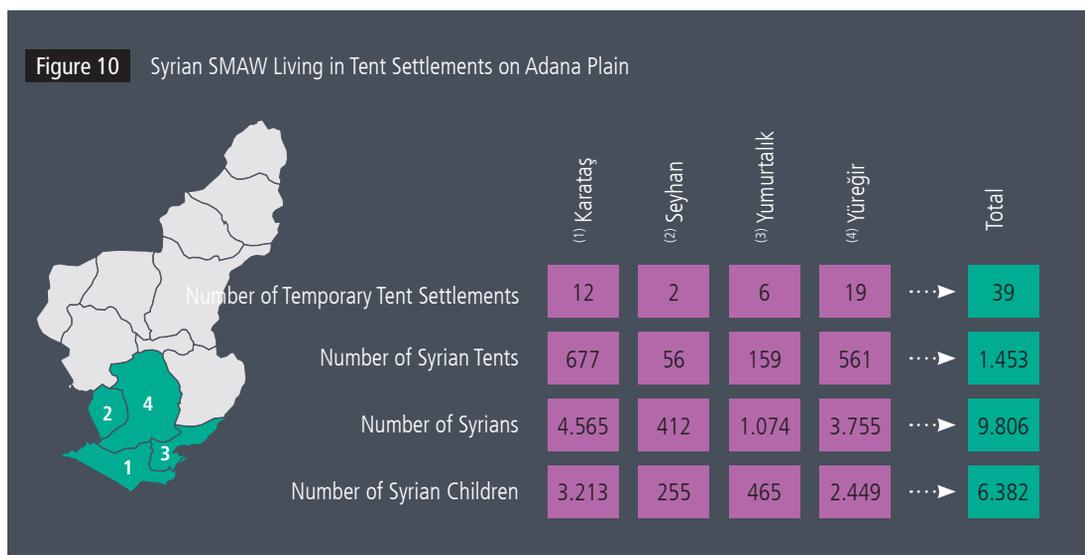
According to in-depth interviews with the target group, Dom, Abdal, Karaçi, Gevende and Kurbat are among the ethnicities that people identify themselves with. It must be taken into account, however, that this may change from place to place and people may prefer more protective identities for fear of discrimination; it is therefore possible that their statements may not be fully reflecting the real situation.

Although no estimate could be given about total population in interviews with local actors and the target group, there is some consensus that children under age 18 make up at least half of the total population. Similarly, children under age 18 constitute 47 per cent of Syrians who have temporary protection status in Turkey.⁸ Information from in-depth interviews also confirms this estimate.

Total household population stated in 20 in-depth interviews is 136 and household population under age 18 is 63. The estimated household size of those interviewed during the current state assessment is between 5 and 10, and the average household size in in-depth interviews confirmed this estimate by giving 6.8. According to the Demographic and Health Survey (TDHS)⁹ conducted in 2018 the average household size of Syrian migrants in Turkey is 6, consistent with the earlier figure.

Though there are Turkish speaking communities in the target group (i.e. Abdals in particular), the majority speak Arabic and/or Kurdish and say that they face occasional difficulties in communication in their daily life. Essential services must be delivered in their own language as a fundamental right. This is ensured to a certain extent for Arabic. Examples include signs in Arabic at counselling centres launched by municipalities or employment of personnel from Syria in delivering services to this group. This is not the case for languages other than Arabic. In activities carried out by civil society organizations, there are also personnel speaking Kurdish in addition to Turkish and Arabic.

The majority of persons in the group lead a self-enclosed life, spatially isolated in many cases and not in social relations with the community around them except in the case of hospital visits. Not knowing Turkish appears as both the cause and outcome of this isolated life.



Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

According to the current state assessment in 39 tent settlements in November 2019, 9,806 Syrian immigrants live in 1,453 tents in these settlements and, similar to the case of nomadic and semi-nomadic communities, more than half (65 per cent) of this population consists of children (Figure 10).

Turkish is among the languages spoken in 36 out of 39 tent settlements, Arabic in 38, and Kurdish is spoken in 14 settlements.

Focus group interviews indicate that between 2 and 14 persons stay in one tent, with an average of 6-7 persons. It is stated that population increases are observed within the year in many tent settlements.

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IN SYRIAN
NOMADIC AND
SEMI-NOMADIC
COMMUNITIES,
ALMOST ALL
CHILDREN ARE
DEPRIVED OF
THE RIGHT TO
EDUCATION.

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Education

Since at least some families in the target group are relatively settled it appears that migration is not the only barrier to education. As to the attitude of families to education, there are some who think children do not need education, but more attach importance to the education of their children. Discriminatory attitudes and exclusion taking place in education environments constitute a negative factor in this respect as observed and expressed in the field. Workers from civil society organizations who are engaged in activities geared towards encouraging education for children also give examples of discriminatory attitudes in schools. This does not mean, of course, that discrimination is systemic in every education environment. However, despite the fact that discrimination and exclusion are important factors preventing school enrolment and attendance, efforts to prevent it and create all-inclusive education environments are still not so common.¹⁰ The absence of services and arrangements supporting children's school enrolment and attendance is another factor (i.e. support to children in their courses, cultural/sports activities boosting motivation in education, playing grounds, psychosocial support, support and services to parents to encourage them to nurture their children's education, etc.). Finally, those without temporary protection registration or those who live outside of their province of registration cannot benefit from public services and consequently their school-aged children cannot be tracked.

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

In 20 settlements where the current situation assessment was carried out, it was stated that there is no child attending preschool and children of primary and secondary education age are not enrolled in many settlements. It was stated in six settlements that there are children attending primary school and the same is said for secondary education in four settlements. But no information could be obtained about the number of children. In one settlement there was a general statement that *"all go to school when their ages come"*. In-depth interviews suggest that there is no child of school-age in seven households, no child goes to school in seven other households, while there are school children in the remaining six. There were five respondents whose children are not yet of school-age, but who said they would send them to school when they are old enough.

When parents not sending their children to school are asked the reason, the common response is nomadic life culture which gives no place to education.



MoNE Circular No. 2014/21 on Education Services for Foreigners

TEMPORARY PROTECTION and EDUCATION

Education activities for foreigners under temporary protection are carried out under the control and responsibility of the Ministry of National Education (MoNE) (TPR, Art. 28). In this context:

- Preschool education services may be delivered to children who are 36-66 months old, where the children who are 54-66 months old are prioritized.
- Education activities for those at the age of primary and secondary education shall be carried out in line with the relevant legislation of the Ministry of National Education
- Language education, vocational courses, skills trainings and hobby courses addressing all age groups may be organized depending on the demand.
- Procedures and principles related to associate, undergraduate, masters and doctorate degrees shall be determined by the President of the Council of Higher Education.

Education activities for children in primary and secondary education are carried out in line with the MoNE circular No. 2014/21 on Education Services for Foreigners.¹¹ The circular includes provisions such as the coordination of education activities covering foreigners including children at compulsory school age, ensuring access to education and delivery of quality education, ensuring coordination with relevant units and institutions and adoption of relevant measures in cases of urgency.

For the enrolment of foreigners to education institutions at all levels under the MoNE, they are required to have their residence permits as specified by LFIP.

According to MoNE Life-Long Learning General Directorate statistics, there are 1,082,172 school-aged Syrian children in Turkey in school year 2019-2020. 63 per cent of these children have access to education. Schooling ratios are 31 per cent for pre-school, 89 per cent for primary school, 70 per cent for secondary school and 33 per cent for high-school.¹²

According to TDHS¹³ conducted in 2018, 78 per cent of Syrian girls in the age group 6-13 and 74 per cent of Syrian boys in the same age group attend school.



Abdals don't go to school, we are moving constantly and that is why we don't. I have no idea what education could give us.

In-depth interviews suggest that exposure to discrimination and peer violence, poor self-care and clothing are also among the factors keeping children out of school. In some interviews this point was put as: *"Our children envy others, they think it will be an embarrassment to go to school with their outfit so they don't want to."* In another interview it was stated that a school-going child dropped out after experiencing violence from a teacher and his schoolmates. These and other similar cases can be taken as an indicator that education services extended to children under temporary protection by the Ministry of National Education (MoNE) cannot sufficiently cover nomadic and semi-nomadic Syrian groups.

The main motivation of others who send or are planning to send their children to school is their wish that their children will have a better life in the future than their present one.



I want my children to get educated. They must go to school and not live as we do now.



I will send my children to school when they reach that age. School is important. I am collecting waste, so let them do better jobs.

In interviews with local institutions and actors, interviewees mentioned activities carried out by civil society organizations to support school referrals and enrolment and also the Social Services and Rehabilitation Centre in Gaziantep cooperating with an educated and professional Roma citizen who works to convince Roma families to send their children to school. Apart from these activities, there is no dedicated work being carried out to ensure school enrolment and attendance of the children of these groups.



Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

In 39 tent settlements on Adana Plain the estimated distribution of children by age group is as follows: Age 0-5, 1,959; age 6-9, 1,641; age 10-13, 1,420 and age 14-18, 1,362. As to school enrolment of these children there are 146 children attending primary school, 3 are in secondary school and there is only 1 attending high school.

The distance to school from the place of settlement seems to be one of the factors determining school enrolment and attendance of children. Although there are

settlements with school transportation systems, children's access to education is more limited in relatively distant places, partly because of families' unwillingness to send their daughters to distant schools and partly because they cannot afford transportation fees.



There is no school, we would have sent if there were. The village is too far away.



Children do not go to school. Some people came for school registration but asked 100 Turkish Lira for school bussing. We could not. That is why children are out of school. The school is too far away.

In focus group interviews, Syrian seasonal migrant agricultural workers seem to be in favour of their children's school enrolment and attendance; but similar to the case with nomadic and semi-nomadic groups, discriminatory attitudes at schools play a dissuasive role. Language is another problem mentioned.



Turks do not speak with us at school.



I first took him to the nearby school for enrolment, but the principal refused saying there is no place in classes. Then I took him to a relatively more distant school, the principal there called the first school and told them that we are nice people and he can be admitted, then they did.



If the teacher cannot speak Arabic it is a trouble for both the teacher and the child.

Local actors interviewed say it is easier to persuade seasonal migrant agricultural worker families to send their children below the age of 12 to school, but factors such as discrimination, peer bullying, and violence by teachers play a deterring role. They say it is difficult to convince families to send their children older than 12 since neither their parents nor they consider that age as "childhood." Another factor preventing schooling is girls in particular being assigned to take care of their younger siblings and keep a watch on camp areas. Assigning children such responsibilities not only interferes with their education but also creates risks for children left behind in tents in terms of safety and possible cases of abuse.

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IT IS NOT POSSIBLE
FOR SYRIAN
IMMIGRANTS
WITHOUT
TEMPORARY
PROTECTION TO
BENEFIT FROM
HEALTH SERVICES,
EXCEPT IN
EMERGENCIES.

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Health

It is found that the service most easily accessed by nomadic and semi-nomadic Syrians in settlements covered by the survey is health services. Syrians with temporary protection cards can benefit from services offered by family health centres, state hospitals or MHCs which serve Syrian migrants exclusively. They are also exempt from patient cost-sharing when essential medicines are concerned. Of the provinces where the field survey took place, Şanlıurfa has 19, Gaziantep 10, and Adana 12 MHCs.

As is the case for other public services, those who live outside of their province of registration cannot benefit from health services and hesitate to access them due to a fear of being deported. For Syrian migrants without temporary protection registration, it is not possible to benefit from health services except for emergencies. It is stated that, although rare, there is "tolerance" in state hospitals towards migrants without temporary protection registration and that they are given assistance. When receiving health services unofficially, Syrians cannot get the medicines they need for free. It is reported that MHCs are more tolerant in such cases and they may provide free medicine to unregistered Syrians from time to time.

Apart from this, it is stated that there are Syrian doctors informally examining patients in some provinces, and Syrians who do not have their temporary protection registration often only visit these doctors since they are afraid of being deported.

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

In many in-depth interviews with members of nomadic and semi-nomadic communities, respondents said they visited a doctor recently, within the last month for example, for various reasons. These communities would visit doctors only when they have a health problem, and members have no such habit as taking infants or children regularly for their health examination. Only half of households interviewed say their children are fully vaccinated. According to TDHS (2018) results, only 64 per cent of 24-35 month old children of Syrian migrant families in Turkey had all their basic vaccines before the date of the survey. This suggests that there is a problem in access to essential services for all Syrian children, not only those of nomadic and semi-nomadic families. Another indication is that among the houses where in-depth interviews were conducted, there was a child in one whose foot was burnt, a sick infant in another and a 15 year old boy in a third house who collects waste paper on the streets and has an apparent swell in his lymph glands, none of whom ever received any medical treatment.¹⁴



MIGRANT HEALTH CENTRES

Şanlıurfa

19

Gaziantep

10

Adana

12



Law on Foreigners and Temporary Protection (LFIP)

TEMPORARY PROTECTION and HEALTH

Health services for persons under temporary protection to be provided under the control and responsibility of the Ministry of Health include the following (TPR, Art. 27):

- Establishment of health centres to deliver health services continuously and provision of sufficient ambulances and health personnel.
- No cost sharing by patients in case of primary and emergency services as well as respective treatment and medication.
- Making sure that the cost of health services does not exceed the amount specified in the circular issued by the Social Security Agency for those covered by general health insurance.
- Cost of health services extended to be covered by the AFAD.
- Possibility of approaching private health institutions in cases of emergency and urgent conditions.
- Taking all necessary measures against infectious diseases including vaccinations and screenings.
- Competent personnel engaged in information building and supportive activities in reproductive health.
- Checking the conformity of personal or collective areas with health standards, introducing necessary improvements in terms of environmental conditions.
- Taking necessary measures including transfer to a health institution in cases of drug addiction or psychological problems detected among foreigners benefiting from temporary protection.
- Administering necessary vaccination for children.

Also envisaged is the delivery of psychosocial services to persons under temporary protection by the Ministry of Family and Social Policies in line with the Disaster Intervention Plan.¹⁵

The circular "Rules Concerning Health Services to be Delivered to Persons under Temporary Protection"¹⁶ was issued for health institutions and facilities, voluntary health services and founda-



Law on Foreigners and Temporary Protection (LFIP)

tions or associations delivering services to persons under temporary protection on the basis of TPR. According to the circular the following can deliver services to persons with temporary protection identity cards, persons under temporary protection not yet registered, and those coming across the border in a wounded state:

- ↳ Health centres established at temporary shelters,
- ↳ Service providers of the ministry and its affiliated facilities,
- ↳ Health research and practice centres of universities,
- ↳ Private hospitals,
- ↳ Health services delivered on voluntary basis by foundations or associations.

The principle is that persons under temporary protection receive health services in provinces where their declared residence is located. To benefit from health services, they must first apply to a first-step health facility. There can be no application to second or third step facilities bypassing the first. If the first step considers it necessary, it may refer the applicant to second and third step facilities under the Ministry.

First step health services to persons under temporary protection are delivered by Public Health Directorates as follows:

- ↳ First step diagnosis, treatment and rehabilitation services.
- ↳ Necessary screenings and vaccination against infectious diseases.
- ↳ Immunization services in line with the established schedule and other programmes.
- ↳ Health services delivered to infants/children and adolescents and women's and reproductive health services delivered to women of childbearing age, are available as for those under temporary protection.
- ↳ Cases of substance abuse and psychological problems on the part of persons under temporary protection are addressed with necessary measures including referral to health institutions.



Law on Foreigners and Temporary Protection (LFIP)

Upon an amendment made in LFIP Article 89 on 06.12.2019, the right of international protection applicants to benefit from free social assistance is made dependent upon the condition of “no health insurance and means to pay” and limited to one year. These persons may benefit for a period of one year starting from their date of application for international protection from health services subject to the provisions of the Social Security and General Health Insurance Law No. 5510. They will also be excluded from the general health insurance scheme if their applications are turned down. There are two exceptions to this rule. The first is to have “special needs” and the second is Ministerial discretion to continue the insured status. These persons may continue to benefit from services without any limitation. Situations covered by the term “special needs” include unaccompanied children, disability, old age, pregnancy, single mother or father with their child, and having been victimized by such acts as torture, sexual assault, serious psychological, physical or sexual violence (Art.3). For these persons to benefit from the general health insurance scheme it is recommended that their security contributions are paid mainly by the Ministry of Health while they are asked for cost-sharing. International protection application solely for the purpose of medical care is considered as a reason for terminating general health insurance.

As envisaged by the legislation, this modification covers only those who have applied for international protection. Since it is stated that foreigners under temporary protection cannot individually apply for international protection under the LFIP¹⁷, it can be said that this arrangement will not affect those under temporary protection.

Migrant Health Centres¹⁸

Migrant Health Centres (MHC) are launched as units attached to local public health facilities in locations where the migrant population is dense in order to deliver protective and essential health services more effectively to Syrians in Turkey, overcome problems arising from language and culture barriers and to improve access to health services.¹⁹

Similar to the practice of family medicine MHCs are units with one physician and one assisting health worker endowed with physical and technical standards relevant to family medicine. In addition to Syrian health personnel, bi-lingual (Arabic-Turkish) patient referral and support services personnel also serve in MHCs.

MHCs are particularly strong at temporary housing centres in relatively populated areas which are located far from full-fledged state hospitals and places of settlement where the Syrian population is over 20,000. In addition to ensuring first step services are strengthened, MHCs also offer internal medicine, child health, gynaecology, dental health and psychosocial support services supported by visualization units and simple service laboratories.

According to TDHS (2018) data, 17 per cent of under-5 Syrian children in Turkey are stunted (short for their age)²⁰ If this is the case for Syrians generally, it can be assumed that the situation is even worse in terms of malnutrition among the children of nomadic and semi-nomadic communities who are more disadvantaged.

No information could be obtained during the current state assessment about the number of community members with disabilities or chronic illnesses. The target group mentioned colds, diabetes and high blood pressure among their general health problems, while difficulty in breathing and asthma caused mainly by air pollution were mentioned only in two settlements in the same district. The basic problem mentioned in relation to access to health services is the length of time members of this group would have to wait to receive treatment.



We go to state hospital when we get sick, but there they examine us only after 4:00 in afternoon. So we wait, what else can we do? If we go to other hospitals, they charge 50 Turkish Lira just for seeing the doctor and we can't afford that.

Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

The leading health problems faced by Syrian seasonal migrant agricultural workers include the common cold, fever, diarrhoea, stomach-ache, coughs, and pain in the waist area. It is considered that this pattern of ill health can be attributed partly to some environmental conditions including open waste, sewage, tent conditions and long and heavy work.

It is observed that the rates of immunization of children in this target group are higher. It is stated that health personnel visited most of the temporary settlements to administer vaccinations, and that all children were given the necessary vaccines.

When problems in access to health services are mentioned, there was reference to long distances to the hospital and language problems.



We can't make much use of the hospital. We are just trying to manage. There are the problems of language and money. We can't cope when we are ill. Everything is so difficult; we always have a wall in front of us.



It is a problem to reach the doctor. Even when you can it is not certain that you will be examined. We reach the doctor with our neighbour's car by paying 50 Turkish Lira.



IT IS ASSUMED THAT ALMOST ALL OF THE NOMADIC AND SEMI-NOMADIC COMMUNITIES AND SEASONAL MIGRANT AGRICULTURAL WORKERS, WHO ARE AT THE LOWEST IN SOCIO-ECONOMIC LEVEL, WORK INFORMALLY.



Employment and Income Status

Based on data provided by the General Directorate of Migration Management relating to the total number of Syrians under temporary protection, shared in *the Demographic Composition, Identity and Address Registration Status* section (Part 4.2), the number of persons of working age (18-65) is 220,000 in Şanlıurfa, 235,000 in Gaziantep and 125,000 in Adana, totalling 580,000.²¹

Information about work permits issued for foreigners in Turkey is as follows²²:

- In the period 2011-2018, 488,952 foreigners were granted work permits. This number is 115,837 for the year 2018 alone.
- Of a total of 115,837 work permits issued in 2018, 34,573 were for Syrians.
- Of 115,837 work permits for foreigners (Syrian and other) issued in 2018, 1,093 were in Şanlıurfa, 4,846 in Gaziantep, and 917 in Adana.

As can be gathered from this data, the number of Syrians under temporary protection status who are of working age and have their work permits is quite limited. It can thus be assumed that there are few-to-none with work permits among nomadic and semi-nomadic communities and seasonal migrant agricultural workers. Information gathered from the current state assessment and from in-depth and focus group interviews confirmed this assumption.

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

Besides seasonal migrant agricultural works the means of subsistence in the target group include such occupations as peddling (rosaries, tea, water, Quran, amulet, etc.), musical instrument playing, shoe-shining, solid waste collection (scraps, paper, glass, etc.), fortune telling, dressmaking, construction works and porterage. Locals who share the same living environments as these groups also refer to “begging” among their means of subsistence. It is added that their children are sent to work “as soon as they start walking,” earning money in whatever way their parents do.

During in-depth interviews, individuals mentioned how difficult it is to find jobs for themselves and their children. The problems they experience include employers’ discriminatory attitudes, as well as restrictions on mobility for persons under temporary protection, which run counter to their need to change locations frequently (i.e. appearing at wedding ceremonies in different locations to play music). Those engaged in daily work are paid very little and state that they cannot always get a full return on their work.



The Regulation on Work Permit for Foreigners under Temporary Protection

TEMPORARY PROTECTION and EMPLOYMENT

The TPR (Art.29) states that principles and procedures relating to the employment of persons benefiting from temporary protection are to be determined by the Council of Ministers after receiving the opinion of the Ministry of Family, Labour and Social Services. According to the Regulation dated 2016 on Work Permit for Foreigners under Temporary Protection (Art.5):

- Foreigners who are granted temporary protection status may apply for a work permit 6 months after the date of their temporary protection registration.
- Applications for a work permit are made by employers who will employ foreigners under temporary protection
- Foreigners under temporary protection who are entitled to apply for independent employment can apply on their own.
- Foreigners under temporary protection who will be employed in seasonal agriculture or in animal husbandry are exempt from work permit requirements. Applications for exemption are made to provincial governorates providing temporary protection.

Foreigners under temporary protection are granted work permits and work permit exemptions for a year only upon their application. Work permit documents and work permit exemption information forms are not accepted as a residence permit.²³

The LFIP (Art.54) considers working without a permit as a reason for deportation. This provision prevents these groups from working or declaring their employment, and also leaves those who could find jobs helpless when their rights are violated.

As will be dealt with in detail in the next section, all respondents say they are deprived of income to cover their basic necessities like food, heating, and rent, due to unemployment or very low pay.

Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

Seasonal agricultural employment is the only means of subsistence for almost all families living in temporary tent settlements on Adana Plain. There are 2-3 working members in each family who are employed in all kinds of farming activities and at all stages. Between workers and employers there are intermediaries²⁴ (*dayıbaşı*,

e/c) for finding jobs and payment of wages. Workers are fully dependent on these intermediaries given the language issue and absence of any other way to contact employers.

In focus group interviews they say there are no jobs to work in winter months, they can find jobs and work for 4-5 months a year and their daily working hours vary depending on the payment methods, from 10-12 hours for daily wages to 14 hours for lump-sum payments. There are cases where no drinking water can be found in working environments and it is tank water when available. No toilet facilities are offered. In spite of this, workers complain not about their working conditions, but rather about not being able to find jobs when they are ready to work.



There are times we work 14 hours a day. And there are also times we work 1-2 days a week. Not much work in winter. If there is, we would work every day, we need it.



You cannot work every day if there is no job. It is not by force, we wait wishing for work to do.

Daily net wages of workers vary from 50 to 79 Turkish Lira and it is paid equally to all without any distinction in regard to age, sex, etc. Intermediaries deduct about 10 per cent of their pay in commission. Wages are generally paid as a lump sum at the end of the season, which prevents workers from quitting before this time. Quitting without the approval of the intermediary means no payment at all.

As for child labour, many families say their children have to work whenever there are jobs since it is necessary for family subsistence. It is stated that while children start working when they are 10-11 years old, there are also landowners who do not allow children under the age of 14 to work.



It actually starts after age 10, but the landowner does not accept it. So they start working at 14-15.



Those older than 10 work, the supervisor does not let younger ones work. Irrespective of sex, children do lighter work; planting of seedlings for example. Landowners do not want smaller ones working. Life is difficult and we have to let them work to support us.

“

CONDITIONS ARE FAR FROM PROVIDING DECENT AND ADEQUATE STANDARDS OF LIVING. FAMILIES INTERVIEWED CANNOT FULLY MEET THEIR ESSENTIAL NEEDS SUCH AS FOOD AND FUEL FOR HEATING.

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Living
Environment
and Housing
Conditions

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

It is known that the majority of Syrian nomadic and semi-nomadic communities in Turkey do not prefer to stay at temporary housing centres or refugee camps, due to the discriminatory attitudes they face because of their ethnic identity and way of life, as well as restriction of their mobility.²⁵ As a result, these groups mostly live in tent settlements or desolate buildings in neighbourhoods, which are far from meeting the minimum conditions associated with the right to adequate housing.

The sign “for sale” can be seen frequently in neighbourhoods inhabited by nomadic and semi-nomadic families in all three provinces. This suggests that older inhabitants of these neighbourhoods are now moving to other parts of the town and being replaced by newcomers. In other words, the places of settlement are left to newcomers instead of a mix of older settlers and new ones.

It was found in settlements where the current state assessment was carried out that some households from the target group live in shops, vacated buildings, warehouses and, though quite rare, in apartment flats, mostly in single rooms. Others live in tent settlements (3 out of the 20 settlements are tent settlements). Floors are either earth or plain concrete. Many households have rugs on the ground, but sometimes have to burn them as fuel for heating when they cannot find anything else. Basic furniture (couch, table, bed, etc.) is not available in many households, but the majority have TV sets and antennae.

In 15 out of 20 settlements covered by the current state assessment the target group pays monthly rent of 100 to 600 Turkish Lira. Similarly, in 16 in-depth interviews, it is stated that monthly rent ranges between 125 and 500 Turkish Lira. The average is 275 Turkish Lira.

All households in neighbourhoods have network power supply. There is also electricity in tent settlements, but since power is weak some electrical devices cannot be operated. It was stated that there is no power source other than the network supply. There were only three households securing their electricity from other households/neighbours. With the exception of one, all households pay their electricity bills (there are some sharing the bill with their landlords or neighbours from whom they get their electricity). A monthly electricity bill is from 40 to 130 Turkish Lira, giving the average of 60 Turkish Lira.

There is street lighting in all the settlements visited, but it is insufficient in tent settlements. As a result, children and women prefer not to go out at night, including for their toilet needs. Insufficient lighting also increases risks from insects and rodents, as well as accidental falls near streams or water canals. Households in tent settlements have partial lighting with bulbs at the entrance of tents.



RIGHT TO ADEQUATE STANDARD OF LIVING

Everyone has the right to a standard of living adequate for himself and his family.²⁶ This right is supplemented by others including the right to access to adequate housing, food and safe water.²⁷

The UN Committee on Economic Social and Cultural Rights issued three General Comments on the scope of this right.²⁸ In its General Comment No.4 titled "Right to Adequate Housing" the Committee stresses that this right should not be taken as merely having a roof over one's head. The following are the factors to be considered in assessing the adequacy of any housing:

- ✎ Security of tenure which guarantees legal protection against forced eviction, harassment and other threats.
- ✎ Housing is not adequate if its occupants do not have safe drinking water, adequate sanitation, energy for cooking, heating and lighting, sanitation and washing facilities, means of food storage, refuse disposal, etc.
- ✎ Financial costs associated with housing should not threaten or compromise the attainment and satisfaction of other basic needs.
- ✎ Adequate housing should provide for elements such as adequate space, protection from cold, damp, heat, rain, wind or other threats to health, structural hazards, and disease vectors.
- ✎ Housing must allow access to employment options, health-care services, schools, child-care centres and other social facilities.
- ✎ Construction in housing should respect and take into account the expression of cultural identity and ways of life.

It was stated that drinking and household use water is from the water supply network in 14 settlements and transported by tanks in 6 settlements. In in-depth interviews, only 2 households using transported water said they have no problem as to the safety of the water they use. Only 1 household buys their water in bottles from the grocery store. Households using network water pay 20 to 70 Turkish Lira monthly, averaging 50 Turkish Lira monthly.

There are outdoor toilets in 7 households covered in the in-depth interviews. Baths are taken either in the same area as the toilet or in a large washbowl in



In its General Comment No. 12 on the “Right to Adequate Food” the essence of this right is as follows:

- The availability of food in a quantity and quality sufficient to satisfy the dietary needs of individuals, free from adverse substances, and acceptable within a given culture;
- The accessibility of such food in ways that are sustainable and that do not interfere with the enjoyment of other human rights.

Finally, the Committee sets out the following in its General Comment no. 15 titled “Right to Water”:

- The human right to water entitles everyone to sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic uses.
- The water supply for each person must be sufficient and continuous for personal and domestic uses. These uses ordinarily include drinking, personal sanitation, washing of clothes, food preparation, personal and household hygiene.
- The water required for each personal or domestic use must be safe, therefore free from micro-organisms, chemical substances and radiological hazards that constitute a threat to a person’s health. Furthermore, water should be of an acceptable colour, odour and taste for each personal or domestic use.

Persons under temporary protection are placed in temporary protection centres according to TPR Article 23 or are allowed to reside in provinces specified by the General Directorate of Migration Management according to TPR Article 24.

The LFIP (Art.102) defines rental of real estate to persons “without valid travel permit, foreigner identity card given by official authorities or residence permit” as a breach subject to administrative fine.

the tent. Sewage infrastructure exists in neighbourhood settlements but not in tent settlements. In neighbourhoods where there is a sewage system, people complained about its insufficiency and the number of mice around in summer months. People living in places where there is no sewage system either build temporary latrines²⁹ or use outdoor spaces that are used as waste-dumping sites. Some households said “*We have no toilet, we go down to the stream when we need to*”. In some settlements it observed that existing latrines are in open space surrounding the settlements.

Heating is mostly by stoves where coal is used as fuel and very few families use electrical heaters. One of the most important problems expressed in all settlements where the current state assessment was made and in all in-depth interviews, is finding fuel for heating. No firewood can be used; trash, pieces of cloth, bush, nylon and some other materials are used in stoves and if none can be found families start using pieces from their rugs on the ground. During household visits it was noticed that living environments are remarkably “cold”.

In many households, food is cooked on a stove or with a picnic gas tube; there are households using electric/gas stoves. In two tent settlements it was observed that they have a commonly used tandır (tandoor) for baking bread. They say their kitchen utensils (kettle, plates, forks, spoons, etc.) are very limited.

Households cannot cook food every day. Their basic items of food include bread, potato, bulgur, rice, macaroni, beans and lentils. Though rarely, they may have white meat (chicken pieces in soup), and red meat is very rare.



We make it out of vegetables we collect from markets, nothing else is possible. On New Year’s Eve the children wanted cake, they saw that on TV, but I couldn’t...

Though inhabitants living in province district centres say their refuse is usually collected on a daily basis, one can see uncovered waste dumps in nearby areas. This suggests that municipalities limit collection to waste bins without considering surrounding environmental waste. Repellent for flies and insects is used only in summer.

In the light of all these findings and observations, it can be said that in all settlements inhabited by the target group, conditions are far from providing decent and adequate standards of living. Families interviewed cannot fully meet their essential needs such as food and fuel for heating. Given this, households try methods of cost saving like sharing the same space with others and moving to tents for the period from spring to the start of the next winter; but these may bring along the risk of being deprived of social assistance. As explained in *the Demographic Composition, Identity and Address Registration Status* section (Part 4.2), when they move to tents that are not accepted as a residential address or occupy the same place with too many people without kinship ties, this prevents the issuing of residence documents and the absence of this document means no social assistance.

Their transportation from one place to another is either by means of public transportation or used cars they rent (undertaking its tax as rental payment). When they have to travel to town centres for health services or some official procedure, they are expected to use *dolmuş*, but finding this to be expensive they prefer to walk,

and rent vehicles only when the case is urgent. In other words, with the exception of health issue, people do not or cannot travel for activities taking place in distant locations, including their children's education. This point must be borne in mind where there is the question of services offered at town centres or places distant to settlements. Nomadic and semi-nomadic people usually settle at the margins of areas, whereas public or private actors extending services in protection, education, health, cash transfers and means of subsistence often operate in urban centres.

Since persons under temporary protection have to get a permit from Migration Management to move out of their places of settlement, they cannot go far from where they are. Officials from Migration Management say there is actually no permission for departure for employment and even when it can be issued the applicant has to furnish evidence that he will be employed elsewhere. It is not possible for nomadic and semi-nomadic people to document that they will be making music and playing instruments in another place. Although this limitation does not fully prevent their mobility, there is still the risk of a monetary fine if they are found to be somewhere else. It is said that recent restrictions on the travel of Syrian migrants have seriously limited the mobility of nomadic and semi-nomadic families. It is also argued that moving out of place of settlement without permission may be considered as breaking the law and used as a reason for deportation.

Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

Almost all seasonal migrant agricultural workers on Adana Plain live in canvas tents and do not pay rent, except for one settlement where it was stated during the focus group meeting that rent is paid to the intermediary including electricity and water bills.

It was stated that there is network electricity in the majority of tent settlements (in 30 out of 39). Power supply is only partial in 7 settlements and does not exist at all in the remaining 2. In focus group interviews it was stated that electricity is extended from a neighbouring village and bills are paid to local headmen or intermediaries. Electricity bill is around 800 Turkish Lira annually per tent and the monthly bill may be as high as 300 Turkish Lira.

Environmental lighting exists in almost no settlement. The majority use flashlights when out of tents at night while some have light bulbs at the entrance of their tents. This poor lighting is particularly problematic for women and children, preventing their going out of tents even for their most basic needs. Furthermore, the presence of dangerous objects such as tent pales, and the proximity of some tents to streams or water canals, pose risks of injury at night.

It was found that drinking and household use water is largely provided by tanks and only five tent settlements can use network water. In focus group interviews the majority said they pipe in water from fountains in nearby villages, and no payment is made for water use. However, almost all said that water supply is inadequate; although no complaint was made on the safety of water used.



Water is piped from the village. But they cut the water they pump and it falls short of our needs. So we get our water transported. It must be safe, since it is provided by the state tests must have been made.



Water is fine, but very limited.



When water supply is cut, we collect storm water and use it.

Stoves are used for heating in almost all tents. Finding fuel is a problem for seasonal migrant agricultural workers as it is for nomadic and semi-nomadic communities. Since firewood is unavailable, agricultural waste, plastic materials, bushes, in fact whatever can be found is used as fuel. Random disposal of agricultural waste, for example plastic covers used in greenhouses, leads to their use as fuel, bringing along the risk of intoxication.³⁰ It is stated that there are also some tents without even a stove and people can use only blankets for keeping warm.



We have a stove, but it is just an accessory, it can't even heat itself. We burn nylons, brushwood, we have no firewood.



Some have their stoves but others don't. We sit with blankets on. And we burn in the stove whatever we can find.



We burn nylon at night, but we cannot breathe, it does not heat.

Cooking is usually done on an open fire, built outdoors. Since picnic-type gas tubes are expensive, they are used only for making tea. Some places have tandoors for collective use in baking bread. Access to food is also an important problem for this target group. Vegetables and fruits are too expensive to be consumed and meat consists of chicken at most two times a month.

Waste is collected regularly in only 5 out of 39 settlements. In focus group interviews, however, no respondents said waste is regularly collected. All interviewees say they dump their waste into vacant spaces or canals. It was stated that there is

occasional pest control, especially in summer, against insects and vermin. Due to the absence of regular control measures, there are frequent encounters with flies, vermin, rats and snakes.



Even a donkey would not stay here in summer. There is no pest control and lots of vermin. We use our sprays, and that is all.



There are too many flies and they come from the canal. There are also occasional sightings of snake, but they won't harm us. From time to time they come for pest control, pour some chemicals in the canal, but it does not make much difference.



There are snakes and mosquitos, no pest control. Once one of us was bitten by a snake, but nothing bad happened after.

Toilet availability is a problem in settlements and families mostly use ditches they enclose with some primitive materials. The problem is more serious in the case of settlements where open spaces are randomly used for this purpose. It is true that social facilities and toilets were introduced to some temporary tent settlements under the Seasonal Agricultural Workers Project (METIP), but it was observed that these areas are fenced off and their use is limited or totally prevented due to cases of "misuse".

When asked to list their major problems, the priorities of the target group are: inadequacy of food and heating materials; unfavourable housing conditions (extreme heat in summer, flooding when it rains); open heaps of waste including agricultural and domestic wastes; and flies and vermin due to insufficient pest control.



Sometimes the children sleep hungry, there is nothing else to think about for us.

The closest district centre to settlements is at a distance of 30km. Transportation to the district centre is usually by minibus and if there is a need to work in any other area within the province, transportation is arranged by agricultural intermediaries. When there is a need to travel to another province the problem of permits may be encountered, as in the case of nomadic and semi-nomadic groups.

“

SAFE AREAS
WHERE CHILDREN
CAN SPEND
TIME ARE
NOT FOUND
IN ANY
RESIDENTIAL
AREAS.

”



Safe
Environment

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

In the context of this work, the issue of a safe environment is addressed in both subjective terms, as to what extent the target group feels safe, and also by observing the presence of risk factors in living environments, particularly for children.

Some local actors interviewed say there is no significant safety problem in the living environments of the target group, adding that this may well be the result of the fact that Syrian migrant groups do not come into close contact with others in their vicinity.



No, there was no security problem; they don't have much contact with locals anyway. There are no neighbourhood relations.

There are some local actors who say that problems like drug use and trafficking, theft and prostitution may be observed in neighbourhoods inhabited by the target group and there are also occasional fights within the group itself.

Municipal guards say a large majority of persons begging/asking for help in the city are from Syrian nomadic and semi-nomadic communities; they continuously keep track of and record these persons; prevent their engagement, apply fines and even forcibly send them out of the province. This situation is perceived as a problem of security for the city by local governments.

As to the target group, they say they face no security problem from others since they live apart from them, and that they feel safer in the places they live as time passes. However, as can be understood from the quote below, it is a feeling of safety relative to the alternative:



When we first came, we knew nothing and we were afraid. We are more relaxed now, but afraid of being sent back to Syria. We are desperate people as you see.

Domestic violence was not stated as a problem during interviews. Also, women who were interviewed individually say *"there is no violence against women and children in our life."* Only one woman said she used to suffer the violence of her ex-husband and she got a divorce. All interviewees know they can apply to the police in case of violence.

Though domestic violence is not regarded as a serious risk, it is noticed that the living environments of children pose serious problems in terms of their safety and risks of neglect and abuse. First of all, there is no space in any settlement where children can safely play and spend time. There are facilities like parks and sports fields in some places, but it is said that children cannot benefit from such spaces



RIGHT TO LIVE IN A SAFE ENVIRONMENT

It is a human right to live in a safe environment. In particular, the right of women and children to live in safety against all forms of violence, neglect and abuse, protected from any situation and risk that may give physical or mental harm, is guaranteed by both domestic and international legislation. All legal provisions for the protection of children and women against risks refer to risk prevention as an element of protection. It is therefore important to have provisions in place that will ensure identification and prevention of risks refer to risk prevention as an element of protection. It is therefore important to have provisions that will ensure noticing and preventing risks before intervening in any hazardous situation

The Revised European Social Charter (Art.7) stresses the right of children and adolescents to special protection from possible physical and moral hazards

The UN Convention on the Rights of the Child (CRC, Art. 19)³¹ expects States Parties to take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation.

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Art.1,3)³² also aims at protecting women against all forms of violence, defined as all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women.

because of safety considerations. All children who have started walking spend most of the day in front of their houses or tents, in streets, on the side of main roads, etc. without any adult supervision. This exposes children to a range of risks including accidents and injury, as well as risks that may come from older children and adults.

Another important problem concerning children is that all family members sleep in the same room or tent without any other space for children. Of the households where in-depth interviews were conducted, only one household stated that there is a separate room for a male member aged 17. In all other households family members sleep together in a single room or tent. This brings along the risk of children witnessing some events that are not appropriate for their age or themselves being exposed to inappropriate acts.

Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

In the context of work carried out in November 2019 in 39 tent settlements on Adana Plain, various risk factors were examined and a risk assessment was made for each settlement. According to this assessment, there are 3 settlements in the high risk category, 28 settlements in the medium risk category and 8 others where risks are fewer. Risk factors include open waste in 38 settlements, risks from rep-

tiles, rodents and insects in 36 settlements, 25 areas are adjacent to main roads and 22 are near drainage canals. It is a serious risk, particularly for children, that places of settlement are near main roads or water canals. The example of a child being hit by a car is given in this context, while open canals near many settlements are a source of worry for families.



The sides of the canal must be enclosed. We are afraid and keep our children from going there.

It is a serious risk for children that they play in areas that are used for toilet needs. Another risk for children is from open electric cables observed in areas where they play. There are no safe places where children can spend time and play. Living and sleeping in single room tents together with adults in all tent settlements exposes children to risks of neglect and abuse.

There was no mention of violence against women or any safety risk in living environments. One reason given was the limited contact with surroundings. It is added that there may be some trivial cases of fighting or theft and if there are more serious cases, these can be reported to the intermediary or police/gendarme.



We do nothing to anybody... We remain silent. So that's why we don't get in trouble.



Once there was a fight. Our supervisor's son got in a fight with one of the workers. He brought in a bunch of other men and got workers. The headmen protected us, gendarme arrived and it stopped.

While assessing information related particularly to issues of safety and violence, it must be kept in mind that the method and duration of focus group work was not sufficient to create an environment of mutual trust needed for more open and direct statements.

Without state and social scrutiny, children staying with their families or placed in care institutions may be weakly protected from some risks. The CRC obliges State Parties to support families in raising their children (Art.18) and to protect children also from risks that may come from the family (Art.19) which means that besides the family, the state is also responsible for monitoring the development of the child. The way to do this is to ensure all children have regular access to such social services as health and education. This means, at the same time, guaranteeing children's fundamental rights including protection. In target groups for the survey, children's access to such services is either too limited or totally absent. This situation suggests that besides not being able to enjoy their fundamental rights children are also unprotected against domestic risks.

“

A STORY OF
DISCRIMINATION
IN THE DAILY
LANGUAGE...

“GARACHI
(GYPSY) GIRL
WILL NOT
BECOME A LADY,
IF SHE DOES
NOT BEG,
SHE WILL NOT
BE FED”

”



Discrimination

Nomadic and Semi-Nomadic Communities Living in Adana, Gaziantep and Şanlıurfa Provinces

Protection against discriminatory treatment is a fundamental human and child right. However, as explained in detail in *the Background* section (Part 2), nomadic and semi-nomadic communities have suffered discrimination in almost all cultures throughout their history. Indeed there are many discriminatory sayings still in use including “An honest Gypsy tells about his thievery while trying to talk about his courage” or “Gypsy plays and Kurd dances” to describe unregulated or chaotic situations.³³ During interviews the following saying was frequently referred to by almost all: “No Karaçi girl becomes wife and no food without begging.”

Many local actors interviewed, particularly local actors delivering services at the provincial level, talk about discriminatory attitudes to the target group by externalization; in other words they say they have no prejudices or discriminatory attitudes, but such things exist in society at large. However, as one gets down to the neighbourhood level, direct discriminatory discourses become more common and the situation suggests that all actors with direct or indirect relations with this group actually have their own prejudices and discriminatory ideas.

During interviews with local actors many stated that words like *Çingene*, *Abdal* and *Gevende* are used as an insult in both Turkey and Syria. Although some stated that this attitude is not correct, others said this negative attitude had its justifications.

Among the reasons why these people suffer prejudice and discrimination, one can mention their engagement in activities that are not so well received by society (i.e. begging, playing instruments), perceptions that they steal, and judgements on their way of life, hygiene practices, etc. Some examples are given below:



You can't trust them, even if they say they are ready to work without pay, I have no job to give them.



It is because of their habits if they are discriminated against.



These people do not like settling down; they are so fond of their freedom. You may think their living conditions are hard, but it is not so for them. They have nothing to eat in their tents, but women still wear gold ornaments and adorn themselves.



European Convention on Human Rights

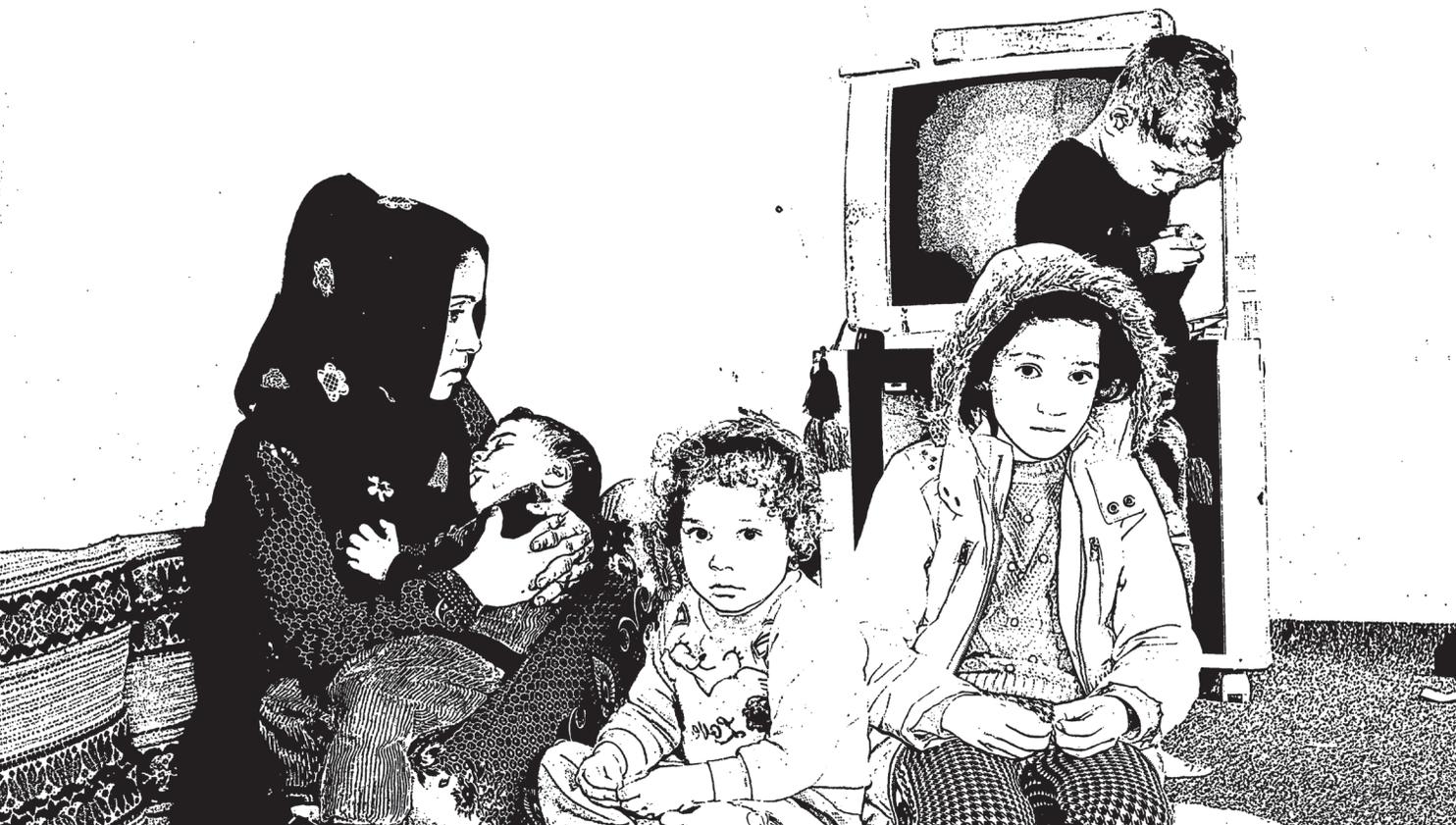
BAN ON DISCRIMINATION

National and international legislation defines discrimination as a violation of human rights and explicitly forbids it.

Under the European Convention on Human Rights (Art.14)³⁴ the enjoyment of the rights and freedoms set forth in the Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

Under the UN Convention on the Rights of the Child (Art.2)³⁵, States Parties shall respect and ensure the rights set forth in the present Convention to each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status.

In harmony with international legislation, discrimination is also banned by the Turkish Penal Code (Art.122)³⁶ and discrimination on the ground of hatred based on differences of language, race, nationality, colour, gender, disability, political view, philosophical belief, religion or sect are considered as punishable acts.





Afghanis came to this district in the 1980s. They worked and contributed to the local community. But these are not like that. All Syrians are ill tempered and disturbing. Afghanis can work, for example, even in grave digging but they don't.



We'd welcome them if they just work and do not bother anybody, but they don't do that and that is why we don't want them.

These kind of discriminatory and prejudiced perceptions, attitudes and behaviour have a negative effect on the target group's access to the assistance that they need. As can be seen in the quotations below, some local actors believe that these groups do not need any extra assistance, they abuse the system or they do not deserve any assistance since they prefer to rely on it while they are able to work.



They could not get assistance because they don't have any fixed place. They are here today and there tomorrow. Their material conditions are not so bad. Begging is a way of life and they have started to exploit others by playing the victim.



These people do not work and want to earn without working. I supported home starting from age 9 by selling sweets and shining shoes, but I did not want my mother to seek help from the governorate. The European Union gives each of them 120 Turkish Lira a month. They subsist by begging and collecting waste.



They make use of humanitarian aspects of Turkish society. They do not work, produce and give any service. Over what they get from Europe, their extra is from begging. We are not admitted to communities like EU because of these scenes.

Despite the presence of so much discriminatory discourse, the majority of persons in in-depth interviews stated they face no discrimination and it is considered as a factor only in problems related to finding jobs.



If we look for jobs we can't find them. They say we are Syrians and give us no job. We are illiterate.

One reason for this contrast is that interview questions may have been inadequate in giving depth to this issue. It is possible that the quality of interviews, particularly when questions of this type are concerned, is negatively affected by various factors including not having benefited much from assistance in spite of undergoing many similar interviews, the presence of a translator in interviews due to language problems, and a fear of being deported. As mentioned above, the target group apparently tries to avoid making complaints:



No more war, we are in health and alive, the children are fine, and it is enough for us.

However, widespread and sharp nature of this attitude makes one think that all these are not explanative enough. An interviewee explained this as a defence mechanism by referring to Bauman.³⁷ For these persons, maintaining their relations with the rest of the society on the basis of these perceptions, and not taking the treatment exposed to as a special situation, is perhaps a mechanism for defending the culture itself. In cases where a discriminatory attitude is regarded as a weapon of the dominant culture that demands assimilation, Bauman considers an individual's efforts to keep loyal to his/her different communal mode as a gamble for members of minority groups.

In spite of the negative judgements against nomadic and semi-nomadic groups embedded in all social layers, the reaction by the groups concerned can be con-



sidered as a strong form of social resistance. This is perhaps one of the strongest aspects of this community which requires further and deeper studies for more satisfactory explanations.

Syrian Seasonal Migrant Agricultural Workers Living in Temporary Tent Settlements on Adana Plain

It is observed that seasonal migrant agricultural workers exposure to discriminatory attitudes and behaviour is a relatively lighter problem compared to nomadic and semi-nomadic groups, or the target group prefers to present it this way.

While discussing the issue of access to education with local actors it is stated that there may be some discrimination related to this target group, without mentioning the presence of a problem of discrimination in its direct form.

In focus group meetings conducted with members of the target group, the majority said they face no discriminatory attitude. An explanation made is that the group already leads a secluded life with very limited contacts with other groups. However, an example given below pointing to the existence of discrimination, is an indication of the serious dimensions that this invisible problem may assume.



A few days ago while working in the field there was a piece of iron sunk in the ground. I could not take it out. They said 'you are animals and you can do it'. It really hurt me. It is quite hard to remain without changing this situation. How? We don't know.

“

THERE IS MENTION OF STRONG COMMUNICATION AND SOLIDARITY NETWORKS WITHIN NOMADIC AND SEMI-NOMADIC COMMUNITIES, BUT THEY HAVE NO FORMAL ORGANIZATIONAL STRUCTURE.

”



Organization

Although without any experience or practice in leadership or formal organization, nomadic and semi-nomadic communities are still endowed with strong communication and solidarity networks.

Local actors interviewed during field work mentioned that nomadic and semi-nomadic groups act together, are careful about settling in the same place together, and have strong solidarity and communication networks. But there was no mention of any formal organization or leaders with representative power.

Persons interviewed think that the lack of unity in nomadic and semi-nomadic communities is the result of the communities not coming together at an individual level. But they also agree that when there is any external threat they can act in an informally organized way. Bauman explains this situation as:



Being a part of a community, not letting the feeling of being a community evaporate can be ensured only with such a warlike attitude and playing the boy who cried wolf. Warmness of home must be sought on the frontline day and night.³⁸

It was stated in an interview with local actors that these communities firstly prioritize support that will keep them subsisting, and secondary needs such as visibility in public spheres, education, citizenship, more qualified jobs and organization feature in their agenda only after these primary needs are met. Being in Turkey for 8 years now, nomadic and semi-nomadic households have not yet had their primary needs fully met.



RIGHT TO ORGANIZE

The right to organize is a fundamental human right recognized in many texts of international legislation.

Everyone has the right to freedom of peaceful assembly and association.

Universal Declaration of Human Rights (Art.20)

While the Universal Declaration of Human Rights (Art.20)³⁹ recognizes the right of everyone to freedom of peaceful assembly and association, according to the International Covenant on Civil and Political Rights everyone has the right to freedom of association with others (Art.22).⁴⁰

The right to organize is also provided for in conventions specific to women, children and persons with disabilities. Under the International Convention on the Elimination of all Forms of Discrimination against Women (Art.7)⁴¹, it is one of the fundamental rights of women to participate in non-governmental organizations and associations concerned with the public and political life of the country. According to the UN Convention on the Rights of the Child (CRC, Art.15)⁴² States Parties recognize the rights of the child to freedom of association and to freedom of peaceful assembly. The Convention on the Rights of Persons with Disabilities (Art.29)⁴³ provides for the right of persons with disabilities to participate in non-governmental organizations and associations concerned with the public and political life of the country, and in the activities and administration of political parties.

In addition to these instruments, the right to organize of working people and migrant worker is provided by three conventions of the International Labour Organization (C 87 Freedom of Association and Protection of the Right to Organise Convention⁴⁴, C 98 Right to Organise and Collective Bargaining Convention⁴⁵ and C135 Workers' Representatives Convention⁴⁶) and also the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (Art.26)⁴⁷

In domestic legislation, the right to organize is guaranteed by the Constitution (Art.51)⁴⁸ while the Associations Law⁴⁹ and the Law on Trade Unions and Collective Labour Agreements⁵⁰ provide for relevant rules and procedures in this respect.

While the right to organize is for everybody according to domestic and international legislation, it must not be forgotten that the exercise of this right depends upon the exercise of many other rights. Assuming that the right to organize comes after physiological and security-related needs in the hierarchy of needs, target groups cannot be expected to exercise their right to organize effectively where they have many unmet needs.⁵¹



END NOTES

- ¹ www.goc.gov.tr/turkiye-de-gecici-koruma
- ² www.resmigazete.gov.tr/eskiler/2014/10/20141022-15-1.pdf
(unofficial translation @ <http://www.lawsturkey.com/law/law-on-foreigners-and-international-protection-6458>)
- ³ Refugee Rights Centre (2017)
- ⁴ Refugee Rights Centre (2017)
- ⁵ Refugee Rights Centre (2017)
- ⁶ www.goc.gov.tr/gecici-koruma5638
- ⁷ www.goc.gov.tr/gecici-koruma5638
- ⁸ Hacettepe University Institute of Population Studies (2018)
- ⁹ mevzuat.meb.gov.tr/dosyalar/1715.pdf
- ¹⁰ An example: Guide to Combating Child Labour and Discrimination for Educators for Inclusive and Participative Schools prepared by Child and Migration Studies Centre of İstanbul Bilgi University
cocukisciligineson.bilgi.edu.tr/wp-content/uploads/2019/06/COCA_ÇocuklsciligiElKitabi.11.06.19.pdf
- ¹¹ hbogm.meb.gov.tr/meb_iys_dosyalar/2020_01/27110237_OCAK_2020internet_BulteniSunu.pdf
- ¹² Hacettepe University Institute of Population Studies (2018)
- ¹³ An example: Guide to Combating Child Labour and Discrimination for Educators for Inclusive and Participative Schools prepared by Child and Migration Studies Centre of İstanbul Bilgi University
cocukisciligineson.bilgi.edu.tr/wp-content/uploads/2019/06/COCA_ÇocuklsciligiElKitabi.11.06.19.pdf
- ¹⁴ This and other similar needs identified during the field survey are shared with GOAL by the survey team.
- ¹⁵ www.afad.gov.tr/kurumlar/afad.gov.tr/2419/files/Afet_Mud_PI_Re-smiG_20122013.pdf
- ¹⁶ <https://www.goc.gov.tr/uluslararasi-koruma-sss>
- ¹⁷ hsgm.saglik.gov.tr/tr/göçmen-sağlığı-merkezleri.html
- ¹⁸ hsgm.saglik.gov.tr/tr/göçmen-sağlığı-merkezleri.html
- ¹⁹ Migrant health centres are established under the project "Improving the Health Status of the Syrian Population under Temporary Protection and Relevant Services Provided by Turkish Authorities" launched on 1 December 2016 and called shortly as 'SIHHAT'. The SIHHAT project is implemented with EU funds within the framework of the programme on financial assistance to refugees in Turkey (FRIT)



- ²⁰ Hacettepe University Institute of Population Studies (2018)
- ²¹ According to data provided by General Directorate of Migration Management, 52 per cent of Syrians under temporary protection in Turkey are in the age range of 18-65. Province-based calculations are made by using this proportion.
- ²² www.ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf
- ²³ Ministry of Labour and Social Security, www.ailevecalisma.gov.tr/me-dias/6248/gkkuygulamarehberi1.pdf
- ²⁴ Agricultural intermediaries known as *dayıbaşı* or *elçi* are persons who bring employers and workers together in seasonal agricultural activities and are paid a fee/commission in return. According to the Regulation on Job Mediation in Agriculture issued on the basis of the Turkish Employment Agency Law No. 4904, agricultural intermediaries are supposed to receive permission from relevant institutions and fulfil their roles and responsibilities specified in the regulation. For detailed information about, see: Development Workshop (2018).
- ²⁵ Development Workshop (2016a)
- ²⁸ Universal Declaration of Human Rights (Art. 25)
www.tbmm.gov.tr/komision/insanhaklari/pdf01/203-208.pdf
- ²⁷ International Covenant on Economic, Social and Cultural Rights (Art. 11)
humanrightscenter.bilgi.edu.tr/tr/content/120-ekonomik-sosyal-ve-kul-tu-rel-haklara-iliskin-uluslararası-sozlesme/
- ²⁸ ihop.org.tr/ekonomik-sosyal-ve-kueltuerel-haklar-komitesi/
- ²⁹ Makeshift latrines in tent settlements consist of a pitch surrounded by clothes, metal sheets, etc.
- ³⁰ It was found that building fire for heating by burning “toxic waste” as mentioned in a news feature is a method commonly used by tent settlements on Adana Plain.
www.independentturkish.com/node/133301/dünya/çalışmalardan-kaçan-idlibliler-kara-kışta-ısınmak-i-çin-“zehirli”-çöp-yakıyor
- ³¹ www.unicef.org/turkey/%C3%A7ocuk-haklar%C4%B1na-dair-s-%C3%B6zle%C5%9Fme
- ³² rm.coe.int/1680462545
- ³³ ayrimcisozluk.blogspot.com/2012/02/romanlara-kars-ayrım-c-deyim-de-yis-ve.html
- ³⁴ www.danistay.gov.tr/upload/avrupainsanhaklarisozlesmesi.pdf
- ³⁵ www.unicef.org/turkey/%C3%A7ocuk-haklar%C4%B1na-dair-s-%C3%B6zle%C5%9Fme
- ³⁶ www.mevzuat.gov.tr/MevzuatMetin/1.5.5237.pdf
(unofficial translation @ https://www.legislationline.org/download/id/6453/file/Turkey_CC_2004_am2016_en.pdf)



- ³⁷ Bauman (2017)
- ³⁸ Bauman (2017), s.24
- ³⁹ www.tbmm.gov.tr/komisyon/insanhaklari/pdf01/203-208.pdf
- ⁴⁰ www.unicankara.org.tr/doc_pdf/metin133.pdf
- ⁴¹ humanrightscenter.bilgi.edu.tr/media/uploads/2015/08/03/KadinlaraKar-si-AyrimciliginOnlenmesiSozlesmesi.pdf
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- ⁵⁰ www.mevzuat.gov.tr/MevzuatMetin/1.5.6356.pdf
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- ⁵¹ Aruma & Hanachor (2017)



FINDINGS
RELATED TO
SOCIO-ECONOMIC
SUPPORT
EXTENDED
TO TARGET
GROUPS





This section provides an assessment of gaps in the socioeconomic support extended, as required by national and international legislation, by government units, UN agencies and NGOs to Syrian nomadic and semi-nomadic communities and Syrian seasonal migrant agricultural workers living in Adana, Gaziantep and Şanlıurfa provinces whose needs are described in detail in the Findings Related to the Current State of Target Groups section (Part 4).



PERSONS WITH SPECIAL NEEDS

According to TPR Article 48 titled “persons with special needs”;

- Health services, psycho-social support, rehabilitation and all other assistance and support to be provided to those with special needs among the foreigners shall be prioritized and provided free of charge within capacity.
- The best interests of the child shall be observed in all proceedings related to children and provisions of the relevant legislation shall be implemented.
- Preventive and protective measures shall be immediately taken for foreigners who are identified to be victims of violence.
- For those among the foreigners who are assessed to possibly be victims of human trafficking, necessary measures shall be taken immediately in line with the relevant legislation.

Hence, the TPR envisages the delivery of health, psychosocial support, rehabilitation, etc. services to foreigners with special needs without any fee and by assigning priority. The regulation has a wider-scope commitment for children stressing the best interests of the child in service delivery. This obligation requires the consideration of CRC Article 27 on the right to an adequate standard of living and Article 18 on the right of parents to receive necessary support from the state to fulfil their obligations to their child. The content of the need for exercising rights to survival, development and protection is defined by “criteria for the child’s well-being.”

Socio-Economic Support Extended by Government Agencies, United Nations and Civil Society Organizations

The most basic and the only direct support extended to Syrian migrants is the Emergency Social Safety Net (ESSN). Syrians with TPIDs and a registered address can apply for the ESSN through Social Assistance and Solidarity Foundation (SASF) offices and Turkish Red Crescent Service Centres. Upon this application, the SASF in the vicinity of the residence assesses the person/family and those who are found eligible are extended 120 Turkish Lira per month through the Red Crescent Card. It is stated that the SASF checks the address every six months and cuts assistance to those who cannot be found in their address. It was stated during the interviews with the SASF that following the decision to gather all support programmes for the target group under the umbrella of social supports, no other types of support are extended; except for some informal and occasional in-kind assistance. While



EMERGENCY SOCIAL SAFETY NET PROGRAMME AND RED CRESCENT CARD¹

The Emergency Social Safety Net (ESSN) Programme is a humanitarian cash assistance programme aimed at responding to the most urgent needs of foreigners under international and temporary protection in Turkey. The programme is financed by ECHO and has been assisting eligible foreigners since December 2016. The ESSN programme was managed by the UN World Food Programme (WFP) until April 2020, when the International Federation of Red Cross and Red Crescent Societies (IFRC) took over. The Turkish Red Crescent remains the operational partner of the ESSN programme. Other ESSN stakeholders are the MoFLSS and the SASF.^{2,3}

Those who meet eligibility criteria are entitled to 120 Turkish Lira per month, delivered through the Turkish Red Crescent's debit card. The following persons/families meet the eligibility criteria:

- ↳ Single female.
- ↳ Single parents with no other adult in the family and at least one child under 18.
- ↳ Elderly people above 60 with no other adults (between 18 and 59) in the family.
- ↳ Families with four or more children.
- ↳ Families with one or more disabled people.
- ↳ Families that have at least 1.5 dependents (children, elderly and disabled) for every healthy adult.

Additionally, the ESSN beneficiaries receive:

- ↳ Additionally, the ESSN beneficiaries receive:
- ↳ Severe disability allowance payed on a monthly basis for the beneficiaries with documented severe disabilities. (Information provided by ECHO)

this is confirmed by some of the field workers who say that they cannot provide any support in cash or in kind due to this restriction, others state that conditional education support is provided by UNICEF to those who have the Red Crescent Card and there are also other types of support programmes for those without the Red Crescent Card provided by the SASF with ECHO funds.

Of 20 persons with whom in-depth interviews were conducted, only 7 had Red Crescent Cards while the remaining 13 had no card and no assistance. It is stated that at least half of seasonal migrant agricultural workers on Adana Plain have no Red Crescent Card. It is further stated that access to ESSN remains limited for various reasons including the absence of proper residence address, failing to meet the eligibility criteria together with others living in the same house, not being found at home when they are checked by authorities in relation to 15 days long permission to leave the province, etc.



SOCIAL AND ECONOMIC SUPPORT SERVICE⁴

Social and Economic Support (SES) service covers:

- Economic support extended as far as resources allow to families and persons in poverty who require assistance to meet some of their basic needs and to enable them to care for their children.
- Social services support to families in the form of psychosocial support.

To benefit from SES, an application has to be made to the Provincial Directorate of Family, Labour and Social Services or Social Services Centre Directorates. A professional (i.e. social worker, psychologist, child development specialist, psychological counselling and guidance teacher and sociologist) conducts a preliminary interview with the applicant. If it is found that the applicant is fit for receiving social and economic support, a file is opened and a social investigation is conducted. Finally, the necessary procedures are launched for the person if it is decided to extend economic and social support.

Another support scheme that Syrian nomadic and semi-nomadic communities can enjoy, though not directly, is the **Social and Economic Support** (SES) extended by the Ministry of Family, Labour and Social Services (MoFLSS). In interviews with local actors it was stated that the SES is largely for Turkish citizens, and those from Syria mostly benefit from cash assistance by the Red Crescent, but they can benefit from SES as well in some cases. It was added that there is a tendency to withhold SES from nomadic groups due to their living standards and disinclination towards sending their children to school even with SES.

Municipalities extend psychosocial and legal support as well as referral, usually with the support of international organizations such as the United Nations High Commissioner for Refugees (UNHCR), UN Children's Fund (UNICEF), UN World Food Programme (WFP) and the International Labour Organization (ILO).

There are also many civil society organizations in the region engaged in activities related to Syrian migrants with funds provided by international organizations including UNHCR, UNICEF, ILO and GIZ or their own resources. It is stated that organizations such as ECHO and USAID provide funding for international NGOs. It is added, however, that with the exception of GOAL Turkey, none of these organizations engage in activities that are exclusively for Syrian nomadic and semi-nomadic communities and Syrian seasonal migrant agricultural workers.

There were some organizations stating that services available to those migrating from Syria are actually open to all groups and thus there are some occasions when nomadic and semi-nomadic groups also benefit from these services. For example, the “Law Clinic” established jointly by the Union of Turkish Bar Associations (TBB) and UNHCR extends legal counselling services and nomadic and semi-nomadic groups are also covered in trainings organized by Kirkayak Association. The same is also true for the activities of the Şanlıurfa Metropolitan Municipality Migration Affairs Directorate that are supported by UNICEF and UNHCR. All Syrians can benefit from counselling, psychosocial support, sports, etc. services extended by this unit. Concern⁵, another organization delivering services in this field, extends Turkish language courses to children (and recently to adults as well) in cooperation with adult training centres and provides psychosocial support services at its own centres. This organisation also has plans to launch vocational training services.

Most of the services are provided at city centres, in buildings and offices distant to the settlement places of the target group, with people expected to travel from their homes to these centres. The location of these centres, far from the target group in physical or cultural terms, is a factor restricting access.

In relation to Syrian seasonal migrant agricultural workers on Adana Plain, the Support to Life Association is active in tent settlements and neighbourhoods in awareness building with families around sending their children to school, extending psychosocial support to children and families, and following up school enrolment procedures and school attendance. Cases where children are exposed to peer bullying or discriminatory attitudes of teachers are reported to CİMER or the Ombudsman Office whereas other cases like keeping children out of school, child employment and neglect are reported to local directorates of Family, Labour and Social Services, after which the case is followed by the Association. However, this unit is only engaged in case management in the settlements that it is monitoring. It is not possible to refer cases from other locations to this organization. The International Organization for Migration (IOM) also provides vehicles for children’s school transportation in settlements where this organization is active.

UNFPA prepares for providing mobile health services for Syrian migrant agricultural workers with ECHO funding and GOAL Turkey is also engaged in preparatory work to extend on-site support for access to social assistance, provide assistance responding to urgent needs in the context of individual protection assistance and carry out information and awareness building activities related to access to rights and services in tent settlements and neighbourhoods.

Adana Metropolitan Municipality, GOAL Turkey and Development Workshop prepared a list of needs after heavy rainfall in December 2019 on the basis of Development Workshop’s tent settlements data and mapping, based upon which international organizations mobilized to extend cash assistance to over 1,000 families.

It was stated in all provinces that coordination centres have been established under governorates to ensure coordination among government agencies and units extending assistance and services to target groups. It was further stated that there is a platform in Şanlıurfa bringing government and civil society organizations together and the deputy governor in Adana in charge of development affairs is preparing for monthly coordination meetings. However, it is asserted that these coordination mechanisms are functional mainly in the management of resources, and fall short of ensuring effective coordination due to limited information sharing. It was not possible to have a full evaluation during the field work since no opportunity could be found to directly talk with local actors in charge of coordination under respective governorates.

There are also various platforms and regular meetings in provinces to ensure coordination among civil society organizations. There are platforms in Gaziantep and Adana with UNHCR as their secretariat. Through the *services advisor* system provided by UNHCR, it is possible to see and locate on a map which organization is extending which service and where.⁶ Meanwhile, the UNHCR Turkey website shares UNHCR's 2019 report on activities carried out this field⁷ and the 2020-2021 work plan⁸ which emphasizes the coordination role of UNHCR in this context⁹. UNHCR also has special spaces in its website for reporting cases of assistance delivery¹⁰ as well as corruption and fraud.¹¹ However, information about these facilities remains limited according to interviews conducted in the field.

There are ongoing efforts to ensure provincial level coordination, however, very few think these efforts are adequate. During interviews it was stated that in platforms set up for ensuring coordination there is no information sharing about the actors in the platform and in which areas they are or will be active. This kind of information is reported by each actor to its funding agency, information related to activities and resources is included in these reports, and reporting is also done to agencies specified by legislation, with supervision carried out by these agencies. As explained above, there is a very detailed online guide about existing activities and places where services are delivered. It is stated that there is the possibility of obtaining information about ongoing activities and strengthening cooperation in some areas through working groups for those joining the coordination network. But no information could be obtained from interviews about the presence of a systematic, open and transparent system of information sharing about the needs of the target group, available resources and their efficient utilization. For example, there is no mention of any method or system that will ensure avoiding duplicated activities and promote cooperation. In all interviews where this point is raised it is stated that there is no such mechanism and organizations cannot force each other to be transparent to encourage participation in platforms that could ensure cross-communication. GOAL Turkey and ECHO, on the other hand, mentioned

in their feedback that an effective interagency coordination mechanism¹² as well as efforts to prevent duplication in service provision and develop different service modalities for the target group are available at the local level; and that the *services advisor* system managed by UNHCR can ensure coordination in field work and resource allocation.

It appears that the main reason why aid organizations active in the field do not directly target this group is the difficulty in access. During interviews with local actors, when their opinion was asked on why the majority of the target group is far from having their essential needs met in spite of the many activities carried out in the field, they said the main reason is the pressure for target attainment in project-based activities. The explanation goes as follows: organizations engaged in project-based work are under pressure to attain their project targets and in order to avoid any failure in reaching the targeted amount of persons, they tend to prioritize Syrian groups that are easier to access and have more settled characteristics. Coming to the target group of the present study, there are many obstacles to this approach, including reaching the sites and inconvenient conditions where they live, communicating and building trust with them as well as difficulty in ensuring visibility due to their frequently mobility. It was also stated that funding agencies prefer projects that promise quick access to many persons with relatively modest efforts, instead of communities where the accomplishment of targets and measurement of outcomes would be much more difficult. Other problems include the presence of many people with still unmet needs due to an absence of budget allocation for direct assistance, as well as the target group's lack of awareness about available services and assistance or the procedures that must be followed to reach these services.

Interviews suggest that it is the common opinion of civil society workers that a significant part of funds earmarked for the target group goes towards personnel expenses and operation costs which seriously limits what remains for the target group. There is some explaining this situation by referring to the fact that the majority of projects are not for direct assistance but consist of human resources-based assistance and service activities. The conditions put forward by the funding agencies are presented as a reason for why projects based on counselling activities, which mainly requires the utilization of human resources, are preferred despite the difficulties of the target group in meeting their essential needs. There is an inconsistency here that assistance workers are aware of and express. The feedback provided by GOAL Turkey, on the other hand, highlighted that there are organizations such as ECHO that allocate a large portion of their humanitarian aid budgets to direct assistance in Turkey, thus the above statements do not reflect the reality. Since this study does not include a budget analysis, it is not possible to make an assessment on this issue, but can only point to the existence of two different opinions and the need for further analysis.

According to observations, services to nomadic and semi-nomadic communities and seasonal migrant agricultural workers from Syria are not organized nor delivered in a systematic way to provide for their needs through rights-based methods and with sustained impact. While this insufficiency is somewhat explained by their migratory status, there are many cases of individuals without any systematic adaptation or socio-economic support, although they have been living in the same place for years. The noted absence of cooperation, coordination and transparency in relevant organizations suggests that there are problems in resource utilization starting from the planning level.

Gaps in Socio-Economic Support Provided and Support System

During the initial years following the start of migration from Syria, there was a period when official agencies in charge of extending socio-economic support did this through providing cash and in-kind assistance independently of each other. Upon the emergence of cases where some individuals benefited from more than one source of assistance, while others received nothing, it was decided to have a single centre to organize social assistance and services.

In this context, two major changes were made in the delivery of socio-economic support. The first is that cash assistance is extended only in the form of ESSN. The ESSN assistance for the year 2020 is 120 Turkish Lira per person per month and it is stated during the interviews that this amount was decided together with the WFP taking into consideration minimum nutrition requirements. It was highlighted by ECHO in their feedback that the ESSN assistance also includes monthly or quarterly supplementary assistances, such as quarterly top-ups and severe disability allowance, to help beneficiaries to cover their basic needs. The interviewees mentioned that, with this arrangement, it is not possible for any other organization except Turkish Red Crescent to extend cash assistance; however there is also mention of some civil society organizations extending cash assistance through religious institutions including mosques and local headmen, while some international organizations provide funds to direct assistance projects.

The second major arrangement made in this context is the restriction put on needs analysis work conducted by civil society organizations. Civil society organizations can conduct needs analysis only in the context of project-focused initiatives and with restricted permissions issued by government agencies. It is stated that this restriction on needs assessment work derives from the need to prevent the abuse of disadvantaged persons, but organizations may be allowed to engage in needs analysis in the context of their respective activities. In practice, this led to visiting the same persons more than once for the same purpose, triggering fatigue among the target group. Persons interviewed during the field work complain that they



LEGAL FRAMEWORK OF SOCIO-ECONOMIC SUPPORT

Under Presidential Decree No.1 (Art.65)¹³ the Ministry of Family, Labour and Social Services is mandated to “regularly and effectively carry out social assistance and protection activities for the needy sections of the population, coordinate relevant works for the development of national policies and strategies for poverty elimination and to ensure necessary cooperation and coordination between relevant governmental and voluntary organizations in this field.”

According to the Social Services Law No. 2828 (Art.3)¹⁴ “social service” is defined as systematized and programmed set of services designed to eliminate material, emotional and social deprivation of persons and families that emerge as a result of factors beyond their control, to respond to their needs, to help the prevention and solution of social problems and to improve living standards. In the context of social services, Provincial Directorates of Family, Labour and Social Services identify individuals in need of social and economic support; provides day care and home-based, cash assistance and institutional care to those in need of protection.

Apart from these, Article 13 of the Law No. 5393 on Municipalities¹⁵ and Article 6 of the Law no. 5302 on Provincial Private Administrations¹⁶ assign these bodies the task of extending in-kind cash assistance and support services to those in need. Law No. 2828 adopts as a principle the voluntary participation and contribution of people to the delivery of these services. Civil society organizations too can deliver services in this context.

have been questioned and photographed many times for the purpose of needs assessments without any substantial impact. In sum, it seems that the choice to restrict rather than regulate had an opposite impact.

It is an indicator of poor coordination that needs are not identified comprehensively during regular surveys and that service providers are not in a position to plan their services on the basis of common data. This state of affairs leads to a waste of resources, leaving some areas neglected while several activities are implemented at once in another area, leading to the development of mistrust among persons waiting in vain for services and assistance.

There is a need for a coordination unit to create a regular database to identify the needs of the target group. In this case, there is also a need to introduce an arrangement to have the records of data obtained kept in line with the Law on the Protection of Personal Data.

Single handed execution of socio-economic support and subject to objective criteria is important in ensuring relative fairness and monitoring/supervision in the given system. However, one of the significant weaknesses of this system is that the monthly amount of 120 Turkish Lira is provided conditionally, i.e. there are

some who cannot benefit from this scheme, and the amount provided is too small to sustain a decent life beyond a minimum level. In 2020, a single migrant in Germany receives 354 Euros per month on average including food aid and excluding rental aid and this assistance may go up to catch minimum wage, which is 1,498 Euros, in some cases depending on region and household. In Turkey, 120 Turkish Lira a month corresponds to about 1/20 of the minimum wage.

The scale of the Syrian migrant population in Turkey, the level of support they need, and the limited access they enjoy to this support, are problems expressed by almost all institutions and persons. There are some pointing to limited resources as the reason; however, others mention misuse of resources by organizations, weak coordination, and undue practices. In this context, gaps in socio-economic support extended to target groups and problem areas can be examined under the four headings below:

1 Difficulties Faced in Delivery of Public Services

Unchanged numbers of personnel and service capacity despite increased demand on public services is pointed out as the most important problem in the delivery of these services. It is said that many public employees want to quit due to the heavier work burden in qualitative and quantitative terms.

Following the phasing-in of Turkish Red Crescent as the medium of social assistance, there is a general tendency to think that nomadic and semi-nomadic communities and persons in temporary protection status remain outside the coverage of other services delivered by the central government at local level,

On the other hand there is the idea in the public sector, in municipalities in particular, that extension of services to nomadic and semi-nomadic communities will cause discontent among local people and this kind of non-routine spending may create problems for municipal officials in audits. It is considered that the possibility of corrupt practices is higher in the case of assistance to these groups that are frequently on the move and consequently people are reluctant to work in this field. It is further stated that municipalities get their share from the central budget proportionate to the size of the population they serve and since migrants are not registered in population data, they will have to serve more people than they are budgeted for.

2 Poor Coordination and Cooperation among Service Providers

In all interviews conducted during the field work it was stated that there is poor coordination and cooperation between organizations working with Syrian migrants

to extend assistance and services to these communities. It is stated that poor cooperation and data sharing among governmental agencies, UN agencies, national and international NGOs that are active in the field gives rise to problems such as inefficient utilization of resources and cases like different organizations helping the same persons/families while some groups are totally deprived of assistance.

As explained in detail in *the Socio-Economic Support Extended by Government Agencies, United Nations and Civil Society Organizations* section (Part 5.1), to avoid redundancy in activities of government agencies it was decided to centralize cash assistance to the target group in a single agency, and this task was given to the Turkish Red Crescent. This was intended to avoid double-assignment in needs assessment and distribution of aid, and to ensure that different actors in the system deliver a coordinated service by undertaking different responsibilities. This arrangement, however, has its negative effects as well. Government agencies except Red Crescent believe they are not in charge of directly extending cash and in-kind assistance to populations coming from Syria. Yet, there are many preconditions to receive ESSN and those who are really in need cannot benefit from the scheme if they do not meet these conditions. In quantitative terms, the assistance is too small to cover needs. Consequently, in terms of its effect, the coordination is more focused on distribution of the funds, rather than meeting the needs.

Interviews conducted in the field confirm this is a problem. Many authorities interviewed say they have no services specifically targeting nomadic and semi-nomadic Syrian communities and it is the Turkish Red Crescent that is directly relevant in this context, while the Turkish Red Crescent itself remarks that it is not they but a local association and GOAL Turkey who is active in this field. The weakness of coordination and cooperation is obvious here, since the local association mentioned has not been working in this field for about one year and GOAL Turkey has only recently started to work directly with this group.

For international organizations and civil society organizations, it is observed that they are waging efforts for coordination that will enable them to know what is being done by whom, build connections among field staff, and develop referral networks based on interpersonal networks. However, the absence of any public coordination with civil society in such areas as recording of personal data and needs analysis stands as a significant barrier to ensuring coordination and cooperation in services. In the interviews conducted, there was no mention of any mechanism introducing transparency in working areas without giving information about the client group, or ensuring the coordination of services. NGOs providing humanitarian aid on the field are audited by the Directorate General of Foundations and Directorate of Associations. The interviewees stated that humanitarian aid organizations get permission from the Provincial Directorate of Family, Labour

and Social Services for the activities they will be carrying out on the field and the field staff to be employed. As per the information provided by GOAL Turkey, these activities include household visits and outreach for case identification, registration and assessment purposes and awareness raising, information counselling and provision of psychosocial support sessions. While permissions were required to be taken from Provincial Directorates of Family Labour and Social Services as per the circular dated October 2018, the authorization process was centralized with an official letter (No: 38874477-000-E. 3272766) sent by the Ministry of Family Labour and Social Services to all provincial directorates on 23 December 2019 and existing authorizations were cancelled. In order to centralize the authorization application process, the Directorate General of Family and Community Services of MoFLSS developed an online platform that can be found on MoFLSS's website (<https://www.ailevecalisma.gov.tr/athgm>). It was further stated by GOAL Turkey in its feedback that these mechanisms are conducive to ensure transparency and coordination at the local level. Besides this information supplied by interviewees, considering the multitude of people who cannot receive any assistance, it can be said that these platforms created for coordination actually lack means of follow up and orientation, do not possess qualities that would enable them to know who service providers and their clients are, and fall short of ensuring coordination and cooperation.

3 Support Extended Does Not Directly Respond to the Needs of the Target Group

As addressed in *the Socio-Economic Support Extended by Government Agencies, United Nations and Civil Society Organizations* section (Part 5.1), support work in the field directly targeting Syrian nomadic and semi-nomadic communities is quite limited. Support that is extended may not be commensurate with the special needs of these communities deriving from their migratory status and sub-culture.

The government restricts needs assessment activities by civil society organizations to protect the confidentiality of personal data and prevent the abuse of vulnerable groups. However, this analysis is hardly ever carried out by government agencies, and when it is, data is not shared with civil society organizations. This prevents the planning and delivery of services as required by existing needs.



They give a tomato to those in need of a coat and a coat to those in need of a tomato.

While developing projects in this field, participatory methods are rarely used and even in cases where they are attempted, the dominance of persons who speak on behalf of communities allows for no representation of sub-groups, effectively

making these groups invisible. An example given is as follows: the employment of girls in seasonal agricultural works has the effect of preventing their early marriage, but this effect remains unnoticed unless there is special work with girls; consequently, when girls are absent in preparations for preventing child labour in agriculture, no strategy specific to this point can be developed.

At the project implementation stage, both the duration of implementation and methods of extending support may not be fit for the target group. The duration of projects is usually not long enough to allow for attitude changes in these groups. The condition of a residence address being required for eligibility is too rigid considering the circumstances and needs of nomadic and semi-nomadic groups. The necessity of applying to a specific place for access to services may also be a limiting factor. Detering factors include: not speaking Turkish; fear of getting in contact with public authorities; long distances to the place of application; being included in official records if an application is made; and their belief that they are not wanted in some locations of the city and in some institutions.

4 Inadequacy of Ethical Principles in Assistance

Comments referred to up to this point reveal that there are problems in the field related to almost all CHS principles. Representatives of organizations, fieldworkers and members of the target group say that only a small part of resources allocated to this field can actually reach the target group. Reasons for complaints include no change in their lives after many studies, photo taking, etc. and insufficiency of assistance, even when received, to make a difference beyond meeting some very urgent needs without any empowerment.

There is no data showing how the full amount of funding allocated to this area is used. Still, opinions of field workers as well as observations in the field suggest that there are problems in ensuring that resources actually reach the target group. Indeed, during visits to tent settlements in Adana it was observed that there was no tent settlement where there is proper infrastructure and the essential needs of tent dwellers are being met by a rights-based system. Of these places of settlement, there are some existing in the same location for seven years and yet children still cannot go to school, there is still no toilet, people say they can barely find one meal a day and some children still walk barefoot in winter months. Meanwhile field workers think that the time has come to abandon the concept of direct assistance since a significant part of the population concerned receives ESSN and weight is now given to capacity building to enable people to



CORE HUMANITARIAN STANDARD (CHS)¹⁹

Core Humanitarian Standard consists of “nine commitments” to communities and human beings affected by crises and describe what is expected from humanitarian aid providers. Accordingly, communities and people affected by crisis;

- 1) receive assistance appropriate and relevant to their needs.
- 2) have access to the humanitarian assistance they need at the right time.
- 3) are not negatively affected and are more prepared, resilient and less at-risk as a result of humanitarian action.
- 4) know their rights and entitlements, have access to information and participate in decisions that affect them.
- 5) have access to safe and responsive mechanisms to handle complaints.
- 6) receive coordinated, complementary assistance.
- 7) can expect delivery of improved assistance as organizations learn from experience and reflection
- 8) receive the assistance they require from competent and well-managed staff and volunteers.
- 9) can expect that the organizations assisting them are managing resources effectively, efficiently and ethically.

meet their needs through their own means. It was also stated that in the context of case management projects, assistance, such as for translation, is provided to facilitate access to services; costs for transfer, travel, notary and official documents are met; and temporary or one-time in-kind or in-cash assistance is provided for urgent and critical needs. However, due to the method of delivery and content of these services, it can still be argued that projects moved to capacity building services before the basic needs of the target group are met. For example, the target group does not know what needs are considered critical in which conditions, and thus cannot ask for assistance but can only receive one-time or temporary in-kind or in-cash assistance when reached on site by project teams. Several such cases were encountered during the field work and the GOAL Turkey team was notified about families with critical needs.

The evaluation of project outputs on the bases of the number of people reached, absence or weakness of impact assessments and projects’ focus on activities that require significant human resources are factors that may lead to the violation of many fundamental principles. During visits to project spaces as a part of the field

work, it was observed that there is employment of personnel for auxiliary services like security, cleaning, etc. and large spaces are used as project sites by project staff and personnel, despite the fact that services must be of an outreach nature given the characteristics of the target group. It is also known that this is not specific to a situation or location, but related to the method of implementation of activities.²⁰ During interviews in the field it was stated that according to the World Humanitarian Aid Summit Report, only 5 per cent of total funds allocated to humanitarian aid programmes actually goes to target groups.²¹ Furthermore, 60-65 per cent of allocated funds goes to human resources and 30 per cent to offices, buildings and equipment, leaving a very limited fund that finds its way to direct beneficiaries.

In line with standard no.8 there is a need to employ expert persons in the field given the needs of the target group; however there is no strategy developed to respond to the requirement of this principle. Two examples were given in this context that must be taken into account:

- Since access to places where the target group lives and physical conditions there are problematic (i.e. mud, heat or cold, poor hygiene, etc.), project workers are unwilling to go out there and consequently services are planned to be provided from a centre, with as little time as possible spent in the field.
- There is no needs-based planning of activities geared towards strengthening the skills of staff, while remaining funds are hastily spent on high-cost trainings.

Larger aid budgets require resources and time to manage the larger bureaucracy. It is considered that the necessity to spend budgets in time and quantitative output-bound projects may distract fieldworkers from ethical principles. Indeed, there may be cases where funds allocated to services and assistance for needy people are actually transferred to relatively wealthy urban dwellers as a result of some practices.

There was no-one among the interviewees who professed a sense of trust in the competency of persons employed and adherence of their activities to the ethical standard no. 3. Persons interviewed say that the right people may have been employed on paper, but practice can reveal that these people do not have adequate expertise and they have to concentrate on attaining the objective set in the shortest time possible. Such views may be considered as unjust accusations targeting professionals who work in quite difficult circumstances. However, these opinions are noteworthy for being expressed by fieldworkers themselves. Rather than holding the fieldworkers solely responsible for result, these opinions touch upon very

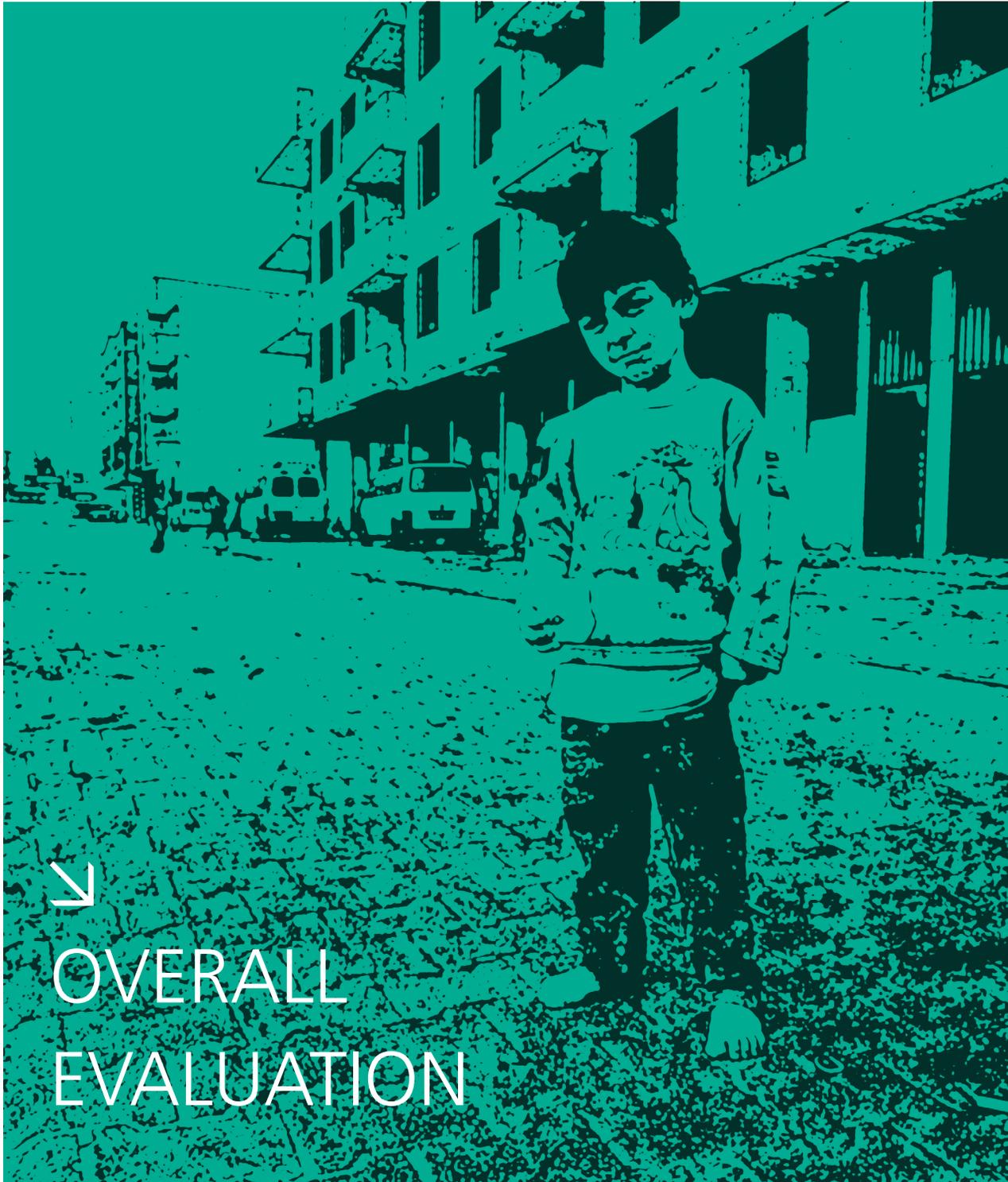
important issues that need to be taken into account by all those having a responsibility in project design and development. Indeed, the presence of children in the field who struggle with hunger without any help at all is sufficient evidence that these observations and remarks must be given importance.

Of course it cannot be expected from any project to meet all needs in the field; but still the standard no. 6 must be remembered in this context. On the basis of experience gained and emerging needs, there is a concerted focus on developing mechanisms to strengthen cooperation, and various platforms have been formed. Still, however, one of the most important problems in the field is that activities are not carried out in full coordination and services are not delivered in a way to complement each other.



END NOTES

- ¹ kizilaykart-suy.org/TR/index2.html
- ² www.haberler.com/kizilaykart-in-yeni-ortagi-uluslararası-kizilay-ve-12697509-haberi/
- ³ media.ifrc.org/ifrc/wp-content/uploads/sites/5/2019/12/IFRC-Global-Plan-FINAL.pdf
- ⁴ www.ailevecalisma.gov.tr/chgm/uygulamalar/sosyal-ve-ekonomik-des-tek-hizmeti/
- ⁵ An international humanitarian aid organization working for poverty alleviation in 23 countries including Turkey. www.concern.net/
- ⁶ On the website "Services Advisor" prepared by the UNHCR (turkey.service-sadvisor.org/en) there is an interactive map of all education, health and protection services offered in Turkey as well as organizations providing these services.
- ⁷ www.3rpsyriacrisis.org/wp-content/uploads/2019/08/Midyear2019.pdf
- ⁸ www.3rpsyriacrisis.org/wp-content/uploads/2020/03/rso2020_30.pdf
- ⁹ www.unhcr.org/tr/kuruluslar-arasi-koordinasyon
- ¹⁰ help.unhcr.org/turkey/tr/
- ¹¹ www.unhcr.org/tr/yolsuzluk-ve-sahtecilik-bildirimleri
- ¹² www.refugeeinfoturkey.org/img/images/OrganigrammeUpdated.png
- ¹³ www.mevzuat.gov.tr/MevzuatMetin/19.5.1.pdf
- ¹⁴ www.mevzuat.gov.tr/MevzuatMetin/1.5.2828.pdf
- ¹⁵ www.mevzuat.gov.tr/MevzuatMetin/1.5.5393.pdf
- ¹⁶ www.mevzuat.gov.tr/MevzuatMetin/1.5.5302.pdf
- ¹⁷ www.alfahaberajansi.com/ekonomi/almanya-asgari-ucreti-2020-ne-kadar-h325.html
- ¹⁸ tr.euronews.com/2020/03/09/almanya-da-bir-siginmaci-devletten-ne-kadar-yardim-aliyor
- ¹⁹ "Core Humanitarian Standard on Quality and Accountability" is a direct result of the Joint Standards Initiative (JSI) in which the Humanitarian Accountability Partnership (HAP) International, People In Aid and the Sphere Project joined forces to seek greater coherence for users of humanitarian standards. corehumanitarianstandard.org/files/files/Core-Humanitarian-Standard-Turkish.pdf
- ²⁰ Acemoğlu ve Robinson (2018), p. 428
- ²¹ It is inferred that what is meant here is the World Humanitarian Summit held in İstanbul in 2016, but the Summit report could not be reached.



OVERALL EVALUATION

Findings obtained from interviews with target groups and local actors, as well as field observations (details of which are given above), can be examined under the headings of the current status and needs of the target group and socio-economic support extended to respond to these needs.

In assessing living environments of and access to fundamental rights by target groups, it is possible to mention some significant needs that are not exceptional and sufficiently apparent not to require any detailed research:

- ↘ Children are malnourished and hungry most of the time.
- ↘ Some children have no proper shoes even for winter or weather-appropriate clothing.
- ↘ Dwellings of families are far from the standards of decent housing. Many have no toilets or bathrooms; many families live in tents or single rooms without any separate kitchen.
- ↘ There are places of settlements where children practice open defecation in spaces where they also play.
- ↘ Almost no family has safe and reliable fuel; there is either no heating at all or they use nylon pieces, rugs, etc. to build fire.
- ↘ Almost all children in nomadic and semi-nomadic communities and a large majority in seasonal migrant agricultural worker communities cannot enjoy their right to education.
- ↘ The majority of families live in muddy environments where mice, vermin, etc. threaten hygiene, and children often play in these environments.

Taking a look at support extended to respond to essential needs summarized above, we see that the assistance programme with the widest scope is the ESSN extended by Turkish Red Crescent. However, access to this assistance is subject to certain conditions, and there are some who cannot benefit due to not satisfying these conditions.

The assistance mentioned above is 120 Turkish Lira a month per person. Given this amount, the total amount of assistance extended to a family of parents and five children, for example, is not enough to save that family from the hunger threshold.

As the outcome of the principle of single-hand extension of assistance, there is no

direct assistance or social service delivery to these groups by public agencies with the exception of what is extended by the Turkish Red Crescent. As to ESSN, it cannot reach all who need it and even when it does it falls too short of needs. What is more, the presence of this scheme prevents other public agencies from extending social assistance and services.

A similar impact can also be seen in the activities of international organizations and civil society organizations. Activities related to the target group are planned more to strengthen individual capacities by responding to their psychosocial (psychological and social service counselling, referral, training, cultural activities, play groups for children, etc.) and legal counselling needs than in the context of direct assistance.

The situation observed in the field suggests, as described in detail earlier, that the target group is deprived of decent living conditions and therefore there is still a need to continue with social assistance activities. According to the European Social Charter (Art.13) these persons "deprived of adequate resources" have, before all, the right to receive "social and medical assistance." It is therefore necessary to continue with social services to help people reach adequate and decent standards of life by increasing the amount of social assistance and applying assessment criteria to keep the coverage large; mobilizing international organizations and NGOs to use their funds to ensure this; and creating an effective coordination mechanism to ensure that resources are efficiently and purposefully used.

Considering that the target group has no work permits or only with some restrictions, their full and effective use of psychosocial or legal support services not covering sufficient activities for access to labour market will not be possible in the context of the hierarchy of needs. Persons like members of nomadic or semi-nomadic groups, elderly persons, children and single parents with children who cannot earn enough to cover their essential needs by working must access in-kind and/or cash assistance as a human right in addition to ESSN. As stated earlier, the ESSN is not of this kind. Civil society organizations too have no budgets to carry out activities to support this area and did not state any opinion about its necessity. Activities envisaged by projects correspond more to upper layers of the hierarchy of needs and assistance for such basic needs as nutrition, clothing and heating remain insufficient.

Since the study was not for assessing the effectiveness of activities by civil society organizations, there is no baseline information at hand to evaluate whether interviewee opinions on this issue are reasonable. With this reservation in mind, and that interviewee opinions coincide with field observations, their opinion that NGO activities are not transparent enough and there are problems in using budgets directly in responding to needs should be taken into account.

There is a lack of an effective coordination between government units and civil society organizations working in the field and relations between civil society organizations do not go beyond letting each other know about their activities.

There are many persons working in civil society organizations, but there is no model that can be used in ensuring that these persons can realize their full capacity. It is reported that organizations active in this field have their recruitment qualifications, codes of conduct for personnel and in-service training programmes. However, work guides, evidence-based programmes and a mechanism to ensure maximum compliance with ethical principles are either yet to be developed or personnel have no information about such needs and materials.

The team came across no project that is planned so as to ensure the participation of the target group, informing the group and enabling them to have their input on their future.

There is a very little faith in that fair and real impact assessments are carried out. As a result, the target group lacks faith in projects, while project workers lack motivation, and a tendency develops for a preference towards what is quickest and easiest.

Given all these factors, it must be considered that there is the risk of erosion in humanitarian values for both service providers and service beneficiaries as a result of the situation faced in the field. It is therefore vital that new projects incorporate a broader perspective in the design and implementation of projects if they are to ensure that the urgent needs explored above are appropriately met



SUGGESTIONS

As explained in preceding sections, a significant proportion of the target groups interviewed under the survey have been in Turkey for a considerable length of time, and those limited services that they have been able to access did not bring along any sustained improvement in their lives. This suggests that there are problems in the design of projects, services envisaged and the way they are delivered. Below, there are suggestions under five headings of relevance to both groups, followed by suggestions specific to the respective target groups:

! What is needed for assistance to be offered in an appropriate way.

- Projects and assistance activities must be planned and implemented in a way to respond to the needs of target groups and any discord between the activities envisaged and the pressing needs of persons concerned must be avoided (i.e. offering only information building seminars and empowerment with respect to gender roles to a woman who has no income, living on the hunger threshold, and facing many problems relating to her status in a foreign country).
- Although projects intend to bring solutions for problems faced by a community in coping with difficult circumstances and providing for their essential needs, they are still developed and implemented without their contribution and participation. This leads to gaps in needs assessments and also practices in the utilization of resources which are neither ethical nor fair. To avoid this, target groups must be given the opportunity to take part in decision making related to the planning of activities and delivery of services. For this, there must be some consideration of participatory methods in planning and service delivery (i.e. having an advisory board in tent settlements composed of women and children, assigning roles and responsibilities to persons from tent settlements/ neighbourhoods in the conduct of some activities, etc.) as well as a focus on capacity enhancement in personnel.
- Following the decision to provide direct assistance only by public institutions in the field, it is observed that the emerging tendency in projects is to focus on psychosocial support or legal assistance, translation support, guidance in formal applications, language and occupation building courses which are delivered from a centre through expert staff. Activities planned for a short period of time to be implemented by a centre make it difficult to reach ethically appropriate outcomes with target groups. To ensure sustained changes in empowering people to live without external support, they need and have the right to a kind of support offered systematically in their living environments to respond to their essential human needs. Activities must be planned from

this perspective. For example, given that there is at present no tent settlement where essential human needs are met, any activity at that location must have a component focusing on these needs (i.e. adequate nutrition, heating, safe water, toilet, elimination of risks such as open electricity cables, etc.).¹ GOAL Turkey, on the other hand, stated in its feedback that as depicting the target group as in need of assistance would be violation of their human rights, the current design of projects that aims to support their active participation in labour and social life, and providing supplementary services when necessary resources are available is more appropriate.

- Given the restriction placed on NGO needs assessments, either permission must be sought for a comprehensive needs analysis by explaining the methodology to be used, or cooperation established with the provincial FLSS Directorate to carry out a social service work specific to this field. It must be considered that the second method may also be an opportunity for ensuring sustainability and enhancing the capacity of public services.
- Service utilization must not be dependent upon request. Assistance and services needed by the target group must be planned on the basis of a competent social study, each family must have a responsible social worker and this social worker must mainly engage in activities to build capacity in families. While developing new projects and services, good field practices may be investigated and their lessons and experiences may be used.
- Conditions for ESSN must be fine-tuned to the characteristics (i.e. mobility, household size, etc.) of nomadic and semi-nomadic communities and seasonal migrant agricultural workers from Syria.

! Resources must be used efficiently.

- For efficient utilisation of limited resources, services must be delivered through well-planned coordination among organizations working in the same field. This, in turn, requires preliminary field survey and activity planning.
- Transparency policies must be adopted to ensure that project activities are carried out in coordination with other organizations working in the same field.
- It must be among the priority objectives to check the compliance of resource utilization in project planning, implementation and evaluation with rules of ethics on the assessment of impact on target groups.
- Developing a model that will ensure fair and balanced utilization of resources

(making sure, while preparing the budget, that the major part of funds directly reaches the target group).

- The following must be checked to ensure that they are in place for projects under implementation:
 - An effective feedback and complaints mechanism and a system to inform beneficiaries about the mechanism.
 - Checking the compliance of services with ethical principles by an external mechanism other than internal and financial auditing.
- To ensure efficient utilization of resources, NGOs to extend humanitarian and social assistance must be accredited and access to data must be provided to these accredited organizations. There must be necessary legislative arrangements to ensure the objectivity of official accreditation procedures and to supervise these procedures.
- There must be studies on mechanisms of coordination and cooperation foreseen by relevant platforms; benefits obtained from the presence of such platforms; attitudes of participating organizations in acting in coordination and cooperation with necessary transparency; and sharing information with target groups. Findings obtained from these studies must be used as guides in planning humanitarian aid and support activities.

! Flexible service models must be developed to mitigate the risk of child neglect and abuse and increase their access to education.

- A large majority of those interviewed in the field agree that education is the biggest need. Still, they all think that target groups are unwilling to pass to a settled life and send their children to school. A part of the target group is constantly on the move, but there are others who display characteristics of settled communities; they are either fully settled or return to the same place after seasonal migration. Besides, parents may differ in their motivation to send their children to school and this differentiation can be seen both between groups and within the same group. Thus, generalizations in this regard must be avoided and there must be a child-related effort in each group. In this context, there is a need for a flexible structure capable of producing different solutions specific to existing typologies. The following methodological suggestions may be considered in developing these solutions:

- Given the resistance to joining the existing system of education, development of a programme to deliver education to children where they live.
 - Developing methods like training peer educators who can provide education to mothers and children in places where they are.
 - Analysing parents in their strengths and weaknesses and extending support accordingly.
 - Studies to determine the expectations of children.
 - Adapting school follow-up system for nomadic and semi-nomadic communities and seasonal migrant agricultural workers from Syria.
- The reluctance of families to send their children to school is mentioned as a barrier to children's school enrolment and attendance. However, the background of this reluctance must also be considered. It is a vicious circle whereby children are excluded because of their poverty, creating pressure on parents and a failure in responding to demands that again leads to the exclusion of children. It must not be forgotten that the intervention to break this vicious circle does require direct assistance.
 - Activities related to children must be planned from a perspective to prevent cases of neglect and abuse and assign priority to this issue besides ensuring quality leisure time, school retention and academic performance through psychosocial activities. For example, activities related to nutrition, sleeping in his/her own bed, seasonally appropriate dressing, basic self-care, etc. should not be planned merely as awareness/information building activities but include materials necessary for these activities. This is also one of the important pre-conditions for attaining the objective related to school attendance. There is a limited contribution when an activity is realized for a few hours on two days of the week with a child who is hungry and walking barefoot in the cold, and when resources are spent to enable the child to enjoy this service, there will be a serious imbalance in the cost-benefit analysis where the cost side outweighs the benefit side. In this context:
 - It is important to develop a mechanism to notice and report to authorities the child victims of neglect and abuse, but the priority must be given to eliminating cases of neglect and abuse. Thus, the priority of all efforts that claim to be rights-based must be combating root causes of abuse. The pre-condition is the elimination of neglect, which means meeting the essential needs of a child irrespective of prevailing circumstances.
 - In cases where funds to extend direct support to the realization of this objective are not available, an important role falls upon projects to inform

potential donors what pressing needs exist. However, in order to avoid risks related to ethical principles these projects must have conducted earlier cost-benefit analysis.

- To create sustained impact, advocacy activities must be carried out together with field activities and a case follow-up model must be developed with due account of the mobility of the target group.

! Prejudices against target groups must be fought against.

- Organizations active in this field promote and publicize their activities; but there is very little work around introducing the target group, its characteristics and needs. For a correct promotion strategy, there must be preliminary survey followed by a plan that also contains impact assessment.
- The impact of any activity in this field also depends to a large extent upon the breaking of prejudices. To combat prejudices there must be joint initiatives with schools and society in general.

! It must be ensured that field workers have required capabilities, sources and tools.

- Experts to be assigned to work in this field must:
 - adopt an approach that does not question and try to change the nature of the group they are working with.
 - have resilience and skills to carry out field work in difficult physical circumstances.
 - have skills and will to consider and enhance the capacity of beneficiaries.
 - be informed about and have adopted ethical rules.
- Field workers must have information and skills to ensure that resources are used with maximum efficiency, in a way commensurate with the needs of the target group. This, in turn, requires guides for implementing ethical rules specific to this field and special trainings for field workers.
- Ethical principles in humanitarian aid must be identified as an institutional policy, field workers must be trained in it, and supported and supervised in this

respect during their field practices. There must also be an evaluation and monitoring system compatible with these principles. Methods in ensuring compliance with ethical principles must be determined with the participation of personnel.

- Guides should be developed for fieldworkers about the institutions, their services and possibilities of cooperation at the provincial level. This guide must contain information about methods of responding to various needs and solving problems in the field and activities that must be carried out to improve living spaces and life quality of target groups. For example, while an international civil society organization says it would delegate cases that must be followed to another association since it cannot engage in case management, the association concerned says they have no such service. When asked if the movement of a migrant who benefited from services of an NGO in a province is traced, it was stated that each province is responsible for its internal affairs and project design and time schedule is not fit for such tracing. This kind of information must be collected before starting work in order to avoid time loss. Therefore, there must be a guide showing all procedures and sources and it must be used in the training of fieldworkers.
- Considering that there are different characteristics among nomadic or semi-nomadic communities with respect to both life practices of groups they belong to and their status after arriving in Turkey (registration, address, migratory status, etc.), there is a need to develop different strategies for services that respond to different situations. This presents a variety that is difficult to cope with on the part of field workers; so there must be a working guide containing models of approach corresponding to different situations. This will also contribute to the formation of a common perspective and language between fieldworkers and managers who do not have any direct contact with the area and the group concerned and facilitate operational services.
- Field workers must be trained particularly in characteristics of nomadic and semi-nomadic communities. While delivering this training, however, it must be kept in mind that there is no sufficient anthropological work and fully reliable information on these groups. It may be a mistake to describe their characteristics so as to facilitate their identification by others since it may be a threat to their security.

! There must be observations, needs identification and assistance activities specific to the circumstances of Syrian nomadic and semi-nomadic communities.

- Basic information that must be considered in activities related to Syrian nomadic and semi-nomadic communities includes the following: some members of the target group live as dispersed to various parts of the town in winter, sometimes in tents, and mainly in tents in summer months; since they have different sub-groups it is difficult to make generalizations and descriptions facilitating their identification; and they tend to conceal their identity because of the discriminatory attitudes they are exposed to. In neighbourhoods there are some who live together with local Roma people, migrant Syrians or some other groups; in outmost and poorest parts of the town they live close to other groups in a similar situation. It actually makes it problematic to deliver humanitarian aid only to nomadic and semi-nomadic groups while there are others around since it may lead to their further exclusion and exposure to violence. Given the risks of delivering humanitarian aid exclusively to these people, the community as a whole in the smallest unit (street, parcel) must be covered.
- Even when they are registered or settled, their possibilities of having jobs and thus earning enough to meet their basic needs are always limited; therefore empowerment activities must be accompanied by in-kind and cash social assistance and a fund must be created for this purpose.
- In many of the places visited there were families living in places similar to that of nomadic and semi-nomadic Syrian communities and having similar needs, but who do not identify themselves with those communities. Thus, their needy situation alone will not be sufficient to rationalize why there is special interest in this group. While planning for assistance there is a need to explain the rationale of this interest as well. This requires a well-designed promotion strategy at the start, openness in sharing data related to the effects and outcomes of activities, and regular cooperation with the public sector.
- To cope with the difficulty of identifying nomadic or semi-nomadic Syrian communities, families must be identified through work conducted in tent settlement following the spring. Around this time, not all but a large part of the group is together and this will facilitate identification. The work plan must therefore be prepared by taking this timing into consideration.

- In order to provide regular assistance to nomadic or semi-nomadic communities, their social service ties to relatively more stable places or tent settlements must be strengthened to anticipate where they will next be when they move. This requires the regular and long-term presence of a sufficient number of social workers in the field.
- Since the target group is almost constantly on the move and it is not possible to identify their needs clearly in advance, there must be a mechanism to ensure regular assessment and frequent update of needs. It is therefore necessary to identify the need through a regular service and to offer the service needed in a way that the person can immediately reach it. This, in turn, requires the delivery of services by social workers being regularly present and working at the service location. In other words, there must be an activity guaranteeing the continuous presence of an expert in the field and needs assessment work must be carried out in the course of this activity.
- To ensure the acceptance of projects related to nomadic or semi-nomadic communities, there is a need to understand and talk about their philosophy of life. This is necessary for ensuring that activities are accepted and that policies undermining their culture are avoided. Services must be extended not by expecting them to change but by recognizing their right to live as a part of this society.

! There must be special protection and improvement initiatives specific to the circumstances of Syrian seasonal migrant agricultural workers.

- Responsibilities of teams working for the protection of children of seasonal migrant agricultural worker families (prevention of child labour, neglect and abuse, reporting and intervention) must not be limited to reporting only and must also include case tracking.
- There must be activities to improve living spaces of seasonal migrant agricultural workers including levelling the ground under their tents, introducing safe ways to solve their problem of heating, and providing toilets that guarantee basic privacy and hygiene needs. In relation to relevant activities in these fields, participatory and empowering models must be developed together with the target group, a guide must be developed to describe methods to be used and lessons drawn from these practices must be recorded for further dissemination.

- It is observed that Syrian seasonal migrant agricultural workers live in the same place for many years, they rent the area of their tent settlements in some cases, and have had their electricity and water supply connections made, but problems like open electricity cables and unguarded water canals still await a solution. Particularly in tent settlements areas that are paid for, infrastructural facilities must be addressed in the context of legal assistance or social service activity.
- It is observed that facilities like toilets and bathing places are provided in METIP areas for seasonal migrant agricultural workers, but these places are separated by fences from where agricultural workers live and barbed wire is sometimes used. It is known that there are problems deriving from the misuse of such spaces. To eliminate these problems there must be a model ensuring community participation to the management of such spaces, working rules of the model must be laid down and implementation must be monitored.



END NOTE

¹ Acemođlu ve Robinson (2018), p. 428



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ANNEXES

ANNEX A International Conventions Relating to Minorities and the Roma

Convention	Comment
European Convention for the Protection of Human Rights and Fundamental Freedoms (1950)	Under ECHR (Art. 14) the enjoyment of the rights and freedoms set forth in the Convention shall be secured without discrimination on any ground such as "sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status". The Convention was ratified by Turkey in 1954.
European Social Charter (1965)	In the preamble of the European Social Charter it is stated that "the enjoyment of social rights should be secured without discrimination on grounds of race, colour, sex, religion, political opinion, national extraction or social origin." The European Social Charter was ratified by Turkey in 1989 with some reservations.
International Convention on the Elimination of All Forms of Racial Discrimination (1969)	States Parties undertake to pursue by all appropriate means and without delay a policy of eliminating racial discrimination in all its forms and promoting understanding among all races (Art.2). The Convention was ratified by Turkey in 2002 with some reservations.
United Nations Covenant on Civil and Political Rights (1976)	States Parties guarantee the rights of minorities to enjoy their own culture, to profess and practise their own religion, or to use their own language (Art.27). Turkey ratified the Covenant in 2003 reserving the right to enforce Article 27 according to relevant provisions and procedures of the Lausanne Treaty of 24 July 1923 and its annexes.
UN Covenant on Economic, Social and Cultural Rights (1976)	States Parties undertake to guarantee that the rights enunciated in the Covenant will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status (Art.2) . The Covenant was ratified by Turkey in 2003 with some reservations
International Covenant on Economic, Social and Cultural Rights (1966)	The States Parties undertake to guarantee the equal right of men and women to the enjoyment of all economic, social and cultural rights without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. The Covenant was ratified by Turkey in 2003 with some reservations
UN Convention on the Rights of the Child (CRC) (1989)	The CRC provides for rights that are to be exercised by all children without any discrimination (every human being below the age of 18 is a child). Turkey ratified the CRC in 1995 reserving the right to interpret the provisions of some articles (Articles 17, 29, 39) in line with the provisions of her Constitution and the Lausanne Treaty of 24 July 1923.
Framework Convention for the Protection of National Minorities (1995)	The Framework Convention establishes principles to be respected and obligations deriving thereupon to ensure that the rights of national minorities and individuals belonging to national minorities are effectively protected. The Convention is not yet signed by Turkey.
European Charter for Regional or Minority Languages (1998)	States Parties undertake to base their policies in respect of regional or minority languages, within the territories in which such languages are used according to the situation of each language The charter is not yet signed by Turkey.

ANNEX B Studies and Projects on Syrian Nomadic and Semi-nomadic Communities Conducted in Turkey

TDate	Survey/Project Title	Author/Institution	Target Group	Survey Area
2006	Outlook of Rom, Dom and Lom Groups in Turkey	Suat Kolukırık / Süleyman Demirel University	Roms, Doms and Loms	Turkey
2010	Politicization and Organization Experience of Gypsies of Turkey	Başak Akgül / Boğaziçi University	Gypsies / Roma	Turkey
2011	Difficulties in Roma Access to Social Rights: Comparison of Roma and Dom Communities	Selin Önen / Middle East Technical University	Rom, Dom and Lom Groups	Edirne, Diyarbakır
2011-2012	European Roma Rights Centre Report / Country Profile 2011-2012	European Roma Rights Centre	Gypsies / Roma	Turkey
2015	Nowhere to Turn: The Situation of Dom Refugees from Syria in Turkey	Yeşim Yaprak Yıldız	Roms, Doms and Loms	Turkey
2016	Syrian Dom Migrants Current State Study	Development Workshop	Roms, Doms and Loms	Şanlıurfa, Gaziantep, Adana, Mersin
2017	Ignored Inequality: Roma Access to Housing and Education in Turkey	International Minority Rights Group and Zero Discrimination Association	Gypsies / Roma	İstanbul, Edirne, İzmir, Uşak, Gaziantep, Hatay, Diyarbakır
2017	From The Occupation Of Iraq To "The Arab Spring": Gypsies In The Middle East	Kemal Vural Tarlan	Syrian Rom, Dom and Lom Groups	Syria, Turkey, Lebanon, Jordan
2018	Report on Needs Assessment for Urban Syrian Refugees in Tarlabaşı/ İstanbul Receiving Assistance from Tarlabaşı Community Centre	Tarlabaşı Community Centre	Gypsies / Roma	İstanbul
2018	Suggestion for a Regional Social Inclusion Strategy: Turkey, Lebanon and Jordan; Encouraging the Integration and Social Adaptation of Syrian Dom Migrants	Kırkayak Culture Association	Syrian Rom, Dom and Lom Groups	Syria, Turkey, Lebanon, Jordan
2014	Rodimata Project	Zero Discrimination Association and Social Change Society	Roms, Doms and Loms	Roma Associations in Turkey
2014-2016	Urgent Intervention Programme	SGDD-ASAM / (BMMYK)	Syrian refugees	Adana, Şanlıurfa
2016-2017	There must absolutely be a job! Project	İzmir Roma Social Assistance and Solidarity Association	Gypsies / Roma	İzmir
2017	Project on Roma Empowerment through the Empowerment of Women	AKROMFED	Gypsies / Roma	Mersin, İzmir
2017	Project on Supporting the Rights of Syrian Doms and Other Relevant Groups from Lebanon, Jordan and Syria	Kırkayak Culture Association	Syrian Rom, Dom and Lom Groups	Syria, Turkey, Lebanon, Jordan
2019	Mobile Shower and Washing Machine Project	İlk Umut (First Hope) Association	Syrian Rom, Dom and Lom Groups	Gaziantep

ANNEX C Current Situation Assessment Form

.....PROVINCEDISTRICT

SYRIAN NOMADIC/SEMI-NOMADIC COMMUNITY SETTLEMENTS

PRESENT SITUATION IDENTIFICATION FORM

Place of settlement no. :

(Each settlement place will be given a number by a data collector)

Name of settlement place :

Date at which the form was filled out :

Full name of the person who filled out the form :

Hello, my name is

I am from the Development Workshop.

The Development Workshop is a non-profit cooperative established to give support to the social and economic development process in Turkey.

We are presently engaged in collecting evidence for a programme funded by the European Union and to be implemented by GOAL to identify the basic needs of Syrian semi-nomadic groups (i.e. communities of Dom, Lom, Abdal, etc.) living in the Gaziantep, Adana and Şanlıurfa provinces and to accordingly guide relevant advocacy activities to be carried out.

There will be no in-cash or in-kind payment and/or support in return for participation to this work. Nevertheless, information and experience you share by taking part in this work will be used to contribute to your easier access to various forms of support including humanitarian assistance, services in education, health and housing and cash assistance.

The interview will take about an hour.

IMPORTANT: Brief information about the community living in the neighbourhood will be sought and this process will also give begin the interviewing process. There will not be only one source of information, but information will also be gained from others including the neighbourhood headman, municipal police and GOAL staff. The purpose here is to get an overall picture of the neighbourhood.

What part of Syria did nomadic and seminomadic people living in this neighbourhood come from? Where have they been since coming to Turkey? When did they settle in this neighbourhood? For how long do they plan to stay here? What other places will they move to and for what?

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

1 LOCATION OF SETTLEMENT PLACE

1.1 District:

1.2 Village/neighbourhood:

1.3 A note will be added about the position of the neighbourhood in the district. What kind of settlement? What is its overall socioeconomic status? (This part will be filled in after the interview)

.....

.....

.....

1.4 Name of family health centre in charge of serving the neighbourhood

.....

1.5 Name of primary school most closely located to the neighbourhood:

.....

1.6 Name of secondary school most closely located to the neighbourhood

.....

1.7 Name of high school most closely located to the neighbourhood

.....

1.8 Languages spoken by the community in the neighbourhood (More than one option may be marked):

- | | |
|------------------------|-------------|
| Turkish | (...) |
| Arabic | (...) |
| Kurdish | (...) |
| Domca (Domarice) | (....) |
| Turcoman | (....) |
| Other (please specify) | (...) |

1.9 The ethnic group most concentrated in the neighbourhood:

- | | |
|------------------------|-------------|
| Dom | (...) |
| Lom | (...) |
| Abdal | (...) |
| Gevende | (....) |
| Aşık | (....) |
| Other (please specify) | (...) |

2 DEMOGRAPHIC SITUATION

More than one person will be interviewed for this data and average of the responses will be taken.

Household: A single person or a group of people with or without kinship ties living in the same dwelling, jointly meeting their sheltering, food, etc. needs, and taking part in household services or management.

2.1 Total number of households :

2.2 Average household size :

2.3 Total population :

2.4 Total number of children (0-17 age) :

2.5 Mobility status Nomadic Semi-nomadic Settled

If nomadic;

Places moved to?

Times of moving?

Reasons of moving?.....

3 EDUCATION

3.1 Approximate number of neighbourhood children attending school by school type

At least 5 persons will be interviewed for these data and the average of responses will be taken. "ZERO" will be inserted if there is none attending school.

Number of children attending preschool:

Number of children attending primary school:

Number of children attending secondary school :

Number of children attending high school:

The following questions related to education will not be asked if there is nobody attending school.

3.2 Ways that school children from the neighbourhood reach their schools

More than one option may be selected.

- School service (free)
- School service (paid for)
- Municipal / public bus
- Minibus / dolmuş
- Private vehicle
- By walking
- Other (please specify)

3.3 Names of the schools that children attend

Primary school (s)

Secondary school(s)

High school(s)

3.4 If there is a school transportation system, to which school does it take children to?

..... primary school

..... secondary school

..... high school

4 HEALTH

4.1 Facilities that health services are received from

More than one option can be marked.

..... Family Health Centre

..... Devlet Hastanesi

Private doctor/cabin

Ambulance

4.2 Approximate number of children and adults in the neighbourhood who have disabilities and chronic illnesses

More than one person will be interviewed for these data and the average of the responses will be taken. Data providers will be informed about the situations of people with disabilities.

	Child	Adult
Physical disability		
Mental disability		
Visual disability		
Hearing disability		
With chronic disease		

Chronic disease: Any illness, disability or disorder that persists for a long time despite medical treatment and rehabilitation.

4.3 What are the 3 (three) most common health problems of neighbourhood dwellers?

More than one person must be interviewed, most frequent responses must be taken down and details must be sought. If necessary, data must also be sought from the local family health centre.

- 1.
- 2.
- 3.

5 EMPLOYMENT AND INCOME STATUS

5.1 Most common fields of employment for neighbourhood dwellers

More than one person must be interviewed and most frequently given 2 responses must be marked for males and females.

	Adult		Child	
	Male	Female	Boy	Girl
Musician				
Street seller (florist, rosary beads, secondhand goods, etc.)				
Construction work				
Fortune teller / witchdoctor				
Traditional vocations (coppersmith, basket making, sieve maker, dentist, circumciser, blacksmith, etc.)				
Peddler				
Cleaner				
Beggar				
Seasonal (local/migratory) agricultural labourer				
Hard waste collector (metal, paper, glass, etc. waste)				
Other (please specify)				

5.2 At what age do neighbourhood dwellers start working?

More than one person must be interviewed and the lowest age stated must be taken down.

Males Females

5.3 Is any assistance extended to the place of settlement? If yes, when was the last time? How many households benefitted?

More than one can be marked.

- | | |
|---|-------------------------------|
| <input type="checkbox"/> Cash assistance | When was the last time? |
| <input type="checkbox"/> Food assistance | When was the last time? |
| <input type="checkbox"/> Household items | When was the last time? |
| <input type="checkbox"/> <i>Medicine support</i> | When was the last time? |
| <input type="checkbox"/> Other (please specify) | When was the last time? |

6 HOUSING AND LIVING ENVIRONMENT

6.1 Housing Types:

Please select the housing types most common in your neighbourhood.

- Store - Depot
- Tent
- Tent set up in a courtyard or around houses
- Flat in an apartment
- Shelter (annex to a building)
- Basement flat (spaces which are not normally rented as a flat, such as a storage space)
- A room in a flat
- Incomplete flat/house
- Independent house
- Derelict building
- Other (please specify)

6.2 Number of homeless adults in the neighbourhood:

Number of homeless children in the neighbourhood:.....

6.3 Materials used in constructing dwellings in the neighbourhood

For this data, more than one person will be interviewed and the average of the responses will be taken.

	Average number of dwellings
Type of Dwellings	
Nylon tent	
Cloth tent	
Canvas tent	
Container	
Briquette dwelling	
Reinforced concrete	
Brick dwelling	
Other (please specify)	
Konutların Zemini	
Earth	
Concrete	
Loose gravel	
Hardwood/rugs	

After observations are conducted in the neighbourhood, details about dwellings will be written here (i.e. occupied houses, vacated buildings, roof status, tents in yards, etc.):

.....

.....

.....

6.4 Are there households paying rent? Yes No

If yes:

How many HHs?

Average amount of rental TL/month

6.5 Drinking and use water availability in neighbourhood

If there is more than one source most widely used one must be marked.

Water sources	Drinking	Use
Water well / pumped water		
Canal (stream) water		
Network water		
Neighbourhood fountain		
Water tank		
Fetches water (plastic cans, etc.)		
Other (please specify)		

6.6 Is there sanitation/waste water sewer network in the neighbourhood?

- Yes No

Explanation will be given about the state of sanitation/sewage system:

.....

6.7 Is there an electricity supply in the neighbourhood?

- Yes, permanently Partly None

Overall situation in regards to electricity use (where does it come from, are electricity bills paid, etc.):

.....

6.8 Is there an power supply from any other source than mains electricity?

- Yes No

If yes, how?

- Solar panel Generator Accumulator Other

If there are households using solar panel for electricity production, their number

6.9 Explanation will be given about the state of street lighting in the neighbourhood (if any, is it sufficient, etc.):

.....

.....

.....

.....

.....

6.10 Has there ever been a security problem in the neighbourhood? (theft, violence, etc.):

.....

.....

.....

.....

.....

6.11 Explanation will be given about the heating devices used by households (stove, etc.) and their fuel (firewood, coal, etc.):

.....

.....

.....

.....

.....

6.12 What households use for cooking

- Gas tube
- Open oven
- Electric/gas furnace/oven
- Common furnace
- Bread furnace
- Other (please specify)

Explanation about cooking methods:

.....

.....

.....

.....

.....

6.13 Is waste collected in neighbourhood?

Only one should be marked

- Yes, daily
- Once in a week
- Fortnightly
- Once in a month
- Occasionally
- Never

Explanation about presence of wastes/waste collection in neighbourhood (are there wastes around):

.....

.....

6.14 Is the place of settlement medicated (i.e. against flies, vermin, rodents, harmful organisms, etc.)?

Only one should be marked

- Regularly
- Occasionally
- Never

Explanation about flies, vermin, etc. in neighbourhood:

.....

.....

6.15 Is there any neighbourhood space where can children play, engage in sports, etc.?

Yes

No

If yes, explanation must be given about the characteristics of this space:

.....

6.16 Is there any adult (for example an adult family member) keeping an eye on children while they are playing and partaking in sports (in any open space or a special space allocated to children)?

Yes

Partly / Some children / Sometimes

No

6.17 Are there unregistered people among the neighborhood community?

Yes

No

If yes, how many are you estimated?

6.18 How many unregistered people in the neighbourhood?

Yes

No

6.19 Is there anyone you consult or request support from when you experience problems in your neighbourhood? If yes, who? What kind of support do you receive? Contact details should be obtained.

.....

ANNEX D In-depth Interview Form

.....PROVINCEDISTRICT

SYRIAN NOMADIC AND SEMI-NOMADIC COMMUNITY SETTLEMENTS

IN-DEPTH INTERVIEW QUESTIONNAIRE

Place of settlement no. :

(The number of settlement place given in the baseline form will be entered)

Name of settlement place :

Date of interview :

Full name of interviewer :

Full name of interviewee :

Sex of interviewee :

Age :

Tel :

Language used in interview? :

Hello, my name is

I am from the Development Workshop.

The Development Workshop is a non-profit cooperative established to give support the social and economic development process in Turkey.

We are presently engaged in establishing evidence for a programme funded by the European Union and implemented by GOAL to identify the basic needs of Syrian semi-nomadic groups (i.e. communities of Dom, Lom, Abdal, etc.) living in the Gaziantep, Adana and Şanlıurfa provinces and to accordingly guide relevant

advocacy activities to be carried out.

There will be no in-cash or in-kind payment and/or support in return for participation to this work. Nevertheless, the information and experiences you share by taking part in this work will be used to contribute to your easier access to various forms of support including humanitarian assistance, services in education, health and housing and cash assistance.

The interview will take about an hour.

1 EDUCATION

The purpose in this section is not to check whether there are household members attending school (i.e. children in particular) but to find out, together with other interviews, the factors that impact school enrolment and attendance, in case there are school-attending household members. This also means finding out the reasons that keep children out of school. Eventually it is an effort to obtain data so as to plan what can be sustainably done to support school enrolment and attendance in the plan to be developed after the survey. Hence, questions are formulated in a way to find out both reasons and possible methods that can be used.

1.1 How many members do you have in your household?

1.2 How many children under age 18 are there in your household?

Children	Age	Sex	Is he/she attending school? (1) Regularly (2) Yes, but with too many school absences (3) School dropout (4) Never been to school	Why? If (1) what makes this happen? If (2) what are the reasons for missing school? If (3) why did he/she drop out? If (4) why has he/she never been to school?
(1)				
(2)				
(3)				
(4)				
(5)				
(6)				

(Questions no. 1.3. and no. 1.4 will be asked in case the interviewees has children attending school or recently finished/dropped out of school)

1.3 Have you experienced problems related to school? If yes, what kind of problems?

.....
.....

1.4 How do children commute to their schools?

.....
.....

1.5 What are your expectations from education? How do you think their education contributes to their lives?

.....
.....

1.6 What do children do during their time out of school?

.....
.....

1.7 What do your children not yet at school age do during the day? What do they have to respond to their needs such as playing, etc.?

.....
.....

2 HEALTH

The purpose in this section is not to identify the health problems of the family of the person interviewed but to find out, together with other interviews, the factor that ensures utilization of available health services when there is need. This also means finding about reasons why these groups do not or cannot use health services. Eventually it is an effort to obtain data so as to plan what can be sustainably done to support their access to health services in the plan to be developed after

the survey. Hence, questions are formulated in a way to find out both reasons and possible methods that can be used.

2.1 Where do you get health services? How frequently do you visit any health facility? What was the reason for your last visit?

.....
.....

2.2 *(To be asked in case there is any infant younger than 2 years in the household)* How frequently are infants (under age 2) taken to a doctor? In which case are they taken to one?

.....
.....

2.3 Are babies vaccinated regularly? If not, why? What are the problems you have related to this?

.....
.....

2.4 When are the children taken to a doctor?

.....
.....

2.5 Is there any family member with any serious health problems? If yes, what? How do you ensure his/her treatment/care?

.....
.....

2.6 Are there any problems you face in accessing health services? If yes, what kind of problems? How do you go about solving them? What would you want to have changed in this regard?

.....
.....

3 MOBILITY STATUS

The purpose in this section is to identify population's mobility and risks emanating from this mobility.

3.1 From where did you come here?

3.2 For how long have you been living here?..... months/years

3.3 Are you planning to move /migrate to any other place from here?

Yes

No

If yes, where, why and for what?

.....

3.4 Are there any problems you face in registering with the Migration Management? If yes, can you tell us about it? *(It will not be asked whether the interviewees are registered or the province of registration; it will be taken down if interviewee gives information about these matters)*

.....

4 EMPLOYMENT AND INCOME STATUS

The purpose in this section is to identify household income status and obstacles to their enjoyment of sufficient household income. Responses obtained from this section will be used to identify what can be done in terms of employment and income support for the empowerment of these groups.

4.1 Are there persons employed in your household? How many? What do they do? Are there household members under age 18 who are working?

.....

4.2 How do you find jobs? What difficulties do you face in finding jobs

(i.e. discrimination, lack of education)?

.....
.....

4.3 Can you provide for your basic needs? (food, housing, heating, clothing) In which one you are troubled with? How do you cope with these difficulties?

.....
.....

4.4 Do you receive any assistance from any institutions or individuals? If yes, assistance in what? To what extent does it help you?

.....
.....

5 HOUSING AND LIVING ENVIRONMENT

The purpose in this section is to identify housing conditions and living standards. Responses obtained from this section will be used to identify the support needed for these groups to ensure adequate living standards.

5.1 Do you pay rent? If yes, how much?

.....
.....

5.2 How do you provide for your drinking and usage water? Do you think it is safe?

.....
.....

5.3 What about electricity? If there is no supply how do you solve this problem?

.....
.....

5.4 Do you pay electricity and water bills? If yes, how much?

.....
.....

5.5 Do you have your own toilet and bathroom facilities (in your tent region giving you privacy)?

.....
.....

5.6 Do your children have beds of their own?

.....
.....

5.7 Do you face any problems in heating. If yes, how do you solve it?

.....
.....

5.8 How do you cook your meals? Do you have sufficient kitchen utensils (i.e. plates, glasses, forks, spoons, etc. sufficient for household members)?

.....
.....

5.9 What do you mostly have as a meal? What do you cook and eat? Do you have difficulty in accessing food and feeding your children? When did you last have meat? How do you share food on the table as a household?

.....
.....

5.10 When you want to move out of this neighbourhood how do you do it? What are your means of transportation? Do you face any problems in transportation? If yes, what kind of problems?

.....
.....

6 OTHER QUESTIONS

The purpose of this section is to identify the methods these social groups use in meeting their social needs and risks they are confronted with in this. Responses obtained in this section will be used to identify specific areas to be worked in to respond to needs of social support and relations.

6.1 Do you think there is prejudice against you in society? If yes, how does it affect you and in which areas? How do you think these prejudices can be changed?

.....
.....

6.2 How do you consider your communication with other groups you interact with in your environment? Any problems (violence, fight, etc.) between you and these groups from different cultures? If yes, can you tell us about it?

.....
.....

6.3 Have you ever faced any safety problems so far? Or were there times at which you thought you and your family were not safe? Do you think your living environment is risky in this sense? If yes, can you tell what kind of risks exist?

.....
.....

6.4 Are there problems experienced in the context of violence against women or children? Can you tell us about your community's outlook towards women? For example, what do you think about violence against women and children? Have you experienced some negative cases in this regard?

.....

.....

.....

6.5 Do you know where to report to or where to get help in case there is any problem with security or in the case of violence?

.....

.....

6.6 What are the three (3) main problems which you face in the neighbourhood where you live?

.....

.....

6.7 In your opinion, what are the three (3) main problems children face in your neighbourhood?

.....

.....

6.8 In your opinion, what are the three (3) main problems women face in your neighbourhood?

.....

.....

ANNEX E Focus Group Interview Form

.....PROVINCEDISTRICT
**SYRIAN SEASONAL AGRICULTURAL WORKERS FOCUS
 GROUP INTERVIEW QUESTIONNAIRE**

Place of settlement no. :

Name of settlement place :

Date of focus group interview :

Full name of interviewer :

Language used in interview? :

Hello, my name is

I am from the Development Workshop.

The Development Workshop is a non-profit cooperative established to give support to the social and economic development process in Turkey.

We are presently engaged in collecting evidence for a programme funded by the European Union and implemented by GOAL to identify the basic needs of Syrian semi-nomadic groups (i.e. communities of Dom, Lom, Abdal, etc.) living in the Gaziantep, Adana and Şanlıurfa provinces and to accordingly guide relevant advocacy activities to be carried out.

There will be no in-cash or in-kind payment and/or support in return for participation to this work. Nevertheless, the information and experiences you share by taking part in this work will be used to contribute to your easier access to various forms of support including humanitarian assistance, services in education, health and housing and cash assistance.

The interview will take about an hour.

Focus group participants

No	Name-Last name	Sex	Age
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			
15			
16			
17			
18			
19			
20			

Brief information will be collected about inhabitants of the settlement which will also give start to interview.

From what part of Syria and when did they come to Turkey?

Where have they been since arriving in Turkey?

When did they settle in this place?

How did they decide to come here?

1 DEMOGRAPHIC CHARACTERISTICS

- 1.1** How many households are there in this settlement? How many people live in these households? Is population decreasing or increasing? Which groups constitute the population here? Are there any among you without registration with the Migration Management and without identity cards? If yes, why don't they register? Is there anybody who had an identity card earlier, but is not renewing it?

2 EMPLOYMENT AND WORKING CONDITIONS

- 2.1** How many of those living in the settlement place are engaged in seasonal agriculture? In which seasons, crops and which stages of production? Any other means of subsistence? If yes, what are they?

- 2.2** How do you find the crop field/orchard you are going to work on? What kind of difficulties do you face in this process (i.e. discrimination, lack of education, etc.)? If there is any intermediary you work with do you know if this intermediary is registered or not?

2.3	How many hours a day and how many days a week do you work? Can you choose not to work if you don't want to? Can you determine the type of work you will do and your hours of work?
2.4	What is your daily wage in in seasonal migrant agricultural works? If there is any intermediary how much do you pay him?
2.5	At what age do inhabitants of your settlement start working? Is there any difference in this regard between males and females (i.e. in regard to age, type of work, wage rate, etc.)? What risks may working pose to children?
2.6	What kind of risks are you confronted with in the crop fields/orchards you are working on? Are protective clothing, equipment, etc. provided in cases like working with sharp objects?

3 LIVING CONDITIONS

3.1	How did you decide to settle here? When did you arrive in this area? If you were to make an assessment about your present living environment what would you say?
3.2	What do you think about the provision of basic needs of yours, like food, water and clothing? In which of your needs do you struggle with gaining? Is there any trouble particularly in reaching food? If yes, what kind of trouble?

3.3	Are there people paying rental for houses or tents in this settlement? If yes, what is the highest, lowest and average amount of rental? How do you make this payment? What difficulties exist?
3.4	Does your settlement in general or households receive assistance in cash, food, property or so? If yes, who benefits from this assistance? Is it sufficient?
3.5	How is drinking water and water for usage supplied in this settlement? Do inhabitants think this water is safe? Are there officials coming in to test water for this purpose?
3.6	Is this place connected to electricity network? If yes, do you subscribe? Or do you use electricity in some other ways? How much is your monthly electricity bill? Can you pay it? If there is no electricity in the settlement what do people do?
3.7	Is there street lighting in the settlement? If yes, what kind of lighting and is it sufficient? If not, what are its consequences? Are there any safety issues in this respect? If yes, what kind of problems?
3.8	How do you access heating in cold seasons? What do you use for that? Stove, fuel, etc.? Is it sufficient? If no, what would you like to have?

3.9 How do you cook your food? What do you use for this? Is there any open fire set up outside of house/tent for cooking purposes? Do you use a floor furnace to bake your bread? What kind of problems do you face in making food or bread?

3.10 How are wastes collected in your settlement? If not collected, what happens with waste? If collected, how frequently? What are the problems you face in relation to sanitation in your settlement?

3.11 Are there problems here related to flies, mosquitoes, insects, reptiles, etc.? If yes, what kind of problems? Is there any medication against it? If yes, at what intervals and is it sufficient?

3.12 By which means of transportation do you use to travel (i.e. province, district centre, etc.) from your settlement? Do you have any problems with transportation?

3.13 In your settlement, who do you meet and talk with other than persons you migrated with? In this settlement, what do women, men, children and the community as a whole do in their free time? Are there things that people want to do but cannot be done? If yes, what are they? What did you have in your life in this respect while you were back in Syria?

4 EDUCATION

4.1 What is the educational status of children in this settlement? Do you have children attending school? If yes, which schools are they attending? At what level of education are they now? In your opinion approximately how many children attend school and how many do not? What is the reason for children being out of school? What are the difficulties children face in enrolling and attending school? What kind of problems do they face in their schools (i.e. discrimination)? What can be done to encourage and increase school enrolment and attendance?

4.2 In this settlement, is there any educational and/or social facility (i.e. crèche, school) for children organized and operated by other institutions (i.e. corporate persons or civil society organizations)?

4.3 Is there any training for adults? If yes, what kind of training? If not, why? Have you ever asked for training? If yes, what happened then, what response did you get?

5 HEALTH

5.1 In which cases do you go to a doctor? Are there things you do for self-treatment before going to see a doctor? From where do you get healthcare when you get sick?

5.2 Is there regular health screening in your settlement? If yes, who conducts it? How do they do it and at what intervals?

5.3	Are children immunized in your settlement? If yes, which vaccines? How and at which intervals?
5.4	What are the top 3 (three) health problems that inhabitants of this settlement experience?
5.5	What are the 3 (three) most commonly observed diseases? (Diarrhoea, stomach ache, pain in abdomen, etc.)
5.6	What are the troubles you face in having better access to health services? What can be done to overcome these troubles?

6 GENERAL PROBLEMS

6.1	In your opinion what are the 3 (three) most fundamental problems of this settlement? How do you think they can be solved? What must be done?
6.2	(To be asked in case discrimination is not mentioned among problems listed above; but may still be asked for getting further detail) Do you think there is discrimination against you in the society? If yes, how does it affect you and in which areas? How can this discrimination be changed?

6.3	Are there risks that women in particular are exposed to? What are they?
6.4	Are there risks that children in particular are exposed to? What are they?
6.5	Do you know where to report to when there are any safety concerns, any problems with other groups around or when there are cases of violence or abuse involving women/children?
6.6	What are the factors that give rise to concerns about safety or future? What means do you have to cope up with these? What kind of support do you receive? Is it sufficient? What are the obstacles you face in receiving of sufficient support?
6.7	What is the most urgent need that must be met? What points should be particularly considered in meeting this need? Can all benefit equally from available assistance and support? If yes, how is this ensured? If no, why?

ANNEX F Institution/Actor Interview Form

QUESTIONS FOR INTERVIEWS WITH INSTITUTIONS

Representatives from relevant institutions will be informed about the survey, presented with project information documents and a brief explanation will be made about interviews foreseen.

In interviews to be conducted in Adana, questions included in the form will be asked in relation to both Syrian nomadic/semi nomadic communities and Syrian seasonal migrant agricultural workers. Responses to questions relating to these two separate target groups will be recorded using (DOM) and (MTI) distinction. Also, 4 additional questions that can be found at the end of the form will be posed.

- 1** Do you have information about nomadic/semi-nomadic Syrian communities in your province and areas where they live?

Additional/explanative questions in cases where insufficient response is obtained:

- a** Do you have information about the living conditions, basic problems and needs of these groups or do you have any knowledge about these issues?
- b** If yes, what kind of information and how it is obtained?

- 2** Which units are officially mandated to work for or deliver services to nomadic/semi-nomadic Syrian communities in your province?

- 3** Are there any activities/services conducted by your institution for these groups? If yes, can you give some detail? (i.e. regular health surveillance, mobile education, follow up of school attendance, etc.)

- 4** Is there any application made to your institution on behalf of these groups in relation to education, health and other services?

<p>5 Are there any representatives assigned to follow demands related to these groups? If yes, how are they designated?</p>
<p>6 Do you think these groups have adequate access to services they need? If not, what difficulties exist in your opinion, and what would you suggest to eliminate these difficulties?</p> <p>Additional/explanative questions in case no sufficient response is obtained:</p> <p>a What are the services that they most commonly use? How do they access these?</p> <p>b What are the services that they never use? Why?</p>
<p>7 How is social assistance for these groups is organized? What are the strong and weak elements of the present system?</p>
<p>8 Among your activities or activities of other institutions working in this field, are there some good practices that can be used to support meaningful and sustainable solutions for these groups? If yes, can you talk about them?</p> <p>Additional/explanative questions in case no sufficient response is obtained:</p> <p>a Is there any good practice in relation to these communities that you think as successful?</p> <p>b If yes, can you tell us more about this?</p>
<p>9 What are the weakest points in efforts made for these communities? What can be done for improvement?</p>
<p>10 In your opinion what are the strongest and weakest sides of these groups?</p>

11 Do you think there are prejudices against these groups or discriminatory treatment they are subject to? If yes, in what ways? Can you give examples?

Additional questions for Syrian seasonal migrant agricultural workers living in Adana:

12 What is being done to improve the living conditions of Syrian seasonal migrant agricultural workers living in tents in the Adana plain?

13 Are there Syrian agricultural intermediaries living in your province? If yes, what kind of work are they performing?

14 Can children of Syrian seasonal migrant agricultural workers living in tents in the Adana plain attend school? If not, what is the reason? What is being done to ensure these children's school enrolment and attendance? What else can be done?

15 What do you think about working children among Syrian seasonal migrant agricultural workers? How can these children be kept from working?

Closing information:

Thank you for sparing your time. The comments and information you have provided will be shared with GOAL anonymously. The report will not be shared with the public and will be used only to inform work to be conducted by GOAL.

ANNEX G Data Relating to Target Groups Collected by GOAL Turkey

As a result of activities carried out at social support centres and living spaces under the LINK programme implemented by GOAL Turkey with the financial support of European Civil Protection and Humanitarian Aid Operations Unit (ECHO) 1,430 persons were reached and their data was collected. Data was collected in the period between 26 December 2018 - 14 February 2020 by GOAL's protection case workers for the purpose of future interventions targeting vulnerabilities and protection risks of a specific target group which is characterized by the following: Exposure to abuse, exploitation, neglect and violence; psychosocial problems; limitations to freedom of mobility and family unity; deprivation of rights and services that are offered by relevant laws and regulations or problems in accessing these rights, services and opportunities.

The analyzed data were collected through forms called "Registration and Screening" and "Comprehensive Assessment", with different question groups. The questions in the Comprehensive Assessment form were asked only if the person (beneficiary) could be provided with support for his/her needs, considering the donor constraints

Those who were not going to be supported by GOAL, were only posed the basic questions in the Registration- Screening form, and then referred to other relevant service providers in GOAL's service map. Therefore, the questions that constitute the source for the database analyzed under these conditions were not fully answered by each client. This, in turn, led to the relatively high rate of missing data for some questions. Besides this, there have also been interviews where it was not possible to obtain answers from the interviewees who were posed the questions both in the Registration-Screening and Comprehensive Assessment Forms. The reasons for this are that the interviewees are not obliged to answer the questions. In some cases, beneficiaries interviewed did not want to answer, even if the questions were relevant. On the other hand, some questions were not asked by protection caseworkers, considering the client's situation, his/her area of interest, and needs that are considered to be more important and urgent within the case management dynamics.

Given these, it is important to evaluate some of the data that cannot be analyzed because of missing answers, in the light of above provided information in order to be able to put the analysis in a context

Of the clients, 24.3 per cent in Şanlıurfa, 37.8 per cent in Gaziantep and 37.8 in Adana reached the GOAL directly or were reached by the GOAL team. Of these persons, 51.4 per cent are males and 48.6 per cent are females. Distribution by gender and age groups is given below in Table G2.

Table G1. Provinces where Data is Collected

Şanlıurfa	348	24.3%
Gaziantep	541	37.8%
Adana	541	37.8%
Total	1,430	100.0%

Table G2. Age Groups and Gender Distribution

	Age Group	Gender			Age Group	Gender		
		Male	Female	Total		Male	Female	Total
Number	Age 0-5	157	133	290	Age 18-64	326	349	675
% in age group		54.1	45.9	100.0		48.3	51.7	100.0
% in total		11.0	9.3	20.3		22.8	24.4	47.2
Number	Age 6-9	83	75	158	65 and over	17	19	36
% in age group		52.5	47.5	100.0		47.2	52.8	100.0
% in total		5.8	5.2	11.0		1.2	1.3	2.5
Number	Age 10-13	90	66	156	Total	735	695	1430
% in age group		57.7	42.3	100.0		51.4	48.6	100.0
% in total		6.3	4.6	10.9		51.4	48.6	100.0
Number	Age 14-17	62	53	115				
% in age group		53.9	46.1	100.0				
% in total		4.3	3.7	8.0				

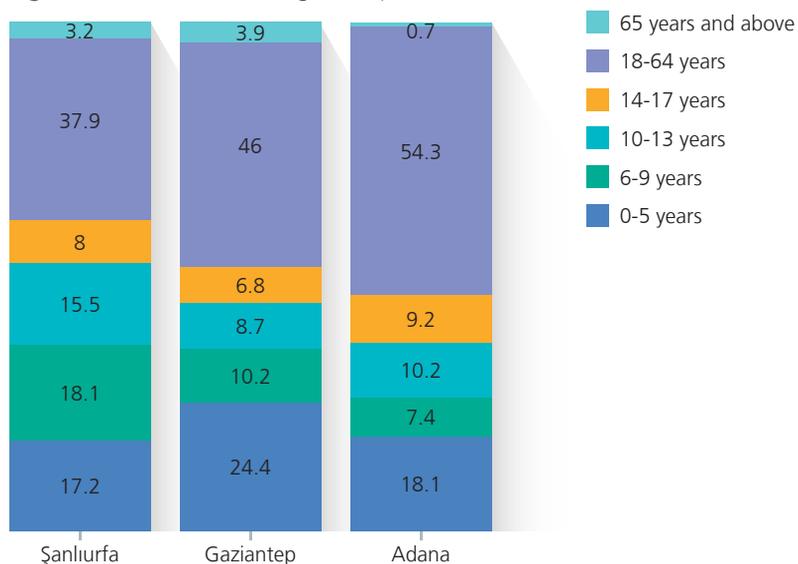
Figure G1. Distribution of Age Groups at Province Level

Table G3. Average Age by Province and Gender

Province	Gender	Average	Number
Şanlıurfa	Male	20.1	200
	Female	21.3	148
	Total	20.6	348
Gaziantep	Male	21.2	267
	Female	22.7	274
	Total	21.9	541
Adana	Male	19.6	268
	Female	21.0	273
	Total	20.3	541
Total	Male	20.3	735
	Female	21.7	695
	Total	21.0	1,430

Table G4. Marital Status of Clients

Marital Status	#	%
Single	832	58.2
Married	502	35.1
Widowed	73	5.1
Divorced	13	0.9
Separated	10	0.7
Total	1,430	100.0

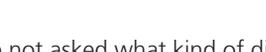
In general, gender distribution by age groups looks balanced. Similar to the findings of the field survey conducted by Development Workshop (DW) and General Directorate of Migration Management data, the age group 0-17 makes up 50 per cent of total population. Within this group itself, children in the age interval 0-5 are the most populous with their share of 36.7 per cent. As can be seen in Figure G1 in terms of provinces, the age group 0-5 concentrate in Gaziantep; age groups 6-9 and 10-13 in Şanlıurfa; and the age group 14-17 in Adana. The age group 18-64 which is considered as productive population concentrate first in Adana, followed by Gaziantep. The age group 65 and over constitutes a relatively smaller share in Adana and the highest share in Gaziantep.

As can be seen in Table G3 province and gender-based average ages suggest the existence of a quite young population.

As to marital status of clients, more than half (58.2 per cent) are single and about one-third (35.1 per cent) are married (Table G4). Since children 0 to 17 years old constitute a half of total population, it is normal that the share of singles is close to 60 per cent. Examining marital status by age groups, it is observed that child marriages in the age group 14-17, though quite rare, exist (0.4 per cent for the entire population and by 1.2 per cent among married clients). While 95 per cent of married persons are in the age group 18-64, 14 per cent of persons in this age group are singles. The average age of married persons is 34.5, 24 for single men and 25.5 for single women.

The easiest way to follow the educational status of participants on the existing database is to use the questions "do you have any diploma?" and "in which language(s) are you literate?" In the question about the existence of any diploma (primary, secondary, or high school and so forth), no response could be extracted from 27.1 per cent of all clients (388 persons in total). Of 1,042 persons who made a statement about diploma or whose responses were collected by GOAL case workers, 13.3 per cent have a diploma while the remaining said they had

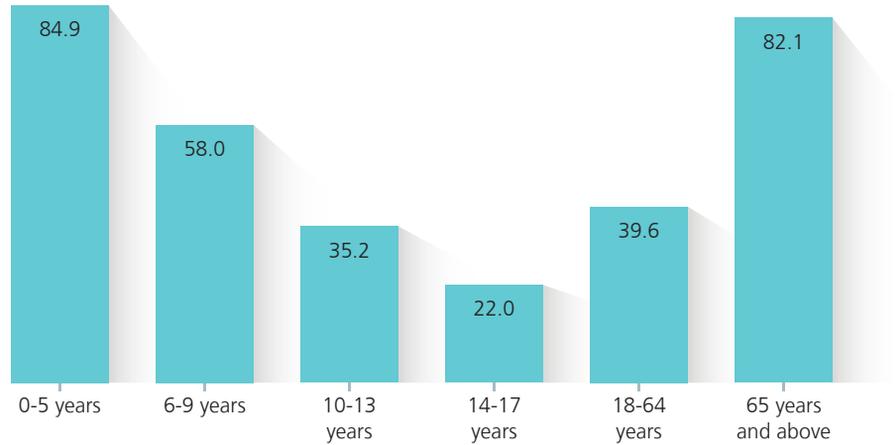
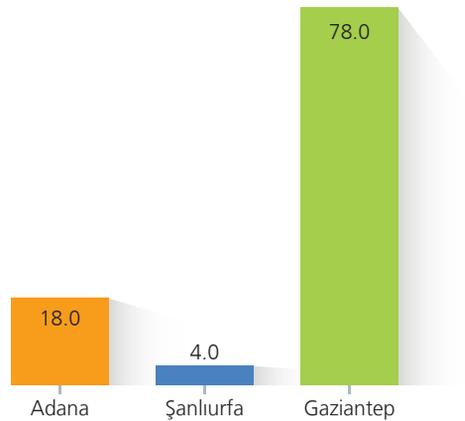
Table G5. Literacy Status

In which language are you literate?	#			%			Valid %
Illiterate	419	29.3		43.1			
Arabic / Turkish	16	1.1		1.6			
Arabic / Other	3	0.2		0.3			
Arabic/ Domari	1	0.1		0.1			
Arabic / Kurdish	7	0.5		0.7			
Arabic / Kurdish / Domari	1	0.1		0.1			
Arabic	466	32.6		47.9			
Turkish	19	1.3		2.0			
Other	41	2.9		4.2			
Sub-Total	973	68.0		100.0			
No response	457	32.0					
Total	1,430	100.0					

no diploma (86.8%). In this context, clients were not asked what kind of diploma they have. Within the framework of the answers received, it can be said that the school completion rate is low among the clients.

As can be seen in Table G5, no information could be obtained about the literacy status, which is another important education indicator, of 32 per cent of clients. Of the remaining who made a statement on this issue (973 persons in total) 43 per cent stated that they are illiterate. Among respondents, the share of those who are literate in Arabic is 48 per cent while only 2 per cent is literate in Turkish. In data collected it is not clear what the category "other" means and to which language(s) it refers.

Educational status by gender suggests that there is no significant difference between the number of male and female diploma holders though the number is slightly large for men. Of those who have no diploma, 54.3 per cent are males and 45.7 are females. Of those who stated to be illiterate, 47.3 per cent are males and 52.7 per cent are females. When there is no significant difference between females and males when literacy in Arabic is concerned (48.3 per cent and 51.7 per cent, respectively), men's literacy in Turkish is almost the double of women's literacy in Turkish (62.2 per cent and 36.8 per cent, respectively).

Figure G2. Percentage of Illiterate Persons by Age Groups**Figure G3. Percentage of Illiterate Persons by Provinces**

The distribution of illiterate persons by age groups (Figure G2) shows that 82.1 per cent of those at age 65 and over and 39.6 per cent of persons in the age group 28-65 are illiterate. This proportion is 58 per cent for children in the age group 6-9 and 84.9 per cent for the 0-5 age group.

Taking a look at the proportion of illiterates by provinces (Figure G3), relatively low proportion of illiterate persons in Şanlıurfa may be misleading since about half of cases where response could not be taken from the clients in this province. This once more points out to the importance of conveying data related to the educational status of clients in compliance with database.

Table G6. Languages Spoken

Language	#	%	Valid %
Turkish / Arabic / Domari	19	1.3	1.9
Arabic / Domari	10	0.7	1.0
Turkish / Arabic	219	15.3	21.8
Arabic / Kurdish	24	1.7	2.4
Arabic	591	41.3	58.7
Turkish	89	6.2	8.8
Kurdish	1	0.1	0.1
Turkish / Domari	3	0.2	0.3
Arabic / Kurdish / Domari	15	1.0	1.5
Turkish / Domari / Kurdish	5	0.3	0.5
Turkish / Arabic / Kurdish	11	0.8	1.1
Turkish / Arabic / Kurdish / Domari	3	0.2	0.3
Turkish / Arabic / Other	2	0.1	0.2
Arabic / Other	2	0.1	0.2
Other	12	0.8	1.2
Sub-Total	1.006	70.3	100.0
No response	424	29.7	
Total	1.430	100.0	

In the database there is no information about 29.7 per cent of 1,430 clients with respect to their native language and what other languages they can speak. This is mostly related to the data collection and client approach methods described above. Of the remaining 41.3 per cent said they could speak Arabic only. The DW survey findings also confirm that while there are some Turkish speaking groups among the target group, the majority speaks Arabic and/or Kurdish. Table G6 shows languages spoken by respondents.

As far as household size is concerned (Table G7), households of 5-8 members are dominant with a share of 49.5 per cent. It is followed by households of 1-4 members (31.2 per cent). Households with 1-2 members make up 8.2 per cent of total

households. The modal household size is 6 (17.4 per cent). Average household sizes for Adana, Gaziantep and Şanlıurfa are 6.8, 6.3 and 5.6, respectively. This is in line with the DW survey results that estimated the average household size as 6.8.

Table G7. Household Size of Clients

Household Size	#	%
1-4 persons	444	31.2
5-8 persons	705	49.5
9-12 persons	225	15.8
13 and over	51	3.6
Total	1,425	100.0

Table G8. Monthly Income Level of Clients

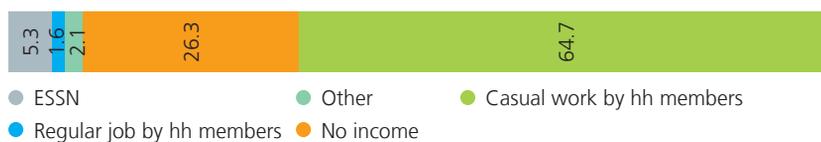
Income	#	%	Valid %
No Income	84	5.9	8.0
100-749 TL	228	15.9	21.6
750-1499 TL	499	34.9	47.3
1500-2249 TL	205	14.3	19.4
2250 TL and over	39	2.7	3.7
Sub-Total	1055	73.8	100.0
No response	375	26.2	
Total	1,430	100.0	

Table G8 gives average annual household incomes as stated by clients (with reference to the previous month). 26.2 per cent of clients included in the database made no statement on this. Of those who responded, 5.9 per cent said they had no income. The weight in the distribution is in the interval 750-1,499 TL. Almost all respondents have monthly incomes under 2,250 TL. Only 27.4 per cent of households have a member enjoying ESSN (Table G9). Similarly, it was stated in the DW survey that only 7 out of 20 nomadic / semi-nomadic interviewees and 50 per cent of the seasonal migrant agricultural workers at most have Red Crescent cards.

As can be seen in Figure G4, the major source of income is occasional daily jobs

Tablo G9. Receiving ESSN

Any household member enjoying ESSN?	#	%	Valid %
Yes	392	27.4	28.7
No	976	68.3	71.3
Sub-Total	1.368	95.7	100.0
No response	62	4.3	
Total	1,430	100.0	

Figure G4. Basic Sources of Income**Table G10.** Rental Payment

Do you pay rent each month?	#	%
Yes	497	43.0
No	602	52.1
No information	56	4.8
Total	1,155	100.0

(64.7 per cent). Only 1.6 per cent has regular income and they are in Adana and Gaziantep provinces. 74.4 per cent of those stating no income reside in Şanlıurfa (19.6 per cent in total, 81.1 per cent on provincial basis).

19.6 per cent of respondents did not say anything about their monthly rental payments (Table G10). Of the remaining, 43 per cent say they regularly pay rental and 52.1 per cent say they do not. The database includes information about monthly rent payment of only those who state to be paying rental regularly and the amount of these rental payments vary from 150 TL to 950 TL (Figure G5). According to this chart, rentals concentrate around 300 TL (19.3 per cent), 400 TL (18.7 per cent) and 500 TL (15.5 per cent). The average amount of rental paid is 388 TL. The average figures are 445 TL in Şanlıurfa, 362 TL in Gaziantep, and

483 TL in Adana. The average amount of rental is 350 TL in households with 1-4 members, 377 TL in households with 5-8 members, 422 TL in households with 9-12 members, and 490 TL in households with 13 and more members. These rental averages are higher than the rates declared by the nomadic and semi-nomadic Syrian communities (275 TL on average) in the survey conducted by DW.

Figure G5. Amounts of Monthly Rental Paid by Clients



Table G11 was developed on the basis of types of dwelling that respondents live in and living space explanations and descriptions that exist in the database. Two open-ended questions were made categorical by adhering to detailed descriptions of case workers during data analysis in order to present the current situation of the housing. In the explanations, descriptions such as “normal” “good” or “safe” that can be found in database generally refers to liveable dwellings. Houses with poor conditions are also described in detail. Though GOAL’s case workers described in detail some dwellings inhabited by clients, there are some dwell-

Table G11. Types of Housing

	#	%	Valid %
Tent	355	24.8	29.9
Construction/warehouse/shop/vacated building/container	39	2.7	3.3
Flat/house /gecekondu / separate house	699	48.9	58.9
Single room	94	6.6	7.9
Sub-Total	1,187	83.0	100.0
No response	243	17.0	
Total	1,430	100.0	

ings that are missing or mentioned without any classification. Hence, the statements like “normal”, “good” and “safe” are included in the “house” category below. Further, there is no (mostly) or very limited information about the dwellings of 243 clients (17 per cent) and these are therefore considered as “no response” based on the data collection method described above.

48.9 per cent of respondent live in a dwelling which can be considered as house. However, explanations made by GOAL case workers in relation to these places, similar to DW survey findings, clearly indicate that none of these places are fit for decent human living. Many houses have heating and hygiene problems. It is noted that there are many houses with broken windows needing repair. It is also noted that many houses have their bathroom and toilet availability problems.

24.8 per cent of clients live in tents. Of all who live in tents, 3.7 per cent are in Şanlıurfa, 11 per cent are in Gaziantep and 85.3 per cent are in Adana. Average household sizes are as follows: 5 for those living in tents; 7.2 for those staying in construction sites, warehouses, shops, vacated places and containers; 6.6 for those living in apartment flats, gecekonu and independent houses; and 6 for others living in single room dwellings.

Among ways of reaching clients, “reaching in their place” is the leading one with 82.4 per cent and it is the most frequently used way in Adana (Table G12). Then comes “self-referral” with 12.9 per cent, again the most frequent one Adana. The third is the “telephone call” with 2.4 per cent.

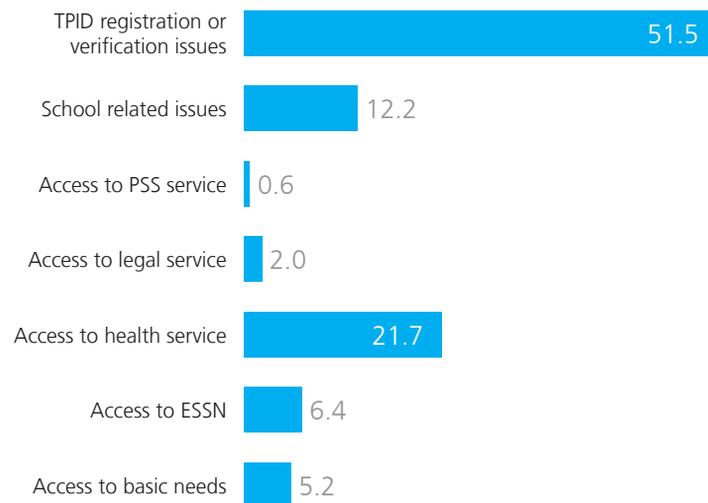
Table G12. Ways of Reaching Clients

		Şanlıurfa	Gaziantep	Adana	Total
On his site	#	312	400	466	1.178
	% in ways of reaching	26.5	34.0	39.6	100.0
	% in total	21.8	28.0	32.6	82.4
Awareness raising session	#	19	13	0	32
	% in ways of reaching	59.4	40.6	0.0	100.0
	% in total	1.3	0.9	0.0	2.2
Self-referral	#	9	30	43	82
	% in ways of reaching	11.0	36.6	52.4	100.0
	% in total	0.6	2.1	3.0	5.7
Telephone	#	2	7	25	34
	% in ways of reaching	5.9	20.6	73.5	100.0
	% in total	0.1	0.5	1.7	2.4
External referral	#	0	2	0	2
	% in ways of reaching	0.0	100.0	0.0	100.0
	% in total	0.0	0.1	0.0	0.1
Other	#	6	89	7	102
	% in ways of reaching	5.9	87.3	6.9	100.0
	% in total	0.4	6.2	0.5	7.1
Total	#	348	541	541	1.430
	% in ways of reaching	24.3	37.8	37.8	100.0
	% in total	24.3	37.8	37.8	100.0



Figure G6 gives the distribution of the needs of and challenges faced by clients. According to this, the most important difficulty faced by clients is related to problems in getting temporary protection document and confirmation of identity (51.5 per cent). This problem is most frequently expressed in Adana. It is followed by problems faced in access to health services (21.7 per cent) and its main location is Gaziantep province. With 12.2 per cent, problems related to school/education come third which is relatively more expressed in Şanlıurfa. With respect to problems faced, it is not possible to speak about any significant difference by gender; nevertheless, it can be added that problems in access to health services are more frequently expressed by women than men.

Figure G6. Needs of/Problems Faced by Clients (%)



Distribution of problems/challenges by age groups shows that problems related to temporary protection document and identity confirmation are expressed more frequently by children in the age group 0-17. Problems more frequently expressed by the age group 6-17 are related to schools/education. An important data in the context of schools/education is what household members say about children who are at school-age but not attending/cannot attend school. 27.1% of 1430 clients did not answer this question. This is mostly related to the data collection and client approach methods described above. Of the remaining, 29.7 per cent state that they have household members who are out of school despite being at school ages. There is 43.2 per cent saying "No" when this question was asked. Within the framework of data collection "no" means there is nobody in the household who is school-aged or who wants to attend to school despite being school aged. During the field survey conducted by DW, it was stated that none of the school-

aged children attend school in 7 out of 13 households. Among the estimated 6,000 children of seasonal migrant agricultural worker families living in 39 tent settlements on Adana Plain, there are 146 children attending primary school and only 3 attending secondary school and 1 attending high school.

At province level, it is observed that school-age children not attending school concentrate in the provinces of Adana and Gaziantep while Şanlıurfa is at the bottom with 11.6 per cent. On the other hand, considering that the majority of those who did not answer this question are from Şanlıurfa (67 per cent), it can be predicted that this ratio might be higher in Şanlıurfa.

Figure G7. Risks Faced by Clients (%)

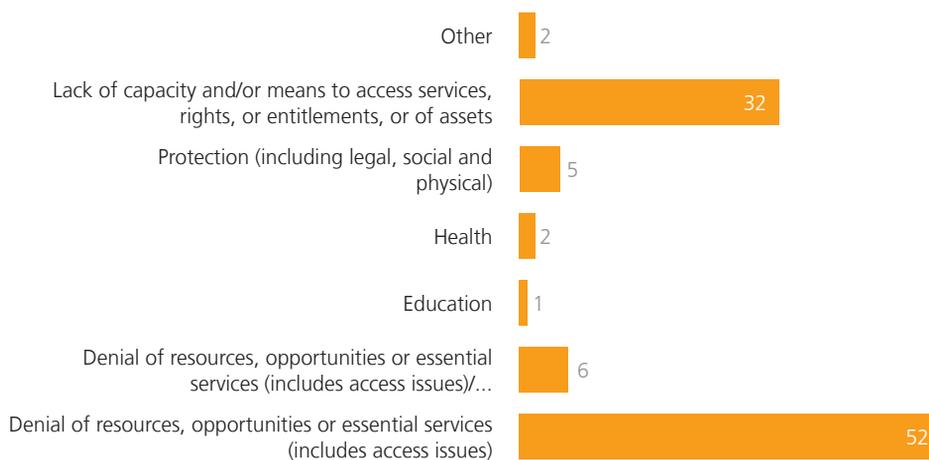


Figure G7 shows the distribution of risks that clients are confronted with. According to this, two types of risks are of special importance: Being deprived of resources, opportunities or services (by 52 per cent) and insufficiency of capacity and/or means in accessing available services, assistance and rights (by 32 per cent). These data suggest that clients covered by the service area of GOAL are both confronted with various obstacles and case of being ignored in reaching resources and services and also deprived of necessary information, endowment or means in utilizing resources or services. In gender terms, problems faced exhibit a balanced distribution with the exception of education in which females are three times as much in risk as males. The distribution of risks by provinces is shown in Table G-13.

Table G13. Provinces where Risks are Most Frequently Observed

Risk	Province
Deprivation of resources, opportunities or services / Protection	Adana
Deprivation of resources, opportunities or services (including problems in access) / Protection (including legal, social and physical)	Gaziantep
Education	Şanlıurfa / Gaziantep
Health	Gaziantep
Protection (including legal, social and physical)	Gaziantep
Shortage in capacity and/or means in accessing services, rights or assistance	Şanlıurfa / Gaziantep

As can be seen in Figure G8, in 64.4 per cent of clients all household members have their temporary protection identity documents. Similarly in the survey conducted by DW, it was stated by both the government authorities and during the interviews with the target group that a significant number of Syrian nomadic and semi-nomadic communities and seasonal migrant agricultural workers living in Adana, Gaziantep and Şanlıurfa apply for their temporary protection identity documents. No significant difference can be observed when examining the distribution of clients and household members not having their temporary protection identity documents by gender. At province level, on the other hand, Adana is at the top of the list with 49.2 per cent without identity documents, followed by Gaziantep (39.6 per cent) and Şanlıurfa (11.2 per cent). This should be evaluated in conjunction with the information given in Figure G6 that temporary protection identity document has its place at the top of problems faced by clients. Considering that access to all fundamental rights and services in health, education, social assistance, etc. is possible only with this identity document, it can be safely said that those who lack this document are the ones most troubled in having access to resources and services.

Lastly, the database includes opinions of clients whether they and their household members are in good relations with the Turkish people. Responses in this regard could be taken only from 51.3 per cent of 1,430 persons. Of those who responded 82.7 per cent say their relations are fine. Of those who think their relations are not good 74.8 per cent reside in Adana (Figure G9).

Figure G8. Possession of Temporary Identity Document

Does everyone in the household verify their tp id?

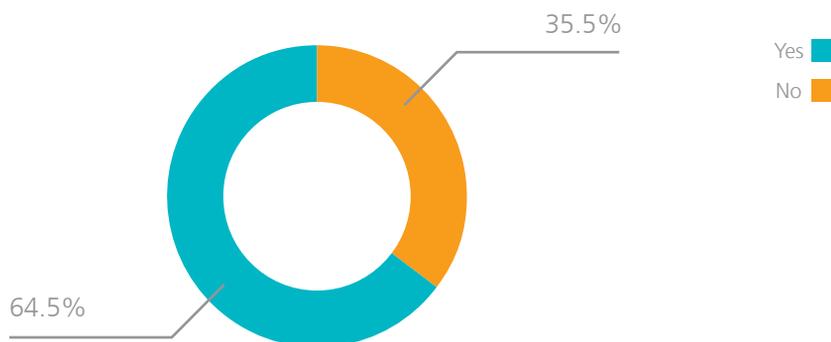
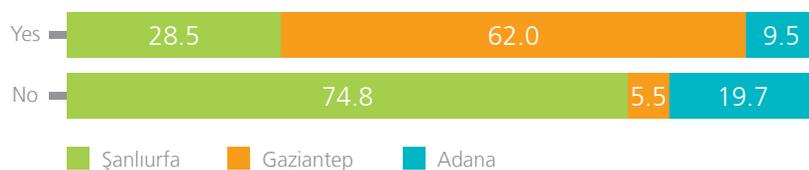


Figure G9. Opinions of Clients on their Relations with Turks

Do you and your family think you have good relations with Turks?





CONCEPTS and DEFINITIONS

Adana Plain

Located in the centre of Çukurova, it constitutes the core of the region. In general, the region and the Adana Plain are synonymous. The plain is Turkey's most extensive delta plain. Formed of alluvion carried by the rivers Seyhan and Ceyhan and the Berdan (Tarsus) Stream, it has a complex structure. The area known as the Adana Plan can also be thought of as divided into a number of small plains – such as the Yüreğir, Misis, Ceyhan, Haruniye, Osmaniye and Yumurtalık plains. The largest of these is the Ceyhan Plain, with an area of two million decares, followed by the Yüreğir Plan, with 1.25 million decares. (Kalkınma Atölyesi, 2016)

Agricultural Intermediary

Persons who act as a link between employers and workers in the seasonal agricultural process in exchange for pay and who play an important role in meeting the daily needs of workers during the work period. They are generally known to agricultural workers as elçi or dayıbaşı. Agricultural intermediaries have underlings known as çavuş to organise their affairs. Intermediaries are obliged to be registered with the Provincial Directorate of Labour and the Employment Agency. (Kalkınma Atölyesi, 2018)

Asylum-seeker

'A person seeking to be accepted as a refugee in a country and awaiting a decision on the application for refugee status under relevant international and national instruments. In case of a negative decision, the person must leave the country and may be expelled, as may any non-national in an irregular or unlawful situation, unless permission to stay is provided on humanitarian or other related grounds.' (IOM 2009: 49).

Child Labour

According to the ILO, child labour consists of the employment of children in work that is damaging to their physical and mental development, that prevents them from living out their childhood and harms their potential and dignity. According to UNICEF, child labour is "work that exceeds the maximum working hours and is harmful to the child, depending on the age of the child". In Turkey's national legislation, child labour has been defined in article 4 of the Directive on Procedures and Bases for the Employment of Children and Youth, based on article 71 of the Law 4857 on Employment. According to this article, a child worker is someone who has turned 14 but not 15 and has complet-

ed primary education, while a young worker is defined as someone who has turned 15 but not 18. The same article defines light work as that type of work which will not impede the school attendance and achievement of child and young workers and that will not obstruct their preparations for choosing a profession or professional education to which the child might be admitted by public bodies. (2017-2023 National Programme for Combating Child Labour)

Çavuş (sergeant)

A person who oversees the work of workers employed in fields or orchards and who helps the agricultural intermediary. (Kalkınma Atölyesi, 2018)

Gypsy

Gypsies are given different names in different countries, territories and languages of the world including: "Egypte" in Egypt; "Gypsies" in England; "Tsigane", "Bohemian", "Gitan" in France; "Zingari" in Italy; "Zigeuner" in Germany; "Gitanos" in Spain; "Gyphos" in Greek; "Athingan" in Byzantine; "Cingerije" in Serbian; "Lom" in Armenia; "Nawar" or "Dom" in Palestine; "Dom" in Syria; and "Poşa"¹ in the Caucasus. Although different theses have been forwarded as to the original land of Gypsies², examination of their languages and historical processes suggests that they spread to the world from Northern India³.

It is considered that the word "Gypsy" is used by other communities to degrade these people and to denote a lower social status⁴. These degrading connotations cause Gypsies to be seen as the other and thus it is preferred to use the term Roma instead. However, since the word Roma does not cover all Gypsy groups it is recommended to clarify which groups are meant when it is used. Considering all these, the present report will use the word Roma⁵, instead of Gypsy, to cover all groups leading nomadic or semi-nomadic life in its broadest sense.

Household

The Turkish Statistical Institute (TURKSTAT), defines the household population as a group of one or more people who may or may not be related, who live in the same place of residence or a part thereof, who meet their basic needs together and who take part in household services and management. For this study a household is deemed to be people who move together, stay under the same roof and share their incomes and expenses, 'eat from the same pot' and sometimes live together even if they are not relatives. (Kalkınma Atölyesi, 2018)

International Protection

'Legal protection given by an organisation in keeping with a mandate conferred by an agreement to ensure respect for rights identified in such international agreements as the 1951 Refugee Convention, the 1949 Geneva Convention and 1977 Protocols, right of initiative of the International Committee of the Red Cross, International Labour Organization conventions and human rights instruments' (IOM:2009:58).

Irregular migrant

A person who, owing to unauthorized entry, breach of a condition of entry, or the expiry of his or her visa, lacks legal status in a transit or host country. The definition covers inter alia those persons who have entered a transit or host country lawfully but have stayed for a longer period than authorized or subsequently taken up unauthorized employment (also called clandestine/undocumented migrant or migrant in an irregular situation). (IOM 2009:15). In the context of this report, the term "irregular migrant" has been used for foreign migrant workers employed in seasonal agricultural production without work permits, whatever their legal status in Turkey may be. (Kalkınma Atölyesi, 2016)

Migrant

Used to describe a person who has crossed an international boundary or changed living location within the borders of a single state. Migration is the movement of populations whatever its duration, characteristics or causes may be. This definition includes refugees, displaced persons, forcibly removed persons and economic migrants (IOM 2009: 22).

Migration

The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification. (IOM 2009: 22).

Migrant worker

Used to describe a person who has undertaken, undertakes or will undertake paid activity in a state of which he/she is not a citizen (International Conven-

tion on the Protection of the Rights of All Migrant Workers and Members of their Families, art 2(1), 1990). According to ILO Convention 97 on Migration for Employment (1949) and ILO Convention 143 on Migrant Workers (1975) art. 11, a migrant worker is someone who has or is migrating from one country to another for employment by another party and someone who has been admitted to a country as a migrant worker.

Nomadic

These are communities that settle in a specific area for some time, and then leave that settlement without any certainty whether they will ever return. They usually live in tents or desolate buildings. In some countries there are such groups travelling with motor-caravans.

Refugee

'A person who meets the criteria of the UNHCR Statute and qualifies for the protection of the United Nations provided by the High Commissioner, regardless of whether or not he or she is in a country that is a party to the Convention Relating to the Status of Refugees, 1951 or the 1967 Protocol Relating to the Status of Refugees, or whether or not he or she has been recognized by the host country as a refugee under either of these instruments.' (IOM 2009:42).

Seasonal Agricultural Production

Agricultural activities carried out at specific months/seasons of the year spanning the process from soil preparation to harvest. For livestock keeping, it encompasses animal care and fodder harvesting. (Kalkınma Atölyesi, 2018)

Seasonal Migratory Agricultural Worker:

Used to describe a person who participates in agricultural production for economic gain for at least one day in a location other than their home area but does not constantly work in the same job. (Kalkınma Atölyesi, 2018)

Semi-nomadic

These are communities that leave their settlements and move elsewhere within or out of their province for a period of time, but later return to their original settlements.

Temporary Protection Status

'An exceptional procedure accorded with the aim of offering urgent and temporary protection to persons arriving or immediately likely to arrive from a third country en masse and who cannot return to their country, particularly for the benefit of such persons or other persons requiring protection if there is a risk that it may not be possible to operate the asylum system without a negative impact on its effective implementation.' (IOM 2009: 19)⁶.

Tent Settlement

A tent settlement (camp, site, living area) is a location on the plain, by a road or by a canal where households interviewed as part of the study live, and which consist of tents generally made of cloth, nylon or plastic, with the households located closely together or more spaced out. (Kalkınma Atölyesi, 2018)



END NOTE

- ¹ Arayıcı (2008)
- ² Berger (2000)
- ³ Marushiakova (2001)
- ⁴ Council of Europe (2012)
- ⁵ Sampson (1923)
- ⁶ Geçici Koruma Yönetmeliği.
www.goc.gov.tr/files/files/03052014_6883.pdf



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