

Migration in Turkey: A Country Profile 2008



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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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Migration in Turkey:

A Country Profile

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ACRONYM LIST

BSEC	Organization of the Black Sea Economic Cooperation
CIREFI	Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration
EC	European Commission
EU	European Union
HRDF	Human Resources Development Foundation
ICMPD	International Centre for Migration Policy Development
IDP	Internally displaced person
ILO	International Labour Organization
IOM	International Organization for Migration
MIDPS	Migration and Internally Displaced Population Survey
NGO	Non-governmental organization
PKK	Kurdistan Workers Party
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Populations Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WGCC	Working Group on Combating Crime
WSF	Women's Solidarity Foundation

FOREWORD

International migration is a prominent feature of globalization and one of the defining issues of this century. Increasingly, migration entails economic, social, demographic, cultural, security and environmental effects on both sending and receiving societies. The task of formulating effective and coherent approaches for the management of international migration poses formidable challenges and frequently has led to regional initiatives such as Regional Consultative Processes (RCPs).¹ These initiatives – which address a wide range of migration issues including migration and development, integration of migrants, smuggling of and trafficking in persons, irregular migration and so on – often reflect the different migration agendas of governments even though the challenges they face may be similar in nature.

Within this context and considering its proactive role in various RCPs, the International Organization for Migration (IOM) signed a Memorandum of Understanding with the Organization of the Black Sea Economic Cooperation (BSEC) in 2006. One of the main aims of this agreement is to enhance cooperation in addressing irregular migration and combating trafficking in persons in the Black Sea region, an area that experiences significant migration challenges as a transit, origin, and destination hub for migrants. Consequently, in 2007, IOM launched the “Black Sea Consultative Process on Migration Management”, a joint project with the BSEC’s Working Group on Combating Crime (WGCC) (Particularly its Organized Forms).

The project aimed to contribute to effective migration management in the Black Sea region as well as combating irregular migration through strengthened regional cooperation and capacity building of relevant authorities in all twelve member states of the BSEC.² Specifically, IOM has drafted national **Migration Profiles** for those countries where such documents did not exist, and has reviewed and updated existing Profiles.³

Why country Migration Profiles? A concept and tool promoted by the European Commission (EC), the Profiles are an evidence-based approach to assess the migration situation in a country. IOM has adopted and further developed this

¹ Regional Consultative Processes bring together representatives of states, international organizations and, in some cases, non-governmental organizations (NGOs) for informal and non-binding dialogue and information exchange on migration-related issues of common interest and concern.

² Albania, Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Moldova, Romania, the Russian Federation, Serbia, Turkey and Ukraine.

³ Within the framework of the Slovenian presidency of the EU, IOM prepared Migration Profiles for the Western Balkan Countries including BSEC members Albania, Serbia and Turkey.

concept and has since implemented it in various regions such as the Balkans, Western and Central Africa, and Latin America. The intention is to contribute towards greater coherence of national migration policies and enhanced regional cooperation. This requires appropriate compilation of internationally comparable data among other features such as national coordination and cooperation among involved authorities and pursuit of an active international cooperation at bilateral, regional and global levels. The Profiles, using a common template, allow for comparability despite data limitations⁴ and different national contexts.

Furthermore, to ensure the legitimacy and recognized value of the Profiles, the BSEC member states and the BSEC WGCC provided substantial feedback on the Profiles. Drafted in IOM's office in Budapest and coordinated with IOM's Research Unit at IOM Headquarters in Geneva and the respective IOM office in each of the BSEC countries – to ensure high-quality – the Profiles also offer a set of policy recommendations for effective migration management in the region. These were thoroughly discussed during an expert meeting of the BSEC's WGCC in Istanbul on 10 September 2008. Subsequently, the recommendations were approved by the BSEC's Council of Ministers of Foreign Affairs that convened in Tirana on 23 October 2008.

This set of Profiles is the result of intensive cooperation between many individuals within IOM and among IOM and other stakeholders. The input of the following people is highly appreciated: Christine Aghazarm and Verónica Escudero, Research Unit in IOM Geneva, as authors of the regional overview and for their extensive review of all the Profiles, Frank Laczko, head of the Research and Publications in IOM Geneva, for his supervision throughout the project, IOM staff in IOM offices in all the BSEC countries, and the dedicated finance and administrative colleagues in IOM Budapest. Special thanks to IOM's 1035 Facility who funded this project. Moreover, particular gratitude is warmly given to the Organization of the Black Sea Economic Organization as the associate organization in this project, especially the Permanent International Secretariat who kindly arranged the meetings related to the implementation of the project. Not least, IOM gratefully acknowledges the support of the BSEC Member States in the production of the Profiles, above all for their input to their specific country profile and the endorsement of the regional migration policy recommendations.

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⁴ For a discussion on the quality and limitations migration data, see the regional overview.



Turkey – Basic facts	
Population (2005)	72,970,000
Total Area	780,580 sq. km
Gross Domestic Product (GDP) per Capita PPP	USD 7,753
Human Development Index (HDI) Rank	92 of 177
Net Migration Rate	-0.7 migrants/1,000 population
Sources: United Nations Department of Economic and Social Affairs, Population Division's World Population Prospects: The 2006 Revision Population Database; UN Development Programme Human Development Report, 2006.	

EXECUTIVE SUMMARY: GENERAL ASSESSMENT OF MIGRATION ISSUES

Throughout history, Turkey has been affected by diverse forms of migratory movements and refugee flows. Traditionally, Turkey has been a country of emigration with large numbers of its citizens migrating to Western Europe, particularly Germany since the 1970s. Based on a bilateral labour agreement, Turkish “guest workers” migrated to West Germany and in spite of expectations, remained there and settled with their families. Europe’s oil recession in the 1970s redirected the flow of the Turkish migrant labour force to the Middle East, and in the 1990s to the Russian Federation and Commonwealth of Independent States. As a result of emigration, remittance flows have been an important input to the country’s economy since the 1960s.

Turkey also has a sizeable refugee population abroad as well as an internally displaced population, mainly due to the internal conflict mainly due to hostilities opposing the Turkish army and the Kurdistan Workers Party (PKK)¹ between 1984 and 1999.

Since the early 1990s, the country has been positioned on the transit route for irregular migrants from Afghanistan, Bangladesh, Iraq, Iran, and Pakistan.² Turkey remains a destination for human trafficking in the Black Sea region, with victims usually coming from Moldova, Ukraine, Russian Federation, Kyrgyzstan, and Uzbekistan.

Turkey has also long been a country of destination for migrants, either economic migrants or refugees or asylum seekers. It has recently emerged as a destination for migrants from Eastern Europe and the former Soviet Union, as these new migrants envisage Turkey as a gateway to a new job, a new life, and a stepping stone to employment in the West.

The Iranian revolution, political turmoil in the Middle East, end of the Cold War, the Gulf War, and Turkey’s geographical location as a transit zone between the West and the rest of the world all contributed as historical events and forces that turned Turkey into a de facto country of first asylum.³ The country maintains

¹ It is recalled that the PKK was labelled as a terrorist organization by some agencies such as the EU.

² Kirişçi, K. (2003) Turkey: *A Transformation from Emigration to Immigration*, Migration Information Source, <http://www.migrationinformation.org/Profiles/print.cfm?ID=176>

³ Icduygu A., and E.F. Keymanö (2000) *Global Governance*, Volume 6, Issue 3, p. 383, Lynne Rienner Publishers.

a geographical limitation to its obligations under the 1951 Geneva Convention on the Status of Refugees in which it grants refugee status only to European asylum seekers. It has until recently ranked in the top three countries globally for resettlement of non-European refugees, with the main countries of destination for resettlement being the United States, Canada, and Australia.

Migration issues in Turkey are shaped by its efforts to become a member of the European Union (EU), which are creating pressures for an overhaul of its immigration and asylum policies. This is because the alignment of Turkey's migration policy and practice with the EU migration *acquis* and policies is one of the conditions for the country's accession to the EU. An issue of concern in Europe at present relates to the possible negative consequence of Turkey's potential membership in the EU, that is, the probability of a massive wave of migration from Turkey to EU's more prosperous members.

1. IMMIGRANTS

1.1. Total number of immigrants

..... 1,328,405 (2005)⁴
As percentage of total population..... 1.8% (2005)⁵
Gender ratio..... 52.6% female (2005)⁶

1.2. Status of immigrants

Permanent residence status

Table 1. Number of foreigners with residence permits in Turkey by reason of granting the permit (2005-2007)⁷

	2005	2006	2007
Work	23,184	23,381	24,881
Education	22,650	25,803	28,455
Other reasons	122,284	150,011	171,872
Total	168,118	199,195	225,208

Source: Directorate General of Security, Department of Foreigners, Borders and Asylum, Turkey.

⁴ United Nations Secretariat, Department of Economic and Social Affairs, Population Division (2005) *Trends in Total Migrant Stock: The 2005 Revision*.

⁵ Ibid.

⁶ Ibid.

⁷ Directorate General of Security, Department of Foreigners, Borders and Asylum, Turkey.

Refugees/asylum seekers

Table 2. Stocks of non-European⁸ refugees and asylum seekers in Turkey (as of 31 October 2007)⁹

Location	Female	%	Male	%	Total	%
"Satellite Cities"	2,860	43	3,811	57	6,671	58
Ankara	247	37	413	63	660	6
Eastern Border	459	33	927	67	1,386	12
Istanbul	1,004	41	1,443	59	2,447	21
Izmir	77	39	120	61	197	2
Unknown	75	41	110	59	185	2
Grand Total	4,722	41	6,824	59	11,546	100

Source: UNHCR.

Table 3. Inflows of non-European asylum applicants (1997 to 31 October 2007)¹⁰

Year	Iranians		Iraqis		Others		Total	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
1997	746	1,392	1,275	2,939	83	117	2,104	4,448
1998	1,169	1,979	2,350	4,672	124	187	3,643	6,838
1999	2,069	3,843	1,148	2,472	184	290	3,401	6,605
2000	2,125	3,926	791	1,671	108	180	3,024	5,777
2001	1,841	3,485	497	998	372	709	2,710	5,177
2002	1,456	2,505	402	974	219	315	2,077	3,794
2003	1,715	3,092	159	342	373	514	2,247	3,948
2004	1,225	2,030	472	956	540	912	2,237	3,898
2005	1,021	1,716	490	1,047	753	1,151	2,264	3,914
2006	1,343	2,297	364	722	1,094	1,534	2,801	4,553
2007	841	1,368	1,542	3,032	1,412	2,072	3,795	6,472

Source: UNHCR.

⁸ Turkey imposed a geographical and time limitation to its obligations under the 1951 Convention on the Status of Refugees, whereby only European refugees and asylum seekers fleeing events in their home country prior to 1 January 1951 could be granted access to asylum procedures. The time limitation was removed upon signing of the 1967 Protocol but the geographical limitation remains to this day. It is expected that the geographical limitation will be lifted by 2012. European asylum seekers are those who are coming from countries that are members of the Council of Europe.

⁹ UNHCR Turkey (2007) *Briefing Note*.

¹⁰ *Ibid.*

Table 4. Recognition rates (%) for non-European refugees (1997 to 2006)¹¹

Year	Iranians	Iraqis	Others	Overall Rate	Total Recognized (no.)	
					Cases	Persons
1997	52	25	24	35	578	unavailable
1998	56	30	30	40	891	2,230
1999	59	18	31	43	841	1,903
2000	57	27	28	49	1,186	2,726
2001	70	34	56	61	1,287	2,867
2002	72	38	35	63	1,344	2,885
2003	79	-	45	76	1,600	3,300
2004	75	-	31	69	934	1,748
2005	67	-	36	59	736	1,368
2006	90	-	39	79	1,051	1,878

Source: UNHCR.

Table 5. UNHCR resettlement departures from Turkey (2000 to 31 October 2007)¹²

Destination	2000	2001	2002	2003	2004	2005	2006	2007
Australia	318	154	297	339	313	131	101	92
Austria	1	-	-	4	-	-	-	-
Belgium	-	-	-	6	-	3	-	-
Canada	666	636	679	556	453	189	459	345
Denmark	5	25	267	3	5	-	1	-
Finland	162	97	266	71	143	148	119	86
France	-	4	2	-	-	-	-	-
Germany	19	38	75	78	28	-	4	1
Ireland	-	-	-	2	-	-	-	-
Italy	-	3	-	-	-	-	-	-
Israel	-	-	-	-	-	-	-	1
Netherlands	10	3	11	5	3	-	14	3
Norway	62	608	315	263	48	1	-	-
New Zealand	4	5	12	1	7	-	-	-
Poland	-	-	-	-	-	1	-	-
Sweden	122	200	302	109	252	7	2	13
Switzerland	7	1	-	1	3	-	-	-
United Kingdom	6	14	30	9	1	20	2	-
United States	952	959	662	1,488	1,036	762	907	1,830
Total	2,334	2,747	2,918	2,935	2,292	1,262	1,609	2,371

Source: UNHCR.

¹¹ Ibid.

¹² Ibid.

1.3. Main countries of origin of immigrants

Table 6. Immigration to Turkey according to 2001 Census¹³

Country of origin	No.
Germany	73,736
Bulgaria	27,470
Cyprus	13,844
Azerbaijan	9,127
Russian Federation	8,626
Netherlands	8,013
France	7,746
United States	7,561
Saudi Arabia	6,334
United Kingdom	5,708
Austria	5,557
Switzerland	5,370
Iran, Islamic Republic of	5,138
Iraq	4,617
Kazakhstan	4,153
Total	234,111

Source: Turkish Statistical Institute (TURKSTAT).

¹³ Turkish Statistical Institute (TURKSTAT), <http://www.turkstat.gov.tr>

Table 7. Estimates of migrant stocks in Turkey by country of origin, 2005¹⁴

Country	No.
Bulgaria	507,172
Germany	288,528
Kosovo (Serbia and Montenegro)	118,581
Greece	62,463
The former Yugoslav Republic of Macedonia	33,242
Netherlands	23,019
Romania	21,873
Russian Federation	20,944
United Kingdom	19,983
Azerbaijan	17,707
France	16,928
Austria	15,121
United States	14,323
Iran, Islamic Republic of	13,667
Cyprus	10,961
Switzerland	10,937
Afghanistan	10,164
Other countries	122,792
TOTAL	1,328,405

Source: World Bank, 2007.

Please note that the figures in the above tables may vary due to methodological differences in calculating migrant stocks. For exact definitions of the calculations and methodologies used, please refer to the original sources (in footnotes).

¹⁴ World Bank, Development Prospects Group (2008) *Migration and Remittances Factbook*. Data taken from Ratha, D., and W. Shaw (2007) *Bilateral Estimates of Migrants Stocks Database, South-South Migration and Remittances*, World Bank Working Paper No. 102, <http://go.worldbank.org/ON5YV3Y480>

2. EMIGRANTS

2.1. Total number of emigrants

.....4,402,914 (2005)¹⁵
 As percentage of total population.....6% (2005)¹⁶

2.2. Status of emigrants and countries of destination

Table 8. Statistics regarding Turkish nationals abroad (2005)¹⁷

Country	Number of Turkish Nationals	Employed Turkish Nationals			Unemployed Turkish Nationals	Unemployment rate	
		Dependent Employee	Independent Employee	Total		Turkish	General
Germany	1,764,041	458,243	64,600	522,843	210,821	32.5	11.7
France	359,034	87,992	5,000	92,992	21,275	25	9.9
Netherlands*	358,846	118,000	11,500	129,500	13,000	10.7	6.2
United States	250,000	114,000	--	114,000	--	--	--
United Kingdom	150,000	50,000	13,000	63,000	4,279	9.4	4.7
Cyprus	146,442	46,010	--	46,010	--	--	9.4
Austria	116,882	52,021	3,000	55,021	10,834	17.2	8.7
Saudi Arabia	115,000	115,000	--	115,000	--	--	--
Switzerland	75,448	34,200	818	35,018	4,382	9.8	3.4
Australia	63,000	23,500	6,000	29,500	5,000	14.5	--
Denmark *	54,859	21,165	2,609	23,774	4,406	20.8	5.8
Greece	48,880	3,563	--	3,563	--	--	--
Canada	41,000	29,000	--	29,000	--	--	--
Belgium	39,885	13,412	1,743	15,155	5,416	36	8.5
Sweden	34,965	5,000	--	5,000	1,500	13.4	5.8
Israel	30,000	6,000	--	6,000	--	--	10.3
Russian Federation	22,808	22,808	--	22,808	--	--	9

¹⁵ World Bank, Development Prospects Group (2008) *Migration and Remittances Factbook*.

¹⁶ Ibid.

¹⁷ Ministry of Labour of the Republic of Turkey, External Relations and Services for Workers Abroad, http://www.diyih.gov.tr/yayinlar/dosyalar/pdf/diyih_2005_raporu.pdf

Norway	15,356	--	--	--	473	7.3	3.6
Azerbaijan	15,000	10,500	--	10,500	--	--	10.7
Italy	14,124	6,414	--	6,414	--	--	9
Romania	12,000	3,200	--	3,200	--	--	--
Kazakhstan	10,000	4,472	1,139	5,611	--	--	--
Lebanon	7,748	188	--	188	--	--	--
Finland	7,000	--	--	--	--	--	--
Turkmenistan	7,000	6,000	170	6,170	--	--	--
Japan	6,309	1,300	--	1,300	--	--	--
United Arab Emirates	5,484	2,650	--	2,650	--	--	--
Afghanistan	4,500	4,500	--	4,500	--	--	--
Kyrgyzstan	3,380	1,967	--	1,967	--	--	--
Kuwait	3,262	2,660	120	2,780	--	--	--
Ukraine	2,250	1,900	--	1,900	--	--	3.7
Georgia	2,000	1,000	--	1,000	--	--	11.4
Other	42,875	22,881	190	25,293	--	--	--
TOTAL	3,829,378	1,269,546	109,889	1,381,657	281,386		

Source: Ministry of Labour, Turkey

* Number of dual citizens is included.

-- No data available

Table 9. Estimates of Turkish migrants abroad, 2007¹⁸

Country	No.
Germany	2,706,232
France	197,819
Netherlands	184,424
Austria	153,836
United States	100,325
Saudi Arabia	95,752
Bulgaria	95,248
Greece	66,402
Switzerland	61,861
United Kingdom	60,110
Belgium	46,324
Israel	41,162
Sweden	35,338
Denmark	32,472
Kazakhstan	30,650
Australia	29,997
Canada	19,021
The former Yugoslav Republic of Macedonia	16,253
Total	4,402,914

Source: World Bank, 2007.

Refugees/asylum seeker

Table 10. Number of refugees from Turkey by main countries of asylum¹⁹

Country	2004	2005	2006
Germany	128,419	122,891	175,579
Iraq	13,353	13,332	16,832
France	9,387	9,676	10,059
United Kingdom	8,602	9,055	9,200
Switzerland	5,613	5,501	5,516
Other	9,200	10,112	10,046
Total	174,574	170,567	227,232

Source: UNHCR.

¹⁸ World Bank, Development Prospects Group (2008) *Migration and Remittances Factbook*. Data taken from Ratha, D., and W. Shaw (2007) Bilateral Estimates of Migrants Stocks Database, *South-South Migration and Remittances*, World Bank Working Paper No. 102, <http://go.worldbank.org/ON5YV3Y480>

¹⁹ UNHCR (2005, 2006) Statistical Yearbook.

Table 11. Asylum applicants from Turkey by main countries of asylum²⁰

Country	2004	2005	2006
France	4,741	3,867	2,758
Germany	4,148	2,958	1,949
Austria	1,114	1,064	668
United Kingdom	1,590	950	175
Switzerland	1,154	723	693
Other	3,544	2,093	1,739
Total	16,291	12,465	7,982

Source: UNHCR.

²⁰ UNHCR (2005) Statistical Yearbook; UNHCR (2006) *2006 Global Trends: Refugees, Asylum Seekers, Returnees, Internally Displaced and Stateless Persons*.

3. REMITTANCES

3.1. Quantitative aspects of remittances

Table 12. Amount of incoming migrant remittances²¹

Year	2000	2001	2002	2003	2004	2005	2006	2007
Remittances (million USD)	4,560	2,786	1,936	729	804	851	1,111	1,200 (estimate)

Source: World Bank.

Remittances as a percentage of GDP (2006): 0.3%²²

Remittances as a share of exports (2003): 0.85%²³

Table 13. Worker remittances and selected indicators of Turkey, 1964-2000²⁴

Years	Remittances (million USD)	% of Imports	% of Exports	% of GDP
1964	9	1.7	2.2	0.11
1965	70	12.2	15.1	0.83
1966	115	16	23.4	1.14
1967	93	13.6	17.8	0.83
1968	107	14	21.6	0.59
1969	141	17.6	26.3	0.69
1970	273	28.8	46.4	1.53
1971	471	40.2	69.6	2.75
1972	740	47.3	83.6	3.43
1973	1,183	56.7	89.8	4.37
1974	1,426	37.7	93.1	3.82
1975	1,312	27.7	93.6	2.81
1976	982	19.1	50.1	1.84
1977	982	16.9	56	1.61
1978	983	21.4	43	1.46

²¹ World Bank, Development Prospects Group (2008) *Migration and Remittances Factbook*.

²² World Bank, Development Prospects Group (2008) *Migration and Remittances Factbook*.

²³ World Bank, World Development Indicators Database, April 2007.

²⁴ Tuncay, Osman, Neyaptı Bilin and Metin Özcan Kıvılcım (2005) "Determinants of workers remittances: The case of Turkey", *Emerging Markets Finance and Trade*, 41(3): 53-69.

1979	1,694	33.4	74.9	1.85
1980	2,071	26.2	71.2	3.01
1981	2,490	27.9	52.9	3.51
1982	2,140	24.2	37.2	3.32
1983	1,513	16.4	26.4	2.45
1984	1,807	16.8	25.3	3.01
1985	1,714	15.1	21.5	2.55
1986	1,634	14.7	21.9	2.16
1987	2,021	14.3	19.8	2.32
1988	1,776	12.4	15.2	1.96
1989	3,040	19.3	26.2	2.84
1990	3,246	14.6	25	2.15
1991	2,819	13.4	20.7	1.87
1992	3,008	13.2	20.4	1.88
1993	2,919	9.9	19	1.62
1994	2,627	11.3	14.5	2.03
1995	3,327	9.3	15.4	1.96
1996	3,542	8.1	15.3	1.95
1997	4,197	8.6	16	2.2
1998	5,356	11.7	19.9	2.69
1999	4,529	11.1	17	2.4
2000	4,560	8.4	16.4	2.29

Source: Central Bank of Turkey.

3.2. Qualitative aspects of remittances

Turkish banks play an important role in the transfer of remittances. To encourage remittances through banks, they give a special interest rate to foreign currency deposits and charge a low service fee to remittance transfers.²⁵ In addition to commercial banks, the Central Bank of Turkey provides migrants with a special bank account with higher interest rates than normal bank accounts. In 2004, the total amount of remittance deposits in the Central Bank of Turkey was € 14 billion.²⁶ However, informal transfers still constitute a significant part, although their scale is difficult to estimate.

²⁵ Orozco, Manuel (2003) *Worker Remittances: An International Comparison*, Inter-American Dialogue, Project commissioned by the Multilateral Investment Fund of the Inter-American Development Bank, http://www.thedialogue.org/publications/country_studies/remittances/WorkerRemittances.pdf

²⁶ İçduygu, A. (2005) *International Migrants Remittances in Turkey*, Analytic Synthetic Notes Demographic and Economic Module, CARIM-AS 2006/2007, European University Institute, Robert Schuman Centre for Advanced Studies, Florence.

Remittances are spent mainly on consumption items, subsistence of family members, and, in some cases, investment in property. They have proven to considerably increase the welfare of the receiving families even though they are not used predominantly for productive investments.²⁷

Table 14. Ways of spending remittances by household migration status, 2004²⁸

	Current migrant households	Non-migrant households
Daily expenses	75	84.9
Land/House	2.6	3.8
Medical expenses	9.2	7.5
Marriage expenses	3.9	1.9
Other items	9.2	1.9

Source: Koc, Onan, 2004.

Based on the findings of the 1996 Turkish International Migration Survey, which was part of a comprehensive study of Eurostat and the Netherlands Interdisciplinary Demographic Institute (NIDI), 12 per cent of all households received remittances of some kind: 54 per cent received cash; 18 per cent, goods; and the rest, a combination of cash and goods.²⁹

²⁷ Ibid.

²⁸ Koc, I., and I. Onan (2004) "International migrants' remittances and welfare status of the left-behind families in Turkey", *International Migration Review*, 38(1): 78-112.

²⁹ Ibid.

4. MIGRANT COMMUNITIES

4.1. Description of relationship between migrant communities/diasporas and country of origin

The **Ministry of Foreign Affairs, Directorate of Turks Living Abroad, Migration, Asylum and Property** is responsible for:

- legal migration of Turkish citizens
- issues related to Turkish citizens' integration with the host societies
- relations with associations of Turkish people and those of Turkish origin
- participation in the Migration Committee of the Council of Europe
- liaison with the International Labour Organization (ILO) in the field of legal migration
- meetings of the Inter-ministerial Joint Commission for Culture
- examination, assignment, and personnel rights of the teachers and religious personnel to be assigned abroad
- bilateral social security issues
- conduct of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

T.C. Dışişleri Bakanlığı, Dr. Sadık Ahmet Cad. No: 8 Balgat 06100 Ankara
Tel: +312 292 21 20, +312 292 21 22, Fax: +312 292 27 21

Meanwhile, the **Ministry of Labour of the Republic of Turkey, External Relations and Services for Workers Abroad** aims to:

- provide the necessary coordination with the institutions inside and outside of the country to protect and enhance the rights and benefits on working life and social security of Turkish citizens working abroad and to solve problems they face in the countries where they work and on their return;
- follow up the employment abroad, conduct research on Turkish employment abroad, prepare labour agreements, and develop policies to implement them;
- manage personnel in the Ministry, control the implementation of social security agreements through offices abroad; and provide facilitation support; and
- liaise with international organizations engaged in work and social security issues abroad.

İnönü Bulvarı No: 42 Emek/Ankara/Turkey
Tel: +312-296 60 00, fax: +312-215 23 12
E-mail: dihiy@csgb.gov.tr

4.2. Migrant communities/diasporas' organizations by country of destination

(Please note the lists below do not purport to be exhaustive or representative. IOM does not take responsibility for the accuracy of the contact details.)

Australia

- South Australia Turkish Association
Kilburn Community Centre, 59 Gladstone Avenue, Kilburn, S.A.5084
P.O.Box 107 Prospect S.A.5082
E-mail: GuneyAvustralyaTurkDernegi@groups.msn.com
<http://groups.msn.com/GuneyAvustralyaTurkDernegi>

Belgium

- Belgium Turkish Workers Social Solidarity and Culture Association
Rue Auguste Gevaert, 39 1070 Anderlecht
Tel: +32 2 521 54 52

Canada

- Turkish Canadian Cultural Association of Ottawa
P.O.Box 6687 Station J, Ottawa, ON, K2A 3Y7
E-mail: dernek@canada.com
<http://turkishcanadian.org>
- Turkish Canadian Society
185-9040 Blundell Rd. Box: 331 Richmond B.C. V6Y 1K3
<http://www.VancouverTurkishSociety.org>,

Germany

- The Turkish-German-Health-Donation
Friedrichstr. 13 35392 - Giessen
Tel: 641 - 966 116 – 0 Fax: 0641 - 966 116- 29
Email: tdg.stiftung@freenet.de
<http://www.tdg-stiftung.de/cms/index.php?l=en&menuloc=g&&linkid=79>

- Turkish Islam Union in Germany
<http://www.diyagnet.org/tr/anasayfa/index.php>

United Kingdom

- Turkish-British Chamber of Commerce and Industry (TBCCI)
Tel: +44 20 7321 0999, Fax: +44 20 7321 0989
E-mail: info@tbcci.org
<http://www.tbcci.org>

TBCCI was founded in 1980 as a non-profit organization to provide its members with a wide range of services targeted at promoting bilateral trade, investment, and joint ventures between the United Kingdom and Turkey.

United States

- Assembly of Turkish American Associations (ATAA)
1526 18th St, NW, Washington, DC 20036
Tel: +202 483 9090, Fax: +202 483 9092
<http://www.ataa.org>

ATAA was co-founded by the American Turkish Association of Washington and the Maryland American Turkish Association in an effort to create a national organization representing the Turkish American community. It represents 65 Turkish American Associations across the United States, Canada, and Turkey.

- Federation of Turkish American Association
821 Un Plaza, 2nd Floor, 1st Ave. and 46th St., New York, NY 10017
E-mail: tadffoffice@tadf.org
<http://www.tadf.org>

This is a non-profit organization established in 1956 for the purpose of supporting the Turkish community within the United States.

5. IRREGULAR MIGRATION

5.1. Figures and information on irregular movements

Inflows:

Due to its geo-political location, Turkey lies on a major migration route with a significant number of irregular immigrants coming from the East trying to cross Turkey towards the wealthy Europe. Approximately 500,000 migrants were apprehended in Turkey between 2000 and 2006. Much of the irregular immigration within Turkey is conducted by internationally organized networks.

Irregular migration flows to Turkey can be divided into three main groups. The first involves migrants coming from Ukraine or Moldova, who come to Turkey to find better living standards and work. Many of these migrants are employed by Turkish farmers, construction companies, and families (as domestic workers). The second group of irregular migrants involves those mainly coming from the Middle East (mostly Iranian and Iraqis) and Asia (mostly from Afghanistan, Bangladesh, and Pakistan). These migrant often consider Turkey as a transit zone while they try to enter Europe. The third group of irregular migrants includes the rejected asylum seekers, who do not wish to return home and look for possible employment opportunities to be able to migrate to another country.³⁰

Table 15. Irregular migrants apprehended in Turkey³¹

Year	Apprehended Irregular Migrants	Apprehended Human Smugglers
2000	94,514	850
2001	92,365	1,155
2002	82,825	1,157
2003	56,219	937
2004	61,228	957
2005	57,428	834
2006	51,983	951
2007	64,290	1,242
Total	560,807	8,083

Source: Ministry of Foreign Affairs.

³⁰ İçduygu, A. (2003) *Irregular Migration to Turkey*, IOM Migration Research Series, No.12, Bilkent University, Turkey.

³¹ Ministry of Foreign Affairs, <http://www.mfa.gov.tr/MFA/ForeignPolicy/MainIssues/TurkeyOnIllegalMigration/>

Table 16. Third-country nationals refused border entry to Turkey

2000	2001	2002	2003	2004	2005	2006	2007	TOTAL
24,504	15,208	11,084	9,362	11,093	8,008	6,001	12,821	183,341

Source: Directorate General of Security, Department of Foreigners, Borders and Asylum

Outflows:

Table 17: Turkish nationals apprehended within the EU-25 (2003-2005)³²

2003	2004	2005
--	12,568	7,835

Source: European Commission, 2006.
-- No data available

5.2. Figures and information on return migration flows

Return from Turkey:

Table 18. Persons forcibly removed from Turkey by main countries of origin³³

Country	2004	2005
Pakistan	9,396	11,001
Iraq	6,393	3,591
Moldova	5,728	3,462
Afghanistan	3,442	2,363
Bangladesh	3,271	1,524
Georgia	2,294	2,348
Romania	1,785	1,274
Azerbaijan	1,591	1,410
Germany	1,477	-
Ukraine	1,341	1,335
Russian Federation	-	1,152
Total (for all countries)	55,777	44,302

Source: ICMPD.

³² EC (2006) *Second Annual Report on the Development of a Common Policy on Illegal Immigration, Smuggling and Trafficking of Human Beings, External Border Controls, and the Return of Illegal Residents.*

³³ ICMPD (2005) *Yearbook on Illegal Migration, Human Smuggling and Trafficking in Central and Eastern Europe*, Vienna.

Table 19. Statistics on assisted voluntary return (AVR) from Turkey

2005		2006		2007	
Sri Lanka	11	Afghanistan	10	Sri Lanka	7
Gambia	2	Sri Lanka	5	Turkmenistan	3
Afghanistan	2	Turkmenistan	3	Ethiopia	3
India	1	Cameroon	2	Ukraine	1
Congo	1	Dominican Republic	1	Morocco	1
Nigeria	1	Kyrgyzstan	1	Congo	1
				Eritrea	1
Total	18	Total	22	Total	17

Source: IOM Turkey.

Return to Turkey:

Table 20. Turkish nationals removed from the EU-15 and EU-10 (2003)³⁴

Country	No.
Netherlands	4,477
Germany	4,310
France	630
Greece	362
Cyprus	288
Slovenia	215
Bulgaria	168
Sweden	161
Finland	92
Romania	89
Hungary	82
Lithuania	24
Malta	21
Latvia	9
Total	10,928

Source: European Commission, 2003.

³⁴ European Commission (2003) *Annual Report on Asylum and Migration*, http://ec.europa.eu/justice_home/doc_centre/asylum/statistics/doc_annual_report_2003_en.htm

5.3. Figures and information on trafficking in human beings

Turkey is a destination and transit country for human trafficking for sexual exploitation. The vast majority of women and girls trafficked to Turkey come from the former Soviet Union, with 60 per cent of all cases from Moldova, Russian Federation and Turkmenistan. The majority of the victims of human trafficking identified in Turkey are between 18 to 24 years old, with mainly secondary school education. Istanbul, Antalya, and Trabzon are the main ports of entry for trafficked individuals, majority of whom enter Turkey legally with a tourist visa. In 2006, a small number of men from Turkey were trafficked to the Netherlands for forced labour. In the same year, victims were also trafficked from Kenya, Nigeria, and the Philippines.³⁵ More than one-third of women trafficked to Turkey are mothers with children. Illegal profits from trafficking total more than 1 billion US dollars annually. The vast majority of victims recruited to Turkey had a personal relationship with their recruiter.³⁶

Table 21. Statistical data related to trafficking in human beings in Turkey, 2004-2007³⁷

Year	Number of victims identified by the Turkish Ministry of Interior*	Number of victims voluntarily returned by IOM Turkey	Number of human traffickers apprehended
2004	239	62	227
2005	256	220	379
2006	246	191	422
2007	148	118	308
Total	866	572	1,336

Source: Ministry of Foreign Affairs.

*The number of victims of human trafficking, who received accommodation, medical and psychological assistance in shelters between November 2004 and February 2007.

³⁵ US Department of State (2007) Trafficking in Persons Report 2007.

³⁶ IOM Turkey (2005) 2005: Turkey, Trafficking & Trends.

³⁷ Ministry of Foreign Affairs, http://www.mfa.gov.tr/MFA_tr/DisPolitika/AnaKonular/InsanTicaretilleMucadele/

Table 22. Number of victims of trafficking assisted by IOM Turkey as 18 January 2008

Country of Origin	2004		2005		2006		2007		2008		TOTAL
	Adult	Of which minors in-clude	Adult	Of which minors in-clude	Adult	Of which minors in-clude	Adult	Of which minors in-clude	adult	Of which minors in-clude	
Azerbaijan	3	0	2	0	6	3	3		1		18
Armenia		0		0	1	0					1
Belarus	1	0	5	0	1	0					7
Bulgaria		0		0	2	0	6				8
Colombia	1	0	0	0		0					1
Georgia	0	0	3	0	2	0	3				8
Kazakhstan	1	0	6	0	1	0					8
Kyrgyzstan	0	0	19	1	23	1	13	1			58
Moldova	33	1	62	2	59	0	42	1	3		203
Romania	5	1	9	2		0					17
Russian Federation	2	0	28	1	37	2	16	2	1		89
Sri Lanka							1				1
Tunisia							1				1
Turkmenistan	1	0	2	0	4	0	12				19
Uganda	0	0	1	0		0					1
Ukraine	12	0	65	1	29	4	6				117
Uzbekistan	1	0	11	0	16	0	11				39
Total	60	2	213	7	181	10	114	4	5	0	596
Grand Total	62		220		191		118		5		596

Source: IOM Turkey.

6. ASSESSMENT AND ANALYSIS OF MIGRATION ISSUES

6.1. Government institutions responsible for migration issues

The **Directorate General of Security** under the responsibility of the **Ministry of Interior** is the state institution responsible for internal security. The Directorate is also responsible for the coordination and implementation of the integrated border management.

The **Department of Foreigners, Border and Asylum**, on the other hand, deals with the following:

- management and implementation of relevant procedures regarding visa, passports, residence permits, and regulations regarding diplomatic missions and consulate members
- co-ordination of the procedures regarding the passports
- border management
- asylum requests of the aliens who enter Turkey through legal/illegal ways;
- reception of refugees and asylum seekers
- applications for residence from persons with Turkish ethnicity or foreigners who have close links with Turkish culture
- applications for Turkish citizenship
- co-ordination the national referral system on combating trafficking.

Head of Foreigners, Borders and Asylum Department

Tel: +90 312 412 32 10

<http://www.egm.gov.tr>; <http://www.icisleri.gov.tr>

The **General Command of Gendarmerie**, which is responsible for the maintenance of safety and public order as well as carrying out other duties assigned by laws and regulations, is an armed security and law enforcement force of military nature. As part of the Turkish Armed Forces, it is subordinated to the General Staff in matters related to training and education in connection with the Armed Forces and to the Ministry of Interior in matters relating to safety and public order. In general, the duties and responsibilities of the Gendarmerie are outside the jurisdiction of the police forces. These are the places outside of the municipal boundaries of the provinces and districts and having no police organizations. The Gendarmerie is responsible for ensuring safety and public order in these zones.

It is also responsible for combating migrant smuggling and trafficking in human beings and coordinating the final situation with the Ministry of Interior.

Tel: +90 312 456 78 50

<http://www.jandarma.tsk.mil.tr/>

The Republic of Turkey, which had a total of 39 missions abroad in 1924, is now represented by 164 missions throughout the world. These missions comprise of 94 Embassies, 11 Permanent Missions to international organizations, and 59 Consulate Generals. The **Turkish Foreign Service** consisting of a total of 905 diplomats at the **Ministry Foreign Affairs** and its missions abroad continues to operate with its resources to conduct and further promote international political, economic, and cultural relations in the bilateral and multilateral contexts as well as to contribute to peace, stability, and prosperity in the region and beyond. Additionally, the Ministry is also responsible for chairing the National Task Force on Combating Trafficking.

Under the responsibility of the Minister of Foreign Affairs, the **Deputy Directorate General for Migration, Asylum, Visa** is the government entity in charge of the policies mainly related to illegal migration, migrant smuggling, and trafficking in human beings. In particular the Department deals with the following tasks:

- preparation of bilateral readmission agreements, bilateral cooperation protocols on combating trafficking, negotiations and ratification for all the countries on illegal migration, migrant smuggling, and trafficking in human beings
- combating illegal migration and trafficking in human beings, border management, and cooperation in legal and criminal affairs in these areas in line with the implementation of the EU *acquis communautaire*
- negotiation of Turkey-EU readmission agreement
- harmonization activities with the EU/Schengen *acquis*
- combating trafficking (coordinated by the Ministry of Interior)
- contribution to integrated border management (twinning) projects
- liaison with IOM and UNHCR
- activities regarding the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings
- presidency of the Budapest Process on illegal migration and trafficking in human beings and participation in similar organizations
- issues related to asylum and migration requests to Turkey
- implementation of the National Action Plan on Asylum and Migration and organization of the Office on Migration and Asylum

- follow up issues regarding EU refugee policy and harmonization of the legislation in this area.

Ambassador, Director General for Consular Affairs

Tel: +90 312 292 20 83-84

Deputy Director General for Expatriate Turks Asylum Migration and Property Issues

Tel: +90 312 292 21 20

Head of Department of Asylum and Illegal Migration

Tel: +90 312 292 20 56

<http://www.mfa.gov.tr/mfa>

The **Ministry of Justice** of the Republic of Turkey is responsible for the prosecution of migration-related crimes. The Ministry carries out its responsibilities through its several departments such as the Directorate of Law, Directorate of International Law and External Affairs, Department of Prosecution Affairs, Directorate of EU Affairs, and Department of Criminal Registration and Statistics.

It is also one of the key stakeholders participating in the National Task Force on Migration. It is involved in migration-related affairs through its Directorate of Law (for migration-related legislation), its Directorate of International Law and External Affairs (for the implementation of international laws and in giving comments in international conventions), and its Directorate of EU Affairs (for facilitation of legal issues of concern to the EU accession process).

General Directorate of International Law and Foreign Relations

Tel: +90 312 414 78 15

General Directorate of Laws

Tel: +90 312 418 67 48

General Directorate of Prosecution Affairs

Tel: +90 312 414 74 20

General Directorate of Criminal Registration and Statistics

Tel: +90 312 414 85 75

<http://www.adalet.gov.tr/>

The **Turkish Statistical Institute** (TURKSTAT) is responsible for gathering official statistics including those related to migration; determining methods of data collection, statistical definitions, and classifications in cooperation with national and international institutes and organizations; forming of the national registration system; and developing research and technical assistance projects when needed.

Telephone: +90 312 410 04 10
<http://www.turkstat.gov.tr/>

The **Ministry of Labour and Social Security** is responsible for the regulation of the relations between employers and employees; ensuring employment, workers' health, and job security; monitoring working practices; provision of social welfare and services to Turkish workers abroad; and consolidating and publishing relevant statistics.

Tel: +90 312 212 14 72, + 90 312 296 60 00
<http://www.calisma.gov.tr/>

6.2. International legal framework in place relevant to migration

Selected International Instruments³⁸

- 1951 Convention relating to the Status of Refugees (1962) (with a geographical limitation clause bounding application only to European asylum seekers)
- 1967 Protocol relating to the Status of Refugees (1968)
- 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (2004)
- 2000 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2003)
- 2000 Protocol against the Smuggling of Migrants by Land, Sea and Air (2003)
- International Convention on the Elimination of All Forms of Racial Discrimination 1965, ratified on 16 September 2002
- United Nations Convention against Transnational Organized Crime, ratified on 18 March 2003
- International Covenant on Civil and Political Rights 1966, ratified on 23 September 2003
- International Covenant on Economic, Social and Cultural Rights 1966, ratified on 23 September 2003
- Convention on the Elimination of All Forms of Discrimination against Women 1979, acceded to 20 December 1985

³⁸ United Nations Treaty Collection, online data as of 31 December 2005, <http://untreaty.un.org>

- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 1984, ratified on 25 June 1999
- Convention on the Rights of the Child 1989, ratified on 4 April 1995
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, ratified on 27 September 2004
- European Convention on Human Rights, ratified on 18 May 1954.

Readmission Agreements

- Greece, 8 November 2003
- Syria, 10 October 2001
- Romania, 16 January 2004
- Kyrgyzstan, 6 May 2003
- Ukraine, 8 June 2005

Turkey is also in the process of negotiating readmission agreements with the European Union, Pakistan, Afghanistan, Iran and the Russian Federation.

Bilateral Labour Agreements of Turkey

- Germany, 30 October 1961
- Australia, 5 October 1967
- Austria, 15 May 1964
- Belgium, 16 July 1964
- France, 8 April 1965
- Netherlands, 19 August 1964
- Jordan, 8 July 1982
- Sweden, 10 March 1967
- Qatar, 1 April 1986
- Cyprus, 9 March 1987
- Libya, 5 January 1975

6.3. Migration policies in place

In line with Turkey's aspirations to join the EU and its candidacy status, the Turkish government is taking up efforts to align its migration policies with the migration-related EU *acquis communautaire* and policies. The accession partnership document outlines the changes necessary in terms of management of migration.

The National Action Plan on the implementation of the Integrated Border Management strategy was accepted in 2006 in Turkey and can be considered as

the preliminary step forward in line with the EU accession process. Meanwhile, there is a need for the enhancement of administrative capacity for the harmonization and implementation of the *acquis*.

A Task Force for the “National Action Plan for the Adoption of the EU *Acquis* in the Field of Asylum and Migration” bringing together officials from relevant ministries and organizations was established in 2004. The Task Force convened in November and December 2004 and drafted the Action Plan, which was endorsed by the Prime Minister in March 2005.

The Action Plan for the Adoption of the EU *Acquis* in the Field of Asylum and Migration includes the legislation, the development projects complementing the administrative structure, and the physical infrastructure relating to Turkey’s asylum, emigration, and immigration system that should be harmonized with the EU *acquis* and policy.³⁹

Turkey maintains a geographical limitation to its obligations under the 1951 Convention on the Status of Refugees in which it gives access to asylum procedures only to European refugees and asylum seekers. Through the National Action Plan, the Turkish government proposes to lift the limitation by 2012, on the condition that the legal and institutional arrangements for asylum and the understanding on “burden sharing” with the EU are in place.⁴⁰

Turkey is also in the process of adopting the EU Schengen visa system, which requires member countries to apply a common visa policy to third-country nationals that will probably require changing Turkey’s current, relatively liberal visa system with a much stricter one.⁴¹ Visa requirements for a number of states have been introduced, specifically for countries in the Middle East and Central Asia.⁴²

In 2003, Turkey ratified the Law on Work Permits for Foreigners, which liberalized access by foreigners to certain occupations previously open to Turkish nationals only.⁴³ The work permit in Turkey is not issued directly to the foreigner himself but to the employer instead. The Ministry of Labour and Social Security

³⁹ Turkish National Action Plan for the Adoption of the EU *Acquis* in the Field of Asylum and Migration can be reached at http://www.unhcr.org.tr/MEP/FTPRoot/Dosyalar/Anasayfa/EU%20Acquis%20Book_Eng.pdf

⁴⁰ UNHCR Turkey (2007) *Turkey Briefing Note*.

⁴¹ Kirişçi, K. (2003) *Turkey: A Transformation from Emigration to Immigration*, Migration Information Source, <http://www.migrationinformation.org/Profiles/print.cfm?ID=176>

⁴² Hecker, P. (2006) *Turkey Country Profile*, Hamburg Institute of International Economics, Netzwerk Migration in Europa, Bundeszentrale für politische Bildung.

⁴³ *Ibid.*

is the institution responsible for processing the work permit of foreigners.⁴⁴ However, granting of work permit is subject to labour market test: if the vacancy can be filled by a Turkish national, the application for the work permit is rejected. This provision results in much of the low-skilled employment entering the informal economy.

6.4. Policies to address brain drain

Turkey is among the top ten sending countries in terms of the number of students studying in US higher education institutions. The number of Turkish students in the United States grew to about 12,500 in the 2004-2005 academic year, according to the Institute for International Education.⁴⁵ Meanwhile, statistics from United Nations Educational, Scientific and Cultural Organization (UNESCO) indicate that approximately 52,000 Turkish students studied abroad in 2004, mainly in Germany, United States, France, and England, making Turkey the seventh highest ranking country in terms of gross outflow of students for that year (UNESCO, 2006).⁴⁶

These figures indicate that brain drain is an important issue for Turkey. A high incidence of student non-return results in difficulties for newly established universities to recruit qualified academic staff.⁴⁷ The State Planning Organization supports domestic training of individuals and The Scientific and Technological Research Council of Turkey supports short-term post-doctoral training abroad.

6.5. Policies to address irregular migration

Readmission agreements were signed with Greece, Syria, Kyrgyzstan, Romania, and Ukraine. Negotiations are ongoing with the European Commission regarding the EU-wide readmission agreement. An Action Plan for Implementing Integrated Border Management Strategy was signed by the Prime Minister in March 2006 and submitted to the EU Commission.

Since 1997, Turkey has actively taken part in various Border Police Conferences, in EU-driven Illegal Migration and Violation of Borders programmes (such as those organized by or within Cirefi), and Bern Initiative activities. The Bern Initiative aims at defining the principles that would increase the responsibil-

⁴⁴ <http://www.çalışmaizni.gov.tr>

⁴⁵ Gungor, N.D., and T. Aysitö (2007) Brain Drain from Turkey: *The Case of Professionals Abroad*, IZA Discussion Paper No. 2617, Available at SSRN: <http://ssrn.com/abstract=962373>

⁴⁶ Ibid.

⁴⁷ Ibid.

ities of states, coming up with a roadmap for migration policies and programmes to be developed by governments, and promoting a common understanding among countries. In January 2006, Turkey took over the Presidency of the Budapest Process.⁴⁸

In addition, Turkey signed the United Nations Convention against Transnational Organized Crime and its Additional Protocol against the Smuggling of Migrants by Land, Sea and Air. This agreement and its addition were accepted in the Turkish Grand National Assembly on 18 March 2003.⁴⁹ Article 79 of the new Turkish Penal Code Law No. 5237, which was put into force on 1 June 2005, defines migrant smuggling. It introduces a provision stipulating penalties of three to eight years of imprisonment and judicial fines corresponding to 10,000 days for migrant smugglers. If the crime is committed by perpetrators acting as an organization, the penalty to be imposed shall be increased by half. Article 79 also provides for coercive measures (confiscation of assets) on legal entities involved in migrant smuggling. The Road Transportation Law came into force on 19 July 2003 and the Road Transportation Regulation became effective in 2004. The regulation states that the transportation permit shall be cancelled for three years and the vehicle used will be seized if the person is sentenced for migrant smuggling.

6.6. Policies to address trafficking in human beings⁵⁰

As mentioned above, Turkey ratified the United Nations Convention against Transnational Organized Crime, and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children. Article 80 of the new Criminal Code, enforced on 1st of June 2005, defines THB and foresees sanctions of eight to twelve years of imprisonment and also prescribes judicial fines up to an amount corresponding to 10,000 days in prison. The article includes also punitive measures for legal entities that commit this offence intentionally. On 19 December 2006 the expression “forced into prostitution” was included in the definition of THB in article 80 of the Turkish Criminal Code.

The Ministry of Labour and Social Security was authorized to prevent uncontrolled employment of foreign labour and to grant work permits to foreigners under the Law on Work Permits for Foreigners effective since 6 September 2003.

⁴⁸ Budapest Process is an inter-governmental unofficial cooperation and dialogue forum that involves the government of 50 countries and ten international organizations and aims to prevent illegal migration, ensure permanent solutions in combating illegal migration, and establish sustainable mechanisms for migration management.

⁴⁹ <http://www.mfa.gov.tr/MFA/ForeignPolicy/MainIssues/TurkeyOnIllegalMigration/>

⁵⁰ <http://www.mfa.gov.tr/MFA/ForeignPolicy/MainIssues/TurkeyOnTraffickingInHumanBeings/>

In 2003, an amendment was made to the Citizenship Law to prevent foreigners marrying Turkish citizens and claiming Turkish citizenship simply through a declaration at the time of marriage. This put an end to traffickers exploiting this provision for their benefit.

The National Task Force on Combating Trafficking in Human Beings was established in 2002. The Ministry of Foreign Affairs chairs the Task Force and is the national coordinator. Turkey's first Action Plan to Combat Human Trafficking was prepared by the Task Force and is being currently implemented. The Second National Action Plan has been prepared within the context of the project "Strengthening Institutions in the Fight against Trafficking in Human Beings". The Ministry of Interior implemented the project since January 2006 within the 2003 EU-Turkey Financial Assistance Programme. A new action plan will be soon approved. Likewise, the National Task force has approved the 2006 Report on Combating Human Trafficking. The report has been issued both in Turkish and English and will be soon publicized.

A national referral mechanism has been established in Turkey to protect and meet the needs of trafficked persons, coordinate counter human trafficking efforts with the countries of origin, and prosecute those responsible. Participating in this mechanism are national law enforcement agencies, non-governmental organizations (NGOs), Turkish and foreign embassies, and IOM. The system is designed to ensure effective and expedient coordination of the major stakeholders involved in combating human trafficking and providing assistance to trafficked persons.

Free medical care is given to victims of human trafficking (based on Cabinet Decision 2003-6565, January 2004, Ministry of Health). Bar associations extend free legal counselling to victims of trafficking. In addition, through the cooperation of the Ministry of Interior, Department of Foreigners, Borders and Asylum and Ministry of Foreign Affairs, IOM and NGOs (including the Human Resource Development Foundation and the Women's Solidarity Foundation (WSF)) have cooperated to assist trafficked persons in Turkey to retrieve the legal documentation from the representative of the trafficked person's country of origin.

Two shelters were established in 2004 in Istanbul and in 2005 in Ankara for victims of trafficking. The shelter in Istanbul is run by the Human Resources Development Foundation (HRDF). HRDF has assisted 350 trafficked persons as of 2007. The Ankara Shelter, managed by the Foundation for Women's Solidarity since November 2004, has assisted 136 victims as of 2007. An emergency, toll free helpline for VoTs has been operational since 23 May 2005. Set up under the

property of the Turkish Government and operated by IOM, the Help Line staff work closely with law enforcement agencies and is part of the Turkish National Referral System. The Helpline can be reached by dialling 157 from landlines and mobile phones anywhere in Turkey and can also be reached from abroad by dialling 90 312 157 11 22. The line is operated by six consultants and one coordinator and is operational 24 hours a day. Consultants provide services in Russian, Romanian, Kyrgyz, Uzbek, Kazakh, English and Turkish languages. The rationale for the establishment of the 157 Helpline is to assist in redeeming trafficked persons. It also provides information on a non-emergency basis for individuals who may be at risk of trafficking.

In 2005, IOM conducted a multi-country information campaign in the main countries of origin in Eastern Europe and the former Soviet Union countries. The campaign included broadcast of TV spots, distribution of passport inserts, informative leaflets and other information materials like billboards and posters. Informative leaflets were distributed at Turkish border gates, especially in Istanbul, Ankara, Trabzon airports and seaports. The campaign included the dissemination of small handouts (or passport inserts) to potential VoTs travelling to Turkey from the Crimea and Odessa regions of Ukraine. The aim was to inform foreigners visiting Turkey during the tourism season about the 157 Helpline. Informative TV spot programmes were aired and training courses were organized for law enforcement officials. The first public awareness campaign with the title “Have you seen my mother?” was launched on 2 February 2006 with the contribution of IOM and the coordination of the Turkish Government. The distribution of the passport inserts is still ongoing at the seaports, airports, and border gates.

The EU donation project entitled “Supporting Turkey’s efforts to combat human trafficking and promote access to justice for all trafficked persons” has been prepared by IOM and approved by the EU Commission. The duration of the project is 24 months and is implemented by IOM jointly with the Ministry of Interior and the Ministry of Foreign Affairs. Its first Steering Committee Meeting was held on 22 January 2008. On 30 June 2008 a national information campaign entitled “React against Human Trafficking, Don’t Be Passive” was launched, aiming to raise awareness on THB and promote the 157 Helpline.

IOM will also work to increase the prosecution of traffickers in Turkey and in the Black Sea region and to ensure that the human rights of trafficked person are respected and they have full access to justice. The project proposal will fund comprehensive capacity building in the field of legal assistance for trafficked persons in Turkey as well as selected countries of the Black Sea region.

Entry and exit of victims of trafficking are exempted from any charges or penalties and “temporary entry restriction” to Turkey is not applied. Humanitarian visa and short-term residence permits are issued to victims to enable them to stay legally in Turkey during their rehabilitation period. Since 2004, a total of 38 trafficked persons have been granted humanitarian visas that are additional temporary residence permits provided to ensure the medical and psychological support and treatment of trafficked persons.

Voluntary return of the victims is provided with the cooperation of law enforcement officials, IOM, relevant institutions in the source country, and local NGOs. Since 2004, 651 victims have been voluntarily returned in cooperation with IOM. No trafficked persons with illegal status have been expelled from Turkey.

Turkey has also signed cooperation protocols with Belarus, Georgia, Kyrgyzstan, Moldova, and Ukraine on fighting human trafficking.

6.7. Refugees, asylum seekers and internally displaced persons (IDPs), and relevant policies in place⁵¹

As already mentioned, Turkey maintains a geographical and time limitation that restricts its obligations under the 1951 Convention on the Status of Refugees and the 1967 Protocol whereby only European refugees and asylum seekers fleeing events in their home country prior to 1 January 1951 could be granted access to asylum procedures. The time limitation was removed upon signing of the 1967 Protocol but the geographical limitation remains to this day.

According to the 1994 Asylum Regulation, European asylum seekers have the right to apply for refugee status but non-European refugees are eligible only for temporary asylum seeker status. European asylum seekers are those who are coming from countries that are members of the Council of Europe. Few Europeans seek protection in Turkey, and the government’s practice has been to treat them as “guests” rather than formally recognizing them as refugees under the 1951 Convention.

The UN High Commissioner for Refugees (UNHCR) also receives applications for refugee status from non-European asylum seekers and resettles those determined to be refugees. As of 30 June 2007 10,443 non-European persons of concern were registered with the UNHCR, including 5,827 refugees and 4,066 asylum seekers waiting for a decision on their applications. This population in-

⁵¹ UNHCR Turkey (2007) *Turkey Briefing Note*.

volves mainly Iranian, Iraqi, Afghan, and Somali refugees and asylum seekers in Turkey.

Until 2004, Turkey ranked in the top three countries globally for third-country resettlement, along with Egypt, Pakistan, and Kenya—countries hosting far greater numbers of refugees. Resettlement to third countries continues to be the only durable solution available to non-European refugees in Turkey. The UNHCR resettled 1,262 refugees in 2005 and 1,609 in 2006. The main countries of destination in 2006 were the United States, Finland, Canada, and Australia. Additionally, IOM Turkey is also resettling citizens mainly coming from Africa and Asia to third countries like European and Scandinavian countries and the United States, Canada, and Australia.

Aside from being an area of transit and temporary asylum for migrants coming from Asia, Africa, the Middle East, the Caucasus, and elsewhere, Turkey is also a country with a sizeable refugee population abroad (227,832 persons of concern in 2005 according to UNHCR statistics).⁵²

Between December 2004 and June 2006, the Hacettepe University Institute of Population Studies carried out the Turkey Migration and Internally Displaced Population Survey (MIDPS) under the coordination of the State Planning Organization. This survey aimed at estimating the population size of IDPs, mainly of Kurdish ethnicity, originating from East and Southeast Anatolia during the hostilities between the Turkish army and the PKK in Anatolia, in the period 1984 and 1999.⁵³ The eviction and evacuation of several hundred thousands of people from their rural homes, in violation of their rights, created serious socioeconomic problems. The majority of the displaced population in Turkey has been living in urban centres for nearly ten years and faces many problems such as unemployment, abuse of child labour, lack of access to education and health care services, and lack of psychosocial care for women and children.⁵⁴

At the invitation of the Turkish government, the Representative of the Secretary-General (RSG) on IDPs, Francis Deng, undertook a mission to Turkey from 27 to 31 May 2002 “to gain first-hand knowledge of the situation of internal displacement in the country and to hold a dialogue with the government, international agencies, representatives of donor countries and NGOs with a view to

⁵² UNHCR (2005) *Statistical Yearbook*.

⁵³ Hacettepe University – Institute of Population Studies (2006) *Turkey Migration and Internally Displaced Population Survey (TMIDPS)*.

⁵⁴ Turkish Economic and Social Studies Foundation (2006) *Overcoming a Legacy of Mistrust: Towards Reconciliation between the State and the Displaced*, Norwegian Refugee Council, Internal Displacement Monitoring Centre.

ensuring that the conditions of the internally displaced in Turkey are responded to effectively". Since the publication of the RSG's report in 2002, the Turkish government has taken some concrete steps to address the IDP issue, such as the enactment of the Law on Compensation for Losses Resulting from Terrorism and the Fight against Terrorism in July 2004, and the formulation of a framework document for government policy (*Measures on the Issue of IDPs and the Return to Village and Rehabilitation Project in Turkey*, hereafter the "Framework Document") in August 2005.⁵⁵ Damage Assessment Commissions have been set up to process the compensation claims. So far, approximately 267,000 applications have been received, and 50,000 have been processed.

The Hacettepe survey estimated the total number of IDPs to be between 953,680 and 1,201,200. The survey aimed not only at identifying the IDPs and their needs, but also at shedding light on the possible measures to be taken to alleviate their situation. The results of the TMIDPS will be taken into consideration in devising future strategies and policies vis-à-vis the issue of IDPs as declared by the Turkish Minister of Interior.⁵⁶

6.8. Projects and programmes relevant to migration

(The list of projects below do not purport to be exhaustive or representative.)

Since January 2007, IOM in Ankara has been implementing a project on **Technical Cooperation in Migration** funded by the UK Embassy. The project, with the Ministry of Interior of Turkey as the major partner, has the main objective of facilitating a dialogue on the conceptual understanding of the fundamental principles of the EU *acquis* in the field of migration, which is intended to advance the process of Turkey's alignment with the EU policies on migration.

Through capacity-building seminars, key policy makers and local practitioners are being provided with the tools for adapting administrative practices, legal norms, and policies to align them with the requirements of the EU *acquis* and by doing so, ensuring a more effective migration management in the country. Further, the project will complete the groundwork for the implementation of selected activities of the Turkish National Action Plan on Asylum and Migration. The seminars are providing capacity building and awareness raising about both the EU *acquis* and the National Action Plan with the aim of enhancing government investment in the principle of orderly migration management within the re-

⁵⁵ Ibid.

⁵⁶ <http://www.mfa.gov.tr/MFA/ForeignPolicy/MainIssues/IDPs/>

quirements of its accession to the EU. A legal analysis comparing the EU *acquis* with the Turkish legislation in the field of migration will be undertaken to identify gaps and give recommendations for harmonization.

The methodology and training material produced and utilized in this project builds on a previous EC-funded Community Assistance for Reconstruction, Development and Stabilisation project in the Balkans in 2005 with IOM and the Swedish Migration Board as implementing partners. Although this project is not funded by the EC, the EC delegation in Turkey is actively participating in the project.

The **Migration Research Program at Koç University (MiReKoc)** was established in 2004 by a joint initiation of Koç University (Istanbul) and the Foundation for Population, Migration and Environment (Zurich). The main purpose of MiReKoc is to develop the research capacity to address migration-related issues in Turkey. The programme intends to advocate multi-disciplinary and inter-disciplinary research on various aspects of migration. This programme aims to create new avenues of research and collaboration among researchers working in migration-related fields and thus strengthen research capacity on migration issues in the country.⁵⁷

Launched in 2002 to support multidisciplinary and multilateral scientific research efforts, the Istanbul **Bilgi University Centre for Migration Research (CMR)** is the first migration research centre in Turkey.⁵⁸

The **Centre for Black Sea and Central Asia (KORA)** is a research centre of the Middle East Technical University (METU) in Ankara. KORA was established in 1992 and has become a leading research institute conducting research on Caucasian, Central Asian, and East and Central European countries.⁵⁹ Currently KORA is implementing the Global Migration from the Eastern Mediterranean and Eurasia: Security and Human Rights Challenges to Europe (GLOMIG) project. The main objective of this project is to foster international cooperation on global migration between the EU and the International Co-operation (INCO) countries. Workshops will be organised in order to provide a milieu for interaction for academics, policy makers, and NGO representatives through which they can develop new strategies for dealing with problems related to global migration and formulate policy recommendations.

⁵⁷ http://www.mirekoc.com/mirekoc_eng.cgi?a=eng_welcome

⁵⁸ <http://ces.bilgi.edu.tr/digerarastirma.asp?id=0>

⁵⁹ <http://www.kora.metu.edu.tr/index-eng.php>

6.9. Important migration actors within the country

International actors

The **Delegation of the European Commission to Turkey** is the channel for day-to-day relations between the European Commission and Turkey, and reports to Brussels on the latest political, economic, and commercial developments. It monitors and reports to Brussels the political and economic developments related to Turkey's reform process related to the EU *acquis* and short- and medium-term priorities under the accession partnership. The Delegation also actively supports Turkey's accession and negotiation process by direct involvement in the preparatory and follow-up stages of the process.

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Tel: +90 312 459 87 00

E-mail: delegation-turkey@ec.europa.eu

<http://www.deltur.cec.eu.int>

The main focus of the **International Catholic Migration Commission (ICMC)** office in Turkey is the processing of refugee applications for resettlement in the United States. Currently, ICMC Turkey covers Turkey, Kuwait, Lebanon, Yemen, India, the United Arab Emirates, Nepal, and Pakistan. Iran, Iraq, and Afghanistan are also covered by the programme, although processing is currently not being conducted in these countries.

ICMC Turkey is committed to the monitoring of refugee caseloads, as well as working closely with local health clinics, municipalities, and other private and state entities. It strives to provide a human face for refugees as they are guided through the resettlement process. It works closely with Caritas Istanbul, the Istanbul Inter-Parish Migrants Program and the Refugee Legal Aid Program, The Light House, and The Human Resource Development Foundation.

Tel: +90 212 260 20 55

http://www.icmc.net/e/programmes_operations/present_programmes/turkey.htm

The **International Labour Organisation (ILO)** office in Ankara promotes the ILO policy and programmes and international labour standards in Turkey. It develops, implements, and monitors technical cooperation programmes and projects. It also administers fellowship programmes both for Turkish nationals abroad and fellows from other countries in Turkey. ILO Ankara also maintains an information resource centre and a publication sales programme.

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<http://www.ilo.org/public/turkish/region/eurpro/ankara/index.htm>

The primary objective of the **International Organization for Migration (IOM)** is to support the Turkish government in its efforts to address irregular migration and trafficking in human beings in a dignified and humane manner as well as to provide research and technical expertise. IOM operates in the areas of emergency refugee assistance and assisted voluntary return, and in almost every major aspect of migration management, from migrant health to remittances to promoting legal migration. Turkey has been a member of IOM since November 2004, having ratified a bilateral agreement on the legal status, privileges, and immunities of IOM's diplomatic mission to Turkey.

Birlik Mah. 2. Cad. No: 11 06610 Çankaya/Ankara
Tel: +90 312 454 11 52
E-mail: ankmission@iom.int
http://www.countertrafficking.org/iom_tr.html

The **United Nations Development Programme (UNDP)** in Turkey works for progress in three core areas: (1) capacity building for democratic governance; (2) action and advocacy for poverty reduction; and (3) environment and sustainable development. In addition to these core areas, UNDP Turkey is emphasising the role of women, private sector, capacity development, and information and communication technology in its policies and programmes. UNDP cooperates with IOM in the development process of migration management structures in the country and the socioeconomic integration of migrants.

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Tel: +90 312 454 11 00
E-mail: registry.tr@undp.org
<http://www.undp.org.tr>

The **United Nations High Commissioner for Refugees (UNHCR)** in Turkey aims at supporting the Turkish government in addressing several key challenges in developing a new national asylum system, including: establishing a new legal framework for refugee protection and asylum that draws upon models and good practices adopted by EU member states and other countries, with advice and support from the UNHCR and other partners; creating a national capacity for the humane reception of asylum seekers that meets the EU minimum standards; and developing institutional arrangements for refugee sta-

tus determination, including the continued development of a dedicated, specialised, and highly skilled cadre of asylum decision makers and other professionals.

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Tel: +90 312 409 70 00
E-mail: turanpi@unhcr.org
<http://www.unhcr.org.tr>

The **United Nations Populations Fund (UNFPA)** began cooperation activities with the Turkish government in 1971, initially on a project basis, and later, on the basis of multi-annual programmes. In Turkey, the UNFPA has been helping to improve reproductive health especially supporting efforts to meet the needs of young people and has also been active in promoting gender equality. Moreover, the UNFPA closely cooperates with IOM in promoting the reproductive health of migrants and in upholding gender equality in the context of migration issues.

Birlik Mah. 2. Cad. No: 11 06610 Çankaya/Ankara
Tel: +90 312 496 14 79
E-mail: tunga.tuzer@un.org.tr
<http://www.unfpa.org.tr>

The **United Nations Children's Fund (UNICEF) Turkey Country Office** manages programmes under the Country Programme of Cooperation (CPAP) and liaises with government agencies, children and their families, NGOs, other UN offices, the EU, the World Bank, and other agencies concerned with promoting and upholding children's rights. In the context of migration issues, UNICEF works with street children from families destabilized by migration flows.

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Local Actors

Amnesty International Turkey

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<http://www.amnesty.org.tr>

The Association for Solidarity with Asylum-seekers and Migrants (ASAM)

Tel: +90 312 426 03 19, Fax: +90 312 426 03 67

<http://www.asam.8k.com>

Helsinki Citizens Assembly

Kulođlu Mah. Gazeteci Erol Dernek Sok. Hanif Han No: 11 D: 5 Beyođlu/Istanbul

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<http://www.hyd.org.tr/default.aspx?sid=17>

Human Resources Development Foundation (HRDF)

Sıraselviler Cad. Kristal Apt. No. 152

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E-mail: ikgv@ikgv.org

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