

CHAPTER I INTRODUCTION

A. Background

Turkey is a country that has a unique geographical location which is surrounded by a variety of different regions. This strategic geographical condition causes Turkey to interact with many regions which have different political patterns. This also affected Turkish foreign policy (Hardiyan, 2014).

The government of Turkey continues to introduce and promote its foreign policy. The foreign policies are "active" and "humanist". Turkey's priorities through active and humane foreign policy include strengthening the stability and security of the Turkish citizens' rights protection area, strengthening strategic relationships, enhancing trade networks and energy security and enhancing soft power diplomacy. In addition, at the global level, Turkey is committed to working together to fight terrorism, improve relations around the world, and actively work together in the region and international organizations (Fitriyanti, 2018).

In achieving its foreign policy, Turkey has opened 15 embassies and one general consulate throughout the world, including in four ASEAN countries, namely Myanmar, Cambodia, Laos and Brunei Darussalam. Previously, the diplomatic functions of the four countries were concurrently through Turkish embassies in China and Malaysia. Afterwards, humanist policies were shown among others by accommodating almost four million Syrian refugees. Turkey is committed to ending the conflict in the neighboring country peacefully through a political agreement based on United Nations' parameters (Fitriyanti, 2018).

Turkey is basically a sending and transit country, both for asylum seekers and migrant workers traveling to Europe. However, since the mid-1990s, changing political conditions and escalating conflict in the Middle East, thousands of refugees, mainly from Iraq, Iran and Afghanistan, began arriving and settling in Turkey. From here, Turkey has seen steady growth in the arrival of refugees (Demi, 2017).

In the other hand, Turkey is a signatory to the 1951 Geneva Convention and their additional Protocol 1967 relating to refugee status. However, Turkey maintains geographical restrictions on the convention which is only European citizens can become refugees in Turkey. Since 1994, people from outside Europe have been permitted to apply for temporary protection in Turkey. In addition, non-refoulement is being applied in which they are not sent back to the country from which they are escaped (Jauhiainen, 2018).

In 2011, Turkey had refugees from Syria. The arrivals were the result of a war between the opposition and the government of Bashar Al-Assad in Syria. The war even continued into civil war. As the war in Syria continues, the number of Syrians has increased in Turkey from year to year. The prolonged war in Syria means that Syrians cannot return safely to their country. The short stays and transit travel of Syrians are transforming into longer stays without guarantees of their ending. Therefore, many Syrians have started to consider Turkey as a country in which they will spend the rest of their lives (Jauhiainen, 2018).

Turkey has implemented a policy to keep the border to Syria open so that those who escape war and persecution can come to Turkey. People who flee from war often seek refuge in their home country. It is easier to flee to the nearest country than to travel further abroad,

but some people may flee directly to farther destinations if there is a functioning port and airport (Jauhiainen, 2018).

Turkey shares land borders the southern along 900 kilometers with Syria. From this location, Syrian refugees can quickly enter Turkey. Turkey becomes favorite destination for refugees because Turkey accepts refugees well compared to other countries. From Turkey, thousands of refugees mostly try to find profits in European countries through long and dangerous trips. However, not all countries accept these refugees with open arms. Britain, Germany, Hungary, Macedonia all are still very closed in accepting these refugees, causing families and children to become uncertain lives. They could not return to Syria but were refused by the destination country. The situation is very complicated, while the refugees can no longer live properly (Suparman, 2015).

Since the conflict in 2011, Turkey has committed to helping Syrian refugees by implementing an open door policy. An authentic open-door policy means an open-door policy for refugees, where refugees are given permission and authority to live within Turkey's domestic territory (Ayşegül AKDEMİR, 2019). However, it should be noted that the open-door policy does not merely emerge as such a policy, but this policy is also a form of Turkish policy that goes through a long process of implementation.

Turkey seeks to open its borders for Syrian refugees from various lines, children to adults and is ready to embrace these refugees despite different religions and ethnicities. However, when this policy was first applied, these refugees were considered as "guests," not refugees. It is because of the geographical limitation to the 1951 Geneva Convention relating to the Status of

Refugees maintained by Turkey restricts the refugee status only to those coming from Europe.

Table 1. Data of Refugees from Syria

Country	Source	Data Date	Population	
Turkey	UNHCR; the Government of Turkey	31 October 2019	65,2 %	3.680.603
Lebanon	UNHCR	30 September 2019	16,3 %	919.578
Jordan	UNHCR	5 November 2019	11,6 %	654,266
Iraq	UNHCR	30 September 2019	4,1 %	229.285
Egypt	UNHCR	30 September 2019	2,3 %	129.779
Other (North Africa)	UNHCR	30 November 2018	0,6 %	35.713

Source: UNHCR. (2019, November 05). *Operational Portal Refugee Situations: Syria Regional Refugee Response*. Retrieved November 07, 2019, from United Nations High Commissioner for Refugee:
<https://data2.unhcr.org/en/situations/syria>

According to UNHCR report, turkey hosts the world's largest refugee population, which currently stands around four million registered refugees. Although the number of non-Syrian refugees has risen sharply since 2010, the vast majority of refugees are coming from Syria, ravaged by its civil war since 2011. Over 3.6 million Syrian refugees are registered in Turkey, and the actual figure could be much higher (Armandhanu, 2015).

While Turkey has received a critical immigration influx in the past, the scale and the pace of the mass arrival of Syrians is unprecedented for Turkey, its government, and society. Over the last seven years, Turkey has put in place several policies to address this challenge.

B. Research Question

Based on the background of the problem above, the researcher formulated the research question as follows:

Since 2011, the Turkish government applied an open door policy to help refugees from Syria. How is the implementation of Turkish open door policy to refugees from Syria in 2011-2019?

C. Theoretical Framework

In this thesis, researcher used the concept as the theoretical framework to answer the question above. According to Mochtar Mas'od, concepts are abstractions that represent an object, the nature of an object, or a particular phenomenon. In the other word, a concept is a word that symbolizes an idea. The concept in social science is to refer to the properties of the object being studied. The concept has four functions. First, the concept serves to convey and transmit perceptions and information. Second is to introduce a point of view. Third is as a suggestion to organize ideas, perceptions, and symbols. The last is to determine the form and content of theory (Mas'od, 1990).

One of the concepts that is suitable for answering the research question is refugee management.

Refugee Management

According to Abdul Haris, international migration is an activity of population movement that takes place

from one region to another by considering the territorial boundaries of the State in terms of political, economic, social, and cultural. A migration activity can be categorized as an international migration if it has exceeded the national territory of a country. Based on the legality of migration documents, migration activities that take place can be divided into international documented migration and undocumented international migration (Haris, 2003: 34-35).

The refugee is part of international migration. According to S. Prakash Sinha, refugees are those who are involved or affected by political problems that arise between the state and its citizens, the conditions that require the person to leave his country or place of residence, either voluntarily or forcibly. It is impossible to return because it would endanger themselves, and those who request status as refugees from other countries without citizenship (Krustiyati, 2012).

A person is a refugee as soon as he or she fulfills the criteria contained in the definition of the 1951 Convention. A person may also deserve international protection if he or she qualifies for “subsidiary protection”¹ UNHCR has also the competence to provide international

¹ Person eligible for subsidiary protection means a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm as defined in Article 15, and to whom Article 17(1) and (2) do not apply, and is unable, or, owing to such risk, unwilling to avail himself or herself of the protection of that country.

protection to refugees who come within the extended refugee definition under UNHCR's mandate because they are outside their country of origin or habitual residence and unable or unwilling to return there owing to severe and indiscriminate threats to life, physical integrity or freedom resulting from generalized violence or events seriously disturbing public order (The UN Refugee Agency, 2018).

Meanwhile, the definition of management is the science and art of getting people together to accomplish desired goals and objectives by coordinating and integrating all available resources efficiently and effectively. In other words, management is a process of planning, decision making, organizing, leading, motivation, and controlling the human resources, financial, physical, and information resources of an organization to reach its goals efficiently and effectively (Iedunote, 2017).

Refugee management is about how one state controlling and maintaining the refugees in order to not causing the problem or reaching its goals. First, if the more prosperous states want to make it possible for people in other regions to live safely in their own country, then they should refrain from selling arms to regimes that are intent on persecuting their citizens and discriminating against minority groups. Second, the world's powerful states should be encouraged to examine more closely the impact of economic sanctions in prompting people to leave their country of origin. Third, if those states have a genuine interest in bringing a degree of stability to areas that generate large numbers of refugees, asylum-seekers, and migrants, then they might legitimately be expected to provide more consistent support to the work of the United Nations, especially to its efforts in the area of

peacekeeping and peace-building in war-torn states (Crisp & Dessalegne, 2002).

According to Alexander Betts (2011), states have a legal obligation to support refugees on their own territory, they have no legal obligation to support refugees on the territory of other states. Support is not only by offering financial assistance. They may also contribute to durable solutions for refugees or IDPs in terms of supporting resettlement, local integration, or repatriation (Betts & Loescher, 2011).

The government of turkey implements the open door policy as the form of support for refugees who are stay in Turkey's domestic territory. Those supports are realized by accepting the refugees, giving temporary protection, provisioning camps, accessing to public services until permitting to workplace. The step for opening the border is based on the Geneva Convention 1951 and Their Additional Protocols 1967 that has been sign by Turkey. Technical matters than regulates in Turkey's national law within managing the influx of refugees.

Turkey as refugee host states may adopt characteristics of a rentier state with regard to their management of forced migration or refugees, given that their governments are able to derive similar forms of unearned external income from a specific resource namely, the presence of refugee populations within a state's borders. A state that hosts forcibly displaced population group and relies financially on external income linked to its treatment of these refugees (Betts & Loescher, 2011).

The government of Turkey at first refused external assistance. However, along with the increasing number of refugees who are staying in Turkey, Turkey has begun to

open up to work with other parties. In dealing with refugees, Turkey works closely with the International Community such as the United Nations High Commissioner for Refugee, the World Food Program and others. Besides that, Turkey also collaborates with NGO like Turkey's Red Crescent.

D. Hypothesis

By using refugee management from Alexander Betts (2011), Turkey implements an open door policy through two ways:

1. Open to refugee by accepting the refugees, giving temporary protection, provisioning camps, providing access to public services such as education and health care until permitting to participate in workplace;
2. Open to cooperation by working closely with International Community such as the United Nations High Commissioner for Refugees (UNHCR) and some Non-Governmental Organizations (NGOs) within managing refugees from Syria deliberately and openly.

E. Research Methodology

The research methods used within this research were library research technique and qualitative data approach to explain how and what Turkish government did to handle the Syrian refugees through open door policy.

1. Library Research Technique

Library research is step process used to gather information in order to write a paper, create a presentation, or complete a project. It is also collecting primary and secondary data relating to the material.

Those library researches can be obtain from books, journals, official website, trusted site and so on (Elmer E. Rasmuson Library, 2018).

2. Qualitative Data Approach

Qualitative data is the non-numeric examination and interpretation of observations to discover underlying meanings and patterns of relationships. This approach is most typical of field research and historical research. In other words, qualitative analysis is methods for examining social research data without converting them to a numerical format (Babbie, 2010: 419).

Thus, both of library research technique and the qualitative data approach are used as research methods. Furthermore, the data that has been collected is then processed qualitatively according to the problem, objectives, and theoretical basis, which can later be concluded.

F. Outline

The researcher is divided this thesis into five chapters. It is intended that the issues raised can be more systematic and coherent. Thus, the outline is as follows:

The first chapter is an introductory chapter aimed at providing an explanation of the background of the title selection and a general description of the case that will be discussed in the thesis to be the main presentation, formulation of the problem, and theoretical framework that will be used. The first chapter serves as a context provider for the research conducted by the researcher.

The second chapter contains the past experience of Turkey in responding to the refugee from time to time.

Besides, this chapter will show the history of Turkish open door policy continue with Turkish legal basis of implementing open door policy both nationally and internationally. Continue with current situation of refugee in Turkey.

The third chapter explains the Turkish role on open to refugee. It is starting from accepting the refugees, giving temporary protection, providing camps, accessing to public services until permitting to workplace.

The fourth chapter talks about open to cooperation between the Turkish government with International Community such as United Nations High Commissioner for Refugees (UNHCR) and the International Non-Governmental Organization (INGO). This chapter also will be explained about the actions that have been done to help refugees from Syria.

The fifth chapter, as a closing, includes conclusions and criticisms or recommendations derived from this research.

