Table of Contents

1 About the Country Profile .................................................. 5
2 Introduction and Background Data ..................................... 7
3 Summary of (Crosscutting) Laws, Policies and Structures ........ 9
  3.1 Prohibition Against Racial and Ethnic Discrimination .......... 9
  3.2 Governmental Policies on Roma Inclusion ....................... 11
  3.3 Other Minority Related Bodies and Organisations ............. 13
4 Key Issues by Theme .......................................................... 15
  4.1 Housing and Evictions ............................................... 15
    4.1.1 Legal and Policy Framework .................................. 15
    4.1.2 Background and ERRC Activities ............................ 17
  4.2 Education .................................................................. 18
    4.2.1 Legal and Policy Framework .................................. 18
    4.2.2 Background and ERRC Activities ............................ 19
  4.3 Capacity Building and Advocacy .................................... 20
  4.4 Employment ............................................................ 20
  4.5 Health ....................................................................... 22
Annex 1: Human Rights Treaty Ratification and Reservation Table ................................. 23
1 About the Country Profile

The Turkey country profile focuses on housing (evictions), education and capacity-building as key areas of work for the ERRC. It also looks at the main developments when it comes to employment and health of Roma in Turkey in 2012. The information is correct as of April 2013.

The Turkey country profile was produced by: Hacer Foggo, Sinan Gokcen, Stephan Müller, Djordje Jovanovic, Dezideriu Gergely, Marianne Powell and Dzavit Berisha.

This publication and the research contributing to it have been funded by various ERRC funders, including the Swedish International Development Co-operation Agency, Open Society Foundations and the Sigrid Rausing Trust. The content of this publication is the sole responsibility of the European Roma Rights Centre. The views expressed in the report do not necessarily represent the views of donors.
2 Introduction and Background Data

Due to the lack of official statistics and countrywide reliable estimates, the total number of Roma and related groups such as Lom, Dom or Abdals in Turkey remains unknown. According to the Council of Europe, available estimates range from 500,000 to 5 million.¹

The majority of Roma live in Western Anatolia, Thrace, in the Marmara region and the Aegean Sea region while the Dom and Lom groups mostly live in South Eastern and Eastern Turkey. Dom is a distinct linguistic group originating from India, speaking Domari or Domca in Turkish.² At present, Dom communities are found mainly in the Middle East and North Africa. In Turkey Dom groups mostly live in the southeast of the country. Lom groups are also different from Turkish Rom and Dom, being separated by language though more closely related to Roma. Lom are also thought to originate from India and Lom groups are to be found mainly in the East Black Sea region, eastern and north eastern Anatolia and the Caucasus. Lom speak Lomari.³

Nationwide, comprehensive data on the socio-economic situation of the Roma in Turkey does not exist. Nationwide statistics are in general based on census results. Census-taking and statistical research in Turkey, however, does not include questions on ethnic identity which creates a serious obstacle for the production of reliable data. The lack of data also creates an obstacle for the planning and implementation of adequate policies for Roma.⁴

ERRC monitoring of the situation over the last eight years as well as several reports published in the last years indicate however, that Roma in Turkey face the same socio-economic challenges as Roma in other European countries.

Discrimination in access to the labour market, education system and health system as well as to the housing market still prevails.⁵ Comparatively high poverty and unemployment rates, low

---

¹ For an overview of estimates for Romani populations in Europe see website of the Council of Europe available at: http://hub.coe.int/web/coe-portal/roma. Throughout the report the term “Roma” refers also to related groups such as Lom, Dom, Abdals and others.

² Adrian Marsh, “A Brief History of Gypsies in Turkey” in We Are Here!: Discriminatory Exclusion and Struggle for Rights of Roma in Turkey, ed. Savelina Danova (Istanbul: ERRC/hYd/EDROM, 2008); to the Domari language see website of the “Romani project” available at: http://romani.humanities.manchester.ac.uk/atmanchester/projects/domari.shtml.


school attendance and school completion rates with limited professional skills, poor housing conditions and consequently poor health conditions lead to relatively low life expectancy. On the other hand, only few physical attacks targeting Romani individuals and communities have been recorded during the last few years.6

In recent years, Turkish authorities initiated several urban renewal projects which in some locations led to the demolition of Romani neighbourhoods and the forced eviction of their inhabitants (see the chapter on Housing for more information).

An unknown number of Roma do not possess ID cards, which seem to affect in particular Roma who have migrated within the country and the (small) itinerant groups in Eastern Anatolia. Only in 2010, following an order of the Ministry of Interior the retroactive application for an ID card was not connected anymore with a pecuniary fine. The previous practice of receiving a fine when applying for an ID card might have prevented Roma from applying for this document.7

Romani women are in a particularly vulnerable position, facing multiple discrimination as members of the Romani community and as women. It is estimated that the vast majority of Romani women are illiterate or semi-illiterate and do not have access to stable jobs with social security. Further, according to reports, early marriages are still common practice in Romani communities.8 Gender-based violence often goes unreported and the communities or even law enforcement officers do not follow up acts of domestic violence towards Romani women.


3 Summary of (Crosscutting) Laws, Policies and Structures

In contemporary Turkey, the concept of minorities is still officially linked strictly to the Lausanne Treaty of 1924. The Lausanne Treaty referred to the “non-Muslims minorities” of Turkey, providing them with a number of rights. Though they are not explicitly named as such in Lausanne, these minorities are generally accepted to be: Armenians, Jews and Greeks, reflecting three of the traditional groups of the Ottoman “millet” system – Armenian Christians, Jews, Orthodox Christians.

The legal system of Turkey does not provide formal recognition to other minority groups, including Roma, and fails to present rights protection to them as a group. This legal and political shortcoming may lead to de facto discrimination of these groups in access to the rights and freedoms guaranteed by the International Convention on the Elimination of All Forms of Racial Discrimination.

The 1982 Constitution of Turkey, drafted under military rule, prioritises the state’s supremacy over the citizen. Drafting a new constitution has been on the agenda of all political parties and has been one of the key promises of the ruling Justice and Development (AKP) Party in the last decade. After the general elections on 12 June 2011, the issue of a new constitution was again put on the agenda. A parliamentary body, the Constitution Reconciliation Committee, was set up on 19 October 2011 to initiate the constitutional reform process. The Committee met with various civil society organisations, including Roma. Romani representatives submitted a statement in April 2012 which underlined the exclusion and discrimination that Romani groups face in the country, and demanded positive discrimination and other policies to end this systemic problem.

3.1 Prohibition Against Racial and Ethnic Discrimination

The 1982 Constitution of Turkey (Art. 10) refers to anti-discrimination and equal treatment:

“(1) All individuals are equal without any discrimination before the law, irrespective of language, race, colour, sex, political opinion, philosophical belief, religion and sect, or any such considerations.

9 The Lausanne Treaty was signed after the World War I, on 24 July 1923 between Turkey on the one part and the British Empire, France, Italy, Japan, Greece, Romania, and the “Serbo-Croat-Slovene” State on the other. It is considered as the “founding treaty” for the Republic of Turkey. Full text of the Treaty available at: http://www.lib.byu.edu/~rdh/wwi/1918p/lausanne.html.

10 The millet system was composed of different religious communities who were autonomous to administer their own affairs under their own communal jurisdiction.

11 See the home page of the Committee at: https://yenianayasa.tbmm.gov.tr/default.aspx.

(2) Men and women have equal rights. The State shall have the obligation to ensure that this equality exists in practice.

(3) No privilege shall be granted to any individual, family, group or class.

(4) State organs and administrative authorities shall act in compliance with the principle of equality before the law in all their proceedings.”

Turkey has signed the Protocol No. 12 to the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR) providing for a general prohibition of discrimination back in 2001. However, it has not yet ratified the Protocol. Turkey is, however, bound by Article 14 of the ECHR.

The 2012 Progress Report of the European Commission states that there “is a need for revision of existing legislation, the introduction of comprehensive legislation to combat discrimination and the introduction of protection mechanisms or specific bodies to combat racism, xenophobia, anti-Semitism and intolerance.”

Under the requirements in the framework of the accession process to the European Union, Turkey has to adopt a comprehensive anti-discrimination law that is in line with Council Directive 2000/43/EC. On 13 November 2009 the Government drafted a proposal entitled “Combating Discrimination and Equality” and sent this draft to the bar association, academics, experts and NGOs for their opinions. This draft includes race as a prohibited ground for discrimination.

Initially, the draft, which introduces progressive measures to combat discrimination, received a positive response from human rights circles. On 17 March 2010 the Government announced that the draft was transformed into a draft law proposal. However, in the final version of the draft law proposal published on the official website of the Ministry of Interior, “sexual orientation and identity” was removed as a prohibited ground for discrimination; human rights and LGBT circles criticised this move. The draft proposal has not been submitted to the parliament to date.

The Penal Code (Article 122) reads: “Anyone who practices discrimination on grounds of language, race, colour, gender, disability, political ideas, philosophical beliefs, religion, sect or other reasons; by a) preventing the sale or transfer of personal property or real estate or the performance or enjoyment of a service or who makes the employment of a person contingent on one of the conditions listed above, b) withholds foodstuffs or refuses to provide a service supplied.

---

13 Translation in English by International Constitutional Law (ICL) based on the text published by the Office of the Turkish Prime Minister. The status date follows the last amendment mentioned there (Provisional Article 17, Annex 10.05.2007/Article 5659/1). Available at: http://www.servat.unibe.ch/icl/tx00000_.html.

14 See: http://conventions.coe.int/Treaty/Commun/ChercheSig.asp?NT=177&CM=&DF=&CL=ENG.


16 Turkish version of the proposal is available at: http://www.icisleri.gov.tr/default.icisleri_2.aspx?id=5692.
to the public, c) prevents a person from carrying out ordinary economic activity, shall be sentenced to imprisonment for a term of from six months to one year or a judicial fine.”

The Turkish Labour Law 4857 (Art 5) contains the provision that “no discrimination based on language, race, gender, political opinion, philosophical belief, religion and religious sect or similar reasons is permissible in the employment relationship.”

Turkey amended some laws since 2006 to eliminate discriminatory articles and phrases targeting Roma. Amendment to Article 4 of the 1934 Law on Settlement, No 2510 was adopted in 19 September 2006. Although “explicit references to Roma were dropped in the new Law of Settlement No. 5543, the new Article 4 contains vague formulations and is therefore open to discriminatory application: “Those foreigners who are not descendants from Turkish ancestry or not bound to the Turkish culture as well as those who are of Turkish ancestry or bound to Turkish culture that were expelled and those who are deemed to be unsuitable to enter Turkey for security reasons are not accepted to Turkey as migrants.”

In a similar vein, Article 134/B/A/5 of “Regulations regarding Police Discipline, Role of Police in Ceremonies and Communities, and Organization and Responsibilities of Police”, which list ‘Gypsies’ as ‘potential suspects’ was eliminated by a government decree on 20 June 2006.

Furthermore, Article 21 of the Law on the Movement and Residence of Aliens (Law No: 5683), which authorises “the Ministry of Internal Affairs to expel stateless and non-Turkish citizen gypsies and aliens that are not bound to the Turkish culture” was amended on 19 January 2011.

The legal system in Turkey does not include any reference to hate crime; thus racial motives are not considered as an aggravating factor.

### 3.2 Governmental Policies on Roma Inclusion

In 2011, the institutions of the European Union adopted a European Framework for National Roma Integration Policies aiming at a better inclusion of Roma through closing the gap in the living conditions between Roma and the majority populations. The EU Framework calls

---

18 Turkish version of the Law is available at: [http://www.tbmm.gov.tr/kanunlar/k4857.html](http://www.tbmm.gov.tr/kanunlar/k4857.html).
19 ERRC, “Turkish Lawmakers Amend Racist Law”, press release, 18 May 2007, available at: [http://www.errc.org/article/turkish-lawmakers-amend-racist-law/2790](http://www.errc.org/article/turkish-lawmakers-amend-racist-law/2790). Before its revocation, Article 4 that “those that are not bound to the Turkish culture, anarchists, migrant gypsies, spies and those that have been deported, are not recognized as migrants”.
upon the Member States to develop national policies for the inclusion of Roma. Regarding the countries in the accession process the relevant EC Communication states that “the EU Roma integration goals are equally relevant to these countries” and that they should review their existing policies in line with these goals.22

Turkey has not yet adopted a Government Strategy for the inclusion of Roma or subsequent Action Plans. The European Commission stated in the 2012 Progress Report on Turkey that “a comprehensive strategy needs to be established and the issue needs to be reflected and mainstreamed in main policy areas. There is lack of quantitative data on the situation of Roma, which prevents informed policy-making”.23

Turkey is not participating in the Decade of Roma Inclusion though several organisations including the ERRC have advocated that Turkey join the Decade of Roma Inclusion. Participating in the Decade of Roma Inclusion would require producing action plans in the areas of education, employment, health and housing with the cross-cutting issues anti-poverty, anti-discrimination and gender equality.

In 2009, the government put the situation of Roma on its agenda. On 16 November 2009, Ali Koyuncu, the then Member of Parliament from the governing party AKP, organised a meeting in Ankara with Roma NGOs to discuss the situation of Roma in Turkey.24 This meeting also served as a preparatory step for a wider meeting hosted by the then State Minister Faruk Celik.

After Prime Minister Tayyip Erdoğan stated on 22 November 2009 that the government will develop plans to address the problems of Roma, a workshop took place in Istanbul on 10 December 2009 in which in addition to eighty Romani, Dom and Lom civil society organisations and five Romani federations, representatives of the government and the parliament participated.25

In the meantime the government followed up this first direct interaction with Romani groups with several meetings which targeted inter alia the development of a national strategy for Roma integration.

The most impressive step of this process took place in Istanbul on 14 March 2010 when the Prime Minister Tayyip Erdoğan met in Istanbul with approximately 15 thousand Roma


24 The list of Roma NGOs who attended this meeting include: EDROM, Lüleburgaz Batı Trakya Romanları Kültür Yardımlaşma Derneği, Mersin Romanlar Derneği, Keşan Roman Kültürü Araştırmalar Derneği, Kırklareli Roman Kültürünü Koruma Derneği, İzmir Çağdaş Romanlar Derneği, Romankara, Muratli Romanlar Derneği, Artvin Lom Derneği, Hatay Dom grubu, Bergama Kadınları Roman Kültürü'nü Tanıtma Derneği, Dikili Romanlar Derneği, İzmir Romanlar Derneği and Bursa Romanlar Derneği.

coming from all over the country. The Prime Minister declared that the government will not tolerate discrimination of Roma in Turkey and that when addressing the problems of Roma, it will prioritise the housing issue.26

Despite the meetings mentioned above, the participation of Romani civil society in developing or implementing inclusion policies for Roma remains limited. In 2012, the Ministry of Family and Social Policies was given the task of developing a national strategy. However, to date, the government has not adopted a Strategy for the Integration of Roma.

### 3.3 Other Minority Related Bodies and Organisations

In 2012, Turkey introduced the Ombudsman (or “kamu denetçiliği” in Turkish) system. The Parliament adopted the “Kamu Denetçiliği Kurumu Kanunu”27 (Law on Ombudsman Institution) on 14 June 2012 which became effective on 29 June 2012. According to the Law, the purpose of introducing the ombudsman system is to establish an independent and effective mechanism to review complaints about the actions of public authorities. The body will examine research and make suggestions about all kinds of operations and activities, attitude and conduct of the administration, determining whether they are in line with the sense of justice based on human rights, as well as their accordance with the law and justice.

Roma are not officially represented in political structures at any government level and there are no official advisory bodies to governmental structures involving Romani representatives. The Ministry of Family and Social Policies was instructed to coordinate Roma-related activities in 2012.

There are various Roma organisations across the country. However most of them lack capacity to effectively influence policy-making or to launch and pursue successful (legal) advocacy and awareness raising campaigns. In September 2012, six Romani federations and 70 associations from across the country established an umbrella organisation called “the Roma Rights Forum” (ROMFO).

In December 2012, representatives of ROMFO were invited to the Minister of Family and Social Policies, Fatma Şahin, to discuss the current Roma-related activities of the government. Minister Şahin informed ROMFO that at a recent meeting with governors from eighteen cities with larger Romani populations Roma issues were discussed. Right after this meeting with the Minister, governors arranged meetings with Roma representatives in their regions to listen to Roma issues.

While Turkey has a vibrant human rights NGO community operating across the country, Roma are not a target or priority for this sector, or for international human rights NGOs that focus more on the Kurdish population, the split between Islamist and secular society or the role of the military in civilian life. Furthermore, the political representation of Roma is still extremely limited.

---


4 Key Issues by Theme

The following section highlights some of the key topics in Turkey that the ERRC is working on.

4.1 Housing and Evictions

4.1.1 Legal and Policy Framework

In 2005 the first legislation was enacted to enable urban transformation projects to be implemented with ease. Since then, the right to housing for all informal communities including the Roma has regressed.

A new law, entitled “Transformation of Areas under Disaster Risk” (Law No: 6306), proposed by the Government was adopted by the Parliament on 16 May 2012. The law regulates the improvement, settlement and renovation of areas at risk of disaster and other lots with risk-bearing buildings, even if outside of a designated disaster risk area.

City and urban planning experts, academics, civil society activists and international organisations have criticised the law proposal since it may severely weaken housing and property rights, with particular reference to emergency expropriation mechanisms included in the law.

It is a fact that many of the settlements in Turkey are highly susceptible to earthquakes. While all measures to reduce attendant risks are welcomed by the public and civil society, one of the chief concerns stemming from the law is that it will result in forced eviction and relocation of persons inhabiting economically attractive areas, as in the case of many Roma living in old settlements in central areas of Turkish cities.

According to experts, Law 6306 does not provide adequate protection mechanisms to individuals and gives immense powers to authorities. The law does not establish adequate and effective consultation mechanisms with the owners and/or tenants of the buildings which may be affected. The language of the law is ambiguous and there are various points in the law which may be open to arbitrary interpretation.

The United Nations Special Rapporteur on Adequate Housing sent a letter on 29 May 2012 to the Turkish Prime Minister to raise concerns regarding the law. The Special Rapporteur stated in the letter that, “Overall, it is alleged that the Bill presents a number of problematic
provisions, in particular a lack of legal certainty, accountability mechanisms, administrative or judicial recourses for affected communities, coupled with extensive decision making powers of Government and local authorities with regard to the determination of buildings to be demolished and the actual demolition process.” The Special Rapporteur also emphasised in the letter that the implementation of the law “may lead to mass forced evictions, infringements on the rights to property and housing, and to an increased number of people made homeless or in worse housing and living conditions than they were prior to the Bill’s implementation”. Furthermore, the Special Rapporteur criticized the process of drafting the law for lacking sufficient consultation with “potentially affected communities and civil society organizations.”

Similarly, the Istanbul Branch of the Chamber of Architects criticised Law 6306, stating that it “aims to eliminate any possible obstructions and even disregards the rights secured by national and international legal rules with the purpose of satisfying the legal and financial aspects of ‘transformation’ and dismisses any other aspects”. The Chamber of Architects in its report identified the following issues that would be relevant to Roma: (i) citizens’ right to housing is disregarded; (ii) the right to ownership is violated; (iii) the principle of equality has been dismissed; (iv) the right to legal remedies is restricted and (v) even though reference is made to the “voluntary” principle in the justification of the draft, the methods define use of force.

Article 4 of the Law states that electricity, water and natural gas supplies will be cut off and all public services will be suspended in the areas declared at risk. This may reflect an indirect mechanism of forced eviction and show that inflicting such sanctions without ensuring the housing rights of the citizens who need special protection both economically and socially is against fundamental human rights and is also irreconcilable with the Constitution and the principles of the social state.

Article 5 declares that property owners who make agreements with the authorities may be supplied with temporary housing and their rents may be funded, i.e., it does not provide an effective guarantee that the authorities have to adhere to.

Article 6 restricts the right to legal remedies, i.e., it makes it impossible to file claims against the procedures of the authorities. This article not only violates housing rights but also the right to file against unfair treatment and to obtain an effective remedy within the domestic legal framework (contrary to Article 13 ECHR, inter alia). So, when houses are expropriated, demolished and families are evicted unjustly, they will not be able to resort to courts in order to challenge unfair treatments.

---

30 The letter of the Special Rapporteur is available at: https://spdb.ohchr.org/hrdb/21st/Public_-_AL_Turkey_29.05.12_%284.2012%29.pdf.


32 Ibid.
4.1.2 BACKGROUND AND ERRC ACTIVITIES

Many Roma live in substandard housing conditions, in unhealthy settlements under unfavourable conditions. It is estimated that the great majority of Roma live in shanty-towns, squats and slum neighbourhoods consisting of houses with one or two rooms. Due to infrastructure problems in many Romani neighbourhoods, Roma face hardships in accessing facilities such as electricity, water, sewerage system and transportation. Sanitary conditions are very poor in most Romani settlements.

With the new law, expropriations and evictions became an immediate threat for many Romani settlements since the law provided public authorities with powers to quickly evict them. Across Turkey, Romani settlements are close to city centres or areas which show potential for urban development projects. The extent to which Roma will be affected by the new law is of significant concern. This is exacerbated by low levels of education, capacity of defending their rights and low economic resources among Romani communities.

For example, the Roma community from Istanbul Sancaktepe – Paşaköy neighbourhood reported to the ERRC that they have been living under risk of contagious diseases due to the lack of water and sewage services in the neighbourhood. 55 families that moved to Paşaköy after they were evicted from Küçükbaşkalköy, Istanbul have been living without access to water since 2008. Petitions were written to the authorities, however, there has not been any response to date. Children have to go to school without being able to wash.

In recent years, the Turkish authorities initiated several urban renewal projects which in some locations led to the demolition of Romani neighbourhoods and the forced eviction of their inhabitants.

The most infamous example of the demolition of a Romani neighbourhood is the Sulukule case. In Sulukule, one of the oldest Romani settlements in Europe, the Fatih Municipality of Istanbul carried out an urban renovation project between 2005 and 2010. The Municipality used a Governmental Decree from October 2006 which allowed “urgent expropriation” of the properties of Roma in Sulukule.33 Both the municipality and the Government claimed that the renovation of the area was urgently needed due to the risk of earthquakes, despite several expert reports stating that the risk in Sulukule was low compared to other parts of Istanbul.34 In the end, Roma were forced out of Sulukule and new luxury accommodations replaced the settlement, which the former residents could not afford to purchase.

The ERRC and its partners in Turkey initiated a court case aiming to cancel the urban renovation project targeting Sulukule. The complaint was filed on 31 December 2007 at the Istanbul Administrative Court by Sulukule’s own residents. In their complaint, the plaintiffs argued that the Fatih


Municipality implementing the project and the Ministry of Culture and Tourism that approved its implementation have breached domestic and international laws, including Turkey’s Constitution.

The 4th Administrative Court of Istanbul ruled on 12 June 2012 in favour of the cancellation of the urban renovation project targeting Sulukule.\textsuperscript{35} The Court established that the Fatih Municipality’s Sulukule project is “not in the public interest”. The Court found the Municipality’s project to be in violation of Law no. 5366 on the “Preservation by Renovation and Utilisation by Revitalising of Deteriorated Immovable Historical and Cultural Properties” as well as UNESCO’s criteria on preservation of historical heritage.

Roma communities from different neighbourhoods have started opposing urban transformation projects, supported by civil society organisations.\textsuperscript{36} The communities accept the need to improve housing conditions in their settlements; however they demand “on-site” improvement instead of being relocated to new settlements often very far away from the city centre. The relocation often creates problems with regard to accessing schools and employment opportunities, and could also negatively impact the social cohesion of communities.

### 4.2 Education

#### 4.2.1 Legal and Policy Framework

Article 42 of the Turkish Constitution stipulates that primary education is compulsory for all citizens and is free of charge for State schools. The educational system in Turkey has a complex structure and is comprised of several pieces of legislation.\textsuperscript{37} The most recent legislative changes were passed in 2012,\textsuperscript{38} restructuring the entire system of primary and secondary education in Turkey. Earlier, primary education was integral, compulsory and universal during the eight-year period. After the legislative changes in 2012, primary education was divided into two phases – four years of universal primary education and four years of middle school where different programmes are taught which will later influence the choice of secondary school. Children are enrolled in the first grade of elementary school earlier than before, between the ages five to six (60-72 months). Secondary education became compulsory, offered in a three-year and four-year cycle. After completion of middle school, pupils are obliged to pass an entry test to enrol in general, vocational or technical secondary schools.


\textsuperscript{36} Romani communities, e.g., in Sakarya (Gazipaşa neighbourhood), Istanbul (Şişli Kuştepe, Gaziosmanpaşa Sangöl, Yalova Baglarbaşı neighbourhoods) or İzmir (Çaybaşı and Girpi neighbourhoods) protested against their displacement. See inter alia http://www.sakaryarehberim.com/others/haber.php?xnumber2=168511.


\textsuperscript{38} Act No: 6287 on Some Amendments to the ‘Primary Education and Instruction Act’ and to Some Other Acts, 2012.
Controversies followed the adoption of the new law. After the drafting of the Act, discussions on amendments and passing of the Act all took place within a month, despite its profound and radical impact. Throughout this process, no research was conducted as to the potential effects of the new system envisaged by the Act and only a nominal attempt was made to consult the public.

According to the Basic Law on Public Education, access to education can not be limited on any grounds, including race. Furthermore, the law does not provide any legal basis for segregated education. However, de facto physical segregation of Romani students is widespread. Romani children are concentrated in schools where they constitute a significant proportion of the school-age population. In some cases, Romani children exclusively constitute the school population. In general, the quality of education in Roma-only schools is quite low and in most cases, teachers assigned to these schools, consider this as a “punishment”. Romani children and parents testify that, in most cases, Roma-only schools do not follow the national curricula.

4.2.2 BACKGROUND AND ERRC ACTIVITIES

Detailed data on the situation of Roma in the education system is not available. According to the 2012 Progress Report of the European Union, drop-out and absenteeism rates continue to be high among Romani children. Poverty, housing situation, lack of documents, and migration of families for seasonal work as well as bullying by schoolmates or discriminatory attitudes of teaching personnel contribute to this situation. The lack of importance of education for girls or the “custom” of early marriages which prevails in some Romani communities further complicate the situation of Romani girls regarding education.

In 2011, the Ministry of Education commissioned a report on the situation of Roma in the education system which confirmed low enrolment rates and high dropout rates in primary education as well as high absenteeism rates among Romani students.

Despite discussion of following-up measures such as further studies to receive more detailed data or the development of an action plan, the government has not yet developed sustainable measures and policies to fully integrate Romani children into the education system. However, the Minister of Family and Social Policies stated in December 2012 in a meeting with Romani civil society organisations that in 2013, the Ministry would initiate projects for Romani children in several cities that should enable them to better access quality education and to continue their education.

39 Act No. 1739 – Basic Education Law, Article 4 states that institutions of education are open to everyone regardless of language, race, gender and religion. Available at: http://mevzuat.meb.gov.tr/html/88.html.
41 Ibid.
44 Reported by the ERRC Turkey Monitor who attended the meeting.
In 2012, the ERRC started a new research project to identify the problems and discriminatory practices that Romani children face in primary education. The research is being carried out in three cities, Edirne, Mersin and Antakya and conducted in partnership with local Roma rights organisations, Edirne Roma Association (EDROM), Akdeniz Roma Federation and Antakya Dom Association (DOMDER).

As a first step, a training programme was organised in Edirne in September 2012 for a research team composed of activists from three local partners. Following the training, the research team interviewed Romani children and their parents.

### 4.3 Capacity-Building and Advocacy

The ERRC has been monitoring the situation of Roma in Turkey since 1997. The ERRC, with its local partners, Edirne Roma Association and Helsinki Citizens’ Assembly, implemented the first comprehensive study on Roma in Turkey between 2006-2008. In 2009, the ERRC organised a one-week summer school, entitled “Capacity Building for Roma Rights Advocacy”, for young Romani, Dom and Lom activists from across the country.

The ERRC aims to empower Romani activists to promote human rights respect and equality, to address human rights problems that affect communities and to provide hands-on learning opportunities and professional training that contributes to increased levels of direct action by Roma on behalf of their communities.

In October 2012, the ERRC organised training on advocacy for young Roma rights activists in Turkey. The training, held in Ankara, provided in-depth information on international and national legal frameworks and policies in the field of education and housing rights, improving the advocacy and campaigning skills of the participants in these fields. 23 Roma – university students or graduates – from several cities attended the training. The participants drafted policy statements targeting policymakers in education and housing rights which were discussed at a workshop attended by Government officials, representatives of human rights organisations and representatives of intergovernmental bodies.

In October 2012, the ERRC organised an event in Ankara with representatives of prominent human rights organisations and activists. At the meeting, the ERRC presented its current and past work in general and in Turkey in particular, as well as the situation of Roma in Europe.

### 4.4 Employment

There is no official data about the employment of Roma in Turkey because ethnically disaggregated data is not collected. Available information points that a high participation rate of

---

45 The findings of the study were published in a book titled “We are Here!: Discriminatory Exclusion and Struggle for Rights of Roma in Turkey” available at: [http://www.errc.org/article/we-are-here-discriminatory-exclusion-and-struggle-for-rights-of-roma-in-turkey/2975](http://www.errc.org/article/we-are-here-discriminatory-exclusion-and-struggle-for-rights-of-roma-in-turkey/2975).
Roma work in the informal labour market (e.g., paper collecting, scrap dealing, flower selling), in low-skilled professions (cleaning jobs) temporary jobs (seasonal agricultural work), while some Roma make their living through traditional professions including traders or musicians. Due to the informal nature of most of these professions, many Roma do not have access to social security and do not have a permanent, stable income.

In addition to a low education level, lack of job skills demanded by the labour market, prejudices and discrimination play a key role in the vulnerable position of Roma in the labour market. The ERRC and other organisations have documented cases when employers rejected job applications of Romani individuals when they found out their ethnic origin or that they live in a neighbourhood known to be Romani. Romani women are in particular affected by limited access to the labour market.

Seasonal agricultural work also has an impact on the school attendance of children. The work is primarily done between May and November and is often not in close proximity to the home towns of Roma, which means that children have to travel with their parents and cannot attend school during this period. Some Romani girls even report that they were often not allowed to return to school at all.

The Government of Turkey in the meantime has acknowledged the problems Roma face in the labour market. In meetings held in 2009 and 2010, government officials stated that policies and measures will be developed aiming to increasing the employability of Roma.

In March 2012, the Employment Agency (İŞKUR) was instructed by the Ministry of Labour and Social Security to provide temporary employment to 1500 Roma from 47 provinces for eight months with monthly wages of 750-900 TL. In December 2012, the Minister of Labour and Social Security stated that 1365 Roma have been employed and 537 persons have acquired vocational training certificates. He also announced that a special quota for Roma has been introduced within the employment programmes of İŞKUR.
However the 2012 Progress Report by the European Commission stated that, “There have been efforts by the Labour Ministry and İŞKUR to promote the employment of Roma in temporary jobs of public benefit. Vocational training has also been provided…However, there was criticism of the temporary nature of the courses and employment offered and the lack of information about the programme. Medium- and long-term planning to increase the employability of Roma citizens is needed. In addition, the Roma population had little access to regular, recorded jobs and continued to be subject to prejudice and discrimination”.

### 4.5 Health

Available information indicates that in general Roma have a poor health status in comparison with other groups. Substandard housing conditions, unhealthy professions and wide-spread poverty which lead to malnutrition and unhealthy life-styles are the main reasons for poor health status. According to local research, evictions have an impact on the overall health status of the persons involved.

Some Roma have reported racial prejudices when accessing services provided by hospitals. The 2012 EU Progress Report noted that “Roma continued to have difficulties with access to health services (…), in some cases because they did not have identity cards.”

Until 2012, most Roma in Turkey possessed a green card, which provided free access to public health services. This system changed in early 2012 and green card holders were integrated within the General Health Insurance. According to this system, individuals with a monthly income lower than one third of the minimum wage can access public healthcare services for free. However there is no research indicating how this change impacts Roma.

---

56 This system, established in 1992 and directly funded by the Government, entitles poor people earning less than a minimum level of income to access outpatient and inpatient care as well as medication at state hospitals and some university hospitals. In the beginning all services, including access to medication, were free for green card holders.
Annex 1

Human Rights Treaty Ratification and Reservation Table

<table>
<thead>
<tr>
<th>Treaty</th>
<th>Accession/Ratification Date</th>
<th>Objections and Reservations</th>
</tr>
</thead>
<tbody>
<tr>
<td>UN Conventions</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| International Covenant on the Elimination of All Forms of Racial Discrimination (CERD) (1966) | 16 Sep 2002                | Declarations and reservation:  
  "The Republic of Turkey declares that it will implement the provisions of this Convention only to the States Parties with which it has diplomatic relations.  
  The Republic of Turkey declares that this Convention is ratified exclusively with regard to the national territory where the Constitution and the legal and administrative order of the Republic of Turkey are applied.  
  The Republic of Turkey does not consider itself bound by Article 22 of this Convention. The explicit consent of the Republic of Turkey is necessary in each individual case. |
| International Covenant on Economic, Civil and Cultural Rights (1966) | 23 Sep 2003                | Declarations and reservation:  
  "The Republic of Turkey declares that it will implement its obligations under the Covenant in accordance to the obligations under the Charter of the United Nations (especially Article 1 and 2 thereof).  
  The Republic of Turkey declares that it will implement the provisions of this Covenant only to the States with which it has diplomatic relations.  
  The Republic of Turkey declares that this Convention is ratified exclusively with regard to the national territory where the Constitution and the legal and administrative order of the Republic of Turkey are applied.  
  The Republic of Turkey reserves the right to interpret and apply the provisions of the paragraph (3) and (4) of the Article 13 of the Covenant on Economic, Social and Cultural Rights in accordance to the provisions under the Article 3, 14 and 42 of the Constitution of the Republic of Turkey." |
| International Covenant on Civil and Political Rights (1966) | 23 Sep 2003 | Declarations and reservation:  
The Republic of Turkey declares that; it will implement its obligations under the Covenant in accordance to the obligations under the Charter of the United Nations (especially Article 1 and 2 thereof).  
The Republic of Turkey declares that it will implement the provisions of this Covenant only to the States with which it has diplomatic relations.  
The Republic of Turkey declares that this Convention is ratified exclusively with regard to the national territory where the Constitution and the legal and administrative order of the Republic of Turkey are applied.  
The Republic of Turkey reserves the right to interpret and apply the provisions of Article 27 of the International Covenant on Civil and Political Rights in accordance with the related provisions and rules of the Constitution of the Republic of Turkey and the Treaty of Lausanne of 24 July 1923 and its Appendices. |
| Optional Protocol to the ICCPR (1966) | 24 Nov 2006 | Statements:  
“The Republic of Turkey declares that the three declarations and the reservation made by the Republic to the International Covenant on Civil and Political Rights shall also apply to the present Optional Protocol."  
“The Republic of Turkey interprets article 1 of the Protocol as giving the Committee the competence to receive and consider communications from individuals subject to the jurisdiction of the Republic of Turkey who claim to be the victims of a violation by the Republic of any of the rights set forth in the Covenant.”  
Reservations:  
“The Republic of Turkey formulates a reservation concerning article 5 paragraph 2 (a) of the Protocol to the effect that the competence of the Committee:  
a) shall not apply to communications from individuals if the same matter has already been considered or is being considered under another procedure of international investigation or settlement.  
b) shall be limited to communications concerning alleged violations which result either from acts, omissions, developments or events that may occur within the national boundaries of the territory of the Republic of Turkey after the date on which the protocol enters into force for the Republic of Turkey, or from a decision relating to acts, omissions, developments or events that may occur within the national boundaries of the territory of the Republic of Turkey after the date on which the Protocol enters into force for the Republic of Turkey.  
c) shall not apply to communications by means of which a violation of article 26 of the International Covenant on Civil and Political Rights is reprimanded, if and insofar as the reprimanded violation refers to rights other than those guaranteed under the aforementioned Covenant.” |
**Statements:**

“The Republic of Turkey declares that the three declarations and the reservation made by the Republic to the International Covenant on Civil and Political Rights shall also apply to the present Optional Protocol.”

“The Republic of Turkey interprets article 1 of the Protocol as giving the Committee the competence to receive and consider communications from individuals subject to the jurisdiction of the Republic of Turkey who claim to be the victims of a violation by the Republic of any of the rights set forth in the Covenant.”

The three declarations and the reservation made by the Republic of Turkey to the International Covenant on Civil and Political Rights read as follows:

The Republic of Turkey declares that; it will implement its obligations under the Covenant in accordance to the obligations under the Charter of the United Nations (especially Article 1 and 2 thereof).

The Republic of Turkey declares that it will implement the provisions of this Covenant only to the States with which it has diplomatic relations. The Republic of Turkey declares that this Convention is ratified exclusively with regard to the national territory where the Constitution and the legal and administrative order of the Republic of Turkey are applied.

The Republic of Turkey reserves the right to interpret and apply the provisions of Article 27 of the International Covenant on Civil and Political Rights in accordance with the related provisions and rules of the Constitution of the Republic of Turkey and the Treaty of Lausanne of 24 July 1923 and its Appendixes.

<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Convention on the non-applicability of statutory limitations to war crimes and crimes against humanity (1968)</td>
<td>-</td>
</tr>
<tr>
<td>Convention on the Elimination of All Forms of Discrimination Against Women (1979)</td>
<td>20 Dec 1985</td>
</tr>
<tr>
<td>Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984)</td>
<td>2 Aug 1988</td>
</tr>
<tr>
<td>Optional Protocol to CAT (2002)</td>
<td>27 Sep 2011</td>
</tr>
</tbody>
</table>

**4 Apr 1995**

Reservation made upon signature and confirmed upon ratification:

The Republic of Turkey reserves the right to interpret and apply the provisions of articles 17, 29 and 30 of the United Nations Convention on the Rights of the Child according to the letter and the spirit of the Constitution of the Republic of Turkey and those of the Treaty of Lausanne of 24 July 1923.

## Optional Protocol CRC: Involvement of Children in Armed Conflict (2000)

**4 May 2004**

**Declarations:**

1. The Republic of Turkey declares, in accordance with Article 3 (2) of the Optional Protocol, that military service is compulsory in Turkey, however Turkish citizens are not subjected to compulsory military service before reaching the legal age of maturity. In accordance with the Turkish Military Code, military service begins on 1st January of the twentieth age; in cases of mobilisation and state of emergency, individuals who are liable to military service may be recruited at the age of 19.

There is no voluntary recruitment in Turkey. However, Article 11 of the Military Code envisages a voluntary recruitment for navy and gendarmerie classes and non-commissioned officers at a minimum age of 18. Nevertheless, this article, which is in compliance with the age regulation of the Optional Protocol, is not applied in practice. Students of military schools, who are exempted from the Optional Protocol according to Article 3 (5) of this protocol, are not subjected to compulsory military service. Under the Turkish legal system, such students are not considered as “soldiers” and are not held liable for “military service”.

2. Admittance to the military high schools and preparatory non-commissioned officer schools is on a voluntary basis, depending on success in the entrance examinations and with the consent of parents or legal guardians. Students who have completed their primary school education and enrolled into such schools at a minimum age of 15 can quit them at any time if they so wish.”

**Reservations:**

“The Republic of Turkey declares that it will implement the provisions of the existing Optional Protocol only to the States Parties which it recognizes and with which it has diplomatic relations.

The Republic of Turkey declares with regard to Article 3 (5) of the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict that the reservation it made to Article 29 of the Convention on the Rights of the Child, which is referred to in the said paragraph of the Optional Protocol, fully retains its validity.”


**19 Aug 2002**

**Declaration:**

“The Republic of Turkey declares that it will implement the provisions of the existing Optional Protocol only to the States Parties which it recognizes and with which it has diplomatic relations”.


**28 Sep 2009**

Declaration:

“The Republic of Turkey declares that it will implement the provisions of the existing Optional Protocol only to the States Parties which it recognizes and with which it has diplomatic relations”.

<table>
<thead>
<tr>
<th>COE Conventions</th>
<th>Date of Ratification</th>
<th>Note</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protocol 12 to ECHR on general prohibition of discrimination</td>
<td>18/4/2001 (Signature)</td>
<td></td>
</tr>
<tr>
<td>European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment</td>
<td>26/2/1988 (R) 1/2/1989 (Entry into force)</td>
<td></td>
</tr>
<tr>
<td>Framework Convention for the Protection of National Minorities</td>
<td></td>
<td>Turkey has neither signed nor ratified the Convention</td>
</tr>
<tr>
<td>Council of Europe Convention on Action against Trafficking in Human Beings</td>
<td>19/3/2009 (Signature)</td>
<td></td>
</tr>
<tr>
<td>Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse</td>
<td>1/4/2012 (Entry into force)</td>
<td>Declaration contained in a letter from the Permanent Representative of Turkey deposited with the instrument of ratification, on 7 December 2011 - Or. Engl. In accordance with Article 37, paragraph 2, of the Convention, Turkey hereby communicates the name and address of its national authority in charge of taking the necessary legislative or other measures to collect and store data relating to the identity and to the genetic profile (DNA) of persons convicted of the offences established in accordance with the Convention.</td>
</tr>
<tr>
<td>European Charter for Regional or Minority Languages</td>
<td></td>
<td>Turkey has neither signed nor ratified the Convention</td>
</tr>
</tbody>
</table>