

Promoting Migration-Oriented Resilience and Social Cohesion in Adana

Adana'da Göç Odaklı Dirençliliği Arttırmak ve Sosyal Uyum

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Abstract

This study analyses the vulnerabilities, opportunities and urban resilience and social cohesion awareness that emerged in Adana province in the face of the mass migration movement towards Adana province after the civil war that started in Syria in 2011. In this respect, we will first try to make conceptual fixations on resilience awareness. After explaining the historical origin and evolution of the concept, we will address the issue of putting the issue on the agenda of our country and municipalities at the local level. Afterwards, we plan to make use of the Migration Master Plan prepared by Adana Metropolitan Municipality with the perspective of increasing urban resilience against migration and establishing resilience. Based on these points, we would like to summarize the study under three main headings. In the introduction section, we will try to reveal the political and historical background of the issue at the scale of Adana. In the first section, we will discuss the issue of urban resilience in the face of migration by making conceptual fixations. In the second section, we will try to understand the impact of Syrian migration on the city in Adana. In the third part, we will discuss the vulnerabilities and opportunities set out in the Migration Master Plan prepared by Adana Metropolitan Municipality and discuss the problems, targets and solution vision. The study will conclude with a general evaluation on the subject.

Keywords:

Syrian migration, social cohesion, resilience, municipal services, Adana district.

Adana'da Göç Odaklı Dirençliliği Arttırmak ve Sosyal Uyum

Öz

Bu çalışma 2011 yılında Suriye'de başlayan iç savaş sonrasında Adana iline doğru gelen kitlesel göç hareketi karşısında Adana ilinde görünen kırılmalıklar, fırsatlar ve bu denkleme ortaya çıkan kentsel direncin arttırılması ve sosyal uyum farkındalığının incelemesini içermektedir. Bu açıdan ilk olarak dayanıklı esneklik farkındalığına ilişkin kavramsal sabitlemeler yapmaya çalışacağız. Kavramın tarihsel kökeni ve evrimini anlattıktan sonra konunun ülkemiz ve yerel seviyede belediyelerimizin gündemine alınması hususunu ele alacağız. Sonrasında Adana Büyükşehir Belediyesi'nin göç karşısında kentsel direncin arttırılması ve dayanıklı esnekliğin tesis edilmesi bakış açısıyla hazırlanmış olduğu Göç Ana Planı'ndan faydalanmayı planlıyoruz.

Bu noktalardan yola çıkarak çalışmayı üç ana başlıkta toplamak istiyoruz. Giriş bölümünde politik ve tarihsel arka planı Adana ölçeğinde konunun arka planını ortaya koymaya çalışacağız. İlk bölümde kavramsal sabitlemeler yaparak göç karşısında kentsel rezilyans konusunu tartışmaya açacağız. İkinci bölümde Adana ilinde Suriyeli göçünün kent bazında nasıl bir etki ortaya koyduğunu anlamaya çalışacağız. Üçüncü bölümde Adana Büyükşehir Belediyesi tarafından hazırlanan Göç Ana Planında ortaya konan kırılmalıklar ve fırsatları ele alarak konu edilen sorunlar, hedefler ve çözüm vizyonunu tartışmaya açacağız. Çalışma konuya ilişkin genel bir değerlendirme ile son bulacaktır.

Anahtar kelimeler:

Suriyeli Göçü, Sosyal Uyum, Dayanıklı Esneklik, Belediye Hizmetleri, Adana.

Introduction

Adana, due to its geographical location, is one of the provinces directly affected by all the movements and migration waves, especially in the Middle East. In 2011, due to the insecure environment and civil war that started in Syria, Adana has taken its share of the migration problem that our country has faced and started to host a large population of Syrian asylum seekers. While the first group of migrants was 16,000, according to the Provincial Migration Administration data for 2019, the number of migrants with temporary protection status living in Adana is 236,015 and Adana ranks 5th in the list of provinces hosting the highest number of Syrians.

It has been determined that the most effective approach to identify the effects of migration on cities, to reveal the existing knowledge on this issue and to enable municipalities to develop solutions to the problems they face with their own capacities is to prepare a Migration Master Plan at the city scale. With the Migration Master Plan, the urban problems and experiences of municipalities in the face of migration have been addressed in a realistic perspective. In this plan, the problems and weaknesses that emerged at the Adana scale were clustered, and new ideas were presented to us on what can be done to increase opportunities and resilience. The preparation of Migration Master Plans to improve the resilience of municipalities in the face of migration is a process that was first introduced and put into practice with the Reslog Project (Resilience in Local Governance Project)(Reslog, 2021). In the first phase of this process, it was determined how the reality of migration, particularly Syrians, affects municipal services in the Çukurova region. In this way, decision-makers will have the opportunity to develop strategies by looking at the most affected service areas and will have the opportunity to plan activities that will eliminate negative effects or turn them into positive ones.

In their conceptual analysis of multi-layered social resilience, Obrist, Pfeiffer and Henley argue that the prerequisite for sustainable development is to develop a model of resilience rather than risk management. According to the authors, resilience is a much bigger phenomenon than coping (Brigit Obrist et al., 2010, p. 284). Resilience is a process that includes not only coping with and reacting to challenging situations, but also planning, prevention and avoidance based on what individuals have learnt from their past experiences and the cumulative knowledge and experience that exists in society. The approach also includes reactive capacities and approaches such as anticipation, modification and search for new options. Accordingly, to achieve multi-layered resilience, the capacities of individuals, communities and societies need to be strengthened and made to function in an interconnected manner (Adger, 2000, pp. 348–350). This depends on the co-operation of public, private and civil society. And especially the role of education in providing a resilience to increase adaptive capacity has been revealed in the studies(Carpenter et al., 2001, p. 779).

1. Conceptual Explanations On Urban Resilience in The Context Of Mass Migration

Resilience take source from the latin verb “resilire” which means to bounce back or come back, but recent innovative work on sustainable development models suggests that the concept should also be understood as resilience, i.e. the ability to recover or recover quickly after any disturbance or disruption; the ability to absorb the shocking impact and the ability to return life to normal (Lewis, 2020, p. 3). Resilience assessment is a systematic analysis tool developed for municipalities to become more resilient, prepared and cautious in the face of migration and its impacts. It is based on analysing the positive and negative impacts of migration on different thematic service areas of municipalities. Resilience assessment provides a very broad evaluation structure that includes not only the social but also the economic and environmental dimensions of migration, thus enabling the assessment of potentially overlooked impacts. However, the emphasis on the risk society inevitably presented by modernity will now be directed towards establishing a balance in which it will be considered normal to flex, rebound and turn it into an opportunity due to the nature of a world order full of risks (Beck, 2019, p. 29).

Recently, municipalities in Turkey have faced the serious challenge of rapidly responding to increasingly differentiated urban and social problems. The first test for local governments was to meet a vulnerable population that had to reside in another country after forced migration and to ensure the coordination of humanitarian aid services at the local level. In the following decade, as a natural consequence of the process, migrants and refugees with a different language and culture of life became a part of labour markets and everyday life. This made municipalities the main actors in two challenging issues: planning infrastructure for the growing population and defining the services needed to live with different cultures and to achieve and maintain social cohesion. However, limited financial resources, staff shortages and uncertainties related to ongoing mass migration, such as the unpredictability of whether Turkey will be subject to a new influx of mass migrants in the near future, as well as the focus of current national migration policies on central government-level strategies rather than the needs of local governments in the field of migration and urbanisation, have limited municipalities' ability to act. In summary,

international mass migration and the Syrian refugee crisis have radically changed the space in Turkish cities in terms of demographic, social, economic, cultural and ecological aspects, and have brought about the need to reconsider issues of urbanisation, infrastructure, municipal service provision and urban planning. In order to manage these multilayered and complex processes and respond to migration-induced urban problems, local governments need new knowledge, skills and implementation tools that will enable them to understand their sphere of action and produce innovative solutions with limited resources within this sphere of action, and resilience is also measured by the ability to manage change in itself (Folke, 2006, p. 255).

In 2011, the sudden and intensive migration resulting from the Syrian crisis had a significant impact on cities and municipalities. Considering that a large proportion of Syrians are already living in urban areas, municipalities, especially those hosting a significant number of Syrian migrants compared to their own resident population, have faced the challenge of delivering municipal services of the same quality to a larger population with the same budget, personnel, equipment and organisational structure, despite the unexpected increase in the number of people waiting for services. This situation negatively affects the quality of life in cities and threatens local sustainable development. In this context, it has been determined that the most effective approach to identify the effects of migration on cities in the context of Syrian migration, to reveal the existing knowledge on this issue and to enable municipalities to develop solutions to the problems they face with their own capacities is to prepare a city-scale migration master plan. With the Migration Master Plan prepared, the urban problems and experiences of the municipalities in the face of migration have been addressed in a realistic perspective.

The preparation of Migration Master Plans to improve the resilience of municipalities in the face of migration is a process that was first introduced and put into practice with the Reslog Project. Resilience of Local Governance Project is a project implemented simultaneously in Turkey and Lebanon between 2018-2020 with the initiative of the Swedish Association of Local Authorities and Regions and with the funding of the Swedish government. In the first phase of this process, it was determined how the reality of migration, especially Syrian migration, affects municipal services at the local level. In the second stage, the most affected service areas were identified as focal areas and activities were planned to eliminate the negative effects in these areas or transform them into positive ones during the strategy development phase. In this context, Adana Metropolitan Municipality, Seyhan Municipality and Sarıçam Municipality of Adana province became stakeholders of the project and took initiatives to increase resilience against migration at the urban level. Firstly, Çukurova Municipality became a stakeholder of the project as of 2019. As a result of the workshops organised with other municipalities that are stakeholders in the project, it participated in the preparation of the Migration Master Plan, the effects of migration at the urban level were graded, weak points and opportunities were identified, and as a result, strategic planning was tried to be made.

In the context of migration and municipalities, the Migration Master Plan is an approach that responds to the current stage of Syrian migration. Sunata states that mass and forced migration takes place in three stages: first arrival, settlement and mutual adaptation (Sunata, 2013, p. 206). In the case of Syrian migration, although new migration movements continue today, it is seen that the arrival phase is already behind and the settlement phase has already begun. This transition is not controlled or planned as a result of national and local policies, but rather has developed spontaneously over time within the dynamics of migration itself (Erdoğan, 2015, pp. 41-44). In particular, it can be said that the prolonged stay of migrants in Turkey is effective in this. Apart from meeting their basic humanitarian needs such as food and shelter, many Syrian migrants continue their lives in this settlement phase by resorting to different ways such as finding a job and working, establishing their own business, acquiring a suitable housing, and benefiting from the opportunities offered by the city with the aim of self-sustainability.

From the perspective of municipalities, the situation is more complex. Factors such as the temporary protection status granted to Syrians in Turkey, the lack of a local migration policy focusing on municipalities, lack of resources, and the uncontrolled/irregular settlement process negatively affect the planned service provision of municipalities. Factors such as lack of awareness and dialogue, misconceptions, limited access to limited opportunities may also lead to tensions between migrants and local people who use the same public services, including municipal services, in the same urban environment. Therefore, municipalities are faced with the challenge of ensuring that their fellow citizens live together in peace and tranquility while institutionally combating the effects of migration.

The COVID-19 pandemic crisis, which emerged in early 2020 when the Migration Master Plans were being implemented, took the situation to a completely different dimension and brought the concept of multi-layered resilience in the face of multi-layered shocks to the agenda of municipalities (Reslog, 2021, p. 14). On top of the migration crisis that emerged in 2011, municipalities faced another unexpected shock such as the pandemic, adding new ones to the challenging effects of migration on municipalities and deepening some of them. The importance of this shock in terms of Syrian migration is that it has

disrupted the efforts of municipalities to develop and support the coexistence of local people and migrants, on the basis that the migration movement has now entered the settlement phase. With the pandemic crisis, in addition to forced isolation, urgent humanitarian needs have emerged for the local population, including a significant number of people who have never needed any assistance in the past. Many people have become unemployed or have had to close their businesses, and municipalities have been unable to collect their revenues. Therefore, there is a serious economic bottleneck. The challenging economic conditions fuelled by the pandemic also make it difficult to live together. Taking all these conditions into account, as a result of the studies carried out by Çukurova Region, we see 33 thematic areas where Syrian migration has an impact on the service areas of the municipality, from the most effective area to the least effective area, together with the degree of impact in the relevant table.

Table 1. Areas where Syrian migration is effective according to Adana Metropolitan Municipality's Migration Master Plan

Row	Thematic areas	Degree of impact
1	Decision making mechanisms	(-)4
2	Police	(-)5
3	Parks and green spaces	(-)5
4	Education	(-)5
5	Employment environment	(-)4
6	Data and statistics collection and use	(-)4
7	Residence and accomodation	(-)4
8	Environmental health and cleaning	(-)4
9	Language teaching	(+)4
10	Public safety	(-)4
11	Institutional coordination and public cooperation	(+)4
12	Public relations and communication	(-)4
13	Fresh water supply	(-)4
14	Energy (Electricity, natural gas etc.)	(-)4
15	Budget and expenses	(-)3
16	Solid waste management	(-)3
17	Urban planning	(-)3
18	Health services	(-)3
19	Staff structure	(-)3
20	Access to public spaces	(-)3
21	Human Rights	(-)3
22	Entrepreneurship	(-)3
23	Transport infrastructure	(-)3
24	Purification of wastewater	(-)3
25	City information system	(-)3
26	Transportation services	(-)3
27	Fire department	(-)3
28	Safety and tourism	(-)3
29	Culture and arts	(-)4
30	Funeral and cemeteries	(-)3
31	Reception of immigrants	(-)3
32	Social gender equality	(-)2

33	Participation (citizenship/ NGO's)	(-)2
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Source: Adana Metropolitan Municipality, Migration Master Plan, 2020-2024, p. 15.

2. How does the Migration Master Plan for Adana express the current situation in terms of migrants?

The Migration Master Plan is expected to present a planning approach developed for municipalities to make their institutional structures and service provision prepared, cautious and more resilient against the ongoing and possible future effects of migration. By analysing the effects of migration on 33 different thematic service areas at Adana scale, the issue of service provision, vulnerabilities and resilience of the city is opened to discussion in a broad perspective. In this way, the Migration Master Plan can make visible not only the negative but also the positive effects of migration at the Adana scale. At this point, municipalities seem to have returned to emergency humanitarian aid-oriented services at the arrival stage in the face of increasing poverty with the pandemic. Coexistence and social cohesion services have come to a standstill, job losses, economic problems, limited access to information and education due to language barriers and limited access to the internet, courses (language and vocational) and face-to-face services have stopped, further increasing the isolation of Syrians in Adana and the distance between the two communities.

According to the Table 1, the most affected area of Adana Metropolitan Municipality is the police services. It has been observed that the number of complaints about Syrian beggars in the city centre, especially in traffic, has increased significantly, and police inspections have been increased to ensure order at this point. According to the plan, parks and green areas are the other most affected service area in Adana. The amount of green areas per capita has decreased due to population growth. In the Migration Master Plan, the reason for the increase in maintenance and repair costs is attributed to the careless use of Syrian migrants. It is stated that destruction and damage to urban furniture and common use areas have increased.

According to the Migration Master Plan, another area with the highest degree of impact is education (-5 impact factor). It is stated that the increasing needs of Syrian migrants pose an obstacle to local citizens' access to social cohesion and opportunities. In addition, it is also emphasised that as the number of Syrian migrants among beneficiaries' increases, the maintenance and repair needs of educational facilities and youth centres increase.

After the three most affected areas mentioned above, the employment environment is the area with the fourth negative impact. Syrian migrants are employed as cheap and uninsured workers in small and medium-sized enterprises, which are numerous and not institutionalised throughout the province. This situation has created the negative proposition "Syrian migrants are taking away our jobs" on local citizens. At this point, there is a need for municipalities to carry out awareness raising activities on the importance of qualified labour force in order to increase urban resilience. In this field, seminars and information meetings are organised especially by the relevant councils of the City Council. In addition, activities are also carried out for the personal development of Syrian migrants. In the "Migrant Coordination and Adaptation Centre" opened in cooperation with IOM, Syrian migrants are provided with job and vocational counselling services.

According to the Migration Master Plan, a four-grade negative impact is also assessed in the area of Data statistics collection and utilisation. Adana Metropolitan Municipality Urban Information System studies have been largely completed as of the beginning of 2019. However, since the ratio of Syrian migrants identified as a result of fieldwork to registered Syrian migrants is not known, a healthy statistic cannot be created. In the period after the completion of the fieldwork, due to the arrival of migrants to Adana and their continued settlement in abandoned houses, deviations occur in the spatial and socio-economic data of the city due to these unregistered settlements. In order to keep the data up-to-date, fieldwork should be carried out and recorded frequently in order to increase urban resilience. The impact of Adana Metropolitan Municipality in the Housing and Accommodation area is assessed as a negative impact with 4 degrees. In Adana, Syrian migrants, who are concentrated in Meydan, Gürselpaşa and Mirzaçelebi neighbourhoods in Seyhan, Yenidoğan in Yüreğir, and neighbourhoods in Sarıçam districts, have settled in old buildings vacated by their owners. In addition to this, problems such as Arabic signboards, an increase in paper collectors, pavement occupation, occupation of abandoned houses, opening workplaces without a licence and employing workers have emerged. The transformation of the aforementioned neighbourhoods into areas where Syrians show a tendency of ghettoisation is sometimes met with reactions by the locals. In the table, it is evaluated that there is another negative impact of 4 degrees in the field of Environmental cleanliness and health. As stated in the official sources of the Municipality, there is an increase in the rate of pests, black flies and mosquitoes, especially rats, due to the "sloppy wild storage of Syrian immigrants who have no urban culture and collect paper, cardboard and plastic bottles", and an increase in the number of complaints about spraying due to insufficient spraying services (Adana Büyükşehir Belediyesi, 2020, p. 28).

In the area of decision-making mechanisms, a negative resilience of 4 degrees was assessed. There is a need for rapid reorganisation of the institutional structure. Since the problems related to Syrian migrants are multidimensional, decision-making mechanisms need to be accelerated. For this reason, a rapid institutional restructuring process was initiated in relation to the reality of migration. In 2017, the Migration and Migrant Affairs Branch Directorate was established. In addition, a Migration and Refugee Council was established within the City Council. A Migrant Coordination and Integration Centre was established to work in the service areas needed. Public safety is also one of the areas with a significant degree of impact (negative impact factor of 4). With the increase in the Syrian migrant population, the opposition to the inspections carried out by the police teams of Adana Metropolitan Municipality has increased. With their more coordinated and crowded structures, migrants have started to develop resistance systems and impositions that negatively affect community and public safety. They started to shop from unlicensed workplaces they opened themselves instead of shopping areas that provide services in a legal order. In addition, the migrant population in the city tried to sell freely by establishing marketplaces and adopted the culture of begging, which gradually led to municipality-migrant conflicts. Public relations and communication is another area where a negative impact of 4 degrees was identified. In the Public Relations Unit, which is the first place where migrants who come to the municipality for social aid etc. are welcomed, there is a need for linguistic staff. The migrant population applied to the ALO 153 Complaint Line of the municipality and could not explain their problems due to the language barrier.

Social services and assistance is an area with a negative impact factor of 3 degrees. Since the number of migrants was much higher than expected, it was initially difficult to meet their basic needs such as shelter, food and clothing. However, since these issues are of vital importance, solutions were quickly sought for accommodation problems. Drinking water supply has gradually become one of the important areas where metropolises are negatively affected due to population growth caused by migration. One of the most important impacts is that Syrian migrants have increased the potential for illegal water use. In municipal reports, it is estimated that 80 per cent of Syrian migrants living in old buildings use illegal water due to their illegal accommodation. Healthcare services were also affected by the process with a negative impact of 3 degrees. The services offered by the Municipality to local citizens such as screening, home health, transport, etc. and the access to health vehicles such as mammogram vehicle, health screening vehicle, ambulance, etc., which serve within the Municipality, have decreased due to the population increase. The fact that these services are provided by mobile vehicles has facilitated the announcement of the service and reaching the citizens.

In access to public open spaces, the negative impact with a rating of 3 is predominantly associated with security. Citizens started to question the safety of parks and green areas. Since the urban furniture placed in public areas were damaged, problems arose in citizens' access to these services. This has caused problems for local citizens in terms of social cohesion. The International Crisis Group, a think tank based in Belgium, published a report in 2018 titled "Syrian Refugees in Turkey: Mitigating urban tensions", it was reported that the number of incidents related to Syrian refugees tripled in one year, and that by 2018, Turkish society's compassion and hospitality towards Syrians had been replaced by worry and anxiety (International Crisis Group, 2018). In the field of conservation and tourism, a negative impact of 3 degrees was evaluated and this impact was associated with the perception that Adana is not safe. The perception of social life brought by the cosmopolitan structure in Adana, which is frequently the subject of third page news, has been negatively affected by the increase in Syrian immigrants. With the contributions of Adana Governorship and Adana Metropolitan Municipality, festivals have been organised on an international scale in recent years in order to develop beach and health tourism in Adana and to promote gastronomy and culinary arts identified with Adana. The most important obstacle to all these tourism activities is the negative perception that Adana is not a safe city.

When the table is analysed, a negative effect of 2 degrees is observed in the field of participation. The adaptation of Syrian migrants to social life and their active participation in urban life is a time-consuming and difficult process. In order to turn this degree of negative impact into a positive one, plans are being made for the social cohesion of Syrian migrants and citizens of Adana on different platforms by getting support from opinion leaders in the neighbourhoods.

In the Migration Master Plan prepared on the areas in which Adana province is affected by mass migration, it is seen that after all these negative effects, a positive resilience has been put forward in only two areas. Firstly, in the field of language teaching, a positive resilience of 4 degrees was evaluated. The reason for this is that it has been determined that the language barrier significantly affects Syrian migrants' access to public services and sustainable mechanisms have been developed for the dissemination of language teaching at the institutional level. Another positive effect is evaluated in the field of Institutional Coordination with a positive effect of 4 degrees. The presence of Syrians has resulted in increased inter-institutional cooperation and coordination on migration. The Provincial Migration Board was established by the Governorship in order to carry the activities to a productive platform and it was decided to hold meetings in the first week of each month at

the governorship level with the public institutions and NGOs related to the subject, where the activities of each institution for migrants are explained.

3. Resilience awareness in Adana province

As can be seen from the table, since the beginning of the Syrian migration, municipalities have been dealing with this issue in different ways. Some municipalities try to solve the problems within the framework of their own limited means, while others utilise national/international funding sources. The studies on Syrian migrants show that municipalities have dealt with this issue mostly from a humanitarian aid perspective. However, at the point reached since 2011, the situation has exceeded the humanitarian aid dimension. While humanitarian aid was more related to the first arrival phase of the forced migration originating from Syria, today it is seen that it has largely moved to the settlement and coexistence phase. Therefore, there is a need for municipalities to address this issue with a permanent, sustainable and comprehensive planning approach that goes beyond humanitarian aid.

Adana has become a city of attraction for Syrians due to its proximity to the Syrian border, employment opportunities and being a city historically accustomed to receiving migration. According to the official sources of the Ministry of Internal Affairs' Migration Department, as of 2020, there are 247,671 Syrians under temporary protection in Adana province (Göç İdaresi Genel Müdürlüğü, 2020). As a result of the gradual increase in the migrant population and the increasing visibility of Syrians in the social fabric of the city, Adana Metropolitan Municipality City Council has started to work on increasing urban resilience while conducting some workshops in order to raise social awareness and bring scientific approaches to immigrants living in the city. The Migration and Migrant Affairs Branch Directorate was established on 9 February 2018 to ensure that basic living materials and accommodation needs are met within the institutional order. As mentioned in the previous section, during the preparation phase, Adana Metropolitan Municipality collaborated with many public institutions, international organisations and non-governmental organisations. Adana Metropolitan Municipality, in cooperation with the Directorate General of Migration Management, the International Organisation for Migration, the International Labour Organisation, the International Centre for Migration Policy Development, the German International Cooperation Agency and the Association for Solidarity with Asylum Seekers and Migrants, made preparations to meet the needs that may arise in the face of the increasing presence of Syrians in the city (Kaya, 2020, p. 20). After 2017, the City Council played an important role in determining the urgent needs of the Syrians who came to the city in an increasing mass.

In 2018, the Migrant Coordination and Integration Centre was established within the Migration and Migrant Affairs Branch Directorate in order to provide services to migrants in the city, especially Syrians, in an integrated manner with the International Organisation for Migration. The services of the Migrant Coordination and Integration Centre are not only limited to reception, information and counselling services, but the Centre also responds to the requests of migrants who come to apply for a job and tries to ensure that migrants and their families can stand on their own feet and thus have access to financial capital and confidence that will allow them to solve their own problems.

Some approaches are tried to be adopted at the administrative level. Based on the studies conducted in this context, it is thought that working towards the establishment of a migration commission in the Parliament within Adana province; adopting a rights-based language and preventing hate speech; ensuring the inclusion of host communities as well as refugees in projects; facilitating access to education for school-age children; sharing experiences with stakeholders in Turkey and other countries hosting refugees and sharing good practice examples between studies will contribute to increasing the resilience of cities against mass migration both at local and national level. In addition, making Migration Master Plans gender-sensitive will ensure that the roles, responsibilities, needs and problems of women and men are recognised and that these differences and unequal positions are taken into account in the planning process. As understood from the studies, the aim of this approach is not to prepare a gender equality plan for local governments. The aim is to plan the work of local governments to increase their resilience to migration by taking into account how gender affects or may affect both individuals and services.

Conclusion

As Kaya states, the phenomenon of migrant communities developing the practice of living together with indigenous communities takes place in three different layers: a) individual family-friend relations; b) relations with state institutions; c) relations with socio-economic structures (Kaya, n.d., p. 22). Therefore, in order for coexistence to be realised in harmony, the individual should be able to experience feelings of respect, self-confidence and social prestige along with healthy relationships to be experienced in these three layers. From this point of view, it should be essential that a multiculturalist understanding is established and that communities that are in the minority in socio-economic and political terms are not confined to their own ethno-cultural or religious boundaries, providing an environment of cohesion and eliminating the risk of segregation. It is

known that the practice of living together transforms society. The presence of migrant communities leads to the transformation of the majority society in social, economic, political, cultural and psychological terms. From this perspective, the co-operation of the local level, the national umbrella government and the private sector is expected to increase the resilience of cities exposed to the impact of mass migration.

With the principle of “citizenship law” in the Municipal Law, municipalities are made responsible for providing the daily needs of all kinds of people living in cities based on the point that everyone is considered as a fellow citizen of the town where they reside (Municipal Law number: 5393, 2005) Nevertheless, Article 14 of the law, which emphasises the provision of services to citizens in the closest places and in the most appropriate way at the point of access to services, opens the framework of “citizenship” to discussion and reveals a contradictory situation. From this point of view, the legal framework for improving the living conditions of the migrant population in social cohesion should be implemented more effectively after the necessary arrangements. In the Migration Master Plan, the areas of weak and high resistance at the scale of Adana have been identified, and the need for strategic planning to develop projects and services to meet the needs of disadvantaged groups has become concrete. With the support of the “Seyhan Halk Kart”, Syrian migrants have been provided with home health and care services, laundry services, education services, cash assistance, and assistance to families of newborn children, without any discrimination. However, it is also stated that some of the Syrian migrants cannot benefit from the services because they do not have an identity card. The lack of an adequate software system to register and track unidentified migrants is an important issue highlighted in the Migration Master Plan as a negative resilience in terms of inter-institutional information transfer and sharing.

The Women's Solidarity Centre was opened with the support of German International Cooperation Agency under the roof of Seyhan Municipality, which values women and carries out many projects related to women. In the centre, psychologists and lawyers provide social, psychological and legal support to women, and language training, vocational training and rehabilitation services are provided to migrant women. Migrants and local women prepared meals and desserts with an intercultural approach. In Abbots' work, women are described as cultural guardians who maintain the relationship with the homeland through food (Abbots, 2011, pp. 221–222). It should be hoped that some gastronomic events organised by the municipality to bring Syrian citizens together with local residents will make a significant contribution to the harmonisation process. However, a closer look at the Migration Master Plan reveals that it does not go beyond the gendering of food and does not comprehensively include an assessment of current impacts from a gender perspective.

As stated Adger, the social capital is accepted as an important component of resilience (Adger, 2003, pp. 1–3). Based on this point, it is clear that in order to strengthen social cohesion and increase resilience at the local level, it is necessary to provide favourable conditions for coexistence. However, as it is understood from the Migration Plan, it should be the primary duty of local administrations not only to provide services to Syrians but also to address the concerns of the local population and to increase the possibilities of peaceful coexistence.

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Araştırma ve Yayın Etiği Beyanı

Araştırmacılar verilerin toplanmasında, analizinde ve raporlaştırılmasında her türlü etik ilke ve kurala özen gösterdiklerini beyan ederler.

Yazarların Makaleye Katkı Oranları

Makale tek yazarlıdır.

Çıkar Beyanı

Makalenin hazırlanmasında herhangi bir çıkar çatışması bulunmamaktadır.