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INTEGRATION OF MIGRANTS INTO THE TURKISH LABOR FORCE

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III. Abbreviations

EU	European Union
AÇSHB	Republic of Turkey Ministry of Family, Labor and Social Services
AFAD	Republic of Turkey Ministry of Interior, Disaster and Emergency Management Authority
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
CEAS	Common European Asylum System
EMEN	European Migrant Entrepreneurship Network
FRIT	Financial Aid Program for Refugees in Turkey
GAM	The Global Approach to Migration (European Union)
GAMM	The Global Approach to Migration and Mobility (European Union)
DGMM	Republic of Turkey Ministry of Interior, Directorate General of Migration Management
ILO	International Labor Organization
IOM	International Organization for Migration
İKGV	Human Resource Development Foundation
İNGEV	Human Development Foundation
İNGEV GDM	İNGEV Entrepreneurship Support Center
IPA	Pre-Accession Assistance (European Union)
İŞKUR	Turkish Employment Agency
MEB	Republic of Turkey Ministry of National Education
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Cooperation and Development
ORSAM	Center for Middle Eastern Studies
SGDD-ASAM	Association for Solidarity with Asylum Seekers and Migrants
NGO	Non-Governmental Organization
SUY	Social Cohesion Assistance Program for Foreigners
TESEV	Turkish Economic and Social Studies Foundation
TİSK	Turkish Confederation of Employer Associations
TÜİK	Turkish Statistical Institute
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
WB	World Bank
WFP	World Food Program
WHO	World Health Organization
YUKK	Law on Foreigners and International Protection

IV. Definitions

In this report, the following terms shall have the following meanings;

White collar: Employees who perform professional, desk, managerial, or administrative works that generally involve mental effort rather than manual labor or the wearing of a uniform or work clothes; including officers and executives,

Work permit: The permit issued by the Ministry in the form of an official document, granting a foreigner the right to work and reside in Turkey, within its validity period,

Obligation to obtain work permit: Unless otherwise provided for in bilateral or multi-lateral agreements to which Turkey is a party, the obligation of a foreigner to obtain permission before starting to work dependently or independently in Turkey,

Irregular migration: A foreigner's entry into, stay in or exit from a country through illegal channels, or, failure to leave the country within the legal period of time after legally entering into the country,

Irregular employment: Informal employment; non declaration or incomplete declaration of the jobs—including the days worked and the wage—or employees, who are labor participants working in jobs of a legal nature in terms of social security, to the related public institutions and organizations,

Temporary accommodation center: The centers established for the purpose of collectively providing shelter and food for foreigners under temporary protection,

Temporary protection: Protection provided for foreigners who have been forced to leave their country, cannot return to the country that they have left, and have

arrived at or crossed the borders of Turkey in a mass influx situation and whose international protection requests are not evaluated,

Migration: Regular migration whereby foreigners legally enter into, stay in or exit from Turkey; and irregular migration whereby foreigners enter into, stay in or exit from Turkey through illegal channels and work in Turkey without a permit,

Migrant: Persons who have moved to a foreign country for a variety of reasons, including improving their own and/or their family's financial status and/or meeting their expectations as to better education, work and living conditions,

Residence permit: The permission that grants foreigners the right to stay in Turkey,

Employed: The total employed population of working age,

Unemployed: A person who is not employed (who neither works in nor has any connection to any job, whether on a profit allowance, per diem, paid or unpaid basis) and who seeks employment,

Unemployment rate: The rate of unemployed population to the labor force,

Labor force: The total population comprising the employed and the unemployed,

Informal work/employment: Non declaration or incomplete declaration of the jobs—including the days worked and the wage—or employees, who are labor participants working in jobs of a legal nature in terms of social security, to the related

public institutions and organizations,

Reception and accommodation center:

The center, where the basic humanitarian needs of applicants or holders of international protection status are met,

Blue collar: Employees who perform works that generally involve physical labor rather than mental effort; including workers who are engaged in producing goods or services, agriculture, field work or manufacturing,

Refugee: The status granted to a person who, owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion, is outside his country of nationality and who (i) is unable or, owing to such fear, is unwilling to return to his country of nationality; (ii) is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or (iii) not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or unwilling to return to it, following the status determination procedures. Particularly, the term "refugee" as used in the references made to international literature or inter country comparisons or names of institutions or titles of articles/reports that contain the word "refugee", shall cover persons under temporary protection in Turkey, in line with the international literature,

Unqualified (unskilled) labor force: Labor force employed in jobs that do not require special education, skills or experience and

that generally involve manual and physical labor,

Qualified labor force: Labor force with education and specialization on a specific subject or sector,

Foreigner: A person, who does not have citizenship bond with the Republic of Turkey,

Asylum seeker: A person, who is seeking international protection and whose claim for refugee status has not yet been finally decided on by the country in which the claim is submitted or the UN High Commissioner for Refugees, and who, despite not having an officially recognized status, cannot be returned to his country of origin during this process,

Work permit for a definite period of time: Work permit granted to a foreigner, whose application to obtain work permit is approved, to be valid for a maximum period of one year for the first application, so as not to exceed the duration of the labor or service contract, provided that the applicant is to be employed for a certain job at a certain workplace owned by a real person or legal entity or a public institution or organization, or in workplaces belonging to these employers in the same line of business,

Permanent work permit: Work permit granted to a foreigner applicant, who holds a long term residence permit to reside in Turkey or a legal work permit with a minimum validity period of eight years to work in Turkey.

V. Verbatim: A Note About the Verbatim Comments

The expressions written in quotes with a different font color in this report, particularly in Section 3 "Qualitative Research Findings" which addresses qualitative findings, in the form of ("xyz xyz xyz"), reflect the personal perspectives and experiences of interviewees. These expressions are direct quotations taken from individuals. As the objective of

the study is to reveal the perceptions of employers, it should be underlined that the findings given in this section do not represent the views of TİSK or the author of the report, but rather, reflect the general perception and views obtained from in-depth interviews.

VI. Executive Summary

This report contains the findings obtained from the study conducted by İNGEV as per the request of TİSK within the scope of the project 'Labor Market Integration of Syrians under Temporary Protection' funded by the Danish International Development Agency (DANIDA) and jointly conducted by the Turkish Confederation of Employer Associations (TİSK) and the Confederation of Danish Industry. The findings of the study are based on in-depth interviews conducted with representatives of local employers with more than 10 employees and officials of the chambers of industry in provinces with a high population of Syrians under temporary protection, the research and application programs carried out by İNGEV on the matter and a literature review. The main findings of the study are summarized below:

Fundamental Distinctive Characteristics of Migration from Syria

It is important to understand the unique characteristics of the phenomenon of migration into Turkey, to steer the efforts on the matter in the right direction. The most deterministic characteristics of the

irregular migration flow in question, is the movement of a large population in a relatively short period of time so as not to allow for making preliminary preparations for their reception. This put Turkey in a position to follow a process that progressed differently from the relatively more controlled steps taken by western countries in the reception of refugees. Despite the difficulty, Turkey took a decisive humanitarian stance and continues to host the largest population of Syrian refugees in the world. Another aspect of this forced displacement is the creation of settlements integrated with the host community, as of the early stages of the migration process. Currently, a small Syrian population is accommodated in the camps located in the border provinces. Most of the Syrians are scattered across various cities in Turkey. Another point worth mentioning is that a very large part of incoming Syrians are originally from northern Syria, where small and medium sized businesses and small agricultural production enterprises constitute a major part of the economy. The Syrian groups that arrived in Turkey through irregular migration have a traditional culture that differs from the general

structure in Turkey, in terms of the daily living practices, the work life, financial operation and business life. The difference between language and alphabets of the migrating population and the host country further exacerbates the communication barrier.

Low Likelihood of Return

It is not possible to foresee whether there will be a mass voluntary return of Syrians under temporary protection in Turkey in the future. The economic damage caused by the "Syrian Crisis" has reached a dimension that is difficult to restore in the short term, even if an environment of peace and stability is ensured. Organizations such as the World Bank and the United Nations estimate the economic damage to be 4 to 6 times of the size of the Syrian economy in 2010, prior to the civil war. In this context, even if an environment of peace and political stability is established in Syria in the short term, the business volume and employment opportunities the country's economy would be capable of creating are not expected to be on par with what they were in 2010. Thus, we believe that Syria's economy will not have an outlook that encourages voluntary return when the internal conflict is over. Therefore, we need to make plans by taking into consideration the possibility of not having a mass voluntary return of Syrians when the "Syrian Crisis" ends. These estimations are based on the belief that the economic recovery process in Syria will begin after the restoration of peace in the country. However, an environment of peace and stability is not foreseeable in the near future.

Furthermore, global migration practices indicate that voluntary return is also dependent on the settlement system and the period to elapse after migration. Migrants who stay in designated areas (camps) near the border for shorter periods of

time are highly inclined to return. Whereas migrants who have been living in an integrated manner with the host community for several years have much less inclination to return to their home country. Considering that 650 thousand Syrian students under the age of 18 are currently attending schools in Turkey, and more than 16 thousand businesses with Syrian owners or partners have been established in Turkey as of today; it will be advisable to address the process under the assumption that a large part of Syrians will eventually stay in Turkey.

The Importance of Labor Force Integration and Its General Impacts on the Country's Economy

The phenomenon of migration and immigration has been explored in detail in the global literature. One of the most important findings on the matter, is the fact that people's needs will change as more time passes over their displacement. During the first few months after forced displacement, the most prominent needs are travel safety, access to shelter, medical services and food. Over time, these needs are replaced by more long term priorities, such as ensuring self sufficiency.

Today, the global literature refers to irregular migration movements caused by the disruption of peace and political stability in Syria as of 2011 as movements that will likely lead to long term—and even, permanent—relocation of masses to another country. During migration movements that have progressed to such stage, people who are forced to relocate to another country start to give prominence to needs such as obtaining an income and becoming more integrated into the financial system of their new country, which requires that an emphasis is placed on the matter of labor force integration. If the efforts related to the employment of Syrians under tem-

porary protection are concerted to filling positions in occupational groups which the employers have difficulty staffing due to low demand from the native population, the labor force integration process may be conducted in such a way to strengthen the country's economy. This will also contribute to the country's economy by increasing exports to the Gulf Countries and North African Countries, improving services offered to business people and tourists coming from these countries, and invigorating business sectors experiencing a decline due to low demand for employment among the native labor force.

The Labor Market Status of Syrians

In line with the settlement process that followed the initial stages of the migration flow, the Syrians' access to livelihood resources gained prominence. This changed the scene in Turkey's labor market. We unfortunately do not have official statistics identifying the structure of the Syrian labor force. According to İNGEV's estimations based on several studies, there are 950 thousand Syrians aged 15 to 64 in the labor market. Approximately 600 thousand of these people are employed on a regular or irregular basis, while 350 thousand are unemployed. There are 16 thousand companies with at least one Syrian partner in Turkey, not including registered or unregistered private companies. This figure is estimated to be around 100 thousand companies, with the addition of the latter. Syrians under temporary protection are employed pursuant to a work permit obtained by their employer company. Although a subject of discussions, statistical data on work permits indicates that 35 thousand work permits have been issued. The remarkable difference between the size of the working population and the number of work permits, points out to the need to conduct multi-faceted studies. Establishing Syrian workers' and/or and employers' organizations and building networks between these organizations and the diaspora of Syrian employers to implement projects for supporting institutional employment will create new potential for

opportunities and reduce informal employment. As mentioned above, Syrian entrepreneurship in the fields of textile and furniture products creates new opportunities to develop export connections with the Middle East and North Africa regions.

The General Structure of the Syrian Labor Force

The labor force created by Syrians under temporary protection comprises persons with lower levels of education and professional expertise, and mostly, people of young age. According to several studies and the official data published on the matter, the average age of Syrians under temporary protection is below that of Turkey in general. The age average of this group is 22, and 70% are under the age of 30. Except for a small part comprising people who attend university or have completed their higher education, most of this population has limited professional expertise and general experience in low-skilled jobs involving physical labor. Only 7% of all women are in the labor market. Due to understandable reasons attributable to the migration process, this rate is even below the women's employment rate in Syria prior to the civil war. Regardless, it should also be considered that there is a high level of business experience and entrepreneurship potential in certain traditional sectors.

Reflections of the Temporary Protection Status on the Labor Market

Syrians can participate in the labor market under the temporary protection status, by obtaining an ID number that starts with 99. Individuals under temporary protection are granted legal employee status after the approval of their employer's application for work permit. Syrians under temporary protection—although different practices exist—are eligible to open businesses, establish companies and open bank accounts (under the company's name). However, opening a personal bank account is problematic.

According to studies previously conduct-

ed by İNGEV, approximately 300 thousand Syrians in Turkey work for a Syrian employer. These employers prefer employing Syrian workers due to several factors, and especially, the language barrier.

Other factors that lead to widespread informal employment among Syrians include the costs associated with obtaining and mandatory annual renewal of work permits, and the lack of information about work permits. It should also be noted that avoiding the loss of pay that results from legal deductions made from the wages of formally employed workers may be to the benefit of some Syrian employees, who intend to stay in Turkey only for a limited period.

Social Cohesion and the Labor Market

Fueled by social and economic circumstances, the general attitude of members of the host community in Turkey towards the Syrians presents an increasingly deteriorating trend. Several public opinion polls conducted by İNGEV on the perception of social cohesion and refugees show that the tension between Turks and Syrians has now become the main driver of social tension in Turkey. While 48% of the general population in Turkey define the relationship between Turks and Syrians as a very hostile relationship, 55% do not wish their child to have a refugee friend. Among the economic causes of such tension, are the "false facts" about the resources allocated to the Syrians, and the new competition they have brought to the labor market. Turkey's unemployment rate of 13.4% (and especially the youth unemployment) is one of the most pressing issues for the native population, even in provinces highly populated by Syrians. When working on projects to promote the Syrians' access to sustainable livelihood resources, the labor market and employment opportunities; utmost attention should be paid to prevent the occurrence of competition to the detriment of the employment level of the host community.

Funding of Projects for Accessing Livelihood Resources

The first responses to a migration move-

ment generally involve protection oriented humanitarian relief activities. However, as the process progresses and migrant communities start to build a life in the host country, their access to sustainable livelihood resources becomes the priority. In this context, several livelihood programs are implemented in Turkey. There programs are usually funded by the EU, the development agencies, and foreign ministries of various countries, and large scale NGOs. The flow of funds to Turkey is largely handled by the organizations representing the funding country. These organizations ensure that the selected projects are put into practice, by cooperating with a wide range of institutions and subcontractors in Turkey. The efficient use of funding, the funding management costs in the related countries and the limited share of funding allocated for on-site activities have been, and still continue to be, topics of discussion. The UN agencies and business organizations that work with international foundations are important potential partners for funding opportunities.

General Characteristics of Livelihood Projects

Livelihood projects implemented in the European countries are mainly vocational activities and cohesion oriented programs for the labor market. The controlled progress of the migration process coupled with the smaller size of the migrant population in these countries are critical differences in this sense. Considering the irregular structure of the migration flow into the country, Turkey, which now hosts the largest refugee population in the world, can be very well said to have become the world's most experienced country in the field of irregular migration.

Except for language education, most livelihood projects implemented in Turkey are vocational training programs. Activities focusing on legal counseling, business development, financial management, marketing, and mentoring are also implemented for SMEs established by Syrians under temporary protection. Programs to support businesses in obtaining work per-

mits and becoming oriented to the business world have also become increasingly available in the last few years.

A very fundamental issue with regards to the vocational training programs, is the need to improve the link between these programs and the requirements of the labor market. Another point that should be considered is the need to identify the professional fields that would not create an environment of competition with the Turkish labor force. Labor market analyses conducted by several organizations working in the field shed light on which areas the Syrians' employment may be promoted, on a sectoral and professional specialty code basis. However, there is still a need to further elaborate these analyses, based on selected regions and the programs to be implemented.

In the last 2 years, the key elements in promoting employment were identified as supporting Syrian entrepreneurship and attracting more Syrian capital to Turkey. As a result of the comprehensive projects implemented in this regard, official establishment procedures of companies owned by Syrian entrepreneurs were completed, enabling them to contribute to formal employment. These entrepreneurs were also provided with training and grant support. The multiplier effect of the support offered to entrepreneurs constitutes a significant opportunity for labor force integration, as it will certainly promote employment among both the Syrian and the native communities.

Factors to Consider in Livelihood Projects

The points that should be carefully considered in the livelihood projects are summarized below;

- Labor force needs analyses should be conducted in detail on a regional basis. The sectors, which the Turkish labor force falls short of filling or which the Syrians are particularly skilled at, should be identified at a local level.
- The needs of the employers should be

better understood at a local, regional, or provincial level.

- Incentives and grants aiming to increase the labor demand of employers should be developed within the framework of projects designed to promote employment among Syrians.
- Vocational training programs should be provided on a concrete level in cooperation with employer organizations to meet the requirements of businesses. A connection should be established between training and employment.
- Assistance should be provided in obtaining work permits.
- Efficient training support should be provided to inform attendees about the process of becoming oriented to the job, the requirements of the work life, and their rights and obligations.
- The smooth functioning of the process of making regulations with regards to the employment of Syrians, including the ones on the issuance and renewal of work permits, should be ensured by means of projects, in which the related public institutions take part.

Several livelihood projects aim to promote Syrian entrepreneurship, and the contributions of companies established by Syrians to the economy and employment. The main topics in this area are as follows;

- Activities and collaborative efforts designed to acclimatize Syrian entrepreneurs to the business culture in Turkey and enable them to understand the regulations in Turkey, such as network development activities.
- Programs to be jointly implemented with growing Syrian business organizations (SIBA-SIAD, etc.), activities to encourage capital inflow to Turkey.
- Programs to support SMEs in terms of capacity building, accessing financial resources, expanding their financial coverage, and understanding marketing-related and legal matters.
- Efforts to facilitate the activities of Syrian entrepreneurs through regulations,

in cooperation with the related public institutions (travel, work permit, opening personal bank accounts, etc.).

The General Perspective of Employers on Syrians

Understanding the attitudes and behavior of the employers of the host country at a local level is just as important as understanding that of Syrians under temporary protection. As a matter of fact, the employers' attitude towards Syrians is like the attitude adopted by the public. They too, have concerns and questions about the position and the future of the Syrians under temporary protection in Turkey. This emotional response against Syrians, particularly fueled by lack of information/disinformation, should be carefully considered. It is important to show that perceptions implying that public resources are channeled to Syrians, whereby, Turks are neglected, do not coincide with reality.

Language Related Barriers

The language barrier is the number one factor that causes reluctance among employers to employ Syrian workers. Employers report having difficulty in finding Syrian workers with adequate language skills, at least at a level that is sufficient for the requirements of the business. Compared to the early years of the migration process, more young Syrians are now a part of the education system in Turkey. Thus, the population of Syrians under protection, in general, is now more competent in understanding and speaking Turkish. It is important to increase awareness on this change, just as it is important to provide language education.

The Work Permit Process

The level of information that employers have about obtaining work permits is another barrier to the employment of Syrians. Most employers believe that the issuance and renewal of work permits is a long and costly process. In fact, the work permit process of today is much faster than the process followed in the earlier years. However, when an employment need arises,

the employers are eager to complete employment-related procedures as quickly as possible. Further shortening the period to elapse from making of the employment decision to the issuance of the work permit and legalization of the employment relationship, is seen as a beneficial development by the employers.

Business Culture Incompatibilities

The differences between business cultures are among other factors that impact the approach to employing Syrians. There is a general perception implying that Syrians lack an institutional business culture, and they are not accustomed to observing working hours, work for the achievement of a specific target or follow up the level of achievement of a given target. Becoming oriented to the business culture may be pivotal in promoting the Syrians' employment.

Lack of Information on Available Funding

Currently, numerous programs with different sources of funding are implemented to promote employment among both Syrians and Turks, and to support various aspects of the employment process. These programs provide practical forms of support and assistance including temporary wage contribution, work permit grant, and business culture training and short-term vocational training programs. The problem at this point, is that employers have little knowledge about the programs in effect.

Lack of Communication Regarding the Employment Process

Syrians, in general, are unaware of how to look for jobs in Turkey, how to be informed about job opportunities, how to apply for a job and how to manage the job interview process. Likewise, the employers lack information about how to find Syrian workers suitable for their needs and how to arrange job interviews with candidates. The number of applications made through İŞKUR remains limited. Although the language barrier constitutes a problem here, further developing job applications chan-

nels and facilitating access to such channels should also be considered.

Lack of Networks Contacts

Another finding obtained from the interviews made with employers indicates that the employers' perception on Syrians is created, to a great extent, through the word of mouth and the media channels used for general communication purposes. Several negatively opinionated employers were found to have prior no face-to-face contacts with Syrian entrepreneurs or jobseekers and vice versa. Creating an environment of increased face-to-face contact may help change preconceived opinion—especially about people's image—through mutual understanding.

A General Framework for the Business World

The increase in the number of livelihood programs and the interest taken by various sources of international funding in these programs bestows a critical role upon the organizations in the business world. Achieving success in livelihood programs is only possible through cooperation among respectable business organizations. Thus, there is a special need for the business world to take initiative. A general outline of the initiatives that may be taken by the business world is given below:

- Strengthening cooperation with various organizations and especially UN agencies, collaborating with stakeholders to develop programs,
- Identifying programs (projects) of priority and formulating suitable forms of cooperation (program partnerships).

Determining the content of these programs requires further detailed, data-based studies. These studies may include:

- Organizing informative activities for employer organizations
- Identifying the lines of work for which it is difficult to find workers in selected regions, identifying which positions may be filled with Syrian labor, conducting local needs analyses

- Organizing pivotal training programs, financial support programs and mentorship activities at a local level, based on the results of the needs analyses
- Organizing network development meetings between employers and Syrian entrepreneurs
- Enhancing the systems used by employers to find workers and the sources available for Syrians to look for a job
- Working on and submitting as public recommendation, regulations to facilitate employment processes

The Vital Importance of Social Cohesion in Turkey's Present and Future

Although Turkey's general position is based on the expectation that peace will be restored in Syria and most of the Syrians in Turkey will eventually voluntarily return to their home country, the opposite of this is highly probable.

According to data published by the Ministry of National Education, Turkey managed to incorporate 62.5% of more than one million Syrian students of school age under temporary protection, in education and training. Even so, a large population of adolescents remain outside of the education and training system. Labor force data indicates the severity of the unemployment rate, in addition to a high level of informal, irregular employment.

There are also several other, multi-faceted risks that stem from the cultural shock and the struggle to hold onto life in a new country in the face of forced displacement.

In consideration of all these factors, social cohesion is clearly vital not only for Turkey's present, but especially for its near future. Social cohesion is among the most prominent topics in Turkey's social life today. While cohesion involves several elements, its backbone lies in the Syrians' access to sustainable livelihood opportunities, which can only be achieved through the active involvement of business organizations.



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TBackground and the Objective of the Study

1. Background and the Objective of the Study

The Syrian Crisis

The anti-regime protests in Syria, which started on March 15, 2011 and quickly turned into a serious conflict and subsequently, a civil war, resulted in a dramatic, mass escape from Syria towards the neighboring countries.

The war and the crisis environment that has been ongoing for almost nine years now, has forced Syrian peoples and ethnic minorities to migrate to safe regions. Described by the United Nations High Commissioner for Refugees (UNHCR) as "the greatest wave of migration in the recent history",¹ this migration process has brought along an almost inconceivable human drama and a set of problems we have rarely seen before.

The Impacts of the Crisis in Turkey and the Issue of Voluntary Return

Turkey has extended "temporary protection" to Syrians who fled the crisis in their home country and arrived in Turkey, in line with international law and universal human rights principles. As of December 31, 2019, approximately 65% of all Syrians, who were forced to leave their country to seek safety since the onset of the mass migration movement defined worldwide—and especially in Europe—as the "2015 Refugee Crisis",² took refuge in Turkey.³ This makes Turkey home to the world's largest refugee population.⁴

According to data published by the Ministry of Interior, Directorate General of Migration Management, the number of Syrians under temporary protection in Turkey has reached 3,576,370⁵ as of the 2019 year-end. Syrians under temporary protection in Turkey make up approximately 4.5% of the country's total population of 82,003,882.⁶

A glance at the developments regarding the "Syrian Crisis" from a voluntary return perspective indicates there are not many promising developments suggesting that social stability will be secured throughout Syria soon. As a matter of fact, even if peace and economic stability were to be achieved in Syria, to what degree the Syrians—who have become increasingly integrated in Turkey over the course of almost nine years—are ready to return to their home country, appears to be largely unclear. Therefore, the incorporation of Syrians under temporary protection in Turkey's labor force through legal channels is a topic that must be addressed in social and economic terms.

According to the 2017 World Bank report titled "The Toll of War",⁷ the economic losses caused by the Syrian conflict from 2011 until the end of 2016 is estimated to be \$226 billion.

1 **UNHCR**, Syria conflict at 5 years: the biggest refugee and displacement crisis of our time demands a huge surge in solidarity (English); <https://www.unhcr.org/news/press/2016/3/56e6e3249/syria-conflict-5-years-biggest-refugee-displacement-crisis-time-demands.html> (Accessed on: 09.01.2020)

2 **UNHCR**, 2015: The Year of Europe's Refugee Crisis (English); <https://www.unhcr.org/news/stories/2015/12/56ec1eb-de/2015-year-europe-s-refugee-crisis.html>; (Accessed on: 10.01.2020)

3 **UNHCR**, Total Persons of Concern by Country of Asylum, (English); <https://data2.unhcr.org/en/situations/syria>

4 **The World Bank**, "Refugee Population by Country or Territory of Asylum"; <https://data.worldbank.org/indicator/SM.POP.REFG> (English); **UNHCR**; "The Top 20 Countries to Have Granted Protection to Refugees in the 21st Century"; <https://www.unhcr.org/56655f4e0.pdf>; (English)

5 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

6 **TUİK**, Address-Based Population Registration System Results, 2018; <http://www.tuik.gov.tr/PreHaberBultenleri.do?id=30709> (Accessed on: 12.01.2020)

7 **World Bank**, "The Toll of War: The Economic and Social Consequences of the Conflict in Syria" (English), <https://www.worldbank.org/en/country/syria/publication/the-toll-of-war-the-economic-and-social-consequences-of-the-conflict-in-syria> (Accessed on: 20.02.2020)

This figure is about 4 times the size of the Syrian GDP prior to the conflict. In August 2018, nearly a year after the publication of the World Bank's report, the United Nations estimated that the volume of losses due to the conflict in Syria reached over \$388 billion.⁸ This is approximately 6.5 times the volume of the Syrian economy in 2010. Findings of the World Bank report titled "The Toll of War" point out that the longer the conflict continues, the more difficult and slower the post-conflict economic recovery will be. For instance, according to the report, if the conflict had ended and peace and political stability had been restored in its sixth year, The Syrian GDP would have recouped about 41% of the gap with its pre-conflict level in 2010, within the next four years. In comparison, if the conflict ends in its tenth year, the Syrian economy will be able to recoup only 28% of the gap with its pre-conflict level in 2010, within the next four years. Considering these findings, even if an environment of peace and stability is achieved in Syria today, the economic opportunities would be limited. From this point of view, the notion of a rapid process of mass voluntary return after the establishment of peace is far from certainty. Another finding presented in the global literature on migration⁹ is that the needs of the migrants change and become more long term in nature as the length of displacement increases. The longer people are displaced, the more similar their needs will become to the needs of their host communities. Thus, in case of protracted displacement, especially for longer than 3 years, these people should be viewed as long term and possibly permanent.

Aside from all this, according to the latest data made available by the Directorate General of Migration Management,¹⁰ approximately 70% of all Syrians in Turkey are under the age of 30. According to data published by the Ombudsman Institution, as of 2018; 276,158 Syrian babies were born in Turkey since 2011.¹¹ The share of Syrians who spent their childhood or adolescence years in Turkey or who were born in Turkey in this population increases each year. Data of the Ministry of National Education indicates that 655,075 children and adolescents of school age among the Syrians under temporary protection are currently continuing their education in Turkey.¹²

All the reasons outlined above, point out to the importance of the labor force integration of Syrians under protection in Turkey. The ability to make a living is a high priority for this population, which is unlikely to leave Turkey in the short term. This is also an important issue for social cohesion and security, as several studies reviewed in the literature suggest that a strong correlation exists between unemployment and involvement in crime.¹³

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- 8 **United Nations Economic and Social Commission for Western Asia**, (English) <https://www.unescwa.org/news/syrian-experts-discuss-post-conflict-reconstruction-policies-after-political-agreement-syria> (Accessed on: 20.02.2020)
- 9 **Federal Ministry for Economic Cooperation and Development (BMZ) of Germany**, Financial Inclusion of Forcibly Displaced Persons (English), p.33 Table:1, - 2018; https://www.gpfi.org/sites/gpfi/files/documents/gpfi_2017_policy_paper_inclusion_forcibly_displaced.pdf (Accessed on: 20.01.2020)
- 10 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)
- 11 **The Ombudsman Institution**, Syrians in Turkey, Special Report, 2018, Page 195-196, Article 5; https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf
- 12 **Ministry of National Education**, Internet Bulletin, Education Services for Students under Temporary Protection, http://hbogm.meb.gov.tr/meb_iys_dosyalari/2018_12/03175027_03-12-2018_Ynternet_BYltenei.pdf (Accessed on: 29.02.2020)
- 13 As examples, see: **Ahmet Yılmaz ATA**, The Relationship between Wages, Unemployment and Crime: A Cross-Section Analysis, <http://calismatoplum.org/sayi31/ata.pdf> (Accessed on: 20.02.2020); **Yenal KESİÇ, Özlem DÜNDAR**, A Theoretical Overview on the Relationship Between Unemployment and Crime, <https://dergipark.org.tr/en/download/article-file/336155> (Accessed on: 20.02.2020); **Caner Çakmak**, Major Economic Risk Factors as Determinants of Crime, <https://dergipark.org.tr/en/download/article-file/527599> (Accessed on: 20.02.2020)

The Labor Force Status of Syrians under Temporary Protection

As indicated above, according to data published by the Ministry of Interior of the Republic of Turkey, Directorate General of Migration Management, there are 3,576,370 Syrians under temporary protection in Turkey, as of 2019.¹⁴ Data obtained from the Turkish Ministry of Family, Labor and Social Services indicates that 34,573 Syrians under temporary protection were granted work permit.¹⁵ According to the 2017 dated "Refugee Lives Monitor Summary Report" prepared by İNGEV and Ipsos,¹⁶ approximately 650 thousand Syrians in Turkey actively participate in employment. The drastic difference between the size of the actively employed population and the number of work permits issued, suggests that a very large part of employment participant Syrians under temporary protection are informally employed.

Participation of Syrians under temporary protection in Turkey's labor force is impeded by both tangible and intangible obstacles. While some of these obstacles are merely perceptions that do not accord with reality, some are consistent with reality. Most of these obstacles may be overcome by addressing the lack of information among both employers and Syrians under temporary protection; and correcting false perceptions. It is believed that this will in turn, bring about progress in achieving integration.

Obstacles vary depending on how interested the employer is in the matter of Syrians, whether the employer had employed Syrian workers before, the sector and the region.

Employers who never considered or attempted to employ Syrians have general, assumption based perceptions regarding these obstacles. In comparison, employers who have considered employing, who have previously employed or who currently employ Syrians mention legal and social obstacles in terms of the participation of Syrians under temporary protection in Turkey's labor market, based on their experiences.

Almost all employers interviewed for this study have made a reference to (i) Turkey's high unemployment rate, (ii) the difficulties in hiring processes, (iii) low level/lack of education and professional knowledge, (iv) low command of the Turkish language and (v) Syria's cultural structure that differs greatly from the Turkish business culture, as the major obstacles.

The main topics identified as major obstacles in the integration of Syrians under temporary protection into the Turkish labor market are listed below.

- Legal Obstacles: The lack of Syrian under temporary protection ID Card; being unregistered in the Republic of Turkey; desire to work in a province other than the place of issuance of the Syrian Temporary Protection ID Card,
- Work Permit Related Obstacles: The length of the process for obtaining work permit for a candidate; the conditions for issuance of work permit; the shortness of the validity period of work permits; inability to prolong work permits; possible errors in registration and diploma equivalence issues,

14 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

15 **Republic of Turkey Ministry of Family, Labor and Social Services**, <https://www.ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf> (page 11)

16 **İNGEV and Ipsos Social Research Institute**, Refugee Lives Monitor, 2017, <http://ingev.org/wp-content/uploads/2017/07/Multeci-Hayatlar-Monitor%C3%BC.pdf>. Note: In this study, 1,282 face-to-face interviews were conducted in 10 provinces hosting 79% of the refugee population in Turkey. The study provides projections about the general refugee population, based on the results obtained from this sample.

- Lack of Professional Knowledge and Competence: The perception that Syrians have a low level of education and weak professional skills,
- Lack of Turkish/Language: The impacts of the lack of language skills on occupational safety and health, on work performance and efficiency, and on the working environment including communication with other employees and promotion to a higher position,
- Cultural and Social Factors: Unfamiliarity/incompatibility with the Turkish business culture, hours of working, monthly payment arrangements, working in shifts and Turkey's sociocultural structure,
- Community: Noticeable reaction and prejudice among the Turkish community against Syrians,
- Accessibility of Procurement/Employment: The general lack of knowledge about common platforms designed to bring together the employers and Syrians under temporary protection,
- SSI: The importance of SSI registration of employees, the prevalence of informal employment,
- Financial: The belief that employing Syrian workers imposes a higher tax burden on the employer, which constitutes an obstacle for the employment of Syrians under temporary protection,
- Informal Work/Employment: Particularly in eastern regions, the preference of Syrians under temporary protection to work informally in order not to lose the assistance and aid provided to them; the inability to secure employment due to employers' non acceptance to employ informal workers; and the high amount of assistance and aid provided to the Syrians, which constitutes an obstacle in terms of their formal inclusion in Turkey's labor market.

The Goals and Content of the Study

The main goals of the project 'Labor Market Integration of Syrians under Temporary Protection' jointly conducted by the Turkish Confederation of Employer Associations (TİSK) and the Confederation of Danish Industry, are as follows;

- To analyze the existing situation in terms of the legal framework concerning the legal status of Syrians residing in Turkey and their access to the labor market,
- To identify challenges/opportunities in entering the labor market,
- To enable exchange of information through sectoral dialogue between social partners.

The objective of the study is to understand the perceptions and attitudes of employers in Turkey towards Syrians under temporary protection. Conducted by utilizing a set of different methods, this study aims to enable the reader to get a detailed, multi-faceted grasp of the factors, beliefs and issues that may positively or negatively impact the integration of Syrians under temporary protection into the Turkish labor force.

Within the scope of the study, in-depth interviews were conducted face-to-face or over telephone with 50 persons, who have influence over or make the final employment decisions within the recruitment processes of businesses with 10 or more employees in 9 Turkish provinces, namely, the provinces of Gaziantep, Kilis and Şanlıurfa located on the Syrian border and the provinces of İstanbul, Bursa, Ankara, İzmir, Adana and Mersin,

located outside border regions. Furthermore, a semantic review of publicly accessible internal and external sources was made to construct a sound theoretical framework. Desk research was completed utilizing a wide range of carefully selected thematic resources to reflect the real and current situation, and subsequently, the results of both research methods were jointly evaluated.

This report has four sections. Section one defines the subject matter, the scope, and the method of the research. The objective, the questions and the importance of the study are explained in connection with the scope of the study. The data collection and analysis process are outlined under the topic 'Research Method'. Section two addresses previous studies and literature on the matter, as well as the related statistics. Section three contains qualitative findings of the study. The findings include an evaluation of the general approaches to Syrians and the existing situation in Turkey; segments of the Turkish labor market where Syrians in Turkey may build a strong presence, possible benefits, and opportunities; and obstacles preventing the increased participation of Syrians in Turkey in the Turkish labor market. In the 'Conclusion and Recommendations' section, the findings obtained are evaluated with references to literature with the aim of providing guidance for future studies in the field.

1.1. Research Method

Two research approaches, namely, desk research and qualitative research methods, were jointly used in the study on the labor market integration of Syrians under temporary protection.

Desk research is the collection, study, systematization, and analysis of secondary information obtained from available sources. During desk research (research made by compiling the available secondary data), the data collected from publicly accessible internal and external sources of information (periodicals, economic publications, statistical reference books, internal reports, etc.) is processed in a certain way to construct a theoretical framework and consolidated into a report reflecting the objective situation.

Section 3 of the report, which contains the findings of the research on the labor market integration of Syrians under temporary protection in Turkey, was structured using the qualitative research approach, to provide in-depth information with regards to the objective of the study.

Qualitative research is a research technique used for obtaining an in-depth understanding of the opinions, attitudes, inclinations, feelings, and behavior of the target audience with reference to a particular topic by using small samples and collecting detailed data. Qualitative research involves the collection, analyzing and interpretation of data that cannot be meaningfully represented by numbers. The results obtained from qualitative research should be read with the intent of providing guidance.

The in-depth interviews of the qualitative research carried out for the report on the labor market integration of Syrians under temporary protection in Turkey, were held between the dates of October 22 December 2, 2019.

In-depth interviewing involves one-to-one, detailed discussions with individuals on a given topic. In-depth interviewing is a type of qualitative research involving an unstructured interview with a single respondent, or—in some cases—2 or 3 respondents, conducted directly and face-to-face, or over the telephone. It aims to reveal behaviors, beliefs, attitudes, and feelings towards a given topic, to gather expert opinions and to develop

a deep understanding of the topic, through the interviews conducted with respondents.

The place and time of the in-depth interviews held for the study on the labor market integration of Syrians under temporary protection in Turkey were determined in a flexible manner to select a place and time where the respondent feels most comfortable.

While a general flow of questioning was followed to direct the interview, it was ensured that the conversation flowed freely within the framework of the topic and all matters raised by the respondents were discussed in a comprehensive manner.

1.2. Sample Selection/The Characteristics of the Institutions Interviewed for the Study

Within the scope of the study on the labor market integration of Syrians under temporary protection in Turkey, 50 in-depth interviews were conducted either face-to-face or over the telephone, between the dates of October 22 December 2, 2019.

In-depth interviews were held in 9 provinces throughout Turkey, which were selected from among the provinces hosting the largest number of Syrians, as per the data published by the Ministry of Interior, Directorate General of Migration Management, on the distribution of Syrians under temporary protection by provinces.

Table 1 – Syrian Population in Provinces Where Interviews Were Held¹⁷

#	PROVINCES WHERE INTERVIEWS WERE HELD	PROVINCIAL SYRIAN POPULATION
1	<i>İstanbul</i>	479.420
2	<i>Gaziantep</i>	454.361
3	<i>Şanlıurfa</i>	427.696
4	<i>Adana</i>	243.413
5	<i>Mersin</i>	207.834
6	<i>Bursa</i>	176.773
7	<i>İzmir</i>	147.627
8	<i>Kilis</i>	116.252
9	<i>Ankara</i>	96.011

In-depth interviews were conducted with persons, who have influence over or make the final employment decisions within the recruitment processes of businesses with 10 or more employees. 3 interviews among the ones conducted to represent large sized companies were held with officials of the Chamber of Commerce or Industry of the related province.

The sectors, in which the interviewed employers operate, were selected by evaluating the Turkish Statistical Institute's (TÜİK) labor statistics and data on the "Distribution of Gross Domestic Product across Economic Sectors". Accordingly, the textile, trade, and retail (including imports and exports), manufacturing (including food), electrical/electronic/information technologies and service sectors were covered.

The sizes of the interviewed businesses were determined based on their number of employees.

¹⁷ **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

Table 2 – Number of Interviews by the Sizes of Businesses

<i>Size of Business</i>	<i>The Number of Interviews Conducted #</i>
Large sized: 250 or more employees	14
Medium sized: 50-250 employees	22
Small sized: 10-49 employees	14

The detailed distribution of the sample is given below:

Table 3 – Number of Interviews by Sectors and Cities

<i>Cities</i>	<i>Textile</i>	<i>Trade and Retail</i>	<i>Manufacturing</i>	<i>Electronic / IT *</i>	<i>Service</i>	<i>Total</i>
<i>İstanbul</i>	4	4	-	2	-	10
<i>Şanlıurfa</i>	1	3	2	-	1	7
<i>Gaziantep & Kilis</i>	2	3	2	1	2	10
<i>Mersin & Adana</i>	1	-	4	-	3	8
<i>Bursa</i>	3	-	3	-	-	6
<i>Izmir</i>	1	2	-	-	3	6
<i>Ankara</i>	-	1	-	1	1	3
<i>Toplam</i>	12	13	11	3	10	50

* Abbreviation refers to the Electrical/Electronics/Information Technologies sector.

1.3. The Limitations of the Study

The findings given in section three are qualitative findings. Due to the selection and size of the sample and the interviewing method, qualitative research results offer guidance, but cannot be projected to the entire population. Should the need to produce results that can be generalized for the entire population rise, a quantitative research must be conducted.

The study on the labor market integration of Syrians under temporary protection was based on the general labor force. In this context, while opinions on the labor market integration of Syrians under temporary protection—which constitutes the main topic covered in the study—were obtained; specific approaches to labor force based on various demographic factors such as sex and age, were excluded from the scope of the study. Future studies on the matter may incorporate new findings on the matter.



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2 General Information and Data Obtained from Desk Research

2. General Information and Data Obtained from Desk Research

The first section of the study, which involves desk research, includes information that will help readers gain a better understanding of the opportunities and obstacles with respect to the labor market integration of Syrians under temporary protection.

Within this frame of reference, findings about the demographic characteristics, the level of education and professional experience of Syrians under temporary protection are addressed in order to provide a thorough grasp of the background of the findings obtained from the in-depth interviews.

Secondly, the current trends in the Turkish labor market, as reflected by the employers, are examined to identify the needs of the labor market and develop recommendations for the obstacles and opportunities determined through the in-depth interviews. Finally, the "European Union's Migration Policy" is evaluated in terms of approaches towards the employers and practices targeting asylum seekers, by briefly touching on past experiences in the EU.

2.1. The Syrian Crisis and Syrians under Temporary Protection in Turkey

The Syrian migration is compulsory, based on the principle of will; massive—and sometimes, individual—based on the intensity of the migration flow; and international, based on the principle of crossing national borders. A series of protests and demonstrations that began in December 2010 in Tunisia and became known as the "Arab Spring" in the international relations literature, spread across Egypt, Libya, Bahrain, Algeria, Sudan, Lebanon, Jordan, and Yemen, and reached Syria by March 2011.¹⁸ Resulting in the biggest crisis seen in the region since the establishment of the United Nations (UN), the process in Syria has taken the lives of more than 511 thousand people and left millions as refugees.¹⁹

The human drama witnessed by Syrians has been described by the United Nations High Commissioner for Refugees (UNHCR) as "the greatest wave of migration in the recent history"²⁰ and forced more than 10 million people to move to other "safe" regions either outside or within their country. According to data published by the United Nations High Commissioner for Refugees (UNHCR), Syrians continue to be the largest forcibly displaced population in the world.²¹ The same data indicates that as of the end of 2018, the total number of Syrians living in displacement, including those who were internally displaced, i.e., those who were forced to flee but remained in their own countries, has reached 13 million, among whom 6,654,000 are people who have sought refuge in another country.

According to data published by the United Nations High Commissioner for Refugees, approximately 65% of all Syrians who were forced to leave Syria due to internal conflict are hosted by Turkey.²² This makes Turkey the country hosting the largest number of Syrian refugees in the world, followed by Lebanon with 16%, Jordan with 12% and Iraq with 4%. While 87% of the Syrians have sought refuge in neighboring countries, all asylum seekers are spread across 105 countries.

18 Hakan Bostan, *The Journal of Migration Studies, Harmonization, Citizenship and Settlement Problems of Syrians under Temporary Protection*, 2018, <http://www.gam.gov.tr/files/8-3.pdf>

19 Human Rights Watch, <https://www.hrw.org/world-report/2019/country-chapters/syria> (English)

20 UNHCR, Syria conflict at 5 years: the biggest refugee and displacement crisis of our time demands a huge surge in solidarity (English), <https://www.unhcr.org/news/press/2016/3/56e6e3249/syria-conflict-5-years-biggest-refugee-displacement-crisis-time-demands.html> (Accessed on: 09.01.2020)

21 UNHCR, Global Trends Report 2018, <https://www.unhcr.org/5d08d7ee7.pdf> (English- Page 6)

22 UNHCR, Total Persons of Concern by Country of Asylum, (English); <https://data2.unhcr.org/en/situations/syria>

Table 4 – Top 5 Countries Hosting the Largest Syrian Refugee Populations²³

Country	No.	Share in the total number of Syrian refugees
Turkey	3,576,370	64,30%
Lebanon	916,113	16,50%
Jordan	654,692	11,80%
Iraq	245,810	4,40%
Egypt	129,426	2,30%
Other (North Africa)	35.713	0,60%

Because of its 911 kilometer border with Syria, Turkey is one of the key addressees of almost all aspects of the "Syrian Crisis". The migration flow from Syria to Turkey that began as of April 29, 2011, has uninterruptedly continued since then.²⁴ Turkey responded to this mass migration movement with an "open door policy", extending "temporary protection" to people coming from Syria, in line with international law and universal human rights principles and the principle of non refoulement. This was also the most pressing migration crisis that Turkey experienced to date.

Table 5 – The Number of Syrians under Temporary Protection in Turkey²⁵

Country	No.
2011	0
2012	14.237
2013	224.655
2014	1.519.286
2015	2.503.549
2016	2.834.441
2017	3.426.786
2018	3.623.192
2019	3.576.370

As of the end of 2019, there are 3,576,370 Syrians registered in Turkey. According to data published by the Ombudsman Institution, as of 2018; 276,158 Syrian babies were born in Turkey since 2011.²⁶ As mentioned above, these figures make Turkey the country hosting the largest number of refugees in the world, as of 2019 year-end.²⁷

2.1.1. Demographic Characteristics of Syrians under Temporary Protection in Turkey

2.1.1.1. Distribution of Syrians under Temporary Protection by Age and Sex

Demographic characteristics, such as distribution by sex and age, are among the factors that impact the labor force integration of Syrians under temporary protection. As shown in Table 6, the data published by the Directorate General of Migration Management indicates that the number of Syrian men under temporary protection in Turkey is more than the number of Syrian women under temporary protection in Turkey. The biggest

23 UNHCR, Total Persons of Concern by Country of Asylum, (English); <https://data2.unhcr.org/en/situations/syria>

24 Ministry of Interior - Directorate General of Migration Management, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

25 Ibid

26 The Ombudsman Institution, Syrians in Turkey, Special Report, 2018, Page 195-196, Article 5; https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf

27 The World Bank, "Refugee Population by Country or Territory of Asylum"; <https://data.worldbank.org/indicator/SM.POP.REFG> (English); UNHCR; "The Top 20 Countries to Have Granted Protection to Refugees in the 21st Century"; <https://www.unhcr.org/56655f4e0.pdf>; (English)

difference between the numbers of men and women is observed in age group 19-24. The difference declines as age increases.

Table 6 – Distribution of Syrians under Temporary Protection by Sex²⁸

Sex	No.	Share
Female	1.645.081	%46
Male	1.931.289	%54

Table 7 – Distribution of Syrians under Temporary Protection by Age and Sex as of 31.12.2019²⁹

AGE GROUP	NUMBER			SHARE %		
	MALE	FEMALE	TOTAL	MALE	FEMALE	GENERAL
TOTAL	1931289	1645081	3576370	100%	100%	100%
0-4	305587	285668	591255	16%	17%	17%
5-9	254441	239693	494134	13%	15%	14%
10-14	191036	176755	367791	10%	11%	10%
15-18	146839	119728	266567	8%	7%	7%
19-24	307928	222710	530638	16%	14%	15%
25-29	194629	140049	334678	10%	9%	9%
30-34	159703	118365	278068	8%	7%	8%
35-39	112869	90181	203050	6%	5%	6%
40-44	74479	66882	141361	4%	4%	4%
45-49	55394	53370	108764	3%	3%	3%
50-54	44733	43194	87927	2%	3%	2%
55-59	31105	31576	62681	2%	2%	2%
60-64	21732	22378	44110	1%	1%	1%
65-69	14146	14895	29041	0.7%	0.9%	0.8%
70-74	7931	8590	16521	0.4%	0.5%	0.5%
75-79	4356	5477	9833	0.2%	0.3%	0.3%
80-84	2397	2984	5281	0.1%	0.2%	0.15%
85-89	1302	1725	3027	0.07%	0.1%	0.08%
90+	682	861	1543	0.04%	0.05%	0.04%

46.79% of all Syrians under temporary protection in Turkey are aged 0 to 18; while 28.81% are under the age of 10. Children aged 0 to 18 and women make up 70.24% of the total Syrian population. The share of the young population comprising people (aged 15 to 24) in the total population of Syrians is 22.57% The young population rate in Turkey is 15.8%. Table 7 prepared based on the data of the Directorate General of Migration Management, shows that the median age among registered Syrians ranges from 19 to 24 years, while the median age of the Turkish population is 32.4.³⁰ Hence, the group of Syrians under temporary protection comprises a younger population compared to Turkey's native population.

28 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

29 **Ibid**

30 **Anadolu Ajansı**, <https://www.aa.com.tr/tr/turkiye/turkiyenin-nufusu-83-milyon-154-bin-997-kisiye-ulasti/1723520> (Accessed on: 26.02.2020)

2.1.1.2. Syrians Living in and Outside the Temporary Accommodation Centers

Table 8 shows the number of Syrians living in temporary accommodation centers. Only 1.69% of Syrians live in camps.³¹ As many Syrians under temporary protection live outside camps, it may very well be said that the matter of labor force integration and earning an income is of utmost importance for this group of people.

Table 8 – The Number of Syrians Living in and Outside Temporary Accommodation Centers as of 31.12.2019³²

Location	No.	Share
Living in temporary accommodation centers	63.443	%2
Living outside temporary accommodation centers	3.512.927	%98

2.1.1.3. Educational and Professional Status of Syrians in Turkey

As reported by the "Refugee Lives Monitor", the level of education among Syrians under temporary protection is quite low. 63.5% of all Syrians aged 15 and over are elementary school graduates or have no formal education. The share of Syrians with at least a middle school education is 22%, while those with higher education have a relatively smaller share.

Figure 1 – Educational Status of Off-Camp Syrians³³

The Latest Educational Degree	Off-Camp Syrians
No formal education	31%
Elementary school	26%
Middle school	22%
High school	14%
University or higher	7%

A large part of Syrians under temporary protection appear to have an extremely low level of education. In connection with this, it was found that most members of the group in question either had no profession or worked in jobs involving physical labor in Syria, as shown in Table 9. In other words, many Syrians under temporary protection comprises individuals with a low level of education and professional experience. This is an important finding for determining the pathway to improve the labor market integration process. Nevertheless, it should also be noted that Turkey put a lot of effort to ensure the inclusion of Syrian children of school age in the country's education and training system, aiming to improve the situation. As a result of the initiatives implemented by the Ministry of National Education, the rate of participation in education and training among Syrians of school age in Turkey reached 62.53% (655,075 people) as of the end of 2018.³⁴

31 The Number of Syrians in Turkey, November 2019, **The Refugees Association**; <https://multeciler.org.tr/turkiyedeki-suriyeli-sayisi-kasim-2019/> (Accessed on: 12.01.2020)

32 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

33 **İNGEV and Ipsos Social Research Institute**, Refugee Lives Monitor, 2017, <http://ingev.org/wp-content/uploads/2017/07/Multeci-Hayatlar-Monitor%C3%BC.pdf>, Note: In this study, 1,282 face-to-face interviews were conducted in 10 provinces hosting 79% of the refugee population in Turkey. The study provides projections about the general refugee population, based on the results obtained from this sample.

34 **Ministry of National Education**, Internet Bulletin, Education Services for Students under Temporary Protection, http://hbogm.meb.gov.tr/meb_iys_dosyalar/2018_12/03175027_03-12-2018_Ynternet_BYlteni.pdf (Accessed on: 29.02.2020)

Table 9 – Prior Professional Status (while in Syria) of Off-Camp Syrians³⁵

<i>Off-Camp Syrians</i>			
<i>Occupational Group</i>	<i>MALE</i>	<i>FEMALE</i>	<i>TOTAL</i>
No Profession	39.0%	61.1%	49.9%
Physical Labor	41.8%	34.1%	38.0%
Artisan	10.2%	1.20%	5.8%
Office Worker	3.3%	1.10%	2.2%
Agriculture and Livestock Farming	1.6%	0.70%	1.1%
Architect/Engineer/Contractor	1.1%	0.70%	0.9%
Public Servant	1.0%	0.50%	0.8%
Operator/Driver	1.2%	0.00%	0.6%
Healthcare Professional	0.5%	0.60%	0.6%
Military Personnel	0.3%	0.00%	0.2%

The following table shows the sectors of the labor market which employ Syrians in Turkey. Accordingly, the sectors which employ Syrians the most are the textile, construction, and manufacturing sectors. It should be noted that some of the sectors that create the most employment in Turkey, such as the construction, textile, and agriculture sectors, are also sectors that have a high prevalence of informal employment.³⁶ Informality is one of the major problems of the Turkish economy. According to TÜİK, the informal employment rate in Turkey was 33.42% in 2018.³⁷

Table 10 – The Sectors which Employ Syrians in Turkey³⁸

<i>Sector</i>	<i>%</i>
Textile	30.4
Construction	19.1
Manufacturing	16.3
Agriculture	7.5
Entrepreneur	6.4
Service	5.7
Other	14.5

As per the labor rights regulation, Syrians who have had temporary protection status for at least 6 months are eligible to apply for work permit through their employer. Syrians under temporary protection who are employed with a work permit may not be paid less than the minimum wage. Some employers' attempts to evade the costs associated with formal employment, particularly in the case of the majority of persons in the groups given in Table 9—i.e., Syrians under temporary protection who have no professional skills and only have work experience in jobs involving physical labor—is one of the main causes of

35 AFAD, Türkiye'deki Suriyelilerin Demografik Görünümü, Yaşam Koşulları ve Gelecek Beklentilerine Yönelik Saha Araştırması, 2017, Page 55, https://www.afad.gov.tr/kurumlar/afad.gov.tr/25337/xfiles/17a-Turkiye_deki_Suriyelilerin_Demografik_Gorunumu_Yasam_Kosullari_ve_Gelecek_Beklentilerine_Yonelik_Saha_Arastirmasi_2017.pdf

36 **Ministry of Labor and Social Security**, the Fight Against Informal Employment (KADIM) Project Circular Letter, Page:3, <https://www.resmigazete.gov.tr/eski-ler/2006/10/20061004-13-1.pdf> (Accessed on: 12.01.2020)

37 TÜİK Official Website: Labor Force Statistics; (Accessed on: 12.01.2020) http://www.skg.gov.tr/wps/portal/skg/tr/calisan/kayitdisi_istihdam/kayitdisi_istihdam_oranlari/kayitdisi_istihdam_orani

38 Integration of Syrian refugees under temporary protection into the Turkish labor market: Challenges and Opportunities, Round table FLA and UNHCR, 2016, https://www.fairlabor.org/sites/default/files/integration_of_syrian_refugees_roundtable_december_2016.pdf

informality.³⁹ On the other hand, the fact that the Turkish Red Crescent's 'Kızılaykart' assistance is delivered only to people "excluded from registered employment"⁴⁰ should be seen as another factor possibly pushing Syrians under temporary protection to avoid formal/registered employment.

As per TÜİK labor statistics, the number of Turkish citizens employed in Turkey is 28,343,000.⁴¹ "The Refugee Lives Monitor" estimates the number of Syrians employed in Turkey to be around 650,000. Thus, the ratio of the number of employed Syrians under temporary protection relative to the number of employed members of the native population is estimated to be about 2%. However, the distinction between formal employees and informal employees is of prominence. The Journal of Migration Studies article "Labor Market Integration of Syrian Refugees in Turkey: From Refugee to Settlers"⁴² by Ahmet İçduygu and Eleni Diker of Koç University suggests that Syrians are not anticipated to have any significant impact on the formal labor market in Turkey, as an overwhelming majority of Syrians remain informally employed. The article also points out that the incorporation of Syrians into the labor market may negatively affect the wages and employment of natives in the informal sector.

The Ombudsman Institution's 2018 report titled "Syrians in Turkey"⁴³ includes the following findings with regards to the matter of entrepreneurship and informal employment.

“Syrians, who are trying to find their place in the labor market are willing to work in unskilled jobs [...] they accept cheap wages and informal work. Syrians create their own employment and open workplaces. The Ministry of Labor's Directorate General of International Workforce was established pursuant to the International Workforce Law № 6735 of August 13, 2016 and was authorized to protect the rights of all foreigners, including Syrians. The same law also introduced the "Turkuaz Kart" application, an important arrangement for skilled foreign workers. However, since Syrians are attractive for employers because they will work for lower wages, it is not realistic to believe that they will all become a part of formal employment in the short and mid-term. The most important contributor to the scheme is that the skilled workforce will remain in Turkey. Considering that there is a need for a qualified Syrian workforce, especially in the integration process, it is considered necessary to make efforts to keep such people in the country.”

2.1.1.4. Employment Status of Syrians under Temporary Protection

According to data published by the Ministry of Interior of the Republic of Turkey, Directorate General of Migration Management, as of the end of 2019, there are 3,576,370 Syrians under temporary protection in Turkey.⁴⁴ Data obtained from the Turkish Ministry

39 **Omran**, Livelihood Challenges of Syrian Refugees in Turkey; An analytic survey, Muhammed Abdullah, 2018; page 9-10; <http://tr.omrandirasat.org/yay%C4%B1nlar%C4%B1m%C4%B1z/suriyeli-multecilerin-turkiye-deki-gecim-kaynagi-zorluklari-analitik-arastirma.html>

40 **SUY Criteria**, <http://kizilaykart-suy.org/TR/degerlendirme.html> (December 31, 2019)

41 **TÜİK**, Labour Force Statistics; <http://www.tuik.gov.tr/PreHaberBultenleri.do;jsessionid=fh1XpYxYgWNqjrp2F5gqZzD2r-lrJcGL9VH4PtThtb5PfTpJvSJDJ!1154475847?id=33777>

42 **Ahmet İçduygu, Eleni Diker**, "Labour Market Integration of Syrian Refugees in Turkey: From Refugees to Settlers", the Journal of Migration Studies, page 28-29; V.3, No 1 6.9.17; <http://www.gam.gov.tr/files/5-2.pdf>

43 **Republic of Turkey The Ombudsman Institution**, 2018, Syrians in Turkey, Special Report; page 223; https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf

44 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

of Family, Labor and Social Services indicates that 34,573 Syrians under temporary protection were granted work permit.⁴⁵ The findings of the "Refugee Lives Monitor Summary Report"⁴⁶ show that approximately 650 thousand Syrians are active participants of employment in Turkey. The difference between the size of the actively employed population and the number of work permits issued, suggests that a large part of employment participant Syrians under temporary protection work informally.

The findings of the "Refugee Lives Monitor Summary Report" further indicate that 52% of all Syrians under temporary protection over the age of 15 are not working and not seeking a job. In other words, these people are excluded from the labor force. The share of people who are not working due to age or long term illness is 8%, while the share of those who are not working because they are students is 5%, and the share of those who are not working because they are retired is 1%.

Table 11 – Employment Status of Syrians over the Age of 15⁴⁷

<i>Employment Status</i>	<i>Syrians Aged 15 and over in Turkey</i>
<i>Employed</i>	31%
<i>Unemployed</i>	17%
<i>Not Working</i>	52%

The same report also estimates that 31% of all Syrians under temporary protection are active workers, with the vast majority working informally. These findings reveal that the unemployment rate among Syrians under temporary protection is around 17.2%.

53% of those who actively work is employed by a native employer. On the other hand, 17% work for a Syrian employer and another 17% are self-employed. The share of Syrian employers is quite low, at 2%. The remaining ones work as seasonal workers or in services such as family care. The sum of the shares of Syrians under temporary protection in Turkey, who work for a Syrian employer (17%), who are self-employed (17%) and who themselves are employers (2%) indicates that 36% of all Syrians under temporary protection who work in Turkey are included in the labor force by virtue of entrepreneurs of the same group of people (people who work for a Syrian employer are deemed to have entered the labor force through the entrepreneurship of that employer). Hence, another important finding here, is the fact that in addition to native employers, Syrian entrepreneurs are also effective in the employment of Syrians under temporary protection. The total number of companies established in Turkey is around 1.6 million.⁴⁸ As mentioned earlier, the number of companies with at least one Syrian partner is 15,159. Hence, the share of Syrian companies in the total number of companies in Turkey is approximately 1%. Even so, as said before, Syrian employers account for 36% of employment among Syrians under temporary protection. In other words, the share of native employers in the total number of companies is much higher than their share in the employment of Syrians. This demonstrates the significance of the entrepreneurial capabilities of Syrians under temporary protection in

45 **Republic of Turkey Ministry of Family, Labor and Social Services**, <https://www.ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf> (page 11)

46 **İNGEV and Ipsos Social Research Institute**, Refugee Lives Monitor, 2017, <http://ingeve.org/wp-content/uploads/2017/07/Multeci-Hayatlar-Monitor%C3%BC.pdf>. Note: In this study, 1,282 face-to-face interviews were conducted in 10 provinces hosting 79% of the refugee population in Turkey. The study provides projections about the general refugee population, based on the results obtained from this sample.

47 **Ibid**

48 **Social Security Institution**, 2017 Activity Report, page:20, <http://www.tisd.org.tr/haberDuyuru2018/SGK-2017Faaliyet-Raporu.pdf> (Accessed on: 29.02.2020)

Turkey, in terms of employment of the same group of people.

According to data published by the Ministry of Trade, as of February 2019, there are 15,159 companies with at least one Syrian partner in Turkey, not including private companies and unregistered businesses.⁴⁹ Findings of the "Refugee Lives Monitor Summary Report" estimates this figure to be around 100 thousand companies, with the addition of the latter. On the other hand, according to the findings of the "Needs Assessment for Syrian SMEs",⁵⁰ only 27% of Syrian SMEs report that they sell their products or services to Turkish consumers, while 73% state that their buyer profile comprises Syrian people or other Syrian enterprises in Turkey or they export their products/services to international customers. Therefore, it is estimated that Syrian entrepreneurs under temporary protection are not a significant participant of the competition targeting Turkish consumers, at least in certain sectors.

Another important conclusion reached in the aforementioned "Refugee Lives Monitor Summary Report" is that unemployment is likely to increase as the level of education increases. The main findings on this topic are shown in Table 12. A review of the level of education among the unemployed shows that the share of people with "university or higher" education in the unemployed population is higher than their share in the general population. This table suggests that it is more difficult for a Syrian with university or higher education to find a job in Turkey, compared to Syrians with lower levels of education. These figures may also be interpreted as an indicator that Syrians are more likely to find employment in low-skilled jobs in Turkey.

Table 12 – Educational and Employment Status of Syrians Over the Age of 15⁵¹

Educational Status	Share in All Syrians under Temporary Protection	Share in Only the Employed Population	Share in Only the Unemployed Population
No formal education	31%	26%	24%
Elementary school	26%	25%	20%
Middle school	22%	26%	30%
High school	14%	15%	12%
University or higher	7%	8%	13%

2.1.1.5. The Income Sources of Syrians under Temporary Protection

The "Refugee Lives Monitor Summary Report" states that the main source of income of 85% of all Syrian households are the wages and salaries earned by one or more working members of the household (some households may have more than one source of income, including social assistance or previous savings). This figure points out to the importance placed by Syrians under temporary protection on labor force integration and the ability to earn one's own income. The same report estimates the average household size for Syrian refugees to be 6.2 people per household, with 1.4 income earners per household.

49 BBC Turkey, Türkiye'de kaç Suriyeli var, en çok Suriyeli nüfusu hangi şehirde yaşıyor? - Suriyeliler Türkiye'de Ne Kadar Şirket Kurdu? <https://www.bbc.com/turkce/haberler-turkiye-49150143> (Accessed on: 18.02.2020)

50 İNGEV, Needs Assessment for Syrian SMEs (English), 2019, Page:10, <http://ingev.org/wp-content/uploads/2019/07/Needs-Assessment-for-Syrian-SMEs.pdf> (Accessed on: 18.02.2020)

51 İNGEV and Ipsos Social Research Institute, Refugee Lives Monitor, 2017, <http://ingev.org/wp-content/uploads/2017/07/Multeci-Hayatlar-Monitor%C3%BC.pdf>, Note: In this study, 1,282 face-to-face interviews were conducted in 10 provinces hosting 79% of the refugee population in Turkey. The study provides projections about the general refugee population, based on the results obtained from this sample.

Another point to be noted here is the loss of value of the Syrian currency since 2011. While a rate of approximately 50 Syrian Liras to US \$1 was observed in 2011; US \$1 equaled 515 Syrian Liras as of 2019.⁵² Given that as of 2019, the value of the Syrian Lira has declined to about 10% of its value in 2011; any savings Syrians might have had in their local currency have suffered a substantial loss of value.

2.1.1.6. Social Assistance Provided to Syrians under Temporary Protection

Social assistance has an important place in the services provided for Syrians under temporary protection in Turkey. These services are offered by AFAD, the Ministry of Family, Labor and Social Services, municipalities and non governmental organizations, within the scope of numerous projects implemented to that end.⁵³

One of the main components of the social assistance facilities offered to Syrians is the "Red Crescent Card" issued under the "Social Integration Assistance" (SUY) program. Under the SUY program, following an evaluation based on pre determined eligibility criteria, qualified applicants are given TL 120 monthly in-cash assistance per person in the household.⁵⁴ The Turkish Red Crescent reports that as of November 2019, the program has 1,555,445 beneficiaries of Syrian origin.⁵⁵ Considering that the total number of Syrians under temporary protection is 3,576,370,⁵⁶ 43.5% appears to be covered under the SUY program.

Paragraph one of Article 30 of the "Social Assistance and Services" section of the "Regulation on Temporary Protection" states that;

“Foreigners in need under the scope of this regulation can benefit from social assistance within the framework of the terms and principles determined by the "Board of Social Assistance and Solidarity Encouragement Fund", as set forth under "Article 3 of the Law on Encouragement of Social Assistance and Solidarity" (Law № 3294) dated May 29, 1986". Paragraph two of the same article states that; "access to social services for foreigners in need under the scope of this regulation shall be provided in accordance with the procedures and principles determined by the Ministry (the Ministry of Interior) and the Ministry of Family, Labor and Social Services.”

In this framework, the procedures, and principles of the assistance to be provided to foreign nationals by the "Social Assistance and Solidarity Foundations" (SYDV) are regulated under the October 17, 2014 dated "Resolution № 2014/6 of the Fund Board". Provision of assistance to foreigners under temporary protection in line with these procedures and principles was approved under the January 22, 2015 dated "Decision № 2015/1 of the Fund Board". This resolution was updated by the July 02, 2015 dated "Decision № 2015/4

52 **XE Currency** (English); USD/SYP; 10Y Graphics March 17, 2011 and March 17, 2019 comparison; <https://www.xe.com/currencycharts/?from=USD&to=SYP&view=10Y> (Accessed on: 12.01.2020)

53 **Republic of Turkey, the Ombudsman Institution**, Syrians in Turkey, Special Report, 2018, https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf, page 166

54 **Red Crescent Website**; <http://kizilaykart-suy.org/TR/hakkında.html>

55 **Red Crescent**, November 2019, Syrian Crisis Humanitarian Relief Report, page 16; <https://www.kizilay.org.tr/Upload/Dokuman/Dosya/kasim-2019-suriye-krizi-insani-yardim-operasyonu-raporu-31-12-2019-28050091.pdf> (Note: RED CRESCENT CARD (KIZILAYKART) is a cash-based assistance tool provided to foreigners living in Turkey under temporary or international or protection. The card can be used at any POS machine or ATM nationwide.)

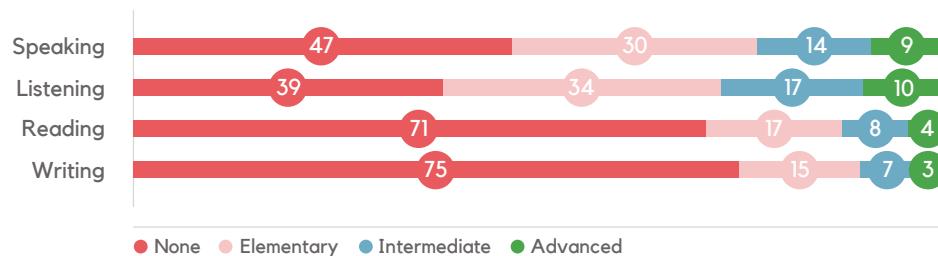
56 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

of the Fund Board".⁵⁷

2.1.1.7. The Command of the Turkish Language among Syrians under Temporary Protection

Findings of the "Refugee Lives Monitor Summary Report" with respect to the level of Turkish language proficiency among Syrians, reveal that the Syrians have limited skills in understanding and speaking Turkish, while their ability to read and write is even more inadequate. People who cannot read or write Turkish at all account for more than 70% of the population. The language barrier is undoubtedly one of the key factors in terms of labor force integration.

Figure 2 – The Command of the Turkish Language among Syrians under Temporary Protection (%)



2.1.2. Geographical Distribution of Syrians in Turkey and the Ratio of Syrians to the Local Population in Turkey

The cities where people under temporary protection will reside are determined by the Directorate General of Migration Management.⁵⁸ Table 13 shows the top 20 cities hosting the largest numbers of Syrians under temporary protection and the share of the Syrians in the total population of these cities. Accordingly, the city hosting the largest number of Syrians is İstanbul with 479,420 Syrian residents, and the city hosting the lowest number of Syrians is Bayburt with only 22 people. The cities with the highest ratio of Syrians to the total provincial population are the ones located on, or relatively closer to the Syrian border (e.g., Kilis, Gaziantep, Şanlıurfa, Hatay). The cities, which are highly populated by Syrians, and metropolitan cities such as İstanbul, Bursa, İzmir and Ankara are believed to be of prominence in terms of labor force integration.

57 **Republic of Turkey, the Ombudsman Institution**, Syrians in Turkey, Special Report, 2018, https://www.ombudsman.gov.tr/suryeliler/ozel_rapor.pdf, page 166

58 **Republic of Turkey, Regulation on Temporary Protection**, Article 24, <https://www.goc.gov.tr/kurumlar/goc.gov.tr/gecicikorumayonetmeligi.pdf>

Table 13 – Geographical Distribution of Syrians in Turkey and the Ratio of Syrians to the Local Population in Turkey⁵⁹

No.	CITY	SYRIAN POPULATION	SHARE IN PROVINCIAL POPULATION
1	İstanbul	479.420	%3,18
2	Gaziantep	454.361	%22,40
3	*Hatay	439.983	%27,33
4	Şanlıurfa	427.696	%21,01
5	*Adana	243.413	%10,96
6	Mersin	207.834	%11,45
7	Bursa	176.773	%5,90
8	İzmir	147.627	%3,42
9	*Kilis	116.252	%81,56
10	Konya	111.399	%5,05
11	Ankara	96.011	%1,74
12	*Kahramanmaraş	93.604	%8,12
13	Mardin	88.027	%10,62
14	Kayseri	73.714	%5,80
15	Kocaeli	55.585	%2,92
16	*Osmaniye	49.736	%9,31
17	Diyarbakır	23.619	%1,36
18	Malatya	28.544	%3,58
19	Adıyaman	21.016	%4,16
20	Batman	15.719	%2,62
...
79	Tunceli	45	%0,05
80	Artvin	37	%0,02
81	Bayburt	22	%0,03

The "*" mark designates cities that have temporary accommodation centers.

2.1.3. The Number of Syrians Granted Turkish Citizenship

As of the end of 2019; 110,000 Syrians, including 53 thousand adults and 57 thousand children, have been granted citizenship of the Republic of Turkey.⁶⁰ This once again reiterates that most of the Syrians in Turkey are individuals with temporary protection status.

2.2. The Legal Framework and Process Management Regarding Syrians in Turkey

The Directorate General of Migration Management (DGMM) has been designated by law, as the authority responsible for migration and refugee-related processes. "Temporary Accommodation Centers" (TACs) are under the responsibility and supervision of the DGMM.

Syrians in Turkey are granted temporary protection status as per the "Law on Foreigners and International Protection" (Law № 6458). The aforementioned law stipulates that "*Temporary protection may be provided for foreigners who have been forced to leave their country, cannot return to the country that they have left, and have arrived at or crossed the borders of Turkey in a mass influx situation seeking immediate and temporary protection.*"⁶¹ The law preserves the geographical limitation imposed by Turkey to the "refugee" definition of the "1951 Geneva Convention Relating to the Status of Refugees".⁶²

59 **Ministry of Interior - Directorate General of Migration Management**, December 31, 2019, <https://www.goc.gov.tr/gecici-koruma5638> (The website is regularly updated with current data by the Directorate General of Migration Management. The given data is current as of December 31, 2019)

60 **The Refugees Association**, The Number of Syrians in Turkey, December 2019; <https://multeciler.org.tr/turkiyedeki-suriyeli-sayisi/> (Accessed on: 10.01.2020)

61 **Law on Foreigners and International Protection**, Article 91, <https://www.resmigazete.gov.tr/eski-ler/2013/04/20130411-2.htm>

62 **The Grand National Assembly of Turkey, the Ombudsman Institution**, Syrians in Turkey, Special Report, 2018, page 86, https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf (Accessed on: 10.01.2020)

Turkey legally grants "refugee" status only to asylum seekers coming from Europe, while extending asylum seekers coming from outside Europe the right to temporarily stay in the country and benefit from various facilities until they are resettled in a third country or another permanent solution is found.

As Turkey faced one of the most serious humanitarian crises of the recent history in 2011 and thereafter, the "Regulation on Temporary Protection",⁶³ which was issued on October 22, 2014, was elaborated within the framework of the Syrian crisis. The concept of "conditional refugee" was introduced for the first time along with the term "refugee" in this new regulation, which preserved the geographical limitation imposed by Turkey to the Geneva Convention. While the regulation did not prescribe a time limit for "temporary protection", it laid down the general framework of the services to be provided to "conditional refugees", to the extent that the country's capacity deemed possible.

2.2.1. The Legal Status of Syrians in Turkey

As explained above, the legal status of Syrians in Turkey is defined with the concepts of "Conditional Refugee" and "Temporary Protection" under the Law on Foreigners and International Protection⁶⁴ (Law № 6458), which entered into force in 2014. The law lays down the details of the refugee status as follows:

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

Thus, to be eligible for refugee status, a person must be in Turkey "as a result of events occurring in European countries".⁶⁵

The term "conditional refugee" was used to replace the term "asylum seeker" used in the "1994 Regulation on Asylum",⁶⁶ and to grant persons coming from outside European countries the right to reside in Turkey temporarily until they are resettled to a third country.⁶⁷ As the definition of "conditional refugee" implies requesting international protection from Turkey in order to seek asylum from a third country; Syrians who migrated to Turkey to escape the civil war in Syria are not granted 'refugee' or 'conditional refugee'

63 **Regulation on Temporary Protection**, <https://www.resmigazete.gov.tr/eskiler/2014/10/20141022-15-1.pdf> (Accessed on: 10.01.2020)

64 **Law on Foreigners and International Protection**, Article 91, <https://www.resmigazete.gov.tr/eskiler/2013/04/20130411-2.htm>

65 **Republic of Turkey, Ministry of Interior, Directorate General of Migration Management**, Refugee definition and the list of Council of Europe member countries; <https://www.goc.gov.tr/multeci> (Accessed on: 10.01.2020)

66 **Regulation on the Procedures and Principles related to Possible Population Movements and Aliens Arriving in Turkey either as Individuals or in Groups Wishing to Seek Asylum either from Turkey or Requesting Residence Permission in order to Seek Asylum From Another Country**, Article3-Definitions; "Asylum Seeker" definition; <http://www.multeci.org.tr/wp-content/uploads/2016/12/1994-Yonetmeligi.pdf>

67 **Republic of Turkey, Ministry of Interior, Directorate General of Migration Management**, Conditional Refugee definition; <https://www.goc.gov.tr/sartli-multeci>

(asylum seeker) status. Moreover, persons coming from Syria are also engaged in population movements in groups. These asylum seekers, who have arrived in Turkey in a mass influx situation, benefit from "Temporary Protection" in Turkey. Our law sets forth that;

“Temporary protection may be provided for foreigners who have been forced to leave their country, cannot return to the country that they have left, and have arrived at or crossed the borders of Turkey in a mass influx situation seeking immediate and temporary protection".⁶⁸ The Directorate General of Migration Management defines temporary protection as "a form of protection developed for meeting urgent protection needs in situations of mass influx"

and further describes it as a "practical and complementary solution implemented within the framework of non-refoulement obligations of States without losing time with individual status determination procedures".⁶⁹ Syrians under temporary protection have the right to apply for work permit, if they fulfill certain criteria.⁷⁰ In addition to the temporary protection status, Syrians may also stay in Turkey under the "foreigner" status. To be qualified for foreigner status, a person must enter Turkey regularly through a customs gate, with his/her passport. A person holding this status may be granted a "residence permit", and additionally, a "work permit".⁷¹

Table 14 shows the distribution of foreigners who were granted work permit as per the "Regulation on Work Permits of Foreigners under Temporary Protection" by provinces, as of September 2018.

Table 14 – Work Permits Granted to Temporary Protection Beneficiaries by Provinces, as of 30.09. 2018⁷²

City	Share of Work Permits
İstanbul	28%
Gaziantep	12%
Bursa	12%
Kahramanmaraş	8%
Mersin	6%
Ankara	4%
Konya	3%
Hatay	3%
Kocaeli	3%
Adana	2%
Diğer	19%

68 **Regulation on Temporary Protection**, Article 3-Definitions, "Temporary Protection" definition; <https://www.resmigazete.gov.tr/eskiler/2014/10/20141022-15-1.pdf>

69 **Republic of Turkey, Ministry of Interior, Directorate General of Migration Management**, General Information about Temporary Protection, <https://www.goc.gov.tr/genel-bilgi45>

70 **Republic of Turkey, Ministry of Interior**, Frequently asked questions about work permit; 7-"I am under temporary protection. Can I obtain a work permit?" <https://www.goc.gov.tr/calisma-iznisss>

71 Journal of Economics Business and Political Researches, **Tuğba Yıldız, İbrahim Yıldız**, 2017, page 32 (3/17); A Study on the Effects of Syrians on the Shadow Employment in Turkish Economy and Their Costs to Turkey as a Reflection, <https://dergipark.org.tr/tr/download/article-file/311124>

72 **European Council on Refugees and Exiles**, Asylum Seeker Database (English); Turkey; <https://www.asylumineurope.org/reports/country/turkey/access-labour-market-0>

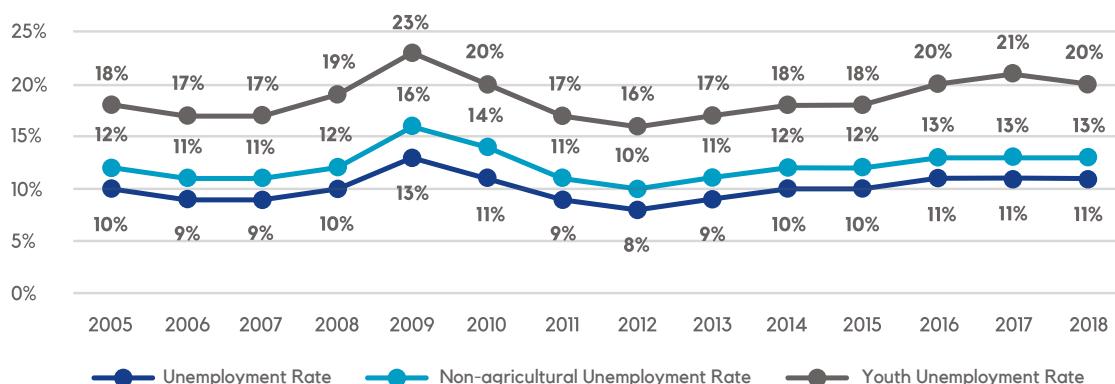
2.3. Overview of the Turkish Labor Market

Turkey ranks 109th among 141 countries in "The Global Competitiveness Index of the World Economic Forum".⁷³ This index is calculated based on several indicators that impact a country's economic performance. As for the sub-pillars used in the construction of the index, Turkey ranks 63rd among 141 countries in the sub-pillar "Ease of hiring foreign labor" and 96th in the sub-pillar "Pay and productivity".

The distribution of employment by economic sectors in Turkey indicate that the agriculture sector accounts for 18.7% of employment, while the industry sector accounts for 19.6%, the construction sector has a share of 7.6% and the service sector has a share of 54.2% in employment in Turkey.⁷⁴ The income of approximately one half of the working age population in Turkey, is about 13% less than the average spendable income in the country.⁷⁵ This figure is above the rate of 10% found by the Organization for Economic Cooperation and Development (OECD).⁷⁶

The unemployment level is an important indicator for analyzing a country's economy. The local unemployment rate will be addressed in more detail in this section, as it affects the employers' perceptions of Syrians under temporary protection. ILO estimates that as of 2018, 172 million people are unemployed worldwide, which represents an unemployment rate of 5%.⁷⁷ According to data of the Turkish Statistical Institute (TÜİK), the average unemployment rate in Turkey is above the global level.⁷⁸ After maintaining at around 9% from 2005 to 2008, the country's unemployment rate increased to a level of 13% because of the "Global Economic Crisis" that followed. Despite having displayed a declining trend as of 2010, the unemployment rate picked up a continuing increase trend after 2012.

Table 15 – Unemployment Rate in Turkey⁷⁹



Moreover, as shown in Table 15, the youth unemployment rate reached 20.3% and

73 **World Economic Forum** (English), The Global Competitiveness Index, Labor Market Index, page 563, http://www3.weforum.org/docs/WEF_TheGlobalCompetitivenessReport2019.pdf

74 **Regional Strategic Overview**, Turkey: Regional Refugee & Resilience Plan 2017-2018 in response to Syria crisis, UN-HCR

75 **H. Burcu Yüncüler & Çağlar Yüncüler**, Minimum Wage Effects on Labour Market Outcomes in Turkey, Central Bank of the Republic of Turkey, 2016, working paper No. 16/14

76 **Turkish Statistical Institute (TÜİK)**, July 2019, AA News, Economy, <https://www.aa.com.tr/tr/ekonomi/issizlik-rakamlari-aciklandi/1614129>

77 World Employment Social Outlook, **International Labor Organization**, page 18 (English); https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_670542.pdf

78 An Application for Determining Basic Macroeconomic Determinants of Unemployment in the Turkish Economy, **Fatih Ayhan**; page 237-238, <https://dergipark.org.tr/tr/download/article-file/835847>

79 **Ibid**, page 237-238

non-agricultural unemployment rate recorded a level of 12.9% in Turkey in the recent years. Both the non-agricultural unemployment rate and the youth unemployment rate displayed a trend like the trend observed in the average general unemployment rate.

Turkey has long been implementing a series of stability programs to fight unemployment. In this context, significant developments and transformation in the Turkish economy brought along progress in tackling unemployment. Effective steps taken in this regard include the increased participation of private sector enterprises in the economy because of the foreign expansion process that began in the 1980s; and the new regulations adopted by the business world in line with the EU harmonization process in the 2000s. But despite that, the economic slowdown that had worldwide repercussions after the global economic crisis of 2008 negatively impacted several economic indicators, including unemployment rates. However, this is not the only development that produced significant economic results in the recent period. As stated earlier, the mass migration movement of people who were forcibly displaced during the 2011-2019 period due to the 2011 Syrian civil war resulted in approximately 3.5 million Syrians migrating to Turkey. Other developments that had negative impacts on the economy and the foreign exchange rates during this period include the temporary disruption of the relations between Turkey and Russia after the helicopter crisis of 2015; the coup attempt of 2016; and the political tensions between Turkey and USA over the period of 2017-2019. Furthermore, numerous issues with global economic impacts emerged, particularly because of various commercial or political conflicts between China, Iran, Russia and the USA. Because of all of these developments, the economy of Turkey was exposed to negative impacts, including the increased unemployment rate.⁸⁰

2.3.1. The Sectoral Distribution of Employment

Sectors and sub-sectors with a growing share in overall employment may serve as an indicator for identifying potential areas of employment opportunities for Syrians under temporary protection. Table 16 shows the sectoral distribution of employment in Turkey. The services sector has a higher share in overall employment, compared to other sectors. The shares of the industry sector and the agriculture sector in overall employment appear to be declining.⁸¹

Table 16 – The Sectoral Distribution of Employment (%)⁸²

Years	Agricul-ture	Industry	Construc-tion	Services
2011	23,3	20,8	7,2	48,7
2012	22,1	20,5	7,2	50,2
2013	21,2	20,7	7,2	50,9
2014	21,1	20,5	7,4	51,0
2015	20,6	20,0	7,2	52,2
2016	19,5	19,5	7,3	53,7
2017	19,4	19,1	7,4	54,1
2018	18,4	19,7	6,9	54,9

80 An Application for Determining Basic Macroeconomic Determinants of Unemployment in the Turkish Economy, **Fatih Ayhan**; page 237-238, <https://dergipark.org.tr/tr/download/article-file/835847>

81 **Karacadağ Development Agency**, Employment and Labor Market Report, 2018; page 15; https://www.karacadag.gov.tr/Dokuman/Dosya/www.karacadag.gov.tr_304_XF4V98JS_istihdam_ve_isgucu_piyasasi_raporu_mayis_2018.pdf

82 **TÜİK** Labor Force Statistics (2018), (%)

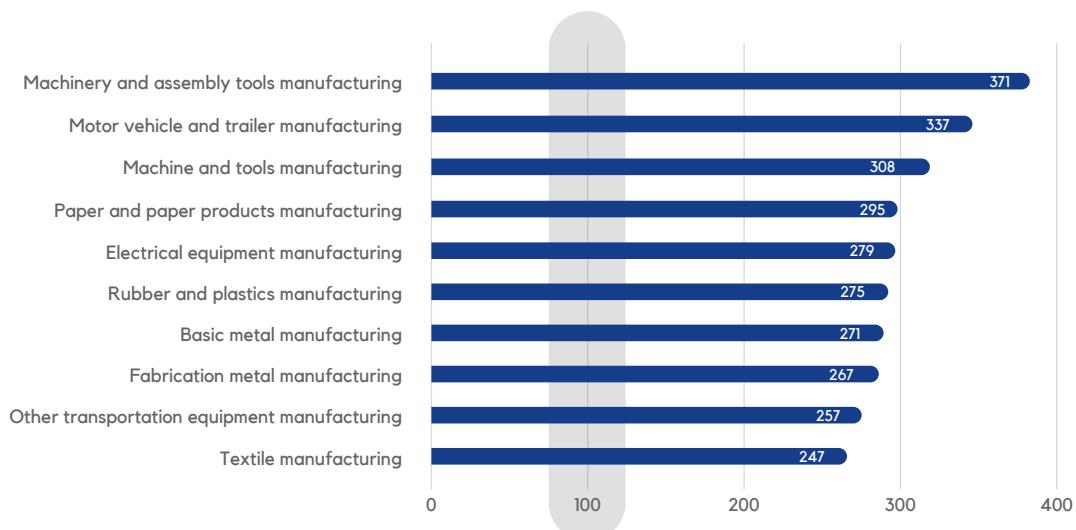
As can be seen in Table 16, the share of the agriculture sector in total employment, which was 23.3% in 2011, decreased to 18.4% in 2018. The share of the industry sector in total employment has also shown a downturn trend—although not as sharp as the agriculture sector—and declined to 19.7% in 2018 from its level of 20.8% in 2011. On the other hand, the share of the services sector in total employment in Turkey has maintained a consistent increasing trend. While the share of the services sector in total employment was 48.7% in 2011, it reached 54.9% as of 2018.

TÜİK data also shows the sub-sectors that recorded the highest growth in production according to their turnover rate between the years of 2010 and 2018. Accordingly, the first 5 sub-sectors that experienced the highest increase in turnover are as follows.

- Machinery repair and installation
- Manufacturing of motorized land vehicles
- Manufacturing of machinery and equipment
- Manufacturing of paper and paper products
- Manufacturing of electrical equipment

Industry sector sub-sectors that achieved the highest growth in turnover are shown in Figure 3. In the calculation of these indexes, the turnover rate of each sub-sector in 2010 was taken as its basis level (2010=100). The indexes shown on the graph indicate growth achieved as of 2018, relative to the year 2010. For instance, as of 2018, the textile manufacturing index is 247 (the bottom-most column in the graph given below). The textile manufacturing turnover in 2010 has been defined as 100. Thus, in 2018, the textile manufacturing turnover has reached an index level of 247 from its index level of 100 in 2010. In other words, the turnover rate has recorded an increase of 147% compared to 2010. The highest growth was experienced in the machinery repair and installation equipment manufacturing sub-sector and the motorized vehicle and trailer manufacturing sub-sector.

Figure 3 – Sectors with Increasing Employment Rates⁸³



*The employment rate of each sector in 2010 was indexed as 100.
The index level as 2018 indicates growth relative to the basic level of 2010.*

⁸³ TÜİK, Production Index, 2018, Top 10 Turnover Indices

2.3.2. Sector-Based Education and Desired Vocational Skills

İŞKUR interviewed 78,195 enterprises throughout Turkey for its 2018 "Labor Market Research Report".⁸⁴ The survey collected data from employers regarding occupations with the highest number of open job positions, and their expectations as to the competencies in hiring for these positions. The main findings of this survey are presented in Table 17. The occupations shown in this table are the ones with the highest number of open job positions. The same table also shows the degree of importance of various competencies for each of these occupations. In this context, a score of 1 indicates the highest priority competency/skills for a given occupation and a score of 10 denotes the least significant one. The top three professional competency components required by most occupations with open job positions are physical capability, professional skills (technical experience and knowledge) and communication skills. Occupations with the highest number of open job positions in Turkey appear to involve blue collar work requiring physical capability and technical experience. The only exception to this is occupations with open job positions in the services sector, which rather require training in computer use in addition to good expression, communication and sales skills.

As shown in Table 17, occupations with the highest number of open job positions are low-skilled jobs mainly involving physical and manual labor, including "machine operators (sewing)", "manual workers (general)", "cleaning workers" and "drivers-load carriers". As mentioned earlier, most Syrians in Turkey are engaged in sectors that cover jobs mainly involving manual labor (such as the textile sector) (See 2.1.1.3. Educational and Professional Status of Syrians under Temporary Protection).

Table 17 – Occupations with the Highest Number of Open Job Positions and the Priority Ranking of Desired Skills⁸⁵

	Occupations	<i>Professional Competency/ Technical Knowledge and Experience</i>	<i>Physical and Manual Capability</i>	<i>Team-work</i>	<i>Communication and Expression Skills</i>	<i>Ability to Solve Problems and Take Initiative</i>	<i>Ability to Perform Calculations (Analytical Skills)</i>	<i>Sales and Marketing Skills</i>	<i>Computer Use</i>	<i>Project-Based Working</i>	<i>Foreign Language</i>
1	<i>Machine Operator (Sewing)</i>	1	2	3	5	4	6	-	7	8	9
2	<i>Waiters and Waitresses (Service Personnel)</i>	3	2	4	1	5	6	7	9	10	8
3	<i>Sales Consultant/Specialist</i>	4	3	5	1	8	7	2	6	10	9
4	<i>Manual Worker (general)</i>	2	1	3	4	5	7	6	8	9	10
5	<i>Call Center Customer Representative</i>	8	9	5	2	4	6	1	3	10	7
6	<i>Cleaning Worker</i>	2	1	3	4	5	8	9	10	6	7
7	<i>Gas Metal Arc (MIG/MAG) Welders</i>	1	2	3	8	5	6	-	7	4	9
8	<i>Marketing Specialist</i>	2	5	8	3	6	7	1	4	9	10
9	<i>Driver-load Carrier</i>	1	2	3	4	5	6	9	7	8	10
10	<i>Electrician (General)</i>	1	2	4	6	3	7	8	9	5	10
11	<i>Welder (Oxygen and Electrical)</i>	1	2	5	6	4	3	10	8	7	9
12	<i>Accountant</i>	3	5	7	6	4	2	8	1	10	9
13	<i>Busboy</i>	3	1	6	2	5	9	7	4	10	8
14	<i>Quality Control Specialist</i>	2	1	3	4	5	7	10	6	8	9
15	<i>Errand Runner (Textile)</i>	1	2	3	5	4	6	-	-	7	-
16	<i>Cook</i>	1	2	3	4	6	7	9	5	8	10
17	<i>Security Officer</i>	3	1	5	2	4	8	-	7	6	9
18	<i>Pre-accountant</i>	2	6	7	5	4	3	8	1	9	10
19	<i>Plumber</i>	2	3	4	1	7	5	-	8	6	-
20	<i>Sales Representative/door-to-door Sales Worker</i>	9	5	4	1	3	6	2	8	7	10
#	<i>General Ranking</i>	1	2	3	4	5	6	7	8	9	10

84 İŞKUR, Labor Market Research Report, 2018, page 88, <https://media.iskur.gov.tr/22554/2018-yili-turkiye-geneli-ipa-raporu.pdf> (Accessed on: 12.01.2020)

85 *Ibid*

2.4. Employment Status of Foreigners in Turkey

The law governing the issuance of work permits for foreigners in Turkey prescribes a series of conditions that must be fulfilled before a work permit can be issued. The ongoing issue of native unemployment in Turkey, coupled with the availability of native labor capable of performing several different jobs, pose further difficulties for foreigners in obtaining work permit.⁸⁶

Table 18 – Work Permits Issued for Foreigners by Years and Sex (2011-2018)⁸⁷

YEAR	FEMALE		MALE		UNKNOWN		TOTAL
	No.	%	No.	%	No.	%	
2011	8396	48,1	9070	51,9	0	0,0	17466
2012	19552	60,6	12727	39,4	0	0,0	32279
2013	28406	62,0	17417	38,0	0	0,0	45823
2014	31308	59,9	20986	40,1	1	0,0	52295
2015	37621	58,3	26899	41,7	1	0,0	64521
2016	35601	48,4	37948	51,6	0	0,0	73549
2017	37756	43,3	49426	56,7	0	0,0	87182
2018	48085	41,5	67752	58,5	0	0,0	115837

Data obtained from the Turkish Ministry of Family, Labor and Social Services indicates that 115,837 foreigners were granted work permit in 2018. Foreigners who were granted work permit in 2018 comprised 41.5% women and 58.5% men. The number of foreigners who were granted work permit has increased six-fold since 2011. This data indicates a general increase trend in the number of work permits issued for foreigners in Turkey. The general rationale of the draft law on the *International Labor Law* (Law № 6735) submitted to the Grand National Assembly of Turkey⁸⁸ provides the following explanation about the matter.

- "A review of the work permits granted to foreigners in the last decade reveals that the majority of foreigners who have legally entered Turkey in the early 2000s gravitated towards low-skilled jobs in secondary labor markets."
 - ▶ "The structure of Law № 4817 (the Law abolished by Law № 6735), which does not allow or provide flexibility for practices that differ based on the qualifications of the foreigner and the sector which he/she is employed in, brings along the issue of informality, especially in the context of those working in low-skilled jobs such as housework".
- "Furthermore, when the recent statistics are examined, it becomes clear that the migration flow into Turkey differs from the classical migration theory in many aspects, that Turkey has also benefited from the emerging global labor market for

86 The Impacts of Syrian Refugees on Turkey's Labor Market, **İrfan Kaygısız, page 7**, <http://www.fes-tuerkei.org/media/pdf/D%C3%BCnyadan/2017/Du308nyadan%20-%20Suriyeli%20Mu308lticilerin%20Tu308rkiye%20I307s327gu-308cu308%20Piyasasina%20Etkileri%20.pdf>

87 **Republic of Turkey, Ministry of Family, Labor and Social Services**, 2018, Number of work permits issued for foreigners, page 6, <https://www.ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf>

88 Draft Law on the International Labor Law (Law № 6735), General Rationale, page 19, <https://www2.tbmm.gov.tr/d26/1/1-0727.pdf> (Accessed on: 10.01.2020)

high-skilled workers, and that an increase was recorded in the employment rate of qualified, high-skilled foreign workers in the primary labor market".

- ▶ "The incentives provided for foreign companies investing in Turkey and the legislative regulations that facilitate the process yielded a significant increase in the number of foreign executives and qualified technical personnel employed in Turkey. Thus, careful consideration of, and implementation of new regulations on the matter of granting work permits to foreigners has become inevitable."

In short, based on the information provided above, the general increasing trend observed in the number of work permits granted to foreigners in Turkey is attributable to two main reasons. The first one is the repercussions of the new "International Labor Law", which reduced informality especially among low-skilled workers and increased the number of employees who work with a work permit. The second one is the increase in the number of more qualified foreign employees because of the incentives offered to foreign companies investing in Turkey and the legislative regulations that facilitate the process.

2.4.1. The Number of Foreigners Who Were Granted Work Permit (by Countries);
 The number of foreigners who were granted work permit was 73,584 in 2016 and increased to 87,190 in 2017. In 2017, the number of work permits granted increased by 13,606 compared to the previous year, out of which 7,658 work permits were issued for Syrians.⁸⁹ Table 19 shows the distribution of work permits issued for foreigners in 2018, according to the latest data available.

Table 19 – The Number of Foreigners Who Were Granted Work Permit by Countries (2018)⁹⁰

<i>Country of Origin</i>	<i>The Number of People Who Were Granted Work Permit</i>
<i>Syria</i>	34,573
<i>Kyrgyzstan</i>	13,452
<i>Georgia</i>	7321
<i>Ukraine</i>	6394
<i>Turkmenistan</i>	5547
<i>Uzbekistan</i>	3969
<i>Nepal</i>	3186
<i>China</i>	2992
<i>Russian Federation</i>	2944
<i>Islamic Republic of Iran</i>	2689
<i>Indonesia</i>	2356
<i>Philippines</i>	2076

⁸⁹ **The Refugees Association**, The Number of Syrians Who Were Granted Work Permit in Turkey, February 2018 - News, Refugee News from Turkey; <https://multeciler.org.tr/turkiyede-calisma-izni-verilen-suriyeli-sayisi/> (Accessed on: 10.01.2020)

⁹⁰ **Republic of Turkey, Ministry of Family, Labor and Social Services**, 2018, Number of work permits issued for foreigners, page 11-12, <https://www.ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf> (Accessed on: 09.01.2020)

Table 20 shows the distribution of work permits issued for foreigners in 2018 by economic activity and permit types, as per the data published by the Turkish Ministry of Family, Labor and Social Services. These activities generally involve low-skilled jobs such as "household personnel".

Table 20 – Work Permits Issued for Foreigners⁹¹

<i>Economic Activity</i>	<i>Number of Work Permits Issued</i>
<i>Household personnel</i>	15619
<i>Accommodation</i>	10432
<i>Wholesale trade (excluding motorized land vehicles and motorcycles)</i>	5437
<i>Building construction</i>	4912
<i>Non-building construction</i>	4365
<i>Office management, office support and business support activities</i>	4144
<i>Education</i>	3446
<i>Retail trade (excluding motorized land vehicles and motorcycles)</i>	2746
<i>Food and beverage service activities</i>	2295
<i>Manufacturing of clothing items</i>	2283
<i>Manufacturing of textile products</i>	2272
<i>Other service activities</i>	2037
<i>Human health services</i>	1574
<i>Manufacturing of fabricated metal products (excluding machinery and equipment)</i>	1342
<i>Administration center activities, administrative counseling activities</i>	1180
<i>Special construction activities</i>	1075
<i>Travel agency, tour operator and other reservation services and associated activities</i>	904
<i>Manufacturing of food products</i>	847
<i>Other mining and stone quarry activities</i>	746
<i>Architectural and engineering activities, technical inspection and analysis</i>	689
<i>Manufacturing of furniture</i>	629
<i>Manufacturing of leather and associated products</i>	611
<i>Manufacturing of machinery and equipment not elsewhere classified</i>	605
<i>Main metal industry</i>	559
<i>Manufacturing of motorized land vehicles, trailers and semitrailers</i>	520
<i>Land transport and pipeline transport</i>	446
<i>Machinery and equipment installation and repair</i>	320

2.4.2. The Status and Employment of Syrians in the Turkish Labor Market

To gain a better understanding of the nature of employment, first and foremost, certain indicators of the labor market in Syria must be examined. This will shed light on the characteristics of the Syrian labor force prior to the start of the migration flow into Turkey in 2011 and will help us obtain a firmer grasp of the labor force status of Syrians under temporary protection in Turkey.

2.4.2.1. The Syrian Labor Market

According to "Omran Center for Strategic Studies" report titled "Livelihood Challenges of Syrian Refugees in Turkey", the labor market in Syria prior to the Syrian crisis already lagged far behind regional and international markets.⁹² Findings of the report state that the Syrian economy ranked as the 134th most competitive among 142 countries in the "Global Competition Index" compiled for 2012. The same report points out that, according to the estimations of the *Syrian Central Statistics Office*, the labor market participation rate in Syria prior to 2011 was 83% among men and 17% among women. Omran report un-

91 **Republic of Turkey, Ministry of Family, Labor and Social Services**, 2018, Number of work permits issued for foreigners, page 14-19, <https://www.ailevecalisma.gov.tr/media/31746/yabancizin2018.pdf>

92 **Omran**, Livelihood Challenges of Syrian Refugees in Turkey; An analytic survey, Muhammed Abdullah, 2018; page 9-10; <http://tr.omrandirasat.org/yay%C4%B1lar%C4%B1m%C4%B1z/suriyeli-multecilerin-turkiye-deki-gecim-kaynagi-zorluklari-analitik-arastirma.html>

derlines that the youth unemployment rate was alarmingly high, regardless of the level of education. In fact, the unemployment rate among young population (aged 15 to 19) with primary education or less was around 20%. The general unemployment rate stood at approximately 8.65% in 2010, with estimated unemployment rates of 6.2% among men and 22% among women.

The data provided in the Omran report, as cited from the *Syrian Central Statistics Office* are given in Table 21 and Table 22, which provide Syrian demographic and labor force data for the year 2011. These two tables show the employment and educational status of workers in Syria in 2011 by sex. The educational data indicates that a very large proportion of all women in employment have university or higher-level education. However, when the general working population is considered, it is clear that people with relatively low levels of education account for the biggest share in the labor force. The average level of education among working men is significantly lower compared to women. This may also denote the inability of women with lower levels of education to enter the labor force.

Table 21 – Employment Status of Syrian Workers by Sex, 2011 (%)

%	Business owner	Sub-contractor	Paid worker	Unpaid worker
Total	5%	30%	63%	3%
Men	5%	33%	60%	2%
Women	1%	8%	83%	8%

Data shows that 67.5% of the Syrian population had an education level of middle school or less prior to the emergence of the internal conflict. This figure includes illiterates and literates with no formal education, who account for 4.9% of the population.

Table 22 – Educational Status of Syrian Workers by Sex, 2011 (%)

Educational Status	Total	Men	Women
Illiterate	4,9	4,8	5,7
Literate	15,9	17,3	5,8
Elementary school	30,6	33,9	7,2
Middle school	16,1	17	9,6
High school	10,9	11	10,2
Undergraduate	11,3	7,8	35,7
More than one university	10,3	8,1	25,7

The pre-conflict educational status of Syrians is generally similar to the post-conflict educational status of Syrians in Turkey. Table 23 presents a comparison of the level of education of the two groups. As can be seen in this table, significant variances are observed between groups with certain levels of education. The proportion of people with no formal

education among Syrians in Turkey is higher compared to the pre-conflict educational status in Syria. Moreover, the proportion of people with university or higher-level education among Syrians in Turkey is significantly lower compared to the pre-conflict educational status in Syria. This may be interpreted as an indicator that the average level of education of the group of Syrians who migrated to Turkey is lower compared to that of Syria's general population.

Table 23 – A Comparison of the Educational Status of Workers in Syria in 2011 and the Educational Status of Off-Camp Syrians under Temporary Protection in Turkey in 2017 (%)

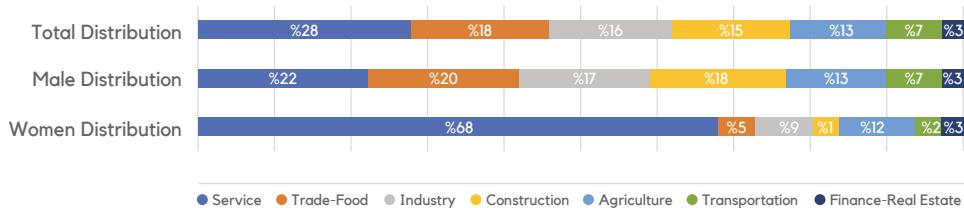
Educational Status	Educational Status in Syria ⁹³ - 2011	Educational Status of Syrians in Turkey ⁹⁴ - 2017
Illiterate	20.8%	31.0%
Elementary school	30.6%	26.0%
Middle school	16.1%	22.0%
High school	10.9%	14.0%
University or higher	21.6%	7.0%

The data cited from the Syrian Central Statistics Office and presented in the Omran report to provide an overview of the professional and sectoral distribution of workers in Syria shows that a large portion of workers are engaged in production. A similar observation is made in the professional status of Syrians in Turkey (see: 2.1.1.3.- Educational and Professional Status of Syrians in Turkey). Especially women appear to be predominantly employed in the service sector.

Table 24 – Distribution of Workers in Syria by Profession and Economic Activity (%)

Economic Activity	%
Production Workers	37%
Professional Workers and Technician	20%
Sales and Service Personnel	20%
Agricultural Workers	14%
Administrative Personnel	10%

Figure 4 – Distribution of Workers in Syria by Profession, Economic Activity and Sex



⁹³ **Omran**, Livelihood Challenges of Syrian Refugees in Turkey; An analytic survey, Muhammed Abdullah, 2018; page 9-10; <http://tr.omrandirasat.org/yay%C4%B1nlar%C4%B1m%C4%B1z/suriyeli-multecilerin-turkiye-deki-gecim-kaynagi-zorluklari-analitik-arastirma.html> (Note: This table only shows the educational status of workers participating in the Syrian labour force in 2011)

⁹⁴ **INGEV and Ipsos Social Research Institute**, Refugee Lives Monitor, 2017, <http://ingev.org/wp-content/uploads/2017/07/Multeci-Hayatlar-Monitor%C3%BC.pdf>, Note: In this study, 1,282 face-to-face interviews were conducted in 10 provinces hosting 79% of the refugee population in Turkey. The study provides projections about the general refugee population, based on the results obtained from this sample.

2.5. Labor Rights and Conditions of Syrians in Turkey

2.5.1. Work Permit

The "Regulation on Work Permits of Foreigners under Temporary Protection" (the Regulation) has entered into force on January 11, 2016 pursuant to a "Decree of Council of Ministers", as per "Article 91 of the Law on Foreigners and International Protection" (Law № 6458) and "Article 29 of the Regulation on Temporary Protection". The objective of this Regulation is to set out the procedures and principles pertaining to the employment of Syrians under temporary protection in Turkey.

The main goal of the Regulation is to enhance access to livelihood sources, and thus, to reduce or eliminate dependency on assistance among Syrians in Turkey. To this end, the Regulation paves the way for enabling Syrians under temporary protection to work in jobs that will facilitate achieving economic freedom and contribute to the economy of the host country.

As per the Regulation, Syrians under temporary protection in Turkey may apply to the Ministry of Family, Labor and Social Services to obtain work permit, provided that certain conditions and criteria are met. The Regulation also covers Syrians who had entered Turkey before the date of its publishing. People under temporary protection may lodge an application to the Ministry to obtain a work permit six months after the date of their temporary protection registration.⁹⁵ Other conditions set forth under the Regulation include the following:

- The application for work permit must be made for a workplace in the city of registration, which the applicant is entitled to reside as per his/her temporary protection registration.
- Syrians under temporary protection who are granted a work permit may not be paid less than the minimum wage.
- Applications to obtain work permit shall be lodged through the online "e-Devlet" (e-State) system.
- The application process requires that certain documents be scanned and uploaded to the online system. The documents required for application include the employment contract and the photograph of the Syrian applicant under temporary protection.
- All information is reviewed through the online control system governed by the Ministry and other state agencies.

As mentioned earlier, following entry into force of the Regulation, the "Work Permit Module for Foreigners under Temporary Protection" became accessible through the online "e-Devlet" (e-State) system, as of February 1, 2016. Applications to obtain work permit are lodged through the online module, which accelerates and facilitates the work permit assessment process.⁹⁶

"The International Labor Law" (Law № 6735) was adopted by the Grand National Assembly of Turkey and entered into force following its publication in the "Official Gazette of August 13, 2016". Pursuant to this Law, a unit was established under the Ministry's Di-

95 Regulation on Work Permits of Foreigners under Temporary Protection, <https://www.mevzuat.gov.tr/MevzuatMetin/3.5.20168375.pdf> (Accessed on: 10.01.2020)

96 Republic of Turkey, The Ombudsman Institution, 2018, Syrians in Turkey, Special Report; page 165; https://www.ombudsman.gov.tr/suriyeliler/ozel_rapor.pdf

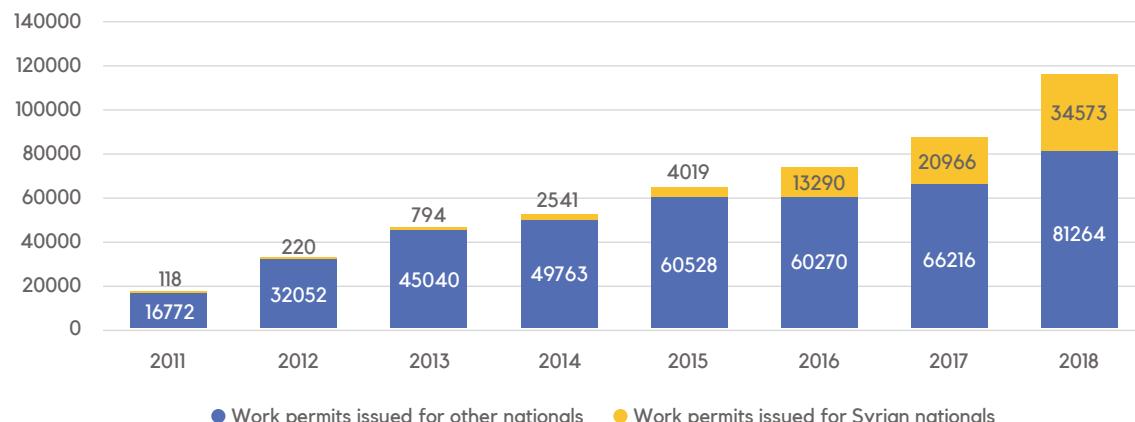
rectorate General of International Labor Force to solely deal with applications of Syrian citizens under temporary protection, to expedite the assessment of work permit applications.⁹⁷

Pursuant to "Article 5 of the Regulation on Work Permits of Foreigners under Temporary Protection", temporary protection beneficiaries who will work in seasonal agriculture or livestock works are exempt from work permit. Accordingly,

- Work permit exemption application must be lodged at the Provincial Directorate of İŞKUR, where the applicant is entitled to reside as per his/her temporary protection registration.
- Applications may be made six months after the date of the applicant's temporary protection registration.

As per Article 3.6. of the "Implementation Guide on Work Permits of Foreigners under Temporary Protection",⁹⁸ foreigners under temporary protection are entitled to attend courses and training programs organized by İŞKUR within the scope of its active labor force services. Temporary protection beneficiaries who secure employment following completion of such courses and training programs, must still obtain a work permit.

Figure 5 – Number of Regular Employment Permits Issued for Syrians and Other Nationals⁹⁹



As shown in "Figure 5", which is prepared based on data obtained from the Ministry of Family, Labor and Social Services, there is a striking increase in the number of work permits issued to Syrians. According to this data, Syrians have been granted more work permits than any other nationality as of 2016 and onwards.

97 **Ibid**, page: 164

98 **Republic of Turkey, Ministry of Family, Labor and Social Services**, Implementation Guide on Work Permits of Foreigners under Temporary Protection, <https://www.ailevecalisma.gov.tr/medias/6248/gkkuygulamarehberi1.pdf> (Accessed on: 10.01.2020)

99 **Republic of Turkey, Ministry of Family, Labor and Social Services**, Work Permits Issued to Foreigners by Years <https://www.ailevecalisma.gov.tr/istatistikler/calisma-hayati-istatistikleri/resmi-istatistik-programi/yabancilarin-calisma-iznileri/> (Accessed on: 10.01.2020)

2.5.2. Employment Quota

The "Employment Quota" is regulated under Article 8¹⁰⁰ of the "Regulation on Work Permits of Foreigners under Temporary Protection". To prevent possible negative impacts of Syrians under temporary protection's participation in the labor force on native employment, the state imposes a limitation on the number of temporary protection beneficiaries who may be employed at a given workplace.

The provisions of "Article 8 of the Regulation" are as follows;

- (1) In evaluation of work permit applications, the employment quota for foreigners under temporary protection may be implemented by the Ministry at different ratios to the number of Turkish citizens employed at a workplace, considering the distribution of job placements and open jobs positions by sectors and provinces. Without prejudice to the provisions of paragraph three, the number of foreigners under temporary protection, who work at a workplace, for which a work permit application is lodged, cannot be more than ten percent of the number of Turkish citizens working at that workplace.
- (2) Maximum one foreigner under temporary protection may be permitted to work at a workplace with less than ten employees.
- (3) In cases where employers document -as per a document obtained from the Provincial Directorate of Labor Agency of their registry- that they were unable to find a Turkish citizen with the same qualifications to employ for the same job position for which a foreigner is employed, within the last four weeks prior to the work permit application, the employment quota may not be implemented.

2.5.3. Vocational Training Opportunities for Syrians under Temporary Protection in Turkey

Before elaborating on the vocational training opportunities available for Syrians under temporary protection in Turkey, it will be beneficial to briefly describe the vocational education system in Turkey. The Ministry of National Education (MEB) provides vocational and technical education through (i) Vocational and Technical Anatolian High Schools and (ii) Vocational Education Centers in Turkey.¹⁰¹ Students attending Vocational Education Centers take theoretical education in school one day a week, and practical training at workplaces five days a week. This allows the employers to be a part of the vocational education process. Education given at Vocational Education Centers counts towards four-year compulsory education after secondary education. These centers also offer traditional apprenticeship-foremanship-mastership training.¹⁰²

The Ministry of Family, Labor and Social Services also provides "Vocational Training Courses and Apprenticeship Training Programs", through İŞKUR.¹⁰³

Moreover, the Ministry of National Education's Directorate General of Lifelong Learning offers vocational and technical courses.¹⁰⁴ Private courses certified by the Ministry of

100 Regulation on Work Permits of Foreigners under Temporary Protection, Article 8 <https://www.mevzuat.gov.tr/Mevzuat-Metin/3.5.20168375.pdf> (Accessed on: 10.01.2020)

101 **Ministry of National Education**, *My Occupation, My Life*, "Vocational Education Centers are Becoming Stronger"; https://meslegimhayatim.meb.gov.tr/haber/mesleki_egitim_merkzleri_gucleniyor (Accessed on: 29.02.2020)

102 **Ministry of National Education**, "Vocational Education Centers"; <https://meslegimhayatim.meb.gov.tr/egitim/mesleki-egitim> (Accessed on: 29.02.2020)

103 **İŞKUR**, Vocational Training Courses, <https://www.iskur.gov.tr/is-arayan/isbasi-egitim-programlari/mesleki-egitim-kurslari/> (Accessed on: 29.02.2020)

104 **Ministry of National Education**, Vocational Training Courses, <https://meslegimhayatim.meb.gov.tr/egitim/mesleki-egitim> (Accessed on: 29.02.2020)

National Education may also offer vocational training courses.

Syrians under temporary protection are directly admitted as 9th grade students to the "Anatolia Vocational Programs" in schools with vacancy, if they have taken the "A1 Level Turkish" course given at Public Education Centers or have passed the level one reading/writing language level determination exam.¹⁰⁵ Moreover, those who are unable to attain entrance into vocational high schools may be admitted to "Vocational Training Centers."¹⁰⁶ Syrians under temporary protection may also attend vocational training programs offered by İŞKUR.¹⁰⁷

Detailed official data on Syrians under temporary protection's access to these education opportunities is unavailable. However, data published by the Ministry of National Education for the 2018-2019 school year indicates that there are 1,047,546 Syrian students under temporary protection, out of which 655,075 students (62.53%) are receiving education.¹⁰⁸ The same data reports that 66,600 temporary protection beneficiaries including 48,795 men and 17,805 women attended "Vocational and Technical Training Courses" between the years of 2014-2018. The target audience of vocational and technical training courses are adults, rather than students at school-age. In this context, the number of adults who have benefited from these courses appears to be low. The rate of participation in formal education is reported to have reached relatively high levels among Syrians under temporary protection of school-age, while the level of participation in vocational training courses among Syrian adults remains low. In this context, the Ministry of National Education is implementing a project in cooperation with the UNHCR to deliver vocational training opportunities to Syrians under temporary protection in Turkey.¹⁰⁹ Launched in May 2019, the project aims to reach out to 8000 people among Syrians under temporary protection and members of host communities, in a period of 30 months. On the other hand, the Ministry of Family, Labor and Social Services and İŞKUR are collaborating with the World Bank to implement a project targeting the youth and adults.¹¹⁰ The goal of this project is to provide employment support for 7400 Syrians under temporary protection and 7400 Turkish citizens through "Turkish Language Courses, Skills Training Courses and Applied Training Programs".

2.6. EU-Specific Approaches to the Syrian Refugee Crisis

The main characteristics of Syrians under temporary protection and the local labor market in Turkey were briefly described earlier in the study. In this section, we will provide an overview of migration policies and labor force integration efforts of the European Union.

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- ki-kurslar (Accessed on: 29.02.2020)
- 105 **Ministry of National Education**, "Syrian Students Will be Able to Attend Vocational High Schools", <http://www.meb.gov.tr/suriyeli-ogrenciler-meslek-lisesine-gidebilecek/haber/11694/tr>, (Accessed on: 29.02.2020)
- 106 **Ministry of National Education**, "Syrian Students Will Be Able to Attend Vocational High Schools", <http://www.meb.gov.tr/suriyeli-ogrenciler-meslek-lisesine-gidebilecek/haber/11694/tr>, (Accessed on: 29.02.2020)
- 107 **UNHCR**, Frequently Asked Questions About Syrian Refugees in Turkey, Page: 20- Skills and vocational training opportunities for Syrians temporary protection beneficiaries in Turkey, <https://data2.unhcr.org/en/documents/download/59167> (Accessed on: 29.02.2020)
- 108 **Ministry of National Education**, Internet Bulletin, Education Services for Students under Temporary Protection, http://hbogm.meb.gov.tr/meb_iys_dosyalar/2018_12/03175027_03-12-2018_Ynternet_BYlteni.pdf (Accessed on: 29.02.2020)
- 109 **Ministry of National Education**, the project "Increasing Access to Turkish Language Training and Vocational Training for Syrians under Temporary Protection in Turkey", <https://hbogm.meb.gov.tr/www/mill-egitim-bakanligi-turkiyede-gecici-koruma-altindaki-suriyeliler-icin-turkce-dil-egitim-ve-meslek-egitime-erisimin-artirilmasi-projesi-acilis-toplantisini-gerceklestirdi/icerik/959> (Accessed on: 29.02.2020)
- 110 **İŞKUR**, Employment Support Project for Syrians under Temporary Protection and Turkish Citizens, <https://www.iskur.gov.tr/haberler/gecici-koruma-altindaki-suriyeliler-ve-turk-vatandasları-icin-istihdam-desteği-projesi-acilis-toplantisi-ankara-da-yapıldı/> (Son Erişim: 29.02.2020)

To be able to thoroughly analyze the labor force integration process of Syrians under temporary protection in Turkey, we will examine the migration policies of the European Union, and the experiences that shaped European Union's refugee employment policies.

2.6.1. EU's Migration Policies and the Impacts of the Syria Crisis on These Policies

The European Council adopted the "Global Approach to Migration" (GAM)¹¹¹ document on December 13, 2005 to limit the push factors of migration. In this context, a series of priority actions focusing on Africa and the Mediterranean countries as the source of migration were defined in the GAM document. The policies laid down in the document aim to encourage legal migration, regulate migrant-related processes such as residence and work permits, and establish mechanisms of cooperation between the EU and third countries, especially the ones in Africa and the Mediterranean.

The EU's migration approach was broadened on November 18, 2011 under the "Global Approach to Migration and Mobility" (GAMM)¹¹² document. The GAMM document pointed out the need for renewed migration policies, on the grounds that the migration approach shaped by the GAM document in 2005 was not adequately associated with EU's foreign policy and trade policies; and inconsistencies existed in the migration-related legislation and policies of the EU and its member states.

The new framework of EU's migration policy as set out in the GAMM document of 2011, has identified four main "thematic" priorities.¹¹³ The priority is organizing and facilitating legal migration and mobility. The document underlines that, through the actualization of this priority, regular migrants will increase the EU's competitiveness and enrich European societies, making this priority a core strategic interest of the EU and its member states. The second priority is defined as effectively preventing irregular migration. The third priority involves promoting international protection and enhancing the external dimension of the asylum policy, especially by means of "Regional Protection Programs" (RPPs) focusing on migrant source countries. The fourth priority calls for developing policies to maximize the economic and commercial development impacts of migration and mobility.

The GAMM document further states that the four priorities covered under the document should be approached from a human rights perspective, adding that that a migrant centered¹¹⁴ policy framework should be pursued. In this context, the focal point of the GAMM paradigm is defined as human rights and migrants, rather than control and prevention policies.¹¹⁵

"The Common European Asylum System" (CEAS) legal policy framework established in 1999 pursuant to the decision of the European Council, was recast in 2013.¹¹⁶ The objective

111 **Council of the European Union**, Global Approach to Migration: Priority actions focusing on Africa and the Mediterranean", 15744/05, Brussels, 13 December 2005; <http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2015744%202005%20INIT> (Accessed on: 12.01.2020)

112 **Communication from The Commission To The European Parliament, The Council, The European Economic And Social Committee And The Committee Of The Regions**; Page 4; https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/communication_from_the_commission_1.pdf (Accessed on: 12.01.2020)

113 **Communication from The Commission To The European Parliament, The Council, The European Economic And Social Committee And The Committee Of The Regions**; Page 5-6; https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/communication_from_the_commission_1.pdf (Accessed on: 12.01.2020)

114 **Ibid**, Page 6

115 **Fatma Yılmaz Elmas**, Paradigm Change in EU Migration-Foreign Policy Nexus, Page 217, **Ankara University, Institute of Social Sciences, Department of European Union and International Economic Relations**; http://acikarsiv.ankara.edu.tr/browse/29851/Fatma_Y%C4%B1lmaz_Elmas.pdf (Accessed on: 10.01.2020)

116 **Regulation (Eu) No 604/2013 of the European Parliament and of the Council**, June 26, 2013, <https://eur-lex.europa.eu>.

of the recast of June 26, 2013, is to establish criteria and mechanisms for determining the member state responsible for examining an application for international protection or asylum lodged in one of the member states. Accordingly, except for exceptional cases such as the presence, on the territory of another member state, of family members, relatives or any other family relations of the applicant; "all applications for international protection shall be examined by the member state where the applicant first lodged his or her application."¹¹⁷

Table 25 – The Number of Asylum and International Protection Applications Examined by the EU¹¹⁸



The recast of 2013 laid the groundwork for asylum seekers who subsequently crossed the Turkey-Greece border to pursue their asylum procedures in the refugee camps in Greece, as the first country they set foot on in the EU, which put Greece in a position where, save for exceptional cases, it could not send refugees to other countries within the EU.

"The European Border and Coast Guard Agency Frontex", the body responsible for protecting the external borders of the European Union, defines 5 main mass migration routes.¹¹⁹ These are the Western Mediterranean Route, the Central Mediterranean Route, the Eastern Mediterranean Route, the Western Balkan Route and the EU Eastern Borders Route. According to Frontex data,¹²⁰ the Eastern Mediterranean Migratory Route, which encompasses the Greek-Turkish border, saw the continent's biggest irregular mass migration movement since the Second World War in 2015. This migration wave of 2015 played a key role in the events that led to the reviewing of the EU's migration policy. The definition "Refugee Crisis of 2015",¹²¹ widely used worldwide and especially in Greece, denotes the sharp increase in the number of asylum seekers who reached the EU in 2015. UNHCR estimates that some 3,550 lives were lost during this migration movement in 2015.¹²² Among the human tragedies the world witnessed in 2015, was the "Death of Baby Alan",¹²³ which had substantial resonance in both local and global media. As can be seen in Table 25, the number of asylum applications lodged in the EU in 2015 increased more than twice com-

europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0031:0059:EN:PDF, (Accessed on: 10.01.2020)

117 **Regulation (EU) No 604/2013 of the European Parliament and of the Council**, June 26, 2013, Chapter 2 / Article 2 and Chapter 3 / Article 7-16;<https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0031:0059:EN:PDF>, (Accessed on: 10.01.2020)

118 **European Parliament**, Asylum Applications; https://www.europarl.europa.eu/infographic/welcoming-europe/index_en.html#filter=2018 (Accessed on: 12.02.2020)

119 Migratory Routes, **Frontex**, <https://frontex.europa.eu/along-eu-borders/migratory-routes/eastern-mediterranean-route/> (Accessed on: 12.01.2020)

120 Ibid

121 **UNHCR**, 2015: The Year of Europe's Refugee Crisis; <https://www.unhcr.org/news/stories/2015/12/56ec1eb-de/2015-year-europe-refugee-crisis.html> (Accessed on: 12.01.2020)

122 Ibid

123 **TRT News**, Dünyayı Sarsan Aylan Bebeğin Ölümünün 4. Yılı; <https://www.trthaber.com/haber/yasam/dunyayı-sarsan-aylan-bebegin-olumunun-4-yili-429238.html> (Accessed on: 12.01.2020)

red to 2014. Particularly, the number of refugees who reached Greece by sea increased considerably during this period.

Among the reasons for such increase in 2015 are the sense of hopelessness that prevailed among Syrians after four years of war with no sign that the violence or uncertainty might cease in the near future; the inclination, particularly among Syrians hosted in neighboring countries, to view themselves as permanent rather than temporary migrants and move to countries in Western Europe with better economic conditions; the emergence of similar humanitarian crisis in other places, including Somalia and Eritrea; the increased volume of migrant smuggling activities—now for cheaper prices—to move asylum seekers from one country to another through illegal channels; and Germany's declaration to implement an "open door" policy for asylum seekers.^{124 125}

The emergence of the "Refugee Crisis of 2015" drastically changed the "European Union's Migration Policy" and resulted in the adoption of the "European Agenda on Migration" document,¹²⁶ which contained significant differences compared to the GAMM document mentioned earlier. The priorities laid down in this new document are (i) reducing the incentives for irregular migration, (ii) border management and security, (iii) building a common asylum policy in Europe, and (iv) developing a new policy on legal migration. In comparison to the GAMM document of 2011, the "European Agenda on Migration of 2015" covers the priority topics of eliminating irregular migration and enhancing border security, more deeply. The document focuses on partnerships with countries of origin and transit through cooperation frameworks and programs, as a key element in addressing the root causes of and eliminating irregular migration.¹²⁷

Two especially important developments followed the launch of "European Agenda on Migration". The first one is the "Emergency Trust Fund for Africa", adopted at the "Valletta (Malta) International Summit".¹²⁸ Through this fund, the EU increased the amount of assistance it provides for source countries of asylum seekers and migrants, especially in the continent of Africa. Another program launched in March 2016 is the "EU Facility for Refugees in Turkey" (FRIT) program adopted at the international summit in Brussels. Under this program, the EU committed to financially assist Turkey in dealing with the challenge of hosting over four million asylum seekers.¹²⁹ Under this program, Turkey committed to enhance its control mechanisms to stop the flow of irregular migration via Turkey to Europe, and to take back irregular migrants from Greece. A steep decline was observed in the number of asylum seekers reaching Greece by sea, after the program went into effect.¹³⁰ The number of asylum seekers arriving in Greece by sea dropped from a level of

124 **Carnege Europe**, The Roots of Europe's Refugee Crisis (English); What Is Driving the Refugee Flows? ; <https://carnegieeurope.eu/2015/10/01/roots-of-europe-s-refugee-crisis-pub-61465#1> (Accessed on: 10.01.2020)

125 **The Guardian**, Refugee Crisis: Germany cracks under strain of open door policy (English); <https://www.theguardian.com/world/2015/oct/08/refugee-crisis-germany-creaks-under-strain-of-open-door-policy> (Accessed on: 12.01.2020)

126 **European Agenda on Migration**, (English); https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf (Accessed on: 12.01.2020)

127 **European Agenda on Migration** (English); Page 7; III.1 Reducing the incentives for irregular migration; "Addressing the root causes of irregular and forced displacement in third countries"; https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf (Accessed on: 12.01.2020)

128 **EU Emergency Trust Fund for Africa**, https://ec.europa.eu/trustfundforafrica/content/about_en (Accessed on: 10.01.2020)

129 **The EU Facility for Refugees in Turkey**, https://ec.europa.eu/neighbourhood-enlargement/news_corner/migration_en

130 **Frontex**, Eastern Mediterranean Route, Trends prior to 2017 (English); <https://frontex.europa.eu/along-eu-borders/migratory-routes/eastern-mediterranean-route/> (Accessed on: 12.01.2020)

856,723 in 2015 to 173,450 in 2016; and further declined to 29,718 as of 2017.¹³¹

Table 26 – Number of Asylum Seekers Who Arrived in Greece by Sea¹³²



2.6.2. Syrian Population in the EU Countries

Table 27 shows the number of Syrian refugees in EU countries. The top three Syrian refugee-hosting countries of the world (all non-EU countries) are also listed in the table for comparison purposes. As of 2018 year-end, the total number of Syrian refugees hosted by all EU countries combined is 856,157. 62% of this population is hosted by Germany, and 33% is hosted by Sweden, Austria, the Netherlands, Greece, Denmark, Bulgaria, France, and Spain combined. The high number of refugees in Germany is attributable to Chancellor Angela Merkel's 2015 declaration to implement an open-door policy for responding to the refugee crisis.¹³³ This policy was abandoned by mid 2018, due to strong political criticism from the opposition and the general public.¹³⁴

Table 27 – The Number of Syrian Refugees in EU Countries - 2018¹³⁵

Country	EU Membership	Number of Syrian Refugees
Turkey	-	3,622,366
Lebanon	-	944,181
Jordan	-	676,283
Germany	AB	532,065
Sweden	AB	109,343
Austria	AB	49,179
The Netherlands	AB	32,092
Greece	AB	23,931
Denmark	AB	19,698
Bulgaria	AB	17,161
France	AB	15,822
Spain	AB	13,765
United Kingdom	AB	9,720
Belgium	AB	9,080
South Cyprus	AB	6,259
Italy	AB	4,652
Finland	AB	2,497
Romania	AB	2,292
Ireland	AB	2,126
Malta	AB	1,497
Hungary	AB	971
Luxembourg	AB	686
Portugal	AB	602
Poland	AB	531
Czechia	AB	448
Lithuania	AB	435
Croatia	AB	398
Latvia	AB	384
Slovenia	AB	290
Estonia	AB	146
Iceland	AB	87

131 **UNHCR** Sea Arrivals Dashboard - Greece; (English); 2013-2017 Data: <https://data2.unhcr.org/en/documents/download/61492> (Accessed on: 10.01.2020); 2014-2018 Data: <https://data2.unhcr.org/en/documents/download/71287> (Accessed on: 10.01.2020)

132 **UNHCR** Sea Arrivals Dashboard - Greece; (English); 2013-2017 Data: <https://data2.unhcr.org/en/documents/download/61492> (Accessed on: 10.01.2020); 2014-2018 Data: <https://data2.unhcr.org/en/documents/download/71287> (Accessed on: 10.01.2020)

133 Germany's Immigration Crisis, **Washington Post**; <https://www.washingtonpost.com/news/worldviews/wp/2018/07/03/what-you-need-to-know-about-germanys-immigration-crisis/> (Accessed on: 12.01.2020)

134 Merkel abandons open-door refugee policy to save government, **France24**; <https://www.france24.com/en/20180703-germany-merkel-reverses-stance-open-door-refugee-policy-save-government> (Accessed on: 12.01.2020)

135 **UNHCR** Population Figures (English); http://popstats.unhcr.org/en/persons_of_concern (Accessed on: 14.01.2020)

2.6.3. Turkey-EU Relations Regarding the Syrians' Social and Economic Integration

The European Commission committed to provide funding to assist Turkey's efforts to host Syrians under temporary protection, in the "Turkey-EU Summit" held in 2015. The fund created under the "EU Facility for Refugees in Turkey" (FRIT) program had a total budget of €6 billion, in two tranches of €3 billion each. €2.7 billion funding has been disbursed for projects implemented as of December 2019.¹³⁶

Out of the total facility budget of €6 billion, €2.4 billion has been spent for humanitarian aid. The focal point of the EU's humanitarian aid programs in Turkey is supporting efforts to meet the basic needs of most vulnerable refugees, such as health care, education, and protection, through projects. EU-funded projects provide basic livelihood support for over 1.7 refugees, enable more than half a million refugee children to access education, support the construction of schools and hospitals and offer health care and protection services for refugees. Aside from humanitarian aid, the development projects implemented under the FRIT program also address issues related to migration management, health, municipal infrastructure, and socio-economic assistance.¹³⁷

The EU also provides financial support to Turkey under the "Instrument for Pre-Accession Assistance" (IPA) program. The objective of this instrument is to support the capacity building processes of EU candidate countries throughout the accession process.¹³⁸ Beneficiaries of the 2014-2020 period are Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia, and Turkey. Pre-accession assistance covers the areas of public administration reform, rule of law, sustainable economy, people, and agriculture and rural development.¹³⁹

2.6.4. Examples of Practices to Support Labor Force Integration of Refugees in the European Union

The standards for the reception of applicants for international protection are laid down in the Directive 2013/33/EU¹⁴⁰ of the European Parliament and of the Council of 26 June 2013. Article 14 of the Directive regulates matters related to educational needs. Accordingly, access of persons of school age, to the education system including language classes, where it is necessary shall not be postponed for more than three months from the date on which the application for international protection was lodged. The same article also sets forth that minor children of refugees shall be granted access to the education system under similar conditions as the own nationals of the member state in question. Refugees over the age of 16 are mostly streamed into different types of vocational training.¹⁴¹ The general framework of education and vocational training content is shaped largely in

136 **Refugees and Asylum Seekers Assistance and Solidarity Association, The Refugees Community Center**, Funding Provided by the EU to Turkey, for Syrians, 2019, <https://multeciler.org.tr/avrupa-birliginden-3-milyar-euro-geldi-mi/> (Accessed on: 08.01.2020)

137 Ibid

138 **European Commission**, Overview - Instrument for Pre-accession Assistance (English); https://ec.europa.eu/neighbourhood-enlargement/instruments/overview_en (Accessed on: 12.01.2020)

139 Ibid

140 **Directive 2013/33/EU of the European Parliament and of the Council** (English); 2013; <https://easo.europa.eu/sites/default/files/public/Dve-2013-33-Reception-conditions.pdf> (Accessed on: 12.01.2020)

141 Young refugees in education: the particular challenges of school systems in Europe (English); **Comparative Migration Studies**; Page: 9, 2019; <https://link.springer.com/content/pdf/10.1186%2Fs40878-019-0129-3.pdf>; (Accessed on: 12.01.2020)

line with the domestic policies pursued by each EU member state.

A review of several practices to foster labor force integration reveals that the following concepts are given priority:

1. Tailor-made and accelerated language courses designed for specific groups of profession,
2. Competency analysis and assessment programs implemented with the participation of experienced employer representatives in certain sectors,
3. Databases that provide information about the related competencies through online systems easily accessible by the employers,
4. Vocational training programs focusing on job positions that employers find difficult to fill with indigenous labor,
5. Networking efforts within specific fields of the business industry,
6. Measures to support refugee entrepreneurship.

Examples of Practices

The German dual education system that combines vocational education and apprenticeship was found to be highly effective in facilitating young people's transition from school to work, and thus, supporting labor force integration.¹⁴² Within the scope of this system, young vocational education students spend half of their time in vocational schools and the other half in practice in companies or workshops. The approach adopted in this system is essentially similar to that of the "Apprenticeship Training Programs" implemented by İŞKUR and the "Vocational Education Centers" of the Turkish Ministry of National Education.

The "Action Plan on the Integration of Third Country Nationals",¹⁴³ adopted by the European Commission in 2016, proposes a set of steps to be taken to enhance labor force integration. One of these steps is to develop an online repository of all promising practices on integration into the labor market for refugees and asylum seekers. In addition to practices aiming to support labor force integration, this repository¹⁴⁴ of promising practices also covers projects implemented in the fields of social cohesion, health, and protection, etc. "Under the Action Plan", the European Commission decided to develop an online "EU Skills Profile Tool" to support timely identification of skills and qualifications for newly arrived third country nationals across Europe. In this context, a decision was made to facilitate the access of third country nationals to "National Academic Recognition Information Centers" (NARIC) in EU member states, through enhanced cooperation among all EU member states. "The Action Plan" also launched the process of supporting vocational education programs through EU funding, to promote labor market integration of refugees, and especially, refugee women.

"The EU Skills Profile Tool"¹⁴⁵ provides an online instrument, which citizens of non-EU countries can use to produce a profile of their skills and competencies. The system uses a default profile-creating template that is easy to review and understand by employers and

142 Ibid, Page: 4

143 European Commission, 2016, (English), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52016DC0377> (Accessed on: 20.02.2020)

144 Repository of promising practices (English), <https://ec.europa.eu/social/main.jsp?langId=en&catId=1208> (Accessed on: 20.02.2020)

145 EU Skills Profile (English), <https://ec.europa.eu/social/main.jsp?catId=1412&langId=en> (Accessed on: 20.02.2020)

initiatives that support employment. "The EU Skills Profile Tool" is used by social project workers providing guidance services; education and training advisers seeking to determine competency areas that need further development; jobseekers and social service providers implementing job placement projects. The tool is available in multiple languages, including Arabic and Farsi. It is also possible to display a profile in two languages at the same time on one screen, reducing language barriers between case workers and applicants.

"The EU Skills Profile Tool" is supported by various complementary systems to assist in cases where a written certificate or document cannot be submitted as proof of competency. For instance, the "*Berufsanerkennung mit Qualifikationsanalysen*" (*Analysis for the Recognition of Professional Qualification*) program implemented in Germany allows for accurate and efficient recognition of competencies and qualifications and making personal future career plans in cases where foreign professional qualification cannot be recognized or cannot be fully recognized by the relevant authority, through the participation of experienced professionals of the relevant sectors. In this context, assessments are made with the direct involvement of employer representatives or officials of the chambers of commerce and industry, to determine more clearly, the steps required to speed up the employment process.

On the other hand, according to a report published by the Nordic Council of Ministers,¹⁴⁶ the Nordic countries currently offer step-by-step language training at different levels within the scope of labor force integration programs, including language courses that focus on vocabulary specific to a particular occupation. An example is the "Swedish language course for truck drivers". Language training is available to all migrants, be they illiterate or academics. Findings of the report indicate that vocational training with integrated language training in the workplace produces the best results for employers in the shortest time. The report further states that all countries in Northern Europe are therefore experimenting with new education models that seek to improve the link between language learning and employment.

Examples of programs and projects implemented in the EU to support labor force integration of refugees are outlined below:

Germany: Germany provides integration courses for refugees through the "Federal Office for Migration and Refugees" (BAMF). Training content includes courses on language, financial services, education opportunities, public transportation, information technologies and politics in democracy.¹⁴⁷ A study conducted by the "Migration Policy Institute found that refugees" rate of obtaining a job was twice as high for those who completed integration courses as compared to those who had never participated in or had not yet completed these courses.¹⁴⁸ Tailor-made versions of these courses are available for the illiterate. The same study reported that the employment rate of graduates of the more advanced "European Social Fund" (ESF)¹⁴⁹ BAMF program was even higher, at 35%.

¹⁴⁶ **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publicationer/new-in-the-nordic-countries-labout-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

¹⁴⁷ **Integration Courses**, BAMF, <https://www.dekra.com/en/integration-courses/> (Accessed on: 17.02.2020)

¹⁴⁸ **Migration Policy Institute**, "Integrating Refugees and Asylum Seekers into the German Economy and Society" (English) https://reliefweb.int/sites/reliefweb.int/files/resources/TCM_2019_Germany-FINAL.pdf (Accessed on: 17.02.2020)

¹⁴⁹ **ESF Programme Brochure**, https://www.esf.de/portal/SharedDocs/PDFs/EN/publications/esf-programme-brochure-2014-2020.pdf?__blob=publicationFile&v=10 (Accessed on: 20.02.2020)

"The Integration through Qualification"¹⁵⁰ program is a state-run education and capacity building program implemented for refugees in Germany. The program aims to provide refugees with counseling and competency mapping tools for credential recognition; vocational training on job positions that German employers find difficult to fill; and organize seminars on German business and social culture; meetings and panels. Following the entry into force of the "Asylum Procedures Acceleration Act" in 2015, vocational language courses are offered by the state in Germany. The trainees are provided with accelerated language training to increase their chances of securing employment in a given sector. The contents of some of these courses are accessible through the online learning portal 'I want to learn German' ('Ich will Deutsch lernen').

"The Vocational Training and Migration Coordination Office" (KAUSA) works to determine the competencies of job-seeking refugees and keep their educational records so as to allow employers to locate job-seeking refugees by means of a system that is easy to understand and follow.¹⁵¹ The *Passgenaue Besetzung* (The Right Candidate for the Job) program helps small and medium sized enterprises to rapidly find the right applicants to fill vacant job positions. KAUSA has also developed a practical-based training program that combines in-class courses and apprenticeship, to enable refugee vocational trainees to develop practical skills.

Another example is Germany's "Every Person Has Potential"¹⁵² ("*Jeder Mensch hat Potenzial*") project that builds on a series of steps. The first step of the project involves the examination of the existing competencies of the applicant refugee. In the second step, potential candidates are registered with the employment agency. If required during the process, beneficiaries of the program are also provided with German language courses.

Denmark: Denmark's "Together on Integration" is an initiative created by several companies at the Marienborg integration summit held in September 2015. Any company may join the "Together on Integration" initiative run by "Job Service Denmark" and job centers, with the aim of creating a network of cooperation to integrate refugees into the labor market. The objective of the initiative is to support companies in their efforts to integrate more refugees into the Danish labor market. In this context, refugees with the required qualifications are contacted by job centers. Denmark cooperates with language centers and educational institutions in the provision of training and qualification programs. "Job Service Denmark" facilitates and accelerates the processes for hiring refugees, by connecting enterprises and job centers in Denmark. In this context, the companies and job centers cooperate within the framework of an integrated and coordinated approach.¹⁵³

Another example from Denmark¹⁵⁴ is the strategy developed by the municipalities to facilitate access to the labor market by combining practical experiences and language training. Pursuant to this strategy, migrants start Danish language education within one month at the latest, after they are granted residence permit. Job placement or additional

150 **Labour Market Integration of Third-Country Nationals in Germany**, (English); Federal Office for Migration and Refugees, https://ec.europa.eu/home-affairs/sites/homeaffairs/files/11a_germany_labour_market_integration_final_en_1.pdf (Accessed on: 18.02.2020)

151 **Ibid**

152 "Jeder Mensch hat Potenzial – Arbeitsmarktintegration von Asylbewerberinnen und Asylbewerbern" (English); <https://ec.europa.eu/social/BlobServlet?docId=15563&langId=en> (Accessed on: 20.02.2020)

153 **Udlændinge- og Integrationsministeriet**, About Together on Integration (Danish), 2019 <https://uim.dk/arbejdsomrader/integration/sammen-om-integration> (Accessed on: 12.01.2020)

154 European Parliament, The integration of refugees in Denmark (English), [https://www.europarl.europa.eu/RegData/etudes/STUD/2019/638397/IPOL_STU\(2019\)638397\(ANN02\)_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2019/638397/IPOL_STU(2019)638397(ANN02)_EN.pdf)

training is provided for all newcomers within a period of one month. The government supports municipalities by providing extra municipal funding for each migrant who is placed in a job or who secures regular employment.

In 2016 an agreement was reached between the state, employers, and trade unions with the aim of creating effective tools for labor market integration,¹⁵⁵ followed by the implementation of the "Branchepakker" ("Industry Packages") program. The "Industry Packages" is a concept structured to meet the demands of the local labor market, based on the agreement reached between municipalities and employers. The main objective of the program is to develop migrants' professional and language skills partially in line with their own areas of interest, and partially to meet the demands of the local labor market. "The Industry Packages" model aims to enable refugees to develop their qualifications and find the most direct route possible into the regular labor market. The model also seeks to carefully consider and refrain from disturbing the dynamics of the local labor market. The Danish "Industry Packages" model consists of five modules. First, an eight week introductory course is offered, followed by four other courses provided back-to-back to more strongly associate the trainee with the labor market. These modules aim to provide trainees with technical training and practical experience in a specific line of work. The contents of training are determined by an independent consulting company, based on sector specific details. Each module is followed by an assessment. The trainees are required to have achieved measurable goals before proceeding to the next module.

Sweden: Sweden implements several programs for migrants newly arriving in the country, through public private sector cooperation. The target audience comprises adult refugees, other individuals in need of protection and their family members and relatives with residence permit. In addition to adults aged 20 to 64; young people aged 18 to 19, who had entered in Sweden without accompanying parents are also admitted in the programs. The main objective is to support newcomer migrants in learning Swedish, finding jobs faster and becoming self sufficient.¹⁵⁶ Sweden also offers an online skill determination platform allowing refugees to enter information about their professional skills in their native language.¹⁵⁷

Moreover, the "Swedish for Professionals" (Sfx) program¹⁵⁸ has been in existence since 2001, based on an agreement between all 26 municipalities in the County of Stockholm and the Stockholm County Council. At present there are courses available in eleven different occupational categories where there is a shortage of labor. The courses are free of charge to students and are paid for by the municipality of residence. Refugees entering the labor market after completing the courses help Swedish employers fill in vacant job positions that they find difficult to do so. Important cooperation partners include the Swedish Public Employment Service, companies, trade union associations and various higher education institutions.¹⁵⁹

155 **Nordic Welfare Center, Country Reports Nordic Region**, A brief overview about the Nordic countries on population, the proportion of foreign-born and asylum seekers (English), <https://nordicwelfare.org/wp-content/uploads/2017/10/Country20Reports.pdf> (Accessed on: 17.02.2020)

156 **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers, 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

157 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publikationer/new-in-the-nordic-countries-labout-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

158 **ibid**

159 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publikationer/new-in-the-nordic-countries-labout-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

Another example from Sweden is the project "ÖppnaDörren" (Open the Door),¹⁶⁰ which encourages "new arrivals" and established Swedes to meet, aims to enable newcomers to access social networks and allows participants to get to know other people with different cultural backgrounds. The "ÖppnaDörren" project was developed based on the belief that face-to-face encounter is key to a better understanding about other people. This encounter is seen as a prerequisite for breaking down segregation and strengthening the integration process. More than 50,000 people met through the "ÖppnaDörren" project, which was launched in 2015 and has been co-financed by the European Social Fund as of May 2017. Results obtained from the survey conducted by project coordinators show that 80% of all migrant participants reported that they felt stronger about being a part of the Swedish society, while 24% had landed a job or an internship by virtue of the people they met through the program.

The "Yrkesdörren" ("Network Leads to Work") matches migrants with Swedish business owners in the relevant line of work.¹⁶¹ According to the data made available by the project coordinators, 7 out of 10 people who get a job in Sweden, do so through their contacts. The program allows refugees and migrants contact a Swede, who is engaged in the industry of their interest, for a meeting. The Swede then provides feedback and suggestions for improvement on the CV of the refugee or migrant, offers guidance about social codes, and provides at least two additional contacts that may open new possibilities to enter the job market.

The "Kompisbyrån" ("Connect with Friends")¹⁶² program links new and established Swedes with similar interests, with the aim of encouraging conversations in Swedish and helping participants build a network of friends. Another similar project, the "Invitations departementet"¹⁶³ ("the Invitations Department") aims to bring migrants and established Swedes closer, by organizing in-house gatherings. Another networking project, the "Svenska med baby"¹⁶⁴ ("Swedes with Babies") initiative, organizes meetings between foreign-born and newly arrived families and Swedish families with young children. More than 50,000 meetings were organized through this project to date.

"Yalla Trappan"¹⁶⁵ is a labor integrated social enterprise and non profit women's cooperative established in Rosengard, which provides internship opportunities for refugees. The target audience of this program are foreign women, who would otherwise have severe difficulties entering the labor market. Both Swedish female entrepreneurs specializing in their respective fields of activity and migrant/refugee women who are keen to gain a particular skill work at the cooperative enterprise established under this program. The cooperative brings together people of native and migrant origin, to help them jointly pursue entrepreneurship opportunities. In addition to providing refugee women with training programs on professional technical skills and the local business culture; "Yalla Trappan" operates a coffee shop, a restaurant and a studio selling items of design and craftsmanship, mostly sewing, through the collaborative efforts of native and migrant women.

160 **Ax Foundation, (English)** <https://www.axfoundation.se/en/projects/oppnadorren-open-the-door> (Accessed on: 18.02.2020)

161 **Yrkesdörren**, "Network leads to work" (English); <https://www.yrkesdorren.se/en/>

162 **Kompisbyrån**, (English), https://www.kompisbyran.se/?_locale=en

163 **Invitations Departementet**, (English), <http://invitationsdepartementet.se/>

164 **Svenska med Baby, (English)**, <https://svenskamedbaby.se/om-oss/>

165 **Yalla Trappan, Rosengard, (English)**, <http://www.wilcoproject.eu/book/chapters/63-yalla-trappan-rosengard/> (Accessed on: 20.02.2020)

Norway: Norway implements financial incentive programs for building capacity. The incentives offered include wage subsidies, training bonuses, compensation for skills assessment in the workplace as well as marketing campaigns for Syrian-owned businesses.¹⁶⁶ In 2016 and 2017, Norway has set up special 'integration reception centers' in 5 different cities, where refugees participate in a program that includes courses on language training and practice, the Norwegian culture and society, career counseling, employment oriented activities and the duties, rights and limitations in daily life.¹⁶⁷

"Jobbsjansen" ("Job Opportunity")¹⁶⁸ is a project directed at job-seeking migrant and refugee women aged 18-65 years. This project is monitored by provincial and district municipalities. Normal duration is one to two years for each participant, although this can be extended up to four years. The project provides vocational Norwegian training and an introduction to Norwegian working life in the form of practical training. The participant's skills and aims are mapped before they are put in contact with local employers in order to enable employers to easily understand and assess the qualifications of a participant. An assessment carried out in 2017 shows that 52% of participating women got into paid work and 40 % become self supporting after completing the program.

Belgium: In Belgium (Brussels and Wallonia), integration programs directed at refugees, including language training, have been made compulsory. In the Flemish part of Belgium, as of 2016, candidates are required to obtain a certificate of civic integration by completing the integration program and pass a test to demonstrate that they have attained a certain level of Dutch.¹⁶⁹

Another project implemented in Belgium is the "*Convivial: Mouvement d'insertion des réfugiés*"¹⁷⁰ ("Convivial: Integration of Refugees") initiative. The initial steps of the project involve provision of shelter and clothes to the refugees, followed by the appointment of a consultant/mentor who helps them understand the government system of the country. Subsequently, the refugees are assessed from a labor force point of view, trained accordingly and offered a customized "socio-professional guidance" plan. The participating refugees are then able to follow the steps that must be taken for integration into the labor force, within the framework of this plan. The program also aims to organize meetings between Belgians and refugees, to raise awareness among the public about the tragedy and hardships that refugees face.

Finland: Finland implements the "Social Impact Bonds" program to bring together employers and refugee workers.¹⁷¹ Under the program, Finnish employers hire refugees and provide them with on-the-job training. In return, the Finnish State covers a portion of the costs associated with the refugees' employment at the workplace. Since taking care of

166 **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers, 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

167 **Nordic Welfare Center, Country Reports Nordic Region**, A brief overview about the Nordic countries on population, the proportion of foreign-born and asylum seekers (English), <https://nordicwelfare.org/wp-content/uploads/2017/10/Country20Reports.pdf> (Accessed on: 17.02.2010)

168 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publikationer/new-in-the-nordic-countries-labour-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

169 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publikationer/new-in-the-nordic-countries-labour-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

170 **Convivial: Integration of Refugees**, (English); <https://ec.europa.eu/social/BlobServlet?docId=15567&langId=en> (Accessed on: 20.02.2020)

171 **Nordic Labour Journal**, Finland: Social Impact Bonds to help refugees, <http://www.nordiclabourjournal.org/nyheter/news-2015/article.2015-12-07.3565624712> (Accessed on: 12.01.2020)

refugees is already an expenditure item for the state, the program gives priority to the employment of refugees to enable refugees to be able to sustain their lives by earning their own income, without being dependent on state subsidy. The objective is to offer a portion of the no-longer needed state subsidies to the companies that provide employment for refugees, as incentive. "The Social Impact Bonds" program for integration serves as a network for labor market authorities, companies, and migrants in different parts of Finland. Participants are selected via the labor market authorities who channel migrants seeking employment into different introductory courses. The public sector pays for its part in achieved results when an immigrant is given employment.¹⁷²

Labour market integration is pointed out as the most important refugee-related issue in Finland.¹⁷³ Research shows that unemployment among the foreign-born inhabitants is higher than among native-born people in Finland. Thus, new approaches that may directly lead to employment—for example professional internships in combination with language training—are of high value.¹⁷⁴

Finland's FIKA program¹⁷⁵, which brought together more than 700 migrants and Finnish mentors in the last six years, enables migrants and members of the Finnish society to interact and create a network, which in turn, helps migrants build and strengthen social ties.

2.6.5. Skills, Competencies and Qualifications in the Framework of Public Employment Services (PES) Initiatives in Europe

In September 2017, the European Commission published a report (shortly referred to as the "European Commission Report")¹⁷⁶ on the EU Countries' experiences and findings regarding Public Employment Services provision line with the refugees' skills and qualifications. According to the report, the level of experience in the integration process varies across countries in Europe. In particular, the Scandinavian countries (Denmark, Norway, and Sweden) have long-standing experience and advanced policies in the field of integration. For instance, to speed up integration, the duration of integration programs were curtailed, e.g. in Denmark, from three to two years. Existing integration programs have, however, been made more flexible. More emphasis is now placed on early intervention and guidance. In this context, upfront skills assessments made upon enrollment in an integration program are now more comprehensive and detailed.

By contrast, for some Central and Eastern European countries, the integration of refugees is an entirely new experience. Also, the main transit countries in Southern Europe (Greece and Italy) are in the initial phase of implementing integration policies, as of 2017. The report points out that while these countries were mainly transit countries for many asylum seekers attempting to get to other countries, they have gradually changed towards becoming a destination country. These countries have only just started building capacity in the integration field. In contrast, recent major destination countries such as Austria,

172 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publicationer/new-in-the-nordic-countries-labout-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

173 **Nordic Welfare Center, Country Reports Nordic Region**, A brief overview about the Nordic countries on population, the proportion of foreign-born and asylum seekers (English), <https://nordicwelfare.org/wp-content/uploads/2017/10/Country20Reports.pdf> (Accessed on: 17.02.2010)

174 **Ibid**

175 **Nordic Council of Ministers**, (2018), Labour Market Inclusion of Migrants (English); <https://nordicwelfare.org/en/publicationer/new-in-the-nordic-countries-labout-market-inclusion-of-migrants/> (Accessed on: 18.02.2020)

176 **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers (English), 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

Belgium, Germany, Finland, and Sweden have significantly stepped up their integration efforts, both in scale and scope. In essence, all these countries facilitate the refugees' access to publicly open job placement support systems and develop programs that specifically target refugees, including, as mentioned earlier, vocational training programs and skills assessments. Subsequently, guidance programs are offered and job interviews with companies are arranged for refugees.

The European Commission's report underlines that, based on past experiences, the overall economic labor market conditions upon arrival are also an important factor for the integration of refugees into the labor force. From this perspective, the outlook for integration in Germany and Sweden is quite favorable compared to Italy, Spain, Greece, or Bulgaria.

Quantitative findings of the same report indicate that on average, it took between five to six years to integrate into the labor force more than 50% of people seeking international protection in the EU. Due to the duration of the asylum procedure and participation in early integration activities, those who arrived in 2015/16 have only been able to start entering the labor market as of 2017. It may take as much as 15 years to reach a 70% employment rate among people seeking international protection in the EU.

2.6.6. The Employers' Role in Labor Market Integration in the Context of the European Union's Experiences

"The European Commission" report¹⁷⁷ mentioned earlier has identified four key aspects for the "European Public Employment Services Network", in line with past experiences gained in the refugees' social integration process. These four key aspects, which are of particular importance for the labor market integration of refugees are: (i) language, (ii) skills and qualifications, (iii) partners and institutions and (iv) employers. In this section of the study, which focuses on the perception of Syrians among employers in Turkey, particular emphasis will be placed on employers' roles defined by the Commission. The European Commission report also accentuates the importance of monitoring the employers' demands and needs on a national basis to determine the content of relevant training and incentive programs accordingly.

First and foremost, as stated in the European Commission's report reflecting the EU's experiences, labor market integration projects can only be successful to a limited degree, if employers are hesitant or uncertain about hiring refugees. The report finds that, for instance, while employers in Germany and Sweden are generally willing to employ refugees, employers in other countries are more hesitant.¹⁷⁸ Findings of a survey conducted in Germany by the Organization for Economic Cooperation and Development (OECD) in 2017¹⁷⁹ show that almost 80% of participating employers who hired asylum seekers or refugees did so at least in part because of a sense of social responsibility. The European Commission's report highlights that the political environment and public attitudes to refugees in each country influence employers, especially in small and medium sized companies. The report has found that provision of financial incentives—including wage subsidies, training

177 **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers (English), 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

178 **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers (English), 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

179 **OECD**, Finding Their Way: Labour Market Integration of Refugees in Germany (English); page 14; <https://www.oecd.org/els/mig/Finding-their-Way-Germany.pdf> (Accessed on: 12.01.2020)

bonuses, compensation for skills assessment in the workplace—plays an important role in encouraging employers to hire refugees. Another example for encouraging employers in this regard is the “ambassador companies” campaign initiated in Denmark, wherein, the participating companies’ experiences in employing refugees are used for determining the content of communication with other companies. Strong communication between the employers and public institutions governing the labor market integration process is also equally important. Findings of the European Commission’s report point out that there is a need to have the employers’ labor market requirements and needs monitored by the related public institutions. Establishing national qualification assessment systems and building an infrastructure that will enable employers to conveniently locate refugees with the required skills should also be addressed.

2.6.7. Projects Supporting Migrant and Refugee Entrepreneurship in the European Union

As stated in Section 2.1.1.4. *“Employment Status of Syrians under Temporary Protection”* of this study, almost one thirds of all actively working Syrians under temporary protection in Turkey can participate in the labor force by means of employment opportunities created by entrepreneurs of the same group of people, or by engaging in entrepreneurship activities themselves. The literature includes several studies with findings showing that refugee entrepreneurship has had positive impacts on the labor market integration of refugees in a few countries, such as the USA.¹⁸⁰ In this context, the European Commission has developed programs to support migrant entrepreneurship.¹⁸¹ The Commission particularly supports programs that are designed for improving the entrepreneurial capacity of young migrants. Some examples of such programs are briefly described below.

One of the entrepreneurship projects supported by the EU is the “Entry-Way Entrepreneurship without Borders”¹⁸² project. The project is implemented in a few EU countries in four stages. The first stage involves evaluation of migrant entrepreneurs’ business ideas and self-evaluation of the migrant’s entrepreneurial characteristics by the migrant himself/herself. Candidates who reconfirm their commitment in becoming self-employed or entrepreneurs, attend comprehensive training seminars and workshops, including in-class courses, in the second stage of the project. Entrepreneurs then work on their business ideas either individually or in groups. Group work may progressively develop into social business initiatives such as entrepreneur partnerships. The objective of this stage is to enable participants to (i) better define their business idea, (ii) elaborate their business plan, (iii) access credit and microcredit opportunities and (iv) start their own individual or social business. Entrepreneurs who successfully complete this stage become eligible for enrollment in the third stage of the project, where they are matched with an experienced entrepreneur who offers mentorship on learning how to solve the problems that may be encountered while running a business. Finally, in the fourth stage, project partners in different countries extensively exchange their success stories and best practices.

¹⁸⁰ As an example, see: The Labor Market Integration of Refugees to the United States: Do Entrepreneurs in the Network Help? (English), **Anna Maria Mayda, Georgetown University**, 2018; <http://ftp.iza.org/dp11343.pdf> (Accessed on: 20.02.2020)

¹⁸¹ **European Commission**, Migrant Entrepreneurs; The EU action plan on the integration of third country nationals (English); https://ec.europa.eu/growth/smes/promoting-entrepreneurship/we-work-for/migrants_en (Accessed on: 19.02.2020)

¹⁸² **European Commission**, Entryway (English), <https://ec.europa.eu/docsroom/documents/24461/attachments/2/translations/en/renditions/native> (Accessed on: 18.02.2020)

Another project for supporting entrepreneurship is the "YOU-ME; Young Migrant Entrepreneurs"¹⁸³ project, which is designed for young migrants, including refugees who are illiterate or lack language skills. The project aims to provide entrepreneurship training by means of a dedicated online platform in different languages and using various teaching methods, including gamification tools and downloadable materials. Participants who complete training and who are found to have high entrepreneurship potential are directed towards local support units. These units offer language training programs, certified vocational training programs, and non-technical skills training in business life and entrepreneurship, free of charge. Entrepreneurs who establish their own business upon completion of this process are mentored by experienced professionals in their field of activity. Future plans for the project include supporting the creation of a network of cooperation and value chain among companies set up by migrants.

"Fresh Start"¹⁸⁴ is another project supported by the European Commission. This project aims to deliver a support program for migrant entrepreneurs, who have a business idea and who have an entrepreneurial background. Participating entrepreneurs are offered sales and marketing counseling and/or legal advice and guidance, free of charge, to help them grow their business. The project also organizes networking events to enable participating entrepreneurs meet new customers and increase their sales capacity. Selected entrepreneurs are supported in meeting their tangible needs, including access to free workspace and finance services.

Another project worth mentioning is the EMEN ("European Migrant Entrepreneurship Network") program, which aims to support migrant entrepreneurship through microfinance and developing relations with finance institutions.¹⁸⁵ The objective of the project is to organize meetings and seminars to bring together banks, NGOs, public institutions and migrant entrepreneurs, to understand migrant entrepreneurs' financial needs and formulate solutions for these needs. The EMEN project is designed to direct migrant entrepreneurs towards establishing sectoral associations or becoming members of trade unions, in order to ensure that their needs and issues are monitored more closely.

183 **European Commission**, YOU-ME (English), <https://ec.europa.eu/docsroom/documents/24461/attachments/4/translations/en/renditions/native> (Accessed on: 18.02.2020)

184 **European Commission**, Fresh Start (English), <https://ec.europa.eu/docsroom/documents/24461/attachments/3/translations/en/renditions/native> (Accessed on: 20.02.2020)

185 European Migrant Entrepreneurship Network (English) <https://ec.europa.eu/docsroom/documents/26223/attachments/1/translations/en/renditions/native> (Accessed on: 20.02.2020)



Confederation of Danish Industry



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3

Qualitative Research Findings

3. Qualitative Research Findings

Previous sections of this study addressed the main demographic and professional characteristics of Syrians under temporary protection in Turkey; the ongoing trends in the labor market in Turkey; and the migration policies and labor force integration efforts of the European Union. Section three will present the qualitative findings of the study.

The findings include an evaluation of the employers' general approaches to and perceptions of Syrians in Turkey; segments of the Turkish labor market where Syrians in Turkey may build a strong presence, possible benefits, and opportunities; and obstacles preventing the increased participation of Syrians in Turkey in the Turkish labor market.¹⁸⁶

An important point to consider when reviewing the findings of this study, which is based on interviews conducted with 50 businesses in 9 provinces, is that perceptions—including the widely shared ones—may not always coincide with reality. As the objective of the study is to reveal the perceptions of employers, it should be underlined that the findings given in this section **do not represent the views of TİSK or the author of the report, but rather, reflect the general perception and views obtained from the in-depth interviews.**

3.1. An Evaluation of the General Approaches to Syrians in Turkey and the Existing Situation

One of the initial results of the interviews held with employers pertains to unemployment. The first connotation that comes to mind when the topic of labor market integration of Syrians under protection in Turkey is brought up, is Turkey's unemployment rate. Before giving us their views on the labor market integration of Syrians under temporary protection in Turkey, all employers first underlined that Turkey is facing an increasingly severe unemployment problem, with high unemployment rates throughout the country.

The common view was to give priority to the labor force integration processes of native citizens of the Turkish labor market; to ensure that the facilities and opportunities offered to Syrians are also offered to native citizens; and to enhance native citizens' access to the Turkish labor market. There was consensus on the opinion that it would be more appropriate to allow for a mass entry of Syrian workers into the Turkish labor market, only after the unemployment rate is reduced. Almost all employers, including the ones who employ Syrian workers, started the interview by expressing their views as outlined above, and, also, made their final comments along the same lines.

Some employers associate Turkey's growing unemployment problem with the granting of Turkish citizenship to Syrians under temporary protection and believe that Syrians play a role in such increased unemployment rates throughout Turkey; '*1%-1.5% of the unemployment rate of 14% is attributable to Syrians.*'

Employers report that Syrians under temporary protection have already become integrated into the labor market in Turkey, however, largely in the form of irregular/informal employment. Interviewees state that informally employed Syrians are paid less than minimum wage and compelled to work under inhumane conditions, without regard for work safety. This is considered an inappropriate matter that should be addressed by the authorities.

186 A Note About the Verbatim Comments: The expressions written in quotes with a different font color in this Section, which addresses qualitative findings, in the form of 'xyz... Xyz... Xyz...' reflect the personal perspectives and experiences of interviewees. These are direct quotes taken from interviewees.

The main reasons pushing Syrians towards informal employment appear to be having arrived in Turkey through illegal channels and being in an irregular position; the difficulties of obtaining work permit; and the obligation to reside in the city where their temporary protection registration was made.

Three different approaches are observed towards the integration of Syrians under temporary protection into the Turkish labor market: Positive, neutral, and negative. Among these three approaches, the negative approach is relatively more prevalent.

3.1.1. Positive Approaches Towards the Integration of Syrians into the Turkish Labor Market

Employers, who adopted a positive approach to the matter of integration of Syrians under temporary protection into the Turkish labor market had the following perceptions and opinions:

- Difficulty of finding Turkish blue collar workers in labor-intensive jobs and sectors
- Difficulty of finding Turkish white-collar workers in job positions that require a high level of education
- Good command of the Arabic language
- More efficient working potential
- Humanitarian and emotional dimension
- Enhancing the multi-national company perception
- Incentives
- Being more qualified in their areas of specialty, compared to Turkish workers

A very large part of employers who adopted a positive approach to the matter in İstanbul, Ankara, İzmir and Bursa have never employed or attempted to employ a Syrian worker before. When asked about the reasons for not having employed a Syrian until now despite their positive approach; these employers stated that they currently had no new employment needs, adding that on the contrary, they were forced to reduce the number of their employees on account of the economic hardships recently faced.

A number of employers reported that they attempted to hire Syrians, but were unable to do so due to various reasons including:

- I. The Syrian candidate's preference not to choose their company despite having passed the job interview,
- II. The company's refusal of the Syrian candidate's request to work informally to keep receiving financial and social assistance,
- III. The Syrian candidate's failure to come to work on the first day of job without excuse or notification.

Other reasons include the rejection of the work permit application by the Ministry of Family, Labor and Social Services; the long process of obtaining a work permit; hiring a Turkish citizen for a job position which needs to be filled urgently rather than waiting for the completion of the work permit process; and the lack of the candidate's skills and qualifications for the open job position in question.

Employers who were unable to employ a Syrian due to various factors during the hiring process state that they would be willing to consider hiring a Syrian if the relevant legal processes are facilitated.

In general, employers who maintain a positive approach express that they would be willing to consider hiring a Syrian under temporary protection who meets the requirements of the open job position in their future hiring processes.

3.1.1.1. Difficulty of finding blue collar workers in labor-intensive jobs and sectors

All employers and representatives of chambers of commerce and industry, who were interviewed, report that the worker/employee profile in Turkey has changed, and the increasing level of education progressively moved workers away from labor-intensive jobs mainly involving manual labor. '*It is not like it used to be. Now everybody wants to go to school and land a job in an office. That is how the families raise their children now. In the future we won't be able to find a single labor-intensive worker.*'

The progressive movement away from labor-intensive jobs mainly involving physical labor is believed to pose a serious threat for finding employees in labor-intensive sectors and job positions in the future. As blue collar job positions, including jobs involving physical labor, are especially important for manufacturing and agriculture sectors; substantial concerns are raised with regards to the sustainability of these sectors.

Interviewees report that the number of applications for blue collar job positions tend to be on the lower side, as job-seekers are generally not content with either the job description or the wage. '*Today, workers prefer to work 12 hours as security personnel in a shopping mall rather than working 8 hours in a factory or an agricultural field for the same money. They want to go the easier way; they do not want to bother with labor-intensive work.*' Employers appear to face various challenges in establishing a regular, stable, and sustainable working environment due to high level of personnel circulation as workers hired for these positions usually tend to quit their job shortly thereafter. '*Just when you hire one and teach him the job, he quits before the end of the month.*'

All interviewed employers and chamber of commerce and industry representatives believe that most of the Syrian population in Turkey comprises unskilled workers, and thus, Syrians under temporary protection may help fill open positions in blue collar/labor intensive jobs with a shortage of Turkish employees. Therefore, they are open to the idea of employing Syrian workers in this context. This approach is similar to the one adopted with regards to the labor migration flow that started in the 1960s from Turkey to Germany. Syrians are viewed as an opportunity to address the labor force shortage in Turkey.

Another reason why Syrians are believed to be suitable for blue collar job positions is the opinion that they will not have a displeased approach towards the jobs they are offered in the Turkish labor market. Experiences of employers who previously employed Syrians align with this perception. Employers who are content with their Syrian employees report that Syrians are open to any job and any position. '*Sustaining one's life is harder in Turkey than it is in Syria. When he understands this, he does not get offended by the job he is given, and he firmly holds on to it.*'

3.1.1.2. Difficulty of finding white collar workers in job positions that require a high level of education

A similar, positive approach from a different perspective is observed in the electrical, electronics and information technologies sector. Employers engaged in the electrical, electronics and information technologies sector declare that they have difficulties in finding competent and qualified computer and telecommunication engineers due to the

so-called brain drain in Turkey. Employers express that, if the brain drain of Turkish engineers continues, it will become even more difficult to find Turkish engineers with the required qualifications in the near future, adding that personnel for these engineering positions may be outsourced from abroad.

Employers active in the electrical, electronics and information technologies sector declare that even now, they must employ foreign engineers at a cost of 3 - 4 times the cost of employing a Turkish engineer, since they have great difficulty in finding engineers with the required qualifications in Turkey. Employers are truly open to employing Syrian engineers under temporary protection in Turkey, who have the required qualifications of the electrical, electronics and information technologies sector.

3.1.1.3. Good command of the Arabic language

Several employers in the trade and retail sector believe that the Syrians under temporary protection' good command of the Arabic language may be an advantage for their business; and thus, maintain a positive attitude towards the integration of Syrians under temporary protection into the Turkish labor market. Employing Syrian workers in shops, especially the ones located in regions highly populated by Syrians or regions heavily visited by Arabic speaking tourists from Middle Eastern countries, is believed to be beneficial for supporting sales to end-consumers and a major advantage for increasing the overall sales volume.

3.1.1.4. More efficient working potential

Some employers maintain that Syrians under temporary protection will firmly hold on to their jobs and work with a higher level of efficiency and motivation in comparison to Turkish workers, since they have fewer employment options and a harder struggle to sustain their lives compared to Turkish workers. Viewed as an important aspect from the perspective of employers, this notion contributes to the adoption of a positive attitude towards the integration of Syrians into the Turkish labor market.

Interviews conducted with companies that employ Syrians revealed that this is a prevalent perception. Employers report that their Syrian employees work in an efficient and attentive manner, in order to keep their jobs. '*They are no different than our Turkish personnel, in fact, they work even harder because they need the job.*'

Several companies with Syrian employees confirm that, in addition to working efficiently, Syrians approach any job opportunity they are offered quite eagerly, since they need to urgently secure employment in a new country. '*First they worked in the construction of our factory. When the construction was completed, they came to us and told us that they wanted to work in our factory. We trained them. They learned quickly, and now they have a job in a completely different sector.*'

3.1.1.5. Humanitarian and emotional dimension

A relatively low number of employers who maintain a positive attitude towards the integration of Syrians under temporary protection into the Turkish labor market, do so by taking into consideration the emotional and humanitarian dimension of the matter. These employers believe that being forced to leave one's home country is a human drama, and that in this context, Turkish employers should take responsibility to support and aid Syrians in sustaining their lives. '*We opened our doors for them. So now we have to provide*

'them with opportunities to work under decent conditions, just like us.'

A few employers report that they provided employment for Syrians solely for this purpose even though they did not need additional workers at the time, but that the Syrian workers they hired suddenly stopped coming to work. *'He came to me and asked me if I had a job for him. I did not need an additional worker at the time but I hired him anyway. We are, human, after all. I wish to God that no one will be in that position.'*

3.1.1.6. Enhancing the multi-national company perception

Several employers who are engaged in international trade believe that employing Syrians may enhance their perception as a multi-national company. These employers are open to the idea of employing Syrians under temporary protection, as they maintain that employing Syrians will contribute to their company's perception as a business that embraces the notion of global citizenship without any discrimination as to religion, language, or race.

3.1.1.7. Incentives

A few employers engaged in the textile and service sector report to be aware of certain incentives they are entitled to receive if they employ Syrians under temporary protection. However, several employers, including those who employ Syrians, appear to lack full knowledge on where and how they may obtain these incentives. Employers claim that they are open to the idea of employing Syrians, as they believe that these incentives will provide financial advantages for their company.

3.1.1.8. The belief that Syrians are more qualified in their areas of specialty, compared to Turkish workers

Numerous employers, and especially those who employ Syrians, report that some Syrians under temporary protection are quite qualified workers in their respective areas of specialty. The Syrian labor force is reported to be experienced and qualified in sectors that are established in Syria, especially in footwear and textile sectors, and in jobs that involve hand-craftsmanship or manual labor. Some employers mention that even young Syrian workers are very adept at their jobs, as they were raised in an apprenticeship-mastership- relationship. *'They used to this job in their home country. They are good masters, and they are particularly good at jobs that require hand-craftsmanship.'* Employers following this line of thought note that they exert utmost efforts to support the employment of Syrians under temporary protection by employing Syrians who have the required qualifications with relatively higher wages compared to the wages normally paid in the field of specialty.

3.1.2. Neutral Approaches Towards the Integration of Syrians into the Turkish Labor Market

Employers who maintain a neither positive nor negative, i.e., a neutral attitude towards the integration of Syrians under temporary protection into the Turkish labor market report, from a business point of view, that they do not have much knowledge about Syrians, that they are not in a position to foresee whether Syrians can contribute to the Turkish labor force or not, and that they do not follow any positive or negative approaches with specific regards to Syrians.

Employers who take a neutral approach to the matter generally declare that they have not encountered Syrian workers in their region or their sector so far, adding that they would be willing to hire a Syrian if an application is made to that end, by following the same hiring procedures applicable for Turkish citizens, provided that the applicant has the qualifications required for the job position in question.

3.1.3. Negative Approaches Towards the Integration of Syrians under Temporary Protection into the Turkish Labor Market

It was observed that the number of employers, who adopt a negative approach to the matter of the integration of Syrian under temporary protection into the Turkish labor market, was relatively higher compared to those maintaining a positive approach. The biggest contributor to this was not a factor specific to Syrians, but rather, the belief that Turkey's unemployment rate was at its highest level in the history of the Republic, and that Turkey needed to take the steps to provide employment for its own citizens first. '*We must first make place for our own people.'* '*I wish to God that no one will ever be in that position for one thing, but our people are hungry and we are trying to find jobs for Syrians...*' '*At a time when unemployment is so severe in Turkey, I cannot just go and hire some foreigner.'*

Other factors that trigger a negative attitude towards the integration of Syrians under temporary protection into the Turkish labor market include the Syrian worker experience, the hiring experience, observations of friends/relatives and business markets, observations from social life and a general nationalist stance.

Perceptions and opinions that create the grounds for negative approaches among employers who currently have Syrian workers or who experienced hiring Syrian workers in the past or who observed the progress of these processes in other businesses they are closely related with, are listed below:

- Low level of education, low level/lack of professional and technical knowledge and lack of experience
- Unfamiliarity/incompatibility with the Turkish sociocultural structure: Disturbing peace among other workers and in the workplace
- Turkish workers' attitude towards Syrians
- Unfamiliarity with the Turkish business culture
- Having low command/no knowledge of the Turkish language
- Uncertainty of whether long term employment would be possible or not
- Inability to do a background check
- The workload, duration, and cost of obtaining work permit
- Inefficient work
- The availability of more incentives for employing Turkish citizens
- The unfair competition created by Syrians in the sectors they enter
- Lack of the sense of belonging
- The fact that the concept of 'temporary protection' has no definition in the labor law
- The belief that employing Syrians would be perceived as an indicator of political stance

3.1.3.1. Low level of education, low level/lack of professional and technical knowledge and lack of experience

The general belief among several employers who maintain a negative approach is the perception that Syrians who migrated to Turkey and stayed in Turkey are people with low levels of education. Syrians who, owing to their level of education and professional knowledge, would be capable of meeting the demands of the sectors are believed to have moved from Turkey to countries in Europe. '*Well educated ones that we may use are all gone. They all went to Europe.*' Therefore, employing Syrians under temporary protection in their respective sectors seems to be a highly unlikely possibility for employers.

In addition, a number of employers with a negative attitude towards the matter believe that numerous sectors in Turkey are not developed or non-existent in Syria, and that therefore, Syrian workers are inexperienced. '*It is impossible for Syrians to work in different sectors because they lack knowledge.*'

Some of the employers interviewed claim that Syria, as a country, is technologically less developed compared to Turkey. Employers with this point of view state that this perception emerged as a result of their business experiences. In the digital era, where technology is advancing at an unprecedented rate in Turkey and worldwide, it is believed that Syrian workers under temporary protection would fall short of the requirements, especially in sectors mainly involving automation systems and machinery, and that therefore, they would not be able to integrate into the Turkish labor market.

3.1.3.2. Unfamiliarity/incompatibility with the Turkish sociocultural structure: Disturbing peace among other workers and in the workplace

Having formed an impression based on their observations of Syrians in the society and their experiences in employing Syrian workers, several employers believe that Syrians under temporary protection will not succeed in integrating into their corporate culture. '*The other day I was in a friend's office, suddenly we heard a loud noise. We ran over there and saw that 2 Syrians were fighting. One had just stabbed the other.*'

Employers with a negative attitude believe that the Syrian culture is vastly different from the Turkish culture. These employers argue that Syrians will not fit in the business environment as they are "*rude, aggressive*" and not "*amenable or cooperative*", and their "*ethical and cultural values are considerably different than that of Turks*". Syrians are also believed to be the potential cause of "*the disturbance of the existing working environment*". Due to these differences, it is believed that Syrians will not be able to work in harmony or become a part of teamwork, which will lead to the "*disturbance of the existing work arrangements*".

Especially the employers who have Syrian workers mention that Syrians under temporary protection reflect the cultural traits, but that they do not adopt an "*aggressive*" attitude towards Turkish workers as claimed above. It is expressed that Syrians are often engaged in physical fighting among each other, which makes it difficult for an employer to maintain peace at the workplace. Thus, employers underline that Syrian employees at a workplace should be kept limited to a certain number. '*They fight with each other. Instead of settling things by talking, they grab the shovel and hit each other.*'

3.1.3.3. Turkish workers' attitude towards Syrians

Employers mention that Turkish citizens, and "especially those with lower levels of education," prevalently adopt negative attitudes and approaches towards Syrians.

According to employers, the cause of such negative attitude is the belief among Turkish citizens, that the social welfare benefits provided to Syrians are unfair, given the benefits provided to them. This belief causes a reaction against Syrians, which sometimes has a hostile dimension. Employers are of the opinion that this is not something which they can resolve on their own. '*Our workers are not well-educated, they tend to have reactions against Syrians. We are worried that they may form groups or mobs and start fighting and things.'*

It was mentioned by many employers that Turkish workers saw Syrian temporary beneficiary workers as competitors and were troubled by the thought. This is mainly caused by the belief that "*Syrian workers will accept whatever wage they are offered, because they need the money*". In other words, Turkish workers fear that they will be fired and replaced with Syrian workers, because Syrians will agree to do the same job with lower wages. Within the same framework, employers convey observations where Turkish workers are deep down, angry at Syrian workers under temporary protection because they are the cause of reduced wages. '*I can't employ any. Because Turkish people see Syrians as competitors. One Syrian came for a job interview and all other employees felt uneasy. Rumors spread around that we would fire them all and hire Syrians to replace them.*'

Another prevalent belief is that Syrians will not be embraced by Turkish workers due to cultural differences. '*Their moral structure is different; their familial structure is different. They have polygamy, they have this, they have that. This is not my cup of tea. If they say or do something inappropriate, Turkish workers will make a fuss.*' Employers find it difficult to integrate Syrian workers with such attitudes and cultural differences into their labor force, as it will most likely intimidate their existing workers. Fearing that peace at the workplace will be disturbed, employers declare that they are not open to the idea of employing Syrian workers.

3.1.3.4. Unfamiliarity with the Turkish business culture

Based on their experiences and observations, as well as their communications with other businesses in their line of work; employers who employ Syrians, employers who previously employed but are not currently employing Syrians, and employers who previously attempted but failed to employ Syrians maintain that Syrians under temporary protection are far from being aligned with the Turkish business culture. The most frequently given example to this is the failure to come to work or a meeting on time. '*We start to work at 8 A.M. The guy comes in late at around 10 A.M. as if it is normal. No apology, or anything.*' Employers declare that they do not wish to have workers who disregard working hours, and who come to work at any time as they please.

Some employers with this point of view assert that Syrians are not trying to integrate themselves into the Turkish business culture. '*Why would I hire someone who comes an hour late for his job interview appointment? I see from the beginning, that he doesn't care about the job.*'

Employers who employ or who previously employed Syrian workers state that Syrians are not accustomed to work during certain hours, 8 hours a day. This is believed to stem from

the Syria's prevalent working style that offers flexible working hours and the differences of the business culture in Syria, which are unacceptable in Turkey. The "flexible working hours" arrangement is defined as an employment model, where employees adapt working hours in a flexible manner provided that the tasks given on a daily or weekly basis are completed, rather than working during pre-defined working hours. Employers state that when a flexible working hours arrangement is implemented, the employee has control over working hours. And as per the belief that the time it takes to do a work varies depending on how detailed, how efficient, and how diligently the work is done, they maintain that employers should have control over working hours.

Aside from respecting working hours, employers also expect their workers to take ownership of their work, stating that most Turkish workers do their job by taking ownership, and embracing and genuinely internalizing their work. Employers express that they do not see the same approach among Syrian workers under temporary protection. The Syrians' failure to develop a sense of taking ownership largely stems from their belief of being only temporary in Turkey. '*There is something wrong and he sees it. But he doesn't let others know that it should be fixed.*'

Another example of the business culture incompatibilities mentioned by employers who employ or who previously employed Syrian workers is the Syrian workers' preference to receive weekly wages instead of a monthly wage, and their refusal to work for employers who do not meet this demand.

3.1.3.5. Having low command/no knowledge of the Turkish language

Highlighting the importance of having a good command of the Turkish language, representatives of several sectors are observed to have a negative attitude towards the integration of Syrians into the Turkish labor force, on account of their lack of language skills.

Having a good command of the Turkish language is of significance for an employer in many aspects including the worker's ability to correctly understand what he is asked to do and properly do it; the worker's ability to develop communication with co workers; and the worker's ability to positively contribute to the workplace. Knowledge of the Turkish language is also important in job positions involving provision of services to end customers.

Having a good command of the Turkish language is particularly important for the manufacturing sector, in terms of occupational safety. '*He will not fully understand what he is being told, he will just act like he did. And there you go: You have yourself a work accident! We read so much news about job accidents involving informally employed Syrians.*'

The general perception is that Syrians are not putting to learn Turkish, as evidenced by countless Syrians in their 20s, who have now been living in Turkey for several years and who still cannot speak Turkish.

3.1.3.6. Uncertainty of whether long term employment would be possible or not

Indicating that they invest in their employees and prefer their workers to be long term employees, employers state that they do not see Syrian workers under temporary protection as long term and permanent employees, and that therefore, they are not open to the idea of employing Syrian workers as they would not be able to secure a return on investment. '*We are not after just saving the day. So, we are not considering it.*' This sensitivity appears to be more prevalent particularly in sectors involving apprenticeship-masters-

hip- relationships or on-the-job learning, such as the textile sector and the manufacturing sector.

3.1.3.7. Inability to do a background check

A number of employers express concerns about the fact that any information they have about Syrians under temporary protection is based on personal declaration, and that they are unable to perform any background check as to the Syrians' past work experiences or criminal records. '*We received applications, but we rejected them. We just couldn't trust them.*'

For employers, there is a two-way concern here: First, a security concern, and second, question marks about the competency of the candidate in cases where the previous employer has not given a reference about the candidate. Particularly, large sized companies place great emphasis on doing a background check when hiring experienced/qualified/white collar employees and are not open to the idea of employing Syrian workers under temporary protection, on account of these concerns. '*The reference system is not robust. There are a lot of question marks about the information declared. Did he work at 10 places, or did he work at 1? Why did he leave his previous workplace? Does he have a criminal record?*'

The chamber of commerce and industry representatives we interviewed conveyed a similar approach with regards to the Syrians' educational background. In line with experiences gained in projects implemented to support the employment of Syrians under temporary protection, these interviewees reported several incidents where a Syrian candidate was hired based on his personal declaration as to his educational status and qualifications but failed to demonstrate the required level of competency after job placement. The interviewees added that examples like this led to disappointment and the adoption of a general negative approach, among employers.

3.1.3.8. The workload, duration and cost of obtaining work permit

Most employers who were interviewed, despite not having personally followed the procedure for acquiring work permit for a foreign employee, have the perception that obtaining work permit for Syrian workers is a difficult, costly, and time-consuming process. This perception results in a negative approach towards the employment of Syrians, among employers who do not wish to spend time and money to complete the process for obtaining work permit. '*We had to go to Ankara so many times. I do not want to spend my time trying to get a work permit issued.*'

On the other hand, some employers who previously employed foreign nationals state that they used the services of a consulting company for obtaining work permits and complain about the additional costs they had to incur in doing so, adding that they try to avoid such additional costs and processes, to the extent possible.

By contrast, employers who believe that Syrian workers may be advantageous for seasonal work, presume that any open job position would be filled before a work permit can be obtained for a Syrian worker, and that it would not be worth the effort to try to have a work permit issued for short term employment. '*I cannot keep a vacant job position open until a work permit is granted. For example, we applied for obtaining work permit, but it became inevitable to hire someone before the process was completed. We just could not keep the job position open for so long, so we hired a Turkish citizen immediately.*'

Several employers who previously considered but failed to employ Syrian workers narrate that several attempts and applications they made to provide employment to Syrians were rejected by the Turkish Ministry of Family, Labor and Social Services, adding that they do not wish to go through the same procedures again. These employers simply do not wish to spend time and effort to undergo the process for employing a Syrian worker when they could easily hire a Turkish citizen instead. *'Let me show you. Here: See how many applications we made. Not one of them was responded positively. Missing documents, they say. The man has no documents! What can I do?'*

Some employers who had no previous experience in obtaining work permit for Syrian workers describe how they changed their mind about undergoing the process for obtaining work permit before they even made the application. These employers report that one needs to conduct a comprehensive research to make an application to obtain work permit for a Syrian under temporary protection; that it is not possible to get reliable information from a single source; and that they will most likely opt out of undergoing such a tedious process that involves a great deal of difficulty even in the very early stages of collecting information. *'I sat down for hours and searched for information about what needs to be done. It was so discouraging for me when I saw how hard it was just to get information before I even made the application for work permit.'*

3.1.3.9. Inefficient work

Based on their own experiences or the impressions of those around them, some employers assert that compared to Turks, Syrian workers have an undisciplined and unconventional attitude that avoids taking responsibility, and that they work inefficiently. *'They lie down on-the-job. They are not careful.' 'You give the guy shift work; he wants to be choosy. He underworks one day, overworks the next day and works normally on another day.'*

Employers with experiences, observations and perceptions along these lines indicate that they are not open to the idea of employing Syrians because (i) they do not wish to employ workers who will not reach the desired efficiency levels, (ii) they believe that doing so would be unfair to Turkish workers and (iii) they are concerned that Turkish workers will start to display work behaviors like Syrians over time. *'The do not have a sense of responsibility and they do not fit in with our ways of working. We constantly have problems with the delivery of documents.'*

A number of employers who never employed a Syrian before, state that they are not considering providing employment for a Syrian because they believe that Syrians who fled the war (i) may—justifiably—bring their personal problems to the workplace, (ii) may not be able to fully concentrate on-the-job, and thus (iii) may not be able to work as efficiently as desired. *'They have problems. You can't blame them; these problems will surely lead to performance loss. They are bound to become less efficient in the job as they think about their problems.'*

3.1.3.10. Comparatively higher incentives for the employment of Turkish citizens

Particularly in Şanlıurfa, where the six incentive programs implemented by the Ministry of Trade do not cover the employment of Syrians under temporary protection, there is a general perception that the incentives provided for employing Syrians are less attractive compared to the incentives offered to employing Turkish citizens. Several employers with businesses based in Şanlıurfa disclose that, under these circumstances, they are not

open to the idea of employing Syrian workers and they prefer to employ Turkish citizens instead. '*We are provided with quite comprehensive incentives covering Turkish citizens. There are no incentives specifically designed for Syrians, so, we do not need to [employ Syrians].*'

3.1.3.11. Creating unfair competition in the sectors where Syrians are employed

In line with their own experiences or the impressions of those around them, some employers who operate in the same sector and thus, who are in a position to directly compete with small sized Syrian companies, report that Syrian small and medium sized enterprises (SMEs) engaged in informal employment and off-book trading activities in some sectors carry out trading transactions at prices that are impossible to compete with, which caused many Turkish businessmen to become bankrupt (the sectors referred to by these employers are mainly footwear and textile manufacturing sectors). A general belief among these employers is that Syrian businessmen operating in Turkey are not subject to any inspection, which results in unfair competition in the Turkish labor market. This belief yields to the formation of extremely negative attitudes towards the integration of Syrians under temporary protection into the Turkish labor force.

'I used to export my products to 13 countries. I could not compete with the prices offered by Syrians who came to Turkey, opened businesses, employed unregistered Syrian workers, and sold their goods with no documents whatsoever. All my business transactions are recorded. I pay my taxes. But now I can only export to 4 countries. They caused Turkish businessmen in our sector to go bankrupt. Soon I will probably have to close my business too. Therefore, I am not considering employing Syrian workers.'

Another viewpoint towards unfair competition implies that Turkish workers lost their jobs due to "opportunist" employers who fired Turkish workers and replaced them with informally employed Syrians who agreed to work for lower wages. Upholding the principle of protecting unemployed Turkish citizens, these employers are not open to the idea of employing Syrians, even if done so formally. '*I personally witnessed that [Syrians] are preferred because they are unregistered/cheap labor. They cause Turkish workers to lose their jobs.'*

3.1.3.12. Lack of the sense of belonging

Several employers who currently provide employment for Syrians point out that Syrian workers under temporary protection do not have a sense of belonging, which is essential for any employer.

Especially more corporate, large sized employers report that they aim to further develop the sense of belonging and increase the level of motivation among employees within the framework of their corporate culture; while narrating their observations as to the lack of a sense of belonging among Syrians, who view themselves only as temporary in Turkey. '*Our company works hard to foster the sense of belonging. We want our employees to say, 'I am so happy to be working here'. But as far as I can see, Syrians have no such intention. They think 'I am only temporary here, anyway'.*' These employers state that they are not considering employing Syrian workers, believing that Syrians will not be able to develop a sense of belonging and thus, will not work in a more motivated and efficient manner, simply because they are not Turkish citizens.

3.1.3.13. The fact that the concept of 'being under temporary protection' has no definition in the labor law

Employers who previously considered but failed to employ Syrian workers under temporary protection mention that when they studied the processes of hiring Syrians and the Syrian workers' rights, they found that the concept of 'temporary protection' was largely vague, with no legally defined meaning. '*Temporary protection is a legal definition. Temporary ID card is not a valid document.*'

Especially in the manufacturing sector, where work safety is a high priority, the rights of employers and workers are reported to be carefully defined notions of great significance within the framework of laws that are designed to protect both employers and workers. On the other hand, employers mention that they believe the Syrians are not covered under any of these definitions. '*The rights of foreign employees are defined. The rights of Turkish employees are defined. But the rights of Syrians who have a temporary protection ID card are uncertain. So, which regulation should I consider with respect to their rights? What rights will I have?*'

These employers call attention to the fact that they evade employing Syrians because the concept of 'temporary protection' is not covered under any definition designed to protect the rights of employers or workers; adding that they are not considering providing employment for Syrians in the future, unless a clearly stated definition is established. '*The refugee law is not established; their rights are not clearly defined. The employer cannot trust them due to the lack of legal infrastructure.*'

3.1.3.14. The belief that employing Syrians would be perceived as an indicator of political stance

Especially some of the large sized employers maintain that employing Syrians under temporary protection could be perceived by their sector and their employees as if the company had taken a corporate political stance. Stating that the matter of Syrians is a political issue, these employers are concerned that if they employ Syrians, they might be recognized as being party to a particular political choice. This group of employers underline that they are not considering employing Syrians, as they do not wish to be perceived as a company with a particular political stance. '*There is strong reaction against Syrians among the society. They are viewed as the subject of a political matter. If we employ Syrians, both our employees and our customers might think that we are supporting or taking sides with a political approach with regards to Syrians. Companies operate by staying away from politics. We do not want to be a company that has a political stance.*'

3.1.4. Sectoral Differences in the Employment of Syrians in Turkey

The sectors that provide the most employment for Syrians under temporary protection are textile and manufacturing industries.¹⁸⁷

Several companies engaged in the textile sector view Syrians as qualified labor in the manufacturing of textile products, and particularly, footwear. It is believed that by utilizing the professional knowledge gained in their home country, Syrians may fill the shortage of native blue collar workers in these sectors, and in fact, offer significant advantages for

¹⁸⁷ Integration of Syrian refugees under temporary protection into the Turkish labor market: Challenges and Opportunities, Round table FLA and UNHCR, 2016, https://www.fairlabor.org/sites/default/files/integration_of_syrian_refugees_roundtable_december_2016.pdf (Accessed on: 10.01.2020)

the footwear industry. Thus, an openness to the idea of employing Syrians is observed. The major challenges faced in the employment of Syrians in these industries are defined as the informal situation of most Syrian workers and their inability to enter employment in a city other than the one they are permitted to reside in.

None of the employers who were interviewed as representatives of the electrical/electronic/information technologies sector employed Syrian workers. However, almost all companies engaged in the electrical/electronic/information technologies sector reported that they would be open to the idea of employing Syrians under temporary protection, if candidates had the required level of education and professional knowledge. These companies mentioned the difficulty of finding workers to employ in their field of work in Turkey.

Most of the employers active in the service sector believe that although Syrian workers may be beneficial in meeting seasonal needs, there will not be many opportunities for Syrians in the service sector because their command of the Turkish language is insufficient, they are not accustomed to the Turkish culture, and the Syrians encountered in social life are perceived as being "*not presentable*", which is indispensable for the service sector.

Several employers active in the fields of domestic and foreign trade and service sectors report that especially the white-collar job positions require domestic and international traveling, adding that they are reluctant towards employing Syrians because of the legal obligations that prevent Syrians under temporary protection from traveling. Employers of these sectors appear to have adopted approaches along similar lines, with views that are generally of a similar nature.

3.1.5. Regional Differences in the Employment of Syrians in Turkey

Regional differences are observed in terms of the employment of Syrians in Turkey. While the positive, neutral, or negative attitudes of employers in İstanbul, Ankara, Bursa and İzmir were shaped by their **general** perceptions towards Syrians; positive or negative approaches adopted by employers in the Eastern provinces were largely shaped by **personal experiences** with Syrians.

Employers who maintained the most positive attitude towards the integration of Syrians under temporary protection into the Turkish labor force were those based in Gaziantep, Kilis and Şanlıurfa, which are cities that have been hosting many Syrians for a relatively longer period.

Although negative approaches towards the inclusion of Syrians in the Turkish labor market were observed in all regions, they were found to be most prevalent in Adana and Mersin.

Non-work life related, negative observations of employers based in eastern parts of Turkey with respect to Syrians appear to be impacting their work-related attitudes. These observations are believed to be forging negative perceptions and attitudes arising from experiences in the work life. '*You look at the guy in the street, and he is dressed so poorly, he doesn't know how to look after himself, he doesn't know how to talk. So how can I take him and put him in front of my customers?*'

Another observation made by employers and representatives of chambers of commerce and industry based in eastern provinces points out that Syrians are reluctant to work on account of the fear that the social assistance provided to them will be cut off if they beco-

me integrated into the Turkish labor force. Employers disapprove the Syrians' approach to this end, which creates the impression that Turkish citizens are being treated unfairly.

Several employers and chamber of commerce and industry representatives based in eastern provinces report that they provided employment opportunities for Syrians under temporary protection in the past, but that the Syrians did not accept the job on the grounds that the proposed wage was lower than the amount of social assistance they were provided with. Experiences of this nature prevent employers from considering Syrians under temporary protection as candidates for open job positions in future hiring processes.

Another point mentioned often is that in the eastern provinces, Syrians tend to be choosy in their work, and regard the jobs offered to them in line with their qualifications, with disfavor. '*You hire the guy, he quits in 1 day. He does not like the job.*'

Moving further towards the western parts of Turkey, negative attitudes are observed to have relatively subsided. Several employers in the western provinces report that they do not know the Syrians under temporary protection in Turkey very well, and that they do not have a positive or negative opinion about Syrians because their knowledge about Syrians under temporary protection who are engaged in work life is limited.

Given the existing situation of the Turkish economy and concerns about the increasing unemployment rate, employers who are based in western provinces of Turkey and who maintain a negative attitude towards the integration of Syrians under temporary protection into the Turkish labor market state that, no workers of any foreign nationality—not just Syrian workers—should become integrated into the Turkish labor market, adding that ensuring labor force integration of Turkish citizens should be the first priority.

In this context, some employers with this attitude associate the increase in the unemployment rate in Turkey with the growth of the Syrian population hosted by the country. '*Maybe it is not a problem specific to the Syrians, but with the addition of the newcomer Syrian population, the unemployment rate is now higher than ever.*'

3.1.6. Company Size-Related Differences in the Employment of Syrians in Turkey

3.1.6.1. Approaches adopted by small sized companies

It is observed that small sized companies (10-49 employees) do not have a clear approach specific to the Syrians, whether positive or negative, on the grounds that the employment opportunities they provide are limited. The general attitude among these companies appears to be the belief that as a Turkish citizen, it is their duty to employ Turkish citizens to support Turkish citizens in view of the increase in the country's unemployment rate. '*We already have more than enough unemployed people in our country. I am obliged to support my own people and employ them.*'

3.1.6.2. Approaches adopted by medium sized companies

Medium sized companies (50-250 employees) are observed to adopt a relatively more positive approach towards the employment of Syrians under temporary protection. The interviews conducted revealed that the biggest contributors to the employment of Syrians under temporary protection were medium sized companies. On the other hand, several medium sized company owner/employers who were interviewed reported that they had to downsize and fire some of their employees recently, and that they did not have a clear opinion about employing Syrians, as they were not considering providing any additional employment now.

3.1.6.3. Approaches adopted by large sized companies

Large sized companies (250+ employees) report that they evaluate all job applications, and they are open to hire anyone with the required qualifications, regardless of his/her nationality. That being said, these employers state that, on account of the current unemployment rate in Turkey, in situations where it is required to make a selection between candidates with equal qualifications, they would give priority to Turkish citizens and would seek to employ Syrians only if there is a shortage of Turkish nationals. Factors that lie behind the adoption of a negative attitude towards the matter, including the uncertainty of whether long term employment would be possible or not, the inability to do a background check and the availability of more incentives for employing Turkish citizens are often cited by large sized companies. The large sized businesses that were interviewed appear to have a relatively small contribution to the employment of Syrians under temporary protection.

3.2. Segments of the Turkish Labor Market where Syrians in Turkey May Build a Strong Presence, Possible Benefits and Opportunities

A prevalent opinion among the interviewed employers is that the labor force in Turkey is changing, with a general inclination towards office jobs. It is widely believed that the increase in the number of people seeking jobs that mainly involve mental labor rather than physical labor with the desire to become a white-collar worker instead of a blue collar worker has resulted in vacancies in labor-intensive job positions. It is asserted that the open positions in blue collar jobs can be filled with Syrians under temporary protection.

The integration of Syrians into the Turkish labor force by taking blue collar job positions is believed to present opportunities for both employers and Syrian workers in the short and long term. Most employers maintain that the Syrian population under temporary protection in Turkey comprise workers with a low command of the Turkish language and a low level of education/professional experience. This perception, coupled with the increased number of job vacancies for semi skilled workers created by employees shifting to higher positions owing to higher levels of education and qualification; directs employers towards considering providing employment for Syrians under temporary protection, in blue collar job positions which they find difficult to fill and which require lower qualifications. This topic appears to be particularly important for employers providing employment in sectors and job positions involving on-the-job learning and apprenticeship-mastership relationships. '*Nowadays there is no such thing as an apprenticeship - mastership - relationship. The way things stand, some occupations are bound to die. We still have a substantial need for that type of labor.*'

Several employers operating in different sectors and different regions point out to the similarity of this approach with the invitation of Turkish workers to join the labor-intensive labor force in Germany in the 1960s and 1970s. Employers find it plausible that Syrians under temporary protection are subjected to a similar integration process and placed in job positions that are not preferred to be taken by Turkish workers for various reasons. This approach results in the adoption of a more moderate approach by employers who maintain a generally negative approach towards the matter, with respect to the integration of Syrians under temporary protection into the Turkish labor force. '*I have olives and cotton waiting to be picked up, I can't find people to do it. If they have low educational status and they want to work, then they can take up these jobs.*'

Employers complain that, in addition to labor-intensive sectors and job positions, they also have difficulty in finding qualified technical staff, adding that vocational high schools are no longer able to provide them the required workers as they did in the past. Interviewed employers state that Syrians under temporary protection may be offered basic vocational training and placed in these job positions.

All employers agree that agriculture and construction sectors are the top two sectors, where Syrians under temporary protection may open a window of opportunity. It is believed that in the first phase, Syrians may prove beneficial for the Turkish labor market in blue collar/labor intensive job positions such as load carrying, picking, loading, etc.

3.2.1. Opportunities in the Textile Sector

Having primary level education is often sufficient to take up a blue collar job position in the textile sector.

Employers of the textile sector believe that job opportunities for Syrians may exist in the downward supply chain process, particularly in '*contract manufacturing workshops*' of sub-suppliers. It is expressed that by learning the job and gaining experience in these facilities before starting to work at first-tier suppliers/manufacturers, Syrians may have greater chances of benefiting from the job opportunities that may exist in first-tier manufacturers.

The job positions, where Syrians under temporary protection may have a chance of securing employment in the textile sector after acquiring the required level of professional knowledge, education and experience are listed below. Employers report having difficulty in finding qualified/skilled workers for these job positions and believe that new workers with experience in these fields will prove beneficial for them. '*We haven't been able to find a yarn twister for months. Just when we think we've found one, he suddenly receives another job offer and leaves. Not a lot of people know how to do this job...*'

The job positions, which may offer employment opportunities for Syrians under temporary protection in the textile sector:

- Back pocket maker
- All job positions in footwear manufacturing
- Pressing machine maintenance worker
- Pressing machine operator
- Bobbin machine operator
- Bobbin winding operator
- Twisting machine operator
- Drawer/draw frame machine operator
- Double needle sewer
- Leather sewing machine operator
- Leather cutting worker
- Sewing machine operator
- Weaving machine maintenance/repair technician
- Weaving machine operator
- Injection machine operator
- Cord maker
- Cording machine operator
- Carpet loom operator
- Yarn machine maintenance/repair technician
- Yarn machine operator
- Occupational safety specialist
- Coating machine operator
- Belt maker
- Armed sewing machine operator
- Sewer in clothing workshop
- Clothing machine maintenance/repair technician
- Sewing, jeans
- Fabric dying machine maintenance worker
- Fabric dying machine operator
- Laminator
- Mechanical maintenance technician
- Machinery maintenance worker
- Metal based accessories
- Overlock machine operator
- Weaver/weaving machine operator
- Presser

The job position most frequently cited by employers engaged in different fields of the textile industry is the "sewing machine operator" position. Most employers agree that a worker who is good at operating a sewing machine will be able to find a job opportunity in almost any segment of the textile industry. Another prominent job position is the "machinery maintenance worker" position for workers who have thorough knowledge about the machines used in the textile sector.

Employers of the textile sector report that they would be willing to consider Syrian under temporary protection candidates for these job positions, provided that the bureaucratic obstacles preventing their integration into the Turkish labor market are eliminated and candidates acquire a professional qualification certificate by completing the related training programs for the job positions in question.

3.2.2. Opportunities in the Manufacturing Sector

The preferred level of education in hiring workers for the manufacturing sector is minimum primary level education and preferably, vocational/technical high school degree.

Employers of the manufacturing sector report that Syrians under temporary protection may be able to take up job positions where there is frequent and substantial need to find workers, only after they complete the required training. A few employers engaged in the manufacturing sector state that the integration of a Syrian under temporary protection candidate into the labor force may be possible through on-the-job training after he is hired, provided that the candidate is a vocational high school graduate.

Almost all employers of the manufacturing sector underline the importance of an employee's training/certificates on work safety, fire protection and first aid, regardless of the sub sector or the job position in question.

The job positions, which may offer Syrians under temporary protection employment opportunities in the manufacturing sector after acquiring the required level of professional knowledge, education and experience are listed below.

- Woodworker
- Barley, corn, etc. preparation worker
- Press operator
- CNC machinery operator/CNC processor
- Filling machine operator
- Electrical engineer
- Electrical and electronics technician
- Injection worker
- Forklift operator
- Occupational safety specialist
- Welder
- Boiler fireman
- Upholsterer
- Chair/sofa frame maker
- Loader operator
- Mechanical maintenance technician
- Mechanical engineer
- Mechatronics engineer
- Metal forming operative
- Furniture builder
- Engine maintenance foreman
- Measuring instruments
- Robot operator
- Dairy and cheese products expert
- Milk-based dessert technologies specialist
- Levelling and grading worker
- Grinding worker
- Bench operator
- Turn bench worker/operator
- Transformer board operator

The job position most frequently cited by employers engaged in different fields of the

manufacturing industry is the "CNC machine operator" position. Most employers agree that a worker who is good at operating a CNC machine will be able to find employment opportunity in many segments of the manufacturing industry.

3.2.3. Opportunities in the Trade and Retail Sector

The preferred level of education in hiring workers for the trade and retail sector is minimum high school or vocational high school degree. Employers report employing a high number of university graduates in the trade and retail sector, adding that having a sufficient command of the English language to be able to perform the given tasks may be a reason for preference when hiring employees in this sector.

Employers of the trade and retail sector generally foresee that Syrians under temporary protection may be employed in jobs that do not require a high level of education in their sector, such as positions in warehousing, packaging, and loading departments. Since the labor demand of the sector is predominantly for white collar workers, these employers state that the sector offers opportunities for graduates of the related departments of universities and add that they have no difficulty in filling available job positions with Turkish citizens, on the contrary, they receive an overwhelmingly high volume of applications.

Several employers who provide employment in the shop keeping segment of the trade and retail sector report placing an emphasis on sales experience, whereby, candidates with prior work experience are preferred. Other preferable attributes include good communication skills, computer literacy and strong relationship management ability.

A few widespread chain store employers in the trade and retail sector express that employing Syrian workers in shops, especially the ones located in regions highly populated by Syrians or regions heavily visited by Arabic speaking tourists from Middle Eastern countries, may prove beneficial for serving end consumers. These employers believe that employing Syrians is reasonable, as it may present a major advantage for increasing their overall sales volume.

Some employers engaged in international trading activities and especially trade with the Middle East, point out that a Syrian under temporary protection who is adept at his work, who has a very good command of the Arabic language and who knows the region well, may prove beneficial for their operations.

Interviewees report that Syrians under temporary protection may be considered for open job positions of the following occupations of the trade and retail sector. It should be noted that to be able to secure a job in one of these positions, candidates are expected to have a good command of the Turkish language along with a certain level of technical experience and qualification in the related field of activity.

- Maritime trade specialist
- Foreign trade specialist
- Documentation specialist
- Finance specialist
- Chemical engineer
- Mechanical engineer
- Accounting specialist
- Marketing specialist
- Retail sales specialist
- Corporate sales specialist
- Wholesale specialist
- Foreign sales specialist

3.2.4. Opportunities in the Electrical/Electronics/Information Technologies Sector

Employers engaged in the electrical/electronic/information technologies sector report that they only provide employment for candidates who are vocational high school graduates as a minimum, adding that university graduates are preferred.

These employers point out the importance of employing people with the required level of academic education for their sector. The biggest vacancy in the electrical/electronic/information technologies sector is reported to be for computer and telecommunications engineers with experience and specialization in their own fields. Candidates among the Syrians under temporary protection in Turkey, with this level of education and a good command of the Turkish language are believed to be valuable. Having a good command of the English language in addition to the educational status, experience, and knowledge of Turkish, is a major reason for preference.

Candidates among the Syrians under temporary protection in Turkey are believed to be suitable for employment in the following job positions of the electrical/electronic/information technologies sector, provided that they have the minimum required level of education and a certain degree of command of the Turkish language, in addition to experience and competency in the related field of activity.

- Big data development specialist
- Computer engineer
- Electrical and electronics technician
- Electrical engineer
- Electrical technician
- Electronic voice systems specialist
- Industrial engineer
- Civil engineer
- Statistics engineer
- Recording technologies specialist
- Mathematical engineer
- Telecommunications engineer
- Data warehouse development specialist
- Database management specialist
- High voltage operation specialist

3.2.5. Opportunities in the Service Sector

The expectations of employers of the service sector vary depending on the sub-sectors in which they operate. While primary level education is sufficient for employers providing restaurant services; employers engaged in the provision of logistics services state that they employ university graduates.

Employers of the service sector point out that an employee's human relations skills, appearance, general attitude and manners, and speech are just as important as his educational status.

Among all sectors interviewed for this study, the service sector appears to offer the least opportunities for the integration of Syrians under temporary protection into the Turkish labor force. The most pertinent reason behind this is the change observed in the service sector, in the same direction as the change observed in the Turkish labor market. Employers engaged in the service sector declare being able to easily fill any open job position, adding that they have no problems in finding candidates with the required level of education, professional knowledge, and motivation from among Turkish citizens.

Thus, it is observed that the service sector does not offer any specific field of opportunity for Syrians under temporary protection. Representatives of the sector declare being open to considering Syrian candidates for open job positions in the same way as all other candidates, if they are presentable university graduates experienced in the sub-sector in question, with a sufficient command of the Turkish language and—as a major advantage—the English language, along with strong sales skills and good human and customer relations.

Job positions with a relatively higher labor demand, although not specifically for Syrians under temporary protection, are listed below:

- Agency systems and software specialist
- Maritime trade specialist
- Foreign trade specialist
- Cook (meat)
- Freight forwarder specialist
- Waiter
- Customs regulations specialist
- Port systems and software specialist
- Operations specialist
- Dessert chef

3.3. Obstacles Preventing the Increased Participation of Syrians in Turkey in the Turkish Labor Market

It was observed that obstacles preventing the participation of Syrians under temporary protection in the Turkish labor market aligned with their weaknesses. Thus, weaknesses and obstacles were analyzed in conjunction. In this section of the study, we will present the details of some obstacles that were briefly addressed earlier.

The findings of this section include the assumption based general perceptions of employers who never considered or attempted to employ Syrians, and the experience based opinions of employers who previously held job interviews with or provided employment for, or who currently employ Syrians under temporary protection, on the obstacles preventing the participation of Syrians under temporary protection in the Turkish labor market.

The perceived obstacles to the inclusion of Syrians in the Turkish labor market vary depending on how attentive the employer is to the matter of Syrians under temporary protection, whether the employer previously hired any Syrian under temporary protection workers or not, as well as the sector and region the employer operates in.

Almost all employers interviewed point out the following factors as major obstacles (i) the high unemployment rate among native citizens, (ii) the difficulties in hiring processes, (iii) low level/lack of education and professional knowledge, (iv) low command of the Turkish language and (v) Syria's cultural structure that differs greatly from the Turkish business culture.

The main topics identified as major obstacles in Syrians under temporary protection' participation in the Turkish labor market are listed below:

- Legal obstacles
- Lack of professional knowledge
- Turkish/language
- Cultural and social
- The society's attitude
- Accessibility of procurement/employment
- Financial obstacles
- Informal employment/SSI

Among these topics, the least cited ones are accessibility of procurement/employment, informal employment/SSI and financial obstacles.

It is observed that very few employers are aware of the projects implemented by İŞKUR, ILO, United Work, and the World Bank to enable Syrian workers under temporary protection to access the Turkish labor market. Those who are aware of the existence of such projects are found to be lacking detailed information, with only a limited level of general familiarity with the matter.

3.3.1. Legal Obstacles

Employers who currently employ or previously employed, attempted to employ or considered employing Syrians under temporary protection mention several legal obstacles in the integration of Syrians under temporary protection into the Turkish labor market.

The legal obstacles narrated by the interviewed employers in this context are listed below:

- Being unregistered in the Republic of Turkey
- The lack of "Temporary Protection Beneficiary ID Card"
- Desire to work in a province other than the place of issuance of the "Temporary Protection Beneficiary ID Card"
- Work permit-related obstacles
 - ▶ The length of the process for obtaining work permit
 - ▶ The scope of work permit
 - ▶ Conditions for issuance of work permit
 - ▶ Shortness of the validity period of work permits
 - ▶ Inability to renew/prolong work permits
- Registration errors
- Lack of diploma/equivalence issues for white collar job positions

Some employers who never employed or attempted to employ Syrians under temporary protection maintain that there are no legal obstacles preventing the integration of Syrians into the labor market, with the belief that the state took major initiatives on the matter, to eliminate any legal obstacles hindering the inclusion of Syrians in the Turkish labor market. '*The State is eliminating all obstacles one by one, so that there are no problems.*'

3.3.1.1. The lack of temporary protection ID card/citizenship/ID registration

The most formidable legal obstacle is the belief that there are significant deficiencies in the registration process of Syrians. Almost all employers interviewed report being unable to invite a Syrian with no form of ID for even a preliminary job interview, let alone consider him as a candidate for a job position, which results in the elimination of the candidate's application. Particularly the large and medium sized companies state that they do not wish to employ workers irregularly, as doing so has severe legal consequences. These companies underline that they strictly avoid any involvement with such irregularity.

Employers agree that the registration procedures of all Syrians who have not yet been registered, should be completed as soon as possible.

3.3.1.2. Desire to work in a province other than the place of issuance of the temporary protection ID card

The obstacle arising in cases where a candidate has been issued his temporary protection beneficiary ID in a province other than the one he seeks employment in, is cited the most by employers in İstanbul, Ankara, İzmir and Bursa. Interviewees state that although most Syrian asylum seekers who entered Turkey from the country's eastern border are registered in provinces located in eastern Turkey, some live in other provinces, but are unable to obtain permit for working in the provinces they live in. Interviewees explain that this leaves some employers no choice but to resort to informal employment; adding that they do not have the means to employ Syrian workers under temporary protection, as they refuse to be engaged in informal employment. Most interviewed employers are unaware of the fact that the city of registration of a temporary protection beneficiary may be changed in cases where the person in question finds employment elsewhere. Employers who are aware of this possibility believe that this may involve a time consuming process.

Employers convey that the provinces of İstanbul, Ankara, İzmir and Bursa may offer more employment opportunities for Syrians under temporary protection but believe that it would not be possible to change a candidate's city of registration.

This indicates that Syrians under temporary protection fail to obtain travel permit when leaving their city of registration and, do not obtain permit from the Provincial Directorate of Migration Management upon returning to their city of registration. Employers appear to be unaware of what steps are needed to be taken to change the city of registration of a Syrian under temporary protection to enable him to work in another city.

Thus, even if a Syrian under temporary protection is invited for a preliminary job interview, it is highly likely that his job application will be eliminated on the grounds that he is registered in another city.

3.3.1.3. Work permit

Employers view obtaining work permit as a major obstacle. The process of obtaining work permit is generally seen as a difficult process involving substantial workload, and interviewees report that they do not have a full grasp of the matter. '*Workplaces are totally unaware of the legal regulations. They must do something to facilitate the process. And if they already did, we don't know about it.*'

Work permit related obstacles are described under a number of sub topics:

- The candidate's lack of a work permit
- The length of the process for obtaining work permit
- The scope of work permit
- Conditions for obtaining work permit
- Shortness of the validity period of work permits
- Requirement to renew/Inability to prolong work permits

3.3.1.3.1. Not having a work permit

Even if they successfully complete the hiring processes, Syrians under temporary protection may fail to secure employment due to work permit-related issues. Several employers complain that obtaining work permit for a foreign employee is a very costly and tedious process. These employers state that they neither wish to be occupied with the process of obtaining work permit for an employee, nor resort to informal employment as an alternative to evade this process.

3.3.1.3.2. The length of the process for obtaining work permit

A large part of the employers interviewed point out that the process of obtaining a work permit takes anywhere between 1 month to 6 months. Even a period of 1 month is viewed to be too long for obtaining work permit. Given that a hired Turkish citizen can be registered and start the job on the same day, the delay caused by the work permit application process is reported to present a clear disadvantage in hiring Syrians under temporary protection.

3.3.1.3.3. The scope of work permit

Obstacles pertaining to the scope of work permits are addressed from two different perspectives. Several employers, who are engaged in shop keeping and who previously underwent the process of obtaining work permit for employing Syrians under temporary protection, explain that the work permit is valid for working in 1 store only, which creates a disadvantage for their business. These employers argue that a work permit that is valid for only 1 store prevents them from being able to adopt a personnel rotation schedule or shift their personnel among different stores as needed. This causes the job application of a Syrian candidate to be eliminated even if he is found to be suitable for the open job position in question, in which case the employer will likely never attempt to employ a Syrian again.

Another obstacle pointed out in connection with the scope of work permits is cited more often by employers of the trade and retail sector and the service sector, who underline that due to the nature of their business, several job holders in their sectors are required to travel in and outside the country. These employers report that Syrians under temporary protection are not considered for open job positions in their sectors even if they have the required qualifications, due to travel limitations. Most employers seem to be unaware of the fact that it is possible to obtain a "travel permit" from the Provincial Directorate of Migration Management for a Syrian worker under temporary protection, in cases where he is required to travel outside of the city for work. On the other hand, there were no signs that the employers' views on the matter would change even if they had comprehensive knowledge about this possibility.

3.3.1.3.4. Conditions for obtaining work permit

Employers, who previously underwent the process of obtaining work permit but who did not/were unable to complete the process, report being unable to provide employment for Syrians under temporary protection due to obstacles related to the conditions for obtaining work permit.

Some employers declare having attempted to employ Syrians under temporary protection within the last few years and point out the difficulty of the process of obtaining work

permit. Upon their application for employing Syrian workers, these employers were told to apply to İŞKUR first, for the job position in question. These employers convey that they were also informed about the possibility of applying to employ a Syrian under temporary protection under the applicable employment quota, in cases where it is documented that all attempts made within a period of 6 months to find a Turkish citizen with the same qualifications to fill the vacant job position had failed. Employers report giving up on the idea of employing Syrian workers because of the lengthy, 6 month period of delay after applying to İŞKUR. '*They told us to apply to İŞKUR first, and we did. We waited, and waited, and we lost time.*'

Another aspect of the work permit obtaining process that is viewed as an obstacle, is the period of time required for changing a Syrian under temporary protection's city of registration to the city where he seeks employment in. Employers mention that the foreign national ID number, which is required at the time of making an application to change the applicant's city of registration is either not given at all or given after an exceedingly long delay. This delay prevents employers from filling vacant job positions as soon as possible and constitutes an obstacle in providing employment for Syrians.

Several employers who previously applied for work permit assert that, despite having sent all required documents to obtain work permit, their applications were rejected by the Turkish Ministry of Family, Labor and Social Services, on the grounds of having missing documents. These employers find it difficult to understand why their applications were rejected, when the only official document that a Syrian under temporary protection possesses is a "Temporary Protection Beneficiary ID Card", and as the employer, they had sent all the required documents on their part. After the rejection of several applications, these employers appear to have no further intentions of making an application to obtain work permit for a Syrian worker, given the amount of time and money they had invested in previous, unsuccessful applications. '*I put in a lot of effort for this, I went through a lot of trouble. I spent a lot of time and money to get work permit, but I could not succeed.*'

3.3.1.3.5. The period of validity of work permits

Almost all employers who currently employ Syrians under temporary protection view the limited 1 year period of validity of work permits as a negative factor and an obstacle for the long term employment of Syrians. Especially in cases where more than 5 Syrians are employed, applying for work permit is described as a process of "*never ending paperwork, workload, and costs*", given that the start date of employment of each Syrian is different.

Even with the employment quota facility in place, the shortness of the validity period of work permits pushes employers away from the idea of employing more Syrians and often leads to reluctance among employers as to whether to endure the same process once again in the following year or not.

3.3.1.3.6. Requirement to renew/inability to prolong work permits

Similarly, most employers who currently provide employment for Syrians under temporary protection complain about the requirement to renew work permits, rather than prolong their period of validity. Having to repeat all procedural steps for a Syrian under tem-

porary protection employee each year "from scratch, as in the initial hiring process" is viewed as a cause of extra workload. Employers suggest that, in cases where the same Syrian worker will continue to be employed, providing the employer with the option to prolong the work permit—which is believed to be a shorter and easier procedure—rather than obliging the employer to renew it will be beneficial.

If the inability to prolong work permits continues as it is, interviewees believe that employers who provide employment for Syrians temporary beneficiary workers will lose their motivation to do so in the long term.

3.3.1.4. Employment quota

Employers who currently employ or who are considering employing Syrians under temporary protection are aware of the employment quota. Interviewees are generally informed that, as per the employment quota application, the number of Syrian workers cannot exceed 10% of the total number of Turkish nationals in a company. A large part of employers finds the ratio of 1/10 to be reasonable and meaningful. Reiterating their views on the high level of unemployment in Turkey, employers believe that the foreign labor employment quota should remain at 1/10 to safeguard the position of Turkish citizens in the Turkish labor market.

A few medium sized employers in the textile sector find the ratio of 1/10 to be low. These employers declare that they wish to employ more Syrians under temporary protection but are unable to do so due to the obstacle created by the employment quota ratio of 1/10. Thus, these employers are in favor of increasing the currently applicable employment quota ratio.

When asked about their views on whether increasing the employment quota for Syrian workers under temporary protection to a ratio of 1/5 would be appropriate or not; almost all employers find the ratio of 1/5 to be quite high. At a time when the unemployment rate in Turkey remains unprecedentedly high, the interviewed employers maintain that the ratio is not protective of Turkish citizens.

Another approach to the ratio of 1/5, suggests that the presence of Syrians under temporary protection at a ratio of 1/5 in the working population would "disturb" Turkish citizens. Interviewees report that Turkish citizens view Syrian workers as their competitors. It is believed that having to work together with workers who they "*do not feel close to or identify with*" in socio-cultural terms will likely disturb peace at the workplace and decrease the workers' efficiency. This notion gives rise to concerns regarding possible reactions among native workers, against their employers.

3.3.1.5. Registration errors

Employers who employ Syrians and some chamber of commerce representatives assert having problems in hiring or work permit application processes due to name similarities, as the initial registrations of Syrians under temporary protection in the Republic of Turkey were made based on their personal declarations. These interviewees mention that the situation poses an obstacle in terms of the labor market integration of Syrians in Turkey.

Employers report giving up on the idea of employing Syrians, in view of the interruption these problems create for registered/formal inclusion of Syrians under temporary protection in the Turkish labor market.

3.3.1.6. Not having a diploma/equivalence issues for white collar job positions

A number of large-sized employers engaged in the service sector and the electrical, electronics and information technologies sector point out the importance of having documents proving that the candidate has completed the required training/education in their hiring process; adding that on several occasions, the Syrians' applications were eliminated despite a favorable outlook on being hired, due to their inability to submit such documents.

These employers underline that, a university diploma is required in hiring processes, especially for engineering positions. Syrian candidates under temporary protection are required to make an equivalence application to the "Council of Higher Education" (CoHE), with their engineering diploma issued by the Syrian university they graduated from. Interviewees report several occasions where equivalence applications were rejected by the "Council of Higher Education" on various grounds. Interviewees report that in such cases, the hiring process is terminated due to the Syrian candidate's inability to submit his diploma as a valid document. Thus, the lack of a valid diploma or the equivalent thereof poses an obstacle for the employment of Syrians under temporary protection in job positions that require higher education.

3.3.2. Lack/Inadequacy of Professional or Vocational Knowledge

In general, employers view the low level of education and professional knowledge among Syrians under temporary protection as one of the most common grounds for their inability to actively participate in the Turkish labor market.

The general perception among employers is that all qualified, well educated and competent Syrians who are adept at their work and who may well become integrated into the Turkish labor market have moved to countries in Europe to seek refuge. Employers believe that the Syrians who stayed in Turkey are those with lower levels of education or no formal education and weaker professional qualifications.

Except for employers of the textile sector, all interviewed employers state that, aside from their low level of education and professional knowledge, the biggest weakness of Syrians under temporary protection is their lack of experience in the Turkish labor market.

Chamber of commerce representatives report that a series of vocational training programs are offered to Syrians under temporary protection. However, the insufficiency of the available training programs, coupled with the lack of the Turkish language and unfamiliarity with the Turkish business culture, puts Syrians in a weak position in terms of their integration into the Turkish labor market.

Several employers engaged in the trade and retail sector, the service sector and the electrical, electronics and information technologies sector maintain that Syrians under temporary protection have extremely low or no digital literacy skills. Pointing out the importance of digital literacy skills for several job positions in their sectors, these employers convey that the Syrians' weakness in this regard poses an obstacle for their employment.

Many employers believe that Syrians under temporary protection need hands-on training in addition to theoretical knowledge. Interviewees explain that the labor market in Turkey is different from the labor market in Syria, except for textile and footwear sectors. Comments are made indicating that the Syrians, even the ones who formerly did the same work or similar works in their home country, fall short of performing up to the standar-

ds expected by Turkish employers. 'Even in sectors that are the strongest in their home country, they fall short here. The standards of job quality in Turkey are much higher than what they are used to.'

Especially employers of the textile sector and the manufacturing sector underline the importance of talent in addition to professional knowledge and competency; stating that a Syrian under temporary protection with proclivity towards learning/doing the job will likely become as competent as any trained person within a truly short period of time.

3.3.2.1. Professional knowledge requirements specific to the textile sector

Results of the interviews conducted with representatives of the textile sector indicate that the labor demand in this sector primarily involves the use/operation of textile machinery used for the manufacturing of textile products.

- Pressing machine user/operator
- Bobbin, twisting, coating operator
- Draw frame machine operator
- Leather sewing machine user/operator
- Leather cutting master
- Sewing machine user/operator
- Injection machine user/operator
- Cording machine user/operator
- Carpet loom user
- Yarn machine user/operator
- Sewing, jeans
- Fabric dying machine user/operator
- Mechanical maintenance master
- Embroidery master
- Overlock machine user/operator
- Knitting machine user/operator
- Ring machine user/operator
- Weaving machine user/operator
- Textile manufacturing process
- Vader preparation operator
- Semi-automatic machine user/operator

3.3.2.2. Professional knowledge requirements specific to the trade and retail (domestic and foreign trade) sector

Aside from the specific knowledge requirements of each sub-sector, the training related need most frequently cited by employers of the trade and retail sector are customer relations and management training skills.

- Foreign trade legislation
- Foreign trade specialist
- Customs legislation, laws and associated regulations
- Customs brokership
- English
- Hygiene standards
- Quality control
- Foreign exchange law
- Shop-keeping
- Store manager
- Customer relations and management
- Office administration
- Special consumption tax laws
- Sales technician
- Machinery maintenance worker

3.3.2.3. Professional knowledge requirements specific to the manufacturing sector (including manufacturing of food products)

The prerequisite of having the required level of professional knowledge for "CNC machi-

ne operator" and "welding master" positions is mentioned by many employers of the manufacturing sector. Job positions which often offer employment opportunities in several segments of the manufacturing sector are listed below:

- Woodworking
- Bobbin winding machine user/operator
- Twisting machine user/operator
- CNC machine user/operator
- Iron joinery
- Storage
- Filling machine user/operator
- Injection worker
- Forklift operator
- First aid certificate
- Work safety certificate
- Quality inspector
- Cheese production technology
- Welding/welding master
- Boiler fireman
- Boiler operator
- Upholsterer
- Chair/sofa frame maker
- Loader operator
- Mechanical maintenance master
- Metal industry robot operator
- Metal forming master
- Engine maintenance master
- Measuring instruments user
- Packaging
- Milk based dessert technologies
- Levelling and grading worker
- Turn bench worker/master

3.3.2.4. Professional knowledge requirements specific to the electrical/electronics/information technologies sector

Professional knowledge requirements of the electrical/electronic/information technologies sector are not viewed as specialties that could be obtained through short term training. Employers of the electrical/electronic/information technologies sector declare that the required level of knowledge can only be obtained through a minimum 6 month training program designed for technical high school graduates as a minimum, or, graduates of the related departments of vocational high schools. Skills and competencies most frequently required by this sector are listed below:

- Angular
- C++
- Data warehouse
- EKAT certificate— high voltage work permit certificate
- Electrical technician
- Electronic voice recording technologies
- Image recording technologies
- Imaging technologies
- IBM data stage
- Light technologies
- ITL coding
- Communication skills
- Relationship management
- Crisis management
- Microsoft SSIS
- Customer management
- Network systems
- Office programs
- Oracle ODI
- Phyton
- Power Center
- Problem-solving skills
- Stage arts technologies

3.3.2.5. Professional knowledge requirements specific to the service sector

The most predominant knowledge requirement of the service sector appears to be human relations management skills and 360 degrees full competency of all processes of the sector.

- Agency systems and software
- Cooking
- Back kitchen
- Ability to work under pressure
- Maritime law
- Foreign trade
- Bread baking master
- Finance
- Food products manager
- Customs regulations
- Public relations
- Hygiene
- Grill master
- English
- Relationship management
- Decision making management
- Cashier
- Customer management
- Port systems and software
- Logistics regulations
- Transportation SRC document
- Netsis
- Sales technician
- Service personnel
- SOFT systems
- Ability to work under stress/stress management

3.3.3. Turkish/Language

Lack of the Turkish language or not having a sufficient command of the Turkish language constitutes an obstacle in providing employment to Syrians under temporary protection, from many aspects. Most employers believe that Syrians under temporary protection in Turkey do not know Turkish. In addition to the ability to understand and fluently speak Turkish, employers also place great emphasis on being able to read and write Turkish.

Obstacles associated with the lack of the Turkish language or not having a sufficient command of the Turkish language are addressed below:

3.3.3.1. Impacts on occupational safety and health

Particularly the employers of the manufacturing sector view the lack of a sufficient command of the Turkish language as a major risk for occupational safety and health. Pointing out that the use/operation of industrial machinery requires a high level of safety; employers convey that the lack of the Turkish language may give rise to life threatening occupational safety and health risks during the operation of such machinery, especially if employees are unable to read and understand safety instructions. '*He can't read what's written on the machinery, he can't read the instructions. He does not understand but he says that he does. What if something happens?*'

3.3.3.2. Impacts on work performance and efficiency

Many employers believe that an employee who does not know Turkish will not be able to achieve the desired level of performance. Even though employees are instructed about what needs to be done, in view of the changes that may occur in business processes from time to time, employees with little or no knowledge of Turkish will likely fail in ra-

pidly adapting to these changes and new circumstances. This gives rise to concerns that the efficiency level will fall, and the expected performance level will not be achieved. Furthermore, employers state that an employee with little or no command of the Turkish language will not be able to take initiative, which will in turn, prevent him from effectively performing his work.

3.3.3.3. Impacts on the working environment: Communication with other employees

All employers place great emphasis on their employees' communication among each other. It is believed that the communication established among employees based on a common language fosters an environment of trust and togetherness, in support of shared values and awareness. According to employers, this enables employees to work more productively, while enhancing their loyalty to the workplace. '*Ensuring compatibility among employees is particularly important. If not, there will be a performance loss of 70%.*' Interviewees assume that Syrians under temporary protection' total lack of the Turkish language or insufficient command of the Turkish language will prevent the formation of a positive working environment, wherein employees create a bond with fellow co workers and support each other at work. '*They can't speak Turkish. We will have problems if they speak in Arabic among themselves and if there is no proper communication.*'

3.3.3.4. Impacts on promotion to a higher position

In general, employers maintain that not having a sufficient command of the Turkish language is a disadvantage not only for the employer, but also for the relevant Syrian worker under temporary protection. Comments are made suggesting that the likelihood of success in being promoted to a higher position would be very slim for an employee who has little or no knowledge of the Turkish language, even if he is good at his job.

3.3.4. Cultural and Social Obstacles

Three types of cultural and social obstacles are observed. These are outlined below:

3.3.4.1. Unfamiliarity with the Turkish business culture

Employers who currently employ Syrians and employers who previously considered employing or previously employed but are not currently employing Syrians state that the Syrian business culture vastly differs from the Turkish business culture. The general belief is that the Syrian business culture has certain dynamics that are difficult—or even impossible—to be accepted in the Turkish culture.

Differences are most apparent in respecting working hours at the workplace, respecting meeting times, observing daily work hours, work performance and the monthly wage system. '*They don't care about the work. They do not respect the rules. They do not work in an orderly manner.*'

3.3.4.2. Respecting working hours

The first matter addressed by employers who currently employ Syrians under temporary protection and employers who previously considered employing or previously employed but are not currently employing Syrians under temporary protection is the Syrian workers' lateness to work without excuse. Disrespecting working hours presents an obstacle in terms of the integration/increased participation of Syrians under temporary protection into/in the Turkish labor market.

Disrespecting working hours applicable in Turkey appears to negatively impact employers from three different angles. First and foremost, disrespecting working hours prevents the employer from being able to achieve the desired level of efficiency and results in labor loss; secondly, it causes unfairness to other employees who are paid the same wage and who come to work on time; and lastly, it sets a bad example for other employees. '*I pay them the same amount of money; it is unfair to the Turks.*'

Many employers who provide employment for Syrians under temporary protection report that while some Syrian workers managed to obey corporate working hours in time, some failed to do so and therefore were fired. Employers who previously employed but are not currently employing Syrians under temporary protection refer to this matter as the most common reason for firing Syrian workers. It is observed that these experiences dissuade employers from considering providing employment for a Syrian in the future.

While some employers attribute failure to respect working hours to life style differences; others believe that it stems from being unaccustomed to working in a tight labor discipline in Syria. In some instances, it appears that the employers' views are impacted by non job related, anecdote based impressions. '*I know some of them, they live in the same apartment block with me. They are up all night. They don't sleep at night; they sleep during daytime.*'

The issue of disrespecting working hours is also a matter of concern and a major reason for not being open to the idea of employing a Syrian under temporary protection, for employers who never employed a Syrian before.

Employers who have long been employing—relatively large numbers of—Syrians under temporary protection report that Syrians become accustomed to the requirements of the Turkish labor market over time, and that those who do so respect working hours at the workplace.

3.3.4.3. Reluctance to work in shifts

A number of chambers of commerce representatives with knowledge and experience in the employment of Syrians under temporary protection state that Syrians in Turkey are generally reluctant to work in shifts. Instances are reported where, following a favorable hiring process, Syrians under temporary protection refuse to take up on a job offer when they learn that it requires working in shifts. For an employer, this creates the perception of "an employee who disrespects working hours" and dissuades the employer from the idea of providing employment for a Syrian worker.

3.3.5. Public Perspective

All employers agree that there is a notable level of reaction and prejudice among the Turkish community against Syrians. Many employers who do not employ Syrians under temporary protection admit having employees who are inclined to discrimination against others; and maintain the belief that if they were to employ Syrians under temporary protection, current employees would demonstrate negative and externalizing attitudes towards the Syrians. Concerns about the potential disruption of peace and harmony in the workplace in view of such possible attitudes of current Turkish workers, cause employers to refrain from the idea of employing Syrians under temporary protection. '*There may be acts of violence among workers.*'

Various reasons are cited as the causes of such a perception in the society. Above all, as mentioned earlier, the general perception among Turkish citizens is based on the belief that at a time when Turkey is experiencing an exceptionally high unemployment rate and major financial difficulties, Syrians under temporary protection are paid wages well over their needs and provided with a wide range of assistance including free housing and health care services. Turkish citizens with this perception believe that temporary protection beneficiaries are subjected to positive discrimination, whereby, they can benefit from investments, services, and assistance that the Turkish society is deprived of, which often results in the formation of negative attitudes towards Syrians. '*Turks view Syrians as competitors and feel that they are hard done by. So, they alienate Syrians.*'

Other factors that are influential in the development of this negative approach include impressions and perceptions implying that Turkey's crime rate increased in line with the increase in the Syrian population hosted by the country; and that Syrians do not observe the norms of communal life (dumping trash from their balconies, talking loudly at night time, etc.); display behaviors that disrupt peace in our communities (foul language, aggressive behavior, etc.); and pursue a life style that does not align with Turkish customs and traditions (early marriage, polygamy, etc.).

Because of the high concentration of the Syrian population in their region, several employers based in the eastern regions of Turkey are concerned that the Turkish identity of their employees might undergo change in the long term and report having heard rumors that [the general public] wants Syrians under temporary protection to leave Turkey as soon as possible. '*Even before the trial period was over, our employees started to question us: Why did you hire them?*'. Providing employment for workers with a low level of social acceptance is viewed as a major obstacle, especially by large-sized employers who never employed or attempted to employ Syrians under temporary protection in the past.

3.3.6. Accessibility of Employment

Employers who currently employ or consider employing Syrians under temporary protection maintain that finding or accessing Syrian workers is not difficult. Especially employers with workplaces based in the organized industrial zones in eastern provinces narrate that Syrians under temporary protection access them by directly coming to their door and filling out an application form.

Similarly, many employers who provide employment for Syrians under temporary protection state that once they hire a Syrian, that person brings several other candidates that he personally knows; allowing the employer to find additional workers through in-house

announcements: 'The process is led by the personnel we employ. They know each other, they invite each other. We have no difficulty.'

A few employers who considered employing Syrians report having contacted ILO and United Work and having received substantial assistance from the latter regarding the hiring process. In this context, interviewees find that accessing Syrian workers under temporary protection is not difficult.

Especially employers based in the western regions, who never employed or considered employing Syrians under temporary protection, state having no idea about how to access them, as they never attempted to do so. These employers also report that so far, they did not receive any job applications from Syrians under temporary protection. Stating that the job application channels of their company are open, most of these employers express that they would be willing to schedule a job interview with a Syrian applicant, if he fulfills the required criteria.

While most large sized employers based in İstanbul, Ankara, İzmir and Bursa report using procurement channels such as *Kariyer.net* and *Linkedin*, employers in Adana, Mersin, Kilis, Gaziantep and Şanlıurfa report that they generally hire from among candidates who apply based on the reference of one of their employees. In view of attractive incentives offered by İŞKUR, employers of all sectors state frequently using İŞKUR in their hiring processes. However, employers report that they usually find candidates identified by İŞKUR to be underqualified, which results in a low level of acceptance among candidates sent by İŞKUR.

The biggest obstacle in terms of employment is believed to be the Syrian candidate's unawareness about the job application channels available in Turkey, coupled with his total lack of the Turkish language or insufficient command of the Turkish language.

Although accessing Syrian candidates under temporary protection is not viewed as a significant obstacle; it is observed that a common platform where employers and Syrian labor force candidates may get together does not exist, or, if it does, the employers have no knowledge of it. When asked about how a Syrian candidate under temporary protection who has the required qualifications for an open job position may find and contact them, or how they may reach out to that candidate; the employers are unable to clearly name a channel. However, almost all employers know they would be able to find/contact candidates through İŞKUR. All interviewed employers express that they would be willing to consider Syrian candidates under temporary protection, who may be referred by İŞKUR upon their application to İŞKUR for procurement.

Most employers who provide employment for Syrians under temporary protection are found to be unaware about the "Employment Support Project for Syrians under Temporary Protection and Turkish Citizens" implemented by the Turkish Ministry of Family, Labor and Social Services in cooperation with İŞKUR since January 2019.

3.3.7. Social Security Institution (SSI) Related Issues in the Context of Syrians

A few employers engaged in the textile industry state that they disapprove of having to pay SSI premiums for Syrian workers under temporary protection. These employers find the SSI contribution paid for Syrian workers to be pointless, on the grounds that these people are in Turkey only for a temporary period, they will not be eligible for retirement in the Republic of Turkey, and they are already able to benefit from services of state hospi-

tals with their "Temporary Protection Beneficiary ID Card".

On the other hand, many employers who were interviewed believe that the SSI costs or SSI coverage of a Syrian worker under temporary protection does not pose an obstacle of any form, provided that the worker has work permit. These employers state that completing all SSI procedures and covering all relevant costs for a Syrian under temporary protection would not be any problem for them.

Almost all employers and especially those engaged in the manufacturing sector underline the importance of SSI coverage for their employees, which provides important assurances for both the employer and the employee, adding that they do not approve of informal employment.

Employers are unaware of welfare funds that cover the SSI costs of Syrian workers under temporary protection either partially or for a certain period. When asked about how utilizing funds of this type would affect their opinion on the matter, employers report that they may be more inclined to provide employment for Syrian candidates under temporary protection if such funds were available, on account of the financial—albeit partial or short term—advantages of doing so.

3.3.8. Financial Difficulties

All interviewed employers state that there are no financial obstacles in employing Syrians under temporary protection. All employers report following a general, corporate wage policy; whereby, the cost of an employee remains the same regardless of being a foreigner or a Turkish citizen.

On the other hand, the interviewed chamber of commerce and industry representatives mention that employing Syrians under temporary protection imposes a higher tax burden on the employer, adding that this may constitute an obstacle for the employment of Syrians under temporary protection.



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4

Results

4. Results

Before proceeding to recommendations that may be beneficial in supporting the integration of Syrians under temporary protection into the Turkish labor market; we will first convey the main findings obtained through literature review and field work. Increased integration of Syrians under temporary protection into the Turkish labor force is impeded by both tangible and intangible obstacles. These obstacles may be tackled by developing projects and programs in collaboration with relevant social partners.

The main findings of this study, which are addressed in detail in the previous sections of this report and which should be taken into consideration in the process of determining steps for the future, are outlined below:

A. General Considerations about Labor Market Integration:

i. Voluntary Return of Syrians under Temporary Protection

Global and local literature on the matter shows that, while there is little likelihood of an abatement in the intensity of the internal conflict in Syria in favor of an environment of peace and stability anytime soon, it would take Syria years to recover to its pre-war economic position even if the internal crisis were to end. Moreover, the number of Syrian babies born and Syrian children growing up in Turkey increases day by day, as more time passes over their displacement. In other words, there are now more temporary protection beneficiaries than ever, for whom Turkey is the only country they are culturally connected with. Therefore, the focal point of the evaluations to be made regarding the matter should be based on the low likelihood of a mass voluntary return of Syrians under temporary protection in Turkey, within the foreseeable future.

ii. The Importance of Labor Market Integration Given the Low Likelihood of a Mass Voluntary Return

The longer people are subjected to forced displacement, the more prominent their needs to be self sufficient, earn their own income and be integrated into the economy of the host country in the long term become. Their failure to reach these attainments results in a significant increase in the amount of burden on the host country's economic and social resources.

Moreover, several studies show that unemployment is among the primary determinants of crime involvement, underlining the importance of labor force integration for sustainable social cohesion.

All of these indications point out that strengthening the income-earning capacity of Syrians under temporary protection in Turkey through their integration into the Turkish labor force is vital not only from a humanitarian and economic point of view, but also in terms of the social cohesion process.

iii. The Importance of the Approach Towards Employment Support

Job positions in certain industries, which the local employers find the most difficult to fill with existing labor, have been determined during the field work conducted for this study and other studies on the Turkish labor market. Supporting these studies with more local-level, industry oriented studies based on detailed digital data will contribute positively to

increasing the speed and the efficiency of policies to be developed. Various job positions involving the manufacturing activities of the textile and footwear industries are suitable areas for deepening this study. Further studies may also be conducted in certain segments of the foreign trade, real estate and retail industries requiring a significant amount of communication with tourists or customers from Arabic speaking countries, where having a good command of the Arabic language presents an advantage. It will be beneficial to concert efforts towards the labor market integration of Syrians under temporary protection, by focusing on-the-job positions identified in the relevant studies. By doing so, it will be possible to increase employment among Syrians under temporary protection, without creating a greater negative impact on the native labor force that would lead to further deterioration of the existing situation. The steps taken to this end will also contribute to enhancing the capacity of the Turkish economy and supporting local employers, while preventing potential negative impacts on the native labor force.

iv. Focusing on the Needs of Employers

A review of the EU funded projects designed to foster the labor market integration of forcibly displaced persons reveals that implementing practices that respond to the needs of the employers facilitates the process, wherein, the most critical factors are the support provided and the readiness shown by the employers for the employment of these people.

As for the Turkish labor market, employers report that the most pressing need arises from the change in the nature of the labor force in Turkey. The labor need created by this change, which the employers find difficult to fill, appears to be heavily concentrated around certain technical jobs and blue collar jobs in various sectors. According to numerous labor market studies referenced in this report, a very large part of occupations, which Turkish employers expect to see the highest growth in employment, comprise blue collar jobs of this type. Moreover, the findings of the field work conducted for this study indicate that these job positions align with occupations, which the Syrians under temporary protection may quickly become adapted to, after receiving the required training. The inherent features of the Syrian labor force present an opportunity for both filling the vacancies pointed out by the employers of the Turkish labor market, and for the integration of Syrians under temporary protection into the local labor market.

As detailed in Section 3.2. (*Segments of the Turkish Labor Market where Syrians in Turkey May Build a Strong Presence, Possible Benefits and Opportunities*) and Section 3.3.2. (*Lack/Inadequacy of Professional Knowledge*), the field work conducted within the scope of this study produced several important findings as to the job positions with a labor need and the professional training requirements of these positions. Findings of the study also revealed the need for implementing social programs in conjunction with a series of monitoring and feedback mechanisms to report any business that fails to provide a humane and safe working environment for its employees, in accordance with the applicable legal standards. It is believed that this will play a key role in preventing informality and fostering labor market integration.

v. The Importance of the Employers' Inclusion in Social Programs

It is crucial to ensure the involvement of employer representatives in various stages of all social programs designed to support labor market integration, including developing the program concept, selecting the focal sectors and job positions, determining the contents

of training programs, providing training courses, and offering internship-apprenticeship and job placement opportunities. It is also pivotal that the employers' needs and the challenges they face with regards to the employment process are addressed correctly. Similarly, the employers' involvement in processes designed to offer mentorship to Syrian jobseekers, workers or entrepreneurs will also prove greatly beneficial.

vi. The Importance of Entrepreneurship in Supporting Employment of Syrians under Temporary Protection

According to the results of the surveys referenced in this study, 36% of all currently employed Syrians under temporary protection in Turkey are included in the labor force by virtue of entrepreneurs of the same group of people. This figure includes Syrians under temporary protection who work for a Syrian employer, who are self employed and who themselves are employers. It is observed that many of the businesses established by Syrians under temporary protection sell their products/services to a buyer profile that mainly comprises Syrian customers, or export their products/services to international customers, especially those in Arabic speaking countries. Within this frame of reference, supporting entrepreneurship among Syrians under temporary protection in Turkey may provide an effective pathway towards increasing labor market integration without excessively disturbing the local labor market dynamics.

vii. General Characteristics of the Syrian Population under Temporary Protection in Turkey

The average age of the population of Syrians under temporary protection in Turkey is younger compared to that of Turkey's native population, which partially accounts for their low level of professional experience and academic education. Most of them also have only limited knowledge of Turkish. They usually have experience in low skilled jobs that mainly involve manual labor or have no working experience at all. While approximately 50% of this population is experienced in low-skilled jobs in various groups of profession, the remaining 50% has no professional experience. Syrians under temporary protection's low level of professional education and experience is cited by many Turkish employers as one of their reasons for not being open to the idea of employing Syrian workers. On the other hand, although in relatively lower numbers, individuals with higher levels of education are also found among Syrians in Turkey. While high school graduates account for 14% of the Syrian population in Turkey, 7% of this population are university graduates. Given the young age and the relatively low level of education of the group of Syrians under temporary protection in Turkey, it is believed that on-the-job training programs or vocational training programs provided by İŞKUR or the Ministry of National Education will offer benefits.

B. General Barriers for Labor Force Integration:

i. Lack of Information on the Employment of Syrians under Temporary Protection and Lack of Contact with Employers

An important qualitative research finding obtained in this study shows that neither employers nor Syrians under temporary protection are sufficiently informed about the assistance, support and incentive projects designed to facilitate the Syrians' access to the Turkish labor market. This lack of information presents the first obstacle in their inclusion in such projects/programs. For instance, it was observed that the interviewees lacked awareness

of the 30 month long "Employment Support Project for Syrians under Temporary Protection and Turkish Citizens"¹⁸⁸ implemented by the Turkish Ministry of Family, Labor and Social Services in cooperation with İŞKUR and the World Bank in İstanbul, Gaziantep, Şanlıurfa and Adana since January 2019.

It was also observed that many employers never considered employing or attempted to employ Syrians under temporary protection due to various perceptions. The employers' interaction and contact with Syrians under temporary protection remains very limited and reduces the Syrians' likelihood of being considered for employment.

Findings obtained from desk research indicate that the Syrians also lack detailed information about the job search methods used in Turkey, and that they usually follow job opportunities by means of their acquaintances or their social circle. Opportunities for local employers and Syrian jobseekers in Turkey to make contact are limited. Based on the experiences of employers who provide employment for Syrians, Syrian jobseekers usually make their job applications by means of an acquaintance or by personally coming to the establishment and applying. This approach is particularly contradictory to the procurement methods utilized by large sized companies and employers based in the provinces of İstanbul, İzmir, Ankara and Bursa. It is understood that Syrians under temporary protection are not adequately informed about how they can be notified of suitable job vacancies in the Turkish labor market, or how they can apply for these job positions.

The general expectation among employers is to be able to access potential Syrian workers through İŞKUR and to be directed by İŞKUR as needed. However, the number of Syrians under temporary protection who are aware of the possibility to register to İŞKUR, and the number of employers who are aware that they can perform a nationality based search in İŞKUR's database, is limited.

ii. The Employers' Negative Perceptions about Obtaining Work Permit

Another finding of the study reveals that a considerable number of employers view the work permit obtaining process as a tedious task. This perception is common both among employers who have previous first hand experience about the work permit application process, and employers who never applied for one before. Believing that they will have great difficulty in undergoing bureaucratic processes, or, that any application they make will eventually be rejected, some employers refrain from the idea of providing employment for Syrians under temporary protection.

Employers are not informed about projects that are designed to support the process of obtaining work permits for Syrians under temporary protection, such as the project on "Improving Labor Market Integration of Syrian Refugees and Host Communities in Turkey"¹⁸⁹ implemented by ILO in cooperation with the Directorate General of International Workforce of the Turkish Ministry of Family, Labor and Social Services and the chambers of commerce and industry of the related provinces.

188 İŞKUR Website, Employment Support Project for Syrians under Temporary Protection and Turkish Citizens, <https://www.iskur.gov.tr/haberler/gecici-koruma-altindaki-suriyeliler-ve-turk-vatandaslari-icin-istihdam-destegi-projesi-acilis-toplantisi-ankara-da-yapildi/> (Accessed on: 14.01.2020)

189 See: https://www.ilo.org/ankara/projects/WCMS_702145/lang--tr/index.htm (Accessed on: 15.01.2020)

iii. The Language Barrier and Its Impacts on Working Performance

Information about the level of Turkish language proficiency among Syrians under temporary protection indicates that they have limited skills in understanding and speaking Turkish, while their ability to read and write is even more inadequate.

In this context, another significant barrier cited by employers is language competency. Employers place great emphasis on having a good command of the Turkish language. Concerns are raised about the potential problems that may be encountered at the work-place due to the language difference between the native population and the Syrians under temporary protection, including problems associated with the inability to understand business objectives, the inability to observe work safety rules and the inability to develop social relationships with other employees.

iv. Differences in Business Culture

Problems associated with adaptation to the Turkish business culture is another issue frequently mentioned by employers who previously provided employment for Syrians under temporary protection. Interviewees convey that the native employees and Syrian employees maintain different approaches with regards to respecting working hours, respecting appointment, and meeting times, and firmly following up the employer's identified targets and plans. These problems are a major source of dissatisfaction, especially for employers who previously employed or who currently employ Syrians under temporary protection.

v. Informal Employment

Data indicates that a large part of employment participant Syrians under temporary protection work informally. The prevalence of informal employment among Syrians under temporary protection negatively impacts the employers' attitudes and perceptions towards their integration into the Turkish labor market.

It is believed that the transition of irregularly or informally employed Syrians under temporary protection to formal employment will help overcome certain obstacles hindering the integration of Syrians into the Turkish labor market. Doing so will safeguard workers of Turkish nationality, while, at the same time, facilitating the elimination of the perception of discrimination by ensuring equality in the competition between Syrian under temporary protection workers and Turkish workers.

Informal employment of Syrians under temporary protection has numerous negative impacts, including reducing tax incomes, obstructing justice of taxation, hindering efficient allocation of resources, preventing accurate assessment of economic data, disturbing the social security system and in some instances, causing child labor. The reflections of informality and informality induced unfair competition in the Turkish labor market on employers and Turkish citizens are among the factors that negatively influence many employers' and Turkish workers' approach towards the integration of Syrians into the Turkish labor market. In this context, it will be beneficial to review certain applicable rules, such as the condition to be "excluded from registered employment" to receive social assistance.



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5

Recommendations and Next Steps

5. Recommendations and Next Steps

The success of labor market integration and livelihood projects depends on concerted efforts of business organizations and other social partners with high access and networking potential. As demonstrated by good practice examples implemented in the EU, the employers' general attitude towards and policies on the matter are key factors for the labor market integration of asylum seekers in each country. Thus, there is a special need for the business world to take initiative. A general outline of the initiatives that may be taken by the business world is provided below;

- Strengthening communication with various organizations and especially UN agencies, thoroughly exploring and assessing opportunities for collaboration to develop programs,
- Identifying social programs of priority and formulating suitable program partnerships.

On the other hand, there remains the need to determine the content of these social programs, based on further detailed studies built on the data provided in this report. These studies may include:

- Organizing informative activities targeting employer organizations;
 - ▶ In this context, it will be beneficial to specifically address the "false facts" about the Syrians, and the perceptual barriers that hinder their employment.
- Identifying the lines of work for which it is difficult to find workers in selected regions, identifying which positions may be filled with Syrian labor, conducting local needs analyses;
- Organizing pivotal training programs, financial support programs and mentorship activities at a local level, based on the results of the needs analyses;
- Organizing network development meetings between employers and Syrian entrepreneurs;
- Enhancing the systems used by employers to find workers and the sources available for Syrians to look for a job;
- Working on and submitting as public recommendation, regulations to facilitate employment processes;
 - ▶ With the aim of reducing informality, for instance, whether the condition of being "excluded from registered employment" is sought as a prerequisite for the provision of social assistance to Syrians or not, may be reviewed.

In this section, we will describe several steps that may prove beneficial in supporting the integration of Syrians under temporary protection into the Turkish labor market. These steps will be elaborated in the form of concepts categorized under various objectives. Each of these concepts may be addressed individually, or, practices involving a combination of several concepts may be implemented.

The findings of the study show that, it is of critical importance to ensure the inclusion and participation of employers as one of the primary stakeholders, in any project to be developed for supporting labor market integration. For each concept elaborated in this section of the study; understanding the needs of Turkish employers, ensuring the employers' involvement in developing the practical content of the concept, and cooperating with employer companies and institutions in implementing individual stages of the concept—such as provision of training—should be seen as priorities. Regardless of the details of each of the project models listed here, strong, and effective communication with employer representatives is an essential requirement. This requirement should be viewed as an individual source of added value.

It is observed that the main source of information for many Syrians under temporary protection is their social circle or acquaintances. Particular attention should be paid for ensuring the effective use of these sources of information, for notifying Syrians under temporary protection about the

recommendations given in this section. The communication framework of any labor market integration program should give priority to local-level access. It is important to target places heavily inhabited by Syrians on a neighborhood basis for direct communication; and to carry out local oriented projects in cooperation with municipal units, the related associations, and NGOs.

A. Determination of Competencies and Skills:

Syrians under temporary protection have limited knowledge about how to access employers, how to follow up job opportunities and how to apply for jobs. As a result of the lack of information in this sense, the number of applications received by employers remains low, and other means of communication and contact—to support the job application process—are rarely utilized. In addition to the low number of applications received by employers, the number of applications filed with İŞKUR is also negatively impacted by such lack of information.

In consideration of this fact, it will be beneficial to develop and implement a system similar to the *EU Skills Profile Tool* described in Section 2.6.4. "Examples of Practices to Support Labor Force Integration of Refugees in the European Union" of this study. There is a need to develop a professional database of Syrians under temporary protection who may potentially become integrated into the Turkish labor market, and to ensure that employers have access to this database. This will mitigate the negative impacts of the lack of information among Syrians under temporary protection in matters such as how to write a curriculum vitae or how to streamline the job application process. The availability of a competency and skills determination system will enable employers to reach out to and get to know jobseekers, much more conveniently. Information such as the level of Turkish reading-writing skills, professional education and experiences, and the areas of activity the applicant seeks employment in, may be entered to the database of this system. Additionally, this system may prove beneficial in increasing the likelihood of Syrian candidates being offered a job in a given industry, by informing them about what needs to be considered when conducting a job search and what kind of training is required.

Developing a module of this type requires cooperation among the stakeholders, especially in the following points;

- i. Ensuring that employers are informed about the system and integrate the system into their hiring processes,
- ii. Determining what sort of information should be provided in the candidate profiles to be created in the system,
- iii. Formulating development strategies to allow for collecting information with different levels of detail for different sectors from candidates.

All of the steps outlined above requires detailed communication with employers. It is important to organize workshops, advisory boards and working committees attended by employer representatives; and to set up mechanisms to ensure that the opinions of the private sector, civil society, academic circles and public employers are sought in all stages of the process.

When developing the competency and skills determination system, several topics need to be carefully addressed. First and foremost, it is vital to offer content both in Turkish and Arabic. The system should be capable of allowing for making searches and entering data in different languages. The system should serve for the purpose of informing employers seeking to hire, about the currently available programs—such as employment incentive schemes—and should offer an up-to-date data bank of frequently asked questions and answers that may be of interest to employers, especially those considering employing Syrians under temporary protection. Establishing relationships of cooperation with the local municipalities, the Provincial Directorates of Migration

Management, and the relevant NGOs to mainstream the use of this platform among Syrians under temporary protection, will be beneficial. Depending on the availability of funding sources, the scope of the system may be expanded to cover face-to-face career counseling and job placement services in certain regions or provinces. Provision of such services will function as a measure against informal employment and help reduce the prevalence of informality among Syrians under temporary protection.

Instead of developing a skills profile tool from scratch, establishing cooperation between employers' organizations and job placement institutions—such as İŞKUR—may be an option. Employers' organizations may contribute to developing communication mechanisms to mainstream the utilization of existing systems by the employers. Employers' organizations may also support the processes for further developing these systems to more efficiently fulfill the needs of employers engaged in different industries.

Moreover, an online platform of this type will provide a valuable source of data for public institutions and funders that work in the field of employment support. The reports to be generated through the system based on the general characteristics of jobseekers and candidates who were hired, and the general and specific competencies sought by employers, will serve as a useful source of information for all stakeholders, especially for policy makers and program developers.

The employers may be notified about the competency and skills database to be created, after the data for a certain number of Syrian candidates is registered in the system. Communication channels operated by employers' organizations, including web sites, monthly bulletins, e-mail announcements, etc. may be used for notifying the employers.

Mainstreaming the use of this database among the Syrians is also of great importance. The findings of our study indicate that the primary method of communication for Syrians under temporary protection is the word of mouth, through their social networks or acquaintances. Developing cooperation with municipal units, NGOs and associations which maintain direct contact with Syrians will be instrumental in this regard. For announcing the system, (i) a WhatsApp number or a call center may be used or (ii) information about the web site of the platform may be publicized. Keeping in mind that the main source of information for Syrians under temporary protection in Turkey is the word of mouth; local communication efforts, especially in the neighborhoods highly populated by Syrians (brochures, posters, outdoor advertisements in Arabic, etc.), will be particularly beneficial.

B. Vocational Training and Work Life Orientation:

Professional and technical training programs to be offered to Syrians under temporary protection, as well as the support mechanisms to improve their integration into the job search processes in Turkey are of critical significance. Like all the EU countries reviewed in this report, training programs of this type should be given prominence.

According to the findings obtained from this study, employers in Turkey are facing various challenges in filling job vacancies in certain blue collar positions on a long term basis. These production and manufacturing-oriented positions, such as machine operatorship in different industries, are listed in Section 3.2. and Section 3.3.2. In addition, services, wherein knowledge of the Arabic language is an advantage—such as call center services—are found to offer potential in this regard.

General training programs which are designed to improve the trainees' professional and technical competencies while equipping them with competencies and skills to become integrated into the work life will be effective, especially if developed based on a sound understanding of the emp-

loyers' needs. At this point, seeking the opinions of employers' organizations and considering the employers' priorities in the design phase of the related projects will bring an important added-value. The priorities of these projects should be determined to support enhancing the labor market integration of Syrians under temporary protection and eliminating the wide range of employment-related problems faced by the employers.

Establishing cooperation between public institutions such as the Ministry of National Education and İŞKUR and international organizations such as the UN, NGOs and funder organizations in the USA or the EU will facilitate accessing the target audience, while ensuring a fair distribution of burden among the related parties. The inclusion of employers' organizations in the existing and future training programs of these institutions will particularly aid in obtaining a better understanding of the employers' needs, during the preparation of the programs. As indicated by the findings of the study, in view of the efficiency of on-the-job training as a learning method, it is essential to collaborate with the employers in developing the contents of practical-based training programs and organizing the facilities wherein these programs will be provided. Cooperation between the related institutions is also pivotal in mainstreaming practical-based training programs implemented by the Ministry of National Education or İŞKUR among Syrians under temporary protection, as per the examples observed in several EU countries including Germany. Effective use of the communication network between employers' organizations and employers will assist in determining job vacancies, developing training contents in line with current needs and demands, improving quality in training and creating more job opportunities. "The Every Person Has Potential" project implemented in Germany, as well as the job placement or employment counseling modules implemented by ILO and UNDP in Turkey are good practice examples in this regard.

Findings of the study show that although a relatively high schooling rate has been achieved among Syrians under temporary protection of school age; the adult population may still need support in accessing labor market integration-related training programs. In this context, it may be convenient to develop programs or collaborations that specifically target people over the age of 18.

Practical-based training programs that combine in-class courses and applied courses in workplaces will act as a valuable socialization channel for beneficiaries. These programs will also enhance contact between the employers and native workers, and the Syrians under temporary protection.

Practical-based training programs should include a monitoring and assessment mechanism that allows for measuring the beneficiaries' progress, through channels of feedback from the employers to the trainers. Employers' organizations offer great potential for establishing a monitoring mechanism of this type and mainstreaming its use by the employers. Such a mechanism will enable employers' organizations to be able to timely respond to any unfavorable incident that may be encountered by the beneficiaries in connection with the internship or job placement process, while assisting employers' organizations in the development of mentorship or counseling programs.

Aside from professional training and technical skills, the issue of business culture incompatibilities is often mentioned by the employers. Several negative perceptions implying that Syrian workers do not respect working hours, that they are not accustomed to work for the achievement of a specific target and that they will most likely be unable to maintain good relationships with native workers or their managers were brought up during the in-depth interviews. In this context, it will be beneficial to incorporate contents on topics such as *The Turkish Business Culture, Communication, Teamwork and Time Management* into the contents of the training programs, similar to the integration courses provided by Germany.

One of the labor market integration issues most frequently cited by the employers who were interviewed for this study was the language barrier. Offering *occupational language courses* similar to the one described earlier as a success story from Sweden and others implemented in different countries including Germany may produce a fast and efficient solution. Provision of language courses of this type will especially prove beneficial for certain blue collar job positions as demonstrated by the fact that this method is implemented in other countries for relatively lower-skilled jobs. The contents of these courses may be determined through cooperation between professional language education providers and the employers.

Training programs should also cover topics on different aspects of the business life, for instance; *the job search methods used in Turkey, financial services (information about applicable taxes and regulations, opening a bank account, internet banking, using instruments such as credit cards, etc.), using information technologies, and fundamental principles of the Turkish Labor Law (employee rights, employer rights, etc.)*.

One of the disadvantages posed by the existing training programs pertains to timing. Therefore, the timing of the courses to be provided should be carefully planned. It is of critical importance that the courses are delivered in the evening after normal working hours or on weekend days, so as not to put working people in a position where they have to choose between professional development and their daily income. On the other hand, in cases where a full time course schedule is inevitable, the trainees may be offered financial assistance during the program schedule to encourage participation. Trainees may continue to receive financial assistance if they successfully complete each course in the program. This is viewed as the only realistic option, especially for language training courses. Other factors that may help increase the rate of participation include providing day care facilities to take care of the trainees' young children or babies while they attend courses, providing transportation services to the place of training or covering the trainees' transportation costs.

Keeping in mind that the employers' negative perceptions are among the most prominent barriers to labor market integration; monitoring the results of the training programs—e.g., those with a content similar to the one described above—and publicizing success stories among the stakeholders in the network of employers will certainly bring additional advantage. As in the "ambassador companies" campaign implemented in Denmark, success stories may be publicized by selected companies among a wider audience of employers.

C. Networking and Mentorship Activities:

Building professional networks and maintaining contact with people who are engaged in a given industry are practical arrangements that will facilitate the job search process, when the need arises. Similarly, having acquaintances who work in the industry is advantageous for resolving technical problems or human relations issues encountered at the workplace. Networking projects implemented in the EU and especially in the Scandinavian countries to bring together refugees and experienced industry professionals are built on this notion. Networks are beneficial for being notified of job opportunities, following up on professional training opportunities, and receiving support with respect to problems at the workplace.

Primarily, as outlined in the previous section, mentorship services may be offered to jobseekers or people who are placed in a job as the final leg of professional training and job placement programs. Programs implemented in the EU incorporate a number similar examples, including a version where mentors are elected by the program provider. The program provider may match selected experienced representatives of the targeted industry and jobseekers, to provide guidance for

the latter. Mentoring may also be offered as part of an orientation process designed to support the adaptation of people who are placed in a job, to the business environment in Turkey. In addition to guiding the beneficiary in terms of his professional and technical development, such mentoring will also provide support for topics including monitoring of the level of achievement of the employer's targets, following a time schedule at work, respecting working hours, and maintaining an appropriate attitude towards co workers. The objective of a mechanism of this type focuses on ensuring that people who are placed in a job are able to keep their jobs.

On the other hand, offering guidance to people who are yet to be placed in a job may also be considered. A project similar to the "Network Leads to Work" program implemented in Sweden may be developed in Turkey. Efforts to bring together Syrians under temporary protection who are seeking employment in a given industry and Turkish citizens who are currently employed in that industry to build a network of acquaintances that will facilitate the Syrians' job placement process may be supported. Steps may be taken to ensure that Syrians under temporary protection are informed in more detail about potential employers, whom they can contact to apply for a job. Assistance may be provided to answer general questions people may have with regards to the job search process.

Moreover, as in the "Integration through Qualification" program implemented in Germany; seminars, meetings or panels addressing the business and social culture in Turkey may be organized. These events may be organized in the form of relatively smaller meetings in different cities or in different neighborhoods of a given city; or, alternatively, in the form of large scale training seminars. In addition, initiatives to organize various activities with the aim of bringing together people who work in the same industry may be supported. Networking projects specifically targeting large-sized companies with Syrian employees may be designed to prevent social conflict and foster closer relationships between native employees and Syrian employees of the same workplace.

D. Employer Support Mechanisms:

Most employers are not informed about the incentive projects designed to facilitate the Syrians under temporary protection' access to the Turkish labor market. As a first step, ensuring that employers are notified about these projects may yield positive results in terms of employment. Communication channels operated by employers' organizations, including web sites, monthly bulletins, e-mail announcements, etc. may be used for this purpose.

Experiences gained through the examples in the EU show that incentives offered to the employers for employing refugees play a critical role in promoting the employment of refugees. The impact of programs, wherein a certain portion of the employers' employee costs are covered by funders for a defined period is addressed in Section 2.6.6. "The Employers' Role in Labor Market Integration in the Context of the European Union's Experiences" and several examples of projects of this nature are given in Section 2.6.4. "Examples of Practices to Support Labor Force Integration of Refugees in the European Union".

Similar incentive programs may be organized by employers' organizations, with the support of the funders. The crucial point here, is to ensure that these programs are designed in line with correct strategies. The experiences of the EU suggest that the financial incentives offered to employers are significant contributors of the programs implemented to support capacity building and foster the employment of refugees. The importance of financial incentives for the labor market integration of refugees is also highlighted in the "European Commission Report"¹⁹⁰ discussed earlier.

¹⁹⁰ **Publications Office Public of the European Union**, Public Employment Services (PES) initiatives around skills, competencies and qualifications of refugees and asylum seekers (English), 2017; <https://ec.europa.eu/social/BlobServlet?docId=18319&langId=en> (Accessed on: 12.01.2020)

For instance, within the framework of the programs implemented in Norway, employers are provided with wage subsidies and language training support for their refugee employees. Similar financial support mechanisms may be developed in Turkey for encouraging employers to provide employment for Syrians under temporary protection. However, as stated earlier, it is of utmost importance to correctly identify the regions, the cities, and the sectors to be covered. Employers' organizations may take part in the strategy development process in cooperation with different funders. Provided that these incentives are offered at a local level to employers engaged in specific sectors to specifically target predetermined job positions, progress may be possible without triggering indigenous unemployment. When developing projects for this purpose, it is important to determine the occupations and job positions, which the employers find difficult to fill with native workers, or, to address only the sectors where these job positions can be clearly identified. Findings of this study with respect to the needs in terms of professional training and job positions are given in Section 3.2. and Section 3.3.2. for guidance purposes. These findings may be further substantiated by future quantitative studies focusing on specific regions or sectors.

Incentives may be provided based on several criteria, as in the examples in the EU. Incentives of this type are usually offered on the basis of one of the following three criteria: Direct incentives offered for hiring; incentives offered for specific professional training programs provided by the employer; and incentives offered after hiring, on the condition that the personnel is employed for a predefined period of time.

Financial incentives of this nature will play a role in reducing informality. The transition of informally employed Syrians under temporary protection to formal employment will help overcome many obstacles hindering the integration of Syrians into the Turkish labor market. This transition will safeguard workers of Turkish nationality, while, at the same time, facilitating the elimination of the perception of discrimination by ensuring equality in the competition between Syrian under temporary protection workers and Turkish workers.

The scope of the support that may be offered to the employers is not limited to financial incentives. Services designed to increase the likelihood of employment of Syrians under temporary protection may be broadened and mainstreamed. According to the findings of this study, a common negative perception among the employers is that the work permit obtaining process is viewed as a tedious task that will most likely result in failure. Whereas the process for obtaining work permit, especially for temporary protection beneficiaries, has been significantly simplified because of the steps taken in the last few years. In this context, the employers' organizations may be valuable in broadly informing employers about the work permit obtaining process. This form of support may be designed to go beyond being merely informative and shaped into a more comprehensive consulting service offered to employer representatives. Working in collaboration with different funders, the employers' organizations may provide consulting services to guide local employers through the work permit application steps or to directly perform these steps for relatively larger employers. These efforts will also contribute to curbing informal employment.

E. Entrepreneurship Support Mechanisms:

As specified earlier, Syrian entrepreneurs under temporary protection in Turkey are the providers of employment for approximately one-thirds of all Syrians under temporary protection in Turkey, who are over the age of 15 and who are currently employed, including those who work for a Syrian employer and those who themselves are employers. Syrian employers prefer to hire Syrian workers on account of various factors such as familiarity with the business culture and language similarity. The findings of the study further indicate that the Syrian SMEs realize a large part of their sales in the domestic market to companies with Syrian owners or Syrian partners;

or in foreign markets through exports to Arabic speaking countries. Thus, supporting Syrian entrepreneurship in Turkey is an important pathway to supporting labor market integration without triggering a negative impact on local employers or indigenous labor.

This support may be provided through different means, one of which involves social initiative projects. Systems similar to the *Yalla Trappan* initiative in Sweden may be instrumental in supporting social entrepreneurship through cooperative enterprises jointly established by the native community and the Syrians. These systems will ensure the joint sharing of potential entrepreneurial risks and any unforeseeable workload that may be encountered from time to time. The social systems to be developed may cover many areas including selection of the members of the cooperative enterprise; determining what the cooperative will produce and sell through market analyses conducted in collaboration with local employers; providing financial support to member Syrians under temporary protection for a defined period until their business can stand on its own feet; sales consultancy and mentoring.

As an important added value, working in cooperation with local employers, the employers' organizations may lead the process of identifying which sectors will benefit from the entrepreneurship support opportunities to be offered. Syrian entrepreneurs under temporary protection may be directed towards specific areas of the supply chain, which fall short of fulfilling the local employers' demands, to support the value chains of local employers. Similarly, the employers' organizations may carry out networking activities to build supply chains between the local companies and Syrian entrepreneurs.

Other forms of assistance that may be offered to Syrians under temporary protection who wish to engage in business activities in Turkey are as follows;

- Sales-marketing and strategy consultancy: Including assessment of the business idea, guidance on feasibility, and individual business consultancy on matters such as pricing, distribution and company image.
- Legal counseling: Counseling on a wide range of areas including the bureaucratic procedures for establishing a company, obtaining work permit, sales and personnel contracts and details of business conduct.
- Financial consultancy: Consultancy on topics including costs associated with establishing a company, tax declarations, invoicing, and receipts. Comprehensive knowledge about importing-exporting and customs procedures for Syrian entrepreneurs should be offered.
- Social media and IT consultancy: Advice on the cost and the quality management processes for websites, e-commerce, social media account management and building an IT infrastructure.

Furthermore, mentorship systems to support Syrian under temporary protection entrepreneurs creating new ventures in the local business climate in Turkey, particularly with regards to supply chains and personnel hiring processes, will be critical. Within the scope of these networking mechanisms, local entrepreneurs or professionals who are successful in their own fields may be matched with Syrian entrepreneurs to support them. In addition, Syrian entrepreneurs planning to export their products/services to Arabic speaking countries may be offered grants for investments or setting up their company.

We sincerely hope that this study will be beneficial for all stakeholders of the Turkish labor market and contribute to preserving and further increasing the strength and productivity of Turkey's economy.

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6. Annexes

Annex 1: The Flow of the Semi-Structured In-Depth Interviews Conducted for the Labor Market Integration Project of TİSK:

THE FLOW OF THE SEMI-STRUCTURED IN-DEPTH INTERVIEW

1. INTRODUCTION and ACQUAINTANCE	5'
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In the introductory phase of the in-depth interviews, the interviewer will introduce himself/herself and explain the objective of the study

- » Company representatives attending the interview will first be briefly informed about the project and thanked for accepting the invitation to participate in the study.
- » Explaining that reporting will be made by combining all responses to be received and not on a personal basis; the interviewees will be assured that their identifications will not be disclosed
- » The reason for the voice recording will be explained
- » Acquaintance

2. WARM-UP and BUSINESS PROFILE	5'
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A flow of questions from general to specific will be followed. These questions will provide an overview of the structure and the capacity of the business.

2.1. First of all, would you please tell us a little about your company?

The following questions will be asked, if not already covered/recorded prior to the interview:

- 2.1.1. Year of establishment?
- 2.1.2. Place of establishment?
- 2.1.3. Owner/founder?
- 2.1.4. Number of employees?
- 2.1.5. Sector? / Field of activity?
- 2.1.6. Supplier profile?
- 2.1.7. Customer profile?
- 2.1.8. Engaged in imports-exports?

3. PERCEPTIONS TOWARDS SYRIANS and POTENTIAL DEVELOPMENT AREAS	30-40'
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The objective of this section is to address various elements of the perceptions towards Syrians, in detail. First, the position of Syrian refugees in the sector will be identified. Questions aiming to determine the 'Syrian employee profile' as perceived by the company representative will be asked.

At the same time, the challenges/barriers in terms of providing employment for Syrians will be addressed with the aim of identifying potential development areas (the required skills development, areas of improvement and recommended actions).

GENERAL APPROACHES TOWARDS THE INTEGRATION OF SYRIANS INTO THE LABOR FORCE:

- 3.1. **General approaches towards Syrian labor:** What is your general opinion about the integration of Syrians into the Turkish labor market?
 - 3.1.1. In your view, which segments of the labor market/which suitable job positions the Syrians have/may have a strong presence in?
 - 3.1.2. Why do you think they have/may have a strong presence in these segments/job positions?
 - 3.1.3. Are there any segments of the labor market, where you believe that Syrians are weaker?
 - 3.1.3.1. If yes: Which ones? Why?
- 3.2. **Potential sector-specific opportunities:** Do you think your sector offers any opportunities for Syrian refugees?

3.2.1. *If yes:* What are these opportunities?

3.2.1.1. *If no:* Why do you believe that there are no opportunities?

- 3.3. **Approaches towards the Syrian labor in one's own company:** What are your toughs about having Syrian employees in your company and providing job opportunities for them?
- 3.3.1. Could this produce any benefits for you as a company? Which benefits?
 - 3.3.2. Are there any potential risks/challenges? What are these?
 - 3.3.3. Are there any Syrian employees in your company?

If yes:

- 3.3.4. How many?
- 3.3.5. In which job positions?
- 3.3.6. Which types of employment arrangements are they subject to: trial period, temporary employment/daily work, etc.?
- 3.3.7. Does employing Syrians bring any advantages to your company?
- 3.3.8. *If yes:* What advantages? *If no:* Why do you think that there are no advantages?

If no:

- 3.3.9. Have you employed any Syrian workers before? *If yes:* Could you describe your experience in employing Syrian workers?
- 3.3.10. What is your reason for not employing Syrian workers presently?

OBSTACLES PREVENTING THE INCREASED PARTICIPATION OF SYRIANS IN THE TURKISH LABOR MARKET:

- 3.4. **SPONTANEOUS:** Obstacles/barriers preventing the integration of Syrian workers into the Turkish labor market: First, spontaneous responses will be obtained, without directing the interviewee: In your opinion, what are the obstacles/challenges preventing the further integration of Syrian workers into the Turkish labor market?

AIDED: Obstacles/barriers preventing the integration of Syrian workers into the Turkish labor market:

If no spontaneous responses are given, the topic will be explored with reminders on the following:

LEGAL OBSTACLES:

- 3.5. Do you think employing Syrians imposes legal obstacles on the employer? *If yes:* What obstacles?

Quota: If not mentioned

- 3.6. What do you think about the employment quota applicable for Syrian workers?

- 3.7. How would you find it if the employment quota was 1/5?

- 3.8. What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

SSI: If not mentioned:

- 3.9. What do you think about the SSI registration of Syrian workers?

- 3.10. What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

FINANCIAL:

- 3.11. Do you think employing Syrians brings financial challenges for the employer? *If yes:* What are these?

- 3.12.** What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

PROFESSIONAL KNOWLEDGE:

- 3.13.** Do you think employing Syrians has challenges in terms of professional knowledge?
- 3.13.1. *If yes:* What are these?
- 3.14.** Which technical and social skills are required for these occupations? (in terms of professional competency and hiring)
- 3.15.** Which language skills are required for these occupations?
- 3.16.** What is the minimum level of education required for these occupations?
- 3.17.** Having which types of education/certificates/skills would be advantageous for finding a job in your sector and being successful at that job?
- 3.18.** What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

CULTURAL/SOCIAL:

- 3.19.** Do you think employing Syrians presents cultural/social challenges?
- 3.19.1. *If yes:* What are these?
- 3.20.** What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

PROCUREMENT:

- 3.21.** In your opinion, are there any challenges for you in finding/accessing Syrian workers or for Syrians in finding/accessing/applying for the open job positions you have available?
- 3.21.1. *If yes:* What are these?
- 3.22.** What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

LANGUAGE:

- 3.23.** Do you think employing Syrians presents language-related challenges?
- 3.23.1. *If yes:* What are these?
- 3.24.** What do you think should be done/can be done about this matter? How may this be overcome? What type of opportunities are available/may become available? / What type of support would be required?

If the interviewee has no Syrian employees:

- 3.25.** Are you considering providing employment for Syrians in your company in the future? Why?
- 3.26.** *If no:* What would be required for you to consider employing Syrians in your company?

If the interviewee has Syrian employees:

- 3.27.** Would you consider increasing the number of Syrian employees in your company? Why?
- 3.27.1. *If no:* What would be required for you to consider employing more Syrians in your company?

4. CLOSING

- 4.1.** Those are my questions for today. Is there anything that you would like to add to our discussions?

Thank you for taking the time to participate in our study.

NOTES

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