

OPPORTUNITIES FOR SYRIAN YOUTH IN ISTANBUL

A Labor Market Assessment

Istanbul, Turkey

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Bahçeşehir University Center for Economic and Social Research (BETAM) served as a valuable partner to IYF in conducting and completing this study. BETAM, a research center headquartered within Bahçeşehir University in Istanbul, Turkey, was founded in 2008. BETAM conducts applied research on economic and social issues by evaluating the efficiency and success of current policies and producing policy recommendations, aiming to increase social and economic welfare. To learn more about BETAM's research, visit: <http://betam.bahcesehir.edu.tr/en/>

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LIST OF ABBREVIATIONS

AFAD	Disaster and Emergency Management
BETAM	Bahçeşehir University Center for Economic and Social Research
CAD	Computer-aided design
CTDC	Centre for Transnational Development and Collaboration
ETI	Ethical Trading Initiative
HH	Household
HLSF	Household Labor Force Survey
IBC	International Blue Crescent Relief and Development Foundation
ICDL	International Computer Development License
IGAM	The Research Center on Asylum and Migration
IHKIB	Istanbul Apparel Exporters' Association
ILO	International Labor Organization
INGEV	Human Development Foundation
IPA	Istanbul Labor Market Research Report
ITKIP	Istanbul Textile and Apparel Exporter Associations
IYF	International Youth Foundation
İKGV	Human Resource Development Foundation
İSO	Istanbul Chamber of Industry
İŞKUR	Turkish Labor Agency
İTKİB	Istanbul Textile and Apparel Exporters' Association
KOSGEB	Small and Medium Industry Development Organization
MBA	Master of Business Administration
MoLSS	Ministry of Labor and Social Security
MoNE	Turkish Ministry of National Education
NACE	European Classification of Economic Activities
NGO	Non-Governmental Organizations
PEC	Public Education Centers
PERYON	Turkey People Management Association
RA	The Refugees Association
SDD	Syrian Friendship Association
SGDD/ASAM	Association for Solidarity with Asylum Seekers and Migrants
SREP	The Syrian Refugee Employability Program
SuTP	Syrians under Temporary Protection
TAMEB	German-Turkish Partnership for Vocational Skills Development
TEC	Temporary Education Centers
TESEV	Turkish Economic and Social Studies Foundation
TGSD	Turkish Clothing Manufacturers Association
TİSK	Turkish Confederation of Employer Associations
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
TOGEMDER	Social Development Center Education and Social Solidarity Association
TÖMER	Turkish and Foreign Languages Research and Application Center of Ankara University
TR	Turkey
TurkStat	Turkish Statistical Institute
TÜRKONFED	Turkish Enterprise and Business Confederation
UNICEF	United Nations International Children's Emergency Fund

EXECUTIVE SUMMARY

The Syrian Refugee Employability Program (SREP), an inaugural program of **the International Youth Foundation (IYF)**, aims to enhance the knowledge and capacity of civil society and non-governmental organizations working in Turkey to implement best practices in employment programs targeting Syrian refugee youth. Specifically, this labor market assessment aims to provide awareness on the employment needs, challenges, and opportunities of young Syrian refugees in Istanbul.

This assessment is informed by desk research using data from various state institutions (the Turkish Statistical Institute, the Ministry of Labor and Social Security and the Turkish Labor Agency), from private institutions (Kariyer.net, Istanbul Chamber of Industry, etc.), and from extensive field research effort. Qualitative and quantitative data was collected among six subjects: stakeholders, young Syrians, businesses (including companies with Syrian ownership), employment agencies, municipalities, and institutions that provide training to young Syrians. One of the main contributions of this assessment is a detailed **face-to-face survey of 1,003 young Syrians**, which provides extensive data on the labor market outcomes of young Syrian refugees, such as working conditions, unemployment, discrimination, and plans.

In Istanbul, there are approximately **3 million Turkish citizens** and **140,000 young Syrians between the ages of 18 and 29**. Unfortunately, there is no data on the Labor Force Participation Rates of young Syrians, and the survey conducted here does not collect data on labor force participation. However, 1,003 young Syrians in this age group who are in the labor force (i.e. employed or unemployed) did participate in our survey to inform this assessment. Women constitute **18.6 percent** of the survey sample; this percentage is consistent with the female Labor Force Participation Rate in Syria in 2011, which stood at 13.1 percent. The survey data also revealed that the **unemployment rate stands at 48.2 percent among Syrian youth in Istanbul**, and it is higher among young women.

The working conditions of young Syrians in Istanbul is disheartening. An overwhelming 90 percent work as wage earners, and 88.5 percent work full-time - yet **only 4 percent of all the respondents have applied for a work permit and only 2.2 have obtained one**. One third of Syrians reported that they did not have access to formal employment opportunities. The in-depth interviews reveal that the young Syrians associate formal work with higher wages, health insurance, and job security among other benefits such as maternity leave. Based on our survey results, 26 percent of the young Syrians do not hold a Temporary Protection status, and Syrians who do not hold this state-granted status cannot benefit from free health care. A non-negligible share of young Syrians prefer to work under formal contracts. This finding is contrary to reports by stakeholders and businesses, who claim that young Syrians prefer to be informally employed given that they already have access to free health care and they do not care about retirement.

Young Syrians work for lower wages and for longer hours. The **average wage of a young Syrian in Istanbul is 1,492 TL** as opposed to 1,883 TL, the average wage of a young Turkish citizen during the same period. Syrian women earn less than Syrian men do. Although having a degree usually implies higher wages, whether it is a junior high school degree or a university degree, for Syrians it does not affect wages significantly. This finding is exacerbated by the fact that Syrians are finding it difficult to obtain degree equivalences and therefore prove their educational credentials. Syrians who report that they can speak Turkish well earn more. Among young Syrians, **87.7 percent work longer**

than 48 hours a week. Almost three quarters of them have a tenure of one year or less. The interviews with the stakeholders and the young Syrians reveal other problems, such as not being paid on time or in full.

The labor distribution of the employed young Syrians demonstrates that the **top three sectors of employment of young Syrian men are employed in wholesale and retail trades (22.4 percent), textile and apparel (17.7 percent), and accommodation and food services (17.1 percent).** Young Syrian women are mostly employed in education (40.6 percent). The education levels are relatively low in the accommodation and food services industries, and in the textile sector. More than half of the workers employed in these sectors have at most a junior high school degree. The wholesale and retail trade sector has relatively more educated workers. The share of workers with a university degree is 25 percent in this sector. Furthermore, most of the women in the education field are well educated, i.e. more than 70 percent have at least a university degree.

The occupational distribution is in line with the sectoral one. Twenty-one percent of young Syrians are working as salespeople. This share is very similar to the share among Turkish youth. Again, the gender divide is evident here. Sales jobs are more common among young men and teaching jobs are more common among women. Young men are likely to work as tailors (9.3 percent) or as workers in a restaurant (7.1 percent) as well as unskilled workers (7.8 percent). A non-negligible 5.5 percent of them are employed as workers at a textile company or factory. Young women are likely to work as hairdressers (10 percent) and as workers at a textile company or factory (7.2 percent).

An overwhelming share of young Syrians work in micro firms. There is evidence of a network effect as well, whereby almost half of the young Syrians work at companies where there are two to five Syrian workers, including themselves.

One in five young unemployed Syrians said that they would take up a job even if it paid less than 1,000 TL a month. Nevertheless, approximately 45 percent of the young Syrians ask for a wage that is higher than the minimum wage, 1,400 TL. **Most of the employed Syrians search for a job by asking relatives and/or Syrian friends.** Twenty-point six percent of employed young Syrians report searching for jobs by visiting employers. Both the survey data and some stakeholder interviews indicate that **İŞKUR is not playing an effective role as an employment agency.**

The survey data demonstrates that almost **one third of all participants say that their Turkish skills are insufficient** when searching for a job. Furthermore, one in five unemployed Syrians say that they cannot provide the necessary documents such as diplomas. **One in five unemployed Syrians say that their relevant skills are not recognized.**

Eighty point three percent of the Syrian youth in İstanbul state that they have faced labor market discrimination. The young Syrians say that they are less likely to receive job offers, work for lower wages and longer hours, have no overtime pay, and even have shorter break periods. Maltreatment is also frequently mentioned. One in four young Syrians in the labor market state that their bosses and/or managers have mistreated them because they were Syrians. Almost one in five young Syrians report being mistreated by coworkers.

The data on the young Syrians represents the supply side of the labor market. Equally important is the labor demand side. İŞKUR data shows that machine operators, sewing, sales representative, and textile handler are among the top occupations with the greatest number of vacancies and among the occupations where vacancies are hard to fill. In

these occupations, the skills most commonly requested by firms are sufficient knowledge of vocational and/or technical skills and experience. The vacancy data released by İŞKUR and by Kariyer.net surprisingly point in the same direction. **The textile sector has the highest number of new vacancies, and salespeople are urgently needed in various sectors.**

United Work, a small employment agency that aims to find formal employment opportunities for Syrians, reports that the formal employment opportunities are in jobs where speaking Arabic is an asset, predominantly in the service sector, e.g. translators in hospitals, call centers that serve the Middle East, etc.

The regulatory environment hinders formal job creation for Syrians. **Their work permit has to be sponsored by a company, and the company is subject to a 10 percent quota or cap on the number of Syrians it can employ.** The Syrian for whom the company applies needs to hold a foreigner ID card, and has to have lived in the province of employment for the past six months. Moreover, **the work permit costs 600 TL per year per Syrian worker¹**, and must be renewed annually. Syrian-owned businesses are also subject to the same ten percent quota. Alternatively, the Turkuaz Kart is a residency and work permit combined which does not require a company's sponsorship. Any foreigner who can prove that they have high levels of skill and/or they are "high grade investors" can directly apply.

Interviews with stakeholders and the young Syrians indicate that awareness of these regulations are low among the young Syrians in Istanbul. Thirteen point eight percent of the young Syrians say that they do not understand the application process to apply for temporary protections status. Twenty-one point eight percent of the young Syrians say that they do not have a work permit because they are not aware of its existence. Another 15.8 percent state that they do not know how to apply for it. **Ninety-eight percent of the survey participants have not heard of the Turkuaz Kart.**

Companies face various barriers to employing Syrians, particularly if they want to hire them formally. Smaller companies and firms in particular are finding it burdensome to handle the paperwork. The companies sometimes report using intermediaries to speed up the application process. Citing high turnover rates, the firms are reluctant to cover annual fees. **The ten percent quota is also unreasonable for firms with Syrian ownership.**

Syrian employability rates are also hindered by the difficulty around official recognition of skills, educational backgrounds, and occupational qualifications. Stakeholders claim that the official channels to confirm applicant skills and educational backgrounds are blocked due to the failure of the state institutions in Syria and due to the state of the relations between Turkey and Syria. The lack of basic documents such as certificates of residence or criminal records is also cited as an obstacle for hiring.

Language is cited as a critical barrier to employment in general. Among the survey participants, 13.5 percent attended various programs in Turkey. Forty-eight point one percent of these courses are Turkish courses. Only 39.2 percent of all who participated think that it was useful in finding a job. Such a low rate may be explained by the common complaints about content and structure regarding these courses.

¹ As of January 1, 2018, the Ministry of Labor and Social Security has reduced the cost of the annual work permit per Syrian employee to 300.90 TL. This cost is the total amount per permit, including all associated fees. <https://www.csgeb.gov.tr/uigm/duyurular/2018-harc-miktarlari/>.

Thirteen point five percent of survey participants say that they have participated in vocational training programs in Turkey. Out of the 86.5 percent of young Syrians who did not participate in any training programs, the main reason was scheduling conflicts.

There are various educational programs developed and administered for Syrians by civil society organizations and municipalities. Language courses constitute the bulk of the educational activities. Vocational training programs are provided mainly by İŞKUR, the metropolitan municipalities, district municipalities, and NGOs. There are joint programs in which two or more stakeholders collaborate. However, the efforts are usually inconsistent and uncoordinated. Furthermore, the lack of a reliable database negatively affects the management effectiveness of these programs.

There are different types of training programs provided by İŞKUR. The more relevant ones for the young Syrians are: **(1) on-the-job training programs** targeted to registered unemployed workers; **(2) vocational training programs** which are generally tailored towards unskilled workers with the goal of increasing their employability by equipping them with new skills; and **(3) entrepreneurship training programs** designed to help future entrepreneurs in building successful businesses. İŞKUR's 2017 plan indicates that it aims to provide training for 50,000 workers via on-the-job training programs and 10,000 workers via the entrepreneurship programs. The plan also proposes providing vocational training programs to 11,515 workers.

The on-the-job training program is by far the most common type of program. Firms can organize an on-the-job training by choosing the participants on their own. If they cannot find any participants, İŞKUR can select candidates according to the required conditions and refer them to the company. İŞKUR pays for the daily expenses as well as some of the taxes of the workers who are participating. Furthermore, the firm can benefit from tax subsidies if it employs workers through these programs.

Other training providers are much smaller in scale, and they usually collaborate with other institutions. A typical vocational training program geared towards Syrians has four partners. For example: **(1)** İŞKUR pays the wages of the instructors, the daily allowance paid to participant and other costs such as insurance premiums; **(2)** the Public Education Centers (Halk Eğitim Merkezleri) determine the course content and provide the course documents; **(3)** the civil society institutions recruit Syrians willing to participate in the vocational training programs; and lastly **(4)** local municipalities provide space, and work closely with the civil society organizations.

Policy Recommendations and Concluding Remarks

The policy recommendations are as follows:

1. The top priority for labor market integration should be teaching Turkish. Only then can vocational training programs be efficiently implemented.
2. Training courses and programs should be offered outside of typical work hours, in order to reduce schedule conflicts.
3. The inclusion of soft skills in training programs is crucial, particularly in the service sector.
4. Vocational requirements for the textile and apparel sectors are well defined and there is an abundance of vacancies. Workers who know how to operate various textile and apparel machines are in short supply. Providing training programs on how to use these machines will help young Syrians find employment.
5. A multi-dimensional policy design is needed to fight labor informality.
 - a. The waiting period to obtain a work permit takes too long, particularly given short production horizons in the apparel and textile sector.
 - b. The ten-percent quota has adverse effects as it contradicts market realities.
 - c. A 6-month residency condition also has adverse effects.
 - d. The annual fee of 600 TL is too high. (*Editor's note: as of January 1, 2018, the Ministry of Labor and Social Security reduced the cost of the annual fee to 300.90 TL.*)
6. İŞKUR should tailor its programs to include more Syrians.
 - a. Hire Arabic-speaking staff.
 - b. Provide Arabic as another language option in its online system.

1. BACKGROUND

The International Youth Foundation (IYF) is piloting an innovative capacity-building program to enhance civil society and other non-government organizations working in Turkey to implement best practices in employment programs targeting Syrian refugee youth in Turkey. Through the Syrian Refugee Employability Program (SREP), IYF has conducted this assessment, which provides insight on the current socio-economic, and livelihood conditions of young Syrian refugees as specifically related to their employment needs, challenges, and opportunities. Through this assessment, IYF aims to identify the barriers to Syrians' formal integration into the labor market and to provide recommendations for organizations and other relevant stakeholders to overcome these challenges.

Subsequently, and utilizing critical findings of this assessment, IYF will work with three local organizations, who are working with Syrian refugees, to build their capacity in implementing holistic employment and job placement programs, including trainings in life skills, career guidance, mentorship support, and job placement (i.e. jobs, apprenticeships or internships). The trainings and workshops will be tailored to IYF's global Employability Standards of Excellence, and will solicit feedback from participants on the adaptability of these best practice employment models to the refugee context. Informed by such feedback as well as from field assessments, IYF will adapt the capacity building workshops to the Syrian refugee situation in Turkey, and package it in an **Employability Capacity Strengthening Toolkit ("Toolkit")**. This toolkit will be made available to all organizations who want to improve their capacity in the area of employment programming targeting young Syrian refugees.

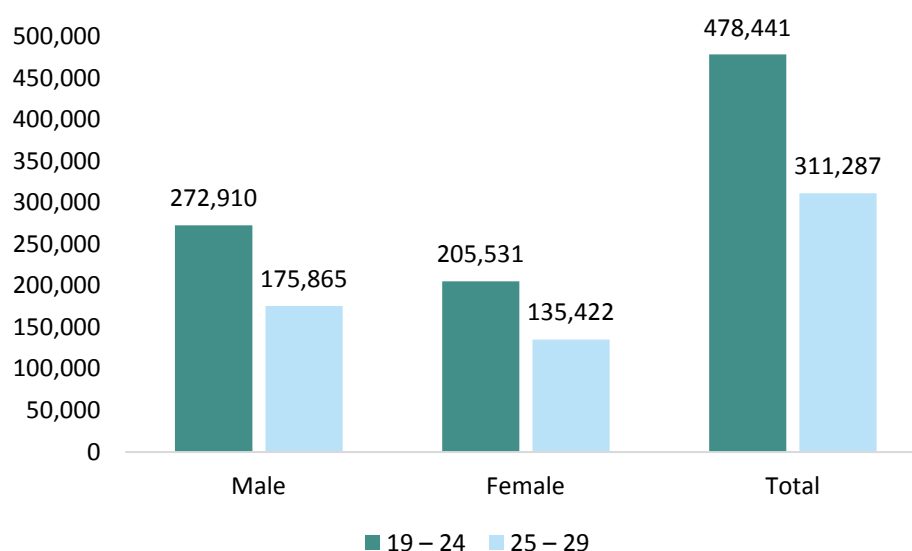
2. INTRODUCTION

Turkey hosts more than 3 million Syrian refugees, amounting to approximately 4 percent of its entire population. About 800,000 of these refugees are currently living in Istanbul, Turkey's largest city. A quarter of these young Syrians in Istanbul are between the ages of 18-29, equating to a population of roughly 140,000.

Since the start of the Syrian Civil War, millions of Syrians have fled to neighboring countries. More than 3 million Syrians found refuge in Turkey, where “under temporary protection” (SuTP), they have settled across Turkish cities based on various needs and circumstances. In Kilis, a province on the Syrian border, the refugee number exceeds the number of the local population, while in the Black Sea provinces the number is almost undetectable. In Istanbul, which constitutes the targeted area of this labor market assessment, the official estimation of the Syrian population is close to 800,000, or roughly 5.3 percent of the city's entire population.

Due to circumstances of war, the displacement of Syrians occurred in repetitive waves. Critical demographic information in regards to education level, skills, and labor market status in Syria was not collected by authorities during influxes. Essentially, the Turkish government anticipated that the war in Syria would not last long and the Syrians would return to their home country. As will be discussed in detail in this labor market assessment, the lack of information on the basic characteristics of Syrian migrants coupled with the lack of organization and planning caused a number of difficulties for the Syrians regarding their livelihoods and an efficient integration into the Turkish labor market.

FIGURE 1: YOUNG SYRIAN REFUGEES WHO HOLD TEMPORARY PROTECTION STATUS IN TURKEY



Source: The Directorate General of Migration Management

According to data released by the Directorate General of Migration Management (DGMM), 3,251,997 Syrians hold temporary protection status in Turkey as of October 19, 2017.² Young Syrians between the ages of 19 and 29 make up approximately 24 percent of all the Syrians currently under temporary protection status (SuTP).³ The same data source indicates that there are 522,406 SuTP living in Istanbul where they constitute 3.5 percent of the population. Under the assumption that the age distribution of the SuTP is constant across provinces, we estimate the number of SuTP between the ages of 18 and 29 to be 139,800 in Istanbul.⁴

In the same age group, there are approximately 3 million Turkish citizens in Istanbul. The unemployment rate among Turkish citizens in this age group stands at 18.8 percent, and the informality rate at 16 percent. In short, the labor market conditions are already unfavorable. Given that young Syrians face further obstacles; their labor market prospects are bleak.

Adding to the challenge, data collection efforts regarding the Syrians in Turkey are sparse and uncoordinated. However, efforts to facilitate the integration of young Syrians into the labor market needs to be well informed. Therefore, this labor market assessment is informed by an extensive data collection effort. Both qualitative and quantitative data were collected with a special focus on labor market outcomes (e.g. working conditions, wages, hours of work, work permits, informality of the labor, and unemployment statistics) of the young Syrians between the ages of 18 and 29 who are currently residing in Istanbul. The assessment was further supported by desk research where data from other sources such as TurkStat, Kariyer.net, and other official reports were used.

Surveys on the Syrians in Turkey

Balcilar (2016) has a large survey of 5,760 participants, however, the data represents all Syrians in Turkey between the ages of 18 and 69, and hence is not particularly representative of the youth nor does it focus on jobs in the informal vs. formal sector.

Erol et al. (2017) conducted a survey among textile workers in Istanbul, both Syrian and Turkish. A total of 604 workers participated, and most of the Syrians who participated were between the ages of 18 and 25. Nevertheless, their sample only consists of workers who are employed in the textile sector, and hence their report does not shed light on young Syrians employed in other sectors.

Hayata Destek (2016) is another field study that focuses on the Syrians in Istanbul, and contains survey instruments. The sample size was 124 households and 744 individuals. The main goal of the study was to investigate the current living conditions to reveal vulnerabilities. The information on labor market integration is very limited.

INGEV (2016) conducted 378 interviews with young Syrian refugees, and in this regard, is closest to the report here. Yet, their definition of youth is 12 to 24, and hence child labor is a major component of the study. Furthermore, the focus is on compulsory education and child labor markets.

² http://www.goc.gov.tr/icerik3/gecici-koruma_363_378_4713 accessed on November 9, 2017.

³ Note that the age group of interest here is 18 to 29 year-olds. However, some data sources do not provide information at this divide. We try to correct for this one-year difference wherever we can.

⁴ Out of the 3,285,533 SuTP, 24.3 percent (799,311) are between the ages of 19-29. Given that there are 522,406, SuTP in Istanbul, 24, 3 percent would be 127,092. If the age distribution were uniform, one would inflate this number by 10 percent to include the 18 year-olds, and hence find 139,800.

Data Collection

The data collection effort was multi-pronged, including: (1) interviews with stakeholders to gather information on labor market conditions and (2) face-to-face surveys with approximately 1,000 young Syrians. Separately, in-depth interviews with young Syrians were completed to shed further light on the issues that the survey may have missed, or to investigate further various issues that came up in the survey, these include: (3) businesses that operate in the textile, apparel and service sectors to gain insight into the labor demand side. (4) Employment agencies that work exclusively with Syrians; and (5) three municipalities and five firms that offer various programs targeting Syrians.

This is not the first labor market assessment of Syrian refugees in Turkey. Nevertheless, it is unique in the sense that it contains a sufficiently large survey that provides useful information on what is currently lacking from other reports. Government data is not openly accessible. It is unclear whether there are government institutions that collect micro level data on the Syrians, except for the residency status and the work permits. Given that data collection is expensive and that there are no rosters of Syrians to sample from, most of the data collected is qualitative. The few quantitative data sets that are available reflect all the Syrians currently residing in Turkey, and hence provide limited information regarding the Syrian youth in Istanbul.

As far as we are aware, this is the only study that focuses on the labor market outcomes of the 18 to 29-year old Syrian youth in Istanbul.


Report Structure

This labor market assessment starts with a general overview of the labor market in Turkey and then in Istanbul in particular. Separate statistics for the total adult population and the youth, as defined by individuals between the ages of 18 to 29, are provided. The data representing Turkish citizens is taken from the Household Labor Force Survey, conducted by TurkStat. The data on the Syrians under Temporary Protection are provided by the Directorate General of Migration Management, and the data on the young Syrians in Istanbul comes from the survey instruments. In this part of the assessment, the focus is on employment and labor market relevant characteristics, i.e. education and language skills. Furthermore, the gender dimension is discussed as a crucial factor of the labor market.

The main contribution of the survey is to provide data on the labor market conditions of the young Syrians in Istanbul. Hence, a focus on employed youth and details on their working conditions that they face in terms of employment status, informality, hours of work, wages, sector and occupation of employment, etc. There is also a separate section on the unemployed and job search mechanisms of the young Syrians. Another important and underexplored problem revealed in the labor market survey is of segregation and discrimination.

The other side of the labor market, i.e. the labor demand, is analyzed via different data sources. Data from different employment agencies are used for the study of vacancies and the recruitment processes. This section also builds on the information provided by businesses in the in-depth interviews.

Barriers to formal employment in particular, and to employment in general are discussed in detail. Clearly, the regulatory environment that defines and governs the “temporary protection” status is important. Therefore, the regulations concerning the employment of the Syrians are summarized. This part of the analysis also touches upon

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the awareness, or lack thereof, of the regulations. It is important to note that the labor market in Turkey has a high informal sector; the reasons leading to these high informality rates are also discussed.

The survey data reveals that relatively few young Syrians have benefited from vocational training opportunities, but have taken advantage of Turkish language course offerings. Training experiences of the young Syrians are examined. Moreover, data from municipalities and other institutions that provide training are analyzed.

This assessment also includes a focus on the employment and training participation decisions of the young Syrians. Econometric analyses are conducted to analyze these outcomes further and to identify the correlations.

The report concludes with the plans of the Syrian youth and the policy recommendations that the assessment yields.

3. RESEARCH DESIGN

Data was collected from various stakeholders, young Syrians themselves, businesses that operate in the textile/apparel and service sectors, and training providers. A survey was conducted with 1,003 young Syrians in the labor market. This labor market assessment is informed by desk research as well as an extensive data collection effort detailed below. Both qualitative and quantitative data was collected in tandem to paint a thorough picture of the labor market conditions of the young Syrians. The challenges of the fieldwork are summarized in Appendix A.

Desk Research

Desk research focused on the analysis of available data released by public institutions such as the Directorate General of Migration Management or Göç İdaresi Genel Müdürlüğü within the Ministry of Interior, the Turkish Statistical Institute (TurkStat, TÜİK), the Ministry of Labor and Social Security (MoLSS), and the Turkish Labor Agency (İŞKUR). The data from public institutions was complemented by data from private institutions, such as Kariyer.net, an online job search site, and the Istanbul Chamber of Industry or İstanbul Sanayi Odası (İSO). The desk research also included the study of reports from various institutions, civil society and non-governmental organizations, and universities. The list is provided under References in this report.

In-depth Interviews with Stakeholders

Qualitative data was collected from stakeholders to gather relevant information from the institutions that are active in the field. Sixteen in-depth interviews were conducted with various government institutions, international and national NGOs, and employment agencies to collect information regarding the labor market transitions and the labor market status of the young Syrians in Istanbul, with a special focus on identifying sectors/subsectors where firms are more inclined to hire Syrians. Detailed information on the list of institutions that were interviewed is provided in Appendix A.

Survey Instrument

A survey instrument, in the form of a questionnaire was developed and implemented among the young Syrians living in Istanbul to gather detailed information on their labor market statuses. The questionnaire was administered in-person to 1,003 young Syrians between the ages of 18 and 29. The main goal was to analyze the labor market conditions the young Syrians were facing; therefore, the sample was restricted to active individuals who were in the labor market, i.e. employed and unemployed. In other words, inactive Syrians are outside the scope of the survey.

The Questionnaire

The backbone of the questionnaire administered in the survey is based on the Household Labor Force Survey (HLFS), which TurkStat conducts.⁵ The questionnaire is more expansive compared to the HLFS in the sense that it includes questions specific to young Syrians refugees. The main modules of the questionnaire can be summarized as follows: human capital (education, language skills, vocational training), work and residence permits, labor market

⁵ The HLFS in Turkey is conducted with the coordination of EuroStat, and hence produces data that is directly comparable to the similar HLFS in the EU countries.

status, employment (wages, hours, tenure, commute, etc.), previous job experience, unemployment (job search, duration, and reservation wage⁶), and ideal working conditions.

Fieldwork

The survey was prepared in Turkish, and was translated into Arabic. A test of the questionnaire was conducted to clarify any questions or inconsistencies. Before the test, a training session was held with the interviewers and the supervisors to familiarize them with the questionnaire, and to communicate thoroughly what was being asked in each question. The test was completed with 40 young Syrians refugees, and the data from the test was analyzed to smooth out the problems that arose.

The survey was administered by field teams comprising 3 to 5 interviewers and a bilingual (Arabic and Turkish speaking) supervisor accompanying each group of interviewers. Three supervisors and 15 interviewers conducted fieldwork. Most interviewers were young Syrians themselves. The supervisor provided respondents with information about the survey matter, as well as communicated with local community members to explain the project when necessary. Daily fieldwork was followed by reviewing collected data after each day - cases of inconsistency or ambiguity, if any, were clarified through callbacks that same evening. Repeat visits were made to complete any partly administered or otherwise incomplete interviews whenever needed. This control routine conducted daily enabled prompt identification of problems and due warning of the concerned interviewer. An intermediary briefing session was held during the fielding period for assessment to inform the interviewers. Daily inspection of fieldwork and presence of supervisors at all times limited the total number of canceled interviews to just five. In addition to supervisors, field coordinators regularly monitored progress of work at site.

Sampling

Since the exact population of Syrian refugees in Istanbul is not known, and since there are no rosters of name/address records to sample from, it was not possible to select a random sample. A random sample is the prerequisite of any sound statistical analysis. Nevertheless, in cases where it is not possible to sample randomly, convenience sampling is the only option left. Hence, the sampling strategy was based on convenience sampling. Convenience sampling may cause biases due to sample selection, as some groups may be relatively more likely to enter the sample. On that note, one potential bias in this case concerns the labor market status of the survey participants. Employed individuals are less likely to be interviewed owing to their conflicts in scheduling and availability. Therefore, a convenience sample is more likely to contain unemployed individuals than employed ones. However, we would expect these biases to diminish as the sample size grows. A sample size of one thousand individuals is not small, particularly given that we estimate the population of young Syrians between the ages of 18 to 29 in Istanbul to be 140,000 as detailed below.

The survey was conducted in 20 districts in Istanbul; however, most interviews were conducted in Esenyurt, Bağcılar, Sultangazi, and Avcılar. The number of completed surveys is provided in Appendix B.

In-depth Interviews with Young Syrians

Thirty-two in-depth interviews were conducted following the survey to investigate the preliminary survey results further and to deepen the analysis. The in-depth interviews were conducted with both men and women, employed

⁶ The reservation wage of an individual is the lowest wage offer that individual would be willing to accept.

and unemployed, with the goals of identifying issues that the survey may have missed, and shedding light on some issues that may be underexplored in the survey. When quoting the interviewees, only a small amount of information containing age, gender and labor market status (e.g. 23, female, unemployed) is used to ensure anonymity of the interviewees.

In-depth Interviews with Businesses

The findings of the stakeholder interviews, the desk research, and the data from the young Syrians themselves point to two sectors/occupations with strong labor demand where young Syrians may find it easier to integrate into the labor market, namely textile and apparel, and services. Twenty-two companies and three business associations were interviewed in these sectors. Special attention was paid to include companies that employ Syrians and companies with Syrian ownership, particularly in the service sector.⁷

Nine companies and two business associations were interviewed in the textile sector, three had Syrian employees, and two had Syrian ownership. The business associations were included bearing in mind that they have access to more companies and thus could provide more extensive and representative information concerning the textile and the apparel subsectors. The business associations are Turkish Clothing Manufacturers Association (TGSD) and Istanbul Textile and Apparel Exporters' Association (İTKİB).

Out of the 13 companies interviewed in the service sector, 12 had Syrian employees, and 10 had Syrian ownership. One business association was interviewed in this sector, the Retailers' Federation of Turkey.

To respect anonymity of the companies interviewed, a handle was assigned to each firm, containing a unique number, and information on their sector of operation as well as their ownership structure. That is, a firm with a Syrian owner that operates in the service sector is quoted as (F#, services, Syrian).

In-depth Interviews with Service Providers

As a part of this labor market assessment, non-profit organizations that offer programs specific to Syrians were also interviewed. These program providers are classified in three categories: Municipalities, training program providers and employment agencies. Three municipalities were chosen: Sultanbeyli Municipality, Küçükçekmece Municipality, and Kağıthane Municipality. These municipalities were chosen either because they had a relatively high share of Syrians (Sultanbeyli and Küçükçekmece) or because they had specific programs tailored to the needs of the Syrians (Sultanbeyli and Kağıthane).

Five firms that offer training programs were interviewed to shed light on the implementation stage of the training programs: HayatSür, International Blue Crescent, Social Development Center, Refugees Association, and United Work. Furthermore, two specific employment agencies that were of crucial importance to Syrians in Istanbul, İŞKUR and RIZK were interviewed to investigate training programs further, and to gather more information on the placement processes between potential employers and employees.

⁷ According to data released by the Ministry of Economy, there are 2827 firms in Turkey with Syrian ownership (ILO, 2016). Furthermore, 1838 of these companies were registered in Istanbul in 2015 (Kaymaz and Kadkoy, 2016).

4. AN OVERVIEW OF THE LABOR MARKET IN ISTANBUL

Surveys were conducted with 1,003 Syrians who are in the labor market as either employed or unemployed. Of the respondents: 18.6 percent are female; 48.2 percent are unemployed. Women have higher education levels, yet they are more likely to be unemployed. Relatively older individuals are more likely to be employed. Having a degree increases chances of employment, as does speaking Turkish well. Whether the individual participated in a language or a training course does not have a significant effect on employment, however, the insignificance may be due to the small number of individuals in the sample who took these courses.

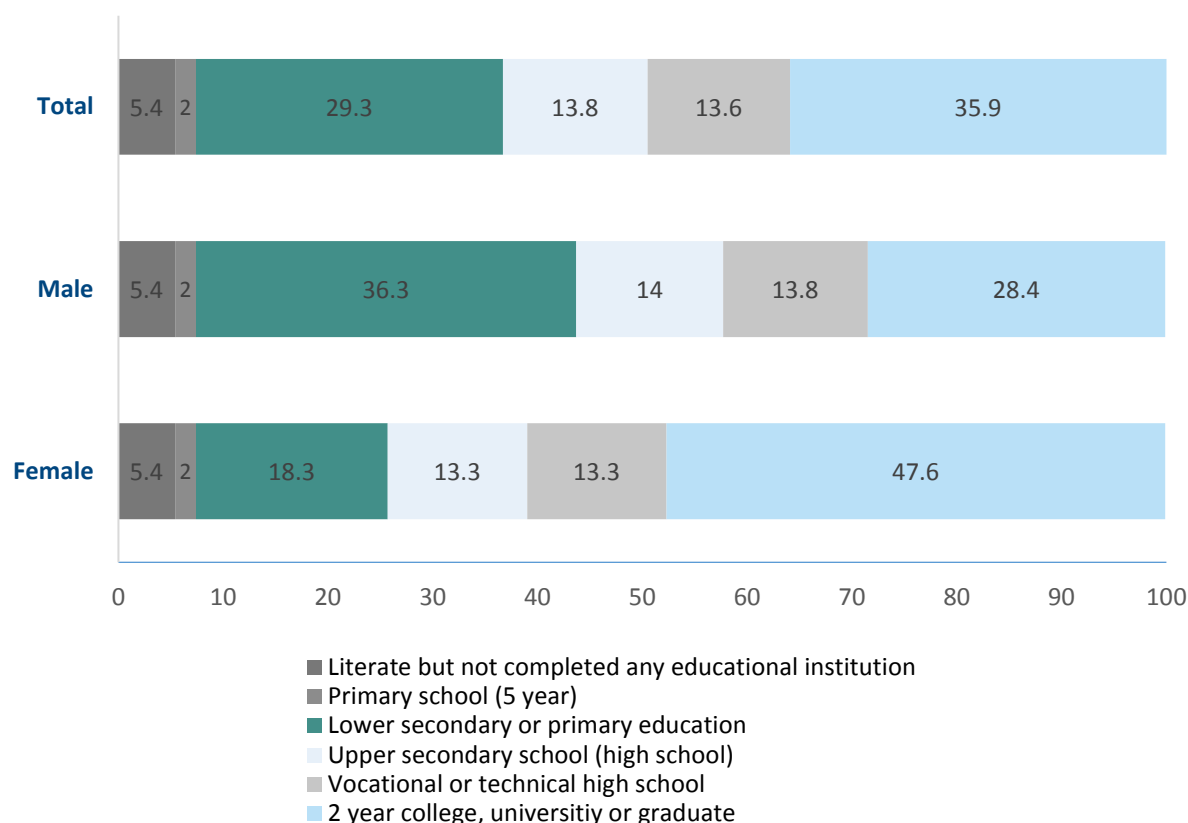
Istanbul has always been a major hub with a vibrant labor market situated over a wide metropolitan area. As such, it has always received a lot of migration. Therefore, it is not surprising that many Syrian refugees relocate to Istanbul regardless of the point of entry into Turkey in order to pursue a livelihood. An overview of the labor market in Istanbul with an emphasis on the youth is provided below to provide a benchmark for comparison purposes.

Most of the data on the Istanbul labor market builds on the Household Labor Force Surveys (HLFS) of Turkstat, which allows the study of the supply side of the labor market, i.e. working age population and the labor force. There is also useful information concerning employment and unemployment patterns. Note that the HLFS collects data on the non-institutional Turkish population, and hence, does not sample the Syrian population in Turkey currently. Data on the young Syrians builds on the data from the Ministry of Interior Directorate General of Migration Management, and the survey implemented as a part of this assessment.

4.1 Turkish Citizens: Based on the Household Labor Force Survey

According to the Household Labor Force Survey data of 2016, the working age population is 58,720,000 in Turkey and 11,416,000 in Istanbul. In Istanbul, the Labor Force Participation Rate is 56 percent and the unemployment rate is 14 percent. There are approximately 3 million Turkish citizens between the ages of 18 and 29 living in Istanbul. Among this group, both the Labor Force Participation Rate and the unemployment rates are higher, at 66.4 percent and 18.8 percent respectively. To put the numbers in perspective, there are approximately 2 million young people in the labor market in Istanbul, and 383,000 of which are unemployed. The data reveals a substantial gender gap in unemployment. The unemployment rate among young men is 15.9 percent while that among young women is 23.5 percent. Such a high unemployment rate in Istanbul constitutes a major barrier for job seekers.

FIGURE 2: EDUCATIONAL DISTRIBUTION OF THE LABOR FORCE BETWEEN THE AGES OF 18-29 IN ISTANBUL (%), 2016



Source: TÜİK HİA mikroveri seti, 2016

Data on the education level of young Turkish citizens is also informative. In Istanbul, 29.3 percent of youth completed only primary education, 27.4 percent of youth completed secondary education and 35.9 percent completed tertiary education. The share of workers who have not completed the compulsory 8 years of education, i.e. those without a degree and those who completed only 5 years, add up to 7.4 percent.

The gender divide is striking in Istanbul. Young women in the labor market in Istanbul are relatively better educated than young men. Note that this is not necessarily true across the country - in Turkey, in general women have lower education levels than men. Nevertheless, women with lower levels of education are much less likely to participate in the labor market than women with higher levels of education. Therefore, the labor market has relatively more educated women.

The shares of lower secondary or primary education are 18.3 percent for women but 36.3 percent for men. On the other hand, 47.6 percent of women have college degrees while only 28.4 percent of men do. In other words, the young women in the labor market have higher formal education levels than men.⁸ We would like to underline that the number of college-graduated women (373,000) is actually greater than the number of college graduated men

⁸ The fact that young women in the labor market are better educated than young men are stems partially from the fact that the female Labor Force Participation Rates are much higher for university graduate women than for women with lower levels of education. In other words, in Turkey, the highly educated women are overrepresented in the labor market.

(356,000) because of this asymmetry. This fact presents a serious obstacle to the employability of Syrians with college degrees, particularly to young Syrian women as the unemployment rate among the tertiary education graduates between the ages of 18 and 29 are 23.3 percent for females, but only 17.6 percent for males.

4.2 Syrians under Temporary Protection

The state institutions in Turkey collect and release data only on the status of Syrians under Temporary Protection (SuTP). According to the Ministry of Interior, Directorate General of Migration Management's data, 2,022,034 SuTP is of working age (+ 15 years) out of a total population of 3,285,533 SuTP currently residing in Turkey. Hence, the working age population is 61.5 percent of the SuTP population. The same data also indicates that there are 522,406 SuTP currently in Istanbul. Assuming that the same share applies, it is estimated that there are 321,507 SuTP of working age currently in Istanbul. In that case, working age SuTP stand at 2.8 percent of the working age population in Istanbul⁹.

Unfortunately, there is no data available on the gender and age distribution at the province level. The size of the entire population of SuTP in Turkey between the ages of 19 to 29 are 799,311. There is no data on the number of 18 year-olds. However, under the assumption that the distribution is uniform across ages, blowing up 799,311 by 10 percent would yield 879,242. Then, the share of 18-29 age group is estimated to be 26.8 percent in the SuTP population. Assuming the share of the young in Istanbul is equal to the share in Turkey, i.e. 26.8 percent, it is further estimated that there are approximately 140,000 SuTP between the ages of 18 and 29 in Istanbul. In this group, 57 percent of SuTP are male whereas 43 percent are female. Therefore, an estimated 60,051 Syrian women and 79,750 Syrian men between the ages of 18 and 29 are currently residing in Istanbul under temporary protection status.

Note that the official statistics represent the Syrian refugees who were able to get temporary protection status, i.e. Syrians under Temporary Protection (SuTP). The state institutions declare that all Syrians in Turkey are registered. Nevertheless, the survey conducted as a part of this labor market assessment demonstrates that this may not be the case. Twenty-six percent of the survey participants (260 out of 1,003) do not have temporary protection status. Although it could be possible they are in Turkey on a tourist visa, or a student visa, or as illegal immigrants etc. Similarly, about half of the in-depth interviews were conducted with young Syrians who did not hold temporary protection status. The in-depth interviews reveal that there are reasons why the Syrians may not or cannot obtain SuTP status. Some of these respondents have not applied to become a SuTP since they lack knowledge about their legal rights and the bureaucratic process. They are not fully aware of the benefits they can legally receive as a result of obtaining permanent resident status. On the other hand, others complain about bureaucratic difficulties that make the process of obtaining SuTP status burdensome. Even though some of the SuTPs describe the application process as easy and short, others point out that they have had many difficulties. Some respondents complain about the long duration of the whole application process. Although there are respondents who indicate that they have gotten their IDs within 1 week, other respondents express longer waiting periods from 3 months up to 2 years. Some respondents claim that they had to pay some amount of money even though the applications are free of charge.

"I have my [temporary resident] ID. I paid 100 US dollars to speed up the process. The whole process lasted a week. Otherwise it would have been 6 months." (29 male, employed)

⁹ 2016 Annual Statistics on Labor Force reports working age population residing in Istanbul as 11,416,000 (Turkstat Labor Force Statistics, 2016).

"They ask for money in order to issue an ID: I cannot apply and get one because I do not have any money. I am not working. I do not have money even to travel to the application-processing site. They ask for 350 TL for the ID, but I do not have this amount." (29, male, unemployed)

One respondent argues that getting an ID card has disadvantages in terms of limiting her freedom of travel: *"When I first arrived from Lebanon, I could not apply for an ID for the first 90 days. Then, my status turns into "no residency" status, and I become entitled to obtain an ID. However, ID limits traveling. If I want to travel abroad, they take away my ID and forbid me to come back. That's why I am not getting an ID."* (29, female, employed)

4.3 Syrians: Based on the survey instrument

The survey conducted as a part of this labor market assessment provides crucial information regarding young Syrian refugees in the labor market in Istanbul.¹⁰ This survey presents a unique view of the labor market conditions of the young Syrians as previous data collected by various institutions is either qualitative or the sample does not match exactly.

4.3.1 Employment among the young Syrians

Of the 1,003 surveyed participants, 51.8 percent of the young Syrians in Istanbul are employed and 48.2 percent are unemployed. A word of caution is in order here. As explained above, because there is no official roster of the Syrians, the sampling strategy is not random. The survey was conducted in certain areas during certain hours of the day, and extra caution was exercised to conduct surveys during non-business hours and in residential areas to be able to sample employed individuals. Nevertheless, providing this is not a random sample, the sampling method used may cause an over-representation of the unemployed in the survey.

TABLE 1: LABOR MARKET STATUS BY GENDER

		FEMALE	MALE	TOTAL
Employed	Nb of obs	69	451	520
	Percent	36.9	55.3	51.8
Unemployed	Nb of obs	118	365	483
	Percent	63.1	44.7	48.2
Total	Nb of obs	187	816	1003
	Percent	100	100	100

Source: IYF Labor Market Assessment Survey, 2017

Out of 1,003 respondents, 187 of them are female (18.6 percent). The lower representation of Syrian women might raise the question whether women are underrepresented in the sample. According to World Bank data, the female Labor Force Participation Rate was 13.1 percent and the male Labor Force Participation Rate was 72.8 percent in

¹⁰ As noted previously, having a temporary protection status was not a prerequisite in completing the survey, and thus, 26 percent of the survey participants do not hold this status. Hayata Destek (2016) finds that 21 percent of the Syrians in their sample do not have a temporary protection status.

2011 in Syria.¹¹ A comparable study on the Syrian refugees in Jordan by the ILO reports the Labor Force Participation Rate to be 7 percent among the Syrian women, albeit it being a little higher among the youth (ILO, 2015). The in-depth interviews provide further insight regarding gender in the labor market as discussed further below.

There is a gender gap in unemployment rates as well: 63.1 percent of women and 44.7 percent of men are unemployed. According to World Bank data, the male unemployment rate was 11.2 percent and the female unemployment rate was 35.8 percent in 2011 in Syria. The higher unemployment rate of Syrians in Turkey raises familiar questions: Do the labor market conditions in Turkey provide additional barriers to Syrians, and particularly women (i.e., working hours, language etc.)? Are Syrian women being relatively more selective in their job search?

In the survey, the demographic information of household members who are between the age of 16 and 65, number of kids and number of elderly in the households were collected. The average household size is three. One measure commonly cited to reflect the composition of the household is the dependency ratio. It answers the following question: How many dependents does one working household member support in this family? The dependency ratio is 2.53 even though 37.1 percent of the respondents live alone.¹² When individuals who live alone are excluded, the dependency ratio increases to 3.35. In other words, a working respondent who lives with their family takes care of 3.35 family members. In addition, 44.5 percent are married (42.2 percent of males and 54.6 percent of females) and 47 percent reported having children with an average of 2.2 per household.

An econometric exercise can help investigate employment rates further. The outcome of interest is whether the young Syrian is employed, either formally or informally. The *employment* variable is a variable that takes on the value 1 if the individual is employed and the value 0 if the individual is unemployed. A probit model that is consistent with a dichotomous outcome variable, i.e. employment, is used to examine the correlates. This econometric model allows the estimation of a probability of being employed given certain characteristics of the individual.

The usual individual characteristics are included in the model. *Age* is a continuous variable that reports the individual's age. *Gender* is a dummy variable that takes on the value 1 if the individual is a woman, 0 otherwise. *Marital status* is another dummy variable that takes on the value 1 if the individual is married. *Education* variable consists of a set of dummies that account for different educational attainment levels, i.e. no formal education, primary education, junior high school, general high school, vocational high school, and university. The reference category for this variable is an individual who does not have a formal education.

In the econometric model, various other factors that can explain employment status have been used in addition to the standard individual background variables such as age, gender, education. Family members pool their income, at least to a certain degree, to weather income shocks. In other words, they provide income insurance to other family members if negative shocks such as unemployment hit. Therefore, the number of employees in a household is a crucial variable, as the mere fact that somebody else in the household is working, can potentially affect the employment status of the individual. Similarly, non-wage income will decrease labor supply due to a pure income effect. Any non-wage income may increase the reservation wage and thus, may have an adverse effect in accepting a job offer.

¹¹ <http://www.theglobaleconomy.com/Syria>, accessed on November 13, 2017.

¹² 302 households in which nobody works were excluded in this particular calculation. 129 out of 302 live alone.

Similarly, the household size may also be an important variable as it provides information as to the economies of scale that households can attain, but also it provides information on the number of dependents in a household that need care.

Since young Syrians are in a labor market where their native language is not the operating language, speaking Turkish could be an important determinant in finding a job. Whether the individual speaks Turkish or not is included as a dummy. Here, the individuals who report more than 2 out of 5 on how well they speak Turkish are coded as one, and the others as zero.

Vocational training programs have the ultimate goal of increasing the employability of individuals and facilitating labor market integration. To investigate this issue further, a variable that indicates whether the individual participated in a vocational training program was included in the regression analysis.

The estimation results have two outputs: the coefficients and the marginal effects. The marginal effects reveal some interesting patterns. Note that the reference category is a single man who has no formal education, who does not speak Turkish and who has not attended a vocational training program in Turkey.

The employment probabilities increase with age. An individual who is one year older is 2.9 percent more likely to be employed. The age of an individual is positively correlated with their labor market experience. Furthermore, labor market experience is relatively more important for young workers. Hence, this result should be interpreted as proof that individuals who have more labor market experience are more likely to find jobs.

Education has large and significant effects on employment as expected. Compared to having no formal education, having a primary school degree increases employment probability by 14.7 percent. Having a junior high school degree increases it by 26.4 percent. A vocational high school degree or a university degree increases it by 24.9 percent. The marginal effect of having a general high school degree is 10.8.

Speaking Turkish well increases the probability of being employed by 7 percent. Note that 7 percent is not negligible. First, the Turkish skills are self-reported. Secondly, as discussed further below, there is a positive and sizeable effect even though the young Syrians do not think that the language courses are very efficient.

The regression results indicate that the course/training program participation does not increase the probability of employment in a statistically significant manner. An insignificant effect may be due to the low rates of vocational training participation among the respondents.

TABLE 2: PROBIT ESTIMATES AND THE MARGINAL EFFECTS

VARIABLES	EMPLOYMENT
Female	-0.396***
	-0.144
Age	0.0789***
	0.029
Married	-0.461***
	-0.167
# of employee in HH (exc. respondent)	-0.190***
	-0.069
Primary Sch.	0.405**
	0.147
Junior High Sch.	0.728***
	0.264
General High Sch.	0.298*
	0.108
Vocational High Sch.	0.686***
	0.249
At least University	0.686***
	0.249
Turkish Speaking	0.193**
	0.070
Course Participation in TR	0.0138
	0.005
Non-wage income	-0.143
	-0.052
Constant	-2.108***
Observations	1,003

Marginal effects are in shaded cells.

*** p<0.01, ** p<0.05, * p<0.1

The probability that a given individual in a household is employed depends on the number of employed individuals in the same household. The probability of employment decreases by 6.9 percentage points with each employed household member (excluding the respondent, of course). The data indicates that households pool income and support each other through negative shocks. In other words, the respondent may find it easier to be unemployed if there are other employed individuals in the household.

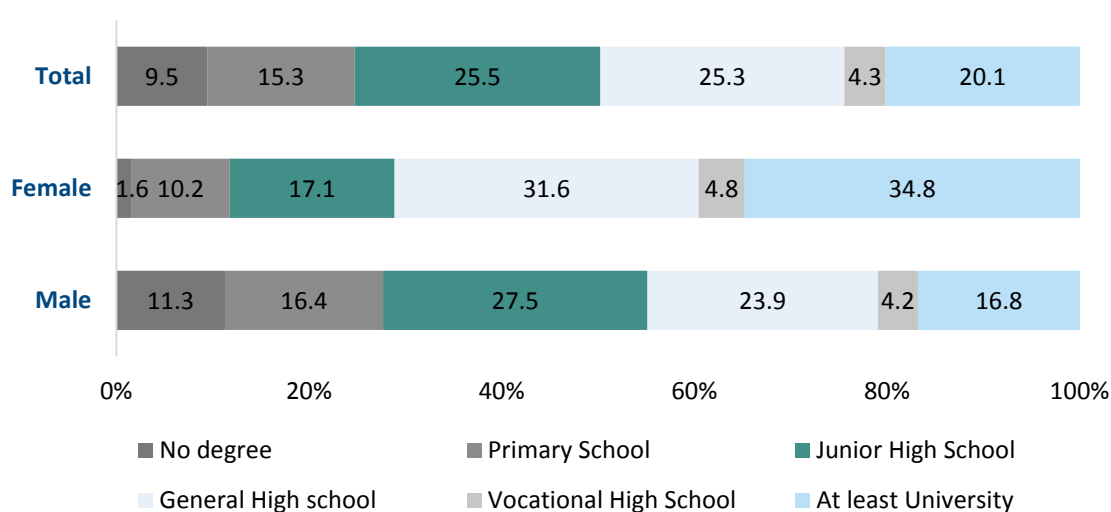
The non-wage income variable has a negative but statistically insignificant coefficient and thus marginal effect. The reason may lie with the prevalence of non-wage income. As discussed above, there are relatively few households with Kızılay Kart, and the card pays relatively little, 100 TL per member per month.¹³

An important finding is that women are 14.4 percent less likely to be employed, even after differences in other characteristics such as age, education and Turkish language skills are taken into account. Two major arguments are as follows. (a) Women may have higher reservation wages, and hence may be less likely to accept job offers.¹⁴ (b) Women may face gender discrimination in the labor market.¹⁵ A closer inspection of the data reveals that the reservation wages of the young Syrian women are not higher; on the contrary, they are lower. One cannot rule out the possibility that the labor market discrimination may be more severe for women than it is for men.

4.3.2 Education levels of young Syrians and qualification mismatches

There is a well-established link between human capital accumulation and labor market outcomes. The educational distribution of the survey participants show that the majority of respondents hold a degree from elementary school or middle school. High school graduates constitute 29.6 percent of the survey participants out of which 24.3 percent are general high school graduates and 4.3 percent are vocational high school graduates. Twenty percent of the young Syrians are university graduates.

FIGURE 3: EDUCATIONAL ATTAINMENT OF YOUNG SYRIANS, BY GENDER



Source: IYF Labor Market Assessment Survey, 2017

¹³ Foreigners who are registered as “under temporary protection” can apply to this aid program. The application is completed at the household level. Priority is given to female-headed households, crowded households, households with disabilities and households with elders. The program pays 100 TL for each member of the selected household every month.

¹⁴ The reservation wage is the lowest wage offer the individual would accept.

¹⁵ Note that the labor market is characterized by deep gender differences among the Turkish workers as well.

In the interviews, the stakeholders commonly stated that many of the qualified Syrians who had arrived in Turkey fled to third countries in Europe (HayatSür, RIZK, Ministry of Family and Social Policies). The consensus seems to be that when they first arrived, they worked in various jobs that did not require their skills, i.e. in jobs for which they were overqualified, and that due to poor working conditions and low wages as well as bleak prospects, they left. However, some stakeholders state that there are still some qualified and educated Syrians who continue to reside in big cities in Turkey (SDD, HayatSür, IGAM, RIZK, ILO). The survey data backs this claim.¹⁶

In the sample, young women have higher levels of education than young men do. Almost all young women have a degree. Moreover, 36.4 percent have high school degrees (31.6 percent have general high school degrees and 4.8 percent have vocational high school degrees). The share with at least a university stands at 34.8 percent. This finding reflects the higher Labor Force Participation Rates among educated young women. In other words, young women with higher education levels are more likely to enter the labor market, hence more likely to be in the sample, as they face better labor market conditions relative to those with lower levels of education.¹⁷ The findings of the ILO report on the Syrian refugees in Jordan is consistent with this conjecture. That is, in their sample of the Syrians living in Jordan outside the camps, the Labor Force Participation Rates are 5 percent among women with basic education levels, 14 percent among secondary education graduates, and 26 percent among university graduates.

Note that the share of young Syrians who received a degree from an institution in Turkey is considerably low. Only 12.8 percent of the young Syrians completed at least one of their degrees in Turkey. The highest share is among the high school graduates: 5.4 percent of the survey participants completed their high school in Turkey. Two point five percent completed university.

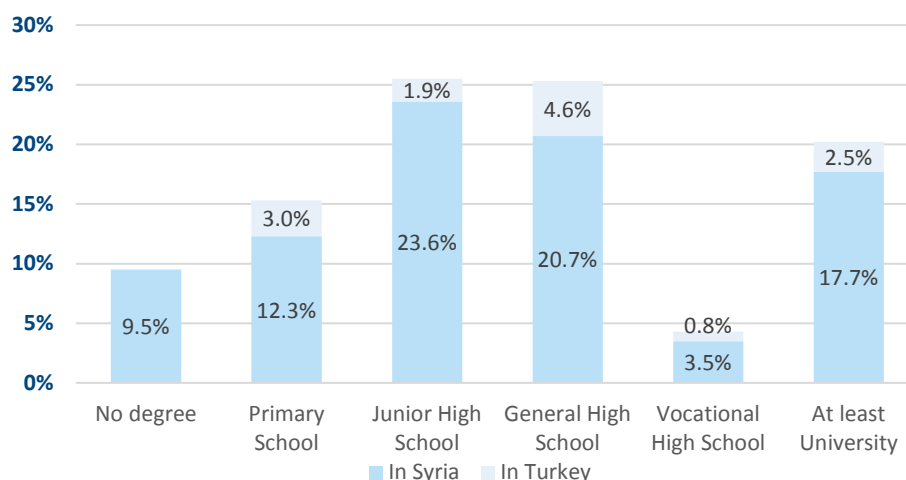
Another striking result of the survey is that 17.3 percent of the young Syrians are currently students working towards a higher degree, which will be obtained in Turkey. Out of these respondents, 14 percent of them are in elementary school, 22 percent in junior high school, 28 percent in high school, and 36 percent of them are in university. In interviews, the stakeholders talked about young Syrians who completed high school, but not tertiary education due to war conditions in Syria; those who had to leave school without completing their degrees; and those without any education background (HayatSür, TISK, SDD). The stakeholders pointed out those individuals who belong to this group may be without any occupational credentials or (foreign) language skills (RIZK, United Work, AFAD). The survey data indicates that at least some of these young Syrians are working towards a degree, probably in Turkish and

¹⁶ INGEV (2016) reports that 8 percent of Syrians are university graduates, 14 percent are high school graduates, 22 percent are junior high school graduates, 35 percent are elementary school graduates and 20 percent are uneducated. Note that these shares are among the 12 to 24 year olds, and hence may be continuing their education. INGEV (2017) reports that the education level of the Syrians in Turkey is low. According to their data, one third of all Syrians above the age of 15 have not received any formal education. The share of high school graduates stands at 21 percent, and that of university graduates is even lower. The share of Syrians who graduated from a formal educational institution in Turkey is 3.4 percent in their data. A majority of the population that is 15 years or older have received their formal education in Syria. Pinar, Siverekli and Demir (2016) find that in their sample of employed workers in Urfa, 10 percent are literate, but are not graduates, 4 percent are primary school graduates, 6 percent are university graduates.

¹⁷ The higher Labor Force Participation Rates of more educated individuals have been demonstrated for many countries. A paper by Spierings and Smits (2007) shows that the effects of tertiary education on women's labor force participation is particularly stronger in Syria than in the other countries in their sample. Accessed on December 4, 2017. http://conference.iza.org/conference_files/worldb2007/spierings_n3399.pdf

which will be recognized by the firms that operate in Turkey. Such a degree will certainly aid these individuals in overcoming important barriers in labor market integration.

FIGURE 4: EDUCATIONAL ATTAINMENT BY DEGREE AND GRANTING COUNTRY



Source: IYF Labor Market Assessment Survey, 2017

Unfortunately, even the young Syrians who have invested in labor market relevant skills may find little use in the labor market in Istanbul for their human capital investment. 31.2 percent of young employed Syrians report that their job does not match their skills or their training.

TABLE 3: SKILL REQUIREMENTS AND MISMATCH

	PERCENT
My job does not match my skills or training	31.2
My job matches my skills but not in the area for which I trained	24.4
My job does not require any skills or training	23.9
My job matches my skills and training	20.6
Total	100

Source: IYF Labor Market Assessment Survey, 2017

The education levels may help investigate this issue further. 46.2 percent of the vocational high school graduates say that their jobs do not match their skills or training. This share is down to 34.5 percent among general high school graduates and 34.2 percent among the university graduates. Nevertheless, only a small share of workers with a vocational high school degree (3.9 percent) or with a university degree (8.9 percent) report that their jobs do not require any skills or training. This share is 42.5 percent among the primary school graduates.

TABLE 4: SKILL MISMATCH BY EDUCATION LEVEL

	No degree	Primary School	Junior High School	General High school	Vocational High School	At least University
My job does not match my skills or training	19.4	28.8	27.3	34.5	46.2	34.2
My job does not require any skills or training	32.3	42.5	27.9	24.8	3.9	8.9

Source: IYF Labor Market Assessment Survey, 2017

The in-depth interviews shed more light on the relationship between education and employment for the young Syrians. The majority of the interviewees work in jobs that do not require specific skills. Many of the respondents with skills and education also work as unskilled laborers especially in the textile and other manufacturing sectors. Among the university graduate respondents, few are working in a field that matches their educational background. One respondent who holds a university degree in business administration and digital marketing works as a salesperson in the health sector (29, male, employed). He does the marketing of hair transplant services to the customers in the Middle East over the Internet. Another such example is a female respondent who holds a degree in architecture and interior design. She is involved in an exhibition project on the city of Humus by a civil society organization (29, female, employed). Two common reasons cited are language barriers and lack of official educational credentials. These are discussed further below.

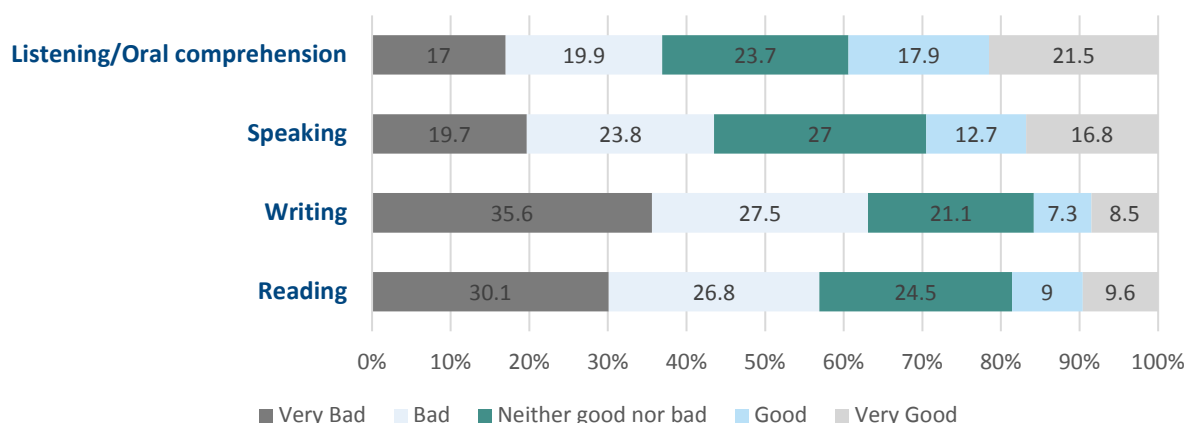
4.3.3 Turkish language skills

Knowledge of the local language is an essential component of labor market integration. Stakeholders, businesses, and workers alike bring up the importance of language proficiency, particularly in Turkish. The survey participants answered a set of questions regarding their reading, writing, speaking skills and listening/oral comprehension for different languages. Self-reported language skills indicate that generally young Syrians feel more confident in their oral expression and comprehension of Turkish than in other skills. 21.5 percent of young Syrians report that they have very good listening skills.¹⁸ This share falls to 16.8 percent for speaking skills. Reading and writing skills are even less common. In sum, among the young Syrians, about 40 percent say that their listening skills are above average, and about 30 percent say that their speaking skills are above average.¹⁹

¹⁸ INGEV (2017) report that the knowledge of Turkish is still related to learning through social contact. The share of Syrians who cannot read or write in Turkish is above 70 percent. Those who are employed are more likely to speak and to understand Turkish. The share of Syrians who do not understand Turkish at all is down to 25 percent.

¹⁹ INGEV (2016) finds that 57 percent of the Syrians do not know enough Turkish to go about their daily lives. Erol et al. (2017) conduct a survey among the Syrians who are employed in the textile sector. In their survey, 80 percent of the participants say that they understand Turkish, 41 percent says that they understand but cannot speak Turkish. Only five percent says that they have advanced Turkish communication skills. Yet, only 4 percent have good written and reading skills. Seventy-six percent cannot read or write in Turkish.

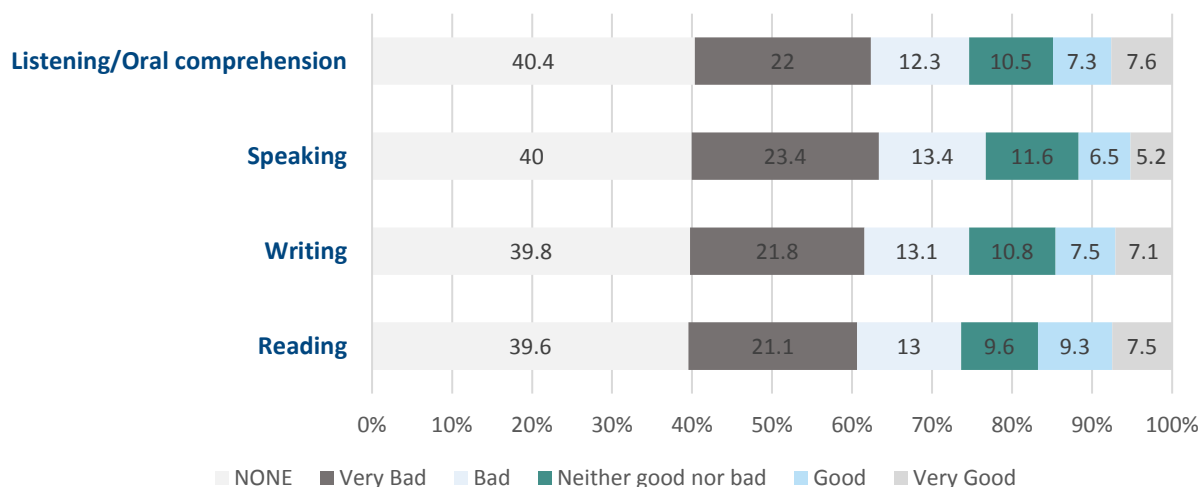
FIGURE 5: LANGUAGE PROFICIENCY (TURKISH)



Source: IYF Labor Market Assessment Survey, 2017

The self-reported English skills are low for the young Syrians in Istanbul. Forty percent of them report that they do not know any English. One third say that they have below average skills, even in oral comprehension.

FIGURE 6: LANGUAGE PROFICIENCY (ENGLISH)



Source: IYF Labor Market Assessment Survey, 2017

4.3.4 Gender differences in labor market participation

There are clear gender differences in the labor market. As stated above, the survey data signals that women are much less likely to participate in the labor market than men. Furthermore, the stakeholder interviews support this claim. According to the interviewees, the participation of Syrians women in the labor market has been very low (HayatSür, ILO, Ministry of Labor and Social Security, RIZK, and Sultanbeyli, Küçükçekmece and Kağıthane municipalities). The Ministry of Labor and Social Security data shows that the share of women among the working Syrians with permits is approximately 10%. Some stakeholders claim that the employment rate among Syrian women remains low

even when informal employment taken into account (United Work, Ministry of Family, Ministry of Labor, and Social Security).²⁰

Based on the stakeholder interviews, usually the men and single women entering the labor market and searching for jobs (RIZK). United Work states that among women, only the higher educated Syrians apply for their services.

Young Syrians on Gender and the Labor Market

"Women should stay at home. They should do housework." (29, male, employed)

"I think a man would not allow [his wife to work] unless he is in need." (20, male, employed)

"Where I lived in Syria, women did not work, but they must work here. We have to pay the rent, bills for electricity and water." (22, female, unemployed)

"Women usually do not work at the place where I have come from in Syria. However, they have to work here. They have kids, they need money. That's why they work." (24, female, unemployed)

"I have three kids, and I am responsible for them. I have to take care of them... When a woman gets married she is responsible for her children." (22, female, unemployed)

"Our social environment is mostly conservative. [In Syria] Women cannot work everywhere, but men can. For instance, women can work at hospitals. Female patients are taken care of by female nurses." (21, female, unemployed)

"Jobs that women can do are different. For instance, only educated women can teach small kids." (21, female, unemployed)


Syrian women are commonly described as "housewives" who are engaged in taking care of kids and housework. In that regard, it is assumed that they prioritize family related tasks over formal labor and are less inclined to look for jobs. (HayatSür, ASAM, ILO, the Ministry of Family and Social Policies). The Ministry of Family and Social Policies stated that many of the Syrian women that they contacted were not interested in entering the labor market. They also said that the Ministry had failed to implement two of their projects that aimed at providing in-home work opportunities for women mainly because they could not find a sufficient number of Syrian women who were willing to participate.

On the other hand, it has also been emphasized that the younger generation of Syrian women in Turkey are attending schools and participating in the labor force at increasing rates because of income constraints, poverty, and poor living conditions (The Ministry of Family and Social Policies). Accordingly, Labor Force Participation Rate is reported to be higher among the single female Syrians (SDD, RIZK, ILO).

The stakeholders point out that when they decide to enter the labor market, Syrian

women may prefer jobs that leave sufficient time to fulfill their household duties. The findings of the survey data are similar, i.e. the share of the unemployed who are looking for part-time jobs is 55.1 percent among women and 22.4 percent among men. Accordingly, young women according to assessment data seek jobs where they can bring their

²⁰ Erol et al. (2017) state that traditional gender roles, the size of the families and the relatively high number of children create a barrier to labor market entry for Syrian women.



children, or they choose to establish their own businesses (ILO). However, the Ministry of Labor and Social Security representatives argue that overall the share of women among Syrian entrepreneurs is low. The ones who establish their own businesses do so mainly with the help of vocational trainings and collective projects run by international organizations.

Many young Syrians who participated in the interviews confirm that the majority of Syrian women do not work. Both men and women commonly cite cultural reasons and traditional gender roles.²¹ The interviewees also suggest that women can and do work when there is dire need. Hence, many of the interviewees claim that the Labor Force Participation Rate of Syrian women is higher in Turkey given the difficult living conditions. It is also implied that the patriarchal relations push women towards certain jobs, ones that mimic their gender roles in the household, such as nurses and teachers.

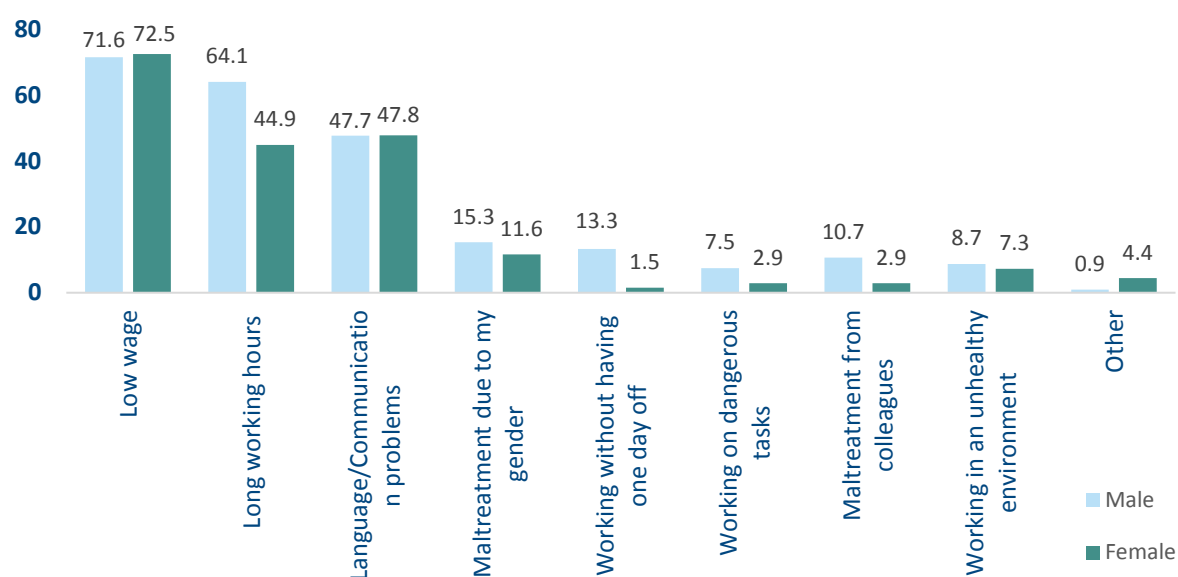
²¹ CTDC (2015) also highlights the traditional gender roles and points out that women also would like to abide by these roles.

5. THE WORKING CONDITIONS OF SYRIAN REFUGEES

Informal employment is the main form of employment among the young Syrians. There are few incentives to get work permits for both firms and Syrians. Syrians under Temporary Protection status have access to free health care, by seeking work permit and changing their legal status, they could lose their eligibility for aids/transfers. Companies have to invest time and money, and could lose the flexibility in production process that comes from employing workers informally. Nevertheless, formal employment is still important as it dictates higher wages, overtime pay, and shorter working hours among other rights. The wages of young Syrians are low; those of young women are even lower. Having a degree increases their wages; however, it does not matter whether this is a junior high school degree or a university degree. The payoff is negligible, as their educational credentials are not recognized. Young Syrians mainly work in wholesale and retail trade, manufacturing, accommodation, and food services, respectively. They work mainly as salespersons and tailors.

The working conditions of the Syrians in the labor market in Istanbul paint a dismal picture. A majority of the young Syrians complain about low wages and long work hours when multiple answers are allowed. Almost half have communication problems. Approximately 15 percent report gender-based maltreatment.²² Maltreatment by colleagues and working 7 days a week are also common complaints.²³

FIGURE 7: DIFFICULTIES FACED BY YOUNG SYRIAN EMPLOYEES WHILE WORKING IN TURKEY



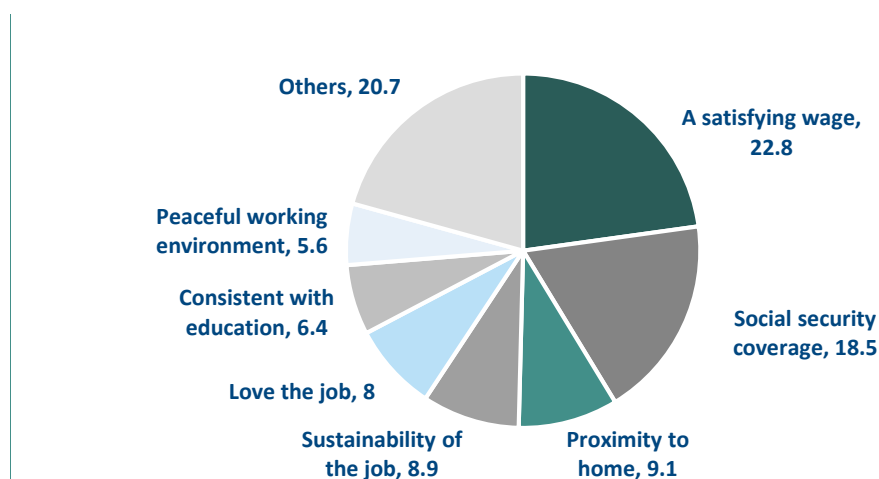
Source: IYF Labor Market Assessment Survey, 2017

²² Note that the share reporting gender based discrimination is also sizeable among young men. As in Syria, some jobs may be labeled as women's jobs in Turkey as well, e.g. elderly care, some jobs in textile.

²³ These findings are similar to those in ILO (2016), Bellamy et al. (2017), Hayata Destek (2016).

In the survey, respondents were also asked about their ideal working conditions. In line with the difficulties they are facing, 22.8 percent of the young Syrians would like to have a satisfying wage. Having social security coverage is the second working condition deemed ideal by 18.5 percent of all the young. Proximity to work, hence shorter commute time, is another important aspect of a better job for the young Syrians.²⁴

FIGURE 8: IDEAL WORKING CONDITIONS OF YOUNG SYRIANS²⁵



Source: IYF Labor Market Assessment Survey, 2017

Below a detailed analysis of the current working conditions of young Syrians is provided along with a summary pertaining to young Turkish citizens.

5.1 Employment Status

According to the survey results, the majority of young Syrians who are employed are working as wage earners (91 percent).²⁶ According to HLFs data, the employment status of the young Turkish citizens in the same age group in Istanbul is similar. Among the employed Turkish citizens, 94.6 percent of young women and 91.4 percent of young men are wage earners or casual workers. (Table in Appendix C)

The rest of young Syrians are employers (three percent), either self-employed (three percent) or casual workers (three percent). Again, among those who are employed, 88.5 percent are working full time. Most of those who work part-time state that they work part time because of the nature of the work that they are doing.

²⁴ INGEV (2017) also reports that the Syrians prefer to work in close proximity to their homes or in central areas, which are more accessible.

²⁵ No overtime; 4.8%, Promotion opportunities; 4.5%, Providing education opportunities; 4.4%, No weekend shifts; 4.1%, Distinct workspace for men and women; 1.1%, Childcare facilities; 0.7%, Parents' opinion; 0.4%, Others; 0.7%.

²⁶ Hayata Destek (2016) finds that 64 percent of their interviewees are wage earners, 23 percent are casual workers. Their survey was conducted with the household head in 124 households and 744 individuals.

Due to the small sample size of the women in the survey, extra caution should be exercised when interpreting the results. Nevertheless, the overwhelming majority of the young Syrians are employed as wage earners in Istanbul. The gender divide observed among the young Turkish workers is reflected here as well. Ninety-four point two percent of the young Syrian women and 90.5 percent of the young Syrian men are wage earners.

TABLE 5: EMPLOYMENT STATUS OF YOUNG SYRIANS IN ISTANBUL

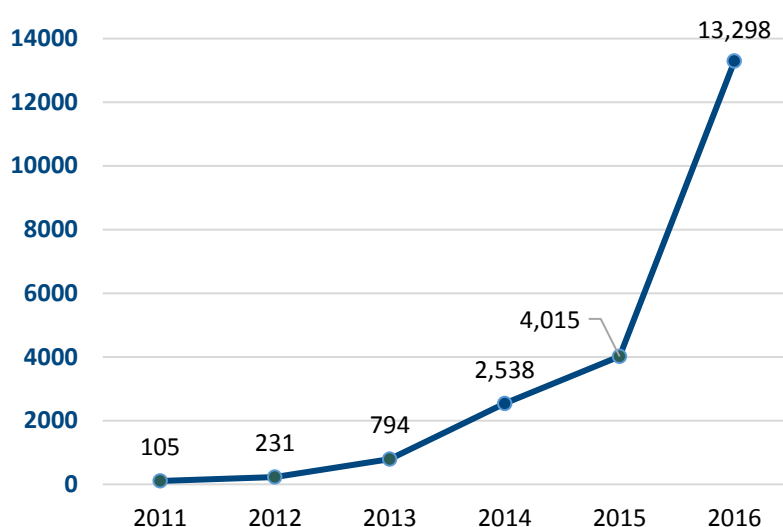
EMPLOYMENT STATUS	FEMALE		MALE		TOTAL	
	THE NUMBER OF PEOPLE	SHARE(%)	THE NUMBER OF PEOPLE	SHARE(%)	THE NUMBER OF PEOPLE	SHARE(%)
Wage earner	65	94.2	408	90.5	473	91.0
Casual worker	2	2.9	14	3.1	16	3.1
Employers	1	1.5	15	3.3	16	3.1
Self-employed	1	1.5	14	3.1	15	2.9
Total	69	100.0	451	100.0	520	100.0

Source: IYF Labor Market Assessment Survey, 2017

5.2 Work Permits and Formal Employment

The publicly available data from the Ministry of Labor and Social Security regarding work permits is presented in Figure 6. The data is cumulative, i.e. up to the end of 2016, there were 13,298 working permits issued in total. Given that the number of Syrians in Turkey is over 3 million in 2017, the share of formally employed Syrians remains extremely low.

FIGURE 9: TOTAL NUMBER OF WORKING PERMITS



Source: MoLSS, 2017

The Ministry of Labor and Social Security provided data upon request on the number of working permits by age and gender issued in Turkey from January 2016 until April 2017. For the age group of interest, i.e. 18 to 29, 3,484 permits were issued during this period.²⁷ An overwhelming majority was issued for male

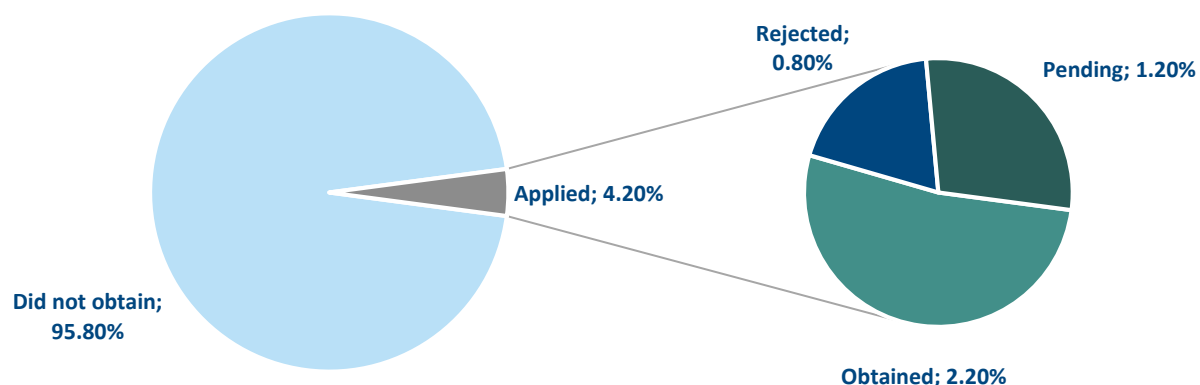
²⁷ Note that this is a cumulative number and may contain permits that have already expired.

applicants: 3,224 men vs. 260 women. As for Istanbul, the total number of working permits issued from January 2016 to April 2017 is 1,767, and the number of active working permits in Istanbul at the end of April 2017 is 1,332.

For Syrians, Informal employment may be easier to find particularly because an overwhelming majority of young Turkish workers living in Istanbul exceed the demand for the formal jobs, i.e. they are wage earners and registered at the Social Security Institution. Among the 1,650,000 young workers in Istanbul, the informality rate stands at 16 percent. The informality rate is lower among the wage earners (13.1 percent) than among the self-employed (61.1 percent) and the unpaid family workers (74.4 percent). (Table in Appendix C)

The survey data indicates that only 4 percent (42 out of 1003) of the respondents report ever applying for a work permit (or their companies applying for them), and 2.2 percent (22 respondents) obtained a work permit.²⁸ The application for the rest is either still in process (1.2 percent) or rejected (0.8 percent).

FIGURE 10: WORK PERMIT

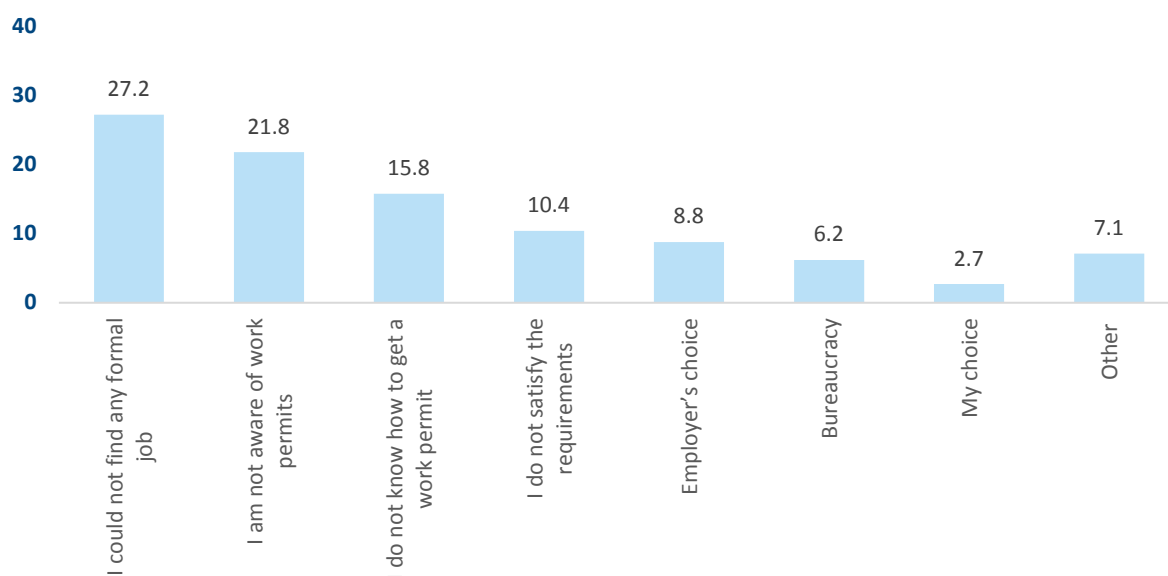


Source: IYF Labor Market Assessment Survey, 2017

The survey questions dig deeper into the possible reasons why the respondent does not have a work permit. Only 2.7 percent of all respondents say that it was their choice. 8.8 percent said it was the employer's choice and 27.2 percent that they could not find formal jobs. Taken together, these shares imply that approximately one third of Syrians say that they could not access formal employment opportunities. The rest of the statistic is also surprising. 10.4 percent of survey participants claim that they do not satisfy the requirements. Two possible explanations arise: either they have not spent 6 months in Istanbul, which is the residency requirement, or they do not have SuTP status, which is 26 percent of the survey participants. Furthermore, 37 percent of respondents either did not know what a work permit was or did not know how to get one. In short, one third do not have access to formal jobs and one third was not informed.

²⁸ INGEV (2016) reports that 5 percent of their sample holds a formal job.

FIGURE 11: REASONS FOR NOT HAVING A WORK PERMIT



Source: IYF Labor Market Assessment Survey, 2017

The interviews with both companies and some stakeholders suggest that both sides may be reluctant to sign a formal job contract for different reasons (F10, services, Syrian; F9, services, Turkish; F17, textile, Turkish; ITKIP, TGSD).²⁹ The firms state that formal hiring brings additional financial and time costs. The costs and benefits of formal employment are not the same for Syrians who hold a temporary protection status vs. those who do not. The young Syrians who are under temporary protection may find that the incentives to work formally are limited. They already have access to free health care, and as such, the work permit does not bring any additional health benefits. However, for those who do not hold a temporary protection status, the constraints are different, as they cannot benefit from free health care. Moreover, regardless of the temporary protection status, young Syrians may care less about retirement benefits, either because they may be planning to leave Turkey (to return to Syria or to relocate to another country) or because retirement is too far off in the future.

Contrary to the stakeholder and company views, the findings of the in-depth interviews with the young Syrians are in line with those of the survey. The interviewees state clearly that they would prefer to work under formal contracts. It is pointed out that working without a contract puts them in a precarious situation. Formal work is associated with higher wages, getting insurance, having better free health services, and having job security. The interviewees complain they have no other option than to work under these conditions since they need to earn a living. Out of all young Syrians who were interviewed, only one respondent – a university graduate female associated work that is registered to the benefits entitled in retirement.

Some stakeholders state that Syrians generally work in jobs that require minimum or no skills and predominantly informally. As the representative of HayatSür puts it, “(Syrians) work in whatever jobs they can find” (HayatSür). It

²⁹ As noted above, each firm was assigned a handle that contains information on the sector and its ownership structure. That is, (F10, services, Syrian) is a handle for firm 10 which operates in the service sector and it has Syrian ownership.

is widely stated that Syrians are employed mostly informally in labor-intensive sectors, which are not preferred by Turkish workers (HayatSür, TİSK, TOBB, IGAM, ISO, SGDD İTKİP). The respondents commonly share the view that Syrians workers are seen as a cheap and a flexible source of labor who can work for long hours and under poor conditions (AFAD).³⁰

5.3 Hours of Work, Wages and Tenure

Two other main indicators of working conditions are hours of work and wages. The stakeholder interviews indicate that most of the Syrians are working for long hours (minimum 12 hours up to 15 hours daily), usually including weekends (RIZK). According to the stakeholder interviews, despite variations in the payment methods, salaries are generally below the minimum wage and without overtime payments, ranging between 500-1500 TL per month (RIZK, ASAM/SGDD, HayatSür).³¹ Many places do not provide meals or any other amenities (ASAM/SGDD, HayatSür).

The average earnings among the young Syrians is 1,492 Turkish Lira per month. In other words, the data also confirms the common belief that Syrian workers are underpaid. Ten percent of the young Syrians earn less than 1,000 TL per month. The median earnings are 1,400 TL, i.e. the minimum wage. One in every four Syrians earns more than 1,600 TL, and only one in every 10 earns more than 2,000 TL. The wage distribution shows a clear gender gap in earnings. For every one TL a man earns, a woman earns 0.80 TL. Half of the young Syrian men, but three quarters of women earn less than the minimum wage.

TABLE 6: PERCENTILE DISTRIBUTION OF EARNINGS OF YOUNG SYRIANS

PERCENTILES	MALE	FEMALE	TOTAL
10%	1000	700	1000
25%	1200	1000	1200
50%	1400	1300	1400
75%	1700	1400	1600
90%	2000	1700	2000
Average	1531	1238	1492

Source: IYF Labor Market Assessment Survey, 2017

³⁰ The use of child labor is extensive (ISO, IGAM). Based on a field research conducted on the Syrians' impact on the labor market in the Southeast part of Turkey, the representative of TİSK states that the use of child labor that had been in decline has escalated since the arrival of the Syrians (TİSK). Hayat-Sür indicates that only half of the Syrian children are going to school. In addition, it is claimed most of the Syrians children who are of secondary education age are put to work instead of going to school (ISO). Ministry of Family and Social Policy confirms that child labor has been on rise since the arrival of Syrians. It is indicated that the state has been taking measures against the use of child labor recently. Teams consisting of the police, municipality workers, and officials from the Ministry of Health run regular checks. The share of high school attendance drops down to around 18% (Hayat-Sür).

³¹ Pinar, Siverekli and Demir (2016) report that 13 percent of the firms in Urfa that employ Syrians say that the primary reason is lower wages and lower labor costs. The shares are 21 percent in construction, 15 percent in manufacturing, 14 percent in agriculture and 6 percent in services in Urfa.

The mean net monthly wage for the 18 to 29 year-old Turkish wage earners in Istanbul was 1,698 TL in 2016 and the median net monthly wage was 1,500 TL. Inflating the wages to the June 2017 rate, the average monthly wage is 1,883 TL and the median monthly wage is 1,664 TL. The net minimum monthly wage increased to 1,300 TL in January 2016, and it is approximately 1,400 TL per month currently. Less than 25 percent of young Turkish workers earn less than 1,400 TL per month. The data indicates that there is virtually no gender wage gap among Turkish workers in this age group.³²

FIGURE 12: EARNINGS OF YOUNG SYRIANS BY GENDER AND EDUCATION

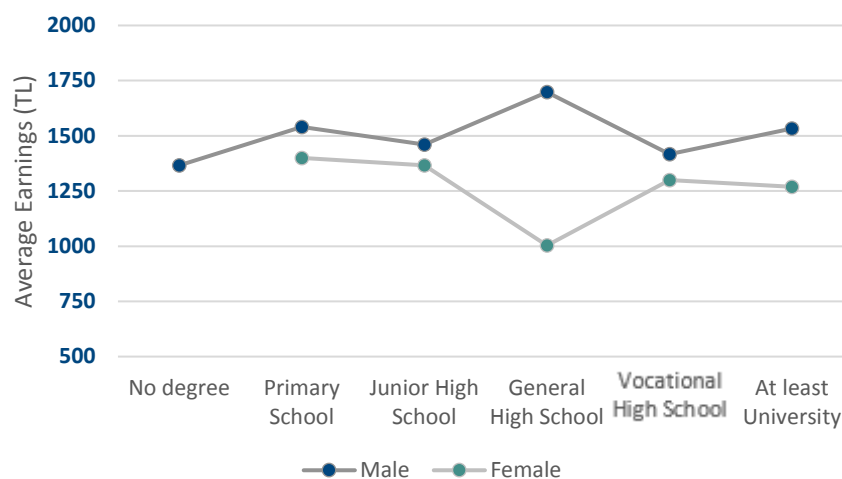
Source: IYF Labor Market Assessment Survey, 2017

An econometric exercise will help explain the patterns in wages of young Syrians. A standard Mincerian wage regression equation posits that log wages are a function of education, labor market experience (age may be used as a proxy) and gender of a worker.

Other relevant variables may also be included to expand the analysis. In the regression exercise here, a dummy variable that indicates self-reported Turkish speaking skills (*speaks Turkish*) is included.

The regression results show a concave relationship between age (a proxy for labor market experience) and wages. This is an expected result as labor market experience has higher returns for younger individuals.

Education also seems to have an effect. Compared to those who do not hold any degrees, workers with a degree earn higher wages. Even though the coefficient on vocational high school variable is not significant, it may be because there are not many workers in this category. Another exercise is to test whether the returns to a junior high school and the returns to a university degree are statistically different from each other. It seems that the returns to education are not statistically different for junior high school, general high school, and university degrees. This finding is consistent with the view that the Syrians cannot obtain their degree equivalences and that their educational credentials are not recognized in the labor market. Furthermore, the regression results also confirm that the workers who report that they can speak Turkish earn 7.77 percent more.



³² Nevertheless, the women in employment are better educated than the men are, hence when educational differences are taken into account, a gender gap favoring men would be revealed.

TABLE 7: A MINCERIAN WAGE REGRESSION

VARIABLES	LN(WAGE)
Female	-0.201*** (0.0478)
Age	0.181** (0.0729)
Age Square	-0.00332** (0.00151)
Primary Sch.	0.206** (0.0798)
Junior High Sch.	0.166** (0.0739)
General High Sch.	0.154** (0.0769)
Vocational High Sch.	0.159 (0.0984)
At least University	0.125 (0.0763)
Speaks Turkish	0.0772** (0.0325)
Services	0.00317 (0.0352)
Constant	4.670*** (0.861)
Observations	494
R-squared	0.105

Standard errors are in shaded cells.

*** p<0.01, ** p<0.05, * p<0.1

A dummy variable for the service sector was also included in the model. The results show that there are no significant differences in wages across different sectors. Another exercise was conducted to test whether language skills may have differing effects on wages depending on the sector of employment. The results indicate that it does not. In other words, Turkish language skills are equally important in manufacturing and services.

Taking into account all differences across men and women, such as education, sector of employment and Turkish language skills, young Syrian women earn 20.1 percent less than young Syrian men. Additionally, the survey results indicate that the young Syrians think that they work longer hours. A sizeable share of them say that they work 7 days a week, without taking a paid day off. The Turkish youth may have similar complaints. Almost two thirds of young Turkish wage earners work 48 hours or more in Istanbul. The share is higher among young men than among young women. The share of young Syrians who work more than 48 hours a week is much higher at 87.7 percent; among Syrian men 93.1 percent say that they work more than 48 hours a week. Overall, young Syrian men and young Syrian women are more likely to report 48 hours or more, compared to their Turkish counterparts.

TABLE 8: TYPICAL WEEKLY WORKING HOURS OF YOUTH SYRIAN WAGE EARNERS IN ISTANBUL, 2017

WEEKLY USUAL WORKING HOURS IN THE MAIN JOB	FEMALE		MALE		TOTAL	
	THE NUMBER OF PEOPLE	SHARE(%)	THE NUMBER OF PEOPLE	SHARE(%)	THE NUMBER OF PEOPLE	SHARE(%)
Less than 48 hours	33	47.8	31	6.9	64	12.3
48 hours or more	36	52.2	420	93.1	456	87.7
Total	69	100.0	451	100.0	520	100.0

Source: IYF Labor Market Assessment Survey, 2017

Averaged out, young Syrians work 64 hours a week, 67 hours among males. Half of the young Syrians say that they work up to 70 hours a week. Three quarters of young Syrian men work 72 hours a week. Even under the assumption that they work 7 days a week, it still indicates that they work approximately 10 hours a day. Even though young Syrian women work shorter hours, half of them still work more than 48 hours a week.

TABLE 9: PERCENTILE DISTRIBUTION OF HOURS WORKED PER WEEK

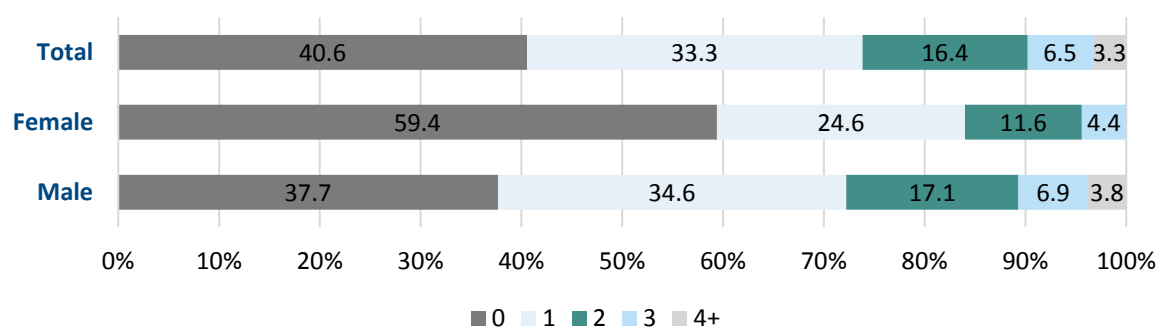
PERCENTILES	MALE	FEMALE	TOTAL
10%	48	20	36
25%	60	30	60
50%	72	48	70
75%	72	66	72
90%	84	72	84
Average	67	47	64

Source: IYF Labor Market Assessment Survey, 2017

The tenure distribution or duration of current employment of the young Turkish wage earners in Istanbul shows that 28.2 percent of the young workers in Turkey have less than a year of tenure in their current place of employment, and 26.9 percent have one year. That is, about half of them have at most a year. Women are more likely to report working for the same firm for a year, although more generally women have shorter tenure than men do.

A young Syrian in the labor market in Istanbul has a shorter tenure than a young Turkish person in the same age group. 40.6 percent of the young Syrians have been working in the same firm for less than a year (33 percent among the Turkish citizens). One in every three Syrians have been in the same firm for a year (25 percent among the Turkish citizens).

FIGURE 13: TENURE BY YEAR (%)



Source: IYF Labor Market Assessment Survey, 2017

In most of the in-depth interviews, young Syrians talk about working for longer hours. Work hours range from eight to 12 hours a day. Many interviewees say that they have to work overtime. In many cases, they are not being notified of overtime beforehand. It has been widely acknowledged that Syrian workers are generally not paid for overtime work. Many interviewees work 6 days a week. They also say that they sometimes have to work on their weekly leave days.

Among all the interviewees, only one employee who works informally at a finance company has a salary above the minimum wage. All the interviewees indicate that their wages are low.³³ Stakeholders bring up this issue as well. They report that most Syrians work informally at low wages, even below than minimum wage. They also say that skilled workers can sometimes earn relatively higher wages (RIZK; F9, services, Turkish; Küçükçekmece and Kağıthane Municipalities).

Not only do the young Syrians have little bargaining power for negotiating for higher wages, but they are also without protection mechanisms against misconduct of their wages. The majority of the interviewees claim that they have experienced problems in this regard. Most of them say that their wages are not being paid on time.³⁴ Some interviewees claim that they have not received any payment for the work they have done. In some cases, interviewees claim that they are paid less than what has been agreed with their employers. For instance, a young Syrian man without an elementary school education who used to work in the textile sector reported that he only received 500 TL a month in wages even though the employer has promised to pay 800 TL when he was hired (18, male, unemployed).

³³ Many interviewees claim that they have difficulties in terms of meeting basic needs such as rent and food. Those who live with their families indicate that they have to take care of other members who do not work. In addition, some respondents send remittances to their relatives who remain in Syria.

³⁴ Toksoz, Erdogan and Kaska (2012) find that the young Syrians between the ages of 15 and 17 working in textile have the lowest wages. TESEV (2015) also points out that informal work and low pay is common among the Syrians. Hayata Destek (2016) states that the Syrians are being paid low wages, not on time and irregularly. Icduygu (2016) also finds that the Syrians are working longer hours, are being paid less, not on time, and not in full. Bellamy et al. (2017) report low wages and long working hours. “He used to own restaurants in Syria, and now works at a restaurant from 12 pm until 12 am earning 1,500–1,800 Lira (\$500–\$600) a month”. “One woman who made jewelry at home told that she had stopped because the work was too tiring and generated too little income (about 50–60 Lira (\$17–\$20) a week)”.

This problem was also discussed in the stakeholder interviews. It was said that Syrians' salaries are sometimes either not paid at all or paid in delay (SDD). In those cases, they lack any legal protection mechanisms (IGAM). Women and children (IGAM) experience such problems more severely.

When their wages are paid late or not paid at all, the majority of the respondents bring up the issue to their employers either as a group or as individuals. Yet, they claim that they never achieve an end. Some of the respondents have filed complaints to third parties including the police and municipality officials. However, it has been noted that neither

officials nor associations have intervened or helped them out.

Young Syrians on Wage Payments

"Employers should be monitored more frequently [by the authorities] because they pay little wages. Some of them [employers] say that they will make the payment at the end of the month, but when the time comes they do not. Syrians work without permits. When an employer does not pay the wages, Syrians cannot make complaints to the police." (29, male, employed)

"At one of the workplaces that I worked, they did not pay my salary. I went to the police. They asked me for my documents regarding work permit. I told them that I didn't have any. Then, they sent me away." (29, male, employed)

"[When paid a less amount than what was promised] There are no people or institutions that provide us help. We make our complaints on our own. We wanted to complaint to the municipality once. But the person in charge at the municipality turned us down saying he was overburdened with other work." (22, female, unemployed)

5.4 Sectors

To discern the potential gaps in the Syrians labor supply, the sectoral and the occupational aspects of the labor market are described below. Again, the data concerning the Syrians comes from the survey instrument conducted as a part of this assessment and the data concerning the Turkish individuals comes from the Household Labor Force Survey.³⁵

The survey instrument provides much needed information regarding the sectoral distribution of the employed

young Syrians. When the sectors were categorized, textile, wholesale and retail trade, as well as accommodation and food services were kept separate and not aggregated as these sectors were the sectors with strong labor demand as measured by data from İŞKUR, Kariyer.net and Istanbul Chamber of Industry.

The stakeholder and the business interviews also supported this finding.³⁶ All institutions interviewed commonly state that Syrians workers are mostly employed in the textile sector. This includes various sectors of textile as well as the apparel / ready-to-wear sector (TİSK). They are employed as "ortacı," a position that requires no skills and lacks clear definition tasks (RIZK). Some of respondents in the interviews also claim that there are Syrians working in jobs at the restaurants, hotels, and touristic shops where Arabic speaking tourists are common clients (29, male, employed; 28, male, employed).

³⁵ Special attention was paid to achieve as close a match as possible when the answers in the survey were classified to be consistent with the classification (NACE) in the Household Labor Force Survey. Still, the categories of sectors and of occupations may not match exactly.

³⁶ Toksöz, Erdoğan and Kaşka (2012) report similar findings, e.g. textile, waiter/waitress, salesperson. Bellamy et al. (2016) state that Syrians work predominantly in textile and in tourism.

Official data on work permits mirrors the findings of the survey. Most of the working permits were issued in manufacturing subsectors (2,204 out of 3,484). The subsectors with the highest number of working permits within manufacturing are textiles manufacturers (393), manufacturers of apparel (439) and manufacturers of fabricated metal products, except machinery and equipment (246), and manufacturers of other non-metallic mineral products (149). Other sectors that stand out are wholesale and retail trade, repair of motor vehicles and motorcycles (350), administrative and support services (263), and other services (238). (Table in Appendix C)

Among all the young Syrians who are currently employed and were surveyed, one in five are employed in wholesale and retail trade. The textile sector follows at 16.5 percent, accommodation, and food services at 15 percent. Taken together, these three sectors constitute more than half of all employment.³⁷ The distribution of young male Syrians is quite similar to total distribution as they are over represented. However, 40.6 percent of female young Syrians are in education while only 3.3 percent of males are in this sector. That said, the presence of females young Syrians in wholesale and retail trade as well in other services is noticeable: 14.5 and 11.6 percent respectively.

Note that other sectors have much smaller shares. Various stakeholders interviewed such as IGAM, HayatSür, TOBB, Ministry of Labor and Social Security, Ministry of Family and Social Policies brought up other sectors/subsectors such as flour factories, welding, plastic factories, machine manufacturing factories, real estate sector, furniture making, automobile repairmen, jewelry making. Most of these would be classified under manufacturing, and their relative weights in total employment are small according to the survey data.

TABLE 10: CURRENT LABOR SECTORS EMPLOYING SYRIAN REFUGEES

	TOTAL	MALE	FEMALE
Wholesale and retail trade	21.4	22.4	14.5
Textile	16.5	17.7	8.7
Accommodation and food services	15.0	17.1	1.4
Manufacturing	10.8	11.5	5.8
Other services ³⁸	8.5	8.0	11.6
Education	8.3	3.3	40.6
Professional, scientific and technical	5.0	5.5	1.4
Missing	3.9	4.2	1.4
Human health and social work activities	2.5	1.8	7.2
Construction	1.9	2.2	0.0
Civil society organizations	1.9	2.2	0.0
Tourism	1.4	1.3	1.4
Administrative and support service activities	1.2	0.9	2.9
Others ³⁹	2.0	1.7	2.8
Total	100	100	100

Source: IYF Labor Market Assessment Survey, 2017

³⁷ Pinar, Siverekli and Demir (2016) find that half of the Syrians are employed in manufacturing and one third in services in Urfa.

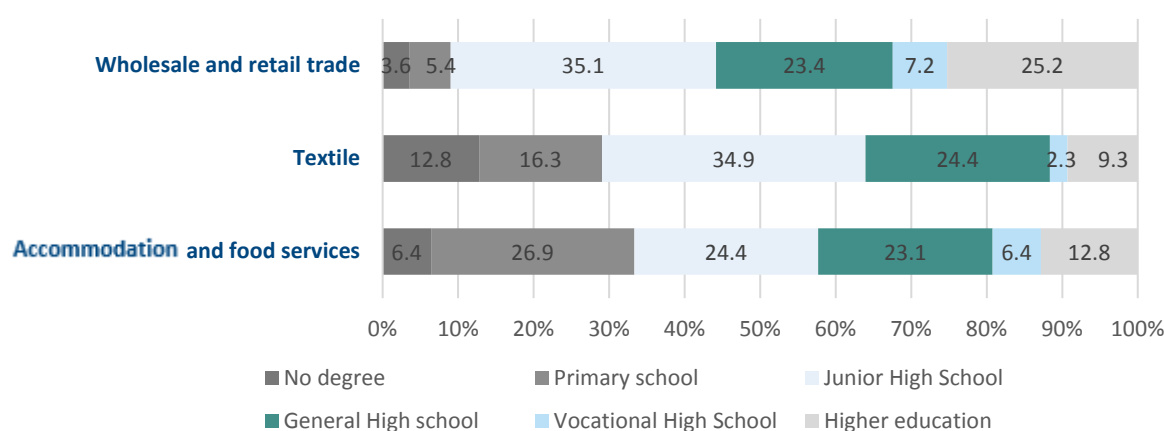
³⁸ Other services include hairdressers, repairpersons, car wash workers, etc.

³⁹ Other sectors include communication and information; agriculture; arts, entertainment and recreation; e-commerce; real estate activities; transportation and storage.

Young Turkish workers are predominantly employed in one of following three sectors: industry, commerce and hospitality, and other services. Taken together, they constitute 74 percent of all youth employment in Istanbul. There are major gender differences in employment in industry, construction, education, and health where young Turkish men are more common in the former two and young Turkish women are more common in the latter two. A closer look at the sectoral employment distribution of the young workers reveals that 13.4 percent are employed in retail trade, 9.6 percent are employed in the manufacturing of wearing apparel. The third and fourth largest sectors in terms of Turkish youth employment in Istanbul are food and beverage service activities at 6.4 percent and education at 5.4 percent. Wholesale trade (4.0 percent), activities of head offices, management consultancy activities (4.8 percent) and human health activities (4.0 percent) and specialized construction activities (2.7 percent) follow suit. In short, the sectoral distribution of employment is similar across Turkish and Syrian youth.

Looking more closely at the survey data of the young Syrians, the education status of the young Syrians employed in the most common three sectors reveal that there are important educational differences across these sectors. More than half of the workers employed in the accommodation and food services sector as well as in the textile sector have at most a junior high school degree. The wholesale and retail trade sector has relatively more educated workers. The share of workers with a university degree is 25.2 percent in this sector.

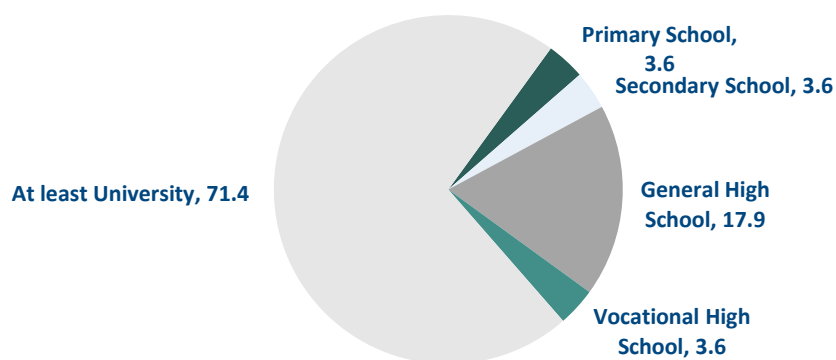
FIGURE 14: THE LEADING THREE SECTORS AND EDUCATION LEVELS (%)



Source: IYF Labor Market Assessment Survey, 2017

As noted above, the survey data collected indicates that 40 percent of employed women are working in the education sector. Furthermore, most of the women in education are well educated, i.e. approximately 70 percent have at least a university degree. According to HayatSür, which specializes in the field of education and launches integration programs for Syrians teachers in Turkey, there are 12,600 Syrians teachers working in Turkey, which is also confirmed by the Ministry of Education. Around 2,800 of them are working at schools in refugee camps. Most the remaining teachers are working at the temporary education centers. Only a small number are teaching at private schools (Hayat Sür).

FIGURE 15: SYRIAN WOMEN IN THE EDUCATION SECTOR (%)



Source: IYF Labor Market Assessment Survey, 2017

In light of the interviews conducted with the firms in the textile and apparel sector, the main reasons for the concentration of the Syrian workers in these sectors can be identified as follows: **(1)** There are various job positions that do not require extensive and complicated skills. **(2)** Due to the fierce competition in the global market, there are severe cost-cutting practices in the textile sector which translate into falling wages, which are more readily accepted by Syrians with limited options (ITKIP; F6, textile, Turkish; F3, textile, Turkish; F5, textile, Turkish; F4, textile, Turkish). The firms in this sector state that a formal Turkish worker is paid at least the minimum wage, 1400 TL, whereas a Syrian is paid somewhere between 800 TL and 1,400 TL (F2, textile, Turkish; F6, textile, Turkish; F1, textile, Turkish; F5, textile, Turkish). Furthermore, they work 12 hours a day as opposed to the Turkish workers who either work for shorter hours or receive overtime pay for longer hours (F2, textile, Turkish; F6, textile, Turkish; F1, textile, Turkish). **(3)** Informal employment is widespread where there are many small-scale outsourcing firms off the radar (ILO). Moreover, it may be easier for Syrians to accept informal employment as they receive social services, they get free public health care and are not as concerned with social protection nor about retirement (TGSD, ITKIP; F2, textile, Turkish; F3, textile, Turkish). **(4)** The turnover rate is high as the Turkish workers leave after receiving training to take advantage of better wage offers elsewhere (ITKIP). Young Turkish workers prefer to work in services for higher pay and better working conditions (TGSD; F1, textile, Turkish; F6, textile, Turkish; F3, textile, Turkish; F4, textile, Turkish). When all these factors are combined with a strong labor demand, the firms seem to agree that Syrians work in jobs where Turkish citizens are unwilling.

5.5 Occupations

Occupations are another important aspect under scrutiny in this labor market assessment. The two different data sources for the Syrians and the Turkish imply that data may not be perfectly aligned when it comes to occupations. The survey instrument builds on the self-reported occupation of the young Syrians themselves, whereas the Turkish data has been heavily edited to reflect an international classification of occupations, which is extremely difficult to implement.

The occupational distribution of the employed young Syrians shows that 21 percent of Syrians work as salespersons. This share is very similar to the share among the Turkish youth. Again, the gender divide is evident here. Sales jobs are more common among young men and teaching jobs are more common among women. Young men are likely to work as tailors (9.3 percent) or as workers in a restaurant (7.1 percent) as well as plain workers (7.8 percent). A non-negligible 5.5 percent of them are employed as workers in a textile firm.

Young women are likely to work as hairdressers (10 percent) and as workers in a textile firm (7.2 percent). Some stakeholders indicate hairdressing appears to be widely preferred job among the female Syrians as the language barriers are lower and it can be practiced at home (IGAM, HayatSür, Ministry of Family and Social Policies). Note that sizeable groups of young women are employed as secretaries, cleaning staff, or in childcare. Traditional gender roles seem to play an important role in the employment of young Syrian women.

TABLE 11: CURRENT JOBS

	TOTAL	MALE	FEMALE
Salesperson	20.6	22.6	7.2
Tailor	8.1	9.3	0.0
Worker	7.1	7.8	2.9
Teacher	6.3	2.7	30.4
Worker / restaurant	6.2	7.1	0.0
Worker / textile	5.8	5.5	7.2
Hairdresser	4.2	3.3	10.1
Cook	2.9	3.1	1.4
Repair person	1.9	2.2	0.0
Secretary	1.5	0.9	5.8
Worker / construction	1.5	1.8	0.0
Accountant	1.3	1.6	0.0
Translator	1.3	1.3	1.4
Worker / cleaning	1.0	0.2	5.8
Childcare	0.8	0.0	5.8
Other occupations ⁴⁰	30.0	30.5	21.4
Total	100.0	100.0	100.0

Source: IYF Labor Market Assessment Survey, 2017

⁴⁰ Other occupations are: Worker / car wash, Worker in textile, Baker, Carpenter, Graphic designer, Grocery Store, Job in tourism, Manager, Worker / printing, Worker / garment industry, Worker in packaging, Marketing staff, Welder, Worker / auto spare parts, Worker / furniture, Worker / lab, Car painter, Nurse, Shoemaker, Worker / factory, Worker / plastics, e-Commerce, Advertiser, Computer programming / repair, Craftsperson, Doctor, Engineer, Programmer, Receptionist, Worker / information desk, Administrative, Anchorperson, Assembler, Assistant cameraman, Bookbinder, Brass polisher, Cashier, Designer, Event organizer & translator, Farmer, Fashion designer, Flyer distributor, Laser epilation technician, Manager and educator, Manager in foundation, Marketing director, Metal plater, Project manager, Public relations, Reporter, Representative, Restaurant manager, Servant / tea maker, Specialized design activities, Web designer, Website Content Manager, Worker / cartridge, Worker / foundation, Worker / laundry, Worker / packaging, Worker / storage.

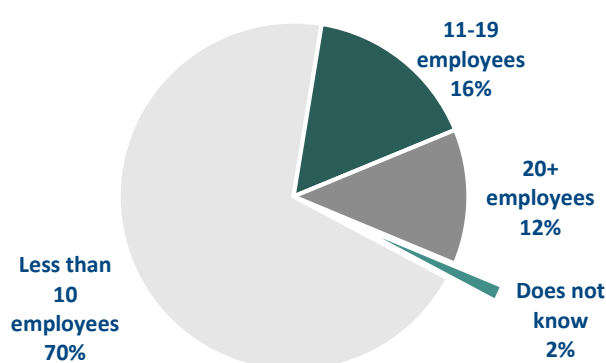
In the survey, the unemployed individuals were also asked about the occupations they would like to have. Forty percent did not provide an answer.⁴¹ Unlike the sectoral distributions of the Syrian and the Turkish youth, which were quite similar, such a comparison is inconclusive regarding the occupational distribution.

The occupational distribution of the young wage earners in Istanbul exhibits sizeable differences at the gender divide. Young female workers are more likely to be employed as professionals (20 percent) and clerical support workers (26 percent) while the same shares for males are limited to 10 and 13 percent respectively. The number of women is still lower than the number of men even in these two occupations since the total number of employed young men are three fold that of women. On the other hand, men are relatively concentrated in crafts and related trades, plant-machine operators-assemblers and elementary occupations (unskilled workers). Indeed, the share of men employed in these sectors constitute 39 percent of all employed young men while the same share among women is limited to 19 percent. One important exception is the service and sales workers, which encompasses the largest share among the young workers at 24 percent. The shares among young women and men are 23 and 25 percent respectively. A closer look at the occupations reveals that 14.1 percent of young wage earners are employed as sales workers, 7.9 percent as stationary plant and machine operators, and 6.4 percent of the young people as numerical and material recording clerks. Personal service workers (5.9 percent) and customer service clerks (5.3 percent) follow closely.

5.6 Company Size

Approximately two thirds of the employed young Syrians are working in micro firms, i.e. in companies with less than 10 employees. An overwhelming majority works in relatively small firms with less than 50 employees. Clearly, smaller companies find it easier to evade audits, they may find it costlier to apply for work permits, and hence more likely to create informal job opportunities for young Syrians.

FIGURE 16: THE SIZE OF COMPANIES WHERE YOUNG SYRIANS WORK

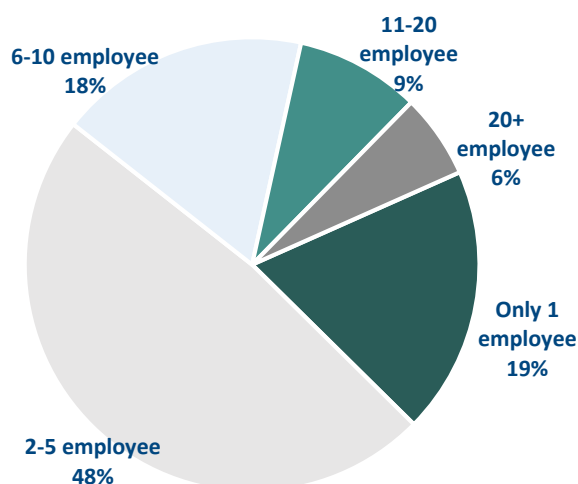


Source: IYF Labor Market Assessment Survey, 2017

⁴¹ No answer, 40%; Teacher, 4.6%; Tailor, 4.4%; Wholesale and trade, 3.9%; Worker in textile, 2.9%; Accountant, 2.7%; Worker in manufacturing, 2.1%; Cook, 1.9%; Translator, 1.9%; Childcare, 1.5%; Engineer, 1.5%; Office staff, 1.5%; Photographer, 1.5%; Tourism, 1.5%; Manager, 1.2%; Salesperson, 1.2%; Mechanic, 1%; Pharmacist, 1%; Others, 24.1%.

The assessment survey also sheds light on the network effects in employment for young Syrians. Almost half of the young Syrians who are employed work in companies with 2 to 5 Syrian employees. Moreover, approximately 80 percent of the young Syrians are working in companies where there is at least one more Syrian employee. Given the size of the labor market in Istanbul, this finding clearly demonstrates that Syrians are clustered among certain companies.

FIGURE 17: THE NUMBER OF SYRIANS IN THE FIRM INCLUDING THE RESPONDENT



Source: IYF Labor Market Assessment Survey, 2017

According to HayatSür, Syrians who establish their own businesses constitute around 15% of working Syrians.⁴² A small number have established industrial factories, and manufacture food, candy, flour, or textile

items. Larger portions of Syrians entrepreneurs have opened small shops consisting of markets, restaurants, butcher shops, and bakeries, etc. Many of these small shops exist in neighborhoods where the Syrians population is concentrated to cater to the Syrians customers. It is estimated that an overwhelming majority of these firms have received permits and licenses (IGAM). Despite several “bad examples,” working conditions in the Syrians’ companies are described as better compared to the work places run by citizens of Turkey. This is explained mainly by the absence of the language barriers between the employees and employers and solidarity (HayatSür).⁴³

This issue is mentioned in the in-depth interviews as well. One respondent claims that his chances for getting a job at a business run by a Syrian are

Young Syrians on Working for Syrians

“There are no major differences between Syrian and Turkish employers. Everyone works for their own self interest. Yet, it is easier to communicate with Syrian employers. This makes the work environment better for us.” (28, male, employed)

“All the employers put pressure on their workers in order to complete their work. When the work is completed. (...) It is easier to work with Syrian employers due to the use of common language. However, those who work with Syrian employers will never be able to learn Turkish.” (28, male, employed)

⁴² In the survey, 3.1 percent of young Syrians are entrepreneurs. Entrepreneurship may be less common among the young.

⁴³ Bellamy et al. (2017) state that due to the difficulties in proving educational and professional backgrounds, Syrians with higher sets of skills were struggling to find jobs that match their skill sets. When they do, it is usually with Syrian employers who can better judge their backgrounds. Nevertheless, it is also reported that these jobs are either short-lived or they pay less.

minimal since Syrian employers mostly tend to hire people from a small circuit of their friends and relatives. The respondents think that Syrian employers are not significantly different from Turkish employers except for speaking a common language. It has been argued that speaking Arabic at the workplace enables them to communicate better with their employers, which is found beneficial by some of the respondents. On the other hand, one respondent points out a caveat that by remaining within an Arabic-speaking work environment will impede Syrians to improve their Turkish language skills.

5.7 Commute to work

Young Syrians have relatively shorter commuting times. Forty-six percent says that it takes them less than 30 minutes to get to work. In a metropolitan area such as Istanbul, this is considered a short commute. Relatively shorter commuting times imply that Syrians may prefer jobs that are closer to their homes or that Syrians clustered in certain areas, and therefore they live and work in areas where there are more Syrians. Forty-four percent of Syrians travel to work by walking, while 40 percent use public transportation. For those using public transportation, the average commute time increases up to 75 minutes relative to 25 minutes for those who walk to work.

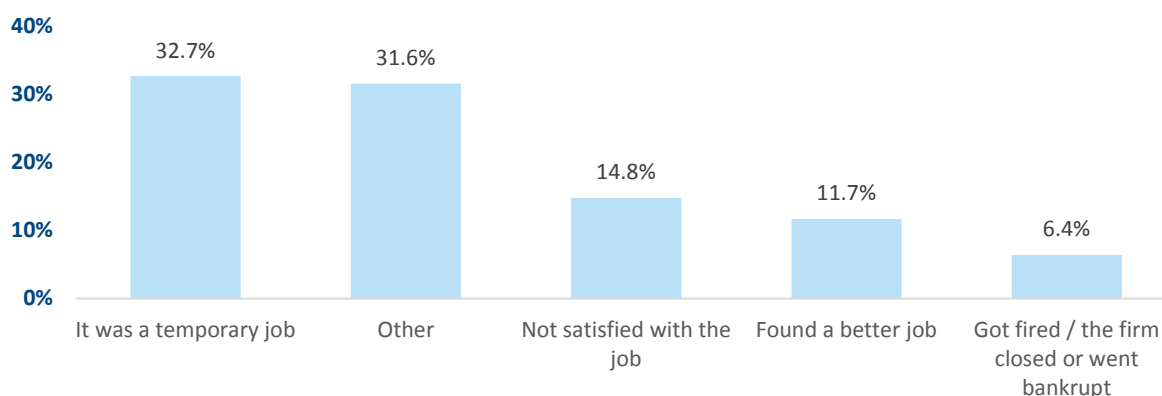
5.8 Previous job experience and turnover

The survey contains an extensive section on previous work history. Note that information on previous work history differs substantially depending on whether the young Syrian is currently employed or not. On one hand, 85 percent of the currently employed Syrians have never worked in Turkey before. Among the currently employed, 29 percent had not worked in Syria either. On the other hand, 76.6 percent of the unemployed Syrians say that they have worked in Turkey before.

Note that labor market experience is particularly important in finding employment for younger individuals. Therefore, the fact that the unemployed are more likely to have previous job experience raises questions as to whether this question was understood correctly. Furthermore, recall data is known to have more serious measurement error as individuals commonly make mistakes remembering previous information, particularly in surveys. Therefore, the results should be treated cautiously.

The reasons for leaving the last job were evaluated in the survey. About one third of the young Syrians who have worked before say that their jobs were temporary. Fourteen point eight percent said that they did not like their jobs, and 11.7 percent said that they found a better job.

FIGURE 18: REASONS FOR LEAVING THE LAST JOB



Source: IYF Labor Market Assessment Survey, 2017

Young Syrians on Why They Quit Their Jobs

"Normally, we worked 5 days a week. However, my boss was sending me to the other production site in Ümraniye to work on Saturdays. I told him that I couldn't do it, and I quit my job."

(22, male, unemployed)

"I worked for a year and a half in my previous job. In that job, my boss gave me a sales target. I was always going above that target. Yet, my boss was raising the target instead of raising my wage. Then I found a better job."

(29, male, employed)

In the in-depth interviews, when asked about their present and/or previous jobs in which they have worked during their stay in Turkey, the interviewees indicate a wide range of jobs across various sectors. Jobs and sectors in which the interviewees work are mainly as follows: construction sector; manufacturing sector (paint factory, iron factory, glass factory, plastic factory, electrical hardware factory, cardboard factory, copper factory), textile sector (ortacı, machinist, sewing); service sector (cleaning, sales, painters, waiters and cooks at restaurants and cafes); tourism sector (tourist guide, sales at touristic shops, receptionist at a hotel), and education (instructors, teachers). Additionally, there are a small number of interviewees who work at civil society projects, and a miniscule group of entrepreneurs who have tried to establish their own businesses.

The majority of the interviewees worked in Syria before they arrived in Turkey. The respondents worked in various sectors in a range of jobs including in the textile, agricultural (as farmers), and service (as medical technicians, teachers, painters, cooks, car-wash workers, salespersons, accountants) sectors.

Many of the respondents changed jobs frequently in Turkey. As the duration of residency increases, the number of jobs an individual works also increases. One respondent who has been in Turkey for 2 years reported that he changed jobs 11 times. In a similar vein, respondents who have been staying in Turkey for more than a year have changed their jobs 2 to 3 times on average.

The young Syrians also discussed why their jobs were terminated. Some of them were fired by their employers, usually without a reason or notice. Some of them were dismissed when the company was downsizing. Others were working temporarily and the work was completed. Yet others say that they quit voluntarily. The young Syrians cite the following reasons for quitting: low salaries, irregular, or non-payment of salaries, hard and bad work conditions, and disagreements with the employers and other workers.

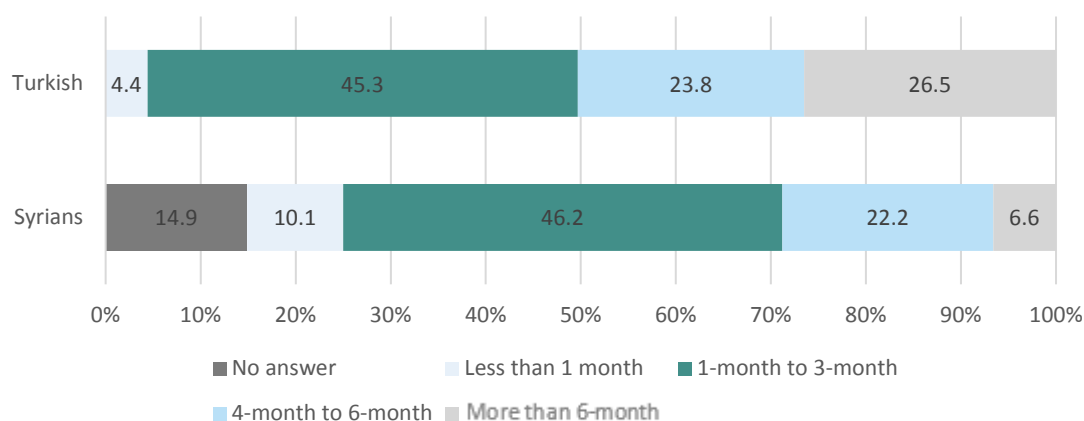
6. UNEMPLOYMENT AND JOB SEARCH

48.2 percent of Syrians are unemployed and 80 percent among the unemployed have been searching for a job for less than 6 months. Informal networks, usually other Syrian relatives, and friends are the main source of job searches. The major barriers the Syrians face in finding jobs are low wages, poor working conditions, and the lack of Turkish language skills.

Among the individuals who participated in the survey, 48.2 percent were unemployed. The unemployed individuals answered further questions regarding their status. A majority, 77.4 percent, state that they are looking for paid employment. The remaining 22.6 percent want to start their own business.

Unemployment duration is also informative about the labor market conditions of the Syrian youth in Turkey. 10.1 percent of the unemployed have been searching for a job for less than a month. More than half of the unemployed young Syrians have been unemployed for less than three months. Moreover, approximately 80 percent of the young unemployed Syrians state that they have been unemployed for 6 months or less. Note that the unemployment duration is longer among the Turkish individuals of the same age. This unexpected finding may stem from the higher expectations of more educated Turkish citizens.

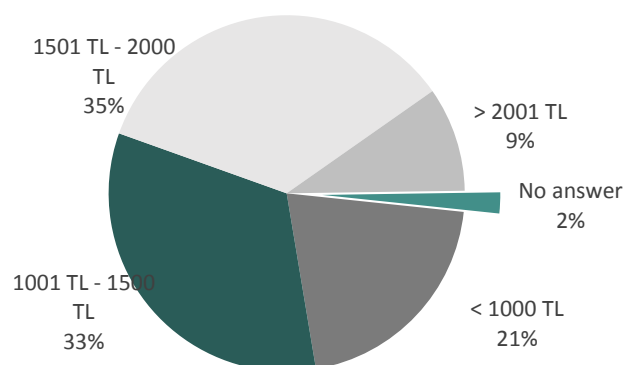
FIGURE 19: THE UNEMPLOYMENT DURATION OF INDIVIDUALS BETWEEN 18-29 YEARS OF AGE IN ISTANBUL (%)



Source: HLFS, 2016; IYF Labor Market Assessment Survey, 2017

The survey instrument contained a question on the minimum wage the respondent would take if they were to receive a job offer, i.e. the reservation wage. One in five young Syrians said that they would take up a job even if it paid less than 1,000 TL. One in three said that a job offer that paid between 1,000 and 1,500 was acceptable. Nevertheless, approximately 45 percent of the young Syrians ask for a wage that is higher than the minimum wage. The reservation wages of one third of the young Syrians is between 1,000 TL and 1,500 TL. A large group, 27.3 percent would ask for a wage between 1,300 TL and 1,500 TL. Note again that the minimum wage is around 1,400 TL.

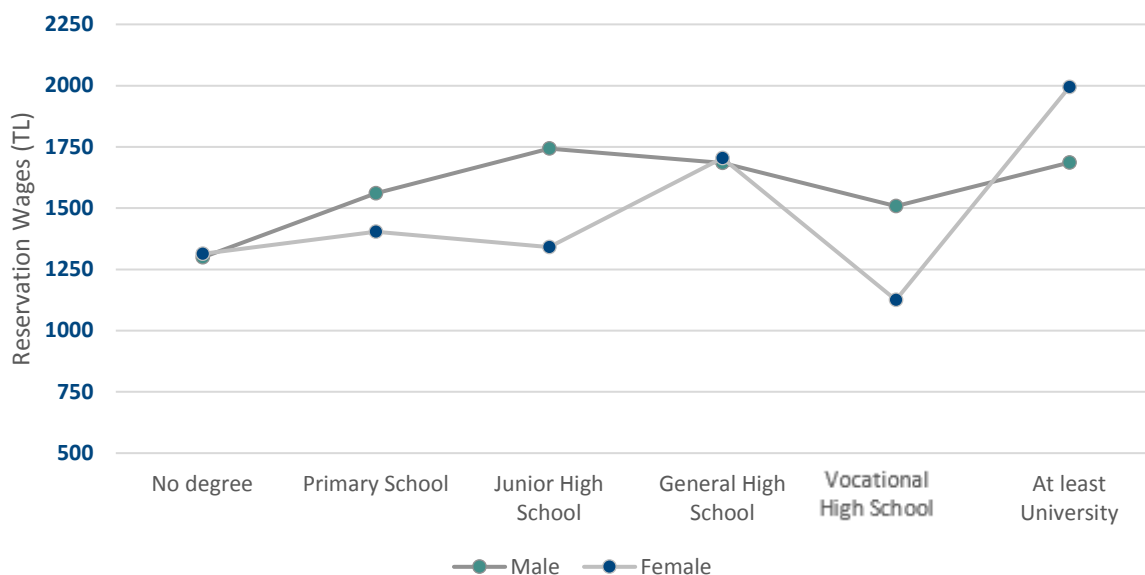
FIGURE 20: RESERVATION WAGE



Source: IYF Labor Market Assessment Survey, 2017

Understandably, the reservation wage would depend on the education level of the individual, and potentially on the gender. The survey data indicates that men have higher reservation wages than women. Such a gender discrepancy may be due to expectations. Note that the unemployment rates of women are considerably higher; therefore, women may be willing to take up jobs at lower job offers.

FIGURE 21: RESERVATION WAGE BY GENDER AND EDUCATION



Source: IYF Labor Market Assessment Survey, 2017

As for the job search process, all survey participants answered questions on the channels they use to search for jobs. More than one answer was allowed. Most of the employed Syrians said that they searched by asking their relatives

and/or Syrian friends. The stakeholders also say that the main mechanism used by Syrians in order to search for jobs is their social networks (AFAD, HayatSür).⁴⁴

TABLE 12: CHANNELS USED FOR JOB SEARCH BY LABOR MARKET STATUS

	EMPLOYED	UNEMPLOYED
Through social media (Facebook, etc.)	9.8	51.1
With the help of a Syrian relative or a friend	65.2	49.5
Through RIZK	14.4	45.8
By directly applying to employer (Checking the announcements in Organized Industrial Sites, etc.)	20.6	33.5
With the help of a Turkish relative or a friend	7.5	23.6
Through United work	0.2	8.3
By a middleperson / intermediary, etc.	0.6	7.7
Other	2.9	6.8
By newspapers, magazines	1.2	6.2
Through a private employment office	0.4	3.3
Through the Turkish Employment Agency	1.9	3.1

Source: IYF Labor Market Assessment Survey, 2017

The in-depth interviews with the young Syrians support this finding as well. The interviewees commonly use informal channels when searching for jobs.⁴⁵ These informal channels mainly consist of social networks of friendship and kinship. Furthermore, there is a constant flow of information about available positions in the labor market throughout these networks. Syrians who are working inform their friends and/or relatives about available positions at their workplace or if they have heard of opportunities elsewhere. According to the accounts of the interviewees, these referrals are only out of solidarity without any material benefits attached. In other words, respondents assert that Syrians who find jobs for others do not act as middlepersons charging fees for their service.⁴⁶

“At first when we arrived here [in Turkey], we were directly asking employers for jobs. They were usually telling us that there was none. Then, we started finding jobs through the help of Syrians that arrived here [in Turkey] before us. (...) We are not looking for jobs anymore because when we do, employers reject us. Our friends let us know [about available jobs]. I work at construction sites. They tell me when they need workers.” (21, male, employed)

The second channel they used is applying directly to an employer. 20.6 percent of the employed young Syrians say that they found their current jobs this way. Overall, formal job applications are not very common, i.e. 12.8 percent of

⁴⁴ Associations that are established by Syrians themselves (found mostly in the Southern regions of Turkey e.g. Gaziantep, Urfa) also transmit information about open job positions to the Syrians with whom they are in touch (IGAM).

⁴⁵ INGEV (2017) states that in retail workers find jobs via the mukhtars, and occasionally via municipalities, and in textile, they find jobs through kinship and friend networks.

⁴⁶ Erol et al. (2017) report that around 40 percent of their respondents have found their jobs through middlepersons in the textile sector. This discrepancy may be because of the sector specification of their research.

the unemployed respondents state that they have ever filled out an application for a job in Turkey, and only 9.9 percent of unemployed Syrians have ever attended a job interview. The in-depth interviews support these findings. The interviewees say that they randomly visit companies, stores, and factories to ask for available positions. The efficiency of this search method is debatable.

"[When applying for a job] we don't speak Turkish. They try to explain something, but we don't understand. Then, they grow tired of us. We, on the other hand, suffer." (22, female, unemployed)

RIZK is another route through which the employed found their jobs.⁴⁷ 14.4 percent of the currently employed individuals said that they found their current jobs through RIZK. Almost half of the unemployed said that they applied to RIZK to find a job. Note that other private employment offices have not been as successful for the Syrians. The unemployed are engaged in a wider search and are more likely to utilize multiple job search channels. Even though relatively fewer people found their current jobs using social media, it seems to be more popular among the unemployed. Data from the in-depth interviews show that the use of social media such as Facebook or the Internet in general for job searching is at a limited.⁴⁸ Few of the interviewees say that they constantly check the Internet.⁴⁹ One of the reasons for the limited use of the Internet in finding jobs is that information is mostly in Turkish. One female respondent with a master's degree in psychology explains this as follows: *"I am not using the Internet [to look for jobs] because I do not know Turkish. If I got a translator to help with my job search, it will be too expensive for me."* (29, female, employed)

İŞKUR, the state employment agency according to both the survey data and some stakeholder interviews indicate that İŞKUR is not as effective as the private employment agencies (AFAD, United Work).

Problems that emerge as obstacles for Syrians using İŞKUR as a job search channel:

- (1) Syrians are not fully informed about the fact that they can use İŞKUR in the same way Turkish citizens can.
- (2) Even though İŞKUR disseminates information on open positions in the labor market, it is not effectively marketed to Syrians (AFAD).
- (3) The language emerges as an obstacle once again - all the application forms and documents are in Turkish, and the information on the webpage of İŞKUR is either in Turkish or English.
- (4) İŞKUR does not specifically employ Arabic-speaking staff to serve Syrians. All of these barriers are due to İŞKUR's approach. Given relatively high unemployment rates in Istanbul, İŞKUR prioritizes the ongoing employment programs aimed at decreasing the unemployment rate of the Turkish citizens (United Work).

⁴⁷ As noted above, RIZK is an employment agency that works exclusively with Syrian workers.

⁴⁸ ILO and SDD claim that the social media accounts, including several Facebook accounts, formed by and for Syrians are said to be extensively used by the Syrians, but the data from the survey and the in-depth interviews do not support this claim.

⁴⁹ One interviewee says that he finds some of his jobs on a web page named Adwit (27, men, unemployed). Another respondent (22, man, unemployed) indicates that they have a Facebook account named "Syrians Sultanbeyli" through which they share information about employment opportunities.

TABLE 13: DIFFICULTIES IN FINDING A JOB

	% OF EMPLOYED	% OF UNEMPLOYED
Wage offer was low	61.9	40.6
Working conditions were poor	43.7	26.9
I cannot apply for jobs because I do not speak Turkish	31.0	22.8
I cannot hear about vacancies because I do not speak Turkish	29.0	24.0
Discrimination	17.5	9.9
Employers are not willing to employ formally	17.1	22.2
Job offer was short-term	15.8	6.0
I do not know how to look for a job	15.2	15.5
My skills and experience are not recognized by employers	14.4	22.2
I fail to provide documents such as diploma etc.	7.5	19.3
Other reasons	1.2	2.1

Source: IYF Labor Market Assessment Survey, 2017

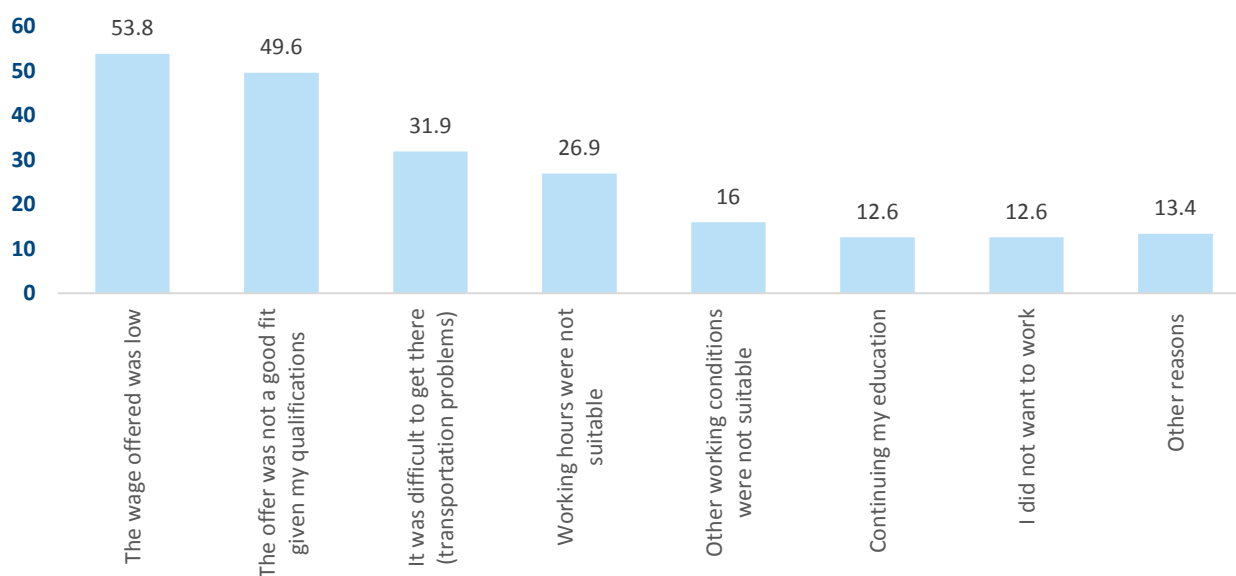
The survey instrument also contains information on the difficulties that the young Syrians face in job searches. Multiple responses were allowed for this question. The employed and unemployed individuals alike state that they have been offered low wages and poor employment conditions. Almost one third of all participants say that their Turkish skills are insufficient for job search.

Furthermore, 19.3 unemployed Syrians say that they cannot provide the necessary documents to provide employers such as diplomas, and 22.2 percent say that their relevant skills are not recognized within Turkey. In other words, the young Syrians think that non-transferability of labor market relevant skills constitutes an important barrier in their labor market integration. Note that this is a more acute problem among the unemployed (22.2 percent vs. 14.4 percent). This discrepancy implies that individuals who have skills that are recognized are more likely to find jobs, as expected. A noteworthy share, about 15 percent of the young Syrians say that they do not know how to look for a job. Once again, the survey data shows that the young Syrians are not well informed when it comes to labor market related issues, and may would benefit from programs and policies that aim to inform.

Lastly, 24.6 percent of the unemployed respondents state that they declined a job offer in Turkey. Low wage offers and skill discrepancy are the two main reasons why they rejected the job offer. Difficulties in transportation emerges as the third reason.⁵⁰ Note that multiple answers were allowed for this question.

⁵⁰ Bellamy et al. (2017) report that the type of work and pay, the cost of transport and the ability to spend time with family were the most commonly cited reasons for not taking a job.

FIGURE 22: THE REASONS FOR REJECTING AN OFFER



Source: IYF Labor Market Assessment Survey, 2017

7. SEGREGATION AND DISCRIMINATION

80.3 percent of Syrian youth in İstanbul state that they have been subject to labor market discrimination. They complain about low wages, longer working hours, maltreatment by bosses and coworkers.

An overwhelming 92 percent of the Syrian youth stated that they have been discriminated against in one form or another.⁵¹ 80.3 percent of the Syrian youth in İstanbul state that they have been subject to labor market discrimination.⁵² Labor market discrimination is also discussed in the in-depth interviews. Some interviewees point out differences between Syrian and Turkish citizen workers with respect to their conditions at work, such as working hours, the rate as well as timely payment of wages, exercise of legal rights, overtime work, breaks, etc. Interviewees claim that Syrians are disadvantaged in all respects.

FIGURE 23: DISCRIMINATION (%)



Source: IYF Labor Market Assessment Survey, 2017

The major source of labor market discrimination reported in the survey seems to be lower wages (46.7 percent).⁵³ This issue comes up repeatedly in the in-depth interviews with the Syrians. Furthermore, the firm interviews also confirm it. A firm owner says that his friends are upset with him because he is paying Syrians the same wage he pays Turkish workers.

"I told them 'It is your problem. It is between you and your conscience. Nobody will meddle with the conditions that I provide [for my workers].' If this man is putting his labor to use for me, if he works as much as a Turkish worker or more, then I cannot pay him half a wage because he is Syrian. I need to have a clear conscience when I go home in the evening." (F9, services, Turkish)

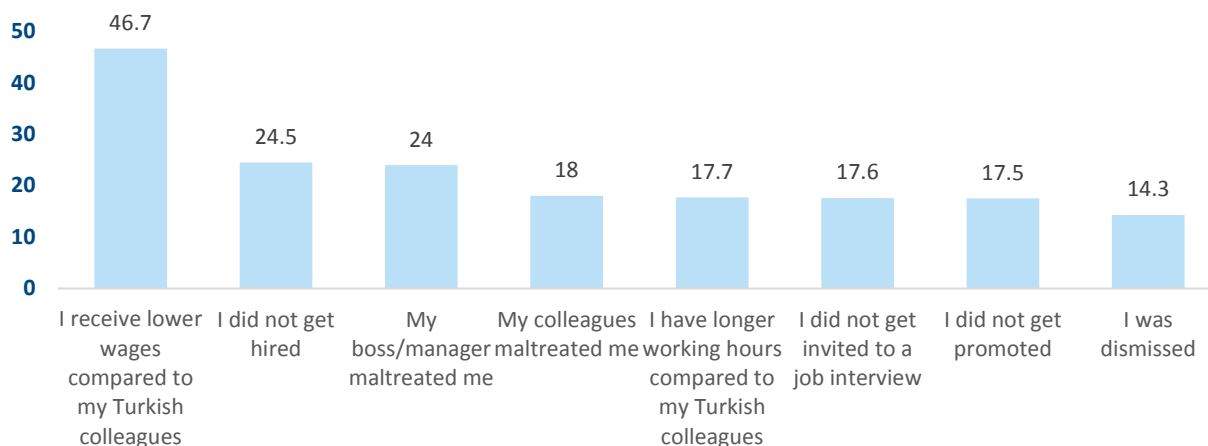
⁵¹ The question in the survey specifies different types of discrimination, e.g. discriminated against by managers/bosses, by coworkers, by homeowners, by state officials, on the street, etc.

⁵² Erol et al. (2017) report that, in their sample of textile sector workers, 39 percent of the Syrian workers and 57 percent of the Turkish workers say that they have been subject to some type of discrimination in the work place. The authors draw attention to the fact that the Turkish workers have longer job experience in this sector and argue that this may be one reason why the Turkish workers are more likely to report discrimination.

⁵³ Fair Action and Future in Our Hands (2017) also cite Syrians on labor market discrimination and report that late and incomplete payments are more common among the Syrians whereas the Turkish workers are more likely to be paid in time and in full.

In some cases, the Syrians are not paid the salary they earned or were entitled (Küçükçekmece and Kağıthane Municipalities, RIZK; F9, services, Turkish). RIZK representatives indicated that, in some instances, they had to intervene because firms did not pay salaries to the Syrian workers or did not pay the amount agreed.

FIGURE 24: REPORTED DETAILS ON LABOR MARKET DISCRIMINATION



Source: IYF Labor Market Assessment Survey, 2017

One in four young Syrians think that they were not hired because were discriminated against.⁵⁴ The young Syrians who participated in the in-depth Interviews complain about the discriminatory hiring practices as well, saying that some employers refused to hire them just because they were Syrians.

One in four young Syrians in the labor market state that they have been maltreated by their bosses and/or managers because of their nationality. Almost one in five young Syrians also reported being maltreated by coworkers. Some of the Syrians, in the in-depth interviews reported informal hierarchies in the workplace among Turkish and Syrian workers. These informal hierarchies involved making Syrians do the “dirty work” and creation of unequal access to facilities in the workplace.

When Syrians face conflicts with co-workers in the workplace, they lack mechanisms of protection. They bring the issue to the attention of the employer as individuals or sometimes as a group. In cases where individuals think relations at the workplace are unbearable, they quit their job. Often times, they cannot quit, as they have no other options.

⁵⁴ Erol et al. (2017) report that both Syrians and Turkish workers in textile think it is more difficult for Syrians to find jobs, albeit to different extents.

Young Syrians on Labor Market Discrimination

"Our wages are lower than what the Turkish workers receive. It is around 400 TL less on average." (28, male, employed)

"Their [Turkish citizen workers'] wages are around 2,000 TL. They were having lunch. They had everything. While they were resting for an hour, we had half an hour to rest... As Syrians, we were working until 12 in the evening...Turkish were working until 7 o'clock." (18, male, unemployed)

"There were 3-4 Syrians working at that factory. They were giving us much more work and forcing us to work much harder in comparison to the Turkish workers." (22, male, unemployed)

"They prefer Syrian workers only because Syrians accept lower wages. A Syrian workers' salary is lower than what is paid to a Turkish worker." (28, male, employed)

"When I apply for a job, I see that many employers do not hire Syrians. In many places, I have been told that they wouldn't employ Syrians." (22, male, unemployed)

"When looking for a job, there are people saying 'No Syrians!'." (28, male, unemployed)

"It depends on the employer. Some of them are racist, and they do not hire Syrians. Others are not racist, but they are stingy. They prefer employing Syrians because Syrians agree to work for lower wages." (27, male, unemployed)

"When there is less work, they continue to give work to Turkish workers. However, they fire us [Syrian workers] first." (28, male, employed)

"They say you are not man enough, go back to your country." (29, male, employed)

"Two days ago, one of the [Turkish] workers yelled at us when we were sitting on the couch, and he said 'Get up and go back to your country'. That is an insult." (21, male, employed)

"On the bus to work, Turks take the seats, and Syrians sit on the floor (...) A 40-year-old Syrian had to sit on the floor where as a young Turk took the seat. [The Syrian] told the employer, but the boss didn't do anything about it. In response, he quit his job." (28, male, employed)

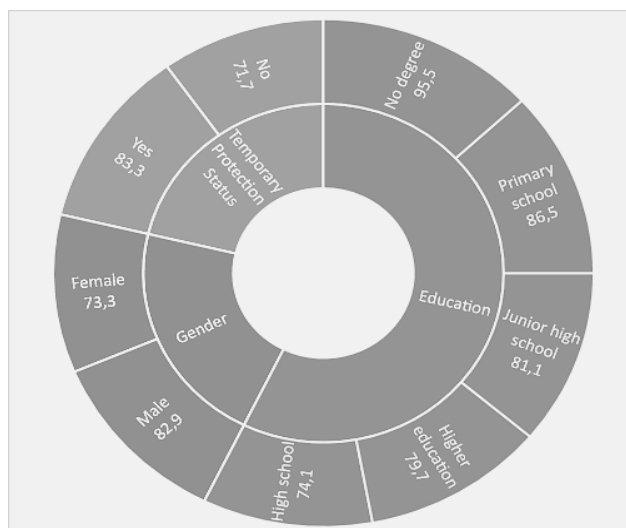
"[Other workers] were saying things like 'we do not want you, we do not like you'." (26, male, employed)

"That day I spoke with my boss and told him how awful the foreman was always treating me. He asked me whether I wanted to work or not and told me to think about it for 10-15 minutes. I was crying. I have been putting up with it for one and a half years. I had to work there. The work was hard. The relations were problematic. (...) I thanked them and left." (26, male, employed)

"Whom could I file a complaint to? (...) I had to work there. (...) Therefore, I had to put up with all that." (22, male, unemployed)

Further analysis into the survey data on labor market discrimination reveals that men, and those less educated are more likely to report being discriminated against. 95.5 percent of individuals without an education degree report facing discrimination, whereas this share falls to 74.1 percent for high school graduates. Nevertheless, the share rises to about 80 percent for university graduates.⁵⁵

FIGURE 25: LABOR MARKET RELATED DISCRIMINATION



Source: IYF Labor Market Assessment Survey, 2017

Company and businesses interviews are also revealing. In the textile and apparel sector, one firm said that it is reluctant to hire Syrians citing concerns from other workers or from managers (F2, textile, Turkish). Another firm said that the Syrians do not socialize, they tend to stick together and voices concerns about segregation between the Syrians and the Turkish workers at the workplace (F5, textile, Turkish). In the retail sector, one interviewee explained that Turkish firms would not hire Syrians for jobs that are in direct contact with the customers, not only because they lack the Turkish skills, but also because they do not act appropriately (Retailers' Federation of Turkey). Some additional comments from business owners are as stated below.

"I send the guy to a Turkish restaurant to buy our meals by telling him to buy whatever he wants for him as well, so that we can eat altogether. The person does not buy a meal for himself; he says he prefers to eat in a Syrian restaurant. This not us, but him created discrimination. (...) Their status should be specified. Both entrepreneurs and workers should have relevant status. However, first of all, they should not have the same rights as I do." (F12, Services, Turkish)

Nationalist reasons are also cited (F2, textile, Turkish; F1, textile, Turkish; Retailers' Federation of Turkey). Still, one interviewee suggests that given extra tax incentives, the nationalistic attitudes may disappear. (Retailers' Federation of Turkey)

⁵⁵ The differences in reporting labor market related discrimination across labor market status and Turkish language skills are negligible and thus not reported here.

8. VACANCIES AND HIRING PROCESSES

8.1 Vacancies

Two sectors that have the strongest labor demand are the textile and service sectors. The interviews with business associations and companies who operate in these subsectors confirm that there is an urgent need of workers in the textile and apparel subsectors. The firms that serve Arabic-speaking customers, either Syrian or other Middle Eastern countries, are in need of Arabic-speaking staff.

The employment conditions of young Syrians are not determined necessarily by the available job openings in the labor market. In this section, a detailed analysis of vacancy data is included. The main characteristics of labor demand in Istanbul are described using data by İŞKUR, Kariyer.net and Istanbul Chamber of Industry (ISO).

İŞKUR produces monthly data on the number of unemployed individuals who apply to İŞKUR to find jobs and on the number of vacancies posted by both public and private firms. It also provides some data on the number of unemployment claims. The focus of this part of the report is the data provided through the Istanbul Labor Market Research Report (İşgücü Piyasası Araştırma Raporu, IPA, 2016). Workers who register at İŞKUR are usually at the lower end of the skill distribution, and in a parallel manner, the vacancies posted there are usually vacancies that require a lower skill set.

Kariyer.net is one of the leading online employment agencies in Turkey. It releases the data it collects through its website. Some data is available publicly, some on demand. Kariyer.net is a widely used website in İstanbul. Its data is more likely to represent vacancies that require a higher skill set in Istanbul. Taken together, İŞKUR and Kariyer.net are complementary data sources on the labor demand in Istanbul. Istanbul Chamber of Industry also provided some data on its own estimates of labor demand in the manufacturing industry, which are discussed further below.

United Work and RIZK are two employment agencies that serve Syrians exclusively. United Work runs a small-scale operation and RIZK does not seem to be keeping statistics. Nevertheless, RIZK is well known among the Syrian workers and firms alike.

8.1.1 The Turkish Employment Agency (İŞKUR)

Istanbul Labor Market Research Report (İşgücü Piyasası Araştırma Raporu, IPA) produced by İŞKUR in Istanbul provides important insights into the labor demand conditions in Istanbul. As of now, the data collected by İŞKUR is the only firm-level data with a representative sample that contains direct questions on current and expected labor demand by companies. The survey was completed by 7,760 companies and has been weighted to represent 33,615 firms in Istanbul that are of size 20 employees or more. Smaller firms are out of the scope of the report.

The fact that the survey only represents relatively larger firms is a major drawback. If smaller firms are more likely to hire Syrians, this drawback becomes an even larger concern. Another potentially detriment is that the survey was conducted in April, and hence may be biased in terms of seasonal job opportunities. Even though agriculture is less of a concern in İstanbul, sectors such as accommodation and food services, and construction may imply larger biases. Given that the share of employment in the latter two sectors amounts to 5.6 percent and 7.2 percent of total

employment in Istanbul respectively, the underrepresentation of possible vacancies in these sectors may pose an important obstacle to understanding potential opportunities in Istanbul for the young Syrians.

IPA data indicates that manufacturing, wholesale and retail trade (repair of motor vehicles and motorcycle included) and construction makes up the largest three sectors in Istanbul as measured by the number of companies (with more than 20 employees). Together they represent more than half of the businesses in Istanbul.

16.9 percent of all the businesses interviewed in Istanbul by IPA state that they are currently posting vacancies. Two thirds of the vacancies posted in Istanbul are in manufacturing (41 percent), wholesale and retail trade (20 percent), and administrative and support service activities (11 percent). The share of companies posting vacancies overall in these three sectors are approximately 20 percent. In other words, one in five of these companies have vacancies in all three sectors. The vacancy rate as defined by the number of vacancies divided by the number of current workers plus the number of vacancies is the highest in manufacturing and other service activities, around 2 percent.

Businesses also answered questions regarding the educational requirements of the vacancies that they are posting. More than half of the companies indicate that they need at most “high school graduates” for their current vacancies. Close to one third say that the education level is not important. The relatively low skill requirements may present an opportunity in the short to medium run for the young Syrians who are having difficulties providing equivalences of their degrees. Around or more than two thirds of companies posting vacancies in wholesale and retail trade, accommodation and food service activities, and administrative and support service activities indicate that the education level required is less than a high school degree.

The data in the IPA indicates that the businesses use informal networks (family, relatives and friends), and internet and the social media more often than İŞKUR. Interestingly, using informal networks is more common when the vacancies, such as apprenticeships, require lower education levels, less than high school, or where education does not matter. Note that the labor supply side, i.e. the young Syrians searching for employment also report using informal networks predominantly.

IPA also provides information on whether the companies are facing difficulties filling their vacancies. This is an area of particular importance as there is information regarding the occupations where vacancies are harder to fill and the reasons why. The broad occupational categories with the highest number of vacancies are service and sales (24 percent), and plant and machine operators and assemblers (20 percent).

The top 10 occupations with the greatest number of vacancies are as follows: sales consultant (*satış danışmanı*), security personnel (*güvenlik görevlisi*), machine operator in sewing (*makineci-dikiş*), waiter/waitress (*garson-servis elemanı*), cleaner (*temizlik görevlisi*), handyperson (loading/uploading) (*beden işçisi- taşıma, yükleme boşaltma*), handyperson (regular) (*beden işçisi-genel*), sales representative (*pazarlamacı*), handler in textile (*ortacı/ayakçı-tekstil*) and call center customer representative (*çağrı merkezi müşteri temsilcisi*).⁵⁶ Within these occupations, sewing machine operator, sales representative, and handler in textile are the ones where sufficient knowledge of vocational and/or technical skills and experience are the skills most requested by firms (Table in Appendix C). Sewing machine

⁵⁶ Security personnel are restricted to individuals holding Turkish citizenship as explained in the Regulations section. Therefore, this occupation is excluded from the analysis.

operator, sales representative, waiter/waitress, cleaner, handyperson, call center customer representative have been on the list since 2013.

IPA has a special set of questions on occupations for which vacancies are hard to fill. The questions ask all company representatives, and not only those who post vacancies, about the occupations for which they have had difficulties filling in the past year, the number of such positions as well as the reasons why. One quarter of all businesses declare that there were occupations where vacancies were hard to fill (Table in Appendix C). The following are the ones with the highest number of positions: manufacturing, wholesale and retail trade, administrative and support service activities, construction, and accommodation and food service activities. Manufacturing and wholesale and retail trade constitute 49 percent of all employment and 62 percent of positions that were hard to fill.

As for the occupational divide, one third of hard-to-fill positions were posted for plant and machine operators and assemblers. IPA has more detailed occupational data concerning the hard-to-fill positions. The top ten occupations for 2016 and 2015 are provided in Table C 12 in Appendix C. The findings indicate that sewing machine operator, waiter/waitress, cleaner, and handler, material; textile have been on the list of hard-to-fill positions since 2013.

TABLE 14: THE NUMBER OF HARD-TO-FILL POSITIONS IN ISTANBUL, 2016

	NUMBER OF HARD-TO-FILL POSITIONS
Machine operator: sewing (<i>Makineci, dikiş</i>)	2,058
Sales demonstrator, consultant, representative (<i>Satış danışmanı</i>)	1,836
Security personnel	1,826
Waiter/waitress (<i>garson, servis elemanı</i>)	814
Cleaner (<i>temizlik görevlisi</i>)	788
Handyperson (<i>beden işçisi (genel)</i>)	719
Sales representative (<i>pazarlamacı</i>)	689
Handler, material: textile (<i>ortacı, ayakçı- tekstil</i>)	660
Handyperson loading/unloading (<i>beden işçisi - taşıma, yükleme, boşaltma</i>)	642
Call center customer representative	567
Other	22,981
Istanbul	33,580

Source: IPA, 2016

The occupations with the greatest number of vacancies and the occupations that have proven hard to fill are strikingly similar. The data clearly points to a set of well-defined occupations where many vacancies have been posted, which had been difficult to fill. The firms then answered a set of question regarding why these occupations were hard to fill (Table Appendix C). The most common two reasons are: (1) there were not enough applicants; (2) there were an insufficient number of applicants with the necessary vocational training or skills.

Given that these occupations are narrowly defined and that there is clear and strong labor demand in the past couple of years, these occupations may present employment opportunities for young Syrians. Some of the vacancies are in

occupations that potentially require strong communication skills in Turkish, such as waiter/waitress, customer representative/clerk (*satış temsilcisi*), sales demonstrator/consultant/ representative, call center customer representative. Any vocational training program provided in these occupations need to be supplemented with Turkish language courses.

Companies were also asked about their hiring expectations for the upcoming year, i.e. 2017 and those in the following categories, similar to earlier findings, anticipated employment growth: sewing machine operator, handyperson (*beden işçisi, genel*), construction worker (*beden işçisi, inşaat*), sales demonstrator /consultant /representative, qualified instructor in apparel and accessories salesperson (*usta öğretici, giyim ve giyim aksesuarları satış elemanı*). Along these occupations are also vehicle operators (*şoför -yük taşıma*), and sales and insurance agents (*sigortacılık meslek elemanı*). Some of the occupations mentioned by the stakeholders during the interviews, e.g. assembler, plastic products (*plastik mamuller montaj işçisi*), tanner (*deri işçisi*) are named among the occupations in which the firms are expecting employment decreases. Therefore, caution should be exercised in recommending these occupations for young Syrians.

8.1.2 Kariyer.net

In the vacancy data released by Kariyer.net, the first 20 occupations with the highest number of vacancies are provided in Table 15. Even though the data has overlapping categories in different occupations, the first two occupations that come out of the data concern sales and accounting.

TABLE 15: THE NUMBER OF VACANCIES BY OCCUPATIONS IN ISTANBUL

	NUMBER OF VACANCIES
Sales consultant	3.967
Accounting personnel	1.944
Secretary	1.530
Sales representative	1.517
Customer representative	1.394
Accounting specialist	1.392
Interns	1.371
Executive assistant	1.278
Sales engineer	1.015
Store manager (<i>Mağaza Müdürü</i>)	966
Pre-accountancy personnel (<i>Ön Muhasebe Elemanı</i>)	938
Accountant in charge (<i>Muhasebe Sorumlusu</i>)	919
General application	916
Sales specialist	856
Receptionist	810
Software development specialist (<i>Yazılım Geliştirme Uzmanı</i>)	795
Call center customer representative	759
Specialist	744
Human resources specialist	738
Store sales consultant (<i>Mağaza Satış Danışmanı</i>)	726

Source: Kariyer.net, April 2017

The number of vacancies posted by sector and the number of applications per vacancy by sector are provided in Table 16. The data has been seasonally adjusted and corrected for calendar effects. The textile sector has the highest number of vacancies.⁵⁷

TABLE 16: THE NUMBER OF VACANCIES AND APPLICATIONS PER VACANCY IN ISTANBUL BY SECTOR, 2017

SECTORS	APPLICATION PER VACANCY	SECTORS	NEW VACANCY
Records Information Management	248	Textile	787
Office equipment	249	Health	731
Maritime	332	Services	674
Insurance	357	Information	657
Textile	381	Building	646
Manufacture/Industrial Products	432	Manufacture/Industrial Products	546
Furnishing and accessory	433	Trade	506
Tourism	446	Electricity	372
Information	447	Consultancy	355
Consumer durables	447	Education	333
Total	645	Total	9756

Source: Kariyer.net, April 2017

The vacancy data released by İŞKUR and by Kariyer.net surprisingly point in the same direction. Even though these data sets are complementary, and not directly comparable, the common message is clear. Salespersons are urgently needed in the labor market and textile is the sector with the highest number of new vacancies.

8.1.3 Istanbul Chamber of Industry (ISO)

The Istanbul Chamber of Industry shared data on their vacancy estimates collected from its members in the manufacturing industry.⁵⁸ They have identified 12 occupations where labor demand is strong within the manufacturing industry, as can be seen in Table 17.

⁵⁷ Kariyer.net does not use the international NACE codes for sectors. Therefore their definition of the textile sector may not align exactly with those provided by HLFS or İŞKUR. It is highly probable that it includes the apparel subsector as well.

⁵⁸ ISO has different commissions within its structure. Each commission consists of 5 to 11 members from each of the 46 subsectors (in line with the 2-digit NACE industry codes). ISO sent out a survey to each of the commissions and asked about potential vacancies.

TABLE 17: THE LIST OF POTENTIAL OCCUPATIONS WHERE LABOR DEMAND IS RELATIVELY STRONG IN ISTANBUL, 2017

1	Machine maintenance repair (<i>Makine bakım onarım</i>)
2	Machine operator: plastic products (<i>Plastik işleme</i>)
3	Electrical installations and panel monitoring (<i>Elektrik tesisatları ve pano monitörlüğü</i>)
4	Casting (<i>döküm</i>)
5	CAD (Computer-aided design) (<i>Bilgisayar destekli makine ressamlığı</i>)
6	Molder: plastic products (<i>Plastik kalıp</i>)
7	Database programming (Veri tabanı programcılığı)
8	Industrial controller (<i>Endüstriyel kontrol</i>)
9	Metalworking (<i>Metal doğrama</i>)
10	Salesperson (Satış elemanı)
11	Machine operator: knitting, weaving (<i>Dokuma operatörlüğü</i>)
12	Computerized machine manufacturing (<i>Bilgisayarlı makine imalatı</i>)

Source: ISO, 2017

8.1.4 United Work

United Work is an employment agency funded by the European Union that aims to create formal employment for the Syrians currently residing in Turkey. They are actively seeking companies that are willing to hire Syrians for vacancies posted. They provide important information concerning the potential sectors and/or occupations specifically for Syrians. It should be noted that the goal of United Work is to create 200 formal employment opportunities for the Syrians in 2017, i.e. the size of labor demand in these sectors or occupations is probably relatively miniscule and once again, not representative.

United Work indicated that the service sector, especially health and tourism, carries potential for Syrians employment. Their fieldwork has shown that there has been an increasing demand by the Arabic speaking people from the Middle East for medical treatment and health care services in Turkey. This creates a high demand for Arabic speaking translators at the hospitals and health centers. Translators are also needed at the hospitals to communicate with Syrians patients who are currently living in Turkey. Similarly, it has been stated that Arabic-speaking staff is needed at hotels, restaurants, and cafes to cater to tourists from the Middle Eastern countries.

Another main branch of the service sector requiring the use of Arabic is call centers (İŞKUR, United Work, Ministry of Development). Companies that are engaged in the Middle Eastern and North African markets need bilingual staff that can speak Arabic, English, and/or French. These companies mostly seek university graduates with good language skills. In addition, speaking standard Arabic rather than one of its dialects is one of the main criteria for these positions (United Work).

Arabic speaking staff is also said to be needed at the customer service departments of real estate companies to serve customers from Middle East countries (United Work, Ministry of Development). United Work states that there are difficulties in meeting the demands of online sales companies such as ready-to-wear clothing companies selling products online and in the finance sector. The former specifically seeks individuals who are bilingual in Arabic and French.

A business that operates in the financial sector applied to United Work requesting Syrians employees for training. However, due to long security clearance procedures and insufficiency of documents including diplomas and their equivalences, they failed to find suitable matches.

8.2 Employment Placement

There are two organizations relying on foreign funds: RIZK and United Work that play a crucial role as employment agencies for Syrians. Note that they are both registered at İŞKUR as employment agencies, in line with the regulations. They identify vacancies in the labor market and match potential Syrians workers with the companies. Similar to other employment agencies, RIZK relies on its own network for efficient matching between open positions and workers. RIZK's operation is differentiated by their use of representatives that they call "meydancı," who uses the internet, yellow pages, and field searches to find firms with potential vacancies. In some cases, firms learn about RIZK and get in touch with them to hire from their labor pool, but RIZK states that the most successful matches come from the representatives' work. RIZK representatives are trained for job placement and ensuring jobs compatible with job seekers' qualifications. When a particular occupation (or skill level) is of importance to job seekers then the RIZK representatives visit companies that are likely to hire workers in the particular occupation (or skill level) and inform employers about the job applicants. On the contrary, RIZK does not make an effort to find job seekers. Applicants get in touch with RIZK. RIZK points out that Syrians hear about its services through word-of-mouth. They can send their CVs via the internet as well but usually they come to visit RIZK in-person.

Once a potential match is identified, the first step is to arrange a face-to-face meeting at RIZK during which employment terms and conditions are discussed. Following this meeting, there is usually a trial period where companies evaluate whether the worker is suitable for the job. If the match materializes, the company applies for a work permit if it is a formal job. Unfortunately, the majority of matches are for informal jobs. RIZK would prefer formal jobs, but they have no way to impose them. RIZK reports that approximately 4,000 people have contacted them and 1,175 individuals were hired between February (date of opening of RIZK's İstanbul Branch) and August 2017.⁵⁹

United Work runs a similar operation, albeit on a smaller scale. United Work also provides some training sessions for job seekers on-site, which are detailed below. An important distinction lies in the formality of the jobs created. United Work's main goal is to facilitate formal employment that complies with the ILO standards. Accordingly, their consultancy team facilitates applications for formal employment after a match has been made, and continuously monitors the work conditions of the Syrians workers (United Work).

Another important institution that facilitates job placements is İŞKUR. The procedure of finding jobs through İŞKUR is as follows: İŞKUR collects information about available vacancies as well as the skill requirements of the company. Individuals who are seeking jobs register at İŞKUR's database, either online or in person at one of the İŞKUR offices. A job consultant is assigned to each applicant, and they are responsible for evaluating skills,

⁵⁹ RIZK started its operations in Urfa in 2014, and has recently opened an office in Istanbul. Their claim is that about 7,000 or 8,000 persons found a job via RIZK from its opening in 2014 in Urfa to August 2017.

occupational credentials, and educational backgrounds of the applicants. Based on the evaluations employees are then matched with open job positions. These general procedures are also applied to Syrians.

8.3 Hiring Processes in Two High Demand Sectors

Taken together, data on labor demand (i.e. İŞKUR, Kariyer.net, İSO), as well as from stakeholder interviews point to two sectors/occupations where labor demand is the highest, and with the greatest potential for the employment of young Syrians.

Textile and apparel emerges as the first subsector where there are many vacancies, which are particularly hard-to-fill. The interviews with business associations and companies who operate in these sectors confirm that there is an urgent need of workers in the textile and apparel subsectors. The company interviews also indicate that the vacancies are hard to fill. TGSD states that there is a lot of need for sewing machine operators in the apparel sector. Another firm points out that there is a shortage of skilled workers and unskilled workers, particularly young workers (F2, textile, Turkish). The vacancies that are hard to fill are in operators of knitting and apparel machines. Companies are also currently searching for overlock and flatlock machinists, pressers and steamers, and quality control workers. Just through in-depth interviews, it was reported that: one company is looking for knitting machine operators (F1, textile, Turkish), another needs 20 machinists, 3 cutting staff, 10 packaging staff, 10 quality control staff and 7 administrative staff (F6, textile, Turkish), and yet another company says that there are vacancies in kazak, tricotage knitting, and round knitting machines (F5, textile, Turkish).

The survey data demonstrates that 16.5 percent of the young Syrians are employed in the textile and apparel subsectors.⁶⁰

The second sector is general services. More specifically, there is a shortage of salespeople, restaurant servers, and security staff as indicated by İŞKUR and Kariyer.net data.⁶¹ Given that security positions are not open to Syrians, sales and waitressing emerge as another area. United Work also states that Syrians are more likely to work for businesses or in positions where speaking Arabic is an asset. The company interviews also indicate that speaking Arabic is crucial in firms that serve Syrian or other Middle Eastern customers. As previously stated, Syrians live in Istanbul in clusters, and buy services and goods from other Syrians who have set up businesses. Overwhelmingly, Syrian business owners employ Syrian workers.

8.3.1 The Textile and apparel sector

The textile and apparel sector has an important place in the economy of Turkey with shares of around 16 to 20 percent in total exports and around 2 to 3 percent in total imports (TurkStat, Statistics on Foreign Trade). From 2010 to 2016, the production of textiles and apparel increased by 8.3 and 13.4 percent and their total production constitutes 6 percent of the total production in the manufacturing sector (TurkStat, Statistics on Industrial Production; İHKİB). According to a report from İHKİP, Turkey ranks as the seventh largest apparel supplier in the world and the third biggest apparel supplier to the EU following China and Bangladesh.

⁶⁰ As such, textile and apparel has the highest share of young Syrian workers in the survey.

⁶¹ An analysis by INGEV (2017) has similar findings, again using İŞKUR data.

The textile and apparel industry in Turkey has fierce price competition from abroad, particularly from China, India, and Bangladesh. Due to the high price elasticity of demand, the textile and apparel sectors try hard to keep all production costs and particularly labor costs as low as possible. Data shows that informal employment and lower wages are more common in these two subsectors than in any other in Istanbul. Given the relatively unfavorable working conditions, young Turkish citizens avoid these jobs, or quit as soon as they can get higher wages and better conditions. Companies commonly complain about the high turnover of the workforce.

Companies also report that one of the comparative advantages of Turkey lies in its proximity to Europe. Clients take advantage of this proximity – and Turkish businesses generally see repeat orders, but with production horizons shortened down to 6 weeks in some cases.⁶² The solution for companies in light of these issues, namely very elastic demand and short time horizons, has been to downsize their businesses. Production has thus shifted from large manufacturers to smaller factories and producers. Within this setting, one exporting firm finds a client, and then subcontracts production to one if not several smaller producers. The exporting firms report strict auditing processes by the European and American clients with sanctions against informal employment and workers, including Syrians. Nevertheless, the companies interviewed indicated that at least a subset of the subcontracted firms hire informal workers including Syrians. Given that Syrians are employed informally with lower wages and no social security costs, including severance pay, the firms that operate outside of the required sanctions can offer more attractive bids to exporters.

The educational requirements are minimal in the textile and apparel sectors, making it potentially a good fit for Syrians either who have low education levels or who are finding it difficult to get degree equivalences at least in the short to medium run. Companies value workers who know how to use industrial machines, either from previous training or from on-the-job training. Almost all the firms reported that they are willing to provide the necessary training to workers, given that the workers will stay long enough to allow the firm to reap the benefits of the training provided. Due to this, some of the companies are reluctant to invest in Syrians with the doubt that the Syrians will stay in Turkey.

As it stands, the current state of the textile and apparel industries presents an opportunity for institutions that would like to provide training for Syrians as the companies have made it clear they are in dire need of trained workers, but are hesitant to provide the training themselves. The main cost of providing these trainings would be the cost of the machines to be used in the training programs. Training centers or idle machines in larger firms may help decrease training costs. The business associations could help with the coordination of collective efforts.

In short, if training and relevant certificates are provided, there is sufficient labor demand here. Furthermore, as stated by one of the stakeholder, a work permit could potentially help strengthen the match between a Syrian worker and a textile or apparel company as it would lower turnover.

In the textile and apparel sector, there are three main channels through which the firms hire: by posting an ad at the entrance or on a common board in the organized industrial park (F1, textile, Turkish; F6, textile, Turkish), by posting

⁶² The textile importing company places its regular orders in mainly Asian countries, e.g. China, India, to take advantage of lower costs. However, sometimes the importing company is short on the supply of one or more items, and it places a smaller order, called a repeat order to satisfy demand. Fast and timely delivery are crucial for these repeat orders.

an ad on the internet (Kariyer.net, yenibiris.com, elemanonline.com.tr have been named by F6, textile, Turkish; F4, textile, Turkish; F5, textile, Turkish) or by word-of-mouth. The firms indicate that finding workers through İŞKUR may be more challenging than it looks (F3, textile, Turkish). Companies claim that most of the workers sent by İŞKUR prefer to receive unemployment benefits. So they either try to convince the firm that they should not be hired, or they try hard to be fired (F2, textile, Turkish; F1, textile, Turkish). Only one of the companies interviewed hired one worker through İŞKUR in which case İŞKUR paid for the social security premiums during the first 4 months (F4, textile, Turkish).

Hiring by word-of-mouth usually works by hiring friends or acquaintances. Given that most of the firms train their unskilled workers themselves, they prefer to hire people that they know to ensure that the worker will not leave once they learn how to use the machines. The firms clearly indicate that trained workers are in demand, and hence they would like to keep the unskilled workers that they train to reap the benefits of training while keeping labor costs low (F2, textile, Turkish; F6, textile, Turkish; F3, textile, Turkish).

8.3.2 The Service sector

The other sector with strong labor demand is the service sector. Note that this is a very broad definition. The vacancy data released by various institutions point to a shortage of salespersons as well as restaurant servers. Hence, these two occupations formed the basis of the company interviews. A major drawback here is the smaller business sizes. Many of the firms that employ salespersons, waiters/waitresses have less than 10 employees, which makes data collection difficult, particularly given that many Syrians are employed informally.

Language is an important factor in employment in services. On one hand, the firms that serve mainly Turkish customers require a working knowledge of Turkish. Clearly, a lack of Turkish skills is a major obstacle in employing Syrians in the service sector. On the other hand, given the considerable size of the Syrians in Istanbul, there are businesses that serve Syrian customers. Some of these businesses would like to expand their services to the Turkish customers, and hence are employing salespeople who speak Turkish as well (F15, services, Syrian; F18, services, Syrian; F21, services, Syrian; F16, services, Syrian). A Syrian who also speaks Turkish is considered a better fit for these businesses.

Moreover, as summarized above, the service sector that serves Middle Eastern customers has grown over the past couple of years, e.g. tourism, health tourism, real estate, etc. As stated by the representatives of United Work, these firms predominantly seek to employ Syrian workers in jobs where speaking Arabic is required (F10, services, Syrian; F20, services, Syrian; F19, services, Syrian).

Soft skills are cited frequently by the firms in this sector. As expected, most of the firms would like their prospective workers to have strong communication skills, “the ability to sell,” and good manners - to be polite, calm, and patient (F15, services, Syrian; F20, services, Syrian; F22, services, Syrian). Furthermore, the firms state that they would like to work with “trustworthy” and “honest” workers, as many of them imply that the workers have access to cash or to goods that are being sold (F10, services, Syrian; F15, services, Syrian; F13, services, Syrian; F19, services, Syrian; F12, services, Turkish; F9, services, Turkish; F14, services, Turkish).

Companies also state that “looking good” and being “well-groomed” are crucial (F12, services, Turkish; F9, services, Turkish; F21, services, Syrian). These traits, as well as being clean, seem to be particularly important in food service jobs.

Few hard skills are cited in the interviews. Some firms say that they would like their workers to have computer skills, although it seems like these are basic computer skills, which could be categorized as computer literacy (F10, services, Syrian; F20, services, Syrian; F19, services, Syrian; F16, services, Syrian).

Some real estate firms that serve Middle Eastern customers state that they search for workers who have working knowledge of the legal issues regarding these sectors as these firms also provide consultancy services (F10, services, Syrian). Two other firms would like their workers to have some knowledge of accounting (F9, services, Turkish; F22, services, Syrian).

In the service sector, small Turkish firms and Syrian firms use their own networks when hiring.⁶³ Most of the Syrian businesses have not heard of İŞKUR (F23, services, Syrian; F8, textile, Syrian; F21, services, Syrian). Yet, some use RIZK (F21, services, Syrian; F16, services, Syrian). Searching and hiring takes from one week (F23, services, Syrian) to 2 to 3 months for others (F8, textile, Syrian).

The in-depth interviews with the young Syrians reveal some information regarding the hiring processes as well. All the interviewees state that they do their negotiations and business contracts with employers directly. None of the interviewees mentions any institutions, agencies, or middlepersons that provide assistance and support in their negotiations with employers. Many employees expressed that they are provided with information on their salaries, method of payment, job definition, and requirements before they come to an agreement. Yet, many of them claim that employers do not always comply with what is agreed.

“We talked about the wage, and hours on the very first day. I asked them about their work processes and whether overtime is obligatory. We talked about all the details before I started the job.” (28, male, employed)

“They [employers] tell us about the work hours and wages when we first meet. Then, we come to a verbal agreement.” (21, male, employed)

⁶³ Note that the Syrian firms interviewed in this labor market assessment were generally small firms.

9. BARRIERS TO EMPLOYMENT

Obtaining a work permit takes time and has a monetary cost for businesses. Permits are issued for up to 1 year and they carry an annual renewal fee of 600 TL⁶⁴. A company can sponsor a SuTP worker given that they have been registered in that province for 6 months. There is also a ten percent quota or cap on the number of Syrian employees a firm can hire. This cap applies to companies with Syrian ownership as well. Syrians who are classified as “high-skilled labor force” or “high-grade investors” can apply for Turkuaz card, which does not require the sponsorship of a firm. Issued for 3 years initially, it becomes permanent when renewed. The awareness level of labor market regulations among the young Syrians is low. They try to gather this information from their relatives, friends etc.

When Syrians initially arrived in Turkey in 2011, no work permits were issued. In 2012, those who had previously obtained permanent residency permits were granted the right to work. The new regulation enacted in January 2016 introduces improvements, and hence has paved the way for formal employment for Syrians. Nevertheless, it did not have the expected impact as has been outlined from the data.

9.1 Barriers to Formal Employment

The barriers to formal employment of young Syrians can be summarized under two categories: barriers specific to Syrians and barriers in general. Any firm that wants to hire a Syrian has to follow the regulations that govern the formal employment of Syrians as detailed below. Almost all of these regulations increase the relative cost of hiring a Syrian worker as opposed to a Turkish worker, thereby hindering the labor market integration of young Syrian workers. Furthermore, informal job creation is already a problem in the Turkish labor market. The informality rate is already high. In other words, workers with lower sets of skills, particularly younger workers find themselves stuck in informal jobs not only because the firms find labor costs relatively high, but also because monitoring is permissive. As discussed further below, the monitoring may have become even more lenient as the number of Syrians in Turkey increase.⁶⁵

9.1.1 The Regulatory environment

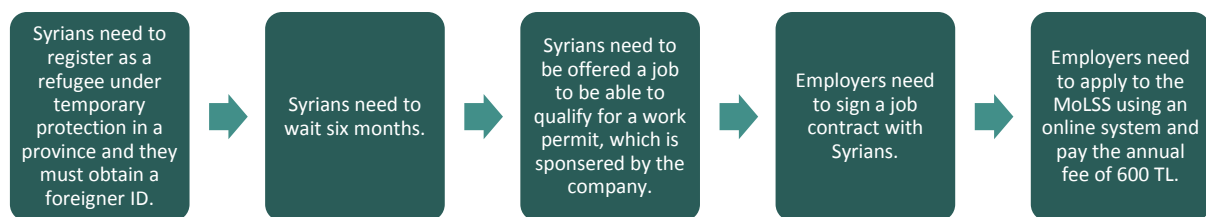
The law on the Work Permits of Foreigners Code 4817 (Yabancıların Çalışma İzinleri Hakkında Kanun) first took effect on 27 February 2003 without any articles on foreigners under international/temporary protection. Afterwards, the Law on Foreigners and International Protection Code 6458 (Yabancılar ve Uluslararası Koruma Kanunu) was introduced on 4 April 2013 and the Article 9 of the Code 4817 was amended by adding “foreigners who applied for an international protection and who were given “conditional refugee” status by the Ministry of Interior can have work permits in Turkey”. However, this law (Code 4817) still does not include the term “foreigners under temporary protection.”

The Directive on Work Permits of Foreigners under Temporary Protection (Geçici Koruma Sağlanan Yabancıların Çalışma İzinlerine Dair Yönetmelik) took effect on 11 January 2016 by a cabinet decision. This directive introduces

⁶⁴ As previously mentioned, as of January 1, 2018, the Ministry of Labor and Social Security has reduced the cost of the annual work permit per Syrian employee to 300.90 TL. This cost is the total amount per permit, including all associated fees. <https://www.csgb.gov.tr/uigm/duyurular/2018-harc-miktarlari/>.

⁶⁵ As widely stated, the number of work permits is too low compared to the total number of Syrians. In this case, either the number of work permits need to increase drastically, or the monitoring should become more lenient.

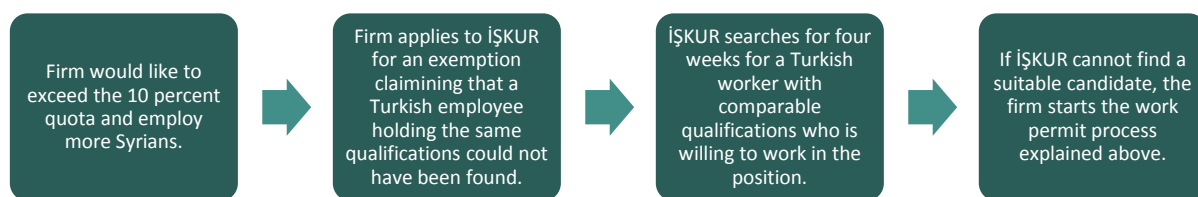
current regulations concerning work permits, employment quotas, wage, and vocational training of refugees under temporary protection. According to this directive, Syrians can only apply for working permit with a foreigner ID number in the province where they are registered as “under temporary protection.” Furthermore, they need to wait six months after registering “under temporary protection” before they can apply for a work permit. If the Syrians move from the province in which they are registered to another, they first need to apply to the Provincial Directorate of Migration Management for a residence permit. After a waiting period of six months, they can apply for work permits that will enable them to work formally within the boundaries of the new province in which they reside (ASAM/SGDD, IGAM).



The working permit applications are carried out by employers who are going to employ the Syrians. That is, the Syrians need to be offered a formal job to be able to qualify for a work permit, which is sponsored by the firm. The employers are required to pay an annual work permit fee of 600 TL for each applicant. Solely, the workers in seasonal agriculture and animal breeding are exempt, even though the MoLSS reserves the right to introduce certain employment quotas and province restrictions in agriculture (MoLSS). The employers apply to the MoLSS using an online system for work permits once the labor contract is signed (İŞKUR).⁶⁶ Work permits are issued for up to 1 year, and they should be renewed yearly. This is mainly due to the perception that Syrians are here temporarily (Ministry of Labor and Social Security).

The regulations of the MoLSS dictate that the number of Syrian employees working in a firm cannot exceed 10 percent of the total number of Turkish employees. For example, if the total number of employees are less than ten, only one Syrians can work in that firm. However, the firm can apply to İŞKUR for an exemption claiming that a Turkish employee holding the same qualifications could not have been found. İŞKUR should confirm or deny this claim within four weeks. Firms that are established by Syrians are also subject to the ten per cent quota rule (HayatSür, TOBB).

⁶⁶ In cases where the applicant is between the ages of 16-18, parents are required to sign the labor contracts with the employers. Parental consent is required to issue work permits in such cases (Directive on the Methods and Principles on Child and Youth Laborers (Çocuk ve Genç İşçilerin Çalıştırılma Usul ve Esasları Hakkındaki Yönetmelik), which applies to the children of Turkish citizens as well (Ministry of Labor and Social Security).



Turkuaz Kart is another document that allows foreigners and their dependents to live and work in Turkey. The regulations for the Turkuaz Kart are provided in the Directive of Turkuaz Kart, issued on 14 March 2017.⁶⁷ Foreigners who are qualified to obtain Turkuaz Kart can be classified as “high-skilled labor force” or “high-grade investor” considering their level of education, wage, vocational knowledge and experience, level of investment and export, new employment they can generate and their contributions to science and technology. Note that an individual does not need be employed to apply for a Turkuaz Kart. Foreigners can directly apply through the MoLSS’s system directly with their foreign identification number if they are currently residents in Turkey or through a foreign country representative office where they are citizens or residents. As a first step, Turkuaz Kart is given as a temporary permit for three years, which is called the “transition period.” If it is not canceled during this transition period and if the cardholder applies for an extension, it becomes permanent. As of now, there is no data on the number of Turkuaz Kart holders in Turkey.

According to the MoLSS, the following professions/positions are exclusively available to Turkish citizens. Dentistry, nursing, pharmacy, veterinary, private hospitals directors, attorney, public notary, security staff in private or public institutions, fish and seafood exporters within the Turkish territorial waters, diving, captaincy, çarkçılık, katiplik, tayfalık, customs brokerage, and tourist guide.⁶⁸ In addition, Syrians who want to work in the education or health sectors have to obtain pre-authorization from the Ministry of National Education or the Ministry of Health respectively. According to the work permit regulations of the MoLSS, foreigners can receive working permits for household services only if they work as elder, patient, or childcare providers. Foreigners who want to work as engineers, architects, or urban planners should demonstrate degree equivalences received from Council of Higher Education in Turkey.

In general, the directive that came into effect in 2016 regulating the work permits for Syrians is widely considered important in terms of providing legal grounds for employing Syrians formally. Even though Syrians could apply for work permits before 2016, the requirements were hard to meet and there were many grey zones that had been unspecified by regulations and laws.⁶⁹ With the new directive, many bureaucratic bottlenecks have been resolved (IGAM). However, it has also been expressed that in spite of the positive achievements, there are shortcomings in the application process (ILO, IGAM, Kağıthane and Küçükçekmece Municipalities).

⁶⁷ This directive is prepared according to the Code 6735, Code of International Labor Force, Article 11 and Article 28.

⁶⁸ <http://www.calismaizni.gov.tr/yabancilar/yabancilara-yasak-meslekler/>; Accessed on 18/04/2017, last updated on 29/11/2016 by MoLSS.

⁶⁹ An example is the salaries of teachers working at the Temporary Education Centers that have been funded by UNICEF. There were debates about whether social security premiums should be applied to these payments (IGAM, Hayat-Sür). Similarly, payments of social security premiums became an issue of dispute for the NGO grants to the Syrians in their outreach practices (IGAM).

According many of the stakeholders, applying for work permits is a non-complicated process that can easily be done online. When applying to get work permits for their employees, employers upload the necessary documents such as authorized signatory lists, and tender guarantees (teminat mektubu) in the system quickly (Ministry of Labor and Social Security, United Work). However, it is also expressed that employers, especially the small-scale firms with limited human resources, find it burdensome since it is perceived as an extra and relatively complicated paperwork process that is not required when employing a Turkish individual (United Work, TISK, TÜRKONFED).

Furthermore, even though the state authorities claim that evaluation process takes only a couple of weeks (3 days according to the Ministry of Development), some of the civil society and non-government organizations complain that it lasts up to 3 months (ILO, United Work, IBC), others say it takes 3 to 6 months (Küçükçekmece Municipality). It is reported that the waiting time could drop down to 3-4 weeks with the assistance of specialized organizations such as the UN-funded IMPR (United Work). In addition to the usual lengthy bureaucratic paperwork, state agencies run pre-employment security checks for each Syrian that extends the waiting period (İŞKUR). Although the Ministry of Development representative describes them as necessary and routinized checks that do not create any delays, ILO claims that the security clearance procedures puts extra burden particularly on civil society organizations when they want to employ Syrians.

As stated above, for a firm to be able to apply for a work permit for a SuTP, the SuTP needs to reside in that province for at least 6 months. This residency requirement is also seen as an obstacle to formal employment (RIZK). This precondition may be implemented to minimize inter-provincial migration of Syrians. Nevertheless, it acts as a deterrent to formal employment opportunities for the young Syrians, who are more mobile than older Syrians are and may be without savings or an income to wait the required 6 months.

Throughout the interviews, many businesses voiced their concerns over difficulties encountered during the work permit application process. Most companies state that it takes too long to get a work permit and that the process is too complicated (F14, services, Turkish; RIZK, Küçükçekmece Municipality, IBC; F8, textile, Syrian). The owner of one business, a Syrian under temporary protection himself, admitted that he paid 2,000 TL for obtaining a work permit (F13, services, Syrian). He knows they are only 600 TL, but they need to pay 1,400 TL to an intermediary who follows up the process closely and helps in solving bureaucratic problems. One interviewee, a F8, textile, Syrian, also confirmed this by reporting that they also used intermediaries in the past, and there are many in the Aksaray neighborhood. These two experiences would indicate that this is common practice. Thus, it seems that at least companies with Syrian ownership are having difficulties in the application process. One company was an exception reporting that they had no problem (F15, services, Syrian). One consideration though, the firm that reported having no problem obtaining a work permit only one formally working employee in each branch of the business while all the other employees work informally.

Many of the stakeholders argue that the annual work permit fee of 600 TL for each Syrians is a burden to many employers (IGAM, TÜRKONFED, United Work, Sultanbeyli Municipality). The work permit fee raises the costs when employing a Syrian. Furthermore, the concerns about the temporary status of the Syrians exacerbates the problem. Companies are less likely to pay an annual fee if they think that the worker may be less attached to the firm and hence more likely to leave.

Similarly, the ten percent cap is also problematic, particularly for firms that are established by Syrians (HayatSür, TOBB, Sultanbeyli Municipality). For instance, one firm has two Turkish citizens, and five Syrians with residence permits, all formally employed (F19, services, Syrian). This firm complains that they cannot hire more Syrians formally because of ten percent quota. As a result, he employs five Syrians informally. This ten percent quota seems to be a bigger obstacle for smaller firms. This is a point on which almost all interviewees agree. Among the firms that were interviewed, there are firms that paid a penalty for not respecting this rule (F13, services, Syrian), and there are firms that did not or were perceived to be tolerated [by the government] (F15, services, Syrian; F23, services, Syrian; F8, textile, Syrian). Therefore, it seems that this quota system is not applied strictly or equally.

9.1.2 Lack of knowledge on regulations and rights

Many stakeholders underline that neither Syrians nor employers are well informed about the regulations, rights, procedures, processes, and/or obligations regarding Syrians' formal employment (AFAD, Ministry of the Family and Social Policies). Similarly, an HPG commissioned report by Bellamy, Haysom, Wake and Barbelet (2017) points out that the Syrians are not sufficiently informed regarding the regulatory environment related to their work. For example, some Syrians are confused about the residency cards and work permits in terms of how the existence of one would affect the application of the other. The survey conducted as a part of this labor market assessment provides important information regarding the young Syrians' knowledge of the regulatory environment concerning employment.

Ninety-eight percent of young Syrians have not heard of a Turkuaz card. 13.8 percent of young Syrians do not understand the process of applying for or obtaining a temporary protection status; 4.8 percent could not find relevant information. Twenty-one point eight percent of young Syrians without a work permit because they were not aware that it existed. Fifteen point eight percent state that they do not know how to apply for it.

Young Syrians' Awareness of Legal Rights

"I do not know which institution provides such information [on legal rights], but I will be happy if someone gives me that information." (27, male, employed)

"I am searching on my own. I am an educated person. When something happens, I ask my friends whether it is legal or not. Yet I cannot get satisfactory answers." (27, male, unemployed)

"Employers in Turkey do not explain legal rights to their employees. I had to learn about my rights by myself-through the Internet and by consulting lawyers." (27, male, university graduate, unemployed)

The in-depth interviews also reveal low awareness levels among the young Syrians. Apart from a few individuals, the majority of the interviewees declare that they have either no or little knowledge about their legal rights in Turkey. They commonly state that they have not received any official information or training regarding their legal rights from any institution including the state, and civil society and non-government organizations. Many of the respondents say that they have attained some information on legal rights through their personal contacts e.g. relatives, other

employees at their workplace.⁷⁰ However, respondents complain that these sources are not reliable, and information they receive may be partial, misleading, and incorrect.

9.1.3 Are the Syrians here to stay?

The uncertainty concerning the future of Syrian refugees in Turkey also hinders their employability by companies. According to the respondents, the general perception of Syrians is that they change their jobs easily within a short period. In that regard, spending the annual fee for each Syrians employment permit might be seen as a wasted resource since Syrians are expected to leave their jobs without fulfilling a year's work.⁷¹

The interviews with businesses support this claim. Many see the uncertainties about the future of Syrians as an obstacle for employment. This uncertainty is related to the temporary status of the Syrians, because companies fear that they may quit suddenly one day (F14, services, Turkish; F17, textile, Turkish).

"What if I hire many Syrians and tomorrow all of them decide to return? I will go bankrupt, no doubt." (F14, services, Turkish)

The perceptions are dismal in the textile sector as well. Companies clearly say that it is impossible to predict whether the Syrians are here to stay. In the textile sector, the production process is such that the labor used is low skilled at the beginning and is trained within the firm over time. In such a setting, the firms are reluctant to invest in the Syrians with the fear that they may leave, and that the firm may not have time to reap the benefits of the training provided (F2, textile, Turkish; F3, textile, Turkish; F5, textile, Turkish). The general belief is that Syrians will not stay unless they have to, so if the conditions improve back in Syria or abroad, they will leave.⁷² In that case, companies report that they would prefer to train a Turkish worker who the company knows is going to stay (F2, textile, Turkish). As previously mentioned, given that the firms are in dire need of workers, but are reluctant to provide the necessary training to the Syrian workers for various reasons, job training has the potential of increasing the employability of the Syrians drastically.

9.1.4 Disincentives for Syrian workers

Some of the companies interviewed state that Syrians do not wish to be employed formally (F10, services, Syrian; F9, services, Turkish; ITKIP, TGSD; F17, textile, Turkish).⁷³ The firms say that the Syrians already have access to free health care in public hospitals whether or not they have a work permit. For the time being, they do not expect to get a retirement pension in Turkey given that they are not Turkish citizens and they do not plan to stay in Turkey. In addition, formal employment may cause the loss of cash and other social transfers (F10, services, Syrian; F9, services, Turkish; and exporting firms detailed below).

⁷⁰ One respondent follows a web site named Gherbetna, which is formed by some Syrian entrepreneurs in order to provide information on residency, legal rights, and jobs in Turkey to Syrians in Arabic. However, usage of such Internet sources does not seem to be widespread.

⁷¹ Pinar, Siverekli and Demir (2016) state that three quarters of the firms in their sample hold the view that the Syrians may leave at any moment, and thus hiring them is risky.

⁷² Note that this claim is supported by the survey data. Many young Syrians say that they would like to go back to Syria when the conditions improve.

⁷³ Pinar, Siverekli and Erdem (2016) find that 19 percent of the Syrians employed in Urfa hold this view.

"I would like to register Syrians that work for me with the Social Security Institution but they did not want it. They want me to pay them the social security contribution directly. They say they already benefit from health care services from public hospitals." (F9, services, Turkish)

"Turkish workers are demanding to be insured, but our Syrian youngsters do not want to be insured. They want to be paid the insurance money. Syrian youngsters say, 'If you insure me, and I leave Turkey one day, that money would be wasted. I am not a citizen of this country. If I were, I would like to be insured immediately. We do not know whether we will retire or not (in Turkey). If citizenship is granted, I would want to work formally even for a lower wage'" (F10, services, Syrian)

As noted above, 18.5 percent of the young Syrians say that an ideal job would have social security coverage. Around one third state that they do not have a work permit either because their employer did not want to or because they could not find a formal job.

9.1.5 Customer discrimination

The concerns about negative customer perception and thus fear of losing customers is an obstacle to the hiring of Syrians (F14, services, Turkish and The Retailers' Association of Turkey).⁷⁴ The Retailers' Association of Turkey states that businesses may find it feasible to hire Syrians; but that they would not hire them for posts where direct customer contact is necessary. For some companies the concern is the language, for others it is prejudice.

9.1.6 Direct costs of formal employment

Informality is a structural problem of the labor market in Turkey. A sizeable share of companies, small ones in particular, choose to create informal employment to evade taxes, whether they employ Turkish citizens or citizens of other countries.⁷⁵

Many of the young Syrians who participated in the in-depth interviews accuse their employers of not getting work permit for them. They claim that Turkish employers are unwilling to employ Syrians as registered workers mainly

Young Syrians on Why Companies Choose Informal Employment

"If the employer registers us [for work permits], he will spend money. It is cheaper for them to employ us unregistered." (22, female, unemployed)

"The owner of the previous company I worked at did not know about the costs and taxes before he insured [obtained work permits for] us. Once he learned about them, he started deducting them from our wages." (29, female, employed)

"They will be paying additional taxes for me. They will pay a certain amount each month. That amount will be deducted from my wage. Or we will split the costs. In any case, it is going to lower my wage." (23, female, employed)

"When inspectors are expected, my employer hides me saying 'do not come to work for now; you can continue working afterwards.'" (29, male, employed)

"When [I was working] in textile, the boss would take all the Syrians out when the inspectors arrived." (18, female, employed)

⁷⁴ A similar concern was raised was Pinar, Sivrekli and Demir (2016). They report that firms in Urfa do not prefer to hire Syrians for jobs with direct customer contact stating that it may cause problems.

⁷⁵ CTDC (2015) reports that particularly small and medium Turkish firms take advantage of the "cheap labor Syrians provide".

due to the higher costs of obtaining work permits. Some of the interviewees have pointed out that some employers threaten to deduct the increased labor costs from workers' wages as a result. The interviewees point out that employers use certain tactics to avoid paying fines for employing Syrians informally. Accordingly, their employers lay off Syrian workers during or in the event of threats of inspections by authorities.

9.1.7 Lenient monitoring

As discussed, informality is a structural problem of the labor market in Istanbul. The fact that informality is widespread signals that two issues are the culprit. First, the firms think that the labor costs are high given the competition. Second, the monitoring is not very strict. When the Syrians are involved, the monitoring may be even slacker.

Interviews with companies confirm that lack of strict controls and tolerance for informal work do have a role as well.⁷⁶ This is clearly seen in the İŞKUR interview. İŞKUR representative provided the following: *"The Syrians had to migrate to Turkey and we should embrace them. Applying a strict control mechanism would hamper social peace and Syrians would feel rejected. This is a multifaceted problem, a very difficult situation."*

9.1.8 Possibility of social conflict

Integrating Syrians into a labor market that already suffers from high unemployment rates carry the risk of creating social unrest that might culminate in xenophobia and cause conflicts within society.⁷⁷ It was stated by most of the stakeholders including the state agencies and the civil society organizations that the formal employment of Syrians is a potential source of conflict in society if it is not managed cautiously. Even under the current circumstances of widespread informal employment of Syrians, it has been stated that the level of societal discontent has been on the rise (HayatSür).⁷⁸ As expressed by the interviewees, Syrians are considered the culprits of increased housing rents and decreasing wages. Subsidies and incentives that will be given to firms to promote employment of Syrians might be evaluated as a discriminatory act by Turkish citizens (IGAM, TOBB, Ministry of Development). The ten percent quota is thought to have been introduced to address these concerns (TİSK, TOBB, Ministry of Family and Social Policies).

9.2 Barriers to employment in general

There are also barriers to hiring Syrians, even if it may be informally. These barriers are usually related to the non-transferability of certain labor market related to documents and skills.

9.2.1 Unavailability of official documents

One of the main problems described by stakeholders in ensuring formal employment is the lack of official proof of employee skills, educational backgrounds, and occupational qualifications.⁷⁹ Many of the Syrians with a university

⁷⁶ CTDC (2015) also states that the Turkish authorities are adapting a 'turning a blind eye policy'. ILO (2016) draws attention to arbitrary enforcement of legislation.

⁷⁷ Erdoğan and Ünver (2015) state that high unemployment rates in Turkey impede labor market integration of Syrians.

⁷⁸ INGEV (2017) state that employing Syrians may bring about conflict in the workplace. Pinar, Siverekli and Demir (2016) find that 68 percent of the firms in Urfa believe that employing Syrians raises security concerns, and 63 percent think that Syrian workers disrupt work environment.

⁷⁹ ILO (2016) highlights this problem as well.

diploma cannot prove their educational backgrounds and their skills officially. Even though equivalences of degrees obtained in other countries can be obtained, this procedure is said to have stalled. The official channels to confirm their skills and educational backgrounds are blocked due to the failure of the state institutions in Syria and due to the state of the relations between Turkey and Syria (SDD, HayatSür). Escaping from war in Syria, many Syrians did not bring their diplomas or any other documentation with them (ILO). Furthermore, they cannot prove their work experiences since referral mechanisms have degraded since the war first started.

Doctors and teachers are exceptional cases among the educated Syrians. Even though their diplomas are not recognized, they have been receiving trainings by the Ministry of National Education and the Ministry of Health (Ministry of Development). Then, those individuals are employed at the community centers formed for Syrians or Migrant Health Centers established by NGOs, municipalities, and the Ministry of Health. However, it is reported that these doctors do not perform full-fledged medical practices. Rather, they make the initial diagnosis and direct patients to hospitals (Ministry of the Family and Social Policies).

The other group that can practice their trained profession relatively more easily is teachers (Ministry of Development). Yet, overwhelming majorities of educational professionals are employed without work permits, and are underpaid. According to HayatSür, around 30 percent of the Syrians engaged in teaching were not teachers originally. Some of the qualified and highly educated Syrians work as teachers mainly because they are not allowed to practice their occupations in Turkey such as engineers and pharmacists.

The lack of basic documents such as certificates of residence or criminal record is also an obstacle for hiring. Since law applies to everybody, firms do not feel comfortable when required documents are lacking or insufficient (F14, services, Turkish).⁸⁰

Lastly, there are specific requirements for jobs that are stated by regulations. Construction is one of these sectors in which vocational certificates are obligatory. These certificates are issued at the end of training programs based on the results of examinations all of which are designed and run for the citizens of Turkey. Therefore, both the trainings and exams are held in Turkish, which diminishes the formal employment opportunities for Syrians (İŞKUR, TİSK).

9.2.2 Work culture and habits

Other factors which decrease the employability of Syrians are related to soft skills: (1) lack of work discipline and being too relaxed (F9, services, Turkish; Sultanbeyli and Küçükçekmece Municipalities, IBC; F15, services, Syrian; F23, services, Syrian) or (2) noncompliance of work hours, especially being late at the start of the shift (F9, services, Turkish; F23, services, Syrian; F11, services, Turkish). One firm talks in length about the lunch breaks and cigarette breaks, explaining that the latter is common in Syria and frowned upon in Turkey (F13, services, Syrian). Culture is generally named as the main culprit behind these complaints. The interviewees state that in Syria, both start and end of working hours is delayed a few hours compared to Turkey.

⁸⁰ INGEV (2017) mentions that the lack of legal documents constitute a barrier to employment.

9.2.3 Language barriers

All the stakeholders agree that language constitutes the main barrier to the employment of Syrians.⁸¹ Language poses problems at different stages from the job search to during employment. First, it stands as a barrier when applying to employment agency institutions such as İŞKUR. This is because the whole application process including documentation is carried out in Turkish, and information is available only in Turkish and English (IGAM, ASAM/SGDD). On the job, an individual cannot follow instructions and/or safety regulations unless they understand Turkish. Company interviews also highlight the lack of Turkish language skills as one of the major barriers for employment (F14, services, Turkish; Kağıthane and Küçükçekmece Municipalities). This skill is seen as even more important than education.

In the in-depth interviews, the young Syrians voice similar concerns. They indicate that problems arise with their employers when they cannot communicate fully. Syrians with little-to-no Turkish fluency speak to their employers through friends with better language skills. However, this is considered insufficient in terms of understanding the job, requests, and orders. Additionally, they feel that they cannot express themselves enough when they have questions about work and other complaints:

“If I had known Turkish, I would have felt more secure at work. I would have understood what the boss was telling me to do.” (22, male, unemployed)

“One day, I brought a translator to my workplace, and I openly stated my grievances with the help of the translator. I told them I would quit my job unless these grievances were not overcome. The employer told me that I could leave if I wanted to.” (And he did) (28, male, employed)

⁸¹ CTDC (2015) reports that unlike the Syrians in Lebanon and Jordan, the Syrians in Turkey do not speak the local language and hence their access to employment and education is limited.

The Textile and Apparel Production Process

The textile and apparel industries in Turkey produce mainly for export. The customers in the textile/apparel markets demand speedy delivery at very low prices. The demand for goods in apparel is very elastic; therefore, there is relentless price competition in production. The profit margins are very small and producers have to keep their costs low (ITKIP). Additionally, sustainable-conscious consumers want the cheapest goods, but also demand that laborers have fair conditions (ITKIP). Therefore, it is crucial for producers to minimize production costs, but still satisfy the customer demand that working conditions are up to standards.

Textile/apparel production in Turkey focuses on “repeat orders.” Primary orders are produced in China, India, or Bangladesh. Repeat orders are much smaller and they need to be delivered much faster (ITKIP). Speed and thus proximity is crucial to stay competitive, for the fast fashion market that is exported by Turkish producers. Since production facilities in Turkey are closer and flexible, i.e. they can change products in a week and deliver fast (ITKIP). The production horizon of repeat orders is about 6 weeks, which pushes firms to stay small to accommodate very volatile production levels (F2, textile, Turkish). In Turkey 48,000 out of 52,000 companies in apparel have fewer than 50 employees (TGSD). The sector is full of firms who are essentially brokers that sign contracts with a wholesaler or retailer and then hire subcontractors to fulfill the order (F6, textile, Turkish). A supplier company, the first -tier of production, receives an order, then hires a smaller contractor to fill the order, which constitutes the second – tier supplier of production. It is not uncommon for the second-tier contracted companies to seek out other contractors, as a third layer as well.

Exporting firms are under a lot of pressure from the consumer and retailer side. The brands outline the working conditions of the production under the umbrella of sustainability and of corporate social responsibility (ITKIP). For example, companies in the European Union only buy from producers (in the apparel sector) registered with the Bangladesh Accord (TGSD). Exporting firms are subject to audit by their American and European clients who hire independent auditors to assess working conditions. Therefore, it is very risky for exporting firms to hire Syrians informally (TGSD, ITKIP; F6, textile, Turkish). The auditors visit the production sites, and talk to the workers about their working conditions. Some firms even hire auditors who speak Arabic (ITKIP). In short, the first – tier supplier needs to abide by the rules as it is directly subject to audit. The independent auditors may even visit some of the second - tier suppliers. However, second and third suppliers are micro firms and very difficult to monitor.

One fraud that was mentioned in the interviews is to separate the production sites, either in terms of location or time. For example, in one location or during a certain period of the day, factories abide by all rules, display the work-site to auditors, get clearances, etc. However, in another location (sometimes in another city) or during an alternative time (i.e. in the evening), the firm “does what it needs to do” (e.g. hire Syrians informally) to produce at a lower cost (TGSD; F6, textile, Turkish).

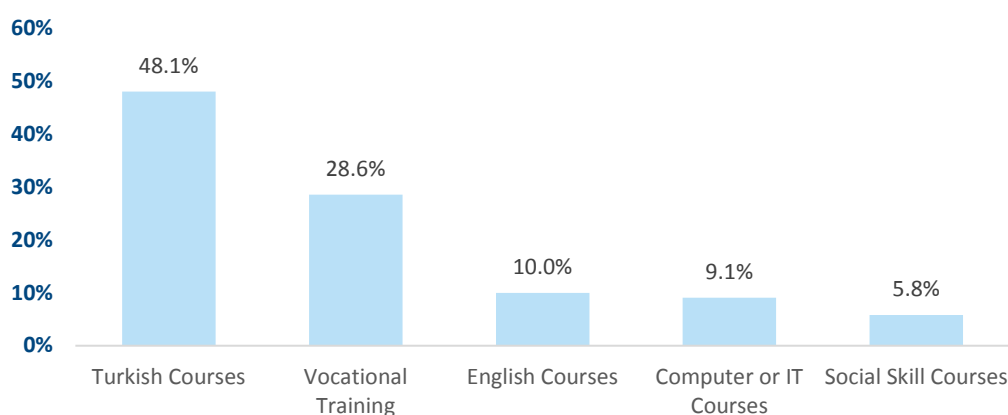
Non-exporting firms hire Syrians given lower labor costs (TGSD, ITKIP), which in turn creates unfair competition in the sector (TGSD). These are usually small firms that produce only to the local market (ITKIP). Nevertheless, one firm indicated that these are probably second tier or third tier firms (F1, textile, Turkish).

10. TRAINING FOR YOUNG SYRIANS

Among the survey participants, 135 respondents (13.5 percent) attended 154 programs in Turkey. Forty-eight point one percent of these are Turkish courses, 28.6 percent are vocational training, 9.1 percent are computer, and/or information technologies courses, 10 percent are English courses and 5.8 percent are social skill courses. The main reason of not participating the training programs is scheduling conflicts.

The survey collected information on the training programs that young Syrians attended. Training programs, particularly if they issue certificates, can help labor market integration as they provide a means of proving labor market relevant skills.

FIGURE 26: COURSE PARTICIPATION OF YOUNG SYRIANS

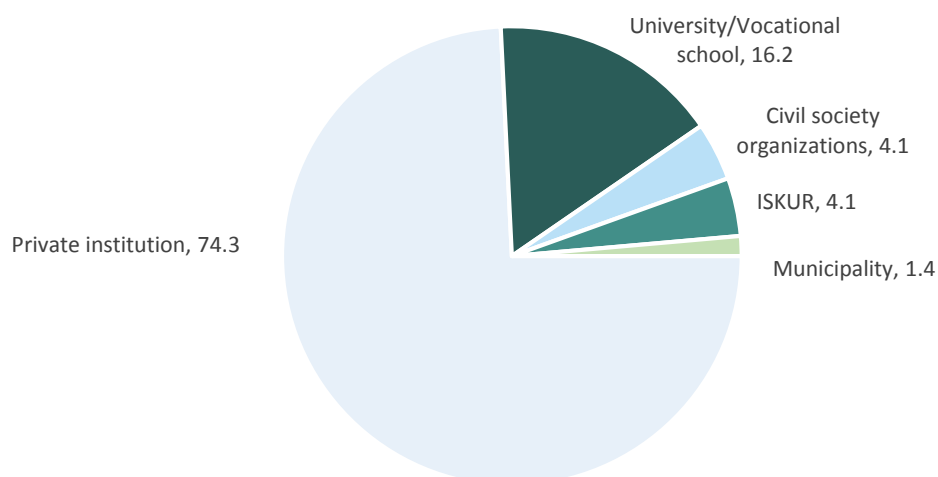


Source: IYF Labor Market Assessment Survey, 2017

10.1 Turkish Language Courses

Private institutions offered almost three quarters of the Turkish language courses, and universities or vocational schools offered 16.2 percent of them. Among the young Syrians who participated in Turkish language courses, 71.6 percent completed the course; however, only 43.2 percent received a certificate for it. The share who found the Turkish course useful in finding a job is only 39.2 percent. Such a low rate of usefulness may be explained by the common complaints regarding these courses, discussed below.

FIGURE 27: PROVIDERS OF TURKISH LANGUAGE PROGRAMS



Source: IYF Labor Market Assessment Survey, 2017

The in-depth interviews also indicate that young Syrians attended Turkish language courses. However, the rate of completion of the language courses is lower. Many of the respondents quit without completing all the levels. Respondents specify several complaints concerning the content, structure, and organization of the language programs. One of the main complaints is due to scheduling. Respondents prioritize having a job and state that attending courses are difficult during work hours or on weekdays. Since many of the respondents work for extended hours (10-12 hours a day on average), going after work is burdensome. Long commutes add to the strain.

With respect to the content of language programs, some respondents evaluate the language courses as “sufficient,” “useful,” and “good.” On the other hand, many of the respondents find language courses that they have attended inadequate due to poor teaching quality, lack of opportunities to practice developing their speaking skills, and insufficient hours of teaching. For example, one university graduate respondent argues that the language course at TÖMER has not met her expectations since the course is only on general language skills. She finds it insufficient in terms of teaching words and concepts relevant to the field in which she plans to work and in terms of finding a job since she could not develop a deeper language skill set that would be useful at work.

Some of the respondents have attended private courses or private lessons by paying fees. Two opposing views are stated. One group claims that private courses provide better education in comparison to free language courses. However, it is not always easy to cover the costs. The other group claims that the private courses also are also of poor quality.

“For example, I attended a language course at Kızılay. The course is too long, and the information we receive is too little. (...) I prefer private courses because they offer better education. (...) At TÖMER, courses are only two days a week, and you forget what you have learned very easily.” (25, female, unemployed)

“The purpose of the course was not to teach, but to make profit as a business. The level of teaching was poor... Teachers lacked experience. The way they teach is inadequate.” (28, male, employed)

Syrian women also face some additional obstacles due to traditional gender roles. Given that they are responsible for housework and childcare, they have even less time to attend language courses. Furthermore, Syrian women might need the approval of their husbands to attend language courses.

One Syrian woman with a university degree in sociology explains that even though she wants to learn Turkish at a language course, her husband denies her permission: *“I attended a language course at the beginning, but I had to quit after I got married. My husband does not allow me (...) I have no time. I have three kids. I go to work at 9 o’clock in the morning and leave at 6 o’clock. During nights, my husband tells me to do this and that and to clean the house. It is very hard. I really would like to attend a course.”* (29, female, employed)

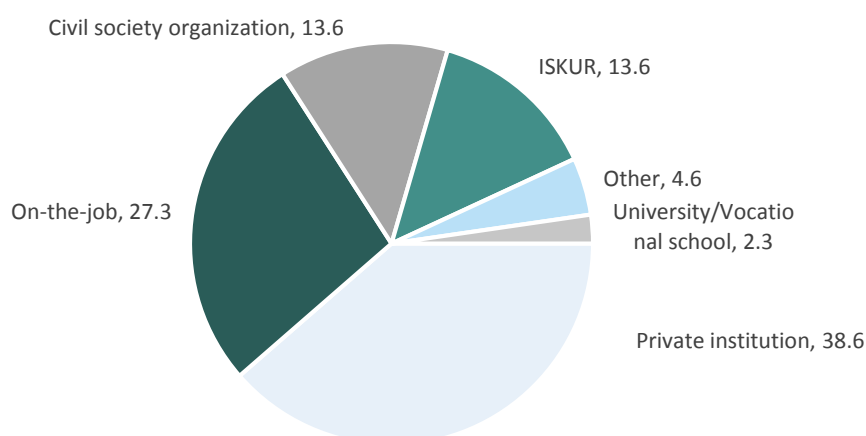
10.2 Vocational Training Courses

3.7 percent of survey participants say that they have participated in vocational training programs in Turkey. In total, only 37 participants participated in 42 training programs. Clearly, the share of young Syrians who have participated in vocational training programs is miniscule, and therefore opportunity for organizations and other service providers.

Table 6 shows the providers of the 47 courses/training programs. Unlike the Turkish language courses, the providers of vocational training programs are more diverse. Among the courses taken by the young Syrians, a private institution offered 38.6 percent. An employer on the job provided almost one third. Those who said that received vocational training at a civil society organization constitute 13.6 percent, and so do those who received training at İŞKUR.

Respondents completed 75 percent of the programs they attended and 72.7 percent received a certificate at the end of the course/training program. The data indicates that certification is more common in vocational training programs than in language training programs. Among the participants, 56.8 percent report that they found the training useful.

FIGURE 28: PROVIDERS OF VOCATIONAL TRAINING PROGRAMS



Source: IYF Labor Market Assessment Survey, 2017

86.5 percent of respondents did not attend any course or training programs. Table 18 summarizes the reasons for not attending any courses or training programs. The most common reason is schedule conflicts.⁸² 9.4 percent of the participants said that they do not have the financial means to participate and 8.2 percent said that they were not aware of any programs.

TABLE 18: REASONS FOR NOT PARTICIPATING IN ANY COURSE OR TRAINING PROGRAM

	PERCENT
I don't have any time due to my job	43.7
I don't want to take any training	11.8
I don't have any time due to my responsibilities	9.4
I cannot cover fee of the training	9.4
I am not aware of the trainings	8.2
I took it in Syria	5.4
I couldn't find any related course	5.0
There isn't any training in my native language	3.5
I am not sure about how it would be beneficial	1.9
Far from where I reside	0.8
I attended some but it was not beneficial	0.6
Other	0.5
TOTAL	100.0

Source: IYF Labor Market Assessment Survey, 2017

Among the young Syrians who were interviewed, there were a limited number of individuals who attended vocational training courses in Turkey. These vocational training courses were computer skills, construction, finance, hairdressing, tourism, real estate, arts, and self-development (time-management).

Essentially, the majority of interviewees lacked knowledge about the vocational training courses available in Turkey. For instance, overwhelming majorities of the respondents have never heard of İŞKUR and only one respondent had applied to İŞKUR. Except for a few respondents, vocational training courses provided by civil society organizations are not widely known either. Language may be a culprit of low awareness, since it is definitely an obstacle in participation. Yet, many of the young Syrians interviewed assert that vocational training courses are important to finding jobs. When asked whether they would be interested in attending a training program of their choosing, 70.8 percent of the young Syrians said they want to participate.⁸³

⁸² INGEV (2017) reports that Syrians find it difficult to attend training courses during weekdays as they work long hours.

⁸³ According to data collected by INGEV (2017), the Syrians demand vocational training, particularly in areas such as computer technologies, English, entrepreneurship. INGEV (2017) reports that most of the Syrians in their sample would be interested in a skills training course offered by a community center. They are mainly interested in Turkish courses and computer skills. They demand other types of courses that are not directly relevant for labor market skills, such as culinary courses and music courses.

Young Syrians on Vocational Training Programs

"If I attend a vocational training course, I have to find the money for my [daily] expenses, but no one will give me that." (21, male, employed)

"I haven't attended any [vocational training] courses (...) I leave home at 7 o'clock in the morning, and I come home at 8 or 10 o'clock in the evening. (...) I do not have time for courses. Even if they are scheduled outside of my working hours, they are located far away from where I live." (23, male, employed)

"I cannot attend [vocational training] courses because I cannot speak Turkish. You need to have money as well." (22, male, unemployed)

"Vocational trainings should be provided in many fields. For instance, on sewing. Syrians can choose whichever they want to attend. They can find jobs after attending these courses." (23, male, employed)

"Firstly, language training courses will be helpful. Also vocational training courses on any kind of occupational skill, for example computer skills, are needed. In this way, Syrian youngsters will be able to say 'I have an occupation.'" (27, male, employed)

10.3. Who Participates in Training Programs?

The survey data provides information on the young Syrians who choose to participate in a training program, whether it be a language course or a vocational training course. An econometric model is used to identify the characteristics of the young Syrians who choose to participate. A probit regression is run, using the variables discussed above.

Being a woman increases the probability of participating in a course or a training program.⁸⁴ Young Syrian women are 10.7 percent more likely to participate in a course than young Syrian men are.

Education increases the probability of participation in a course or training program. Relative to having no formal education, having a primary education degree increases participation by 48.9 percent. It is not surprising that an individual who does not have any formal education is less likely to participate in a Turkish course or a vocational training program.

As earlier result of the assessment showed in terms of reason why an individual *may not* participate in program, being a good Turkish speaker increases the probability of participation by 6.8 percent.

⁸⁴ A similar pattern is observed among the Turkish citizens as well. Even though women are underrepresented in the labor market and make up about one third of the labor force, usually they constitute half of the vocational training program participants.

TABLE 19: WHO PARTICIPATES IN TRAINING PROGRAMS?

VARIABLES	COURSE PARTICIPATION IN TURKEY
Female	0.649***
	0.107
Age	-0.00685
	-0.001
Married	-0.728***
	-0.120
Number of employees in HH (exc. respondent)	-0.0346
	-0.006
Primary Sch.	2.977***
	0.489
Junior High Sch.	3.419***
	0.562
General High Sch.	3.928***
	0.645
Vocational High Sch.	3.874***
	0.636
At least University	4.125***
	0.678
Turkish Speaking	0.414***
	0.068
Constant	-4.910***
Observations	1,003

Marginal effects are in shaded cells.

*** p<0.01, ** p<0.05, * p<0.1

10.4. What Do Employers Provide?

In the in-depth interviews, young Syrians reported that they acquire the skills required for their jobs mostly through on-the-job training. However, they further reported that it is neither regular nor structured. Given small company sizes, it is usually the employer or an experienced colleague who provides training. Some of the respondents claim that employers are usually tolerant of the inexperienced newcomers at the beginning as they learn how to do the job. In the textile and apparel sector, all the companies that were interviewed pointed out that they provide some on-the-job training to their newly hired workers (F10, services, Syrian; F13, services, Syrian; Retailers' Federation of Turkey), and that on-the-job training is crucial (F21, services, Syrian; F15, services, Syrian; F23, services, Syrian).⁸⁵

⁸⁵ Pinar, Siverekli and Demir (2016) report that 60 percent of the firms in their sample in Urfa state that the Syrians do not have sufficient knowledge or skills.

Companies agree that any formal training program should be hands-on. The questions remain: How are the Syrians going to be trained to use machines? In which language will the training be provided? The language barrier, which is cited by many, needs to be surmounted first, only then can the vocational training be provided (ITKIP; F1, textile, Turkish; F5, textile, Turkish; F4, textile, Turkish). It should also be noted that for the Syrians who have already received training, the language barrier seems to be less of a concern as pointed out by two interviewees: *“Language is not an important barrier in the production process in apparel since machines speak a universal language. The workers only need to know how to use the machines.”* (TGSD; F3, textile, Turkish).

Some companies mentioned the possibility of establishing training centers in designated portions of a factory to train the workers (F2, textile, Turkish). Usually only large firms offer such training areas as these areas are costly (TGSD; F5, textile, Turkish). One of the companies pointed out that ITKIP had a training area (for sock production) which had been in use up until a couple of years ago (F3, textile, Turkish). Some of the companies interviewed indicated that they may have some machines which are currently not running, and therefore may be available for training purposes (F1, textile, Turkish; F4, textile, Turkish). Other companies state that the government should be responsible for providing training and issuing a certificate (F1, textile, Turkish; F6, textile, Turkish; F5, textile, Turkish).

İŞKUR is a major training provider that funds on-the-job training programs extensively, as discussed in detail below. While some Syrian entrepreneurs are aware of İŞKUR (F19, services, Syrian) others are not (F10, services, Syrian; F23, services, Syrian; F16, services, Syrian). Therefore, one potential policy may be to increase the awareness of İŞKUR and its training programs among businesses, especially among those owned by Syrians.

10.5. Training Providers

Various municipalities and organizations provide educational programs targeting Syrians. Language courses have a substantial share in these educational activities. Mainly İŞKUR, the metropolitan municipalities, district municipalities, and NGOs (HayatSür) provide vocational training programs. There are joint programs in which two or more stakeholders collaborate. However, these efforts are sporadic and uncoordinated. Furthermore, the lack of a reliable database affects the effectiveness of the management and outcomes negatively.

10.5.1 İŞKUR

İŞKUR serves both Turkish citizens and Syrian refugees. That being said, the operating language is Turkish, and hence constitutes an important barrier in serving Syrians. There are currently 2,000 Syrians registered with İŞKUR. Note that there are approximately 500,000 Syrians currently residing in Istanbul. Clearly not all of them are of working age, or in the labor market, yet the share of the registered is small.

İŞKUR's different training programs can be categorized as follows. **(1)** On-the-job training programs are targeted to their registered unemployed workers. The goal is to supplement and complement the skills of unemployed workers. **(2)** Vocational training programs are usually tailored to unskilled workers with the aim of increasing their employability by equipping them with necessary skills. **(3)** Entrepreneurship training programs are designed to help future entrepreneurs in building successful businesses (co-operated with KOSGEB, the Small and Medium Industry Development Organization). **(4)** Public works programs support employment creation. **(5)** Other smaller programs

such as vocational training and rehabilitation for the disabled and formerly incarcerated. Syrians are allowed to participate in all but the public works program supported by İŞKUR.

Upcoming training programs planned by İŞKUR are available on its website. Note that İŞKUR aims to fund training for more than 80,000 unemployed individuals in 2017. Table 20 is the programs aimed for 2017 in Istanbul.⁸⁶ Clearly, the largest item on the program is the on-the-job training programs with a goal of 50,000 participants.

TABLE 20: LABOR TRAINING PROGRAMS PLANNED IN ISTANBUL FOR 2017

TOTAL	81,515
On-the-job training	50,000
Entrepreneurship	20,000
System manager	1,000
Software developer	1,000
Cook	500
Shoe manufacturer	350
Waiter/waitress	300
Airport customer service	300
Janitor (<i>Kat Hizmetleri Elemanı/Kat Görevlisi</i>)	300
Plastic joiner, manufacturer, assembler (<i>Plastik Doğramacı /PVC Doğrama-İmalat Ve Montajcisi</i>)	300
Aircraft maintenance personnel (<i>Uçak Bakım Elemanı</i>)	300
Air transport dispatcher (<i>Uçuş Hareket Memuru</i>)	300
Controller of air traffic and air transport services (<i>Uçuş Performans Ve Planlama Kontrolörü</i>)	300
CNC programmer	200
Call center customer representative	200
Female tailor	200
Quality control	200
Logistics staff	200
Game developer	200
Baker (cake)	200
Flight attendant	200
Wood molder in construction (<i>Ahşap Kalıpcı İnşaat</i>)	150
Satellite and cable technologies technician (<i>Uydu Ve Kablo Teknolojileri Teknik Elemanı</i>)	150

Source: İŞKUR Annual Labor Training Program, 2017

⁸⁶ For a full list of all the training programs planned for 2017, please visit İŞKUR's website.

İŞKUR's On-the-Job Training Programs

According to the Directive of Active Labor Market Services issued on 06 November 2014, registered unemployed individuals can receive on-the-job training at companies that are registered with İŞKUR (Turkish Employment Agency). Companies which have more than two formal employees and whose public share is less than 50 percent can benefit from these on-the-job training programs. If a company is willing to benefit from on-the-job training program participants, it should apply to İŞKUR and specify the type of the training provided.

Unemployed individuals who are older than 15 and registered at İŞKUR can enroll in this program. Moreover, on-the-job training programs are also open to university students including students in associate degree programs. However, individuals who are primary or secondary relatives of the employer or an employee of the firm in the 3 months preceding the start date of the training cannot participate. Firms are free to choose the participants. If they need to, they can also ask İŞKUR for suitable candidates.

On-the-Job Training Programs can last up to 160 weekdays. The program has to be between five and eight hours per day, and should not exceed six days per week. The maximum duration is 6 months. The following items are covered by İŞKUR: (1) essential expenses of the participants (54 TL per day, 40.5 TL for students and 27 TL for the individuals who receive unemployment benefit); (2) insurance premium for occupational accidents and diseases; and (3) general health insurance compensation.

These programs also come with tax incentives for the firms. If the worker is between 18 and 29-years old and if they participate in the training program before 31 December 2017, the employer's share of the social security taxes are paid by the Unemployment Insurance Fund under the condition that the firm upon completing the program employs them formally. The subsidy can last up to 42 months in the manufacturing sector and 30 months in others (According to the Code for Unemployment Insurance No. 4447, Provisional Article 15 that took effect on 23 April 2015 and then was extended to 31 December 2017 by the cabinet decision on 20 December 2016).

Nevertheless, there have been some issues in the past that has caused some businesses to be wary of working with İŞKUR. *"In the past we benefited from İŞKUR's support and training programs. However, unfortunately the [program-associated] payments were not made on time so we do not work with İŞKUR anymore. We hired distinguished experts from the business field for our training programs. Nevertheless, the quality of training provided by public institutions like İŞKUR is mediocre. The training should be sustained and contain more instruction time."* (F14, services, Turkish)

İŞKUR's Vocational Training Programs

İŞKUR has a broad set of vocational training programs that are not targeted to Syrians specifically or exclusively. However, İŞKUR includes a Turkish language module before the main vocational training program that may motivate the participation of Syrians. The Turkish language-teaching partner is usually the MoNE. Furthermore, İŞKUR reports that even though some programs are available only to certain education levels (e.g., some courses are only available to university graduates), İŞKUR does not require any documentation as proof from Syrians, since they are aware that most Syrians would not be able to provide such documents.⁸⁷

⁸⁷ Clearly, the employer may want to verify and see the degree before hiring.

İŞKUR pays for the wages of the instructors as well as the daily allowances paid to the participants. The daily allowance, which is paid conditional on attendance, is between 25 and 45 TL for vocational training programs. Note that the daily gross minimum wage is 59 TL in 2017. Moreover, any employment contract initiated through these programs qualify for tax subsidies. İŞKUR covers “Occupational Accident and Illness Insurance Premium” and “General Health Insurance Premium” for each trainee as well.

One important and usually misunderstood issue is that İŞKUR does not organize vocational training programs for Syrians. A typical vocational training program is a joint effort of four partners: (1) İŞKUR: who pays the wages of the instructors, the daily allowance paid to participant and other costs such as insurance premiums; (2) Public Education Centers (PEC, Halk Eğitim Merkezleri): who are attached to Lifelong Learning Department (Hayat Boyu Öğrenme Dairesi) of the MoNE. The PEC determine the course content and provide the course documents. The instructors are affiliated with the PEC officially. Once the training is completed, the PEC issues certificates to the trainees; (3) The civil society institutions: they identify Syrians willing to participate in the vocational training programs, and help with the organization and solve daily problems;⁸⁸ and (4) The municipalities: which provides space (classrooms) and help the civil society institutions in finding and contacting Syrians because usually they have better information regarding where the Syrians live.

Examples of the aforementioned vocational training programs is a “hairdressing training” which is co-organized by the Sultanbeyli Municipality, İŞKUR, and MoNE. As well as two other vocational training courses in nearby Sancaktepe, one is on the use of the lockstitch sewing machine, and the other is on elderly and patient care. İŞKUR collaborates with TOGEMDER (Social Development Center Education and Social Solidarity Association, Toplumsal Gelişim Merkezi Eğitim ve Sosyal Dayanışma Derneği) for these programs.⁸⁹

Once a vocational training program is finished, the future employer has to apply for a work permit for the prospective Syrian employee. İŞKUR neither imposes any constraints, nor follows up on the hiring process. Obviously, for the company to be able to benefit from the tax subsidies, it should be a formal job. Note that the tax subsidies apply to Syrian employees as well.

10.5.2 Other training providers

Programs that aim to teach and improve the Turkish language skills of Syrians are mostly organized by state agencies and municipality institutions such as ISMEK (İstanbul Metropolitan Municipality Lifetime Learning Center), Public Education Centers (Halk Eğitim Merkezleri), and the Yunus Emre Institute. Additionally, the Ministry of Family and Social Policy runs language programs for Syrian women to teach them basic language skills to facilitate participation in daily life (Ministry of Family and Social Policy). Either certain civil society organizations such as HayatSür and ILO are also involved in language courses taught through education programs that are run by the civil society organizations themselves or in collaboration with centers and institutions that specialize on language courses. ILO states that their collaboration with the Yunus Emre Institute has been more effective compared to that with the Public Education Centers since the former is an organization that specializes teaching Turkish to foreigners with more skillful teachers (ILO).

⁸⁸ Providing tools necessary for the training program, organizing shuttle services to and from the training site, paying for the child care of the participants’ children during the training, etc.

⁸⁹ İŞKUR declined to answer when asked about the number of Syrian participants in these training programs.

TOGEMDER is an association focused on the training of Syrians in Istanbul (Sultanbeyli, Üsküdar and Ümraniye). They collaborate with municipalities, İŞKUR, and Public Education Centers (PEC, Halk Eğitim Merkezleri). The training language is Turkish, and the training topics include clothing, hairdressing, cooking, elderly, and patient care, nursing, and computer skills. These topics were decided on after consulting Syrians' on their demands and needs. The participants first learn Turkish and then participate in a vocational training program given 5 days of a week. TOGEMDER finds participants, pays for lunch and childcare costs (for preschool age children). PEC determines the course content, pays the teachers, and provides necessary material. Upon completion, the trainees get a certificate recognized by PEC. İŞKUR pays daily allowances and health insurance premiums. Finally, municipalities provide the location.

HayatSür provides training programs in Arabic for Syrians. They train mainly young people and teachers.⁹⁰ The participants are usually educated Syrians although some unskilled Syrians also participate. The topics are determined by the demand and needs of young high school and college graduate Syrians. The availability of educated people with PhD degrees in management, economy, engineering, and medicine who are ready to teach is critical in determining the topic of training programs. HayatSür does not pay a daily allowance to participants. The duration of these courses (15 to 20 in total) is between 10 and 45 days.

HayatSür also identifies open positions in different sectors based on one-to-one meetings with the employers and develops training programs according to the required skills for these specific positions. Some examples of their training programs are: information technology, international computer development license (ICDL), Corel Draw, computer programming, web design, e-marketing, marketing skills, real estate marketing, accounting and flight booking, mobile phone repair, small business administration, mini MBAs, classroom and school administration, as well as automatic control systems. HayatSür claims that more than 200 of their trainees have found jobs in Istanbul, Gaziantep, and Hatay. HayatSür currently has two ongoing training programs: Turkish language courses for children and vocational training programs for women.⁹¹

HayatSür has also collaborated with UNICEF and MoNE in the development of three training programs targeting Syrian teachers. Each training program lasted 15 days and each day consisted of 8 hours of training. In total, 12,500 teachers participated in these programs (in Hatay, Istanbul, Gaziantep, Şanlıurfa and other cities). Syrian teachers teach Syrian children in Temporary Education Centers (TEC). These classes often utilize public schools, so that Turkish children are taught in the morning and Syrian children in the afternoons. The HayatSür interviewee, mentioning the Director of the Lifelong Learning Department stated that next year the number of Syrian teachers might go up to 20,000.

PERYON (Turkey People Management Association) specializes in vocational training and consulting. PERYON is currently in cooperation with the United Nations to train job and occupation consultants that are currently employed by İŞKUR through a "train the trainers" program. This is an effort to close the knowledge gap of the job and occupational consultants who typically do not know the profile of the Syrians. A similar training will be provided to

⁹⁰ They have also psychosocial support programs for children experiencing post-war trauma.

⁹¹ The children transferred to Turkish schools have both language barrier and integration problems. Moreover, this affects both their school success and school continuation rate. Hayat-Sür claims that approximately 50,000 of them dropped out.

the consultants at RIZK in the near future. Another project they are working on is to develop a support program for the adaptation and the personal development of white-collar Syrians (who are usually college graduates).

The International Blue Crescent Relief and Development Foundation (IBC, Uluslararası Mavi Hilal İnsani Yardım ve Kalkınma Vakfı) has provided education/training programs for Syrian children and women since 2013. The interviewee from IBC said that this year their activities ceased because MoNE took over the management of all education related activities. The interviewee reported that the MoNE has denied their applications for new programs for the past 6 months.

Like other associations working with Syrians, IBC determines the training topics according to demands and needs. In the past, IBC organized training programs in the following topics: hairdressing, sewing and needlework, English language, Turkish language, childcare, computer skills, and accounting. IBC cooperates with Sultanbeyli, Küçükçekmece and Sancaktepe municipalities. They have both local and international donors such as the International Organization for Migration (IOM), and Welt Hunger Hilfe. One important characteristic of IBC that distinguishes it from other associations is that they use mainly Syrian teachers for vocational training programs and they do not cooperate with İŞKUR. When instructors are Turkish, they use simultaneous translation. IBC currently does not pay daily allowances, and they state that this is because they do not cooperate with İŞKUR. The representative of IBC says that they are trying to pay a daily allowance of 10 TL to increase program participation and to keep the attendance rate high.

The Refugees Association (RA, Multeciler Dernegi), which was founded in 2015 as a clinic and a help center for Syrians in Sultanbeyli, began offering Turkish courses in 2016.⁹² They report that 800 Syrian children and 450 Syrian adults benefited from these courses, which helps them, integrate socially and adapt to daily life. They also offer vocational training programs such as construction, tailoring, and sewing. They cooperate with TAMEB (Türk-Alman İşbirliğinde Meslek Beceri Geliştirme, German-Turkish Partnership for Vocational Skills Development) for training programs in construction. The participants are paid a daily allowance of 30 TL. This program lasts 6 months. There are 40 students in total, 32 of them are Syrians. There are no daily payments in other training programs. RA also cooperates with PEC, IBC, United Work, and SEQUA. They teach basic Turkish at the beginning of each vocational training program to help participants follow the training instructions in Turkish. The training hours are flexible, both in and after workhours and both on weekdays and weekend. RA states that that attendance rate is relatively high (170 in 180 students).

United Work has two types of vocational training programs: one for blue-collar (low skilled) and one for white-collar (skilled) workers, the majority of which are college graduates. The training aims to build labor market skills, but the content is not necessarily vocational. The training program is tailored towards soft skills and personal development (such as understanding body language, basic communications skills, preparing CV, preparation for job interviews, conflict management, etc.). However, during implementation, other components such as Turkish labor market, labor laws and discrimination, were added. The whole program is called “job-fit support program.” The training language is Arabic and English. There are 6 to 15 trainees per session and there is no daily allowance payment or travel support

⁹²The clinic activities have expanded throughout this period. There is a small hospital with 11 polyclinics in total. The doctors are Syrian. This hospital will be transferred to the Ministry of Health in the near future.

to trainees, only lunch is provided. The number of people trained by United Work and hired formally by companies is 120. United Work has a follow up policy to ensure formal employment for their trainees.

ILO has been active in some provinces, but has not yet planned or implemented any training programs in Istanbul. It develops its vocational training programs in collaboration with other organizations that are specialized on issues relevant to the training topics such as Southeastern Anatolia Project Development Agency, occupational associations, and vocational high schools. This is a deliberate choice made to ensure the comprehensiveness of their programs. Furthermore, they aim to award certificates that are trustworthy and valid across the labor market in Turkey (ILO). Their vocational training programs revolve around the aim of developing intermediate staff skills. Some of the topics on which they have carried out training activities are welding, CNC programming, computer hardware repairing, plumbing, and tire repair for men as well as sewing/tailoring, and wooden toy making for women (ILO). The ILO indicates that the majority of their industrial skills training programs attendees are men under the age of 40.

Vocational training is not a priority issue for The Ministry of Family and Social Policies whose focus is the integration of Syrians women into public life. They implement vocational training programs as a complementary activity for women's empowerment. Some of their vocational training programs implemented in different parts of Turkey are hairdressing (because of high demand from Syrians), computer use, and sewing/tailoring.

10.5.3 How to improve training programs

The shortcomings of the vocational training programs are thoroughly discussed in interviews with the stakeholders. Issues range from planning, content, to management of these activities. For example, there are duplications and overlaps in absence of a coordination mechanism. Stakeholders assert that the same participants take part in multiple trainings, indicating that only a small number of Syrians are benefiting from the programs. As discussed, trainees receive a per diem payment for participating in the training activities to cover expenses. The aim with this fee is to increase the level of participation and to reimburse the participant for lost time. However, some of the respondents point out that the participants see these fees as a source of income, leading them to engage in more than one training program of the same kind (HayatSür, TOBB). Yet, the survey data indicates that a very small percentage of young Syrians report participating in these courses. Therefore, it may be the case that relatively small groups of Syrians are taking advantage of these courses, but repeatedly.

Some of the respondents underline the impact of poor content and management of some of the training programs that produce the repetition in participation. In that regard, when the participants are not satisfied with the content of a training program, they might attend another program to develop other skills (HayatSür). HayatSür claims that many of the training programs are developed by prioritizing quantitative concerns in terms of reaching out to as many people as they can rather than qualitative aspects in terms of the content. This is mainly because there is fierce competition over funds for and organizations push for high numbers in outreach (HayatSür).

To counter some of the issues, ASAM recommends a board of advisors consisting of employers as a first step in achieving qualitative success rather than quantitative achievements which means training fewer people but enabling a high proportion of them to get jobs instead of pursuing mass-training.

Yet another concern is the lack of coordination between stakeholders with regard to the operation of training programs. Stakeholders suggest that the lack of coordination exacerbates all shortcomings. In addition, the lack of a reliable and accessible database decreases the quality of programs with respect to their content (ASAM/SGDD). ASAM/SGDD suggests that the Ministry of Education should coordinate and monitor all training activities. Such a central coordination mechanism could ensure that the certificates are standardized, assuring their validity.

The stakeholders raise further issues to ensure success of training programs. All three municipalities complain about low attendance rates. The main culprits cited are language barriers, low life skills, and conflicting time schedules. Per Diem payments by training institutions are aimed at tackling at least one of these problems. However, these payments also attract individuals who may be financially motivated to participate. Another suggestion by HayatSür may help overcome this problem. They, too, realized that their rates were declining, and developed a solution: they ask that participants pay a set fee upfront, which is then paid back to the participant upon the completion of the program. Individuals who drop out cannot get their money back. HayatSür's attendance rates hover around 80 percent, and their language of instruction is Arabic.

Another potential reason behind low attendance rates may be the hours, as pointed out by some of the stakeholders (such as Kağıthane Municipality and HayatSür) as well as the young Syrians who were interviewed. When the training time is during working hours, the attendance rate is low. Sultanbeyli Municipality offers courses that have flexible hours outside of the regular working day to encourage attendance. However, Küçükçekmece Municipality did not make such an adjustment and they report very low attendance rates. Yet, given the long work hours of Syrians, planning and scheduling training sessions may prove difficult.

Stakeholders also raise a concern on the lack of an "orientation training." This would benefit Syrians so they can navigate daily life in Turkey (e.g. how to rent a house, how to pay a bill, how to get a work permit etc.), as well as how to familiarize themselves with Turkish society (HayatSür, RA, The Retailers' Association of Turkey).

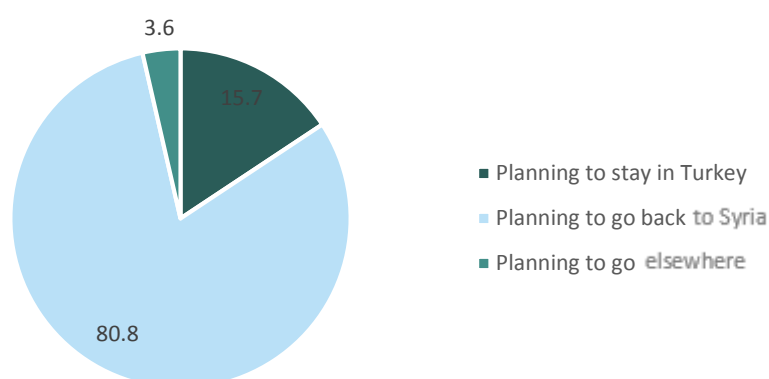
10.5.4 An important policy change

An important policy change took place at the start of the year 2017, MoNE began to manage and control all education related activities regarding Syrian refugees. Both International Blue Crescent Relief and Development Foundation (IBC) and Refugees Association (RA) interviewees point out this important change. Once MONE took over the management of the Temporary Education Centers (Geçici Eğitim Merkezi), the interviewees say that their programming was halted. MoNE's main directive is to avoid duplications in training programs, to aim for consistency in training, increase quality of the education, and minimize the discrepancy between the needs of participants and the content of the training and education programs.

11. FUTURE PLANS OF THE SYRIAN YOUTH

Most young Syrians plan to go back to Syria if the conditions there stabilize. In the survey, the participants were asked about their plans. Approximately 80 percent of the young Syrians said that they were planning to go back to Syria, 15.6 percent of them said they were planning to stay in Turkey. The remaining 3.5 percent said that they were planning to go somewhere else.

FIGURE 29: FUTURE PLANS OF YOUNG SYRIANS IN ISTANBUL



Source: IYF Labor Market Assessment Survey, 2017

When asked, in the in-depth interviews about their plans, the majority of the respondents declared that they will either go back to Syria or stay in Turkey. Many indicated, understandably, that this depended on the conditions in Syria. They underline that they can go back as long as the war is over and conditions return to normal. Respondents say that they would like to go back to Syria because they can speak Arabic, continue their education, and find suitable jobs there.

Many interviewees express pessimistic views about their prospects as Syrians in the labor market in Turkey. They indicate that employment chances and conditions for them are not improving. Some of them argue that they are getting worse. This is mainly due to decreasing number of jobs, low wages, and abuse of their rights:

“I do not think that Syrians will have better chances in the labor market. I do not see anything promising. We have nothing—no proper wages, no insurances, no IDs, no work permits.” (23, male, employed)

On the other hand, some respondents believe that the conditions are less likely to normalize in the near future in Syria. Even though some of them prefer to go back to Syria, they have concerns about their security and jobs there. Additionally, there are respondents who claim that their children are adapting to life in Turkey.

“I plan to live in Turkey in the future. I have kids. It is difficult for the kids as well as for us to go to another country (...) if your homeland vanishes, then any place would do. No homeland, no family, and no home – everything is gone. It is very difficult for the kids. I am not planning to go back.” (29, female, employed)

12. POLICY RECOMMENDATIONS & FINAL REMARKS

Based on this assessment, the top priority to ensure labor market integration should be to teach basic Turkish to all Syrians. Policies should encourage programming that support Turkish language education - only then can vocational training programs be efficiently implemented. Furthermore, topics in language training programs should be determined in cooperation with Syrians, taking into account their needs, skills and aspirations. The in-depth interviews with the young Syrians illustrate that the current training programs are focused too narrowly on grammar, and therefore insufficient in providing daily life language skills. In addition, language courses specific to vocations should also be considered after the basics are covered. United Work, which suggested that Turkish language courses should be offered at two-levels, discussed a similar recommendation: advanced Turkish for skilled (white-collar) workers and basic Turkish for others. Nevertheless, MoNE's recent efforts to gather all activity in their domain may hinder these efforts drastically.

The hours of training courses are a barrier for employed Syrians as well. The data shows clearly that training programs and work schedules are in conflict. Nights and weekends may be used to plan training sessions for the employed individuals, but even that may prove difficult as working hours are long, and most work on weekends as well.

Soft skills are crucial in both sectors evaluated in this assessment, although more intensely in the service sector. The ability to communicate clearly is crucial. Companies underlined the importance of being good mannered, polite, calm and patient. Given that businesses that operate in the service sector are smaller and that workers usually have access to money flows, firms state that they are looking for trustworthy and honest workers. Both the stakeholder interviews and the business interviews point to differences in work cultures. In that regard, adhering to schedules and socializing with coworkers are deemed important.

The vocational requirements for the textile and apparel sectors are well defined. There is an abundance of vacancies that have proven hard to fill. The workers who know how to operate various textile and apparel machines are in short supply. Therefore, the training programs should be relatively easy to design. On the other hand, training centers are expensive to build.

Two business associations have ongoing projects that may prove useful in this regard. TGSD has two ongoing projects with Küçükçekmece and Esenler municipalities (TGSD). TGSD is also part of a joint project with Ethical Trading Initiative (ETI) where ITKIP, TISK, some universities and the UN are also involved (TGSD).

TGSD has a smaller project in Istanbul, which they are currently trying to fund. Their goal is to build an atelier (kesim, dikim, ütü, paket; cutting, sewing, ironing, packaging) for providing training for 1,500 individuals (probably 80 percent will be SuTP) (TGSD). They would like to provide the fees for work permits as well, i.e. 600 TL annually (TGSD).

ITKIP is working on an organized industrial park center (HOSAB) for apparel in Urfa where they are planning to build factories in areas where labor costs are lower (ITKIP). They state that the government should designate certain organized production parks where there are SuTP quotas, but should also provide tax waivers or exemptions. Qualifying industrial zones in Jordan may be an example (ITKIP).

Work permits are extremely rare among the working young Syrians, and hence informal employment is extremely widespread. A multi-dimensional policy is needed in this area in order to address the barriers to formal employment.

Even though the Ministry of Labor and Social Security states that the waiting periods are very short, stakeholders and the businesses insist that it takes a long time to process the work permit applications. It has been raised more than once that there are companies and/or institutions that facilitate the work permit application processes for a fee. Long waiting periods are even costlier for firms who operate with short time horizons, e.g. firms in the textile and apparel industry. Any policy change that will streamline or shorten the processing times for work permits would be useful in generating formal employment.⁹³

The ten-percent quota constitutes an unsurmountable barrier for smaller firms and for firms with Syrian ownership as it contradicts basic optimization rules. This cap should be lifted.

The 6-month residency condition was implemented to limit mobility across different provinces, most likely for security reasons. Nevertheless, it limits the applications for work permits. Other regulations to limit mobility may not have such adverse effects on formal employment.

The employers consider an annual fee of 600 TL high. It is arguable that such a small amount would generate a sizeable tax revenue for the state. Instead, the company should merely pay a small extra monthly tax if they hire Syrians.

Another policy area would be to motivate the Syrians to ask for formal jobs. For a person who chooses not to retire in Turkey, the taxes that are paid to the Social Security Institution are lost. One way to tackle this issue would be to pay back the retirement contributions of the Syrians when they decide to leave Turkey.

Even if or even when work permits become easier to obtain, there will still be a non-negligible share of Syrians who will be employed informally given the amount of informal employment in Turkey overall. A recent law change introduces a mediator to court cases who must be advised. Such a mediator may solve conflicts even in absence of formal labor contracts.

İŞKUR is the largest employment agency in Turkey, and its services are particularly useful for low skilled workers. However, as of now, İŞKUR does not provide training in Arabic, nor does not it hire Arabic speaking consultants, and hence is underutilized by many Syrians. Similar problems exist for municipalities as well. Hiring Arabic-speaking staff will help the integration of young Syrians into the labor market.

Training programs are uncoordinated and sparse. Furthermore, none of the institutions follows up with their participants to evaluate whether the training provided was useful. The training institutions need to readapt their programs by evaluating their usefulness, and such an evaluation is only possible through an institutionalized follow up process.

⁹³ One simple change could be the following. The worker will receive a semi-formal temporary status at the Social Security Institution while the application is being processed. If the application is denied, the temporary status is abolished. If it is granted, then the worker upgrades to a normal formal position.

One additional potential, is one HayatSür first pitched to apply a large system pilot project that would have included 1 million Syrians in 2015. The model would be a re-implementation of a model tried in Finland. The core of this project is to provide a mobile phone to newly arrived refugees. The phone is connected to internet and provides the refugee the basic information necessary for daily life (how to rent a house, how to pay a bill, how to get a work permit etc.) and different support programs addressed to them. This would act as an information bank.⁹⁴

Young Syrians:

- **Turkish language skills are important.** Even companies that serve Arabic-speaking customers prefer some Turkish language skills given that they would like to expand their customer base to include Turkish customers as well.
- **Establishing equivalence of degrees** will help to reduce skill mismatches, find jobs, and improve Syrians living conditions.
- **Soft skills are essential.** Adhering to established work hours and socializing with coworkers are frequently cited as important.
- Soft skills, such as communication and sales skills, having good manners and being polite, staying calm and patient, as well as being well groomed are crucial in service jobs.
- Being trustworthy and honest are critical. In that regard, it is important to build a CV, include references from previous jobs.
- Some service jobs also require computer literacy.
- **The textile and apparel sector is in dire need of machine operators.** Knowing how to operate a machine will increase the probability of finding a job and keeping it drastically.
- **İŞKUR serves both Turkish citizens and Syrians.** Visiting a İŞKUR office and registering as unemployed is the first step in benefiting from İŞKUR's services, including sessions with job consultants and vocational training programs.
- **RIZK and United Work are exclusively serving Syrians** and can play an important role particularly for a new labor market entrant.

Stakeholders:

- **Young Syrians' awareness of legal rights and regulations are low.** Providing information on the legal rights of workers and regulations governing the labor market will prove very useful.
- **Turkish language skills are extremely important** for labor market integration. Social networks can help in acquiring daily language skills.
- İŞKUR's training programs have multiple partners, allowing for a wide area of collaboration.
- Few young Syrians have had the opportunity to attend training programs. **Raising awareness of training programs can prove useful.**
- Educational credentials are key in labor market integration. **Stakeholders can work with the government to establish clear routes for degree equivalence** and disseminate of information.

⁹⁴ Hayat-Sur claims that the government does not want to cooperate, but that İŞKUR tried to implement a similar model without success.

Training Providers:

- **Training sessions should not coincide with daytime work hours.**
- **Proximity and a short commute is important** for participation, particularly for the employed individuals who are already working long hours.
- **Providing certification will help improve the quality** of the training programs.
- The follow up of trainees should be routine. Data on whether they found jobs, whether they found the training skills useful, whether training had an effect on wages, etc. should be collected and analyzed to document effectiveness.
- **Collaborating with İŞKUR is critical.** İŞKUR pays for the trainers and pays a daily allowance to the trainees. Furthermore, jobs found via İŞKUR training programs come with tax subsidies.
- **Collaborating with companies that are willing to create employment is essential.**
- Course content should be in accordance with the skills companies demand.
- Courses in Arabic have higher participation rates. The language barrier should not be overlooked.

Government:

- The application process for a work permit takes time. The textile and apparel sector has a short production horizon, rendering it very difficult to wait.
- **The ten percent quota is binding for smaller firms and for firms with Syrian ownership.**
- **6-month residency requirement is a barrier to formal employment.**
- **A monthly tax or fee may be easier to afford than an annual fee for many small businesses.**
- **The bureaucratic procedures for degree equivalence should be simplified.**
- **To facilitate access to İŞKUR, Arabic-speaking staff should be hired.**
- Most Syrians do not have sufficient information about their rights and regulations, which leaves room for misunderstanding or intermediaries who exploit the refugees.

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APPENDICES

Appendix A: Challenges in Execution

Challenges in identification of sectors/occupations

The main goal of the analysis was to identify and investigate two sectors and/or occupations that presented an opportunity for the employment of young SuTP. The desk research and the stakeholder interviewees confirmed the assumptions of the project team. That is, the data is insufficient to analyze the labor market for the Syrians, and thus to identify the potential sectors/occupations.

The first sector consisted of a larger set of two subsectors: textile and the apparel. There were two main reasons underlying this choice: (1) in the analysis of the labor demand side, occupations based on textile and apparel machine operation (such as machinists using sewing machines) were listed as occupations with the highest number of vacancies, indicating a strong labor demand; and (2) the textile and apparel sectors were commonly cited by stakeholders as areas where the Syrians are employed. Given that both the labor demand surveys and the stakeholders working in the field pointed in the same direction, the textile and apparel subsectors were chosen as the first sector of interest.

The indicators were not as clear for the second sector/occupation of interest. The labor demand analysis pointed to the service sector, demonstrating that there were occupations with a large number of vacancies such as salespersons, waiters/waitresses, and call center customer representatives. However, an overwhelming majority of these occupations would require the applicants to speak Turkish, which constitutes a barrier that is difficult to surmount.

Meanwhile, the stakeholder interviews confirmed the lack of data on the labor market outcomes of the Syrians. In other words, the stakeholders' views on potential sectors in the labor market where the Syrians may be employed or on the skill sets and education backgrounds of the Syrians largely rests on respondents' observations and/or their personal judgements. Respondents provided unsubstantiated estimates as to where Syrians may fit within the labor market, rather than pointing to sectors with a high number of vacancies or data on the labor market relevant skills of the Syrians. Therefore, their accounts were treated with caution. Taking these drawbacks into account, the selection of the second sector/occupation was postponed until after the survey.

The survey provided crucial information regarding the sector and occupation of employment of young Syrians. The survey data clearly indicated that the first three sectors of employment were wholesale and retail trade (21.4 percent), textile (16.5 percent), and accommodation and food services (15 percent). Given that the findings of the survey and the number of vacancies were aligned, salesperson was chosen as the second sector/occupation.

Appendix B: Challenges in data collection

The fieldwork consisted of data collection from four different groups of participants: stakeholders, young Syrians, businesses and municipalities. The field team had a written note from Betam, Bahcesehir University, stating the purpose of the study to facilitate data collection. Nevertheless, the fieldwork proved to be particularly challenging with the young Syrians and businesses. Challenges in data collection are summarized below.

The Stakeholder interviews:

One stakeholder was hesitant to provide information upon hearing that this project was funded by the United States.⁹⁵ Another stakeholder declined to interview the team stating security concerns.⁹⁶

Young Syrians:

At first, individuals from an Arabic-speaking Turkish minority (Nusayri), were going to be recruited for the implementation of the survey. However, the Nusayri had limited reading and writing skills in Arabic. So young Syrians themselves were recruited to conduct the interviews.

The survey instrument in the form of a questionnaire starts with a household roster, which is a common component in surveys. After the pilot, the field team reported that the families were particularly reluctant to provide information concerning their children, stating concerns about child abduction. Therefore, the household roster was restricted to individuals above the age of 18.

The field team reported that data collection on previous work experience and migration history were particularly difficult. The data quality of these parts are not satisfactory.

The in-depth interviews:

It was exceptionally difficult to interview young Syrians, particularly women. The project team was turned down by 16 different individuals. Then, the team asked for the help from civil society organizations to set up interviews with young Syrians, but similar problems arose there as well.

In one case, the supervisor of a woman worker interrupted the interview, and asked the team to end it. Four women declined without citing a reason. Some said that they did not have time. One woman set up an interview time, but did not show up. Two women said that their husbands did not permit them to participate. Some women who were contacted through a civil society organization declined the interview citing previous harassment. Anecdotal evidence suggests that previous harassment involved robbery, abduction and rape. The team composition was changed to consist only of women to instill confidence, yet it was of little avail.

Some men also declined to be interviewed, one said he was out of town. Another man did not answer his phone. Two men said they did not want their employers to find out, and declined.


Company interviews:

Businesses were reluctant to admit that they were employing young Syrians. For example, in one particular case, the team was informed in advance that the company employed Syrians. Yet, when the team went for an interview, the firm insistently declined to admit it. This response of denial did not come as a surprise, as non-formally contracted employment is against the law, and the companies will be fined if found out.

The first sector interviews consisted of textile and apparel businesses. The interviews with the stakeholders and the business associations in this sector demonstrated that larger firms do not hire Syrians informally due to reasons

⁹⁵ Istanbul Chamber of Industry

⁹⁶ İnsan Kaynağını Geliştirme Vakfı, İKGV.

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detailed in the report. Therefore, data collection efforts were concentrated on smaller firms. Note that smaller firms are harder to identify, and less likely to consent to interviews.

The second group of businesses were chosen among those operating in services, particularly companies that employ salespeople or waiters/waitresses. Most of these companies are also very small, i.e. companies with less than 10 employees. Similarly, owners or managers were reluctant to consent to interviews, and did not want to provide detailed information.

The data collection plan included interviews with companies that had Syrian ownership. Those businesses had similar concerns.

Appendix C: The field statistics of the survey

	NUMBER OF PLANNED SURVEYS	NUMBER OF COMPLETED SURVEYS
ARNAVUTKÖY	40	2
AVCILAR	40	77
BAĞCILAR	80	109
BAHÇELİEVLER	40	12
BAŞAKŞEHİR	60	19
BAYRAMPAŞA	20	22
BEYOĞLU	20	9
ESENLER	60	281
ESENYURT	60	103
EYÜP	20	21
FATİH	80	151
GAZİOSMANPAŞA	40	12
GÜNGÖREN	20	10
KAĞITHANE	40	1
KÜÇÜKÇEKMECE	80	16
SANCAKTEPE*	20	1
SULTANBEYLİ*	60	2
SULTANGAZİ	80	87
ŞİŞLİ	40	7
ÜMRANİYE*	40	3
ZEYTİNBURNU	60	58
Total	1000	1003

Appendix D: Tables

TableC 1: Labor market status of working age population (15+) in İstanbul, 2015-2016

LABOR MARKET STATUS	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
2015						
Employed	1,558	28	3,748	67	5,306	47
Unemployed	320	6	466	8	786	7
Not in labor force	3,739	67	1,372	25	5,110	46
Total	5,617	100	5,586	100	11,203	100
2016						
Employed	1683	29	3875	68	5558	49
Unemployed	352	6	517	9	869	8
Not in the labor force	3705	65	1283	23	4988	44
Total	5740	100	5675	100	11415	100

Source: Turkstat 2015 and 2016 HLFS micro dataset

TableC 2: Labor market status of individuals aged between 18-29 in İstanbul, 2015-2016

LABOR MARKET STATUS	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
2015						
Employed	581	37.9	1,072	71.5	1,653	54.6
Unemployed	159	10.4	150	10.0	309	10.2
Not in labor force	792	51.7	277	18.5	1,068	35.3
Population	1,531	100	1,498	100	3,030	100
2016						
Employed	599	38.7	1,051	69.34	1,650	53.9
Unemployed	183	11.9	199	13.13	383	12.5
Not in labor force	764	49.4	266	17.52	1,029	33.6
Total	1,546	100.0	1,515	100	3,061	100

Source: Turkstat 2015 and 2016 HLFS micro dataset

TableC 3: LFP, unemployment and employment rates of individuals in Istanbul, 2015-2016

2015						
	FEMALE		MALE		TOTAL	
	Age 15+	Age 18-29	Age 15+	Age 18-29	Age 15+	Age 18-29
Unemployment Rate (%)	17.0	21.5	11.1	12.3	12.9	15.7
LFP Rate (%)	33.4	48.3	75.4	81.5	54.4	64.7
Employment Rate (%)	27.7	37.9	67.1	71.5	47.4	54.6
2016						
	FEMALE		MALE		TOTAL	
	Age 15+	Age 18-29	Age 15+	Age 18-29	Age 15+	Age 18-29
Unemployment Rate (%)	17.3	23.5	11.8	15.9	13.5	18.8
LFP Rate (%)	35.5	50.6	77.4	82.5	56.3	66.4
Employment Rate (%)	29.3	38.7	68.3	69.3	48.7	53.9

Source: Turkstat 2015 and 2016 HLFS micro dataset

TableC 4: Employment status of individuals aged between 18-29 in Istanbul, 2016

Employment status	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
Wage or salaried employees or casual workers	567	94.6	960	91.4	1,527	92.6
Employers	2	0.4	30	2.8	32	1.9
Self-employed	19	3.2	43	4.1	62	3.8
Unpaid family workers	10	1.7	18	1.7	28	1.7
Total	599	100	1,051	100	1,650	100

Source: Turkstat 2016 HLFS micro dataset

TableC 5: Informality by employment status for individuals aged between 18-29 in Istanbul, 2016

Employment status	FEMALE			MALE			TOTAL		
	Formal workers	Informal workers	Informality rate (%)	Formal workers	Informal workers	Informality rate (%)	Formal workers	Informal workers	Informality rate (%)
Wage or salaried employees or casual workers	507	59	10.5	819	141	14.7	1327	200	13.1
Employers	2	0	0.0	26	4	13.0	28	4	12.1

Self-employed	4	15	79.0	20	23	53.0	24	38	61.1
Unpaid family workers	4	6	59.9	3	15	82.9	7	21	74.4
Total	518	81	13.5	869	182	17.3	1387	263	16.0

Source: Turkstat 2016 HLFS micro dataset

TableC 6: Percentile distribution of earnings of individuals aged between 18-29 in Istanbul, 2016

PERCENTILES	MALE	FEMALE	TOTAL
10%	998	887	943
25%	1442	1442	1442
50%	1664	1664	1664
75%	2218	2218	2218
90%	3327	3327	3327
Average	1882	1885	1883

Source: Turkstat 2016 HLFS micro dataset

TableC 7: Weekly usual working hours of young Turkish wage-earners in Istanbul, 2016

Weekly Usual Working Hours in the Main Job	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
Less than 48 hours	281	49.5	311	32.4	592	38.7
48 hours or more	286	50.5	650	67.7	936	61.3
Total	567	100	960	100	1,527	100

Source: Turkstat 2016 HLFS micro dataset

TableC 8: The tenure distribution of the wage earners aged between 18-29 in Istanbul (%)

TENURE	TURKISH WORKERS			SYRIAN WORKERS		
	MALE (%)	FEMALE (%)	TOTAL (%)	MALE (%)	FEMALE (%)	TOTAL (%)
Less than a year	29.5	26.0	28.2	37.7	59.4	40.6
1 year	23.9	32.0	26.9	34.6	24.6	33.3
2 years	14.3	14.7	14.4	17.1	11.6	16.4
3 years	11.4	10.1	10.9	6.9	4.4	6.5
4 or more years	20.9	17.2	19.5	3.8	0.0	3.3
Total	100	100	100	100.0	100.0	100.0

Source: Turkstat 2016 HLFS micro dataset; IYF Labor Market Assessment Survey, 2017

TableC 9: Distribution of wage-earners aged between 18-29 in Istanbul by sectors, 2016

SECTOR	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
Agriculture			0.3	0.03	0.3	0.02
Industry	120	21.2	269	28.0	389	25.5
Construction	8	1.4	75	7.9	83	5.4
Commerce and hospitality	127	22.4	280	29.2	408	26.7
Transport	23	4.0	45	4.7	67	4.4
Financial services	26	4.6	29	3.0	56	3.6
Public administration	11	2.0	30	3.1	41	2.7
Education	63	11.1	19	2.0	82	5.4
Health	55	9.6	12	1.3	67	4.4
Other services	134	24	201	21	335	22
Total	567	100	960	100	1527	100

Source: Turkstat 2016 HLFS micro dataset

TableC 10: Sectoral distribution of working permits issued for the Syrians aged between 18-29 in Istanbul

NACE Codes	NUMBER OF WORKING PERMITS
A AGRICULTURE, FORESTRY AND FISHING	17
B MINING AND QUARRYING	17
C MANUFACTURING	2204
10 Manufacture of food goods	126
13 Manufacture of textiles	393
14 Manufacture of wearing apparel	439
15 Manufacture of leather and related products	139
16 Manufacture of wood and of products of wood and cork, except furniture; manufacture of articles of straw and plaiting materials	68
17 Manufacture of paper and paper products	27
18 Printing and reproduction of recorded media	23
19 Manufacture of coke and refined petroleum products	3
20 Manufacture of chemicals and chemical products	18
21 Manufacture of basic pharmaceutical products and pharmaceutical preparations	3
22 Manufacture of rubber and plastic products	108
23 Manufacture of other non-metallic mineral products	149
24 Manufacture of basic metals	81
25 Manufacture of fabricated metal products , except machinery and equipment	246
26 Manufacture of computer, electronic and optical products	13
27 Manufacture of electrical equipment	73
28 Manufacture of machinery and equipment n.e.c.	76

29 Manufacture of motor vehicles, trailers and semi-trailers	37
30 Manufacture of other transport equipment	10
31 Manufacture of furniture	99
32 Other manufacturing	57
33 Repair and installation of machinery and equipment	16
D ELECTRICITY, GAS, STEAM AND AIR CONDITIONING SUPPLY	6
E WATER SUPPLY, SEWERAGE, WASTE MANAGEMENT AND REMEDIATION ACTIVITIES	20
F CONSTRUCTION	85
G WHOLESALE AND RETAIL TRADE; REPAIR OF MOTOR VEHICLES AND MOTORCYCLES	350
H TRANSPORTATION AND STORAGE	43
I ACCOMMODATION AND FOOD SERVICE ACTIVITIES	62
J INFORMATION AND COMMUNICATION	13
K FINANCIAL AND INSURANCE ACTIVITIES	3
L REAL ESTATE ACTIVITIES	21
M PROFESSIONAL, SCIENTIFIC AND TECHNICAL ACTIVITIES	51
N ADMINISTRATIVE AND SUPPORT SERVICE ACTIVITIES	263
O PUBLIC ADMINISTRATION AND DEFENCE; COMPULSORY SOCIAL SECURITY	49
Q HUMAN HEALTH AND SOCIAL WORK ACTIVITIES	38
R ARTS, ENTERTAINMENT AND RECREATION	1
S OTHER SERVICE ACTIVITIES	238
U ACTIVITIES OF EXTRATERRITORIAL ORGANISATIONS AND BODIES	2
Unknown	1
Total	3484

Source: MoLSS, 2017 April

TableC 11: Distribution of wage-earners aged between 18-29 in Istanbul by occupation, 2016

OCCUPATION	FEMALE		MALE		TOTAL	
	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)	The number of people (in thousands)	Share (%)
Legislators, senior officials and managers	8	1	18	2	27	2
Professionals	116	20	96	10	212	14
Technicians and associate professionals	65	11	96	10	160	11
Clerical support workers	145	26	121	13	266	17
Service and sales workers	131	23	248	26	380	25
Skilled agricultural, forestry and fishery workers			4	0.4	3.5	0.2
Craft and related trades workers	27	5	164	17	191	13
Plant and machine operators, and assemblers	43	8	122	13	166	11
Elementary occupations	32	6	91	9	123	8
Total	567	100	960	100	1527	100

Source: Turkstat 2016 HLFS micro dataset

TableC 12: Occupations with the greatest number of vacancies in Istanbul, 2013-2016

	2016	2015	2014	2013
Machine operator: sewing	x	x	x	x
Sales demonstrator, consultant, representative	x	x	x	x
Security personnel	x		x	x
Waiter/waitress	x	x	x	
Cleaner	x	x	x	x
Handyperson (<i>Beden İşçisi, Genel</i>)	x	x	x	x
Sales representative	x			x
Handler, material: textile	x	x		x
Handyperson (loading/unloading)	x			
Call center customer representative	x		x	x
Worker in plastic injection production (<i>Plastik Enjeksiyon Üretim Elemanı</i>)		x	x	
Courier (<i>Kurye</i>)		x		
Construction engineer		x		
Machine operator: packing		x		
Handyperson for loading/unloading in storage (<i>Depo Hamalı</i>)			x	
Driver, heavy goods vehicle			x	
Machine operator: overlock				x
Machine operator: pressing				x

Source: IPA, 2016

TableC 13: The number and the share of hard-to-fill positions by sector in Istanbul, 2016

	NUMBER OF HARD- TO-FILL POSITIONS	SHARE OF EMPLOYERS WITH HARD- TO-FILL POSITIONS (%)
Mining and Quarrying	92	17.5
Manufacturing	18,116	32.7
Electricity, Gas, Steam and Air Conditioning Supply	40	6.3
Water Supply, Sewerage, Waste Management and Remediation Act.	71	12.2
Construction	2,617	14.3
Whole Sale and Retail Trade	4,891	21.9
Transportation and Storage	1,288	18.5
Accommodations and Food Service Activities	2,510	28.5
Information and Communication	374	16.9
Financial and Insurance Activities	120	7.6
Real Estate Activities	127	16.8
Professional, Scientific and Technical Activities	1,418	16.9
Administrative and Support Service Activities	3,023	19.4
Education	594	32.2
Human Health and Social Work Activities	1,006	35.3
Arts, Entertainment and Recreation	93	14.0
Other Service Activities	656	30.3
Istanbul	37,036	24.6

Source: IPA, 2016

TableC 14: The share of hard-to-fill positions by occupation groups in Istanbul, 2016

	SHARE OF HARD-TO-FILL POSITIONS (%)
Clerical support workers	7.1
Services and sales workers	12.6
Elementary occupations	11.3
Skilled agriculture, forestry and fishery workers	0.3
Professionals	7.7
Craft and related trade workers	20.3
Technicians and Associate Professionals	10.8
Plant and machine operators and assemblers	29.0
Managers	1.0

Source: IPA, 2016

TableC 15: Top ten occupations where vacancies are hard to fill in Istanbul, 2013-2016

	2016	2015	2014	2013
Machine operator: sewing	x	x	x	x
Waiter/waitress	x	x	x	x

Security personnel	x	x	x	x
Customer representative (clerk)	x	x		
Sales demonstrator, consultant, representative	x	x	x	
Cleaner	x	x	x	x
Call center customer representative	x		x	x
Handler, material: textile	x	x	x	x
Handyperson loading/unloading	x			
Machine operator: packing (food)	x			
Assembly worker in prefabric buildings (<i>Prefabrik Yapı Montaj İşçisi</i>)		x		
Handyperson (<i>Beden İşçisi, Genel</i>)		x	x	x
Handler, stock: warehouse			x	
Bus person (<i>Komi, garson yardımcısı</i>)			x	
Operator, machine: pressing				x
Operator, machine: overlock				x
Moulder – presser			x	

Source: IPA, 2016

TableC 16: The reasons why the occupations are hard to fill in Istanbul, 2016

	INSUFFICIENT NUMBER OF APPLICATIONS (%)	LACK OF REQUIRED SKILL /QUALIFIED PERSON (%)	LACK OF SUFFICIENT WORK EXPERIENCE (%)	UNPLEASANT WORKING ENVIRONMENT AND CONDITIONS (%)	WAGE OFFERED IS TOO LOW (%)	SHIFT WORK (%)
Machine operator: sewing	65.1	40.0	49.2	30.6	31.6	2.4
Waiter/waitress	46.1	54.9	41.6	12.7	47.4	27.3
Security personnel	72.4	66.0	68.3	38.7	62.7	41.7
Customer representative (clerk?)	73.9	90.1	28.3	8.6	12.3	5.5
Sales demonstrator, consultant, representative	64.3	40.1	29.5	9.9	14.9	0.7
Cleaner	61.0	68.6	52.4	47.4	64.5	34.6
Call center customer representative	5.9	93.0	46.2	3	0.0	1.1
Handler, material: textile	43.3	44.1	30.0	22.8	38.6	0.0
Handyperson loading/unloading	100.0	0.0	0.0	0.0	0.0	0.0
Machine operator (?): packing (food)	0.0	100.0	0.0	100.0	100.0	100.0
Istanbul	48.1	66.3	50.5	26.5	32.9	15.5

Source: IPA, 2016

Annex 2: Questionnaire and Survey Tools

Firms with Syrian owners

Background Information of the firm

- Which products do you produce?
- How many employees are working in your firm?
- Is your firm exporting? If yes, What percent of your total revenue is coming from exporting)? Are you exporting the product yourself or through intermediary? Which countries are you exporting most?
- Are you selling the product yourself or are you a subcontractor?
- Do you use internet to contact your customers and suppliers (taking/giving an order)? Do you have a website?
- How many employees are Syrian? How many of them are between the ages of 18 and 29? How many of them are Syrian? What are the characteristics of Syrian employees between the ages of 18 and 29? (*just to get a general idea*)
 - Education level
 - Experience/Firm specific experience
 - Occupation / job in the firm

When did you establish the firm?

Is there any difficulties to be a Syrian firm owner in Turkey?

When you establish the firm did you get any challenges or difficulties?

Recruitment/On-the-job training

- **How do you provide training to your employees?**
- Have your employees received on-the-job training? If yes, (*including Syrian or not*)
 - Who provides the training? (İŞKUR, private employment agencies, professional chambers, firm itself etc.)
 - How many employees have been trained, how long did it take?
- If not, what are the reasons? (expensive, unnecessary etc.)
- Do you know about vocational training program of İŞKUR/private employment agencies/professional chambers? Have you used these services before?
- If you need training in the case of employment of unskilled workers, how do you meet this need?

Positions that are hard to fill / vacancies

- Are you looking for potential employees? How many vacancies do you have?
- What are the positions/occupations you have vacancies for?
- Do you have any priorities when you are looking for employees? Syrians? Turkish employees? (*Why Syrians Why Turkish?*)

- Which positions or occupations are suitable for the youth at the ages between 18 and 29? *(If there suitable positions, please concentrate on the young workers and the related positions when asking the rest of the questions.)*
- **Please specify non-managerial / technical / skilled positions that accommodate the largest number of Syrians young men / women in low level position?**
- **What is the initial monthly salary (or the average / possible range) for each position mentioned?**
- **What are the essential technical skills required (or compulsory) in these positions?**
- **What are the basic (soft, soft) basic (or compulsory) basic skills in these positions?**
- **Are there other prerequisites or skills essential to success in such functions as language, computer or other?**
- **Is there a level or minimum educational level for these jobs?**
- **How many current vacancies are in your company for this job? How much do you expect the number of vacancies in the next year?**
- **Is this job available / open to both sexes?**
- **What were the skills that were most difficult to find in the young Syrian men/ women employed by your company?**
- Which channels do you use to reach potential employees / job seekers? Syrians?
 - **By participating in recruitment days and.or similar activities**
 - **Through working with companies and employment centers**
 - **Through advertisements in newspapers and others**
 - **Through networking and headhunting**
 - **Other (please give examples)**
- How long does it usually take to fill vacancies? For how long are these positions usually open?
- Which positions/occupations are harder to fill? Why do you think that these positions/occupations are harder to fill? What are the educational and skills requirements for these positions/occupations? *(Language, technical skills, computer skills, work discipline, work culture)*
- Have you ever provided vocational training as a firm? What types of training have you provided? Have you ever collaborated with employment agencies such as İŞKUR and/or business associations / chambers to provide vocational training? Or, have you ever requested vocational training from employment agencies/professional chambers? *(If so,)* Which institutions did you collaborate with?
- *(If requested)* Which vocational training programs were requested? Do you think these trainings were efficient?

The employment of Syrians at the firm

Please concentrate on the young Syrians as much as possible.

- In which positions / occupations are Syrian employees working? Under what working conditions do they work?
 - Are there differences between male and female Syrian employees?
 - What are the reasons for preferring Syrian employees?
 - What are the **advantages /disadvantages** of employing Syrian employees?

- What's the difference between a Syrian/Turkish employee
- What do you think about Syrian employees? (productivity, skill, education, other characteristics)
- Through which channels did you find the Syrian employees? How do Syrians learn that you have vacancies?
- Do you consider applying for working permits for the Syrian employees? What do you think the obstacles are in applications?
- Do you have retention issues with Syrian employees? How have you overcome them or what are potential ways to overcome them? If yes ,what are the reasons
 - Complaints related to salary or other benefits (such as health insurance, savings programs, etc.)
 - Youth / young women have incorrect / realistic expectations about the nature of work
 - Young people did not have the desire to work in traditional working hours
 - Special causes (family problems / illness / study / etc.)
 - Work-related causes (behavioral or performance problems)
 - I do not know
 - Other reasons:

Future Outlook

- Are you aware of any other Turkish/Syrian organizations that help young Syrians become more employable? If yes, what are these organizations?
- Has your company participated in the above program / programs of the organization? If yes, were you satisfied with the quality and coverage of the program?
- Do you have any suggestions on how to develop training for young Syrians in the sector in which you work to be more ready as future staff?
- If there is a capacity-building program for the sector in which your company operates around the employment of syrian refugees, would you or your colleagues in the company be open to work with non-profit or training organizations that implement the program to improve or support it through the following options? (Select all that apply):
 - Review the training curriculum
 - Participate in the design of the program based on the needs of the private sector
 - Monitoring / observing training sessions
 - Participating in training events as a model (success story / role model) to motivate youth / young women
 - Provide opportunities for the "shadowing or internships"
 - Provide training opportunities in the workplace (in your company), young people / young women participating in the program
 - Employ young people / young women participating in the training program that meet your employment requirements
 - Meeting with young people / young women in the training program
 - Implement part of the training for young participants based on your practical experience in the private sector
 - Support the program financially / financially

Any final thoughts?

The labor market assessment of SuTPs in Turkey – Guide for in-depth interviews with firms

General information on the firm

- Is your firm exporting? If so, are you exporting the product yourself or through intermediary?
- Which products do you produce?
- Do you have any employees between the ages of 18 and 29? If so, how many people approximately? What are the characteristics of these employees between the ages of 18 and 29? (*just to get a general idea*)
 - Education level
 - Experience/Firm specific experience
 - Occupation / job in the firm
- Does your firm produce the product or are you using a subcontractor?
- Does your firm produce as a subcontractor?
- Do you use internet to contact your customers and suppliers (taking/giving an order)? Do you have a website?

On-the-job training

- Have your employees received on-the-job training? If yes,
 - Who provides the training? (İŞKUR, private employment agencies, professional chambers, firm itself etc.)
 - How many employees have been trained, how long did it take?
- If not, what are the reasons? (expensive, unnecessary etc.)
- Do you know about vocational training program of İŞKUR/private employment agencies/professional chambers? Have you used these services before?
- If you need training in the case of employment of unskilled workers, how do you meet this need?

Positions that are hard to fill / vacancies

- Are you looking for potential employees? How many vacancies do you have?
- What are the positions/occupations you have vacancies for?
- Which positions or occupations are suitable for the youth at the ages between 18 and 29? (*If there suitable positions, please concentrate on the young workers and the related positions when asking the rest of the questions.*)
- What are the educational and skills requirements for vacancies?
- Which channels do you use to reach potential employees / job seekers?
- How long does it usually take to fill vacancies? For how long are these positions usually open?
- Which positions/occupations are harder to fill? Why do you think that these positions/occupations are harder to fill? What are the educational and skills requirements for

these positions/occupations? (*Language, technical skills, computer skills, work discipline, work culture*)

- Have you ever provided vocational training as a firm? What types of training have you provided? Have you ever collaborated with employment agencies such as İŞKUR and/or business associations / chambers to provide vocational training? Or, have you ever requested vocational training from employment agencies/professional chambers? (*If so,*) Which institutions did you collaborate with?
- (*If requested*) Which vocational training programs were requested? Do you think these trainings were efficient?
- Do you have training units? Do you lease the units to other firms or training agencies?
- What are your suggestions on vocational training programs? Who do you think should be given by?

The employment of Syrians in the sector

Please concentrate on the young Syrians as much as possible.

- Are there any companies in your sector that employ Syrians?
- In which positions / occupations are Syrian employees usually employed? What are their working conditions?
- Are there differences between male and female Syrian employees?
- What could be the reasons for recruiting Syrians?
- What do you think are the **advantages** of recruiting Syrians? (*labor cost, skills, education, other qualifications*)
- What do you think are the **disadvantages** of recruiting Syrians? (*the problems faced by the employers and/or the problems faced by the employees*)
- What do you think of the Syrian employees? (*productivity, work discipline, work culture*)

The employment of Syrians at the firm

Please concentrate on the young Syrians as much as possible.

- Do you have Syrians employees?
- *If they do have Syrian (young) employees,*
- In which positions / occupations are Syrian employees working? Under what working conditions do they work?
 - Are there differences between male and female Syrian employees?
 - What are the reasons for preferring Syrian employees?
 - Through which channels did you find the Syrian employees? How do Syrians learn that you have vacancies?
 - Do you consider applying for working permits for the Syrian employees? What do you think the obstacles are in applications?
- *If they don't have Syrian (young) employees,*
 - Did you ever think about hiring (young) Syrians?
 - Under what conditions would you think about hiring Syrians?
 - Why would you prefer / not prefer to hire Syrians?
 - Are there any differences between male and female Syrians?

Further information about your firm

In which year was the firm established?

.....

What was the legal status of your firm in the year of establishment and what is it now?

.....

How much is your firm's revenue?

.....

In which sectors or subsectors does the firm operate in?

.....

Educational level of the firm owner/partner/manager

.....

Is the firm a family-owned enterprise?

.....

How many people are currently employed in the firm?

.....

How many men and how many women?

.....

How many full-time and how many part-time?

.....

How many of the employees are using computers or tablet in the production?

.....

How many workers between the ages of 18 and 29 (approximately)?

.....

How many Syrians work in the firm (approximately)?

.....

Does your firm export or import?

.....

What is the approximate share of exports in the firm's revenues?

.....

Is there a foreign capital partnership? If so, what percentage?

.....

Do you have any uninsured employees? How many people?

.....

The labor market assessment of SuTPs in Turkey

Questions for İŞKUR

Matching:

- How do you match job and employee seekers?
- How do career advisors work? What are their roles?
- It is said that 'The system automatically suggests work and training programs'. How does this system work?
- Do you follow either job seekers or employee seekers after the match?
- How does the incentive scheme work after matching?

On-the-job training:

- Could you give us a brief information about the training statistics of İŞKUR? Vocational training / On-the-job training / Occupational training of employees / Entrepreneurship training
- In Istanbul plan, it is mentioned in Istanbul plan to provide on-the-job training for 50 thousand people. Is this a 'on-the-job training program' or does it cover vocational training of employees?
- How do companies apply for on-the-job training? How do employees and companies match?
- How decisive are career counselors in vocational training or on-the-job training?

Syrians:

- What are the programs that İSKUR is running for Syrians? Are there any planned programs?
- Are there career counselors who speak Arabic?
- Are documents such as degree equivalency certificate, professional competence certificate required for Syrians?
- Would insufficient language skills (i.e., Turkish or English) be a problem? If so, is there any plan for the solution?
- Do Syrians participate to İŞKUR trainings? Is there any plan for a policy designed for the Syrians?
- There are tax incentives for matches made through İŞKUR. Can the Syrians benefit from these incentives?
- Is there any legal or practical difficulty for the Syrians to participate in these trainings? Temporary identification document, work permit etc.?
- Will a diploma or certificate be required to participate in the İŞKUR trainings? Will any person who is willing to participate in the training participate?
- Are there age, education and profession information of the Syrians in the administrative records? If no, are you trying to gather?
- What are the shortcomings that impede the integration of young Syrians into working life? What might be the solutions?

The labor market assessment of SuTPs in Turkey

Municipalities

Syrians:

- Could you give us some information about the young SuTPS (Syrian under temporary protection) who live in your municipality?
- Do you keep any record on age, education and profession information of the SuTPs? If not, are you trying to get this information?
- Are there any Syrian entrepreneurs whose business is located in your municipality? How is your relationship with these entrepreneurs? Does your municipality provide any help?

Education and employment programs:

- What are the programs designed for for the young SuTPs in your municipality?
- Is there any program particularly designed for education and employment? If yes, how do these programs work? What is the language of these programs? Do SuTP's receive any certificate if they complete the program? Are these programs effective in finding a job, getting a higher wage etc.)
- Do you collaborate with government agencies, professional chambers, companies or NGOs in these programs?

Possible constraints on the integration of the Syrians into the labor market:

- In your opinion, what are the obstacles to the employment of SuTPs? Do you see any difference in obstacles men and women face?
- Do you think that being temporary of these young people in Turkey would cause any problem in terms of their employment?
- In your opinion, what are the barriers to have more widespread work permits?
- What are the obstacles to the registered employment of Syrian young people? Do you see differences between men and women?
- In your opinion, what can be done to include SuTPs in the labor force and employment? What might be the role of the government, NGOs, private enterprise?
- What are the shortcomings that impede the integration of Syrians under temporary protection into working life? What might be the solutions? Do the Metropolitan Municipality, government or state institutions take your suggestions on this topic into account?

The labor market assessment of SuTPs in Turkey

RIZK:

- How does RIZK work?
- How does RIZK reach job seekers?
- How does RIZK reach firms?
- Does RIZK collaborate with other employment agencies?
- How are RIZK's relationships with İŞKUR and professional chambers?
- Does RIZK follow the matchings?
- Does RIZK have career advisors?
- Does RIZK work with institutions that provide training?
- Does RIZK have collaboration with governmental units (for example how is the relation collaboration with İSKUR)
- How Job seekers reach RIZK?
- How firms reach RIZK?
- What kind of methods/tools are you using to match labor market and potential staff?
- Does Rızk provide any vocational training to potential staff before recommend them?

Current outlook of the SuTP Employment:

- What jobs or industries frequently hire SuTPs? Do you observe any difference between males and females?
- What are the reasons of SuTPs choosing these jobs or industries? What characteristics of these jobs/industries provide conveniences for SuTPs?
- What are advantages or disadvantages of employing SuTPs? What are the challenges employers or employees face, what is/are the most common one/s? Any differences between males and females?
- What do you think about working young SuTPs? (Productivity, work discipline, work culture etc.)
- Which type of sector/company hiring SuTPs? (locals, international, units, national, big-mid-small)
- Do they hire SuTPs for what kind of jobs? (Salesman, engineer, IT officer....)
- Are the Syrians recruited for long/ short-term or part /full time jobs?
- What are the risks for SuTPs in labor market?
- What are the risks for employer to hire SuTPs?
- Which sector SuTPs have own business in İstanbul? Which one is common?
- Do companies provide training to the Syrians when they hire them?
- How do you define/What do you think labor markets' demand of Syrians in the sector?

Current outlook of the SuTPs' Labor Supply

- How would you define the skill set of young SuTPs? What would be your opinion on their education, job training, degree equivalency, language skills and their experiences? Do you see any difference between males and females?
- Do male and female SuTPs differ in the labor force (i.e., unemployment, job seeking behavior etc.)
- What mechanisms do they use to find a job? Do you have any suggestions?
- What is the most lack of skills/ missing of SuTPs? Which part of them should improve or gain?
- What percentage of Syrians is looking for a job according to their qualifications; their education, experience etc? (in RIZK portfolio / general)
- What kind of training will be helpful for the SuTPs to integrate them in the labor market?

Potential industries and/or line of work:

- What are the industries that have vacancies or strong labor demand in Istanbul? (jobs that are having difficulties in finding employees)
- What industries are best fit for young SuTPs to find registered work?
- Would it be possible to direct SuTPs to the industries that can create employment?(Would these be the jobs that Turkish people did not want to work)
- What types of training SuTPs need to be employed in these jobs?
- If you think that directing SuTPs to these jobs would not work, what would be the reasons? Why can't they be employed in these jobs? What jobs should they be directed?
- How you define current situation of labor market in Istanbul?
- What you think about growth sector in Istanbul and what do you think about to integrate SuTPs these sector? How we can integrate them?

Possible constraints on the integration of the Syrians into the labor market:

- In your opinion, what are the obstacles to the employment of SuTPs? Do you see any difference in obstacles men and women face?
- Do you think that being temporary of these young people in Turkey would cause any problem in terms of their employment?
- In your opinion, what are the barriers to have more widespread work permits?
- What are the obstacles to the registered employment of Syrian young people? Do you see differences between men and women?
- In your opinion, what can be done to include SuTPs in the labor force and employment? What might be the role of the government, NGOs, private enterprise?
- What are the shortcomings that impede the integration of Syrians under temporary protection into working life? What might be the solutions? Do the Metropolitan Municipality, government or state institutions take your suggestions on this topic into account?
- What you think how to develop collaboration between government/sectors/university to increase number of SuTPs in the labor sector

The labor market assessment of SuTPs in Turkey – Guide for in-depth interviews with firms

General information on the firm

- Which products do you produce?
- How many people are currently working in the firm? Female/Male
- Do you have any employees between the ages of 18 and 29? If so, how many people approximately?
- What are the characteristics of the employees between the ages of 18 and 29? (*just to get a general idea*)
 - Education level
 - Experience/tenure
 - The position held

Positions that are hard to fill / vacancies

- Are you looking for potential employees? How many vacancies do you have?
- What are the positions/occupations you have vacancies for?
- Which positions or occupations are suitable for the youth at the ages between 18 and 29? (*If there suitable positions, please concentrate on the young workers and the related positions when asking the rest of the questions.*)
- What are the educational and skills requirements for vacancies?
- Which channels do you use to reach potential employees / job seekers?
- How long does it usually take to fill vacancies? For how long are these positions usually open?
- Which positions/occupations are harder to fill? Why do you think that these positions/occupations are harder to fill? What are the educational and skills requirements for these positions/occupations? (*Language, technical skills, computer skills, work discipline, work culture*)
- Have you ever provided vocational training as a firm? What types of training have you provided? Have you ever collaborated with employment agencies such as İŞKUR and/or business associations / chambers to provide vocational training? Or, have you ever requested vocational training from employment agencies/professional chambers? (*If so,*) Which institutions did you collaborate with?
- (*If requested*) Which vocational training programs were requested? Do you think these trainings were efficient?
- Do you have training units? Do you lease the units to other firms or training agencies?
- What are your suggestions on vocational training programs? Who do you think should be given by?

The employment of Syrians in the sector

Please concentrate on the young Syrians as much as possible.

- Are there any companies in your sector that employ Syrians?
- In which positions / occupations are Syrian employees usually employed? What are their working conditions?
- Are there differences between male and female Syrian employees?
- What could be the reasons for recruiting Syrians?
- What do you think are the **advantages** of recruiting Syrians? (*labor cost, skills, education, other qualifications*)
- What do you think are the **disadvantages** of recruiting Syrians? (*the problems faced by the employers and/or the problems faced by the employees*)
- What do you think of the Syrian employees? (*productivity, work discipline, work culture*)

The employment of Syrians at the firm

Please concentrate on the young Syrians as much as possible.

- Do you have Syrians employees?
- *If they do have Syrian (young) employees,*
- In which positions / occupations are Syrian employees working? Under what working conditions do they work?
 - Are there differences between male and female Syrian employees?
 - What are the reasons for preferring Syrian employees?
 - Through which channels did you find the Syrian employees? How do Syrians learn that you have vacancies?
 - Do you consider applying for working permits for the Syrian employees? What do you think the obstacles are in applications?
- *If they don't have Syrian (young) employees,*
 - Did you ever think about hiring (young) Syrians?
 - Under what conditions would you think about hiring Syrians?
 - Why would you prefer / not prefer to hire Syrians?
 - Are there any differences between male and female Syrians?

Further information about your firm

In which year was the firm established?

.....

In which sectors or subsectors does the firm operate in?

.....

Educational level of the firm owner/partner/manager

.....

Is the firm is a family-owned enterprise?

.....

How many people are currently employed in the firm?

.....

How many men and how many women?

.....

How many of the employees are using computers or tablet in the production?

.....

How many workers between the ages of 18 and 29 (approximately)?

.....

How many Syrians work in the firm (approximately)?

.....

Does your firm export?

.....

.....

What is the approximate share of exports in the firm's revenues?

.....

QUESTIONNAIRE FOR THE TRAINING INSTITUTIONS

- Could you briefly provide information about your organization/institution (Foundation, capacity etc.) ? How long have you been providing training to Syrians?
- What are the fields of training? How are these fields determined?
- Has your institution been subcontracted to provide training in the name of another institution? How did you establish the relationship with this institution? How long have you been providing training for this institution? What activities are part of this collaboration? Do you think this collaboration will continue in the future?
- How do you reach the trainees? Which channels do you use?
- Who are your trainers? Do they need a specific license to train? How do you recruit them? Are they fulltime/part-time?
- Are there any presecreeing processes or eligibility criteria in the traninee selection?
- Do you pay any subsidies or provide incentives to the trainees for attending the training programs? What kind of incentives? Who pays for the incentives?
- Are there any changes in the number of trainees over the time? Increases / decreases? Why?
- Who provides the trainings? Do you use Turkish-speaking. Arabic-speaking or English-speaking trainers? How do you find the trainers?
- How do you determine the content of the training programs? Do you collaborate with other institutions (i.e. ISKUR, firms, NGOs etc.) in developing the content? Does the private sector participate in the development of these courses.
- Could you provide some information regarding attendance to these training programs? What is the completion rate/percentage in your training programs? What are the main reasons for dropping out? (Cost, transport, location, lengthy courses)
- Do the trainees who complete the program receive a certificate? Is it certified?
- If the training program has an application component, such as using a machine, where and how is this phase implemented? What are the difficulties?
- Do you follow the trainees after the training? If they find a job, is this a registered job? What are their wages? etc..
- Do you help traininees in finding jobs? If yes, what are your observations.
- Do you think the trainings are helping the trainees? Are their labor market conditions improving after the training? Do you receive any feedback from the firms?
- What do you think of the types of training that should be provided to Syrians? Why?
- What do you need to improve your courses? (better content, better trainers, more cooperation from government, etc)
- Try to get idea on cost of courses (range)

More specific (for syrian refugees):

- In terms of Life Skills, what type of programs your offer. What life skills do you target? Which language do you use for training? How many hours are your courses? What's the frequency of teaching per week? How many young people are per group? Are there standard manuals? Who developed those manuals? Are there student handbooks? How are trainers recruited? How are trainers prepared? Where do they take place (location)?
- What do you need to improve your courses? (better content, better trainers, more cooperation from government, etc)
- Try to get idea on cost of courses (range)
- Can you share with us courses description/syllabus.

BETAM-SAM

IN-DEPTH INTERVIEW GUIDE (STAKEHOLDERS)

Evaluation of the Current Situation of Young SuTPs under Temporary Protection in the Turkish Labor Market

Current state/conditions of employment:

- In which sectors and/or in what jobs are young SuTPs mostly employed? Are there any differences between female and male SuTPs with respect to their experiences in the labor market?
- Why are they mainly employed in these sectors and/or in these jobs? What aspects of these sectors and/or businesses facilitate the employment of these young people?
- What are the advantages and/or disadvantages of employing young SuTPs? (Problems faced by employers and/or employees) Do you see any gender differences in this respect?
- What do you think about the young SuTP workers? (In terms of productivity, work discipline, work culture, etc.)

Current situation of the SuTPs labor supply:

- How would you describe the skill sets of young SuTPs? Could you assess their educational backgrounds, vocational training, degree or diploma certification, language skills, and previous work experience? Do you see any gender differences between young SuTPs in this regard?
- Do you provide vocational training opportunities for these young people (*NGOs and businesses*)? What are their qualifications? If you're not providing any training, would you explain why?
- Turkish Employment Agency:
 - Which vocational training opportunities are available to these young people? At what capacity?
 - How are they to access these training programs?
 - Do you cooperate with NGOs and private enterprises on matters such as the content of training programs, announcement of these programs and job placement?
 - How effective are these training programs (in terms of job placement, salary, etc.)?
 - What vocational training programs are planned for the future?
 - Are there any gender differences with respect to training program issues mentioned above?
- Do young SuTPs differ in terms of gender in labor force status (job search, unemployment, etc.)?
- Which channels do young SuTPs use to find jobs? Do you have any suggestions in this regard?
- Do you think the employment problems/experiences of the SuTP youth and the Turkish youth in Istanbul are similar?

Potential sectors and/or occupations:

- Which industries/sectors have a strong demand or have relatively high numbers of vacancies for young people?
- Which sectors and/or business lines are more suitable for young SuTPs to be employed in formal jobs?
- Can these young people be channeled into sectors and/or occupations that carry the potential to create employment opportunities? Under what conditions or circumstances could this be facilitated? (e.g. could be sectors and/or occupations that the Turkish people don't prefer).
- What kind of vocational training programs will be required for employment in these sectors and/or jobs?
- (If they think it is not possible) Could you explain why channeling young SuTPs into these sectors and/or jobs is not possible? What are the obstacles?
- What are the obstacles to their employment in these sectors and/or jobs? What can be done to address this problem? In this case, to what sectors and/or jobs can they be directed?

Possible restrictions on integration of SuTPs into the labor market:

- When you consider the restrictions regarding the integration of the SuTPs into the labor market, what do you think are the obstacles to their employment?
- Does the possibly temporary nature of their stay in Turkey discourage their employment?
- What are the current laws and regulations regarding the SuTPs?
- In your opinion, what factors restrict the access to work permits?
- What are the bureaucratic difficulties that SuTPs face in the work permit application process?
- What are the obstacles to obtaining diploma/degree equivalence for degrees obtained in Syria or in other countries?
- What are the obstacles to the formal employment of young SuTPs? Are there any gender differences?
- What can be done to facilitate the integration of young SuTPs to the labor market and their employment? What roles should the state, NGOs and private enterprises play?
- Does the government take your recommendations into account? How do you define your relationship with the state? (will be asked to non-state institutions)

Good morning/afternoon. Thank you for participating in this interview for the study conducted by XXX. You have been selected to be a participant in this interview because of you are XXX. We are conducting a labor market research that explores the employment of SuTPs in Istanbul area for the sake of engaging in programming that will further help Syrians in earning a sustained and decent livelihood.. The information that you provide today will help improve future programs aimed at SuTPs in Istanbul. You should read the information below, and ask questions about anything you do not understand, before agreeing to participate in this discussion:

- Your participation in this interview is voluntary. You have the right not to answer any question, and to stop answering questions at any time. We expect that the discussion will take about XX minutes.
- You may decide not to take part or to withdraw at any time without any consequences for your future participation in any program.
- The discussion will be audio recorded. The audio recordings and the information you tell us will be confidential and anonymous. We will not share your name with anyone else.

Do you agree to participate in this interview?

☐ Yes ☐ No

Can you please provide the following information?

1. Name: _____
2. Age: |__| |__| years old

Participant Signature

Date

Study Staff Name and Signature

Date

General information regarding age, sex, region/city from Syria, family information, educational status (level), profession/sector if he/she works

Profession/language training:

Did you have any professional degree/credential for a particular job when you first came to Istanbul?

Have you participated in any training programs? Which ones? With who? Companies/NGOs etc

Can you speak Turkish? Can you evaluate your level of Turkish language skills?

~~Did~~ Have you ever been attend any language learning courses on Turkish? (If yes), where (need info, address etc)? How do you evaluate these courses? Do you think these courses have been sufficient in terms of teaching Turkish? Why / why not? In your opinion, are there any shortcomings in these courses and what are ways of improvement? (if not attended any courses) Why not?

Is your level of Turkish knowledge enough to find a job and apply for a job?

(If he/she works) Do you think your level of Turkish language skills is sufficient at the work place? (If not) How do you manage to communicate with your employer(s) and colleagues at the workplace?

Can you speak English? Can you evaluate your level of English language skills? Do you find it's a skill that you have been asked about?

Have you ever attend any vocational training courses? (In Syria? In Turkey?) Which ones? Has the vocational training that you have received been useful in terms of finding a job? Did the institution that had run the vocational training program provide connections and/or support with respect to open positions?

Have you ever attended any training in life skills. Life skills are skills that are needed for success at work in life. Some people call them soft skills. Some examples are critical thinking, time management, team work, money management, communications, dealing with stress? If you have attended? Where and what has been your experience.

In the future, do you think further education/training is important? Do you plan on enrolling? What are the important criteria for you to attend? Reputation? Price (How much would you be willing to pay)?

Work experience:(For those working) how long have you been in your current job? What do you do? How many working hours/week? Salary or approximate (let's try)? location

What was your job before you came to Turkey in Syria? How long have you worked in Syria?(how many years your total experience).

Did you find a job in Turkey in the area of profession that you had practiced/were trained in Syria? (if yes; how did you find this job ; the employer did pay your SGK or not? ;did you worked as part time or full time) Have ever you looked for a job in your area of profession in Turkey? (if he/she could not work in his/her profession) Why not?

How many jobs have you worked for since you came to İstanbul? (If more than one job) How long did you work in these jobs? Why did you leave/change your job?

Finding a job and working conditions, difficulties and strategies:

Job selection criteria:

Job search:

(For those working)How long did it take you to find this job? What were the ways you searched for a job?

(For those not working) How long have you been looking for a job? What were the ways you searched for a job?

Can you compare your chances of finding a job with those of Turkish citizens? Did you face any difficulties in terms of finding positions in the jobs that you prefer? What were they?

Have you heard about ISKUR opportunities and ever applied to ISKUR in order to find a job? (If no) Why not? (If yes) Can you evaluate the application process (-parts of the application process that you found easy and difficulties you faced making your application)?

Are there any representatives/ringleaders/brokers of Syrian workers that facilitate work life at different stages (finding a job, during work)? If so, which roles do they undertake in employment and work life? (if the employer finds a job, does he get lump-sum commission or wage commission? What kind of help do they provide in your work life (with respect to wage collection, overtime, etc.)?

(To those who work or have worked before)

Employer:

How do you evaluate your relations with Turkish employers? How do you make your deal with employers when

entering a job? Do employers provide you any proper orientations when you start the job? Do you receive any help from others (friends, associations, etc.)? If so, which associations? In what ways do they provide support/help?

Have you ever work in workplaces owned/managed by Syrians in Turkey? Can you compare Turkish and Syrian employers? What is the differences and similarities?

Formal employment:

What are the advantages/disadvantages of formal employment to you? What is your preference at this stage? What are the barriers towards you getting formal employment?

Other workers:

How are your relations with the Turkish workers at your workplace? How are your relations with other Syrian workers? How do you organize yourselves/maintain your relations as Syrian workers?

Are there any differences between Turkish and Syrian employees? Do they differ with respect to how they approach to work? Can you compare the relationship between colleagues in Turkey and in Syria?

Working conditions:

What are the difficulties that you experience at your work? Can you evaluate your working conditions (hours of work, safety, health, wages, wage form, wage order, number of employees in the workplace) ? What do you do when you face difficulties (such as non-payment, low-payment, late-payment, bad conditions) at your workplace? Is there any differences and similarities between Turkish working conditions and Syrian working conditions? (if yes what kind of)

Discrimination:

Have you ever personally experienced OR witnessed any forms of discrimination while looking for a job (discrimination, insult, exclusion, physical and / or psychological violence)? What do you do when you face such situations? Why? What do you think about facing such as these difficulties; why are they acting like that?

Have you ever personally experienced OR witnessed any forms of discrimination at your workplace (discrimination, insult, exclusion, physical and / or psychological violence, non-payment)? What do you do when you face such situations? Why? What do you think about facing such as these difficulties; why are they acting like that?

To women:

Did you work in Syria? Do women in the region you live in Syria usually work? Do Syrian women whom you know in Turkey usually work? Can you evaluate the Syrian women's chances of finding a job in Turkey in comparison to those of Syrian men? What are the differences/similarities? Could you compare your situation with the male employees in your workplace? What are the difficulties that women experience? What kind of difficulties do you face that working as woman in the labor sector; what you think about these difficulties; did you face these because you are a woman or you are a Syrian or you are Syrian woman)

Plans and expectations:

What do you think about labor market sector in Turkey? Do you think it will be going well? Do they hire more Syrian or not? Why?) Which type of work do you prefer to have in the future including moving away from Istanbul or going back to Syria or Europe/other places ? What are the criteria for your job preferences (salary, safety, working conditions, hours, location, compatibility with home life)? What are your plans for your career? Do you intend to continue working in the same sector/profession? Why? In Turkey? Or in any other countries?

Family and working life:

Does your family approve/support the fact that you work (if not working- your intentions to work)?
(*To women, especially*) Are you experiencing difficulties while you are working (or looking for a job) in relation to your family life? (Why your family doesn't support you) How many person working in your family?

Expectations and suggestions:

How much do you know about your legal rights regarding work? Have any institutions or associations informed you in this regard? Do you find associations and other institutions' practices in terms of providing information of legal rights sufficient? What are the shortcomings? Do you think that there are any shortcomings of vocational training courses in Turkey? Based on your experiences and expectations, how can they be improved? Which topics do you think should be prioritized/covered in the vocational trainings? Why?

Do you have any additional ideas/remarks your working life?

[While asking questions, it is important to remind family members that, they can add their experiences as well.]

Hello my name is We are an independent research company SAM Research Consulting, conducting a study that aims to facilitate the employment of young SuTP on behalf of Bahcesehir University (Betam). We are going to ask you questions on various subjects such as labor market status, working conditions, access to services etc. We would like hear your opinion on the issue and we would greatly appreciate your help. All personal information will be kept confidential; if you do not wish to answer, you may skip the question and stop the interview any time you want.

S.1 Are you working, seeking for job or are you currently trying to start your own business?

Yes	1	→ Continue
No	2	→ Thank the interviewee and terminate the survey

S.2 Please answer the questions considering yourself and the people residing in your household.

Line number	Relationship to the respondent	Sex	Age	Marital Status	Educational Status		Labor Market Status	Work Permit										
					En son mezun olunan okul	Okumaya devam edilen okul												
K.1	1	K.2	1	K.3		K.4	...	K.5		K.6		K.7		K.8		K.9		→
K.14	2	K.15		K.16		K.17	...	K.18		K.19		K.20		K.21		K.22		→
K.27	3	K.28		K.29		K.30	...	K.31		K.32		K.33		K.34		K.35		→
K.40	4	K.41		K.42		K.43	...	K.44		K.45		K.46		K.47		K.48		→
K.53	5	K.54		K.55		K.56	...	K.57		K.58		K.59		K.60		K.61		→
K.66	6	K.67		K.68		K.69	...	K.70		K.71		K.72		K.73		K.74		→
K.79	7	K.80		K.81		K.82	...	K.83		K.84		K.85		K.86		K.87		→
K.92	8	K.93		K.94		K.95	...	K.96		K.97		K.98		K.99		K.100		→
K.105	9	K.106		K.107		K.108	...	K.109		K.110		K.111		K.112		K.113		→
K.118	10	K.119		K.120		K.121	...	K.122		K.123		K.124		K.125		K.126		→
		1) Reference person 2) Spouse (or cohabiting partner) 3) Child of the reference person 4) Sister/ Brother 5) Grandchildren 6) Bride 7) Groom 8) Other relative 9) Mother- Father 10) Mother-in-law / Father-in-law 98) Other:	1) Female 2) Male	If the interviewee is not of age 18-29, terminate the interview	1) Married 2) Single 3) Fiancée 4) Divorced 5) Widowed 6) Married but separated 7) Not applicable (for young kids)	1) Not graduated from any level, illiterate 2) Not graduated from any level, literate 3) Primary education stage 1 in Syria 4) Primary education stage 2 in Syria 5) Secondary education in Syria 6) Vocational high school in Syria 7) Community college in Syria 8) University or higher in Syria 9) Primary education (4 years) in Turkey 10) Primary school (5 years) in Turkey 11) Primary education (8 years) in Turkey 12) Middle school in Turkey 13) General high school (including open high school) in Turkey 14) Vocational high school in Turkey 15) Community college in Turkey 16) University or higher in Turkey 17) Primary school (from temporary education center) 18) Middle school (from temporary education center)	1) Primary education 2) Middle school 3) General high school (including open high school) 4) Vocational high school 5) Community college 6) University or higher 7) Primary school (from temporary education center) 8) Middle school (from temporary education center) 9) High school (from temporary education center)	1) Employed 2) Seeking job 3) Neither employed nor seeking a job 4) Not seeking job /Not working due to disability 5) Not seeking job / not working because of age.	1) Yes 2) No									

					19) High school (from temporary education center) 98)Other:					
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Line number	Nationality		Certificate (language, educational, vocational etc.) valid in Turkey	Does ... have Kızılay Kart?	Does ... have Turkuaz Kart?
1	K.10	...	K.11	K.12	K.13
2	K.23	...	K.24	K.25	K.26
3	K.36	...	K.37	K.38	K.39
4	K.49	...	K.50	K.51	K.52
5	K.62	...	K.63	K.64	K.65
6	K.75	...	K.76	K.77	K.78
7	K.88	...	K.89	K.90	K.91
8	K.101	...	K.102	K.103	K.104
9	K.114	...	K.115	K.116	K.117
10	K.127	...	K.128	K.129	K.130
		1) Yes 2) No	1) Yes 2) No	1) Yes 2) No	

- *All "other" responses should be indicated as "98", all non-responses should be indicated as "99".*

Socioeconomic Status

S.3 Do you own the house that you are living in?

	K.131
Yes, owner	1
No, renting / tenant	2
No, housing is provided by the employer	3
No, sharing with another family (paying rent)	4
No, not the owner. Residing without paying rent.	5
Other	98

S.4 Does your household have any non-wage income?

S.5 (If yes) How much is the household's non-wage income (monthly)?

	K.132	How much
Yes	1	K.133 Yes
No	2	→ Continue to S.7

S.6 What is the source of this non-wage income? (**Multiple answers are possible**)

Government aid (Kızılay kart etc.)	K.134	1
Transfers from the individuals or institutions in abroad	K.135	2
Transfers from the individuals or institutions in Turkey	K.136	3
Municipality	K.137	4
NGOs	K.138	5
Other	K.139	98

S.7 Thinking of your household's monthly income, how easy is it for your household to able to make ends meet?

	K.140
With great difficulty	1
With difficulty	2
With some difficulty / fairly easily	3
Easily	4
Very easily	5

S.8 How easy would it be for you to borrow money if you were in financial difficulty?

	K.141
Very easy	1
Easy	2
Neither easy nor difficult	3
Difficult	4
Very difficult	5

S.9 Are there any household members who are not in Turkey at the moment?

	K.142
Yes	1
No	2

Human Capital

S.10 From a scale of "1 Very bad" to "5 Very Good", how would you evaluate your knowledge of the following languages?

	Reading		Writing		Speaking		Listening / Oral Comprehension	
Arabic	K.143	...	K.144	...	K.145	...	K.146	...
Kurdish	K.147	...	K.148	...	K.149	...	K.150	...
Turkish	K.151	...	K.152	...	K.153	...	K.154	...
English	K.155	...	K.156	...	K.157	...	K.158	...
Other 1 (please specify)	K.159	...	K.160	...	K.161	...	K.162	...
Other 2 (please specify)	K.163	...	K.164	...	K.165	...	K.166	...

S.11 Have you ever received a degree (vocational high school diploma, vocational associate degree, bachelor degree, or PhD) from Turkey or another country?

	K.167	
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Yes	1	→ Continue
No	2	→ Continue to S.13

S.12 What are your professional degrees?

	Professional degrees		Country				Area	
				Turkey	Syria	Other		
General high school	K.168	1	K.169	1	2	3	K.170	...
Vocational high school	K.171	2	K.172	1	2	3	K.173	...
Community college	K.174	3	K.175	1	2	3	K.176	...
University	K.177	4	K.178	1	2	3	K.179	...
Other.....	K.180		K.181	1	2	3	K.182	...
Other.....	K.183		K.184	1	2	3	K.185	...

S.13 Have you ever attended a training course in Turkey or elsewhere? (Language course **including Turkish**, computer course, tailoring course, driving course, seminar etc.)

	K.186	
Yes	1	→ Ask S.14 and continue to S.16
No	2	→ Continue to S.15

S.14

	Name/Subject of the course	Country	Where did you take this course	Did you completed the course	Duration	Did you obtain any certificate	Have you ever search for a job related to this training?	What are the advantages of this training in your working life?	
K.187	...	K.188	K.189	K.190	K.191	K.192	K.193	K.194	
K.195	...	K.196	K.197	K.198	K.199	K.200	K.201	K.202	
K.203	...	K.204	K.205	K.206	K.207	K.208	K.209	K.210	
K.211	...	K.212	K.213	K.214	K.215	K.216	K.217	K.218	

	1) Turkey 2) Syria 3) Other country	1) ISKUR 2) Municipality 3) Association/NGO 4) University/Community college 5) Private institution 6) From where I work 98) Other:.....	1) Yes 2) No 3) Still attending	1) Day(s) 2) Week(s) 3) Month(s) 4) Year(s)	1) Yes 2) No	1) Yes 2) No	1) It facilitated the way I found my job 2) I found a better job 3) It increased my salary in my current job 4) I got a promotion in my current job 5) It facilitated my adaption process 6) No advantages 98) Other:.....
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S.15 What is the most important reason for not attending any training course? **(One answer; do not read the options)**

	K.219
I am not aware of the training programs	1
I do not have any time because of my job	2
I do not have any time because of my responsibilities at home / to my family	3
I cannot cover the training fees	4
I could not find any relevant courses for the training I want	5
There are no training programs in my native language	6
I do not want to	7
I participated in Syria	8
I am not sure about the advantages of the course	9
I am far away from the education/training center	10
There are no seperate classes for women and men	11
I attended a course for a while but did not see any advantage	12
Other	98

S.16 In your opinion, how important are the following skills in order to find a job or a job with working permit? Please evaluate by ranking from 1 "Not important at all" to 5 "Very Important"

Skills	In order to find a job	In order to find a job with working permit
--------	------------------------	--

K.220	Turkish language skills	K.221	...	K.222	...
K.223	English language skills	K.224	...	K.225	...
K.226	Computer / IT	K.227	...	K.228	...
K.229	Professional skills	K.230	...	K.231	...
K.232	Social skills	K.233	...	K.234	...

Module for work and residence permit

S.17 Do you have a Turkuaz (Turquoise) Card?

	K.235	
Yes	1	Continue with S.19
No, I do not have one	2	Continue
No, I do not know what it is.	3	Continue with S.19

S.18 What is reason for not having Turkuaz Card?

K.236	...
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S.19 Do you have a temporary protection ID card?

	K.237	
Yes	1	→ Ask S.20, S.21, S.22 and the continue with S.25
No	2	→ Continue S.24

S.20 From which province you received your temporary protection ID card?

K.238	...
--------------	-----

S.21 When did you receive your temporary protection ID card?

K.239	... (Month)	... (Year)
--------------	-------------	------------

S.22 How long did it take to receive this card?

K.240	... (Month)
--------------	-------------

S.23 Have you ever applied for temporary protection ID card?

	K.241	
Yes	1	→ Continue
No	2	→ Continue with S.26

S.24 What was the result of your application?

	K.242
It was rejected	1
It is still being processed	2

S.25 What kind of difficulties did you experience during the process of applying for your ID? (**Multiple answers are possible**)

I had difficulties in collecting documents	K.243	1
I had difficulties in fulfilling requirements	K.244	2
Bureaucratic difficulties	K.245	3
I didn't understand the application procedure	K.246	4
I could not access the necessary information	K.247	5
I didn't have any problems	K.248	6

S.26 Do you have a work permit (Are you registered at Social Security Institution)?

	K.249	
Yes	1	→ Continue S.33
No	2	→ Continue

S.27 What is your main reason for not holding a work permit? (**One answer; do not read the options**)

	K.250	
My choice	1	→ Ask S.28 and then continue with S.30
Employer's choice	2	→ Continue S.29

I could not find any formal job	3	→ Continue S.30
I am not aware of work permits	4	
I do not know how to get a work permit	5	
Bureaucratic difficulties	6	
I do not satisfy the requirements	7	
Other	98	

S.28 (My choice) please specify the reason.

K.251	...
--------------	-----

S.29 (Employer's choice) please specify the reason

K.252	...
--------------	-----

S.30 Did your employer apply for a work permit for you?

	K.253	
Yes	1	→ Continue
No	2	→ Continue with S.34

S.31 What was the result of this application?

	K.254
It was rejected	1
It is still being processed	2

S.32 How long did the application procedure take?

K.255	... (Month)
--------------	-------------

S.33 What kind of difficulties did you experience while getting a work permit for your own profession or while applying for work permit?

	K.256
I had difficulties in collecting documents	1

I had difficulties in fulfilling requirements	2
Bureaucratic procedure was long	3
I didn't understand the application procedure	4
I could not access the necessary information	5
I could not get a work permit for my own profession	6
I didn't have any problems	7
Other	98

S.34 What are / would be the advantages of holding a work permit? (**Multiple answers are possible**)

Improvement in salary	K.257	1
Improvement in working hours	K.258	2
Improvement in other working conditions	K.259	3
No advantages	K.260	4
Other	K.261	98

Labor market status (will be asked to everyone)

S.35 Are you currently working to earn income in cash or in kind? (If yes, fill in the information on employment part)?

	K.262	
Yes	1	→ Ask S.36-S.56 then pass to S.70
No	2	→ Continue S.56

Information on Employment (for those who are employed)

S.36 What is your employment status in this workplace (firm/organization)?

	K.263
Regular employee	1
Casual (daily) worker	2
Employer	3
Self employed	4
Unpaid family worker	5

S.37 What is your position in your current job? (occupation)

K.264	...
--------------	-----

S.38 What is the main economic activity of this workplace? What does this workplace produce/ Which service does it provide?

K.265	...
--------------	-----

S.39 Number of people employed in this workplace/firm/organization

	K.266
Less than 10	1
11-19	2
20-49	3
50-100	4
100+	5
Do not know	98

S.40 Please specify the number of **SuTP** employed in your workplace including you

K.267	...
--------------	-----

S.41 When did you start your current job (month/year)

K.268	... (Ay)	... (Yıl)
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S.42 How did you find your current job? **(One answer)**

Through the Turkish Employment Agency	K.269	1
Through a private employment office	K.270	2
Private Employment agencies established for Syrian employment i.e. United work, Rızk	K.271	3
With the help of a Turkish relative or a friend	K.272	4
With the help of a Syrian relative or a friend	K.273	5
Through social media (Facebook, etc)	K.274	6
By directly applying to employer (Checking the announcements in Organized Industrial Sites, etc)	K.275	7
By newspapers, magazines	K.276	8
By a middleperson / intermediary, etc.	K.277	9
Other	K.278	10
Through the Turkish Employment Agency	K.279	98

S.43 Have you ever experienced the following difficulties during your job search in Turkey? **(Multiple answers are possible)**

I do not know how to look for a job	K.280	1
I cannot hear about vacancies because I do not speak Turkish	K.281	2
I cannot apply for jobs because I do not speak Turkish	K.282	3
I fail to provide documents such as diploma etc.	K.283	4
My skills and experience are not recognized by employers	K.284	5
Employers are not willing to employ formally	K.285	6
They offer me low wages	K.286	7
They offer me poor working conditions	K.287	8
I usually receive short-term job offers	K.288	9
I have been exposed to discrimination due to my gender	K.289	10
Other.....	K.290	98

S.44 Have you ever experiences the following difficulties while working in Turkey?

Language/Communication problems	K.291	1
Long working hours	K.292	2
Low wage	K.293	3
Working without having one day off	K.294	4
Working in an unhealthy environment	K.295	5
Working on dangerous tasks	K.296	6
Maltreatment from colleagues	K.297	7
Maltreatment due to my gender	K.298	8
Other.....	K.299	98

S.45 What is your employment type in your workplace?

	K.300	
Full time	1	→ Continue S.47
Part time	2	→ Continue

S.46 Why are you working in a part time job? (**One answer; do not read the options**)

	K.301
Looking after the children and elderly in the family	1
Continuing training/education	2
Own illness or disability	3
Other personal and family reasons	4
Could not find a full time job	5
Nature of work	6
Other	98

S.47 How much do you earn from your job? (Can be filled as daily, monthly, hourly)

Hourly	K.302	...	TL
Daily	K.303	...	TL

Weekly	K.304	...	TL
Monthly	K.305	...	TL

S.48 Number of hours per day worked in your job?

K.306
... hours per day

S.49 Number of days per week usually worked in your job? (Number between 1-7)

K.307
... days per week

S.50 How long is your daily commute?

K.308
... (minutes)

S.51 How do you go to work?

	K.309
Public transportation	1
Shuttle	2
Private car	3
By walking	4
Other.....	98

S.52 Do you think that your main job here uses the skills that you obtained in your training and work life?

	K.310
My job matches my skills and training	1
My job matches my skills but not in the area for which I trained	2
My job does not match my skills or training	3
My job does not require any skills or training	4

S.53 What kind of a job you would like to have?

K.311	...
--------------	-----

S.54 Would you like have an education/training for this job?

	K.312	
Yes I would like to	1	Continue S.56
Yes I am already getting one	2	
I completed my education in this field	3	
No	4	Continue

S.55 Please specify the reason

K.313	...
--------------	-----

Previous Job Experience (for everyone, previous jobs for those who are employed)

S.56 Please answer the following questions considering your jobs in Turkey in chronological order and then your last job in Syria.

	Occupation		What was your employment status?		In which sector were you working?		When did you start working in this job?		When did you leave this job?		How did you find this job?		How much were you earning from this job?				Hours worked per week		
													Income						
Last job in Turkey	K.314	...	K.315		K.316	...	K.317	.. /	K.318	.. /							K.319		→
Job in Turkey	K.326	...	K.327		K.328	...	K.329	.. /	K.330	.. /	K.331		K.332	.....TL	K.333		K.334		→
Job in Turkey	K.347	...	K.348		K.349	...	K.350	.. /	K.351	.. /	K.352		K.353	.....TL	K.354		K.355		→
Job in Turkey	K.368	...	K.369		K.370	...	K.371	.. /	K.372	.. /	K.373		K.374	.....TL	K.375		K.376		→
Job in Turkey	K.389	...	K.390		K.391	...	K.392	.. /	K.393	.. /	K.394		K.395	.....TL	K.396		K.397		→
Job in Turkey	K.410	...	K.411		K.412	...	K.413	.. /	K.414	.. /	K.415		K.416	.....TL	K.417		K.418		→
Last job in Syria	K.431	...	K.432		K.433	...	K.434	.. /	K.435	.. /	K.436		K.437	.....TL	K.438		K.439		→
	(Open- ended; If the respondent did not work in Turkey, ask		1. Regular employee		(Open-ended)		(month and year)				1.By myself 2.Through the Turkish Employment Organization				1) Hourly 2) Daily 3) Weekly 4) Monthly		(Hours)		

	their job in Syria; mark 0 for “no” answer)	2.Casual employee 3.Employer 4.Self employed 5.Unpaid family worker					3.Through private employment office 4.With the help of a Turkish relative or friend 5. With the help of a Syrian relative or friend 6.Through social media 7.By directly applying to employer (Checking the announcements in Organized Industrial Sites) 8.By newspapers, magazines 9.Private Employment agencies established for Syrian employment i.e. United work, Rizk 10.By a middleperson / intermediary, etc. 98.Other				
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	Days worked per week		Is this firm publicly or privately owned?		What type of training did you receive, if any, in this job?		Were you working formally?		For how long did you work in this job?		Including you, how many SuTP were working in your workplace?		What was the reason of quitting this job (Do not read the answers)		In which province was this job located?		In which district was this job located?		
Last job in Turkey	K.320		K.321		K.322				K.323	...					K.324	...		...	→
Job in Turkey	K.335		K.336		K.337		K.338	...	K.339	...	K.340	...	K.341		K.342	...	K.343	...	→
Job in Turkey	K.356		K.357		K.358		K.359	...	K.360	...	K.361	...	K.362		K.363	...	K.364	...	→
Job in Turkey	K.377		K.378		K.379		K.380	...	K.381	...	K.382	...	K.383		K.384	...	K.385	...	→
Job in Turkey	K.398		K.399		K.400		K.401	...	K.402	...	K.403	...	K.404		K.405	...	K.406	...	→
Job in Turkey	K.419		K.420		K.421		K.422	...	K.423	...	K.424	...	K.425		K.426	...	K.427	...	→
Last job in Syria	K.440		K.441		K.442		K.443	...	K.444	...	K.445	...	K.446		K.447	...	K.448	...	→
	(Days)		1.Public 2.Private 3.NGO		1. On-the-job training		1.Yes 2.No		(Month)				1. It was a temporary job, now it is over						

			2. A certificate 3. In formal education institution 4. On-the-job training and a certificate 5. On-the-job training and formal education 6. A certificate and formal education 7. On-the-job training, formal education and a certificate 8. Other 9. I did not receive any training				2. Seasonal worker 3. Dismissed/Firm got shutdown/bankrupted 4. Not happy with the job 5. Due to a sickness or injury 6. Taking care of children/elders 7. Due spouse's decision/marriage 8. Education 9. Found a better job 98. Other			
--	--	--	---	--	--	--	--	--	--	--

	Name of the firm		Address		Telephone number	
Last job in Turkey						
Job in Turkey	K.344		K.345		K.346	
Job in Turkey	K.365		K.366		K.367	
Job in Turkey	K.386		K.387		K.388	
Job in Turkey	K.407		K.408		K.409	
Job in Turkey	K.428		K.429		K.430	
Last job in Syria	K.449		K.450		K.451	

Unemployment status

S.57 Are looking for a paid job or would you like to start your own business?

	K.452
Start own business	1
Looking for a paid job	2

S.58 Are you looking for a full-time or a part-time job?

	K.453
Full-time	1
Full-time, if not part-time	2
Part-time	3
Part-time, if not full-time	4
Does not matter	5

S.59 Which channels do you know and use in your job search? *Ask if they use the channels they know, (ask 5 and 6 for any “uses” section)*

	Knows		Uses	
Through ISKUR	K.454	1	K.465	1
Through private employment offices kariyer.net, yenibiris.com etc.)	K.455	2	K.466	2
United work	K.456	3	K.467	3
Rızk	K.457	4	K.468	4
Through a relative or a friend from Turkey	K.458	5	K.469	5
Through a relative or a friend from Syria	K.459	6	K.470	6
Through social media (facebook etc.)	K.460	7	K.471	7
Directly applying to the employer (including checking the announcements in Organized Industrial Sites)	K.461	8	K.472	8
Newspapers, magazines	K.462	9	K.473	9
Middleperson / intermediary, etc	K.463	10	K.474	10
Other.....	K.464	98	K.475	98

S.60 What are the top three jobs that you would like to work in

K.476	...
K.477	...
K.478	...

S.61 What are the top three sectors that you would like to work in

K.479	...
K.480	...
K.481	...

S.62 For how many months have you been searching for a job? (If less than 1 month, mark as "0") (If no response, mark 99)

K.482	...
--------------	-----

S.63 Have you attended any oral or written job interviews?

	K.483
Yes	1
No	2

S.64 If you get a job offer today, what is the minimum amount of salary that you would accept?

K.484	...
--------------	-----

S.65 What are the difficulties that you experienced during your job search in Turkey? (Multiple answers are possible)

I do not know how to look for a job	K.485	1
I cannot hear about vacancies because I do not speak Turkish	K.486	2
I cannot apply for jobs because I do not speak Turkish	K.487	3
I fail to provide documents such as diploma etc.	K.488	4
My skills and experience are not recognized by employers	K.489	5

Employers are not willing to employ formally	K.490	6
I have been offered low wages	K.491	7
I have been offered poor working conditions	K.492	8
I usually receive short-term job offers	K.493	9
I am exposed to discrimination due to my gender	K.494	10
Diğer.....	K.495	98

S.66 Have you ever filed an application for a job in Turkey?

	K.496	
Yes	1	→ Continue
No	2	→ Continue S.68

S.67 How many times did you apply for a job in Turkey?

K.497	...
--------------	-----

S.68 Have you ever rejected a job offer in Turkey?

	K.498	
Yes	1	→ Continue
No	2	→ Continue S.70

S.69 Why did you reject the job offer? (**Multiple answers are possible**)

The offer was not a good fit given my qualifications	K.499	1
The wage offered was low	K.500	2
It was difficult to get there (transportation problems)	K.501	3
Working hours were not suitable	K.502	4
Other working conditions were not suitable	K.503	5
Continuing my education	K.504	6
Busy with domestic work	K.505	7
Taking care of children/elderly	K.506	8
My parents/spouse did not allow me to work	K.507	9
I got pregnant	K.508	10

I got married	K.509	11
Disability / illness	K.510	12
Other personal or family reasons	K.511	13
I did not want to work	K.512	14
Employment status of my spouse has changed	K.513	15
My current job has better conditions	K.514	16
Other.....	K.515	98

IDEAL WORKING CONDITIONS (Will be asked to everyone)

S.70 In your opinion, what are the three most important working conditions? (**Maximum three answers, do not read the options. First write down the answers and then mark the relevant option.**)

...	K.516	
...	K.517	
...	K.518	

Social security	K.519	1
Satisfying wage	K.520	2
Convenience with my education	K.521	3
Providing education opportunities	K.522	4
Enabling career of promotion opportunities	K.523	5
Loving one's job	K.524	6
Providing a peaceful working environment	K.525	7
Proximity to home	K.526	8
Sustainability of the job	K.527	9
Not having weekend shifts	K.528	10
Not requiring overtime	K.529	11
Distinct for workspaces for men and women	K.530	12
Having childcare facilities within the workplace	K.531	13
Parent's opinion	K.532	14
Other	K.533	98

Life satisfaction (Will be asked to everyone)

S.71 Could you please rate from 1 (very low) to 5 (very high) how satisfied you are with the living conditions which I am going to read?

		Very dissatisfied	Dissatisfied	Neither	Satisfied	Very satisfied
Your current education level	K.534	1	2	3	4	5
Your current job	K.535	1	2	3	4	5
Your current living arrangements	K.536	1	2	3	4	5
Your current family life	K.537	1	2	3	4	5
Your health	K.538	1	2	3	4	5
Your social life	K.539	1	2	3	4	5

Immigration history

S.72 Please list the locations where you have lived and how long you have lived in each location since your arrival in Turkey. Also, I would like to have information on your last residence place in Syria?

	Province		Arrival date		Departure date		Why did you choose this province (Multiple answers)				Why did you leave this province? (Multiple answers)			
Last location in Turkey	K.540				K.541	.. / ...								
Location in Turkey	K.542	...	K.543	.. / ...	K.544	.. / ...	K.545	...	K.546	...	K.547	...	K.548	...
Location in Turkey	K.549	...	K.550	.. / ...	K.551	.. / ...	K.552	...	K.553	...	K.554	...	K.555	...
Location in Turkey	K.556	...	K.557	.. / ...	K.558	.. / ...	K.559	...	K.560	...	K.561	...	K.562	...
Location in Turkey	K.563	...	K.564	.. / ...	K.565	.. / ...	K.566	...	K.567	...	K.568	...	K.569	...
Last location Syria	K.570	...	K.571	.. / ...	K.572	.. / ...	K.573	...	K.574	...	K.575	...	K.576	...
			(month and year)		(month and year)		1- Because there are more jobs 2- I found a job there 3- Education opportunities 4- My acquaintances live there 98- Other				1- Limited job opportunities 2- I found a job in another province 3- Limited education opportunities 4- My acquaintances live elsewhere 98- Other			

Immigration and living conditions

S.73 Do you have any plans to return to Syria when conditions are more accommodating?

	K.577	
Yes	1	→ Continue S.75
No	2	→ Continue

S.74 Are you planning to stay in Turkey?

	K.578
Yes	1
No	2

S.75 Please indicate the relevant propositions. **Because I am from Syria.... (Multiple answers are possible)**

I did not get invited to a job interview	K.579	1
I did not get hired	K.580	2
I receive lower wages compared to my Turkish colleagues	K.581	3
I did not get promoted	K.582	4
My boss/manager maltrreated me	K.583	5
My colleagues maltrreated me	K.584	6
I was dismissed	K.585	7
I have longer working hours compared to my Turkish colleagues	K.586	8
I could not rent or find a house	K.587	9
I got ignored in government agencies	K.588	10
I was harrassed	K.589	11
Other.....	K.590	98

S.76 Considering the following conditions, how satisfied are you with moving to Istanbul?

		Dissatisfied	Nor satisfied neither dissatisfied	Satisfied	Not applicable
Finding a job	K	1	2	3	
Working conditions	K	1	2	3	
Living conditions	K	1	2	3	
Education	K	1	2	3	
Social life	K	1	2	3	
Health (physical, mental etc.)	K	1	2	3	
Children's education	K	1	2	3	4
Children's health	K	1	2	3	4

TABLE FOR CONTACT INFORMATION

Name and surname of the respondent:					
Name and number of the street:				K.599	
Name of the neighborhood:				K.600	
Name of the district:				K.601	
GSM number:	Area code:	K.602	0	Number:	K.603