



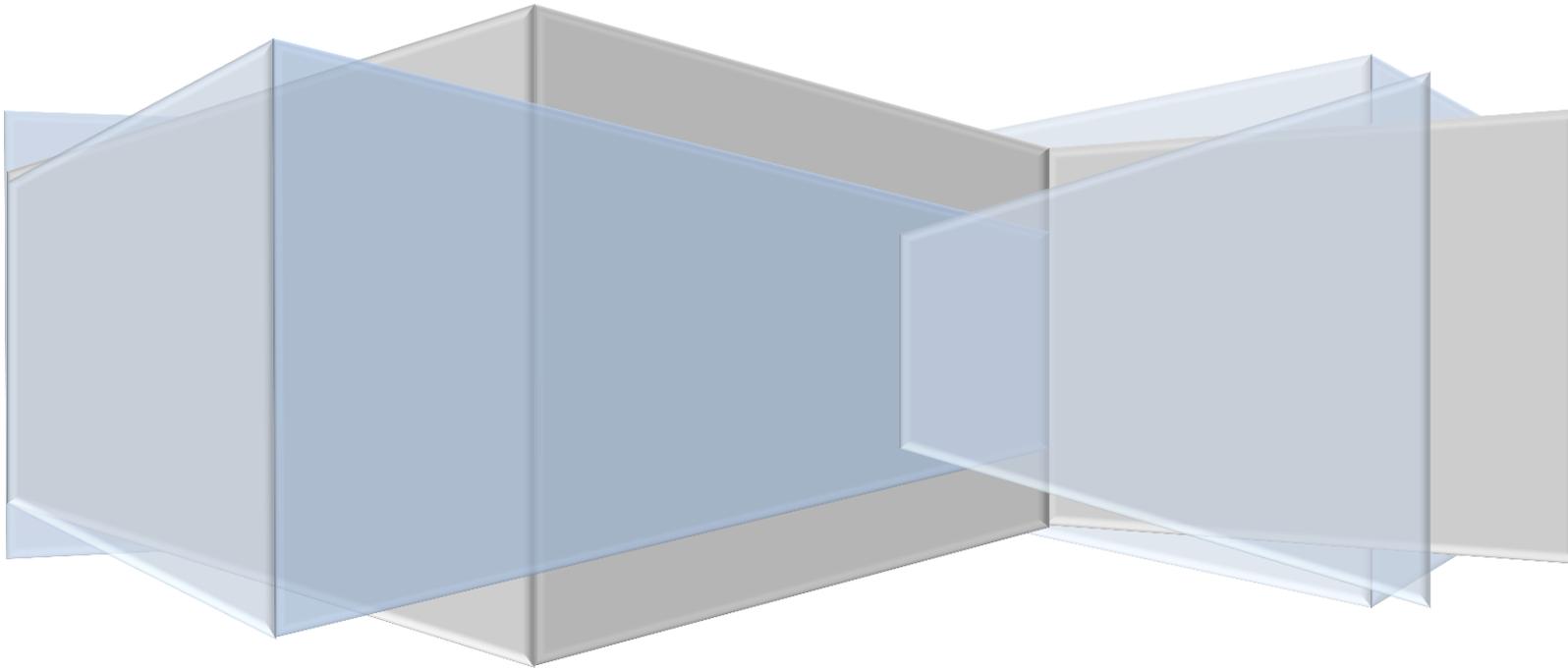
# OUTLOOK OF EMPLOYERS AND WORKERS IN ŞANLIURFA TO THE EMPLOYMENT OF SYRIANS

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# **OUTLOOK OF EMPLOYERS AND WORKERS IN ŞANLIURFA TO THE EMPLOYMENT OF SYRIANS**

## **1. INTRODUCTION**

The mobility of capital and labour is one of the important issues debated in our present day globalized world where national economies are closely interlinked. While capital moves freely to a large extent, national economies face difficult problems in terms of labour force. As rapidly growing economies need qualified labour force, labour tends to move from countries with low employment capacity to others where this capacity is higher. Additionally there is frequently occurring movement of people from conflict-ridden and politically unstable countries to others. The recent crisis in Syria is one of the striking examples of this situation. There are over 2 million Syrians who fled to Turkey, some of whom later moved to European countries. While it is yet uncertain when the crisis in Syria will come to end and how many refugees will return back to their country, the case in Turkey is that there is need to provide shelter to refugees and to employ at least those refugees who are able to work. Together with Turkey, other countries, international organisations and civil society organizations are now seeking effective policies to jointly respond to the Syrian refugee crisis.

Article 16 in the Constitution of Turkey provides that “The fundamental rights and freedoms in respect to aliens may be restricted by law compatible with international law.” This provision makes clear that in the context of the law on aliens their rights can be regulated only by law rather than other arrangements. It is also stated that legislation in this respect cannot be in contrast with international conventions, rules of common law and general principles of law as binding sources of international law as mentioned in Article 38 in the Status of the International Court of Justice. Parallel to these, the Law no. 6458 on Foreigners and International Protection taking effect on 10 April 2013 defines the scope of protection to be provided to foreigners, provides a framework for the rights of foreigners and establishes the General Directorate of Migration Management under the Ministry of Interior.

Turkey is a State Party to the 1951 Geneva Convention on the Legal Status of Refugees and also became a Party to its Additional Protocol (1967) with “geographical limitation”. Accordingly Turkey confers refugee status only to those coming from European countries and seeking asylum on the ground of possible prosecution for their ethnicity, religion, and nationality, affiliation with a specific social group or political ideas. As for people coming from other, non-European countries, Turkey evaluates their status together with the United Nations High Commissioner for Refugees and places those who are accorded refugee status to third countries through the UNHCR. In this context, Turkey did not grant

refugee status to Syrians but defined them as “guests” though this term has no place in international law. Turkey declared that it places Syrian “guests” under “temporary protection regime” starting from October 2011 under article 10 of the 1994 Regulation of the Ministry of Interior. This regime, in compliance with minimum international standards, entails the principles of open door policy, not forcing to return, no individual status identification and delivery of sheltering and other basic services in camps.

The “Syrian refugee crisis” representing the most influential wave in the global migration process closely affected the province of Şanlıurfa due to its geographical location. According to Level 2 in the Nomenclature of Territorial Units for Statistics (NUTS) by the Ministry of Development Şanlıurfa is within the group TRC2. With its size of population the province ranks high in both Turkey and in the GAP region. According to TÜİK data the population of the province was 1,523,099 in 2007, which increased to 1,801,980 in 2013. The high rate of population growth which was 3.3per cent in the period 2007-2008 (country average is 1.31per cent) later dropped to 2.24per cent in the period 2012-2013 (country average is 1.37per cent). The Address Based Population Registry System (31 December 2011) ranks the province as 9<sup>th</sup> among 81 provinces of the country in terms of its population. Taken this together with Syrian refugees, resulting change in labour force and employment policies makes some inferences important.

The present research analyses the outlook of registered employers and workers in Şanlıurfa to the employment of Syrian refugees. As an ILO commissioned work, the research employed a quantitative method to depict this outlook and a representative sample to assess the problem and relevant solutions as the basis of policies to be pursued. With its other dimension, the research engaged in qualitative work on the nature of employers in the province and employability of Syrians, developed suggestions for solution and made it possible to introduce new approaches to policy orientation.

The second part of this research is devoted to methodological assessments including explanatory information about the methodology and limitations of the research. The third part that follows draws the main framework for such concepts as labour force, employment and migration with their theoretical dimension and takes relevant practices in the world with their main features. Part four aims to evaluate labour markets and the structure of employment in Turkey focusing on major characteristics. While part five presents the outcomes of data and analysis, the last part concludes the research by giving an overall account of the state of affairs as depicted from interviews with employers, workers and group representatives/managers with whom in-depth interviews were conducted.

## **2. METHODOLOGY**

The methodology used in the research is quite important in correctly evaluating relevant data and reaching sound conclusions. The methodology is, generally, determined with respect to qualitative and quantitative outcomes expected from a research. Stratified sampling is a method used in cases where elements of a universe display different characteristics by bringing similar elements together in sub-groups called “strata” and taking simple random samples from each stratum. In the research, firstly the size of the sample to be taken from the universe was determined by using a formula and then enterprises were

selected on the basis of respective sectors by using the method of “stratified sampling”. Thus, while constructing strata, the “sector variable” was taken as the basis of assessing actual situations. In stratified sampling as a method used when elements of a universe display different characteristics there must be real differences between strata to be constructed. Data needed to implement the method of stratified sampling is obtained by questionnaires applied to “enterprise managers and workers”.

“In-depth interview” is another method used in the research. Interviewing is a technique frequently used by sociologists in a way to extract information from persons by face-to-face talking. This face-to-face contact is important in giving clarity and rigour to data obtained.<sup>1</sup> In-depth interviewing used in the research is a technique that covers all dimensions of the issue in question in which open-ended questions are raised to allow for detailed responses from persons interviewed. This makes it possible to reach the feelings, knowledge, experience and observations of the interviewee.<sup>2</sup> In fact this is the aspect of the technique which was most benefitted from during the research. In the research, in-depth interviews were carried out with organizations and agencies that are most influential in local labour markets and in administering Syrian population. These were representatives and/or managers of business enterprises registered and active in Şanlıurfa, civil society organizations that are particularly active in relief work for Syrians, official authorities and representatives from chambers of artisans and craftsmen.

The subject matter of the research made it necessary to calculate the sample in two ways. Under *Sample 1* the universe was determined as “firms that were officially recognized by the Social Security Agency and accorded incentive certification for investing in Şanlıurfa province” in the period 2009-2014. The following calculation was made in order to determine the sample size over 444 enterprises satisfying these criteria:

$$n = \frac{N \times t^2 \times p \times q}{d^2 \times (N - 1) + (t^2 \times p \times q)}$$

In the formula, N is the universe, t is the value found (1.96) according to the t table at significance level of 95per cent, p and q the probability of realization (it is taken as 0.5 since the universe is not homogeneous and display varying characteristics) and d is the expected sampling error rate. Inserting relevant values in

$$n = \frac{444 \times 1,96^2 \times 0,5 \times 0,5}{0.05^2 \times (444 - 1) + (1.96^2 \times 0.5 \times 0.5)}$$

we obtain n = 206 as number of sample enterprises. Hence, a sample consisting of 206 enterprises out of a universe of 444 is used to obtain relevant data.

After determining the sample size as 206 enterprises, these 206 enterprises were identified through stratified sampling from the universe on the basis of sectors as a variable. The distribution of 444 enterprises in the universe by sectors is given below in Table 1.

<sup>1</sup> Seyidođlu, Halil (2009), *Bilimsel Arařtırma ve Yazma El Kitabı*, Geliřtirilmiř 10. Baskı, Güzem Can Yayınları No: 24, İstanbul, p. 39.

<sup>2</sup> Tekin, Hasan Hüseyin (2006), “Nitel Arařtırma Yönteminin Bir Veri Toplama Tekniđi Olarak Derinlemesine Görüřme”, *Sosyoloji Dergisi*, Sayı: 13, ss: 101-116, p.101.

**Table 1: Distribution by Sectors of Enterprises in the Universe**

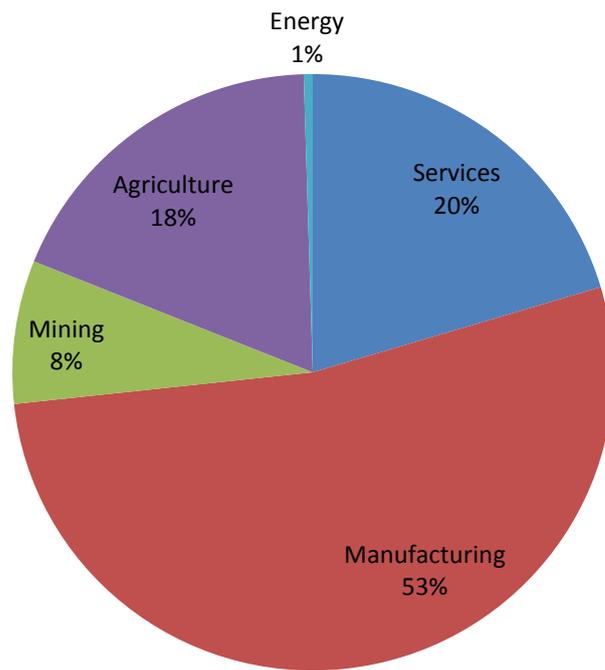
	<b>Services Sector</b>	<b>Manufacturing Sector</b>	<b>Mining Sector</b>	<b>Agricultural Sector</b>	<b>Energy Sector</b>	<b>Total</b>
<b>Number of Enterprises</b>	90	235	34	82	3	444
<b>Percentage (%)</b>	20.27	52.93	7.66	18.47	0.68	100

On the basis of strata in the universe as shown in Table 1, necessary calculations were made and the number of enterprises in respective sample strata was found as shown in Table 2 by respective sectors. "Simple random sampling" was used in identifying enterprises. In using this method, the number of workers employed by enterprises and sector information were considered and the target of interviewing at least 10 per cent of persons employed in each enterprise was attained (See Figure 1 for percentage distribution).

**Table 2: Number of Enterprises to be Included in Sampling Strata by Sectors**

	<b>Services Sector</b>	<b>Manufacturing Sector</b>	<b>Mining Sector</b>	<b>Agricultural Sector</b>	<b>Energy Sector</b>	<b>Total</b>
<b>Number of Enterprises</b>	42	109	16	38	1	206
<b>Percentage (%)</b>	20.27	52.93	7.66	18.47	0.68	100

**Figure 1: Number of Enterprises in Sampling Strata by Sectors**



In the context of *Sample 2* as required by the research, the universe was determined as “firms that are active in the province of Şanlıurfa and registered with the Chamber of Commerce and Industry”. The following calculation was made in order to determine the sample size over 7,871 enterprises satisfying these criteria:

$$n = \frac{N \times t^2 \times p \times q}{d^2 \times (N - 1) + (t^2 \times p \times q)}$$

In the formula, N is the universe, t is the value found (1.96) according to the t table at significance level of 95per cent, p and q the probability of realization (it is taken as 0.5 since the universe is not homogeneous and display varying characteristics) and d is the expected sampling error rate (0,05). Inserting relevant values in

$$n = \frac{7871 \times 1.96^2 \times 0.5 \times 0.5}{0.05^2 \times (7871 - 1) + (1.96^2 \times 0.5 \times 0.5)}$$

we obtain n = 366 as the number of sample enterprises. Hence, a sample consisting of 366 enterprises out of a universe of 7871 is used to obtain relevant data.

After determining the sample size as 366 enterprises, these 366 enterprises were identified through “stratified sampling” from the universe on the basis of “sectors” as a variable. The distribution of 7871 enterprises in the universe by sectors is given below in Table 3.

**Table 3: Distribution by Sectors of Enterprises in the Universe**

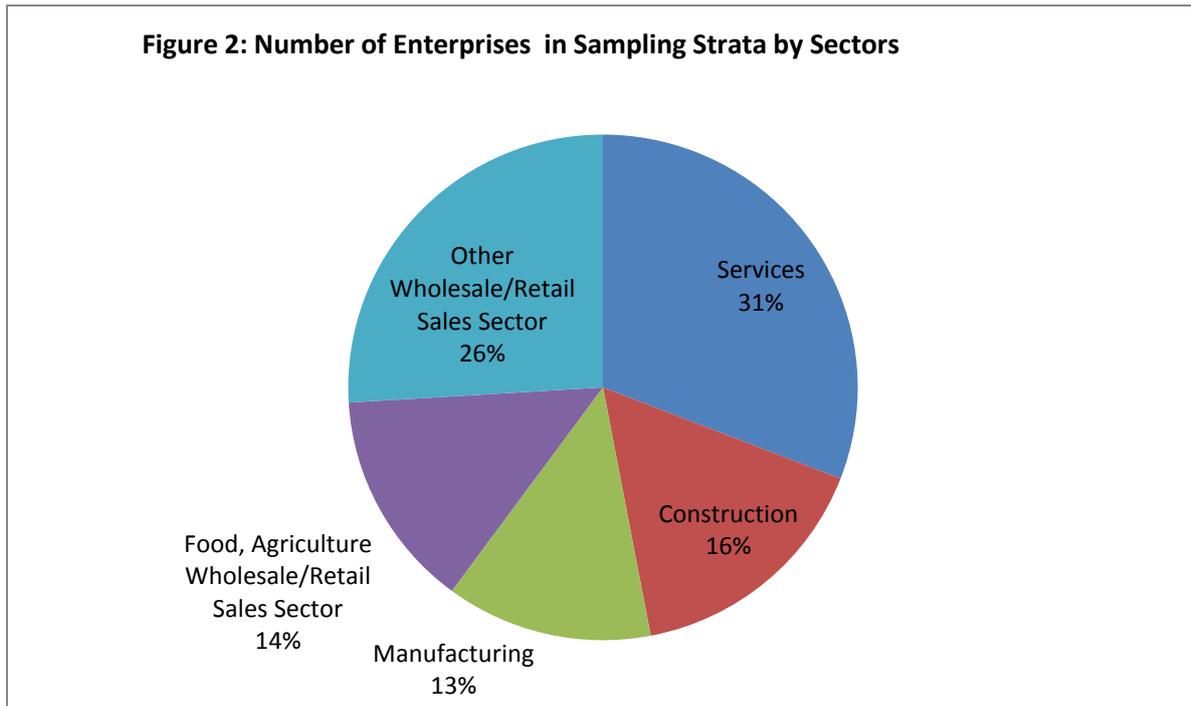
	<b>Services Sector</b>	<b>Construction Sector</b>	<b>Manufacturing Sector</b>	<b>Food, Agriculture Wholesale /Retail Trade Sector</b>	<b>Other Wholesale /Retail Trade Sector</b>	<b>Total</b>
<b>Number of Enterprises</b>	2433	1225	1044	1138	2031	7871
<b>Percentage (%)</b>	31	16	13	14	26	100

On the basis of strata in the universe as shown in Table 3, necessary calculations were made and the number of enterprises in respective sample strata was found as shown in Table 4 by respective sectors. “Simple random sampling” was used in identifying enterprises. In using this method, the number of workers employed by enterprises and sector information were considered and the target of interviewing at least 10 per cent of persons employed in each enterprise was attained (See Figure 2 for percentage distribution).

**Table 4: Number of Enterprises to be Included in Sampling Strata by Sectors**

	<b>Services Sector</b>	<b>Construction Sector</b>	<b>Manufacturing Sector</b>	<b>Food, Agriculture Wholesale /Retail Trade Sector</b>	<b>Other Wholesale /Retail Trade Sector</b>	<b>Total</b>
<b>Number of Enterprises</b>	113	59	48	51	95	366
<b>Percentage (%)</b>	31	16	13	14	26	100

**Figure 2: Number of Enterprises in Sampling Strata by Sectors**



Though there should have been 572 enterprises interviewed in the context of *Sample 1* and *Sample 2* above, there were actually 579 enterprises interviewed in the field. This way was chosen considering that there may be some questionnaires which would be found invalid and discarded afterwards.

### **3. THEORETICAL FRAMEWORK AND PRACTICES IN THE WORLD**

According to the widely accepted definition of international organizations job is “a set of tasks and duties expected to be performed by a person for an employer or for own account.” Jobs are performed by persons who are employed. These are persons producing goods or services for market or own use. Standards relating to jobs acceptable under international norms are defined by the United Nations Universal Declaration of Human Rights (1948) and International Labour Organization’s Declaration on Fundamental Principles and Rights at Work (1998). So “jobs” are activities that, without any violation of human rights, that entail monetary or in-kind returns.<sup>3</sup>

Labour force is, in a given country and at a given time, is the population from age 15 to 65 found after deducing those who do not want to work. In other words, labour force consists of those already employed and others who are unemployed. The labour force participation rate is the proportion of labour force to non-institutional population at working age. While the existence of employer has its meaning only with labour, labour has its meaning only with an employer. The employer is the real or legal person employing workers for wage on the basis of a service contract. The most important element distinguishing an

<sup>3</sup> World Bank (2012), *World Development Report: Overview: Jobs*, International Bank of Reconstruction and Development, Washington, p.5-6.

employer is that he/she employs other persons. Economic activity of persons not employing anybody is not important in terms of labour law.

In an economy in its wider sense, full utilization of all production factors is called full employment. However, in economic theory and practice full employment is associated with labour in particular among other production factors. Hence, an economy is considered as in full employment what it fully uses existing labour force. The concept of full employment is defined as a normal level of employment<sup>\*</sup> taking into account both casual and structural elements. Full employment is a state that is meaningful when persons are employed in productive areas.

Securing and maintaining full employment is one of the primary goals of financial policies in our present day advanced economies. It is important since when this level is not attained, the level of national income and the rate of economic growth both falls. In economies of developing countries, on the other hand, the importance of employment is associated more with the goal of development. It is related to the need to supply well trained labour force so important for development through policies developed by the state. Indeed, contributions by the state to such fields as education and health either directly or indirectly through incentives are of great importance in these countries. The adjustment by the state of spending and taxation policies in this direction is important in terms of fiscal policies.

Fiscal policies of the state geared to developing employment policies have gained more importance in our present day global processes especially in developing countries. In line with the changing role of the state as a “small and/but efficient” unit in charge of “regulating and auditing”, weight has shifted from direct to indirect policies. In this context, incentive policies are becoming important as an instrument in countries’ fiscal policies and therefore incentive policies’ role has increased in regulating and governing employment policies.

As the building stone of economic and social development, “jobs” enjoy more and more attention globally as an important instrument in alleviating poverty, improving living standards and ensuring efficiency and social coherence. Since growth alone may not be sufficient in this process it is essential that labour force policies facilitate the creation of new jobs and increase development returns of jobs created. This, in turn, is possible by avoiding interventions in urban centres and global value chains that restrict employment growth.<sup>4</sup>

According to the ILO report “World Employment Social Outlook-Trends 2015 (WESO)” global economy is entering a new phase marked by slower growth, increasing inequalities and recurrent turbulences which suggest rising unemployment in the upcoming five years. 61 million jobs were lost since the outbreak of global crisis in 2008 and there is need to create jobs for additional 280 million people until 2019.<sup>5</sup> According to the World Development Report 2013, world population includes 1.6 billion wage-salary workers and 1.5 billion farmers and self-employed.<sup>6</sup>

Besides training of qualified labour force, the 21th century is envisaged as an age of countries where trained and qualified labour force is attracted and utilized properly and

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<sup>\*</sup> Presently, employment of 94-95 per cent of labour force in an economy is considered as full employment.

<sup>4</sup> World Bank (2012), Ibid. pp.2-3.

<sup>5</sup> International Labour Organization (ILO) (2015), *World Employment Social Outlook-Trends 2015*, Geneva, s.11

<sup>6</sup> World Bank (2012), Ibid. p. 4.

efficiently, capable of generating new knowledge on the basis of accumulated global knowledge, of transforming information into economic and social benefits, integrating this process with information and communication technologies and adopting a people-oriented approach to development.<sup>7</sup> In the context of this vision, it is of critical importance to develop employment policies that fit to the needs of national economies and capable of bringing in comprehensive positive effects. While developing these policies, giving due account to such multi-effect developments as global migration is critical in terms of the course of macroeconomic structures and possible social consequences

Since employment policies are directly related to the labour factor, they are affected by many internal and external factors relevant to any given national economy. "Migration" is one of these factors. Regardless of its causes, content and duration in general, population movements where people-communities change location are called migration. Accordingly, migration is residing in continuously changing languages, histories and identities.<sup>8</sup> According to Said this process is essentially a state of intermittent/discontinuous existence. It is a feeling of urgent need for those uprooted from their origins, land and past to reassemble their fragmented lives.<sup>9</sup> Consequently migration is a many-sided process which affects existing communities with its implications while also affecting future generations with the feeling mentioned above.

As a part of transnational revolution reshaping politics and societies throughout the world, migration affects all dimensions of social existence and develops its own complex dynamics.<sup>10</sup> Though a rather new phenomenon migration is regarded as an ever-fastening process forming a part of global integration<sup>11</sup> and our time is coined as "Age of Migration".<sup>12</sup> The most frequently uttered concept in this process has been "international migration." Gaining its specific relevance particularly in our present day globalization, international migration is a multi-dimensional economic, political, cultural and demographic process denoting a continuous movement from one nation state to another and summarizing multiple ties between many nation states and between these who have moved out and others who stay. Among the main reasons of this situation transcending national boundaries there are violent conflicts, civil war, tyranny and economic and ecological dissolution. For people to turn out as migrants in this process they must be "pushed out" of their countries due to at least some of these reasons and, at the same time, to be "pulled in" by other migrated regions that are attractive.<sup>13</sup>

Migration is also one of the most important international issues of our times. This is so since large numbers of people leaving their countries and heading for other through legal

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<sup>7</sup> Ministry of Development (2013), *Tenth Development Plan 2014-2018 (2023)*, Ankara, p.12.

<sup>8</sup> Chambers, Lain (2014), *Göç, Kültür, Kimlik*, (Çev: İsmail Türkmen ve Beşikçi), 2. Basım, Ayrıntı Yayınları, İstanbul, p.17.

<sup>9</sup> Said, Edward (2006), *Kış Ruhü – Edward W. Said'den Seçme Yazılar*, İkinci Basım, Metis Yayıncılık, İstanbul, p.32.

<sup>10</sup> Castles, Stephen ve Mark J. Miller (2008), *Göçler Çağı – Modern Dünyada Uluslararası Göç Hareketleri*, (Çev: Bülent Uğur Bal ve İbrahim Akbulut), İstanbul Bilgi Üniversitesi Yayınları, İstanbul, p. 11, 30.

<sup>11</sup> Giddens, Anthony (2012), *Sosyoloji*, (Yayıma Hazırlayan: Cemal Güzel), Kırmızı Yayınları, İstanbul, p.569.

<sup>12</sup> Castles and Miller, Ibid, p.7 and Said, Ibid, p.29.

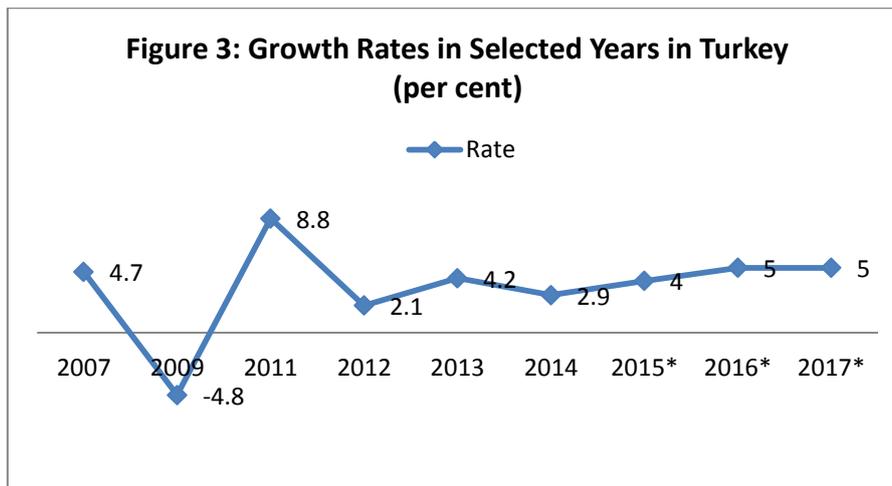
<sup>13</sup> Faist, Thomas (2003), *Uluslararası Göç ve Ulus aşırı Toplumsal Alanlar*, (Çev: Azat Zana Gündoğan ve Can Nacar), Bağlam Yayıncılık, İstanbul, p.30-47.

or illegal ways also bring along many problems.<sup>14</sup> Nevertheless interconnections that follow international migration expand easily as a result of rapidly changing information and communication technologies as a dynamic of globalization, and it becomes much easier for migrants to maintain their close relations with/and customs of where they have come from. This means repetitive migratory movements and enlarging size of migration as people frequently move to a back from places where they have their economic, social and cultural ties. This gives rise to some important outcomes in leading to the emergence of “denationalized nation states”.<sup>15</sup> According to the World Development Report 2013 the proportion of international migrants in world population is 3 per cent.<sup>16</sup>

#### 4. OUTLOOK OF LABOUR MARKET AND EMPLOYMENT STRUCTURE IN TURKEY AND IN ŞANLIURFA

Besides economic policies pursued and structural changes realized starting from the early 2000s, developments in national and global political conjuncture as well as global crisis have all been factors closely affecting Turkish economy. In the process, economic policies centred on such issues consolidating macroeconomic stability, supporting private sector led growth and combating current deficit and inflation.

Turkish economy was affected by global crisis and economy which slowed down in 2007 faced a recession, under the impact of global crisis, which continued until the last quarter of 2009. Though there was recovery in 2011, a new period of recession emerged starting from 2012 upon fluctuations in global and national political and economic circumstance, the former being relatively more dominant. Figures revised so as to reflect diminishing of recession in the period 2015-2017 fell insufficient in giving the impression that recession is actually diminished (See Figure 3 for rates of growth).



**Source:** TURKSTAT

\*Projection

<sup>14</sup> Akan, Yusuf ve İbrahim Arslan (2008), *Göç Ekonomisi-Türkiye Üzerine Bir Uygulama*, Ekin Yayın Dağıtım, Bursa, p.14.

<sup>15</sup> Castles and Miller, Ibid, p.40.

<sup>16</sup> World Bank (2012), Ibid, p.4.

Labour markets were closely affected by these fluctuations in economy. In the period 2007-2012 the average annual rate of growth in employment was 3.3 per cent. Labour market policies implemented had their influence on this pattern. The rate of unemployment which was 10.2per cent in 2006 and increasing along with the crisis dropped to 9.2per cent in 2012 as a result of government’s socially adjusted employment policies in spite of increase in labour force participation. The rate of informal employment considerably fell especially in non-agricultural sectors, average weekly working hours shortened and the rate of increase in minimum wage remained above the rate of inflation.<sup>17</sup> Despite these improvements in employment policies, the rate of unemployment which was 9.7per cent in 2013 increased to 9.9per cent in 2014 according to data provided by the Turkish Statistical Institute (TURKSTAT) under the impact of change in global economic conjuncture.

An important medium term challenge for Turkey is to increase the employment of youth and women. As shown in Table 5, despite remarkable recent achievements in creating employment almost a half of working age population in Turkey is out of labour force. One reason for this situation is only 30 per cent participation by women, which is even below the half of the OECD average (65per cent) and high rates of informal employment on the part of women and youth.

**Table 5: Key Labour Market Indicators in Turkey for Selected Years**

	2006	2012	2013*	2018**
Labour Force Participation Rate (%)	46.3	50.0	51.1	53.8
Women’s Labour Force Participation Rate (%)	23.6	29.5	30.9	34.9
Employment (million)	20.4	24.8	25.9	29.9
Rate of Unemployment (%)	10.2	9.2	9.7***	7.2
Youth Unemployment Rate (%)	19.1	17.5	16.5	13.0
Informal Employment (%)	47.0	39.0	37.5	30.0
Rate of Job Placement of Unemployed Persons Registered with İŞKUR (%)	12.3	23.5	35.0	50.0

\* Projection

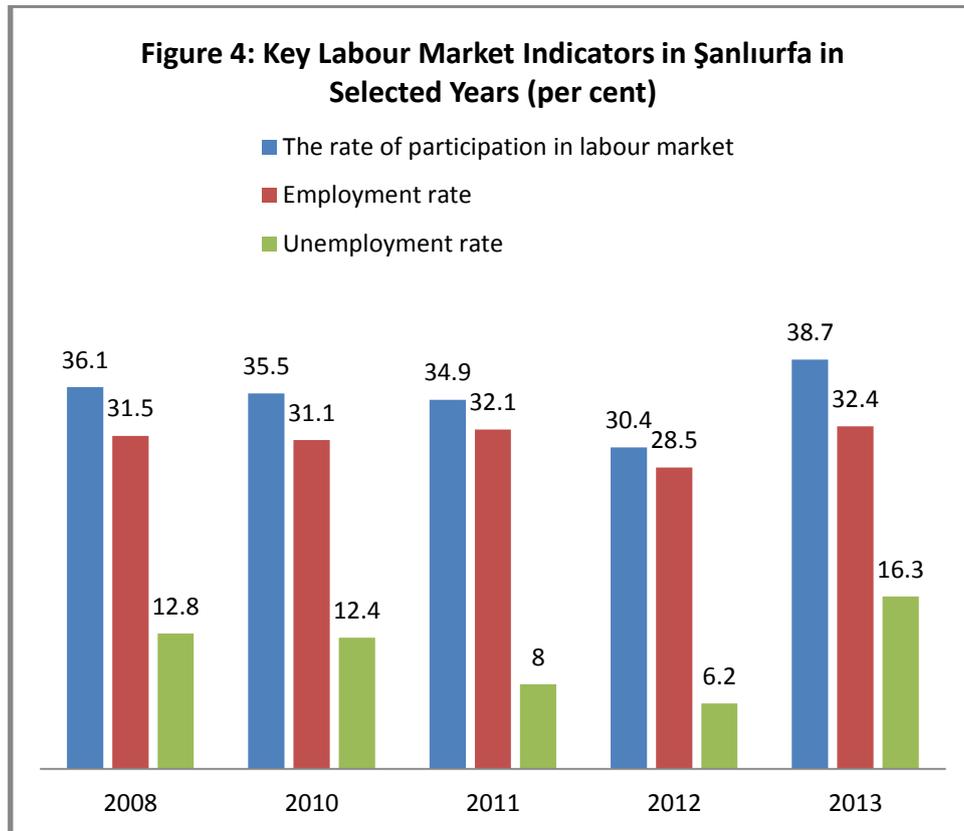
\*\* Plan Target

\*\*\* TURKSTAT Realization Figure

**Source:** TURKSTAT (2006, 2012).

Şanlıurfa is located in South-eastern Anatolia where, according to 2014 TÜİK data, the rate of unemployment is the highest. Though fluctuating over years, the province displays a negative picture in terms of unemployment in spite of governments’ socially responsible employment policies due to such reasons as rapid population growth, socio-cultural characteristics of the region and labour markets structurally differing from those in other regions. According to TURKSTAT data the rate of employment in Şanlıurfa is 27.5per cent as of June 2014.

<sup>17</sup> Ministry of Development (2013), Ibid, p.20.



Addressing present problems related to employment in Şanlıurfa requires taking into account such facts as high rate of seasonal workers and high number of Syrian refugees ready to work. Indeed, since population out of labour force consists of unemployed people as well as non-institutional population at working ages out of employment, those who do not seek jobs but ready to work if offered as well as seasonal workers are included in this group. The inclusion of Şanlıurfa in 6 regions most strongly supported in investments in sector, financial and fiscal terms according to the new system of incentives introduced in 2012 makes employment in this region relatively a more important issue than others. TÜİK figures show that women's participation to labour force is particularly low in Şanlıurfa relative to other regions and this fact calls for specific interventions to increase this participation (For labour market figures in Şanlıurfa see Figure 4).

## 5. DATA AND ANALYSIS

The overall evaluation and conclusion of the research will be made from a triple perspective as employers, workers and group representatives/managers with whom in-depth interviews were conducted.

## 5.1. EMPLOYER PERSPECTIVE IN LABOUR MARKETS IN ŞANLIURFA

Employers in Şanlıurfa labour markets will be assessed with reference to two aspects. The first is the analysis of the present state of employers and suggestions made in this context and the second is employers' outlook to the employment of Syrians and suggestions made in this context.

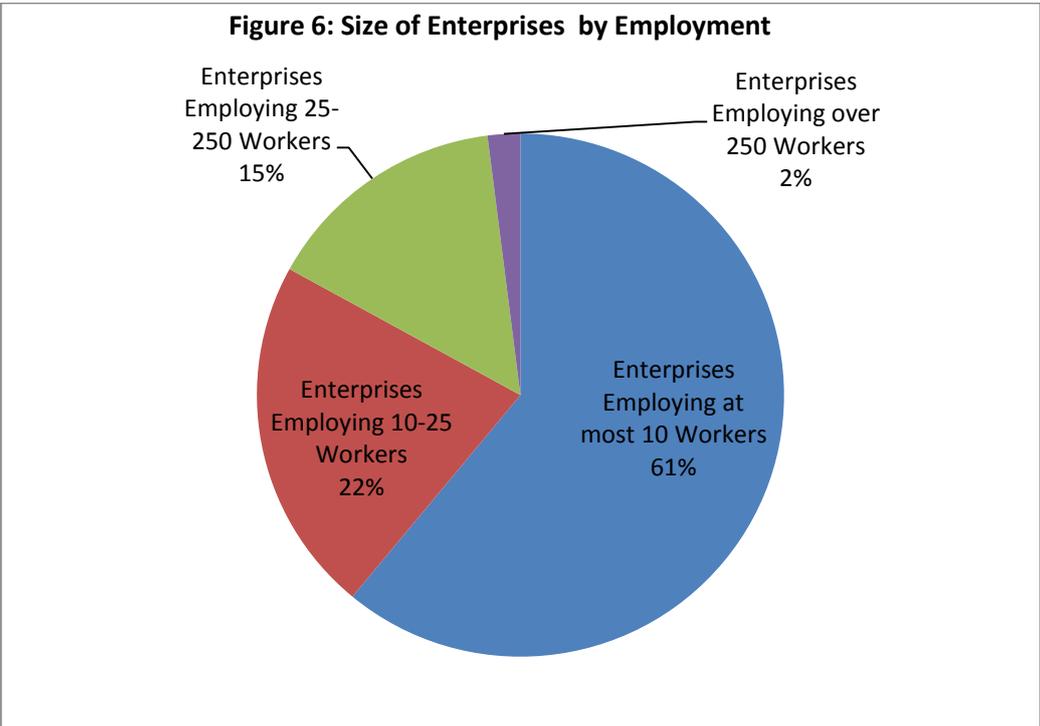
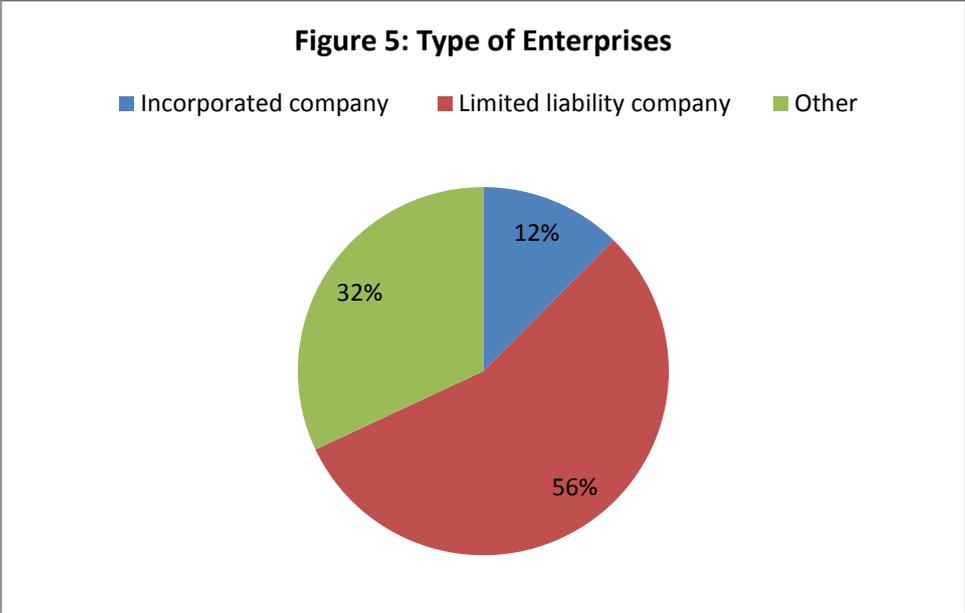
### 5.1.1. Present State and Suggestion Based Conclusions

This research which aims to ascertain the employers' outlook to Syrians' employment in Şanlıurfa has been conducted by implementing face-to-face interviews covered 579 enterprises. These enterprises consist of those having their incentive certificates and registered with the local Chamber of Industry and Commerce. 12.4per cent of these enterprises are in the status of incorporated company and 55.6per cent are limited liability companies (see Figure 5). Indeed, about 61per cent of enterprises interviewed were employing at most 10 workers (See Figure 6). Only 2per cent of enterprises covered employed more than 250 workers. And these few enterprises are actually branches of enterprises whose headquarters are located at big urban centres. It is therefore quite natural that Şanlıurfa is one of the provinces placed in the sixth and the last group of six groups ranked in terms of their level of socioeconomic development according to the criteria used by the Ministry of Development: "economic weight of the province within the country as a whole; level of social development; level of individual wealth and welfare; balance between the level of economic and social development in the province and individual welfare and continuity in terms of reliable data supply."<sup>18</sup> At this point, the importance of continuing state incentives in the region becomes apparent.

Figures 7 and 8 give information about the duration and places of activities by enterprises included in the sample.

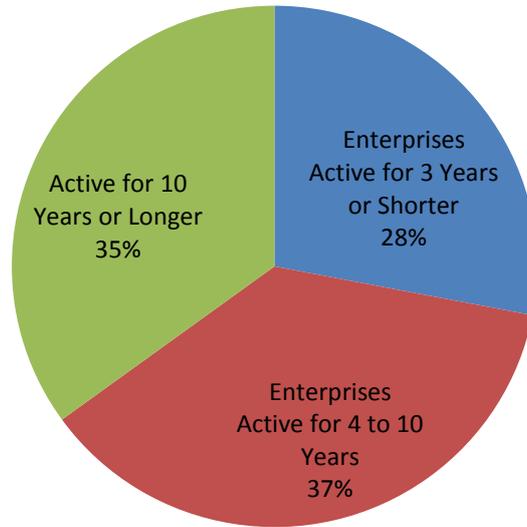
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<sup>18</sup> Kalkınma Bakanlığı (2013), *İllerin ve Bölgelerin Sosyo-Ekonomik Gelişmişlik Sıralaması Araştırması (SEGE 2011)*, Kalkınma Bakanlığı Bölgesel Gelişme ve Yapısal Uyum Genel Müdürlüğü, Ankara, p.44.

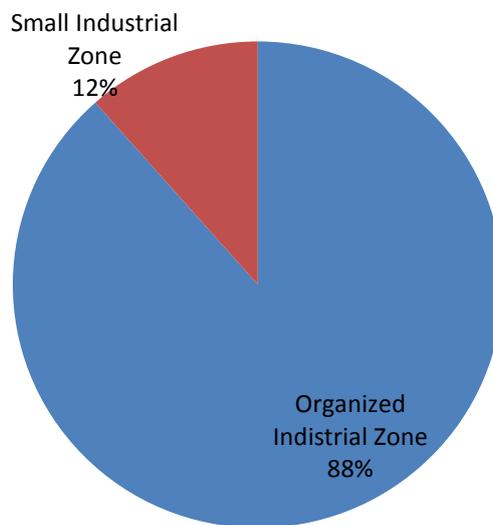


As shown in Figure 7, 72 per cent of enterprises in the sample are active for four years and longer which is important in indicating their institutional identity. According to Figure 8, 88 per cent of enterprises are active in the Organized Industrial Zone.

**Figure 7: Duration of Activities of Enterprises**

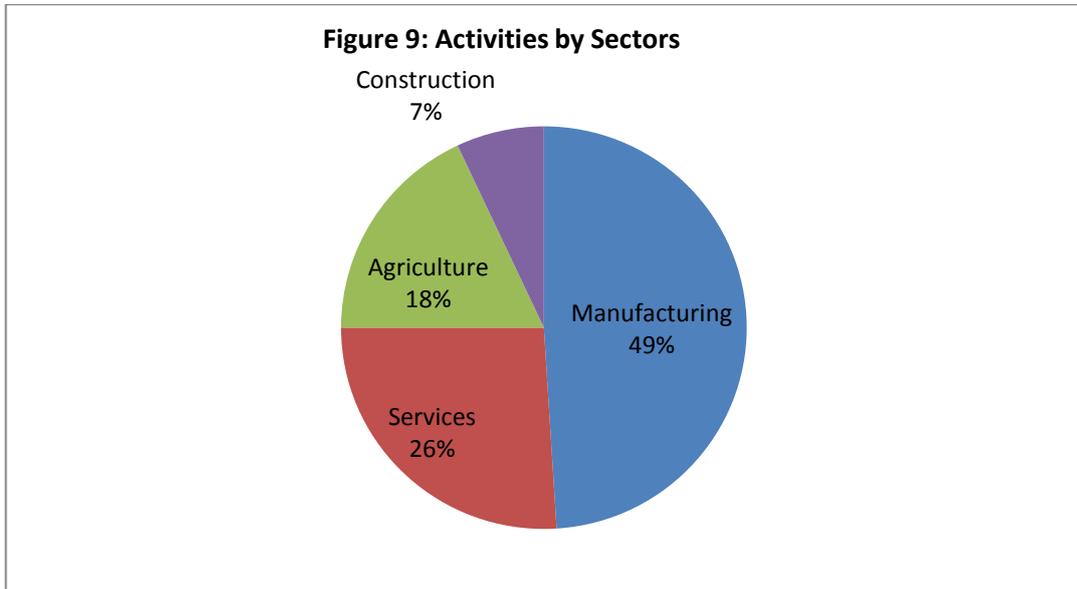


**Figure 8: Location of Enterprises**



Of enterprises interviewed, 49 per cent are active in manufacturing industry, 26 per cent in services, 18 per cent in agriculture and 7 per cent in construction (See, Figure 9). This finding overlaps with the information provided by the Şanlıurfa Labour Market Survey Report dated 30 June 2015 according to which activities in the province concentrate mainly in the “Wholesale and Retail Trade Sector”. It is important in terms of growth volume at global level that 19 per cent of these enterprises are engaged in exporting. It is remarkable

that the previous report by the İŞKUR had given the share of exporting enterprises as 0.8 per cent only.<sup>19</sup>

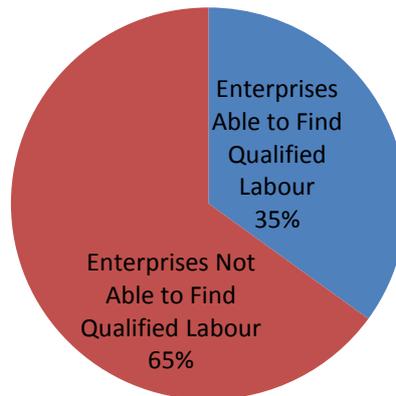


According to the research, the percentage of foreign partner enterprises in total is 1.7 per cent. This figure does not include any Syrian citizen in the status of partner or owner. It may therefore be concluded that in addition to high number of Syrian workers (mostly employed informally) there is some potential to encourage entrepreneurship among Syrians as business partners or owners despite their presently low level of average income.

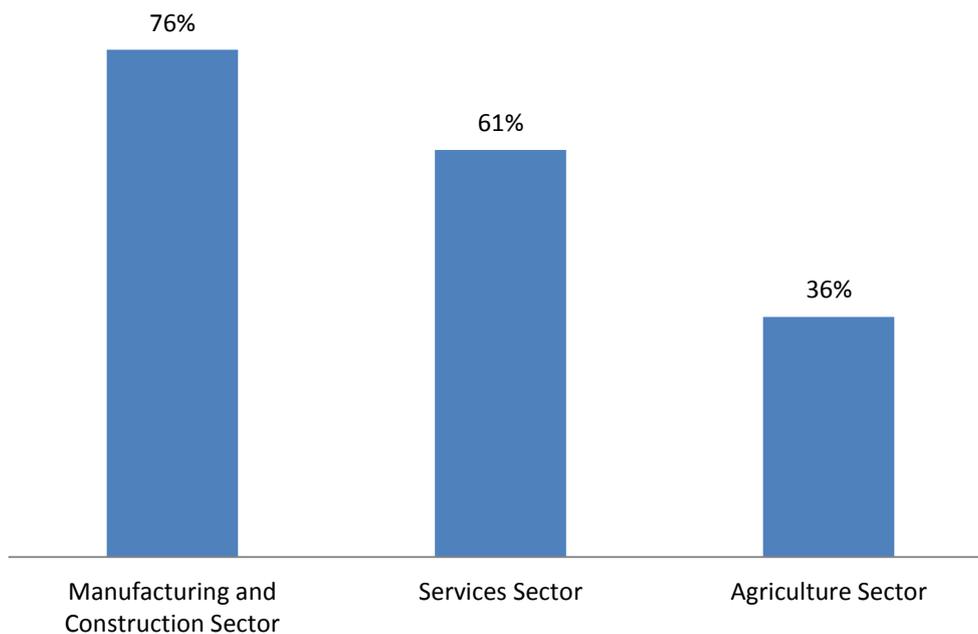
As shown in Figure 10, 65 per cent of enterprises in Şanlıurfa state they cannot find qualified labour and Figure 11 indicates that this shortage of qualified labour force is more pronounced in manufacturing and construction sectors, followed by services. This is closely associated with the overall level of education and training in the region. As an important factor in improving social welfare, education has displayed a positive trend in Şanlıurfa over years. Education projects launched by the state in the region of South-eastern Anatolia have its important role in this positive trend. However, some indicators related to education remained, in this province, below country averages mainly because of its higher share of young people in total population. As a result, for example, Şanlıurfa is among the bottom three provinces in terms of rate of literacy according to TURKSTAT data for 2014. Furthermore, in 2012, the rate of illiteracy among females (16.4 per cent) is well above that of males (3.3 per cent) which indicates region's negative attitude towards the education of girls.

<sup>19</sup> İŞKUR (2014), *Şanlıurfa İşgücü Piyasası Araştırma Raporu 2014*, Türkiye İş Kurumu Genel Müdürlüğü, Şanlıurfa Çalışma ve İş Kurumu İl Müdürlüğü, Şanlıurfa, p.12.

**Figure 10: Problem with Finding Qualified Labour Force**



**Figure 11: Proportion of Having Problem with Finding Qualified Labour by Sectors**

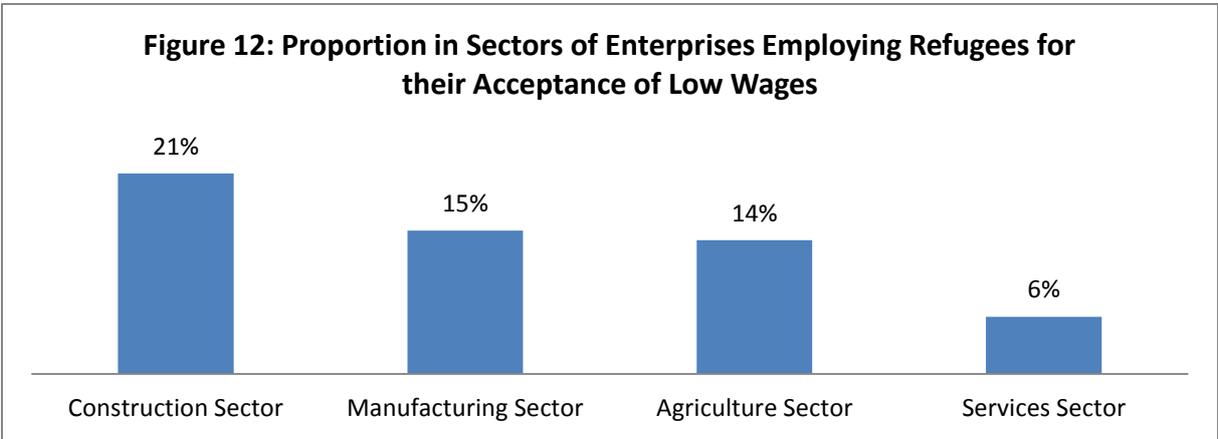


50 per cent of enterprises interviewed state they prefer to hire fewer labourers since costs constitute the most important factor in shaping their decisions. This constraint on employment will be removed in case the state takes policy measures to reduce the cost of labour in a way to cover not only south-eastern and eastern but all regions of the country.

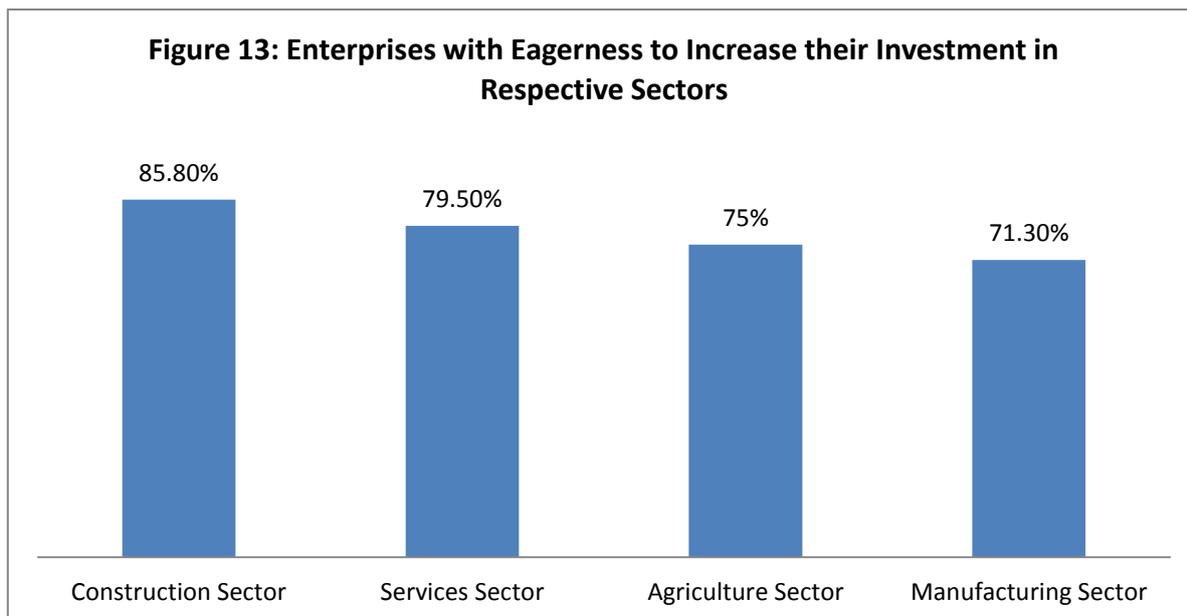
In fact, 60 per cent of enterprises covered in the research state that they cannot apply work safety measures as required due to high costs and lack of equipment, which gives a hint about problems related to work safety which has recently become more acute. It is for

this reason that the 10<sup>th</sup> Five Year Development Plan covering the period 2014-2018 adopted the main line of improving work safety and health under the heading “Employment and Working Life.”

13 per cent of enterprises interviewed explain their reason for employing Syrians as low pay and low labour cost. In the sector based distribution of these enterprises, as shown in Figure 12, we see construction, manufacturing, agriculture and services. Though the influx of Syrians is a phenomenon starting in 2011, Turkey has long been attractive for foreigners mainly for Turkey’s strategic location. Another finding of the research is that Syrians are mostly preferred by small and medium size enterprises. The sector ranking given above confirms this. Their lack of experience in institutionalization of small and medium enterprises is the main reason for these enterprises’ preference for Syrians.



Only 10 per cent of enterprises think that minimum wage is high in Turkey and the research found that 75 per cent of enterprises are quite eager to increase their investments and this is an important indicator for the growth potential of private sector since the same eagerness exists in the country as a whole. State incentive policies have their considerable share in this state of affairs. Incentives constitute one of the policies pursued to enhance the competitive power of regions. With the 4<sup>th</sup> pack of incentives introduced upon the decision 2012/3305 it is targeted to minimize regional disparities in development and to attract investments to the region from other regions of the country and from abroad. In fact, investments in Şanlıurfa, included in the region TRC2, started to increase following the introduction of these incentives. So inclusion of Şanlıurfa in the 6<sup>th</sup> region which is accorded most favourable conditions for investment in sector wise, financial and fiscal terms it became more important to foster development, growth and employment. As can be seen in Figure 13, construction, services, agriculture and manufacturing sectors are ready for further investment. The reason for the construction sector to be at the top of the ranking is that the region is poor in terms of production-driven potential for development.



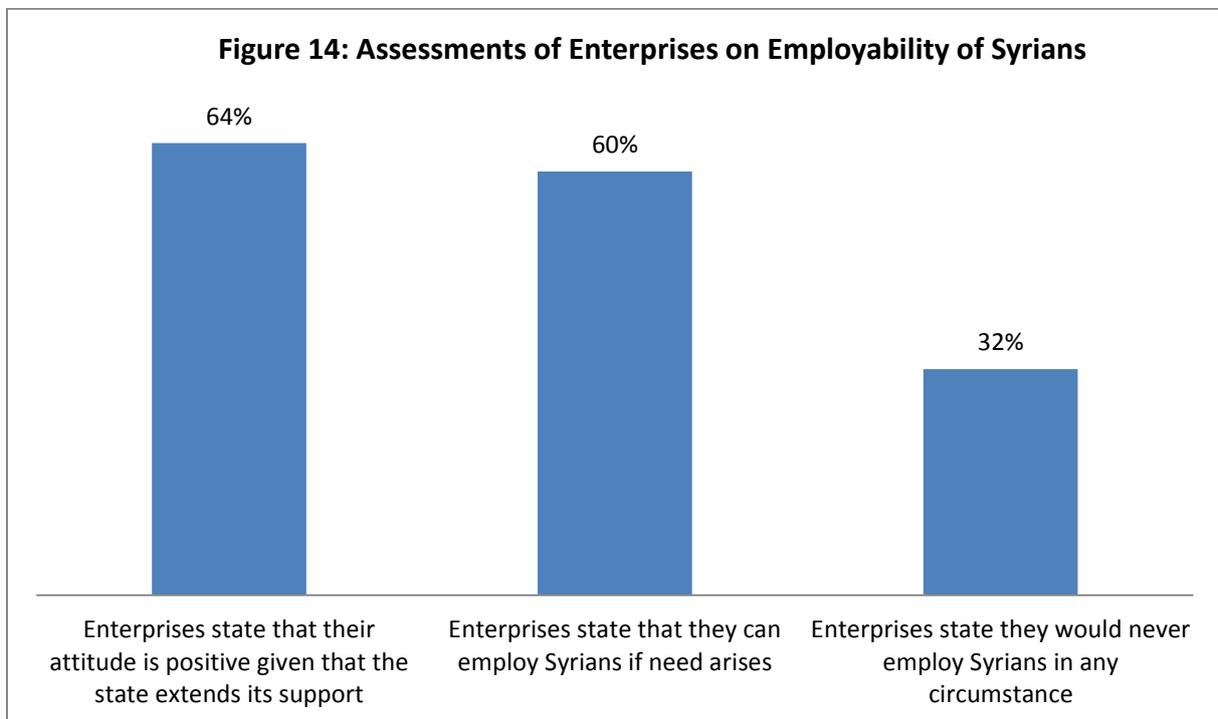
By the logic of its rank (Provinces of 6<sup>th</sup> Level Development; provinces enjoying highest state support in development initiatives) Şanlıurfa is accorded many incentives in investment; but still 85 per cent of enterprises covered believe that state incentives should go further. This is important in demonstrating that the private sector in Şanlıurfa needs the support of the public sector. In general, it is one of the characteristic features of developing countries facing the vicious circle of insufficient capital accumulation/low rates growth. This is a problem that can be surmounted only by attaining a specific level of growth and increasing the volume of production. In Şanlıurfa, the sector most desirous for increased state incentives is agriculture which, according to TÜİK data, has a share of 32 per cent in total employment in 2013. This is the outcome of some characteristic features of the sector (i.e. high costs/low returns/periodic-seasonal fluctuations in output/unqualified labour/high rate of informality). Agriculture is followed by construction, manufacturing and services.

It is important to note that 74 per cent of enterprises complain about excessive formalities in taxation and 82 per cent raise the same complaint in relation to investment procedures. It is a feature observed in developing countries. Hence, introducing necessary arrangements in this respect is important in facilitating the adaptation of enterprises to market economy and inducing the desire for investment. Furthermore, this has the feature of increasing the production in medium and long term.

Labour markets are highly fragile in the face of outcomes of economic crises relative to other markets. Nevertheless, in spite of contraction in production, middle-income countries are less affected by crises in terms of employment, unemployment and particularly labour force participation. In this context, Turkish labour market too was less affected by the 2008 global crisis relative to other countries. However, research reveals that 71 per cent of enterprises say they can hardly survive due to economic fragilities while 40 per cent say they think about closing down. Given the private sector portfolio in the province, 40 per cent is quite a high figure. At this point, it could be a solution if the state takes measures to keep these enterprises afloat by conducting *market researches*.

### 5.1.2. Employers' Outlook to the Employment of Syrians: Observations and Suggestions

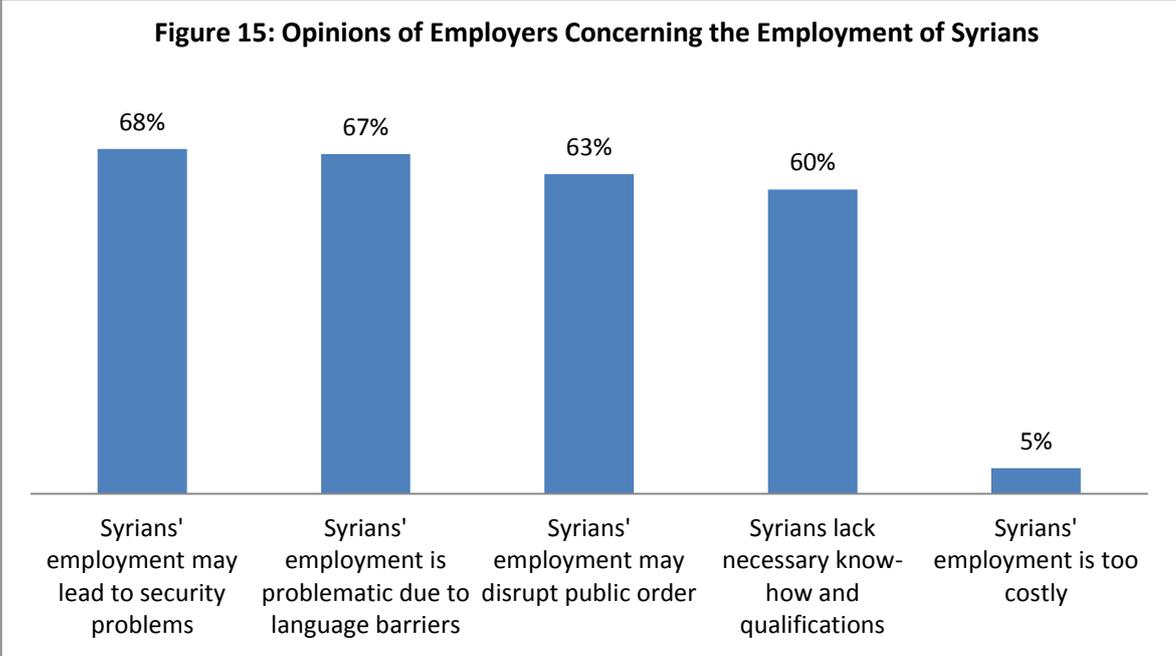
As high as 60 per cent of enterprises state they can employ Syrians if need arises. This is an important finding highlighting that employers' attitude to the employment of Syrians is not negative overall. 64 per cent of enterprises say their attitude is positive given that the state extends its support in this context. It is interesting that about half of these are enterprises which would otherwise have a negative attitude to the employment of Syrians. Hence, it appears important that the state should develop policies regarding the employment of Syrians. 32 per cent of enterprise have rigidly negative attitude, saying they would never employ Syrians in any circumstance. This finding is also important in showing that *negative attitude* to the employment of Syrians is not so common (See Figure 14 for the opinion of enterprises regarding the employability of Syrians).



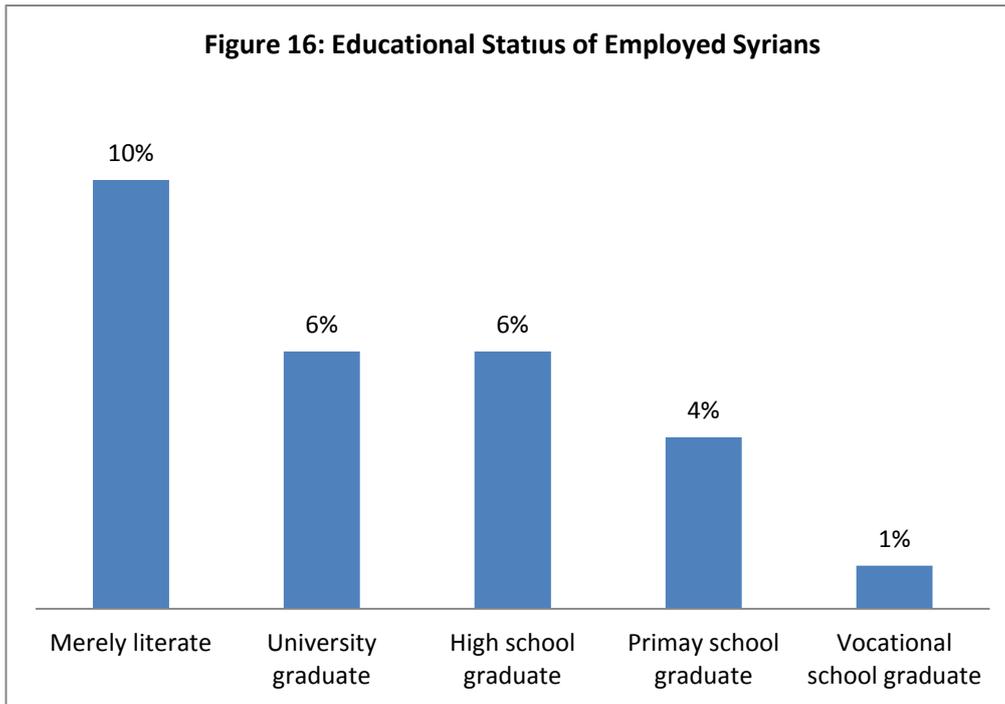
Given that 60 per cent of enterprises find Syrians as lacking sufficient know-how and qualifications, it is stressed that the state may launch vocational training, general education, adaptation and orientation programmes for Syrians.

As shown in Figure 15, reservations put to the employment of Syrians include the following: Such employment may lead to security problems (68per cent); it is problematic due to language barriers (67per cent); it may disrupt public order (63per cent); Syrians lack necessary know-how and qualifications (60per cent) and it is too costly (5per cent). These responses suggest that development of adaptation programmes and in-service trainings by the state may remove some of these reservations. Relevant solutions in this regard may be developed through the Migration Management Department of the Ministry of Interior and related General Directorates (General Directorates of Labour, Turkish Employment Agency and Lifelong Learning) under the Ministry of Labour and Social Security and Ministry of

National Education. In relation to women, adaptation and in-service training programmes by the Prime Ministry General Directorate of Women’s Status and Problems, Family Studies Institution and General Directorate of Family and Community Services under the Ministry of Family and Social Policies may be taken as basis. Provincial and district governorates may implement these programmes under central direction while private provincial administrations undertake the same function in other settlements not in greater municipality status. In terms of spreading central initiatives to the bottom, it is important to include local governments and civil society organizations.



Over 90 per cent of enterprise have consensus that Turkish citizens should have priority over Syrian refugees in employment. While 73 per cent of enterprises think Syrians do have their request and intention for employment 23 per cent are convinced that Syrians have no such desire. The fact that a large majority of employers hold the first opinion can be considered as a significant hint for their *employability*. Nevertheless, about three-fourths of enterprises find the employment of Syrians risky since they may return to their countries someday. 20 per cent of enterprises interviewed say there are not enough applications for job although they expect and want to employ Syrians. This point may be associated with the fact that these are mostly enterprises employing qualified workers and Syrians are, in general, lack necessary qualifications. Indeed, as shown in Figure 16, of Syrians actively employed 10 per cent are merely literate, 4 per cent primary school graduate, 6 per cent high school graduate, 1 per cent vocational school graduate, 6 per cent university graduate and 1 person has postgraduate degree (no information could be obtained about the educational status of 70 per cent). This suggests that it is better to offer employment opportunities to Syrians in specific sectors where the need for qualified labour is not so pressing.



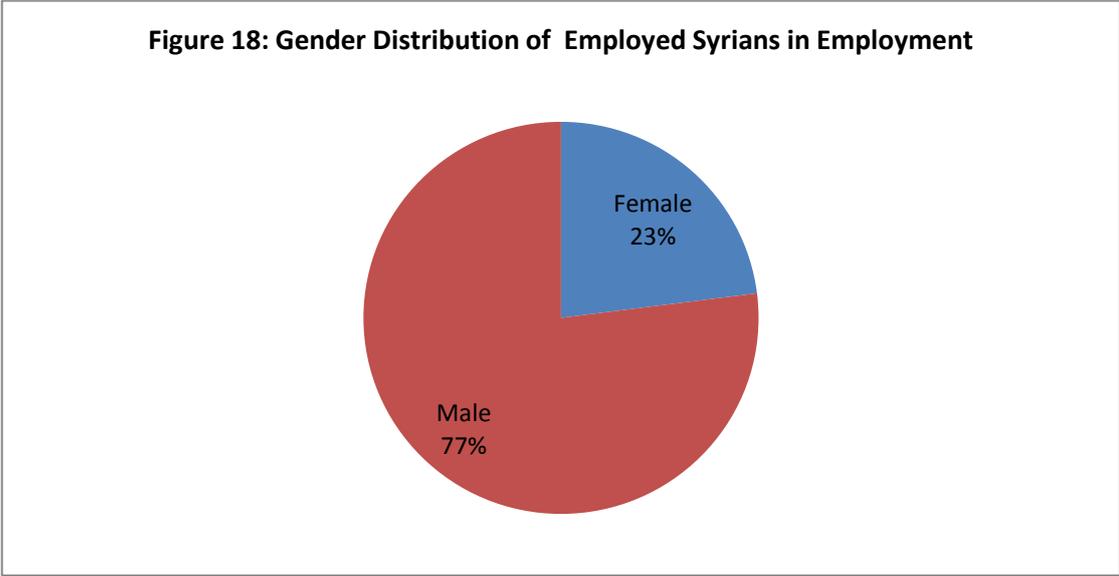
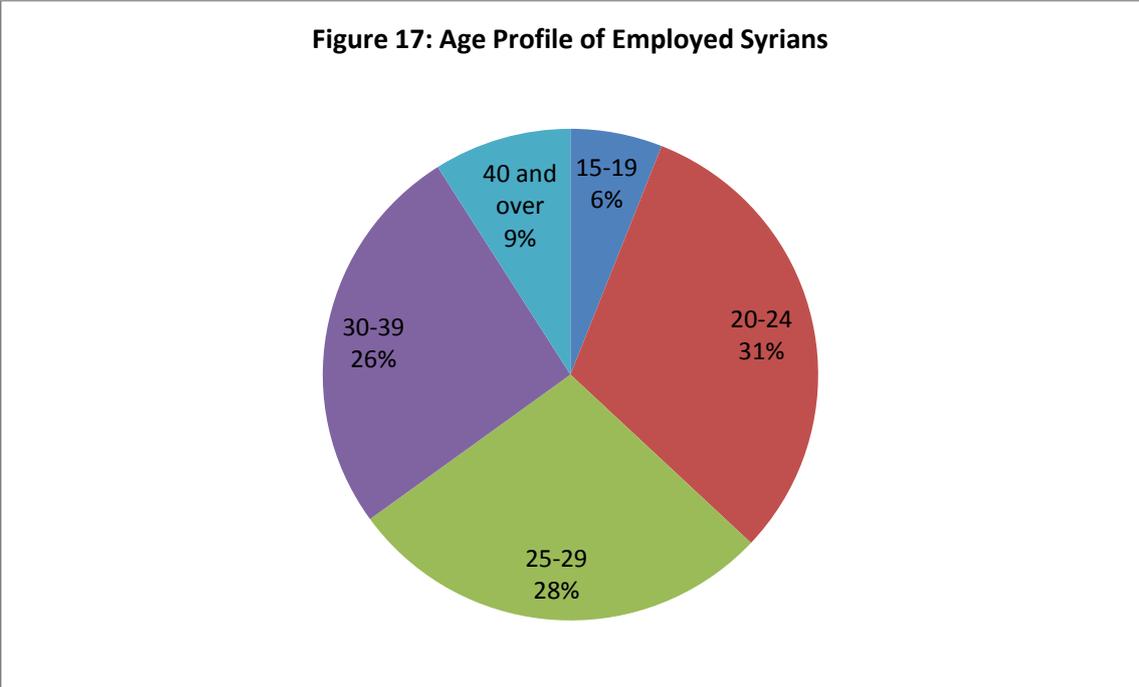
Further, the scale of any given enterprise is also important in deciding to expand employment. As a matter of fact, 45 per cent of enterprises state they cannot employ Syrians due to their given scale. Since enterprises in this position are close to half, it may be further elaborated on. More effective outcomes can be reached in case the state takes due account of the level of development of respective provinces and/or productive capacity when developing policies related to the employment of Syrians.

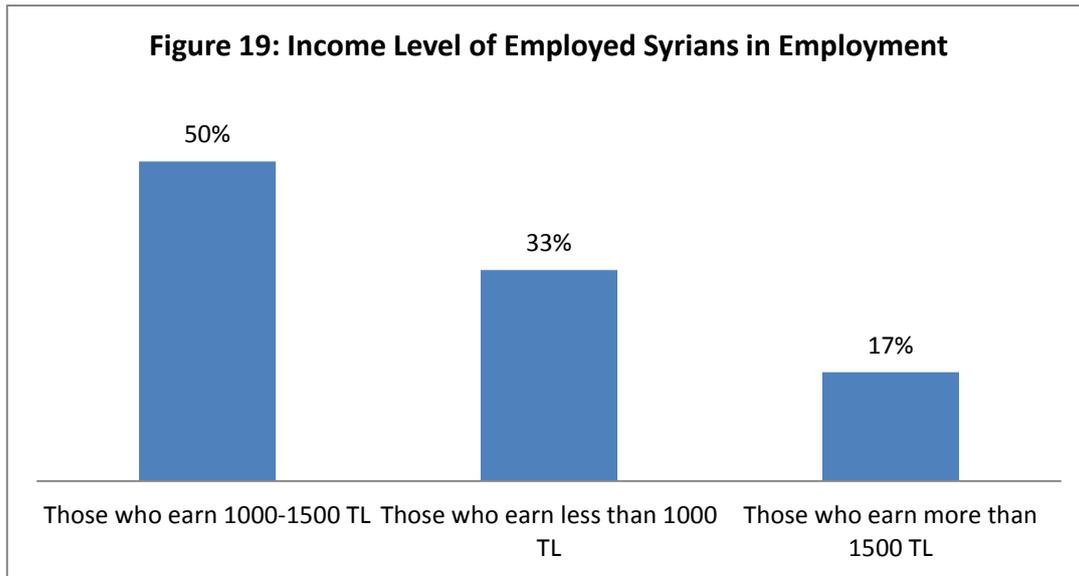
As high as 90 per cent of enterprises think that Syrians must eventually return back to their country. This opinion may be attributed to some social problems emerging in places where there are Syrian refugees. In spite of this general opinion, it must be added that there is no negative attitude to the employment of Syrians as long as they stay in the country.

Another important finding of the research is that about 40 per cent of enterprises think Syrians must be given official work permits, the state must mobilize necessary incentives in this regard and Syrian refugees must benefit from İŞKUR support. It is important in the sense that besides not having any negative attitude to the employment of Syrians indicates the necessity of providing Syrians right to benefit from some state policies.

The research yielded some important findings related also to presently employed Syrians. According to these findings, there is increase in the employment of Syrians within the last two years (2014 and 2015). Of employed Syrians, 54 per cent are in the age interval 25-39 and 37 per cent are aged 15 to 24 years. (For age profile of Syrian workers, see Figure 17). About 27 per cent of enterprises covered already employ Syrians and it is important that this happens even without any official arrangement relating to their employment. This figure corresponds to 3.2 per cent of total employment by enterprises covered by the research. As shown in Figure 18, about 23 per cent of Syrians presently employed are females. This low figure can be attributed to the cultural background of Syrians which resembles that in Şanlıurfa as a result of religious and geographical factors.

Information in Figure 19 relating to income level of Syrian workers is important that it reveals 83 per cent of these people try to subsist by earning less than 1,500 TL a month.





Sector based information for Syrian workers as given in Figure 20 point to some striking facts. According to this information half of Syrians actively engaged in labour market work in manufacturing sector. Given that Şanlıurfa is primarily area where agricultural activities come to the fore, the fact that only 10 per cent of working Syrians are employed in agriculture needs to be assessed with respect to their occupational profile, qualifications and desire to work.

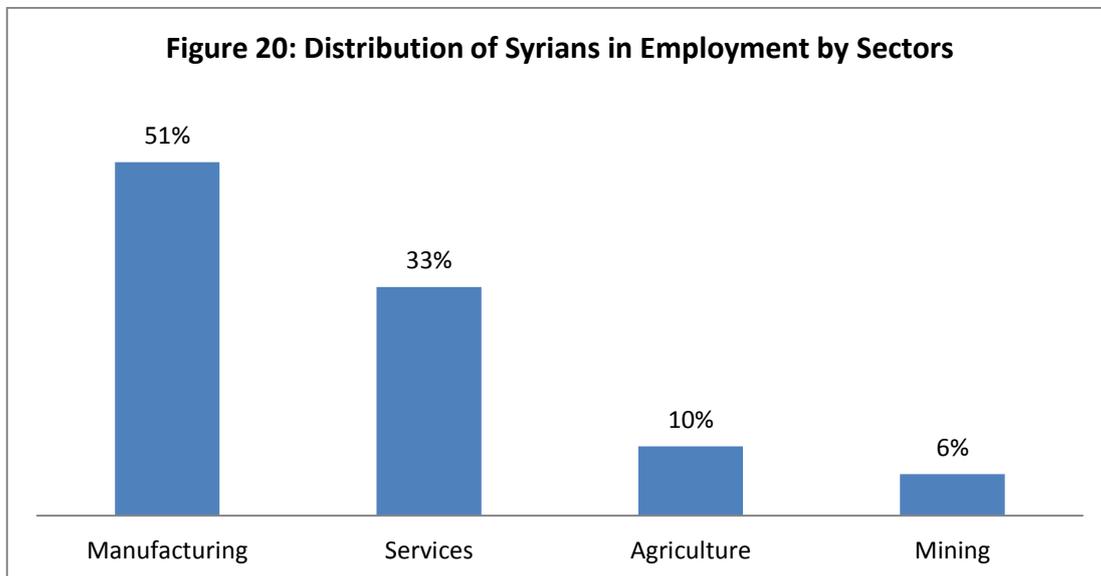
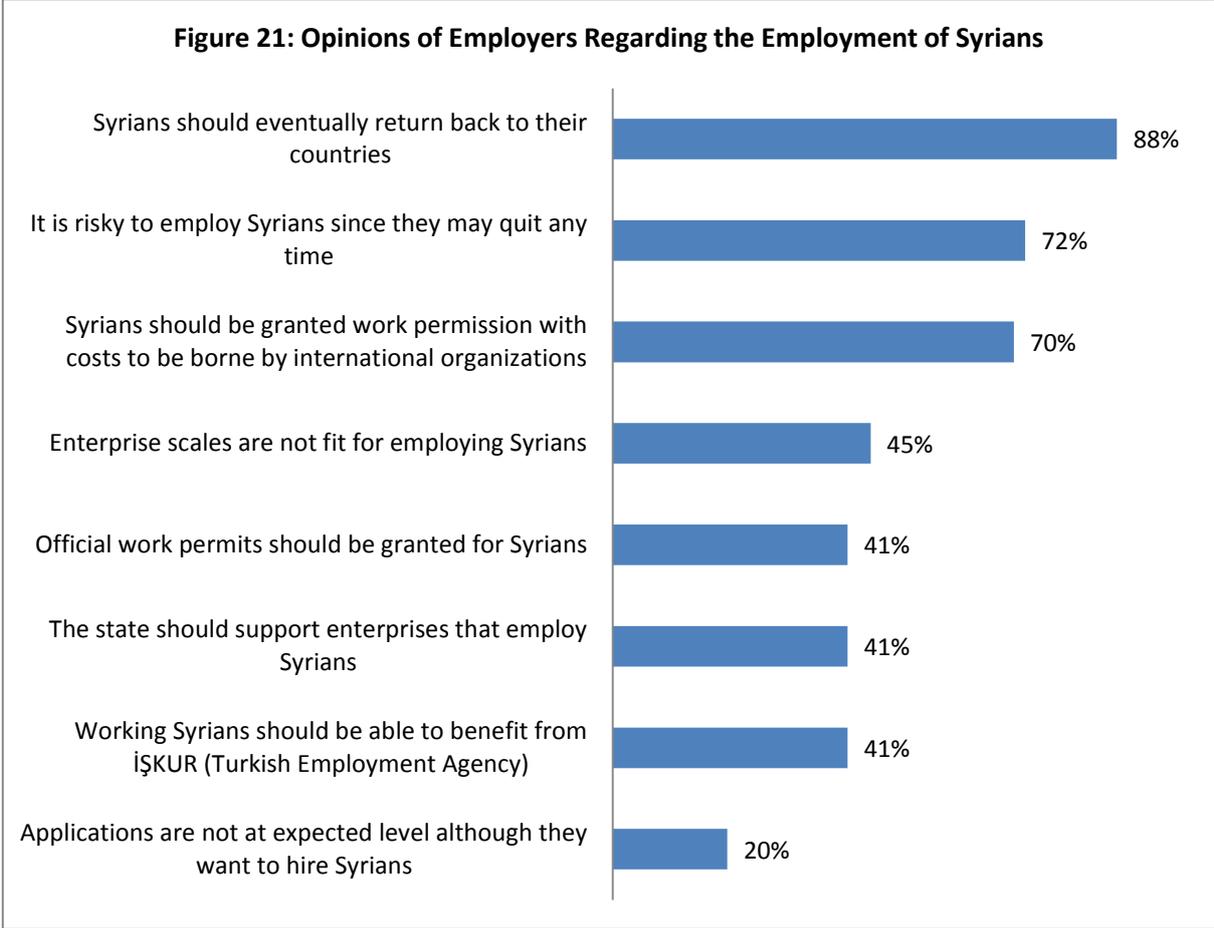
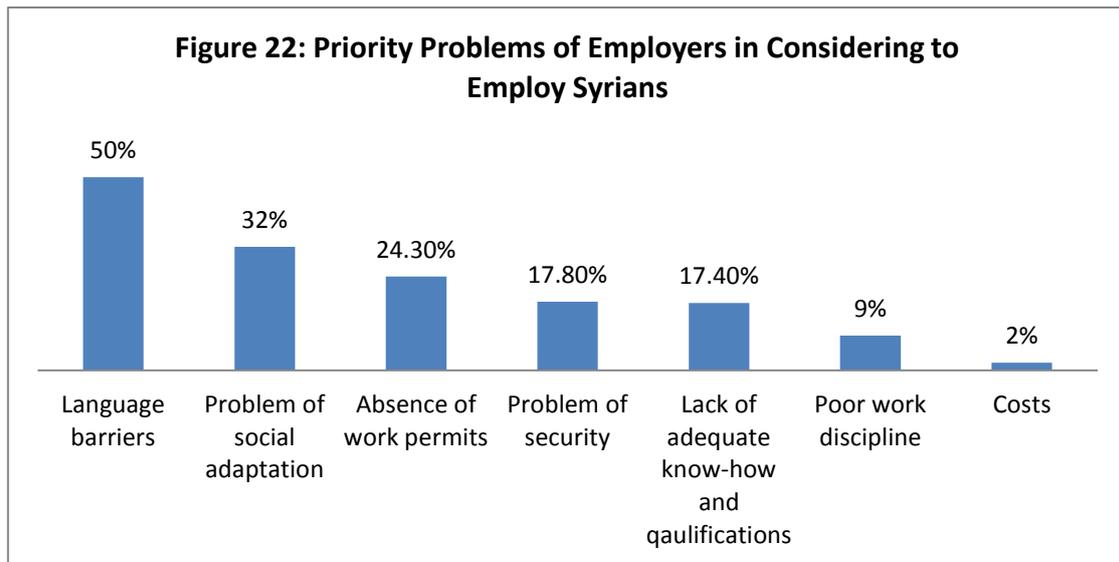


Figure 21 shows the opinions of employers regarding the employment of Syrians. Close to 90 per cent of employers think Syrians should eventually return back to their countries. About 70 per cent think that it is risky to employ since they may quit any time and they should be granted work permission with costs to be borne by international organizations. 40 to 45 per cent stated the following: Present enterprise scales are not fit for employing Syrians; official work permits should be granted to Syrians; the state should

support enterprises that employ Syrians; and working Syrians should be able to benefit from İŞKUR (Turkish Employment Agency) support. Four fifths of employers state that applications are not at expected level although they want to hire Syrians.



Despite the overall positive outlook of employers to the employment of Syrians there are four major problems: Language barriers, problem of social adaptation, absence of work permits and problem of security. These major problems stated are followed by others including lack of adequate know-how and qualifications, poor work discipline and costs involved. These statements were made by about half of enterprises covered by the research. They bear importance in that any state policy regarding the employment of Syrians must take due account of these comments and reservations (See Figure 22).



## 5.2. PERSPECTIVE OF WORKERS IN ŞANLIURFA LABOUR MARKETS

People joining labour markets and working in Şanlıurfa will be assessed in two respects. The first is the analysis of their present state and suggestions developed in this context, and the second is their overall attitude to the employment of Syrians and suggestions developed in this context.

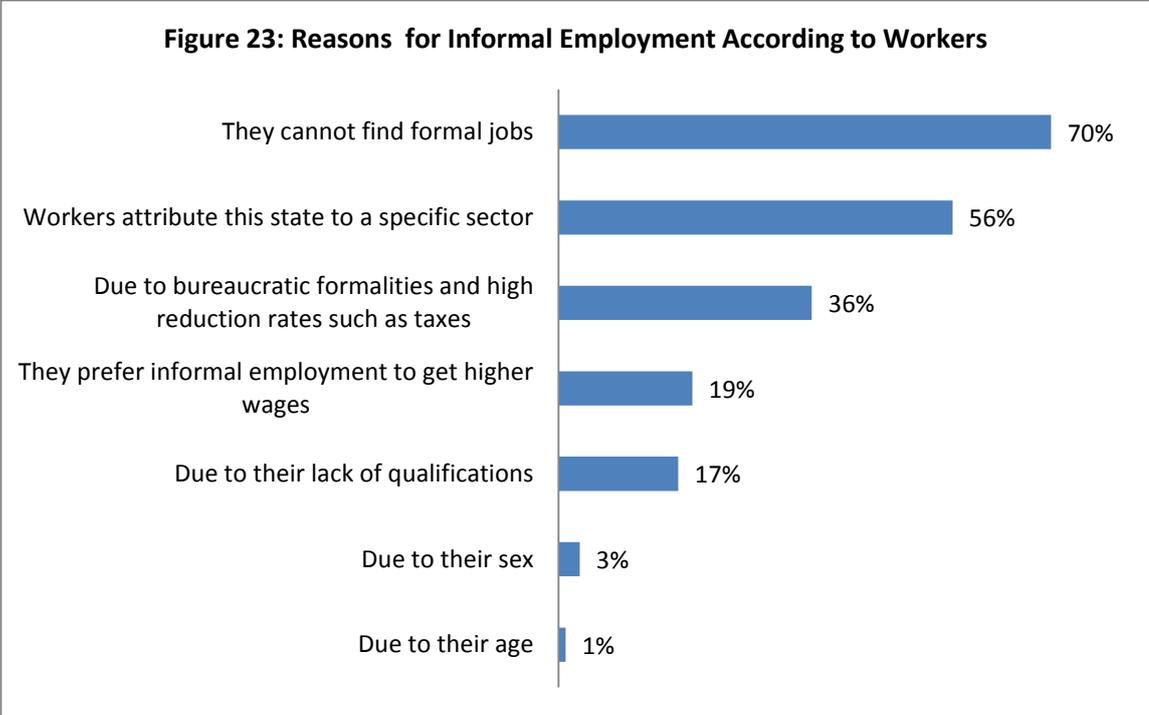
### 5.2.1. Existing Situation and Suggestion Oriented Inferences

In line with the sample size there were interviews with 1,592 persons/workers. This figure corresponds to 10 per cent of 15,733 persons employed by 579 enterprises interviewed. The research found that about 60 per cent of workers employed by sample enterprises are in the age interval 20-29, 6 per cent in 15-19, and the rest are at age 30 and over. It is important that the majority of these workers are younger than 30. But this is not specific to Şanlıurfa; it is the characteristic feature of employment in general in Turkey, a country having a young population. It is also consistent with the cultural environment in Şanlıurfa that women workers constitute 23 per cent of all workers, which is lower than in other regions of the country. 65 per cent of workers are graduates of primary school and regular high school and 23 per cent of workers are graduates of university, which has its implications in terms the availability of qualified work force. The remaining are graduates of vocational and technical schools and some others.

The fact that half of working people have their monthly income in the range 1,000-1,500 TL is important in indicating the low level of income in the country. Further, about 33 per cent working people remain even below this range, indicating that they are at mere subsistence level.

One of the most important findings of the research is that about 10 per cent of working people state that they are employed informally. Figure 23 is meaningful in that it shows why some working people prefer this form of employment. As high as 70 per cent of informal workers say they do so since they cannot find formal jobs. The high cost of hiring

labour formally has its important share in this outcome. High cost of labour plus bureaucratic formalities as well as high rate of reductions such as taxes (determined as 36 per cent in the research) can be considered as the main reason of informal employment in Turkey. Indeed, the easiest and most effective way of bringing down labour costs is to resort to informal employment and research findings confirm this.



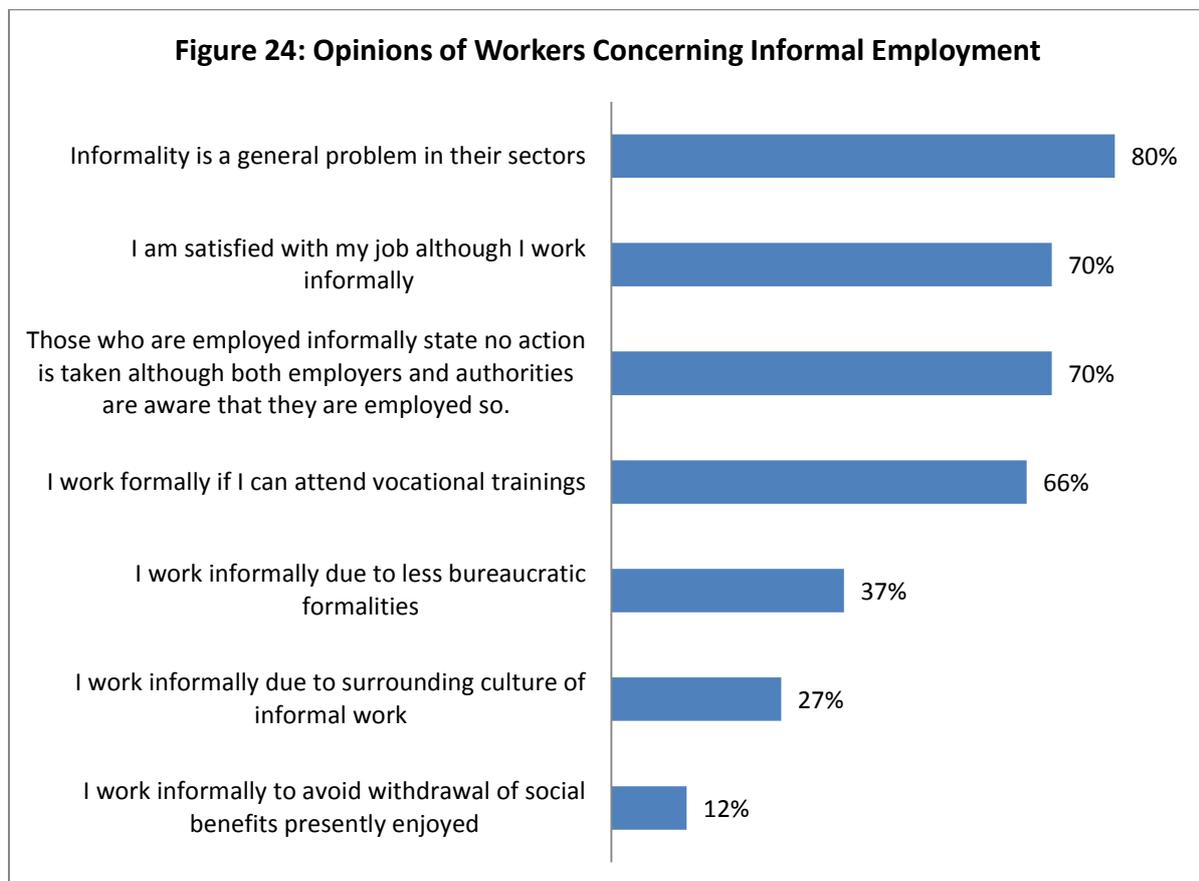
Observations regarding informal employment in Şanlıurfa as shown in Figure 24 are as follows:

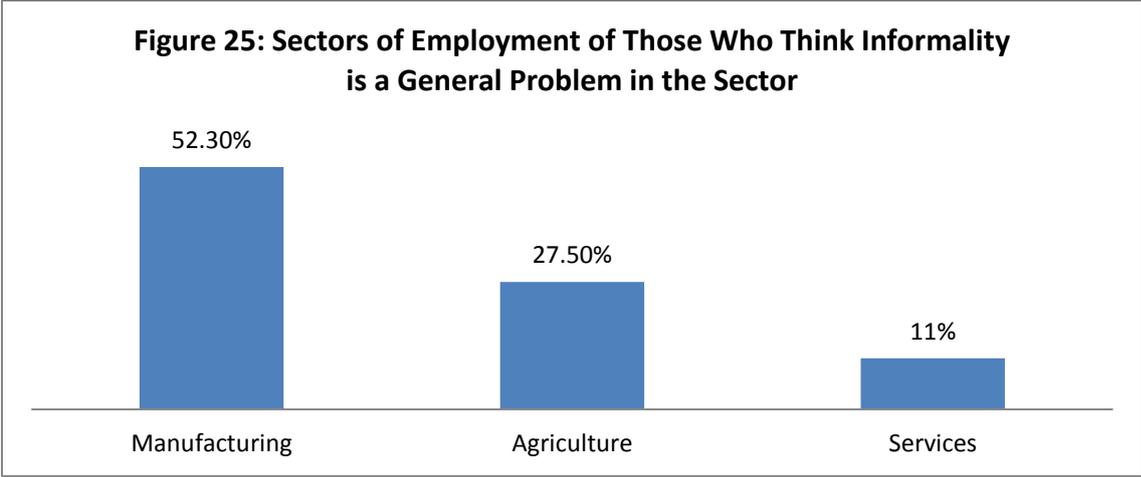
- About 19 per cent of workers prefer informal employment to get higher wages.
- 56 per cent of informal workers attribute this state to a specific sector. It can be explained by the fact that sectors have their varying shares in national income and employability in each sector is directly related to level of education.
- The share of those preferring informal employment due to such reasons as sex, age, disability and concerns to do some extra work remains quite low. However, the rate of informal employment stemming from being unqualified is 17 per cent, which is significant. The low level of education in the region has its share in this outcome.
- The opinion of working people about informal employment in enterprise they are working is also striking. 28 per cent of all employed people say all workers in the enterprise are informally employed while 10 per cent say it is only Syrians who are employed informally. These two opinions come mainly from those working in manufacturing, agriculture and services in order of weight. This outcome is consistent with the weight of respective sectors in the region.
- The reason that makes the opinion of workers in regard to informal employment in their enterprise interesting is the fact that informal employment is illegal and

directly related to subsistence concerns. It is one of the reasons why employer and worker opinions on informal employment diverge from each other.

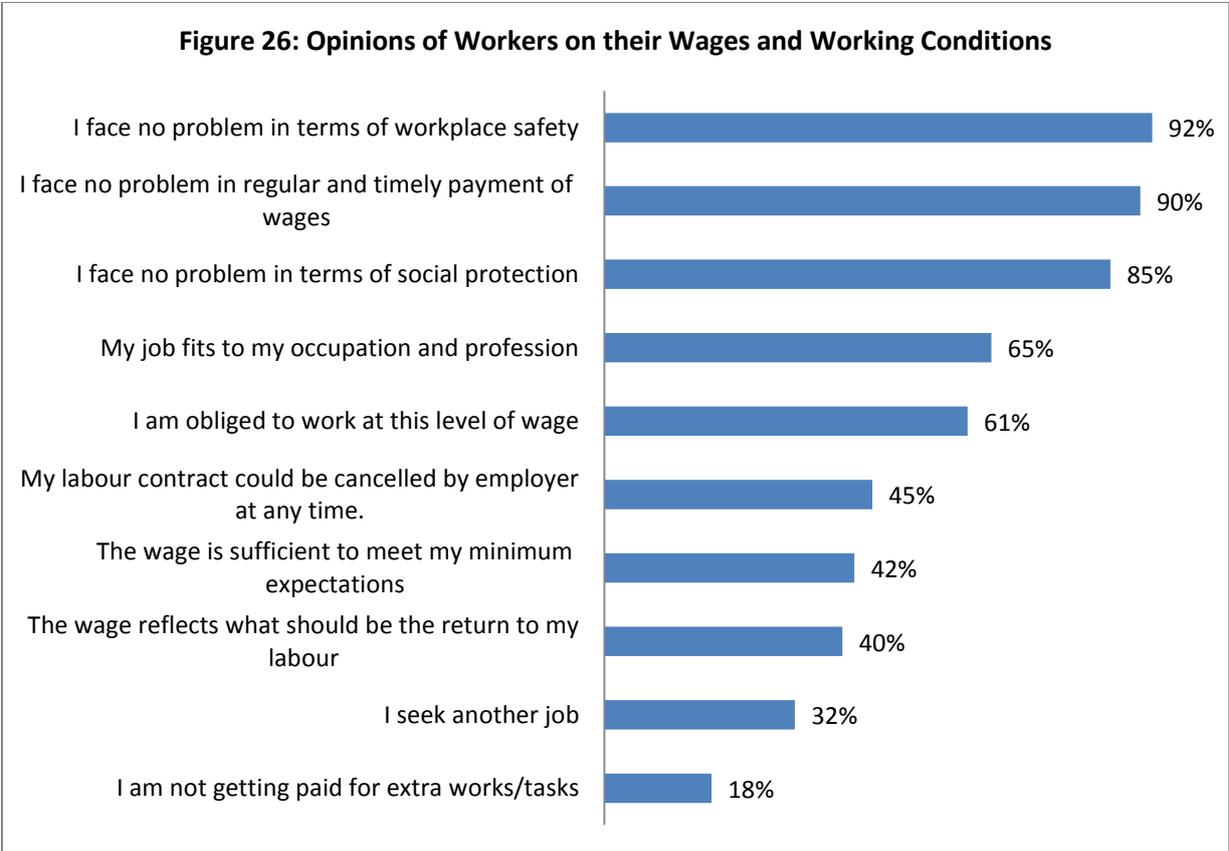
- It is interesting to note that 70 per cent of those who are employed informally state no action is taken although both employers and authorities are aware that they are employed so. This is an important indicator that more effective measures need to be adopted in combating informal employment.
- 66 per cent of informally employed workers say informal employment may be eliminated by introducing occupation-skill building courses showing expectations from the state in the field of vocational training.
- As can be seen in Figure 25, 80 per cent of employed people regard informality as a general problem in their respective sectors. Considering informal employment as a general problem in the sector is highest in manufacturing, followed by agriculture and services. This is parallel to other findings of the research in regard to the incidence of informal employment by sectors.
- 70 per cent of informally employed workers seem to have no dissatisfaction as to this status. This is concurrent with the overall characteristics of the region. Low level of education and peculiar cultural characteristics can be taken as the reason behind receptive attitude to informal employment although it is not lawful.
- The reasons for preferring informal employment were found to be as follows: less bureaucratic formalities (37 per cent); surrounding culture of informal work (27 per cent) and avoiding withdrawal of social benefits presently enjoyed (12 per cent).

**Figure 24: Opinions of Workers Concerning Informal Employment**





There are also some notable findings regarding how workers evaluate their wages and working conditions (See Figure 26). A considerable part of working people considers their wages as sufficient to meet their minimum expectations and reflect what should be the return to their labour. They say they face no problem in regular and timely payment of wages and working hours are also normal and regular. The conviction that wages are paid timely and working hours are regular is an important indication that an institutional culture has started to emerge in labour markets. Another finding supporting this conclusion is that again an important part of respondents state they face no problem in terms of social protection and workplace safety.



### 5.2.2. Outlook of Workers to the Employment of Syrians: Observations and Suggestions

Workers covered in the research stated their opinions concerning the employment of Syrians together with their justifications. Giving justification for an opinion is important in the sense that workers have no prejudice against the employment of Syrians.

About three-fourths of workers have the following observations regarding Syrians in their region: There is an overall antipathy for Syrians in Turkey; employed Syrians have negative effect on the productivity of their workplaces; there are communication problems because of language; also some problems of adaptation due to cultural differences; they are somewhat undisciplined in work and cause weaknesses in terms of security. These are negative observations largely stemming from cultural differences. Although Şanlıurfa is a region having some cultural and religious affinities with Syria with geographical proximity as well, the main reason for these negative observations is that domestic workforce has its more or less established way of life and the concerns that this may be disturbed by the existence of refugees.

Since an important part of workers have concerns that Syrian refugees are not well-qualified and have different moral values it is important to eliminate or remedy the prospect of possible welfare loss on the society.

Those who think Syrians have their negative effect on productivity are mostly from the manufacturing sector, followed by services. One-fourth of respondents who are satisfied by working with Syrians are also from the manufacturing sector mostly. From this, it can be inferred that Syrians are mostly working in these two sectors. In the employer questionnaire too, the tendency to employ Syrians is observed more in manufacturing sector. It can thus be said that the education-training level and occupational skills of Syrians are relatively more relevant to this sector.

The idea that Syrians are not well-qualified and poor information about their qualifications and skills coincides with the fact that they are mostly employed in manufacturing sector.

Almost 90 per cent of respondents think Syrians trigger informal employment, the level of income of Turkish workers is falling because of Syrians and the rate of unemployment increases because of the same reason. These are findings suggesting that the general conviction is that Syrians have their negative influence on *labour* markets, which must be taken seriously. The findings also suggest that the state should develop a separate employment policy for Syrians that would avoid any welfare loss on the part of workers in general. Such policies may be given effect by creating working environments where Syrians can work together with their fellowmen or implementing *adaptation programmes* on the basis of consensus with relevant international organizations.

In spite of negative perception of large part of workers, it must still be noted that about half of these people state the necessity of state's employment policies regarding Syrians. It may be construed as reflection of Turkish society's hospitality and feelings of being in the same religion.

### **5.3. OUTLOOK TO THE EMPLOYMENT OF SYRIANS IN ŞANLIURFA LABOUR MARKETS AS EMERGED FROM IN-DEPTH INTERVIEWS: OBSERVATIONS AND SUGGESTIONS**

Şanlıurfa is included in the 6<sup>th</sup> region which is accorded most favourable conditions for investment in sector wise, financial and fiscal terms under the new system of incentives introduced in 2012. This has played significant role in the emergence of firms with scales large enough to influence labour markets.

The most pronounced observation regarding the employment of Syrians from in-depth interviews is related to problems deriving from their informal employment and the idea that they must be supported in spite of some social tensions they have brought along, which is shaped by the culture of hospitality. These are noteworthy since they go parallel with the comments of both employers and workers in regard to the employment of Syrians. In other words, the common point that brings together *employers, workers and group representatives/managers covered in in-depth interviews* is that there is need to develop an employment policy covering Syrians by the state as the decision making unit of the public economy. Since it will largely eliminate potential negative social tensions and problems, an effective employment policy would also bring along an effective social adaptation.

From the point of representatives and managers with whom in-depth interviews were conducted, the most fundamental problem in relation to Syrians is the absence of legislative arrangements concerning their living conditions and some problems arising from this. This is an important point needing attention since the absence of arrangements eliminates the possibility of Syrians having some potential in terms of education and occupational experience contributing to the creation of value added through their employment. As a result, when Syrians cannot work in markets fit to their existing potential although they want to do so, they are forced to engage in *informal and low paid jobs not commensurate with their level of education*. This brings along both economic and social problems for the country and citizens since associated with the cycle of productive labour/unproductive added value. In fact, comments made during in-depth interviews are related not only to employment problems but also to social ones including *legal and security related problems, disturbance to the social fabric of the city, inflation in rentals, and deterioration of social welfare etc.* Social problems are further aggravated by the fact that Syrians who have no or low income are unable to move to western parts of the country and largely settled in provinces like Şanlıurfa.

According to representatives and managers in in-depth interviews, the *informal employment of Syrians* as the most important problem brings along some other problems in addition to employment issues including language, training of labour force and difficulty in determining mutual legal rights in case of any victimization. Further, inclusion of Syrians in labour markets through informal employment with low wages harms equal footing and works against domestic labour force, which further fuels negative outlook to the presence of Syrians. In this respect, official registry of Syrians in Turkey and clarity as to their legal status and rights emerge as the common desire/expectation of both Turkish citizens and Syrian refugees.

One point stressed during in-depth interviews was about the important role that the İŞKUR (Turkish Employment Agency) should play in matters regarding the employment of Syrians. Group representatives and managers in in-depth interviews mentioned a three-stage mission that the İŞKUR should undertake: *Official registration of Syrians, determination of their occupational skills and qualification and their deployment to labour markets on the basis of this information.*

During in-depth interviews there were also comments on sectors that Syrians are largely employed (informally). According to these views, the employment of Syrians in services sector where public relations and communication skills are highly needed is not much desired considering some potential problems. Hence, the sectors of agriculture and manufacturing are considered as more appropriate for Syrians' employment given their potential value added and contribution to the volume of output.

Another important point made during in-depth interviews is that necessary arrangements should be made at central government level since local government units may prove to be insufficient in terms of introducing legal status and employment policies. At this point it is important that the state develops social security policies for those not able to work and include the remaining active labour force in local economy through active labour training programmes. As a matter of fact, representatives of artisans and craftsmen said, during in-depth interviews, it would be sufficient to grant work permission to 10 per cent of Syrians and this could be lifted to 20 per cent in case qualified ones are available. This means that for representatives and managers, what are actually needed is effective policies rather than quotas.

Given its yet insufficient level of economic development, the province of Şanlıurfa is affected by the influx of Syrians more adversely than other places. The problems went deeper since the province is devoid of economic structure capable of coping up with the problem. In addition to its economic situation, *geographical proximity to Syria and already high domestic population* are other factors making the situation more serious in Şanlıurfa.

## **6. CONCLUSION**

Employment policies in a given country need specific focusing in the context of economic growth and development due to their economic and social consequences. Consequently it has become an important issue in the world to develop effective employment policies which have far reaching effects. The development-centred approach to growth which the global process attaches special importance has had its influence on employment policies as well and policies giving weight to social dimensions gained specific importance.

The problem of unemployment which became a global problem together with the economic crisis of 2008 is further unveiled by global migration which gained momentum in the 2000s. In countries that receive migrants the management of labour markets has become more difficult than ever. Since the problem has two dimensions as national and global, phasing in of international agencies became necessary in coping up with the problems of migration and employment.

Starting in 2011, Turkey has turned as one of the countries confronted deeply with the problem of international migration due to its geographical location. Becoming a part of the process with the effects of global crisis in 2008 Turkey adopted an “open door policy” towards Syrians. This policy, however, brought along some social and economic problems and after a while made it imperative for the state to develop relevant policies. And employment was one of the areas which required policy development. Two-sided implications of employment policies as individuals and society as a whole are important in exposing the dimensions of the issue and this aspect must be paid special attention in developing relevant policies.

In general, employers in the sample stated their positive opinion on the employment of Syrians and this is an important finding that would feed in employment policies to be developed by the state for Syrian refugees in Turkey. While pointing out to poor qualifications of Syrians, employers still say there is need for employment policies for this people to be developed by the state. Meanwhile, the state should also pay attention to the informal employment of Syrians by some employers for their lower labour cost since this constitutes a problem that may lead to some economic and social tensions.

The outlook of workers to labour markets takes shape around three issues as informal employment, working conditions and employment of Syrians. It is a significant finding that workers in particular, while admitting that informal employment is an important problem in Turkey; they still state preference for this form of employment for its lower costs for both employers and themselves and absence of some bureaucratic formalities. It is also important to note that a factor pushing people to informal employment is gaps in state supervision.

Positive change in the perception of workers regarding their working conditions is an indication that an institutional culture is taking root in Turkey together with an approach upholding norms and rules. The reason for the largely negative perception of workers regarding Syrians can be attributed not to any direct or generic prejudice but to the present state. It should be noted at this point that the request from the state to develop policies for Syrians is shared by both employers and workers.

Representatives and managers in in-depth interviews have their important position and influence in labour markets. Their comments on Syrian refugees can be gathered under two headings. The first is related to informal employment and economic problems that it triggers, and the second is related to associate with social problems. They say these problems further deepen in Şanlıurfa due to its economic and geographical position. In countering this negative table, representatives and managers think that the central government has its more important tasks than just setting quotas for the employment of Syrians.

**Table 6: Conclusions of the Research-Suggestions for Solution and Organizations to Cooperate with**

OBSERVATIONS	WAYS OF SOLUTION	ORGANIZATIONS TO COOPERATE WITH
Development focused growth	Employment policies responsive to social problems	Public sector/Private sector/Local governments
Global migration	Strategic migration management	International organizations/ Public sector/Private sector/Local governments
Employers' focusing on Syrians' insufficiency in terms of endowment and qualifications	Identification of employment policies for Syrians	Public sector/Private sector/Local governments
Informal employment of Syrians by employers for low labour cost	Official registry of Syrians with labour markets	Public sector
Workers' emphasis on the reality of informal employment	Reducing labour costs	Public sector
High rates of informality in labour markets	Operation of effective supervision mechanisms in labour markets	Public sector
Workers' focusing on the improvement of working conditions	Supporting institutionalization that is in progress	Public sector
Negative outlook of workers to Syrians in labour markets	Identification of employment policies for Syrians	Public sector/Private sector/Local governments
Representatives and managers in in-depth interviews focusing on social consequences of migration	Identification of policies geared to arranging for living conditions of Syrians	Public sector/Local governments/Civil society organizations

Table 6 gives the summary of core observations of the research and explanations corresponding to these observations. Accordingly, identification of employment policies for Syrians, improvement of working and living conditions, and the *need for the state to play its part as a rule setting and regulating actor* are the principal findings of the research.