



NATIONAL EMPLOYMENT STRATEGY

(2014–2023)

ACTION PLANS

(2014–2016)



NATIONAL EMPLOYMENT STRATEGY

(2014 – 2023)

ACTION PLANS

(2014–2016)

•

Coordination Bureau of NES

Ali Kemal SAYIN
Ebru Öztüm TÜMER
Başak BOZDEMİR
Özge ÖZTÜRK

•

Translated by

Uğurcan TAŞKINER
Ali Ercan SU
Hülya TEKİN
Can KARACAN
Çağrı ERGANİ
Onur AÇIKGÖZ
Pınar YILMAZ

•

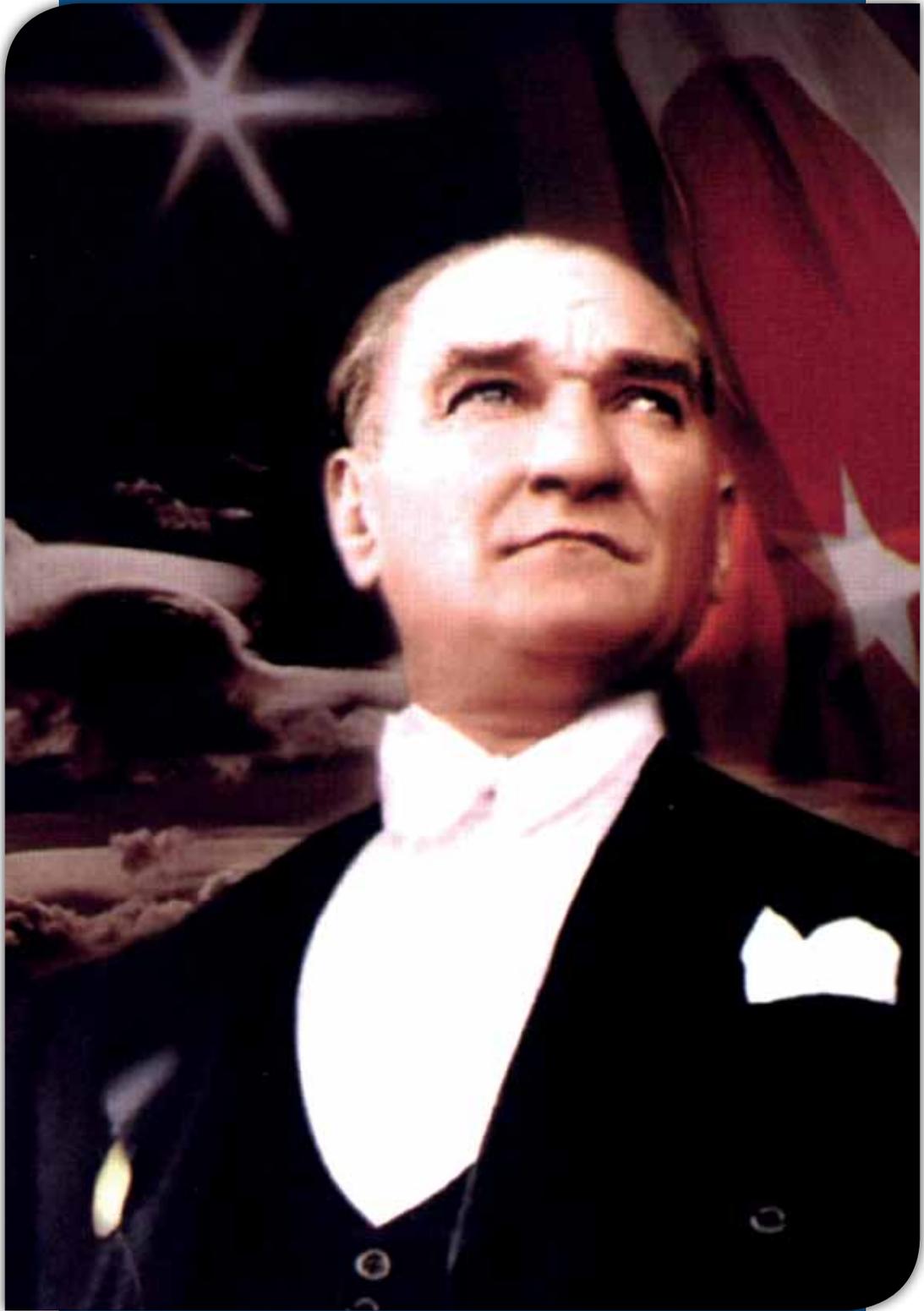
Ministry of Labour and Social Security

General Directorate of Labour

www.uis.gov.tr

uis@csgb.gov.tr

November 2014



K. Atatürk



PREFACE



Faruk Çelik

Minister of Labour and Social Security

Strategic planning, which is one of the important tools of governance, has been applied in Turkey effectively during the last decade. The National Employment Strategy of Turkey (2014-2023) has been prepared with a view to diagnose the problems in the labour market, to propose solutions and measures in order to tackle with these problems. In order to sustain high-levels of growth that Turkey achieved in recent years, creation of high-quality jobs and increased level of employment have critical importance. Therefore, with its content and targets, the Strategy aims to create more and better jobs by 2023.

The National Employment Strategy has been prepared with active participation of relevant government institutions, agencies, social partners and academics. It sets concrete targets to be achieved by 2023, when the Republic of Turkey will celebrate its centennial. There are 40 concrete targets, 57 policy measures and 201 actions grouped under four main pillars. There is also particular focus on seven strategic sectors that have high potential to generate growth.

The National Employment Strategy of Turkey has been published in the Official Gazette on May 30, 2014. It covers the period of 2014-2023 and will be implemented through action plans covering three years periods. The First Action Plan in this regard has been prepared for the period 2014-2016 and is annexed to this booklet.

In order to measure progress in reaching the targets, a “Monitoring and Evaluation Committee” has also been formed. The Committee, which is composed of high-level bureaucrats from relevant government institutions, will be monitoring the implementation of the Strategy. In the phase of implementation, the Strategy will also be updated by reflecting changes in the labour market conditions.

I would like to acknowledge the contribution made by all relevant institutions, agencies, social partners and academics and thank to them. Our Government is strongly committed to the implementation of the National Employment Strategy and I am confident that altogether we will pave the way towards a more prosperous Turkey for the year 2023.



“National Employment Strategy has been approved by High Planning Council on 6 May 2014, was published in the Official Gazette numbered 29015 on 30 May 2014.”

CONTENTS

TABLE OF CONTENTS.....	VIII
TABLES AND FIGURES.....	VIII
ABBREVIATIONS.....	IX
INTRODUCTION	1



CHAPTER ONE

MACROECONOMIC FRAMEWORK TARGETS AND OBJECTIVES OF STRATEGY

I. MACROECONOMIC FRAMEWORK.....	7
A. Current Situation	7
B. Policy Framework of the Employment Strategy	13
II. TARGETS AND OBJECTIVES OF THE STRATEGY	17
A. Targets	17
B. Objectives	17



CHAPTER TWO

MAIN POLICY PILLARS

I. STRENGTHENING LINKS BETWEEN EDUCATION AND EMPLOYMENT.....	21
II. ENSURING SECURITY AND FLEXIBILITY IN THE LABOUR MARKET.....	26
III. INCREASING THE EMPLOYMENT OF VULNERABLE GROUPS	33
IV. STRENGTHENING LINKS BETWEEN EMPLOYMENT AND SOCIAL PROTECTION ...	36



CHAPTER THREE

SECTOR STRATEGIES

I. INFORMATION TECHNOLOGY SECTOR.....	43
II. FINANCE SECTOR.....	46
III. CONSTRUCTION SECTOR.....	49
IV. HEALTH SECTOR.....	51
V. AGRICULTURE SECTOR	53
VI. TEXTILE AND READY-MADE GARMENT SECTOR.....	56
VII. TOURISM SECTOR.....	59



CHAPTER FOUR

MONITORING, EVALUATION AND COORDINATION

MONITORING, EVALUATION AND COORDINATION.....	65
--	----



ANNEX: ACTION PLANS

MAIN POLICY PILLARS

STRENGTHENING LINKS BETWEEN EDUCATION AND EMPLOYMENT.....	69
ENSURING SECURITY AND FLEXIBILITY IN THE LABOUR MARKET.....	77
INCREASING THE EMPLOYMENT OF VULNERABLE GROUPS	79
STRENGTHENING LINKS BETWEEN EMPLOYMENT AND SOCIAL PROTECTION	88

SECTOR STRATEGIES

INFORMATION TECHNOLOGY SECTOR.....	95
FINANCE SECTOR.....	97
CONSTRUCTION SECTOR.....	99
HEALTH SECTOR.....	101
AGRICULTURE SECTOR	104
TEXTILE AND READY-MADE GARMENT SECTOR.....	109
TOURISM SECTOR.....	113



TABLES

Table 1: Labour Market Indicators	9
Table 2: A Comparison of International and Turkish Indicators and Statistics	12
Table 3: Lifelong Learning Participation rate (percent).....	25



FIGURES

Figure 1: Index of the Legislation on Employment Protection within the Member Countries of OECD and Other Countries.	31
---	----

ABBREVIATIONS

ALMP	Active Labour Market Programs	NOS	National Occupational Standards
ATC	Agreement on Textile and Clothing	NQF	National Qualifications Framework
BAoT	The Banks Association of Turkey	NQS	National Qualifications System
BDC	Business Development Centers	OECD	Organisation for Economic Cooperation and Development
BRSA	Banking Regulation and Supervision Agency	ÖSYM	Student Selection and Placement Center
CoHE	Council of Higher Education	PEE	Public Economic Enterprise
EU	European Union	PEVTC	Provincial Employment and Vocational Training Committees
Eurociett	European Confederation of Private Employment Agencies	PISA	Program for International Student Assessment
Eurostat	Statistical Office of the European Union	R&D	Research and Development
GDP	Gross Domestic Product	SME	Small and Medium Enterprises
GDSA	General Directorate of Social Assistance	SOYBIS	Social Assistance Information System
GNP	Gross National Product	SSI	Social Security Institution
HLS	Household Labour Survey	TEKMER	Technology Development Center
ILO	International Labour Organization	TURKSTAT	Turkish Statistical Institute
İŞKUR	Turkish Employment Agency	UNESCO	United Nations Educational, Scientific and Cultural Organization
KOSGEB	Small and Medium Enterprises Development Organisation	USA	United States of America
LLL	Lifelong Learning	VIGC	Vocational Information, Guidance and Counseling
MoFSP	Ministry of Family and Social Policies	VQA	Vocational Qualifications Authority
MoLSS	Ministry of Labour and Social Security	WTTC	World Travel and Tourism Council
MoNE	Ministry of National Education		





**NATIONAL
EMPLOYMENT
STRATEGY
(2014 – 2023)**







INTRODUCTION

1. The structural transformation of the global economy has an impact to great extent on the labour markets of the developed and developing countries. The impact of this transformation changes on the basis of the structural features of labour market and adequacy of government interventions to the labour market.
2. Turkish economy achieved high and continuous level of growth for the 2002-2007 period. Macroeconomic stability was ensured in this period and the interventions aiming at increasing employment were made. Although there were positive developments on employment, unemployment rate could not be decreased to the intended level. Main reasons for unchanged rates in unemployment can be explained as follows: the impact of the previous economic crisis, “not labour- intensive” technological developments and structural problems of the labour markets. These problems have made negative impact on employment, labour productivity and working conditions.
3. While Turkey was dealing with the structural problems in its labour market, global economy since World War II saw the biggest contraction in 2009. The most apparent impact of the crisis was seen in the labour market. The globally contracting demand resulted in the decline in the employment. Unemployment rate on the other hand increased at a faster pace with new entrants into the labour market together with job losses in the labour market. These developments in most of the advanced countries have led to serious upheavals and Turkey experienced 4 percent increase in unemployment while it previously stood around 10 percent.
4. Economically and socially unsustainable economic situation in Turkey started recovering in 2010. Unlike in developed countries, economic recovery in Turkey brought about a decrease in unemployment figures. The relatively restricted negative impact of the economic crisis and the rapid economic recovery in Turkey can be explained by the economic measures as well as employment protection oriented measures such as short work and employment incentives.
5. A comparative analysis of the recent developments and the current situation in Turkish economy suggests that macroeconomic stability is albeit necessary but not sufficient to create jobs. For this reason, it is also considered necessity to reform the labour market for resolving its structural problems becomes stronger everyday The progress in this area will increase the efficiency of the measures on employment.
6. The strategy aims at resolving structural problems in labour market, bringing strong solutions to unemployment through increasing growth's impact on employment in medium and long term.



7. Ministry of Labour and Social Security started the preparatory works for the “National Employment Strategy” in October 2009. Preparatory works were conducted by the “Employment Consultation Committee” composed of academicians and public servants. The fact that the success of employment oriented policies depend on their implementation within a holistic approach is the main motivation of the Strategy.
8. Strategy is built on four main policy pillars. In identifying policy pillars, special importance is given to maintaining employment oriented macroeconomic policies, increasing labour productivity, eliminating rigidity of labour market, increasing job security of employees, supporting vulnerable groups in accessing the labour market with a more comprehensive social security protection coverage and the principle of flexicurity as the basic approach.
9. Main policy pillars are defined as follows;
 - Strengthening links between education and employment,
 - Ensuring security and flexibility in the labour market,
 - Increasing employment of vulnerable groups,
 - Strengthening links between employment and social protection
10. The Strategy defines employment strategies for the sectors mentioned below in line with the identified policy pillars as well as growth and development trends of Turkey;
 - Tourism, construction, finance, information technology and health sectors which have a high growth potential or a high employment elasticity of growth
 - Labour intensive sectors of agriculture, textile and garment having high employment capacity.
11. There is a compromise of relevant parties of labour market on addressing problems and needs of employment with a holistic approach as well as for implementing the policy suggestions within the framework of a strategy. There was a participatory approach during preparatory phase of the strategy. In this phase, public institutions, professional organisations, employee-employer confederations, civil society organisations, academicians, media and politicians were involved in two 3-day workshops.
12. The preparatory works during penning of the strategy were punctiliously carried out by the committees composed of the representatives of all relevant public institutions. These committees also prepared the action plans attached to Annex-1. The actions defined in the action plans were identified on the basis of criteria of “efficiency and feasibility”.





**MACROECONOMIC
FRAMEWORK
TARGETS AND
OBJECTIVES OF
STRATEGY**

CHAPTER ONE





I. MACROECONOMIC FRAMEWORK

A. Current Situation

13. Turkish economy during 1990s was very fragile arising from the high inflation rates and high public deficits. Due to the crisis in 2001, 2000s can be categorized as a period of macroeconomic stability and high growth rates. During these years, inflation dropped rapidly; real interest rates went down; public finance improved and several structural reforms implemented. Related to these developments, Law no 5018 on Public Financial Administration and Controlling and Law no 4734 on Public Procurement were enacted; regulatory and auditing boards were established; strategic planning in public administration were implemented; social security and general health insurance reforms were also conducted. This period also witnessed that Turkish public debt stock became more sustainable, banking and finance sector became more resistant to the crisis.
14. Turkish economy has an average growth rate of 6,8 percent during the period of 2002-2007. The structural problems in the labour market limited the impact of the high level growth to the main labour indicators. Although non-agricultural employment growth per year was 2,8 percent, as a result of the dissolution in the agricultural sector, total employment contracted 0,6 percent per year. Total factor productivity impressively increased due to the impact of the crisis and the accelerated structural reforms. On the one hand, this situation hiked up growth, on the other hand, it limited the rise in employment. Therefore the unemployment rate climbed to 10 percent during 2001 crisis did not go down and continued to be around this level till the end of 2007. During the period of 2002-2007, as a fact that both approximately 3 million non-agricultural jobs were created and non-agricultural labour force increased by 3.4 million, non-agricultural unemployment rate did not improve. The growth achieved as a result of structural transformation policies started to slow down from 2007 onwards and the global financial crisis in 2008 impacted negatively on Turkish economy.
15. The world economy had continuous high growth rate from 2004 onwards, however it slowed sharply starting in 2008. The biggest contraction in world economy happened in 2009 since World War II. While total GDP of the world increased 3 percent in 2008, it declined by 0,7 percent in 2009 and it bounced back in 2010 by an increase of 5,3 percent. This rise in GDP is driven by the developing countries with 7,3 percent increase in growth. In the same period, the developed countries had a growth rate of 3,2 percent. On the other hand, the GDP of the world increased by 4 percent in 2011 and by 3,2 percent in 2012. The developing countries had a growth rate of 5,1 percent while developed countries had a growth rate of 1,2 percent.
16. International trade volume contracted 10,7 percent in 2009 and unemployment rates in the developed countries swiftly increased. However, the global economy recovered at the end of 2009 and international trade volume increased 12,9 percent in 2010. Although these positive figures in economy can be considered as a good sign, particularly South European countries which face the risk of deepening financial crisis are of major concern. Thus, the rise in international trade volume has decreased to 6 percent in 2011 and 2,5 percent in 2012.



17. Rising unemployment is an important risk which is on the agenda of all international actors. The recovery in both growth and trade volume did not materialize in unemployment and the unemployment continued to increase in many countries. Unemployment rate increased in Euro region to 10,1 percent, in United States of America (USA) to 9,6 percent, in Organisation for Economic Co-operation and Development (OECD) countries to 8,3 percent in 2010. International Labour Organisation (ILO) estimates that unemployment globally reached 212 million by an increase of 27 million. However recovery process differs among countries. It is envisaged that in European Union (EU) and in some other countries recovery will take longer than others due to their increasing financial burden. Despite the inception of recovery in global economy, high level of unemployment continues to be a main problem in the labour market. While the unemployment rate rose to 11,4 percent for Euro region in 2012, it decreased to 8,2 percent in the USA and remained unchanged in the most of OECD countries.
18. Global crisis impacted Turkish economy in terms of trade, finance and expectations. The serious impact of the global crisis on EU where half of Turkish goods are exported, have direct negative impact on the Turkish export performance. On the other hand, because of reduction in financial flow due to turmoil in global financial markets, capital outflow increased in Turkey as in other developing countries and international foreign direct investment have decreased. Lastly, the global crisis culminated in elevated uncertainty in Turkey, as happened in all over the world, engendered the slowdown of the economy by affecting confidence and expectations in the economy negatively. Related to the decline in economic activities, employment and unemployment rates were negatively impacted.
19. In order to restrain the negative effects of the global crisis, the measures taken in mid-2008 helped recovery of the economy earlier than expected. The employment related measures taken against to the crisis can be classified as 5 percent reduction in social security contribution for employers, the employment incentives on young, women, disabled, graduates of vocational education and training (VET) and people with VET certificates, increasing benefit and duration of short work, active labour market measures including especially work programs for public benefit. The total cost of these employment related measures amounted to 8,2 billion Turkish Liras (TL) in 2008-2010 period. The economy in 2009 contracted below the expectations with the rate of 4,8 percent and it was later compensated by the growth 9,2 percent in 2010. The economy continued to grow in 2011 by 8,8 percent and 2,2 percent in 2012. The growth is targeted 4 percent in 2013.
20. The most apparent impact of the global crisis was seen in the labour market. Due to contracting global demand, production particularly in industry sector went down and reduction in production capacity and uncertainty in global economy led to the swift decline in employment. Along with the employment losses, the rise in labour force participation added the unemployment figures and unemployment peaked in February 2009. The recovery in economy in the second and third quarter of 2009 led to a rise in employment figures faster than expected. The unemployment rate hit 14 percent in 2009, declined to 11,9 percent in 2010, further went down to 9,8 percent in 2011 and 9,2 percent in 2012. The developments regarding the labour market during the period of 2004-2012 are given in Table 1.



Table 1: Labour Market Indicators

Indicators	2004	2005	2006	2007	2008	2009	2010	2011	2012
Population (Thousand)	66.379	67.227	68.066	68.901	69.724	70.542	71.343	72.376	73.604
Population over 15 (Thousand)	47.544	48.359	49.174	49.994	50.772	51.686	52.541	53.593	54.724
Young Population (15-24 age) (Thousand)	11.840	11.757	11.670	11.583	11.490	11.513	11.548	11.534	11.574
Labour force (Thousand)	22.016	22.455	22.751	23.114	23.805	24.748	25.641	26.725	27.339
- Male	16.348	16.704	16.836	17.098	17.476	17.898	18.257	18.867	19.147
- Female	5.669	5.750	5.916	6.016	6.329	6.851	7.383	7.859	8.192
- Youth	4.474	4.436	4.365	4.364	4.381	4.454	4.426	4.529	4.422
- Agriculture	5.793	5.215	4.978	4.955	5.080	5.350	5.785	6.225	6.178
- Non-agriculture	16.223	17.240	17.773	18.159	18.725	19.398	19.855	20.500	21.161
Labour force participation rate (%)	46,3	46,4	46,3	46,2	46,9	47,9	48,8	49,9	50,0
- Male	70,3	70,6	69,9	69,8	70,1	70,5	70,8	71,7	71,0
- Female	23,3	23,3	23,6	23,6	24,5	26,0	27,6	28,8	29,5
- Youth	37,8	37,7	37,4	37,7	38,1	38,7	38	39,3	38,2
Employment (Thousand)	19.632	20.067	20.423	20.738	21.194	21.277	22.594	24.110	24.821
- Male	14.585	14.959	15.165	15.382	15.598	15.406	16.170	17.137	17.512
- Female	5.047	5.108	5.258	5.356	5.595	5.871	6.425	6.973	7.309
- Youth	3.554	3.554	3.533	3.493	3.484	3.328	3.465	3.697	3.647
Sectoral Breakdown of Employment (Thousand)									
- Agriculture	5.713	5.154	4.907	4.867	5.016	5.254	5.683	6.143	6.097
- Non-agriculture	13.919	14.913	15.516	15.871	16.178	16.023	16.911	17.967	18.726
- Industry	3.919	4.178	4.269	4.314	4.441	4.130	4.496	4.704	4.751
- Construction	966	1.107	1.196	1.231	1.241	1.249	1.431	1.676	1.709
- Services	9.033	9.628	10.051	10.327	10.495	10.644	10.986	11.589	12.266
Employment Rate (%)	41,3	41,5	41,5	41,5	41,7	41,2	43	45	45,4
- Male	62,7	63,2	62,9	62,7	62,6	60,7	62,7	65,1	65,0
- Female	20,8	20,7	21,0	21,0	21,6	22,3	24	25,6	26,3
- Youth	30,0	30,2	30,3	30,2	30,3	28,9	30	32,1	31,5
Unemployment (Thousand)	2.385	2.388	2.328	2.376	2.611	3.471	3.046	2.615	2.518
- Male	1.762	1.746	1.671	1.716	1.877	2.491	2.088	1.730	1.635
- Female	622	642	658	660	734	979	959	885	883
- Youth	919	881	832	871	897	1.126	961	832	775
- Agriculture	81	61	71	88	64	96	102	82	81
- Non-agriculture	2.304	2.327	2.257	2.288	2.547	3.375	2.944	2.533	2.437
Unemployment rate (%)	10,8	10,6	10,2	10,3	11,0	14,0	11,9	9,8	9,2
- Male	10,8	10,5	9,9	10,0	10,7	13,9	11,4	9,2	8,5
- Female	11,0	11,2	11,1	11,0	11,6	14,3	13	11,3	10,8
- Youth	20,6	19,9	19,1	20,0	20,5	25,3	21,7	18,4	17,5
- Agriculture	1,4	1,2	1,4	1,8	1,3	1,8	1,8	1,3	1,3
- Non-agriculture	14,2	13,5	12,7	12,6	13,6	17,4	14,8	12,4	11,5
Unemployment rate by educational level (%)									
- Illiterate	4,3	4,9	4,8	5,2	6,3	8,0	6,0	4,6	3,9
- Less than high school	9,7	10,1	9,8	9,8	10,7	13,9	11,6	9,3	8,7
- High school including VET	15,2	13,8	13,0	13,0	12,9	16,9	14,6	11,8	10,9
- Higher education	12,2	10,0	9,6	9,7	10,3	12,1	11,0	10,4	10,1
Unregistered employment rate (%)	50,1	48,2	47,0	45,4	43,5	43,8	43,3	42	39,0
- Agriculture	89,9	88,2	87,8	88,1	87,8	85,7	85	83,8	83,6
- Non-agriculture	33,8	34,3	34,1	32,3	29,8	30,1	29	27,8	24,5
- Unregistered employment in wage earners	32,1	32,0	31,5	29,4	26,4	26,2	25,7	25,1	22,0

Source: TURKSTAT



21. Considering sectoral breakdown of the employment, there has been a transformational process in the agricultural sector as its share in total employment is continuously declining. The share of agricultural sector in total employment was 47 percent in 1990 while this share declined to 36 percent in 2000, went down to 23 percent in 2007. Recently this share went up to 25 percent. As there is an inverse relationship between the level of development and the share of agricultural employment in a country, and taking into account the recent developments in the agricultural sector, it is estimated that the dissolution in the agricultural sector will continue in long term..
22. Related to the decline in the share of agriculture in employment, it is seen that share of industrial and services sector in employment is increasing. While the shares of industry and services in employment were respectively 15,3 percent and 37,8 percent in 1990, they increased to 17,7 percent and 40 percent in 2000, went up to 19,1 percent and 49,4 percent in 2012.
23. One of most structural problems of the Turkish labour market is unregistered employment. The share of unregistered employment during the period of 2004-2012 went down from 50 percent to 39 percent. During this period, the share of unregistered employment in agriculture sector declined from 90 percent to 83,6 percent and the share of unregistered employment in non-agricultural sector also declined from 34 percent to 24,5 percent. In the framework of Strategy for Fight Against Unregistered Economy, the measures such as enhanced coordination and cooperation among public institutions, increased inspection and cross-examination controls, incentives on taxation and social security contributions, institutionalization which is the mostly related to the economic development are the main reasons for decline in unregistered economy. However, unregistered employment rate in Turkey is still higher than most of the advanced countries. It is prevalent in agriculture, construction, retailing, commerce, hotel and restaurants and transportation sectors. Furthermore, the unregistered employment is also high among the youth, the elderly and people with low educational attainment. Another fact indicates that the bigger the scale of a company, the less likely the unregistered work. Illegal foreign work is also becoming an important problem area in the unregistered employment. Turkey has been recently target country while it was previously transit country for illegal foreign workers.
24. Ratio of young population to the total population in Turkey is the highest among European countries. On the basis of 2012 data of Turkish Statistical Institute (TURKSTAT), total population is 75.627.384. 50 percent of the population is under 30 years old while 33,4 percent of the population is under 20 years old. In information age, qualified human capital is more important than physical capital. Thus, it provides an important source in case that this source is effectively utilized. The shares of the age groups in population are estimated to be 44,2 percent and 29,3 percent in 2025 for the groups under 30 and under 20 respectively. The estimations which demographic windows of opportunity will be over in time, sign that there will be supply-oriented problems in the labour market in the longer run and there will be pressure on the social security system.



25. Approximately 16 percent of the labour supply in Turkey comprised of the youth (15-24 years old). The unemployment rate among the youth has been over the average of unemployment. The youth unemployment was averagely over 9,5 percent of the general unemployment rate during the period of 2004-2012. The youth unemployment culminated to 25,3 percent in 2009 by the impact of the crisis and it went down to 17,5 percent in 2012. On the basis of the 2012 statistics of European Statistical Office (Eurostat), the share of elderly population (over 65) is 7,3 percent while it is 17,8 percent for countries in EU-28. Although there are difficulties faced in creating jobs for the youth, Turkey has the potential for further economic and social development by effectively harnessing its demographic advantage compared with the advanced economies in coming decades.
26. Turkey lags behind the advanced countries in terms of activity and employment rates. The 2012 statistics of Eurostat reveal that activity rate (among 15-64 years of age) in Turkey is 53,3 percent while it is 71,8 percent for EU-27. Similarly, employment rate in Turkey is 48,9 percent in 2012; it stands at 64,2 percent in EU-27. The low rate of activity and employment is directly related to the fact that women's activity and employment rates lag considerably behind EU average. The female activity rate in Turkey is 31,8 percent in 2012 while it is 65,6 percent in EU-27. Similar case is also observed in employment rates of women. Female employment in Turkey is 28,7 percent in 2012 while it is 58,6 percent in EU27. Nonetheless it is also observed that women's participation in the labour market have increased during global economic crisis in recent years.
27. A comparative table on the labour market between medium and high income countries is given in Table-2 using labour market statistics of World Bank. Here too, it gives similar observations of lower female activity and employment rate as happened in the EU comparison, when Turkish case is compared with medium and high income countries. It also demonstrates the importance of agricultural employment for women in Turkey is more definite in comparison with the other countries.
28. One of the main reasons for high structural employment in Turkey is low qualified labour force. Labour force statistics of 2012 reveal that 61,5 percent of the labour force and 55,9 percent of the unemployed people in Turkey have less than high school education and illiterate. The disharmony between the qualifications of job-seekers and demand of the labour market is another indicator of this situation. A well-qualified and productive human capital is the most important factor in making economic growth process healthier and stable. It is observed that human capital is inadequate in Turkey. High human capital in advanced countries is effective to grow in a stable environment. In this framework, prioritizing public resources focusing on enhancing human capital is the utmost important for a longer period of growth performance.



Table 2: A Comparison of International and Turkish Indicators

Category	Indicator/	Year	Medium Income Countries (Upper Line)	High Income Countries	Turkey
	Ratio of youth dependency (Working age population %)	2012	30,6	25,2	39,0**
	Population between 0 and 14 years old	2012	21,5	17,0	26,0**
	Population between 15 and 64 years old	2012	70,5	67,3	66,7**
	Population over 65 years old	2012	8,0	15,8	7,3**
	Life expectancy at birth, female (year)	2011	76,0	82,0	78,1**
	Life expectancy at birth, male (year)	2011	72,0	76,0	71,2**
Labour Force	Labour force participation rate (%)	2011	68,6	60,8	49,5**
	Labour force participation rate, female (%)	2011	58,6	52,8	28,1**
	Labour force participation rate, male(%)	2011	78,4	69,2	71,4**
	Primary education, female (female labour force %)	2007	27,9*	23	62,4**
	Primary education, male (male labour force %)	2007	37,1*	26,4	63,4**
	Tertiary graduate, female (female labour force %)	2007	29,6*	42	21,1**
	Tertiary graduate, male (male labour force %)	2007	19,5*	37,7	15,0**
	Unemployment rate (total labour force %)	2011	4,9	7,9	9,8**
Employment	Employment rate (population + 15 %)	2011	64,7	56,0	45,1**
	Employment rate (Female population + 15 %)	2011	55,4	48,6	25,3**
	Employment rate (Male population + 15 %)	2011	73,8	63,7	65,4**
	Agriculture (total employment %)	2010	31,8	3,5	24,2**
	Agriculture, female (female employment %)	2010	9,3*	2,7	39,4**
	Industry (total employment %)	2010	26,3	21,8	26,5**
	Industry, female (female employment %)	2010	18,9*	10,7	15,2**
	Services (total employment %)	2010	42,2	74,05	49,5**
	Services, female (female employment %)	2008	71,7*	86,2	45,4**
	Non – agriculture female employment rate (share of non-agricultural employment - %)	2011	44,6*	47,4	23,6**

Source: World Bank

* 2012 year statistics

** 2012 year statistics



29. Regarding the registered employment, the rigidity of labour market and high non-wage labour cost are the other obstacles in creating jobs of the economic growth. Non-wage costs since 2004 have been reduced through various means and regulations such as making the base wage for social security contributions equal to the net minimum wage, application of minimum living relief, reduction of 5 percent social security contribution, and other incentives on employment. As a result, while Turkey is closer to the average of OECD for the non-married workers in terms of ratio of wage costs to non-wage costs this ratio is over OECD average for workers married with two children. While ratio of wage costs to non-wage costs stands at 35,9 percent in Turkey in 2010 for the workers married with two children, OECD average is calculated 24,8 percent. On the other hand, while this ratio is for non-married workers in Turkey 37,4 percent, it is 34,9 percent in OECD.
30. The statistics of year 2012 reveal the fact that activity and unemployment rate expose significant discrepancy among provinces and regions. While unemployment rate in TR90 East Black Sea NUTS2 region is considerably below the average of Turkey (9,2 percent) standing at 6,3 percent, labour participation rate in the same region is above the average of Turkey (50 percent) with 55,5 percent. However, while labour participation rate in TRC2 Southeast Anatolia NUTS2 region is quite below average of Turkey with 35,2 percent, unemployment rate has been above the average of Turkey with 12,4 percent. This indicates the need for identifying local policies on labour market and the strengthening mechanisms for allowing local employment policies.
31. In order to increase the employment in Turkey, it is utmost important factor having a higher employment elasticity of growth as well as sustainability of growth. In creating and applying employment measures, it will contribute to increasing this elasticity when local and sectoral needs are taken into account.

B. Policy Framework of the Employment Strategy

32. Increasing employment is one of the development axes of the Ninth Development Plan. Pursuant to the Plan, improving labour market, increasing the sensitivity of education to labour demand and developing active labour market policies are identified as policy priorities. It also envisaged preparation of a National Employment Strategy included in Annual Plans of 2010, 2011, 2012, 2013 as a measure. The Tenth Development Plan, covering the period between 2014 and 2018, was published in the Official Gazette dated July 6th of 2013. The plan identifies important targets and policy measures related to employment.
33. In order to restrain unemployment in Turkey and improve working conditions preserving peace at workplace, three main issues emerges:
- Maintaining stable and high growth,
 - Increasing growth effect on employment,
 - Reducing unregistered employment.



1. Maintaining Stable and High Growth

34. Tenth Development Plan engenders necessary policies and priorities for establishing high and stable growth environment in order to create adequate jobs in the labour market. In order to accelerate economic development in Turkey it envisages to maintain stable and high growth with progress in the fields below:
- Macroeconomic stability,
 - Human capital and labour market,
 - Technological innovation,
 - Physical infrastructure,
 - Institutional quality
35. Strategy presumes that the policy framework established here will be carried out in line with European Employment Strategy and Medium Term Programme, Annual Programs and the budget. It is estimated that the growth performance of Turkey after the global financial crisis will continue in the medium term. This performance will have an important impact on the job creation and reaching out the targets of the Strategy.

2. Increasing the Effects of Growth on Employment

36. For the success of the Strategy in terms of reaching the targeted employment rates, it is utmost important to increase job-creating capacity of growth in non-agricultural sectors. The capacity at issue which is constructed as the concept “employment elasticity of growth” can be only enhanced through overcoming the structural problems of the labour market. This subject has been taken into account while identifying fundamental policy pillars of the strategy.
37. The structural problems such as inadequacy of the education and training in resolving the needs of labour market, lack of qualified labour force, serious bottlenecks for some groups in accessing employment, high unregistered employment, rigidity of labour market, inadequacy of social assistance system in encouraging registered employment emerge as the main obstacles for the effectiveness of the labour market, thus increasing job-creating capacity of growth. The improvements in overcoming these problems will contribute increasing job-creating capacity of growth. Strategy has been prepared with a perspective of eliminating these obstacles.

3. Reducing Unregistered Employment

38. In order to achieve targets of the Strategy, it is necessary to reduce unregistered employment which is one of the major structural problems of Turkey’s labour market. The reasons and forms of unregistered employment may be various and all segments of society have to be determined in order to keep it at an acceptable level. The fight against unregistered employment requires using both incentives and disincentives and a coordinated implementation of the actions defined under the following five topics:



a. Strengthening Registered Sectors

39. Strengthening registered sectors will decrease unregistered employment demand in Turkey. In this regard, it is necessary to reduce administrative, financial and legal obligations of enterprises within the limits of state budget; to eliminate excessive procedures and regulations directing enterprises for unregistered activities and unregistered employment. Resolving financial problems of SMEs which provide considerable employment opportunities and at the same time have a high unregistered employment, can increase employment and meantime decrease unregistered employment.

b. Preventing Unregistered Employment

40. The measures in fight against unregistered employment such as increasing coordination and cross-check among central and local public institutions, increasing sanctions and accelerating inspections, removing tax and premium amnesties will direct employers and unregistered employees to registered employment. In addition, as survivor pension receivers and social assistance receivers tend more to work as unregistered, the audit and inspections are to be intensified and legal and administrative measures are to be taken.

c. Increasing Entrance into Registered Employment System

41. One of the reasons of having high unregistered employment is inadequate education level and low employability of labour force. Active labour market policies and the measures targeting to increase the general and vocational educational attainment level in the Strategy will affect positively registering every employee, particularly the unregistered young and women for whom unregistered work is high. Furthermore, it is envisaged that the incentives given in the first job and guidance and counseling services in job and occupation selection will increase entrance into registered employment system. In addition, providing the social security rights of flexible employees who are potentially unregistered unemployed, as laid down under the heading of ensuring security and flexibility in the labour market, will reduce the unregistered employment in this field.

d. Awareness Raising on Registered Employment

42. Changing negative attitude and behaviors to the registered employment and raising awareness of the employees on registered employment will have a positive impact on fighting with unregistered employment in the long term. Reducing complaints on the public services will also encourage registered employment.

e. Preventing Illegal Foreign Work

43. One of the most important problems in Turkey in unregistered employment is illegal foreign work. It is acknowledged that its impact on the labour market is very high. Turkey has become target country for illegal foreign workers while it was previously transit country. Illegal foreign work increase unemployment and unregistered employment. They are mostly employed in micro-enterprises, precarious jobs as they are less qualified, unregistered labour market and in the sectors where inspections are rarely made.



44. In order to curb illegal foreign work, border controls and inspections have become stricter and fines given to illegal foreign workers and their employers have been increased in the EU and in OECD countries. Many countries impose heavy fines on employers who hire illegal foreign workers or help those enter into the country. France, Germany, Finland, Norway, Switzerland, Greece, Belgium and Japan sentence employers who hire illegal foreign workers and people who mediate their employment to 1-3 years of imprisonment and fines.
45. In the fight against unregistered employment in Turkey, imposing harsh penalties, including imprisonment, if repeated, suspending civil rights and banning from tenders, imposing sanctions on employers to pay all legal rights and fees of illegal foreign workers, keeping employers responsible for employment of all illegal foreign workers that the sub-employer hired, increasing inspections; and ensuring a strict coordination and collaboration among public institutions shall notably decrease the illegal employment of foreigners.
46. The aforementioned issues are of great importance for the successful implementation of the Strategy, which shall be a great step towards the realization of the Tenth Development Plan. Therefore, the policies and measures identified by the Strategy will establish the framework in achieving the goals.
47. One of the important steps during the EU candidacy process is adopting Turkey to the European Employment Strategy. The target of European Employment Strategy is to create more jobs as well as to ensure financial support, equal rights and new job opportunities for the groups in access to employment such as the youth, elderly, people with disabilities, women and ethnic minorities. In this regard, there are four pillars of the European Employment Strategy which are employability, entrepreneurship, adaptability to improvement and conversion process and providing equal opportunities for all.. National Employment Strategy has been prepared taking into account these priorities.
48. During preparation phase of the strategy, the priorities set out in other national policy documents were taken into account. In this regard, compatibility was ensured in line with the financial and sectoral policies.
49. It is crucial to strengthen cooperation between related institutions for the successful implementation of the aforementioned policy framework. Complementarity of the policies developed and services provided by different institutions will increase efficiency of the implementation. It is therefore necessary to correctly identify, to prioritize the requirements, and to develop plans accordingly with participatory approach including data and information sharing. It is also important to make the impact analysis of the regulations prepared by public institutions and share the results with the relevant labour market actors, especially with the Ministry of Labour and Social Security (MoLSS) and the Turkish Employment Agency (İŞKUR). The whole process will increase the efficiency of the regulation through enabling related institutions to improve their ability to address the requirements.



II. TARGETS AND OBJECTIVES OF THE STRATEGY

A. Targets

In the framework of policy and measures and policy framework of this Strategy, main targets of the National Employment Strategy are as follows:

1. Unemployment rate will be 5 percent by 2023.
2. Employment rate will be 55 percent by 2023.
3. Unregistered employment rate in non-agricultural sectors will be below 15 percent by 2023.

B. Objectives

1. Holistic Approach

It is crucial to develop and implement the Strategy with a holistic approach considering the policies and measures to be in line and consistent with each other in the light of four main policy pillars.

2. Equal Opportunities

It is crucial to develop policies addressing specific conditions of certain demographic groups, in order to provide equal opportunities for all. It is definitive to ensure equal opportunities from education to all relevant sectors and anti-discrimination practices for the vulnerable people, such as women, people with disabilities, the poor, youth, , and the population living in rural areas.

3. Protecting Worker, Not Job itself

It is crucial to guarantee employability of the people, not the job itself, in the labour market through protecting the acquired rights; through protecting them against unemployment and the risks caused by unemployment.

4. No Additional Burden on Employers

It is crucial to fund new incentive policies from the national budget or other resources rather than companies' own budget in order to protect their competitive capacity.

5. Focusing on Social Dialogue

In order to carry out successfully the Strategy, it is necessary to involve all relevant stakeholders in the decision making process regarding employment, as in the case with the preparation of the Strategy,

6. Incentive Approach

It is crucial to establish an incentive approach instead of obligatory approach for the implementation of policies in order to be adopted by all labour market actors.





MAIN POLICY PILLARS

CHAPTER TWO





I. STRENGTHENING LINKS BETWEEN EDUCATION AND EMPLOYMENT

A. Current Situation

50. Since the 1990s, the importance of knowledge and thereby human capital is increasing due to the interacting factors such as the impact of globalization on economy and development, accelerating progress in science and technologies and reforms for institutional adaptation to the changes. The people with low educational attainment and low skilled, the elderly are the groups that are more affected negatively from the global economic crisis and increasing unemployment rates in all over the world. This situation creates great risks for countries. Social policy and additionally active labour market policies towards these people and their families are established and implemented in order to support them for their earlier participation in the labour market. In this process the trainings play the major role aiming at enhancing the skills and knowledge on the basis of the needs of the labour market.
51. Level of basic knowledge and skills of the labour force is a main indicator for measuring mismatch between education and labour market. Program for International Student Assessment (PISA) which is conducted by OECD every 3 years measures the knowledge and skills of the students of 15 years old necessary for the participation in a modern society. In 2009 PISA test, the average score of Turkish students was 464 in reading skills, 454 in science, 445 in maths where Turkey ranked 32nd among 34 OECD countries. OECD average scores are in reading 493, science 501 and maths 496. Turkey ranked 43rd in science and maths while it ranked 41st in reading among 65 participant countries in 2009.
52. The public expenditure on education lags behind the developed countries. The average ratio of public expenditure on education in GDP for the year 2008 among OECD countries is around 5 percent. United Nations Educational Scientific and Cultural Organization (UNESCO) recommends to the developed countries allocating 6 percent of their GDP for sustainable development. In Turkey, ratio of education expenditures in GDP under social expenditures was 3,9 percent of its GDP while it was 4 percent in 2010 and 2011, 4,1 percent in 2012. It is expected that this ratio will be 4,3 percent in 2013. It should be mentioned that the public budget on education is inadequate and is not equally distributed among school types. OECD countries spend twice as much on higher education than they do for elementary level while in Turkey it is four times of what is spent for elementary level. General acceptance on distribution is to spend more on elementary level where social benefit is more efficient and to decrease dependency of higher education to the public budget.
53. Turkey's enrolment rates particularly at pre-school and secondary education level are below EU and OECD average. The net enrolment rate in the academic year of 2012-2013 in pre-school for children aged 4-5 was 37 percent in Turkey, whereas it is 86 percent in the EU and 79 percent in OECD countries. The net enrolment rate in the academic year 2011-2012 for secondary school was 67,4 percent while it was 70,1 percent in the academic year of 2012-



2013. The same rate for EU is 84 percent and 82 percent for OECD countries. Net enrolment rate in the academic year of 2012-2013 for higher education was 38,5 percent.

54. There are various problems in foreign language teaching in Turkey. Although foreign language teaching was regulated to give at the fourth grade of the elementary school since the academic year of 1997-1998, the desired results have not been achieved. This creates great obstacles in accessing to knowledge and efficient use of technology.
55. As a result of recent investments in education, the number of school buildings and classrooms has considerably increased. For example, average number of students per classroom was 30 for elementary school, 31 for secondary school, 28 for general secondary school and 34 for vocational and technical secondary school by the academic year of 2012-2013. It is clear that number of students per classroom for vocational secondary school is higher than Turkey's average on general secondary school. This makes it crucial to invest more on these schools. The number of students per teacher is 20 at the elementary school, whereas it is 16 students per teacher at general and vocational and technical secondary school.
56. The educational attainment level of the labour force in Turkey is low. This negative situation gives a gloomy picture in terms of current educational attainment of labour force, labour productivity, and related to this, economic growth. On the basis of data from 2012, 61,4 percent of the labour force in Turkey has an educational attainment with less than high school and no literacy.
57. VET participation rate in Turkey is relatively low compared to the EU and OECD averages, being 45,4 percent in Turkey and 47,8 percent in OECD for the 2012-2013 academic year.
58. The inadequacy of services such as vocational information, guidance and consultation constitute one of the weak aspects of Turkish education system. The fact that the youth is not guided timely, properly and efficiently causes great waste of public budget and resources.
59. There are problems regarding access to information and communication technologies and usage of these technologies. Current economies are information and communication based and service-intensive. For this reason, it is crucial to develop computer skills. Although there has been progress in access and in use of information and communication technologies, there are still important gaps.
60. Most important problem in Turkish education system is that it cannot provide qualified labour force to the needs of the economy. There are several problems with the education system ranging from the quality of the students and teachers to the lack of equipment. In this regard, not implementing internships which provide the biggest means for students to get into contact with the business world efficiently is a very important deficiency. For this reason, the range of workplaces for internship has been widened and the internship wages have been re-regulated on the basis of the capacity of each enterprise through Law No: 6111 (amending Law no 3008 on Vocational Education and Training) and higher education students intending to do internship are covered by the Law No: 3308 on the Vocational Education and Training.



61. Formal and non-formal training programs prepared regardless of the needs of business world make it difficult to train qualified professionals. The certificates and diplomas given to those completing these programs are inadequate in terms of proving the skills and knowledge that they have. Vocational Qualification Authority (VQA) has begun to work in order to establish links between education and employment, shape VET programs on the basis of needs of the business world, and recognize the skills, knowledge and competences of individuals at international level through National Qualification System (NQS). In this regard, VQA has also launched under its coordination the preparation of national occupational standards and national qualifications system together with public, employer and employee organisations. 360 occupational standards have been prepared and put into force after publication in the Official Journal as of the end of 2012. In addition, a pilot system has been established in measurement, assessment and certification on the basis of national qualifications and a draft report on National Qualifications Framework (NQF) has been prepared which is in line with European Qualifications Framework.
62. Being the basis of NQF, the project on Strengthening Vocational Education and Training (SVET) aimed at increasing sensitivity of the VET programs to the needs of business world. VET programs established within this project has been prepared with the all relevant stakeholders and sectors since 2004. Despite this, the sensitivity for labour market demand has not been achieved as intended. An action plan on Strengthening Relation between Employment and Vocational Education and Training under NQA coordination has been prepared in order to providing VET to the needs of the labour market; improving the cooperation and coordination among the ministries, relevant public institutions and private sector for strengthening employment-education relation; in order to effectively implement active labour market policies; and in order to increase employability of the labour force for resolving “without occupation and qualification” problem.
63. On the other hand, making VET programs compliant with national occupational standards and national qualifications framework prepared by VQA is vital in ensuring of quality assurance of VET and in responding to the needs of the business world. For the quality assurance in VET, VQA was vested the right of the accreditation of VET institutions through amending the Decree Law No: 665 on making changes in Ministry of Labour and Social Security Organization and Duties Law and some other laws and decree laws and the Law No:5554 on VQA. . Accredited VET system enhances the competitiveness of the countries against developed countries and protects mobility and quality assurance through providing qualified labour force to the labour markets. This system also ensures that individuals stay longer in the working life, enhances productivity in working life and accelerates adaptability to changing working and life conditions.
64. ALMP is an efficient means applied for the aim of training of the required labour force for the labour market; equipping unemployed people with the professional and work experience; supporting entrepreneurship; and filling in vacant positions in labour market in a short period of time. Being implemented in developed countries since 1930s, these programs have particularly been widely applied since 1990s. In Turkey, there is not any common database on the active employment programs. This prevents acquiring the reliable data. As sufficient sources had not been allocated



to ALMPs in Turkey until quite recently, these programs could only be realized within projects and in limited numbers. However, with the regulations known as employment packages, as from 2008, by allocating wherewithal from the Unemployment Insurance Fund to Turkish Employment Agency (İŞKUR), a structural transformation on this issue has been launched.

65. Despite the considerable increase in the active labour market measures applied since 2009 by İŞKUR, in the light of current number of unemployed people, it is not possible to say that these measures are sufficient. It is obvious that this phenomenon is related to the inadequate institutional capacity of İŞKUR as it should be both at local and national levels. Compared to the EU countries with similar population of Turkey, it is seen that number of İŞKUR's staff are very insufficient. Assessing Eurostat 2009 data, the average of 21 EU member countries in terms of number of unemployment per staff member in employment institutions is 62, while the number of unemployment per staff in Turkey is 917 in 2010. 2013 İŞKUR data reveals that agency's staff number has increased to 8,436 with additional employment of 3,923 job and vocational counsellors and the registered unemployed per staff has decreased to 270. Compared with 21 EU countries, it still provides services with approximately 4 times less staff. Considerable increase in active and passive policies conducted since 2009 has also increased İŞKUR's workload in the way that cannot be compared to the past.
66. It is seen that Provincial Employment and Vocational Education and Training Boards (PEVET) which are the responsible bodies at the local in identifying local active labour market measures have not had adequate awareness. Provincial Directorate of Labour and Employment, Governorship, Provincial Directorate of Education and Provincial Directorate of Trade and Industry participate over 90 percent held in 81 provinces (in 383 meetings) while Provincial Special Administration, Confederation of People with Disabilities, universities and Provincial Offices of Tradesmen and Craftsmen participate around 80-90 percent. Municipalities' participation is lower than 80 percent. However, the participation of the employers and employee trade unions participate around 70 percent, it is lower for provincial chamber of industry/commerce with 72 percent.
67. Another lacking point of the programs designed for making labour force more qualified for the labour market in a quick way is that there is no impact assessment of the programs and an efficient monitoring and evaluation system.
68. The people also need to be trained not only through the training given in the schools but also for developing themselves in order to adapt to the technological innovations and stay in the labour market. However, participation in the lifelong learning (LLL) comparing to EU countries is inadequate in Turkey. The LLL participation rates in Turkey are based on figures which cover only the figures of non-formal trainings provided by the Ministry of National Education (MoNE). Therefore, the data collected are far away reflecting the situation. Keeping this in mind, the Table-3 provides participation in LLL in Turkey with a gender breakdown in a comparison with EU, Eurozone. More reliable figures will be available following the incorporation of all LLL data related to the activities carried out by all public institutions particularly İŞKUR, local administrations, universities, civil society organisations (CSO) into the e-nonformal training portal of MoNE.



Table 3: Lifelong Learning Participation Rate (%)

	Male		Female		Total	
	2006	2011	2006	2011	2006	2011
EU27	8,4	8,2	10,1	9,6	9,3	8,9
Turkey	2,1	3,0	1,5	2,7	1,8	2,9

Source: Eurostat

69. The lack of a reliable common database for monitoring the transition from school to employment makes it difficult to measure the effectiveness and efficiency of the education and training programs. For this reason, it is important to establish a monitoring and evaluation system integrated to the social security system.

B. Overall Objective

It is aimed to improve education and training system in meeting the needs of the labour market and to enhance employability for all based upon LLL programs.

C. Targets

1. National occupational standards defined in line with priorities of the labour market and National Qualifications Framework in line with the European Qualification Framework will be prepared until the end of 2014.
2. The number of İŞKUR staff which is 8.436 as of 2013 will be 12.000 by the year 2015.
3. Starting from 2014, 400.000 people per year will be given labour force training course under ALMPs.
4. Job placement rate of the people completing labour force training course will be 40 percent by 2015.
5. LLL participation rate will be 15 percent by 2023.
6. All occupational standards and qualifications which business world requires will be prepared by the year 2023.

D. Policies

1. Basic skills and competences will be given to all starting from pre-schooling in an accessible education and training system.
2. The quality and efficiency of the general and VET system will be enhanced.
3. Open learning environments will be established under LLL and life-long learning will be encouraged
4. A stronger link will be established between education and labour market.
5. ALMPs will be prevalent and their efficiency will be enhanced.
6. Project based innovation and entrepreneurship will be supported through education system and ALMPs.



II. ENSURING SECURITY AND FLEXIBILITY IN THE LABOUR MARKET

A. Current Situation

70. Structural transition of the global economy lies behind the policies towards flexible labour markets which are on the agenda of developed and developing countries. Fordist production model which included the mass production of standard goods, production driven demand, stable employment relations, decisive collective bargaining, and standard works for workers until the 1970's left its place to Post-Fordist production model which relies on the flexibility of production, sales and employment processes. Post-Fordist model of production which includes small-scale production of a variety of goods, demand driven production, smaller enterprises and factories, more flexible and less secure employment, diversified labour relations, more important local or individual level wage bargaining, a qualified and heterogeneous labour force for different works has gained importance
71. In addition to adapting to the ever changing economic conditions with the rapid change of information technologies and increase in global competition, flexible labour market policy is the top priority of many countries around the world in order to improve the domestic and international competitiveness of enterprises and solve the almost chronic unemployment problems.
72. Flexibility of the labour market means harmonization of enterprises to the changes and fluctuations in the economy and production cycle and the speed and size of the employees' capability to balance work and life in line with necessities which changes along with their life cycle. This harmonization may be achieved by means of organizing working conditions in line with the priorities and necessities of employers and employees with legal instruments and also utilizing collective agreements or work contracts. From the point of sustainable growth, the importance of flexibility which has an important effect on the competitiveness and efficiency of enterprises is obvious in the Turkish labour market which has widespread unregistered employment and high levels of youth unemployment. On the other hand, security of employees and social protection floor must be handled with the same sensibility as the flexible labour market. Legislative arrangements which form a basis for the redefinition of the roles of employers and employees on the basis of flexibility-security balance and for the actualization flexible labour models are necessary for employment-generating growth.
73. Flexibility of labour markets changes the employment conditions and results in precarity for employees and the adoption of the "flexicurity" approach by many countries especially in the EU countries. Flexicurity approach anticipates a labour market where flexibility and security may be provided simultaneously. Flexible labour market aims at improving the adaptation capacity of enterprises to competition and changing conditions and also aims at the employment and income security of those in the labour market. "Employment security" which means the protection of employment and maintaining work without depending on one single employer gained importance instead of "job security" which means the protection of



work and security of maintaining the same job. Increasing the employability of job seekers of active labour market programmes and even the employed is important to provide employment security. Income security aims at protecting the income level of the unemployed by social insurance and social assistance.

74. Flexicurity became a priority of EU policies in 2000 after successful practices of Denmark and the Netherlands. In this context, contrary to the hypothesis which claims that more flexible labour markets means less security, security and flexibility may be improved in a balanced manner both for the employers and the employees with appropriate policies. EU flexicurity strategy states four fundamental policies including flexible work arrangements, active labour market policies, and lifelong learning and social security systems for a successful flexicurity practice.
75. In order to ensure a thorough flexicurity policy, managing social dialogue mechanisms properly has utmost importance. Each country may constitute a unique flexicurity model considering its own characteristics since labour market and welfare state practices differ in every country.
76. Turkey is a country where flexible work is not practiced broadly, unemployment and unregistered work numbers are high, individuals utilizing unemployment benefits are limited, active labour market policies are relatively insufficient in terms of flexibility and security indicators compared to EU countries. The labour market is fragmented since there are huge differences between registered employees without flexibility and unregistered employees without security. In this context, it is possible to say that flexibility-security balance has not been provided in Turkey yet. On the other hand, shrinking in unregistered employment and improvements in the social security system and active labour market programmes are important steps towards ensuring that balance.
77. Social security system is an important policy component to provide flexibility-security balance. Increasing registered employment and preventing social security premium losses with social security policies among flexible workers relies on a system which includes flexible work arrangements.
78. Flexible work arrangements introduced with Labour Law No 4857 are also included in Social Insurance and Universal Health Insurance Law No 5510 (Article 4, 5, 41, 80, 88, Additional Article 6, Provisional Article 12.). On the other hand, social security coverage of flexible working employees are relatively low. Flexible employees prefer unregistered work since they cannot fulfill the requirements to qualify for income/benefit/pension as the current system requires a payment of daily premiums on the principle of “full time and permanent work” in order to benefit the social security coverage.
79. Voluntary insurance is considered as an important alternative for flexible employees but it is criticized since the only determinant for employees to benefit from social security privileges is their own ability to pay premiums. It is necessary to ensure that social security system is operational with regulations and practices to promote registered employment for flexible employees.



80. Flexible work arrangements are one of the most important components of flexicurity. Various flexible work arrangements are widely practiced especially in developed countries. Part time work, fixed term work, temporary work via private employment agencies, remote work, on-call work, homework, work share and flexible work time model are among the most common flexible work practices.
81. Part time work is the earliest and most widespread practice of flexible work. Part time work is the type of work that requires less time than full time work as stated in Article 13 of Law No 4857. 30 hours or less is considered part time work in Turkey, whereas it is less than 35 in the USA, less than 30 in Canada and England and less than 36 in Germany. Part time work among employees is 19,9 percent in EU countries in 2012 according to EUROSTAT data. Netherlands (49,8 percent), Sweden (26,5 percent), Germany (27,2 percent) and England (27,2 percent) are among the countries that practice part time work widely. Part time work ratio is 12 percent in Turkey but unpaid family workers constitute a big share in this number.
82. Fixed term work is the type of flexible work to accomplish a specific task or fixed term work or practice if a specific task arises as stated in Article 11 of Law No 4857. Fixed term work among employees is 14,1 percent in EU-27 countries in 2011 according to EUROSTAT data. Poland (26,9 percent), Spain (25,3 percent), Portugal (22,2 percent) and Netherlands (18,4 percent) are among the countries that practice fixed term work widely. Fixed term work ratio is 12,2 percent in Turkey.
83. Sub-contracting is another flexible work practice which enables employers to carry out the production of goods or services in their workplaces by means of the employees of another employer and which provides flexibility by externalizing employment as stated in Article 2 of Law No 4857. Problems in the employer, sub-contractor and employee triangle resulting from Labour Law are increasing due to the widespread practice of sub-contracting. Sub-contracting practice must be re-regulated in a manner which eliminates the negative aspects for employee and employers but contributes to maintaining the functional practice of sub-contracting.
84. Temporary work is another important flexible work practice which carried out through private employment agencies. Private employment agencies assign their own employees to other enterprises for temporary work. The work arrangement between the employee, the private employment agency which employs the employee as the employer and the enterprise which operates and instructs the employee is called a “triple work relation”. In the last 20 years, number of individuals working in this context has risen especially in Europe. According to European Confederation of Private Employment Agencies (Eurociett) data, approximately 12.4 million people worked in this context in 2011. The ratio of temporary employees who work via private employment agencies is 1,6 percent according to 2011 data.
85. Considering the number and characteristics of office employees, a report of European Foundation for the Improvement of Living and Working Conditions in 2009 states that temporary work via private employment agencies is widespread in EU member states and especially in Belgium, France, Germany, Italy, Netherlands, Spain and UK. Individuals under



30 constitute the majority among office employees. However, education analyzes state that most of them have low or mid-level education. Temporary workers of private employment agencies work mostly in the service sector in many countries.

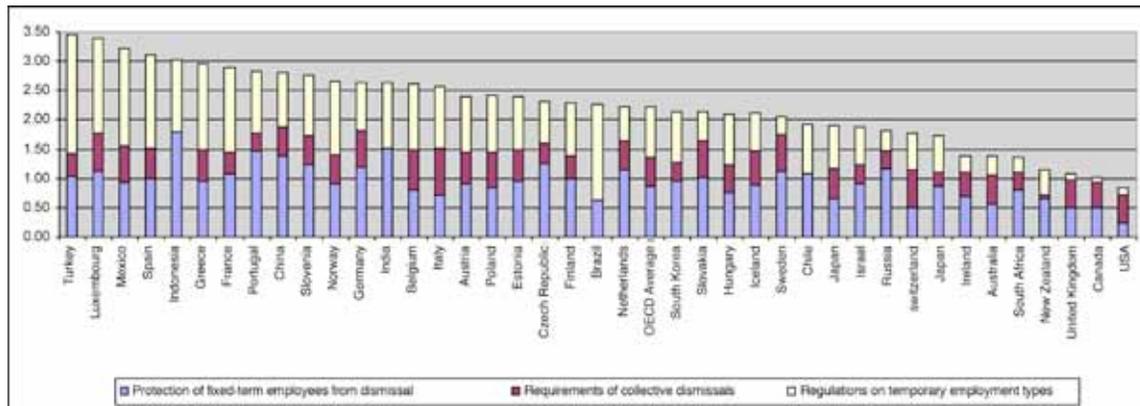
86. Temporary work relations via private employment agencies are regulated with legislation in many EU countries. Since the 1960's, there are two approaches to regulate temporary work in many EU countries which has regulated this field in order to reach a consensus among social partners. First of these two is "the equal treatment principle" which drafts regulations clearly and explicitly and the second is to bring certain limitations to temporary work relation in order to prevent the exploitation of employees. The basic principle of EU Directive 2008/104/EC which was drafted to secure the rights of temporary workers of private employment agencies is to ensure the equal treatment principle as a requirement of flexicurity.
87. Temporary work via private employment agencies is considered as an important mechanism for meeting the short-term labour requirements that enterprises may face for various reasons. On the other hand, this mechanism will improve the employability of certain groups such as women, young and long-term unemployed who face lack of experience barriers for accessing employment and will improve the employment opportunity and working conditions of those who prefer temporary employment for various reasons.
88. Temporary work relations via private employment agencies are not regulated in Turkish national legislation. However, Article 7 titled "Temporary Work Relation" of Law No 4857 enables a unique and limited temporary work model.
89. Remote work is a type of flexible work using information technologies to work out of the workplace. This type of work is not regulated in national legislation and it is rapidly spreading in especially developed countries since the 1980's in parallel with the advance in information technologies. Remote work in EU-27 as of 2005 is 7 percent. Remote work is expected to become much more widespread as it is an important flexible work type and is crucial for work-life balance.
90. On-call work, as regulated in Article 14 of Law No 4857, is especially widely practiced in hospitals, hotels, restaurants and journalism enterprises when there is an increase in demand. On-call work in EU-15 is 1,4 percent in 2011 according to EUROSTAT data. This type of work pattern is not common in Turkey.
91. Homeworking is a work relation based on a written contract in which the employee produces goods or services specified by the employer and is affiliated with one or more employers but without the supervision of the employer and generally in their own house. Even though homeworking is regulated in Articles 461-469 of Turkish Code of Obligations No 6098, Law No 4857 does not regulate any aspect of the model.
92. Work sharing is a type of flexible work which reduces work hours among two or more employees and maintains production to reduce dismissals especially in time of crisis. This is a way of working where a certain number of employees share one full-time job, dividing the daily and weekly working hours, pay and other benefits among them proportionate to the



- hours each works. It is not regulated in national legislation. Germany and UK are among the most successful countries in this context.
93. Flexible time model is a model providing flexibility in start and end of work hours in a limit determined by the enterprise management. Flexible work time model is spreading in EU countries and it is an important flexibility model especially for work-life balance.
94. There are certain regulations towards increasing the flexibility of labour markets in Law No 4857 which entered into force in 2003. Flexible work types envisaged in the law is not practiced widely.
95. Main challenges prevent widespread practice of the flexible work types in Turkey are as follows:
- a. High level of unregistered employment and illegal overtime work in practice reduces the practice of flexible work. Unregistered employment in agriculture sector is 52,7 percent and 47,3 percent in non-agricultural sector according to TURKSTAT 2012 data. According to EUROSTAT 2012 data, active weekly working hours in Turkey is 48,8 hours in practice. Turkey is way above the average 37,3 hours of EU-27.
 - b. Despite that Law No 5510 & 6111 has certain provisions, social security legislation still doesn't have sufficient regulations towards flexible work therefore flexible employees avoid registered employment.
 - c. It is not possible to carry out fixed-term contracts in succession which are among of the most important means of flexible work, if there is no essential legislative reason to do so. This prevents the widespread practice of fixed-term work.
 - d. The lack of legislation for temporary work via private employment offices is a major gap for meeting the short term labour demand of enterprises, integration of the unemployed especially the vulnerable groups in labour market and reducing unemployment.
 - e. The lack of sufficient data on flexible work practices is among the major obstacles for creating accurate policies and disseminating the practice.
96. Registered labour market in Turkey is quite strict since there is no legislation for certain types of flexible work and existing work practices are not widespread because of the reasons mentioned above. Employment Protection Legislation Index of OECD (Figure 1) which sheds light on the labour market flexibility in world confirms this assumption. Turkey is the strictest country among 40 countries (30 of them being OECD members) in accordance with this index of 2008.



Figure 1: Index of the Legislation on Employment Protection within the Member Countries of OECD and Other Countries*



Source: OECD

*Scale is between 0 and 6. 0 is the most flexible and 6 is the least flexible situation regarding the legislation.

97. Turkey is the country with the strictest legislation in terms of temporary employment arrangements in accordance with the index which was drafted taking dismissals of permanent employees, collective dismissals and temporary employment arrangements into account. The lack of legislative arrangements for temporary work via private employment agencies, requirements of fixed-term contracts, duration and amount limitations are among the reasons of this strictness.
98. Turkey has more flexible regulations than OECD countries in regards of the Specific Requirements for Collective Dismissals Sub-Index which includes the definition of collective dismissal, additional notice terms, additional extensions before the start of the notice time and other expenses undertaken by the employer.
99. Turkey is the 14th strictest country among 40 countries in regards of the Individual Dismissal of Workers with Regular Contracts Sub-Index which includes the notice process, severance and notice payment, definition of fair and unfair dismissals, trial period, unfair dismissal compensation and maximum period of objection. Especially the high level of severance payments increases the strictness of the labour market.
100. In regards of employment criteria, Turkey ranks 145th out of 183 countries in the Ease of Doing Business Report 2010 of the World Bank. Limitations on fixed term contracts and the high level of severance payments appear to be among the reasons of this strictness in this report as well.
101. According to severance payment data which is used to draft the Employment Protection Legislation Index Turkey and Portugal are the two countries in OECD where the highest levels of severance payments are mandatory. In addition, Turkey is among the top 20 countries with highest severance payments according to Ease of Doing Business Report mentioned above.



102. The high level of severance payments is an important expense for enterprises. Enterprises resort to unregistered employment to avoid this burden or may opt for illegal ways to prevent employees to qualify for severance payments. As a result, there are important levels of efficiency losses in enterprises.
103. Access to severance payment levels for employees is extremely insufficient. Inability to transfer severance payments between enterprises limits the mobility of labour force. In practice, employees who prefer to change jobs occasionally cannot leave their jobs in order to maintain their severance payments or they cancel their contracts and lose their severance payments.

B. Overall Objective

It is aimed to improve the economic and social rights and employability of employees by increasing the flexibility of labour market and by protecting the acquired rights of the employees.

C. Targets

1. The ratio of part time work over total employment will rise to EU levels by the end of the strategy in 2023.
2. Worker Employment Index which is 0.64 for Turkey and is included in the Ease of Doing Business Index will be carried to OECD averages in 2023.
3. Trade union rights and social security conditions of flexible employees will be improved.

D. Policies

1. Applicability of flexible work arrangements which does not have sufficient implementation despite legal arrangements will be improved.
2. New legislation will be drafted for flexible work arrangements which are not regulated.
3. Awareness level of employees and employers relating to flexible work arrangements will be increased.
4. Minimum wage will be regulated in accordance with economic conditions and ratified international agreements.
5. Accessibility of flexible employees to economic and social rights will be increased.
6. Employability of flexible employees will be increased by means of using active labour market measures.
7. Severance payments will be reformed by ensuring the accessibility of all employees.
8. Right of information and codetermination of employees will be ensured.
9. Measures against excessive work will be taken.
10. Strengthening and extending the guidance role of inspection activities will increase deterrence and reduce unregistered employment and secure the rights of flexible employees.



III. INCREASING THE EMPLOYMENT OF VULNERABLE GROUPS

A. Current Situation

104. Vulnerable groups especially women, youth, long term unemployed and disabled have low labour force participation rates, work in unregistered and underpaying jobs called “indecent work” and face a higher risk of unemployment despite positive discrimination and no legal obstacles. This situation rising up in almost every country has been challenged by various policies.
105. Turkey adopted many regulations since 2008 in order to increase women and youth employment. Insurance premium incentives which were adopted with Law No 5763 on Amendments on Labour Law and on Some Laws and Law No 6111 provided to employers who employ women and youth has contributed to employment rates and registered employment of these groups but has not managed to raise the employment level to desired levels.
106. Labour force participation rate of women in Turkey is 29,5 percent in 2012 and that is very low compared to men. Considering the sectoral distribution of labour of women, they are primarily employed in the service sector and then in the agriculture sector. Agricultural disengagement and migration from rural to urban areas resulted in women who previously worked as unpaid family workers withdrawing from the labour force, becoming unemployed or working in jobs with no social security and low levels of wages. Also, jobs and occupations are separated and socially accepted as “woman jobs” and “man jobs” in the labour market, women employment concentrate in jobs traditionally dominated by women and this prevents women to access other fields which are relatively better paying and have social security.
107. Unregistered employment rate of women is considerably higher than of men but it is decreasing in recent years. This rate has decreased to 54,2 percent in 2012 from 71,3 percent in 2003. Agricultural disengagement has an important contribution to this regression.
108. 12,1 percent of women in labour in 2012 are self-employed or work as employees and 33,7 percent of them work as unpaid family workers. An important percentage of women still work as unpaid family workers despite an increase in the paid women employment.
109. Active participation of women to work life is an important requirement both for personal and social progress. However, insufficient education and vocational education and training (VET) of women, providing courses only in fields which are socially accepted as women jobs in VET and gender discrimination practices in the labour market reduces the labour force participation of women in Turkey and increases unregistered work and unemployment rates.
110. The low labour force participation rate of women may be affiliated with the low level of education. In accordance with 2012 TURKSTAT data, labour force participation of illiterate



women is 16,7 percent while it is 70,9 percent for tertiary education graduates. This situation states that the education level and labour force participation of women are directly related to each other. It is important to raise the level of education of women.

111. Besides the low level of education, social gender roles which burden the men with the responsibility of work and the women with the responsibility of homework and provision of care to children, elderly and disabled persons are among the reasons of the labour force participation and employment rates of women. Improving and extending institutional support mechanisms of care services are important for increasing the labour force participation rate of women.
112. Among with the low level of labour force participation of women in Turkey, the high level of unemployment rate reveals a negative picture in regards to OECD and EU countries.
113. Labour force participation rate of youth (15-24) is 38,2 percent in accordance with 2012 TURKSTAT data. This rate is 50,8 percent for young men and 25,9 percent for young women. Youth unemployed constitute 30,8 percent and first time job seekers constitute 61,8 percent of the total unemployment. Limited possibilities for internships and inability to obtain necessary skills required by employers in education life, it is hard for youth who are in the process of adapting to the labour markets to find jobs. Therefore youth unemployment rate (17,5 percent) is higher than total unemployment rate (9,2 percent). Policies towards first time job seekers will improve the employability of youth.
114. A TURKSTAT study titled “Research on the Labour Force Status of Disabled People” states that labour force participation rate is 50,5 percent but it is 40 percent for those with an ongoing illness or health condition and it is 34,8 percent for the disabled for the second half of 2011. Unemployment rate for the same groups is 8,1 percent and 7,6 percent. Labour force participation rate of disabled men is over 30 percent while it drops to 7 percent for disabled women. The disadvantaged position of women is much more serious in regards of disabled women.
115. The situation of the long term unemployed (those who are unemployed for one year or more) gives significant clues on the structure of unemployment. According to TURKSTAT data, the ratio of long term unemployed to total unemployed is 26,4 percent in 2011 and 24,9 percent in 2012 in Turkey. As the duration of unemployment increases, the probability of personal skills to meet the demands of the labour market, expectations to find a job and the employers’ tendency to employ the long term unemployed reduces. For these reasons, unemployment becomes chronic and decreasing the unemployment rate becomes difficult.
116. Each vulnerable group, including women, youth, disabled and long term unemployed, face its own problems for entry into labour market and in the labour market. Main problems for these groups are relatively low level of education and skills, insufficient adaptation of flexible work in legislation and work life, social gender roles for women, insufficient mechanisms for work-life balance, entry into first job problems for youth and current social living spaces limiting the mobility of the disabled.



117. Public institutions and agencies which serve vulnerable groups have been unified in the Ministry of Family and Social Policy (MoFSP) in order to speed up the activities for improving the legislation and increasing employment.

B. Overall Objective

It is aimed to eliminate the barriers for labour force and employment participation of vulnerable groups such as women, disabled, youth and long term unemployed.

C. Targets

1. Labour force participation rate of women will increase to 41 percent until 2023.
2. From 2012 to 2023, the unregistered employment of women will be reduced from 54,2 percent to 30 percent.
3. Youth employment rate will be close to total unemployment rate.
4. All of the vacant positions for the disabled (by 2013: 22.302 in public sector, 28.864 in private sector) will be filled until 2015.
5. From 2012 to 2023, the ratio of the long term unemployed will be decreased from 24,9 percent to 15 percent.

D. Policies

1. Labour force participation and employment rate of women will be increased and unregistered employment will be tackled.
2. Youth unemployment will be reduced.
3. Labour force participation and employment rate of the disabled will be increased.
4. Return to work process of the long term unemployed will be accelerated.
5. Regulations on anti-discrimination will be improved.



IV. STRENGTHENING LINKS BETWEEN EMPLOYMENT AND SOCIAL PROTECTION

A. Current Situation

118. In Turkey, due to low level of labour force participation and registered employment, a significant proportion of population in working age is excluded from social insurance system and this increases the number of people in need of social assistances.
119. Long term unemployed in the labour market and those facing high risk of unemployment increase the need for social protection.
120. In Turkey, employment in rural areas is mostly in agriculture sector where added value per capita is low. Thus, 24,5 percent of employment was in agriculture sector in 2012, the share of this sector in GDP was only 8,1 percent. It is the most important fact that leads to high poverty in rural areas. Besides, most of the population dissolved from agriculture are excluded from the labour market or work with low wages temporarily and without security as their qualifications are not adequate for jobs in urban areas. Imbalance between share of agriculture in employment and agricultural share in distribution of income, and the labour force situation of population dissolved from agriculture in urban areas increases the need for social protection both in rural and urban areas.
121. According to the TURKSTAT 2012 data, the poverty rate is 16,2 percent with regard to poverty threshold determined by taking into consideration 50 percent of the equivalised household disposable median income. Although a significant number of employable population among poor is employed, those people are working in temporary and precarious jobs with low wages due to both low level of their qualifications and characteristics of agriculture sector where they mostly work and marginal sectors in urban areas. Poverty risk is high for unregistered workers as well as for households with children where especially minimum income is the only source of income. Therefore, within the scope of social insurance, the need for social protection increases for poor people especially working with minimum income or unregistered. Besides, social assistances mostly provided for those who do not have social insurance record and this might both be dissuading for people to work registered and cause people working registered but in need to receive less social assistance.
122. Unemployment benefit is determined as 40 percent of gross earning not to be over 80 percent of gross minimum wage. In 2010, 330.000 unemployed out of 3.046.000 (10,8 percent) received unemployment benefit. This was determined as 365.719 unemployed in 2012, and as 164.467 for 2013 January-July period. The need for social protection increases due to strict conditions for entitlement and low level of benefits. This shows that unemployment insurance cannot ensure adequate protection for unemployed by itself.
123. Unlike in Turkey, where social protection schemes are inadequate due to lack of an institutional framework for unemployment benefits, in many countries, the unemployment



benefits are funded through general taxation scheme for the unemployed persons who are not within the scope of unemployment insurance or who are ineligible to claim it because of the expiry of the benefit period or who have never been qualified for it because of not working long enough to meet the necessary premium payment requirements.

124. Projects to make employable poor people more productive and ensure sustainable income for them are supported and towards “Action Plan on Establishing and Activating the Link between Social Assistance System and Employment” put into practice in 2010, efforts continue to ensure accessing labour market for employable people benefiting from social assistances. However, the need for strengthening and activating the link between social assistances and employment remains.
125. Lack of communication and cooperation among the institutions working in the field of social assistances in Turkey and lack of objective criteria makes it difficult to deliver efficient and adequate services for people really in need and to use the resources in an efficient and productive way. In 2011, Ministry of Family and Social Policies was established in order to better coordinate social assistances and social services. “Integrated Social Assistance Services Project” is carried out by DG for Social Assistances affiliated to the Ministry and duplication in assistances is prevented via Social Assistance Information System (SOYBIS). In addition, the system established by “Project on Development of Scoring Formulation for Determination of Social Assistance Receivers” which was carried out in order to define objective criteria in benefiting social assistances and finalised in 2013 can be used by the beginning of 2014.
126. Ratio of social expenditures to GDP in Turkey which was 16,4 percent in 2011 is relatively low compared to EU averages. Besides, effect of social transfers in reduction of poverty is not at the expected level.
127. Although ratio of social assistance expenditures provided by public institutions aiming at reduction of poverty to GDP in Turkey fall behind the EU average, it shows an increasing trend since 2002. This ratio was 0,5 percent in 2002 and increased to 1,4 percent in 2012.
128. “Child labour” which mainly based on poverty and adult unemployment remains to be an important problem despite all efforts for prevention. According to the results of TURKSTAT 2012 Child Labour Force Survey, there are 15.247.000 children in Turkey aged 6-17. Rate of working children at the age group 6-17 is 5,9 percent. About 35 percent of children that dropped out of school are working in economic activities.

B. Overall Objective

It is aimed to develop an efficient and integrated social protection system in line with the economic, social and financial policies which includes all segments of the society, promotes working and not depends the individuals to social assistances. Child labour, primarily worst forms of child labour (in streets, at heavy and dangerous works in industry, seasonal migrant and temporary agriculture works out of family works) will be eliminated.



C. Targets

1. Ratio of people receiving unemployment benefit to the total unemployed will be increased to 25 percent by 2023 which was 14,5 percent in 201.
2. 31 percent average of 2008, 2009 and 2010 for people who receive unemployment benefit and employed in one year after leaving their jobs will be increased to 40 percent in 2015.
3. In 2023, job and vocational counselling service will be provided to all employable social assistance receivers.
4. 25 percent of employable social assistance receivers will be employed in one year.
5. In 2023, in particular worst forms of child labour in heavy and dangerous industry, streets and seasonal migrant and temporary agriculture will be eliminated; child labour in other fields will be reduced under 2 percent.
6. Rate of working poor will be reduced to 5 percent by 2023.

D. Policies

1. Social assistances will be provided as right-based and on the basis of predefined objective criteria.
2. Social protection service will be defined and classified in a way to promote employment according to the needs of people taking into consideration the composition of households.
3. Unemployment insurance will be restructured in a way to provide more social protection.
4. Activities aiming at poor people working unregistered and people at risk of poverty will be increased.
5. Opportunities to benefit from social assistances will be increased taking into consideration the characteristics of the households that are poor or at risk of poverty even if there are registered employees within the household.
6. Social protection programmes implemented by public institutions will be conducted in coordination.
7. "Time Bound Policy and Programme Framework for the Prevention of Child Labour" will be implemented effectively in all provinces.
8. Sustainable income will be ensured for employable poor people through making them more productive.





SECTOR STRATEGIES

CHAPTER THREE





INFORMATION TECHNOLOGY SECTOR

A. Current Situation

129. Information technology sector is one of the most rapidly growing sectors in the world. According to the data of World Bank, as of 2007, information technology expenditures have outreached 1 billion dollars in USA. As regards information technology expenditures per capita, Ireland has the highest expenditure with 3.499 dollars. It is 3.421 dollars in USA, 3.063 in UK, 2.500 in Germany and 2.455 in Japan.
130. According to the data on public information technology investments in 2012 Investment Programme, while allocation from central administration budget for information technology investments in 2002 was around 577 million TL with 2012 costs, this amount has approximated to 2.5 billion TL in 2012. Except for 2008, public information technology investments has showed an ever-growing trend and an increase over four times has been noted since 2002. In particular, projects in education sector have an effect on the substantial rise which occurred after 2011. E-State applications and services are put into practice by means of information technology investments done by public institutions.
131. According to OECD Communications Outlook 2011 Report, regarding information technology field, Turkey has performed 7.078 billion dollars of import and 2.032 billion dollars of export in 2009. In this sector where Turkey is one of net import countries, South Korea, Japan, Mexico, Hungary, Ireland, Slovakia and Israel are the main net export countries.
132. According to OECD Information Technology Outlook 2010 Report, the ratio of information technology specialists to the general employment in economy is 1,6 percent as of 2010 in Turkey. This ratio is 4 percent in USA, 5,4 percent in Sweden, 3,5 percent in Germany, 3,1 percent in France and approximately 3 percent in Italy.
133. According to the data of OECD Patent Database, the ratio of patents obtained regarding information technology to general number of patents is 48 percent in Singapore, 47 percent in Finland, 26 percent in EU 27, 34 percent for OECD average and 14 percent in Turkey between years of 2007-2009.
134. According to the results of 2011 Research and Development Activities Survey of TURKSTAT, the share of research and development expenditures in GDP was 0,85 percent in 2009, 0,84 percent in 2010 and 0,86 percent in 2011 while it was 0.6 percent in 2006. On the other hand, according to the publication on Higher Education Data of Assessment, Selection and Placement Center (ÖSYM), this rate was 26,7 for science and engineering among undergraduate programmes in 2011.
135. According to the data of TURKSTAT, the share of professions where information technology is intensively used to total professions is 10,8 percent in Turkey.
136. According to the data of TURKSTAT, number of people working in information technology sector is 238.000 as of 2012.



137. Skills gained with formal education in information technology sector do not match with the labour force needs of the sector. In information technology sector which requires high qualification and has a strategic importance, employment will significantly increase both in production process and support services after production in case of needs met by means of supporting the national resources. In this process, it is especially important for Turkey to develop specific sector software.
138. According to the data of ÖSYM, there are 3.184 graduates in total from undergraduate programmes for computer, control and computer, computer software, information technology systems and technologies, computer technologies and information technology systems in 2011-2012 term. Number of graduate students from two-year degree programmes is 15.619 for the same period.
139. Although it has a trend for rapid growth, information technology sector has not developed sufficiently in Turkey. There is not adequate investment in this field, and policies defined cannot be put into practice in coordination among different public institutions. In particular, information technology sector is considerably small when compared to OECD. Software, services and content are relatively inadequate in the sector.
140. In 2012, 12.287 people in total, 6.307 of whom were men and 5.980 of whom were women, have participated in 998 trainings provided by İŞKUR regarding the sector. Sectoral Committee for information technology authorized by VQA regarding the professions in information technology sector is continuing its efforts for preparation of occupational standards with participation of institutions working in the sector.
141. The primary challenges are that the sector is not fully open to competition and the inventory of the sector is not yet taken.
142. Its multiplier effect on employment in other sectors can be regarded as a special characteristic of employment in information technology sector. Although it can be thought that the developments in information technology sector will cause employment loss in traditional professions in short term, an increase in total employment shall be expected in long-term.
143. In order to increase trade of foreign exchange saving services in Turkey and to improve competitiveness of services sectors at international level, Notification No. 2012/4 regulating the Support for the Trade of Foreign Exchange Saving Services has been drafted and it has entered into force by publication of Official Journal dated 25.06.2012 and numbered 28334. Within the scope of the Notification implemented by Ministry of Economy, accession to foreign markets and advertising activities of software companies, companies developing computer games and applications that are functioning in information technology sector, and technocities and sectoral cooperation institutions are supported.

B. Overall Objective

It is aimed that skills of the labour force in the sector will be improved, entrepreneurship will be promoted, and employment in the sector will be increased through supporting the researches on developing new products and technology.



C. Targets

1. 10.000 information technology specialist will be trained annually.
2. From 2013 to 2023, number of people employed in information and communication sector will be increased by 50 percent.

D. Policies

1. Qualification of the labour force will be improved taking into consideration the current needs of the sector.
2. Researches aiming at increasing new products and employment in information technology field will be supported.
3. Incentives aiming at entrepreneurship and export will be increased.
4. Usage of information technologies in the social and cultural field and adaptability to transformation process will be increased.



FINANCE SECTOR

A. Current Situation

144. In order to ensure that the growth is stabilized and sustainable, balanced macro policies that ensure stabilisation, entrepreneurship based on information, well-functioning governance process are utmost importance as well as existence of an effective and reliable finance sector. Global crisis and fluctuations in the finance sector showed that how swiftly and severe national and global economies are affected.
145. In Turkey, the total monetary scale of finance sector is not yet reached to the adequate size when compared to the developed countries. Not being able to ensure long-term stability in the macroeconomic structure is one of the most important reasons that the finance markets in Turkey did not function in a reliable way over the years and is relatively weak compared to markets of the developed countries. Risk premium generated by the unstable structure has created an inefficient finance market which an important proportion of the savings collected by the banks and foreign capital concentrating through a cyclical way is transferred to high-yield internal state debt instruments and which its problems are deepening gradually due to the need for high borrowing in the public sector. Until recent years, this structure did not enable development of other finance institutions which will contribute financing and deepening of insurance sector or commerce where particularly the long term stabilisation is at vital importance. Macroeconomic stability reached in recent years has resulted in a positive change in this view.
146. Despite the aforementioned positive developments, data on banking that is sub-sector with the most important size in Turkey in the sector is far away from being adequate when compared to EU averages. Although size of assets per capita has an increasing trend, it is below average with around 7.500 euros. Despite the consistent growth and increase in loan supply in the period of 2002-2008, banking system in Turkey is rather at a micro-scale when compared to EU states. Taking into consideration the ratio of size of assets to national income, the difference between EU 27 and Turkey is nearly threefold. According to data of the Banks Association of Turkey (TBB), the ratio of size of assets in Turkish banking sector/GDP was 97 percent in 2012. This ratio considerably falls behind the ratio of EU 2011 average which was 367 percent. This situation is reflected to the employment data in a similar way. Data on the number of banks, branches and staff in proportion to population supports this determination and points out that the sector has not reached to an adequate size.
147. When the growth potential is used properly, it will have crucial contributions to employment both at sectoral level and in general. Project on Istanbul Regional and Global Finance Center when it is put into practice will have crucial impact in increasing the potential growth. Growth and effective functioning of finance sector is an important factor that directly effects the economic growth and employment. From the employment point of view, reliable functioning



and development of finance sector is not only limited with its effect on employment in this sector but also having a dimension that indirectly affects the total employment level of the economy.

148. Banking sector creates most of the employment in the sector. Insurance and security brokerage institutions are the other activity fields that highly create jobs. According to the March 2013 data of BDDK, approximately 205.000 people are employed in the Turkish banking sector including the participation banks. According to the 2012 year-end data of Insurance Association of Turkey, the number of people employed in the field of insurance and reinsurance is nearly 17.000. Finance sector from the employment point of view is important both because of growth potential of the sector and its high contribution level to total employment indirectly.
149. In addition to its potential of creating jobs indirectly, another aspect increasing the importance of employment in the sector is the high share of women employment in the sectoral employment. The share of women in employment in banking and insurance sectors is about 50 percent according to the 2012 data of TBB. This rate is relatively high when compared to other sectors. Another aspect that increases importance of the mentioned employment level is that women employed in this sector are mostly registered. On the other hand, departments that do not require multiple physical activation, such as call centers functioning especially in the sector, are providing appropriate environment to increase employment of people with disabilities. Accordingly, it can be envisaged that the employment increase in the sector will affect the composition of employment based on gender and employment of disadvantaged persons positively.
150. Skilled labour force is mostly employed in the sector. The rate of higher education graduates among the employees of the sector is relatively high. According to the December 2012 data of TBB and Insurance Association of Turkey, 80 percent of employees in banks, 70 percent of employees in insurance sector have graduated from higher education or postgraduate programmes. When the process of sectoral employment is taken into consideration, it is observed that these rates are rapidly changing in favour of higher education graduates. Although the finance sector has provided job opportunities mostly for graduates of faculties of economics and administrative sciences in the past, this situation has started to be spread out to a wider range in recent years. In the following years, it is estimated that this trend of wider range will continue, and the share of especially some engineering branches due to vital importance of technology and IT infrastructure in addition to 4 years banking and insurance higher education schools and similar faculties in labour force of the sector will more rapidly increase.
151. An important challenge for those who are employed in the sector for the first time is that even those who have graduated from the relevant programme do not have adequate knowledge in implementation at the first stage. Deficiencies on implementation within the process of education have to be eliminated.



B. Overall Objective

It is aimed that qualified labour force demand in the sector will be met and current employment opportunities will be improved.

C. Targets

1. From 2013 to 2023, employment in banking sector will be increased by 28 percent.
2. From 2013 to 2015, employment rate of people with disabilities in the sector will be increased by 10 percent.

D. Policies

1. Current employment opportunities in the sector will be improved.
2. Training programmes will be updated according to needs of the sector.
3. Labour force demand aiming the needs of sector will be met.



CONSTRUCTION SECTOR

A. Current Situation

152. Having the ability to influence around 200 sub-sectors, construction sector is an extremely important sector for country economies in terms of employment and value added.
153. With about 7.5 trillion dollars of production, the contribution of the construction industry to the world's GDP was 13,4 percent in 2012. In this sector, the three leading countries – China, USA and Japan – account for 37 percent of global construction. In 2010, Chinese construction market became the largest construction market worldwide with around 15 percent share. In 2010, housing sector represented almost 40 percent of the global construction production where infrastructure works accounted for about 32 percent.
154. Approximately 20 percent of sector's share in world economy is being produced in Europe. In this sector, the average cost per employee per year across Europe is approximately 30 thousand Euros. Construction accounts for well over 10 percent of European GNP and employs 12 million people. The index of production for the construction in EU Euro zone decreased by 6,7 percent in 2009 compared to the previous year, and the contraction continued by 7,2 percent, 0,7 percent and 7,1 percent for the years 2010, 2011 and 2012, respectively.
155. While the construction made a considerable progress in the early 1980s and grew constantly for a decade, the sector contracted because of the reduction in infrastructure investments. Shrinking by 22,4 percent, construction was the only major sector contracted during the 1993-2003 period where the economy grew by 26,1 percent in total. The sector shrank consistently and affected deeply by the crisis during this period because of not adapting itself to the changes in economy and demand. The construction sector in Turkey experienced a fluctuating growth trend with falls and rises during the period of 2002-2007 mainly due to the boom in housing demand and with the start of some infrastructure projects. However, with the fall of housing demand in the second half of 2006, growth rate in the sector regressed to 5,7 percent in 2007 with the lowest of the previous five years and shrank by 8,1 percent in 2008. While sector's growth rate was -16,1 percent in 2009, it was 11,2 percent in 2011 and 2,4 percent in 2012. While sector's share in GDP was 3,8 percent in 2009, it was 4,2 percent in 2010, 4,5 percent in 2011 and 5,8 percent in 2012.
156. Turkish constructing services abroad have a significant share in Turkish construction sector. As of 2006, the international business volume of Turkish constructors in 63 countries reached to some 85 billion dollars and the number of projects undertaken reached to 6.000. Thanks to the growth of the sector during the period of 2002-2007, particularly due to the growth by 18 percent in 2006, Turkish construction sector increased its share in the world construction sector to around -3 percent. In 2008, Turkey ranked second after China with 23 companies among the world's top international constructors list and kept its position with 31 companies in 2009, 33 companies in 2010, 31 companies in 2011 and with 33 companies in 2012.
157. Sector's share in the total employment for years increased from 4,9 percent in 2004 to 5,9 percent in the years of crisis 2008-2009, 6,3 percent in 2010, 7 percent in 2011 and 7,5 percent in 2012. While sector's share in nonagricultural employment was 6,9 percent in



2004, it reached 7,8 percent in 2009, 8,4 percent in 2010 and 9,3 percent in 2011. More satisfactory supply of technical labour, including engineers and architects, has its positive impact on sector's development.

158. While construction output contracted by 16,4 percent in 2009, it picked up by 18,6 percent in 2010, 11,3 percent in 2011 and 0,7 percent in 2012. For the same period, employment in the sector decreased by 19,5 percent in 2009, and increased by 2,6 percent in 2010, 2,7 percent in 2011 and 1,1 percent in 2012.
159. Sector's impact on employment is not limited to a net employment increase during construction activity; but it has impact on major sectors – agriculture, industry and services – and sub-sectors before and after the construction activity.
160. Despite the development of construction technologies in terms of production and materials, the labour-intensive mode of production remains dominant in the sector. In the sector the general level of education is relatively low and labour mobility is high. Besides, sector provides temporary jobs for those seeking permanent work. Thus, sector offers employment opportunities for low qualified and poorly educated migrant workers coming from rural to urban areas.
161. Construction is a high-risk sector in terms of occupational health and safety. The sector is classified in the category of heavy and hazardous industries. The sector accounts for 10 percent of the whole occupational accidents where 32 percent of these accidents result in death.

B. Overall Objective

It is aimed to ensure that sector provides sustainable and registered employment opportunities to labour force which has high adaptability to the changes, high productivity and high level of awareness of occupational health and safety issues through increasing sector's competitiveness and employment capacity at all skill levels in both domestic and international markets.

Targets

1. From 2013 to 2023, the level of employment in construction sector will be increased by 160 percent.
2. By 2023, 30 percent of the employees working in the sector will have a vocational qualification certificate.
3. From 2013 to 2015, occupational accidents in the sector will be decreased by 50 percent.
4. From 2013 to 2023, unregistered employment in the sector will be decreased by 50 percent.

Policies

1. Current employment opportunities in the sector will be improved.
2. Measures will be taken for meeting the demand for qualified labour force in sector.
3. Awareness of occupational health and safety in the sector will be promoted.
4. Unregistered employment in the sector will be prevented.



HEALTH SECTOR

A. Current Situation

162. Health sector is an extremely significant sector not only because of the significance of its area of activity but also because of its economic size and employment potential. In parallel with the sectoral developments in the world, the importance of the health sector in Turkish economy and employment has gradually increased. The biggest challenge of the health sector regarding labour market is to increase the employment level through increasing the quality and density of the labour force in line with EU and OECD standards while bearing in mind country's education capacity and economic limitations. While the measures implemented under the "Transformation in Healthcare Programme" of the Ministry of Health have made considerable contributions in reducing the disparities regarding the regional distribution of health employees, these disparities are not totally eliminated.
163. The share of health sector in total employment has considerably increased in recent years. Despite this, Turkey ranks last among the OECD countries with the share of health sector in total employment which was 2,8 percent in 2009. The reforms on healthcare system are envisaged to ensure the convergence with the OECD average regarding the share of health sector in total employment. In this regard, the upward trend of employment in health sector should continue in an accelerated manner in the medium term.
164. According to 2012 figures of TURKSTAT, 670.092 people employed in the health sector. When it is compared in terms of the density of health employees per capita, it is seen that the number of employees working in the Turkish healthcare sector are lagging far behind the EU and OECD countries. While the number of doctors per 1.000 people in Turkey was 1,7 in 2011, the OECD average is 3,1. Data reveal that the situation is worse for nurse density. Nurse\obstetrician density being 2,4 level in 2011 is far behind the OECD average of 8.4. According to TURKSTAT 2023 population projection, mid-year population is estimated as 84.053.000. Considering that the population has a growing and ageing trend, it is estimated that increasing the number of healthcare institutions and strengthening the capacity of these institutions in terms of human capital will create a significant amount of new employment potential in health sector.
165. Projections about increasing the employment potential of the sector do not only stem from the need for meeting the existing national demand for health services. Unlocking country's potential in health tourism which covers a comprehensive scope including medical services, thermal and SPA, as well as care services for disabled and elderly persons and supplying the required labour force will help creating considerable amount of employment opportunities. For the developed western countries, importing health services becomes inevitable because of the difficulties in meeting the growing needs of their ageing population. Characteristics of Turkey such as its natural resources, high level of development in the field of medicine and the presence of modern health care institutions paves the way for meeting this need to a certain degree. Besides, within the scope of the Notification No. 2012/4 regulating the Support for the Trade of Foreign Exchange Saving Services, the establishments working in the field of health tourism and their partners in the sector are supported for their activities aiming at access to foreign markets and publicity to bring international patients into Turkey.



166. The growth potential of the health sector and its capacity to generate qualified employment makes it important to develop policies aiming at increasing and promoting employment in this sector. Deep scientific researches require constant update of medical knowledge. Thus, in this sector, where a considerable amount of qualified labour is employed, employees are required to continuously improve their knowledge and skills. Accordingly, adoption of lifelong learning approach and measures revising the educational plans in health sector which will help to balance demand and supply of health professionals are very important.
167. In health sector, there is a large area to regulate and manage which includes the reimbursement of medicines and medical devices, allocations to hospitals, reimbursements to individuals etc. Development of the sector inevitably leads to the enlargement and deepening of these areas. Such developments refer to an important labour force demand from both public and private sector, regardless if they are providers or recipients of services, which needs to be handled both in terms of quality and quantity. Ageing population of Turkey and the increase in access to health services and medicine drive the growth of the pharmaceutical industry, therefore, increasing the domestic production and employment within the scope of strategic targets in this field is important.
168. On the basis of the Decision of the Council of Ministers dated. 15.06.2012 and No. 20123305, the General Directorate of Incentive Implementation and Foreign Investment provides incentives to health sector for investments on hospitals, medical centers, dialysis centers, laboratories and magnetic imaging centers and production of biotechnical drugs, oncological drugs and blood products, which are subject to prior authorization and permission from the Ministry of Health.

B. Overall Objective

It is aimed to take measures which will help meeting the growing demand for qualified labour force in parallel with sectoral developments and to improve the present employment conditions.

C. Targets

1. From 2013 to 2023, the number of employees working in health sector will be increased 100 percent and convergence with the OECD average will be ensured regarding the share of health sector in total employment.
2. Vocational standards in health sector will be complete by 2015.
3. The number of doctors per 1.000 population will be increased to 2.4 by 2023.
4. The number of practicing nurses per 1.000 population will be increased to the level of 3.8 by 2023.

D. Policies

1. Current employment opportunities in sector will be developed.
2. Demand for qualified labour force in sector will be met.
3. Working times and conditions in sector will be reformed.



AGRICULTURE SECTOR

A. Current Situation

169. Agriculture has been an important sector for many countries due to the necessity to meet the increasing and diversifying nourishment demand of the societies and because of its contribution to national income, export, employment, biological diversity, and ecological balance through agriculture based industries. Agricultural production is supposed to steadily increase in the next ten years to meet the increasing per capita consumption as result of rapid population growth, income boost and expansion of trade. Nevertheless, it is predicted that the estimated increase will be slower than the previous years.
170. The expansion in the world agricultural market has been shifting to the developing countries. Lower production costs together with increasing demand in those countries are some of the important factors in this phenomenon. Thus, agriculture sector has a peculiar characteristic since the decreasing ratio of agriculture in employment is accepted as an indicator of transition from agricultural to industrial society according to development level of countries. In line with this understanding, in the developed countries, share of agriculture in employment is low but financial support to agriculture is at significant levels.
171. Even though its place in the Turkish economy has relatively decreased, agriculture still preserves its significance in terms of fulfillment of the domestic food demand, input for the industrial sector, export share and contribution to the employment. Decreasing share of agriculture in GDP stems from relatively rapid development of industry and service sector. Share of agriculture in national income decreased from 26,1 percent to 17,5 percent between 1980 and 1990. Agricultural sector of which share in national income has decreased to 10,1 percent in 2000s, constituted 8,1 percent and 7,9 percent of the national income in 2011 and 2012, respectively.
172. According to TURKSTAT data, share of agriculture in overall employment has a declining trend since 1950s. The ratio decreased from 77,4 percent in 1955 to 47,8 percent in 2000. When the recent periods of agricultural sector has been considered, after having decreased to 23,5 percent in 2007, with the effect of 2008 financial crisis, the share of agriculture in overall employment rose again to 24,7 percent and 25,2 percent in 2009 and 2010, respectively. The number was realised as 25,5 percent in 2011 and 24,6 percent in 2012. The fundamental reasons in the decrease of the share of agriculture in overall employment are the decrease of labour demand depending on the mechanization in agricultural sector, rising labour force demand in industry and service sectors, and narrowing subsistence opportunities in rural areas due to rapid population increase and disintegration of arable land.
173. The most substantial declines in the agriculture sector occurred in 2001 as 7,9 percent and in 2007 as 6,7 percent, which were the years of economic and global climate crisis years. The agriculture sector witnessed 4,3 percent and 3,6 percent growth in 2008 and 2009, which were the years of global financial crisis. The growth trend in agriculture sector continued in 2011 and 2012, with the rates of 6,1 percent and 3,1 percent, respectively.



174. The share of agricultural exports including agricultural products, forestry, fisheries and food industry products in overall exports was 10 percent, and its share in total imports was 5 percent. The agricultural exports of 4 billion dollars in 2002 increased to 15,3 billion dollars in 2012. In agricultural imports, on the other hand, the figures rose from 3,9 billion dollars in 2002 to 12,6 billion dollars in 2012.
175. Unlike other activities in which people are generally casual workers or wage earners, agriculture is an activity in which enterprise owners are self-employed and work with other family members. According to 2012 data of TURKSTAT, 42,5 percent of people employed in the agriculture sector are self-employed and 46,3 percent of them contribute to the agricultural activity as unpaid family workers.
176. One of the important features of agricultural employment is the high participation rate of women in the labour force. When Turkey average is considered, 42,4 percent, 42,2 percent and 39,3 percent of the women were employed in agriculture in the years 2010, 2011 and 2012, respectively. 75,9 percent of women employed in agriculture were unpaid family workers in 2010, and the figures were 76,9 percent and 75,1 percent for 2011 and 2012. These figures demonstrate that women are mostly employed as unpaid family workers in agriculture.
177. The existence of unqualified labour force and inadequacy of vocational education; the coverage problem of social security, underdevelopment and infrequency of agriculture based industry in rural areas and high input costs such as of fuel oil and fertilizer can be juxtaposed as weak aspects of agriculture in terms of employment which eventually lead to problems in production.
178. Most common difficulties regarding the child labour in agriculture are attendance in compulsory primary education, compliance to working age standards and implementation of minimum age in working life. According to the results of TURKSTAT surveys, the children employed in agriculture constitute the biggest portion of working children. The 2006 data of TURKSTAT indicate that 36,6 percent of working children (28,6 percent of working boys and 53,3 percent of working girls) are employed in agriculture. The 2012 data of TURKSTAT, on the other hand, shows that 44,7 percent of total working children (38,4 percent of working boys and 58,4 percent of working girls) are employed in the sector. Within the agriculture, "Paid Employment in Mobile and Temporary Agricultural Works except Family Businesses" is defined as one of the worst forms of child labour and identified as one of the primary intervention areas.
179. Agriculture is the sector in which the unregistered employment is most widespread. The share of agricultural sector in unregistered employment was 49,7 percent in 2010, 50,8 percent in 2011 and 52,6 percent in 2012, respectively. When unregistered employment in agriculture sector is considered, ratios correspond to 85,4 percent in 2010, 83,8 percent in 2011 and 83,6 percent in 2012. The share of women in unregistered employment in agriculture is 53,9 percent in 2010, 55 percent in 2011 and 54,1 percent in 2012.



B. Overall Objective

It is aimed that measures will be taken for a controlled transition from agriculture to non-agricultural sectors in the long-run, the qualifications and adaptability of the labour force in the sector will be improved, the registered employment in the sector will be increased by means of incentives, and precautions will be taken for the solution of the structural problems of the seasonal mobile-temporary workers and prevention of child labour.

C. Targets

1. Until 2015, waged workers in the agricultural sector will be provided basic vocational and skills training.
2. By means of necessary technical and legal provisions, with the exception of family work in agriculture, paid child labour in mobile and temporary agricultural works will be completely eliminated.
3. From 2012 to 2023, unregistered employment in the agricultural sector will be reduced from 83,6 percent to 50 percent.

D. Policies

1. Employment conditions in agriculture will be improved.
2. The education and qualification level of the labour force in agriculture will be increased, and adaptability will be improved.
3. Registered employment in agriculture will be promoted.
4. Child labour in agriculture will be prevented.
5. Working and living conditions of seasonal agricultural workers will be improved.



TEXTILE AND READY-MADE GARMENT SECTOR

A. Current Situation

180. Textile and ready-made garment sector in Turkey has an important share within production, export and employment. Textile and ready-made garment sector together corresponds to 10 percent of Turkey's GDP. Since it is export oriented, developments in world trade affect the sector closely. According to the Ministry of Economy data, textile export was recognized approximately 11,6 billion dollars, while ready-made garment export as 13,9 billion dollars in 2012. The share of textile and ready-made export in total export is 16,7 percent.
181. Meanwhile textile and ready-made garment export in the world reached to 741 billion dollars in 2012, Turkey is one of the leading textile and ready-made garment exporter in the world, having the share of 3,4 percent. Turkey is under the increasing competition pressure of developing countries which have cheap labour force particularly China. By 2012, the share of China in textile and ready-made garment export reached 33,2 percent in the world. Between 2005 and 2012, the share of Turkey in world textile sector increased by 0,4 percent while the share of China increased by 12,1 percent.
182. The long lasting quotas ended in textile and ready-made garment sector in 2005 were re-launched by EU and USA against China which has a great competition advantage in this sector, however this practice was also ended in 2008. In order to protect the sector from import stemming from asymmetric and unfair competition, additional customs duty has been applied on certain textile and ready-made garment import since September 2011.
183. By 2012, Turkish ready-made garment sector was the seventh leading exporter in the world. Additionally, EU countries are the most important export market in textile and ready-made garment sector of Turkey, with the share of 61,6 percent. Among the countries providing products to the EU market, Turkey came second after China in textile sector and third after China and Bangladesh in the ready-made garment sector in 2012.
184. Production in the sector could be sustained in 2006 and 2007 at almost the same levels as of 2005. However, a higher decline was occurred in the sector production than manufacturing industry production in the years of 2008 and 2009. Ending the quota implementation by EU and the global economic crisis had an impact in this decline. Although a recovery was apparent in production, capacity usage and employment as from 2010, the level of 2007 could still not be reached in 2012. Export in sector, however, showed a better performance and came close to the highest level reached in 2007.
185. Textile is the main sector within export industry contributing to the balance of trade. Despite the trade deficit in the manufacturing industry, 14,1 billion dollars of trade surplus was ensured in the textile and ready-made garment sector.



186. The increase in textile and ready-made garment sector, due to the positive influence of global competition, fell behind the developments in manufacturing industry in recent years. On the other hand, the level of export and the share of sector in the world show that it has been able to maintain its competitiveness in the foreign market. Import in sector has risen at substantial proportions in recent years. Both the domestic production made densely by imported input and the increase in import of ready-made garment in recent years have been influential regarding that.
187. Textile and ready-made garment sector needs employees with various qualifications. Diversification of sector in numerous sub-sectors such as thread, weaving, finishing, garment leads to the demand for employees having various qualifications and training. The employee qualification needed by big enterprises based on brand and design is different than small scale or contract manufacturing companies. Need for the employees that can adapt to the seasonal and conditionally changing demand has been increasing day by day in the sector which has a flexible production capacity.
188. In 2011, there were 18.500 manufacturer/exporter companies in Turkey which produced for export and 90 percent of them were SMEs. 11.000 of these companies operate in ready-made garment while 7.500 in textile. The number of companies operating in the sector is around 43.000 and approximately 750.000 people are employed in these companies. Registered employment is concentrated on medium-sized enterprises in textile industry and on small enterprises in manufacturing industry. In the Specialization Commission Report on Textile, Leather, Clothing Industry of 9th Development Plan, it is estimated that approximately 2 million people are employed in the sector, 450.000 in textile and 1,5 million in ready-made garment. Since the sector employment index does not change too often, it is predicted that unregistered employment in the sector is 59 percent. Women employment is too high in the sector comparing to the level in manufacturing industry. The rate of women employees is 37,9 percent in the sector, while it is 21,2 percent in the manufacturing industry.
189. Turkish textile and ready-made garment sector has been in a change and transition process. In this process; while some companies ended their production activities, some companies keep on increasing their competitiveness. In order to benefit more from globalization in production, imported input has been increased in use and provided more by domestic retailers.
190. In recent years, positive developments in fashionable and branded production, which has a big importance to sustain the competitiveness, have occurred and production processes have been improved. Especially, rapidly changing fashion perception provides new opportunities for Turkey's industry. Some remarkable brands have risen to higher levels in fashion and design activities and value chain by enhancing their brands.
191. Cost competitive advantage has been gradually decreasing in textile, ready-made garment and leather sectors. Competing with China and other Far Eastern countries which have the advantage of cheap labour force could be possible with high value-added, quality, fashionable, branded and timely production compatible with environmental and social



responsibilities. In addition, development of technical textile and multi-functional products including advanced technology has a big importance.

192. Despite some negative developments, textile and ready-made garment sector in Turkey has also advantages to sustain competitiveness. Turkish textile and ready-made garment sector is capable of adapting to the changing condition of international trade by transforming in the axis of transition from supplier country to market-maker country and producing information based products. Turkish textile and ready-made garment has the advantage to compete on short-term and fashionable products by combining its production experience and integration with the advantage of logistics. Furthermore, there are substantial infrastructure advantages for technical textile and smart textile production technology although this technology has not settled yet in Turkey.

B. Overall Objective

It is aimed to enhance the current employment opportunities in textile and ready-made garment sector, to meet the demand for qualified labour force and to prevent unregistered employment in the sector.

C. Targets

1. Unregistered employment will be reduced by 50 percent in 2023 compared to level at the end of 2012 by promoting policies to prevent unregistered employment and increasing inspections.
2. 50 percent of employees in the sector will be certified until 2023.

D. Policies

1. Current employment opportunities will be enhanced.
2. Demand for qualified labour force in the sector will be met.
3. Unregistered employment will be reduced.
4. Occupational health and safety awareness will be ensured in the sector.
5. Clustering policies will be implemented in a planned scheme.
6. Social responsibility standards will be disseminated in the sector.



TOURISM SECTOR

A. Current Situation

193. With its growing impact, tourism sector accounts for a significant share in world's economic growth. Tourism stands at a very significant place for national economies with the foreign currency inflow and employment it created. Being a supplementary sector in the economic development for long years, tourism has become one of the main sectors in many countries.
194. Number of international tourists and amount of tourism income has been increasing despite the economic recession in 2009. Number of tourists, which was 436 million in 1990, rose to 677 million in 2000 and 1 billion 35 million in 2012. As for the tourism income, it increased from 280 billion dollars to 1.1 trillion dollars in that period.
195. It is predicted that amount of tourism income and number of tourists will continue to increase rapidly in the forthcoming years. World Travel and Tourism Council (WTTC) foresees that tourism and travel sector will have 4,4 percent annual growth between the years 2009 and 2018 and constitute 10,5 percent of the Gross World Product by 2018. According to the estimates of World Tourism Organisation (WTO), 1 billion 400 million tourists and 2 trillion dollars tourism income will be achieved by 2020.
196. Turkey has a significant position in tourism by being one of the top ten touristic countries in the world. 2,7 percent share of the world tourism market and 5,6 percent share of the European tourism market belong to Turkey. According to 2012 data of WTO, Turkey is ranked as 6th and 12th in terms of number of tourists and tourism income, respectively.
197. Compared to its competitors, Turkey remains as a less explored destination for intercontinental visitors. Despite not reaching its full potential, Turkey resumes its progress in tourism. Although it experienced temporary demand shortages as a result of the short-term crisis, Turkey stuck to an annual demand increase which was 4,5 times higher than the world average during the economic expansion period (2002-2008). Because of the price competitive advantage, tourism sector in Turkey was not negatively affected as expected in 2009, despite the unfavourable conditions related to global economic crisis. However, tourism income dropped down. In the last decade, number of tourists increased more than 100 percent and reached 31,4 million while tourism income became 2 billion dollars with 187 percent increase. Nevertheless, increase of 8,4 percent in tourism income explicitly fell behind the increase of 16,2 percent in number of tourists in the last three years.
198. According to Tourism Strategy of Turkey 2023, main target is to become one of the top five countries in terms of tourist attraction and tourism income. 20 million people are aimed to benefit from domestic tourism market in Turkey. In case of works defined in the Strategy to be completed, in 2023, it is predicted that 50 million tourists, 50 billion dollars income for external tourism and 1000 dollars consumption per tourist will be reached. These targets mean that current economic magnitude of tourism sector will be four times higher. Achieving these



targets will increase the employment rate in the sector in a significant manner. Development of new tourism and employment areas will contribute to the elimination of regional income discrepancies.

199. Tourism is a labour intensive sector. According to 2010 data of TURKSTAT, over one million people employed in accommodation and catering services of tourism sector constitute 4,8 percent of overall employment. The rate of the people employed in the tourism sector gradually increased when the last decade is considered. TURKSTAT data reveal that rate of people employed in the tourism sector in overall employment increased from 4,1 percent in 2004 to 4,8 percent level in 2010. This demonstrates the growing importance of tourism with regard to employment.
200. The potential of tourism sector in terms of employment is high. The fact that sectoral growth flexibility of employment is above 0.7 in tourism sector is an evidence of this situation. According to 9th Development Plan, total number of beds is expected to be 1.3 million in 2013 and in the case of reaching this target, it is foreseen that 268.000 new jobs with social security will be created. Direct employment will be increased in fields such as hotel, restaurant, transportation, tourism organisation and tourism education and indirect employment will be increased in subsidiary fields such as furniture and construction. Furthermore, tourism sector will help increasing job opportunities and stimulated employment in sub sectors such as food industry, public services and education. When the tourism targets are considered, it is clear that the quality of required labour force will change. According to 2023 strategy, tourism sector limited to the coastal regions and only to summer season will be disseminated to the whole country, new tourism regions and activities will be initiated. There will be increased need for qualified staff particularly in alternative tourism activities such culture, health, thermal, highland and mountain tourism.
201. Tourism sector is one of the most advantageous sectors regarding employment cost per capita as well as sector's high employment potential. In terms of investment incentive documents prepared in 2001-2012, 129.000 TL is needed to create one job in tourism sector, while it is 154.000 TL in manufacturing industry, 488.000 in transportation sector, 2.230.000 TL in energy sector. In terms of share of import in investments, tourism is the sector with the lowest import dependency. As of 2008, the share of import is 81,9 percent in weaving and clothing sector, 63,8 percent in forestry products, 60 percent in manufacturing industry while it is 6,2 percent in tourism sector.
202. In Turkey, there are serious problems regarding employment in tourism sector as well. There is a dual labour force structure and quality in tourism sector. A few big companies consider qualified labour force and occupational competency as important and relatively more qualified workers are employed in these companies. However, unqualified young labour force is usually employed in the sector. Moreover, despite the high women employment potential of the sector, there are substantial challenges in the field of women employment and qualified labour force because of high unregistered employment, seasonal employment, high labour turnover and overworking.



203. Tourism, one of the indispensable and main sectors of Turkish economy, is a sector that will be a remedy for foreign deficit and unemployment, create employment opportunity for youth and women workers, strengthen cultural and social communication, and connect Turkey to the world with its uniting feature. Competitive advantage of the sector and availability for new investments, as well as Turkey's high job-creation potential in tourism at local and regional levels are the opportunities of the sector. Hence, increasing employment and overcoming the employment related problems in tourism sector is of great importance for national employment level and Turkish economy.

B. Overall Objective

It is aimed that current employment opportunities will be enhanced by increasing the feasibility of flexible work conditions, by meeting the need for qualified labour force and by supporting alternative tourism.

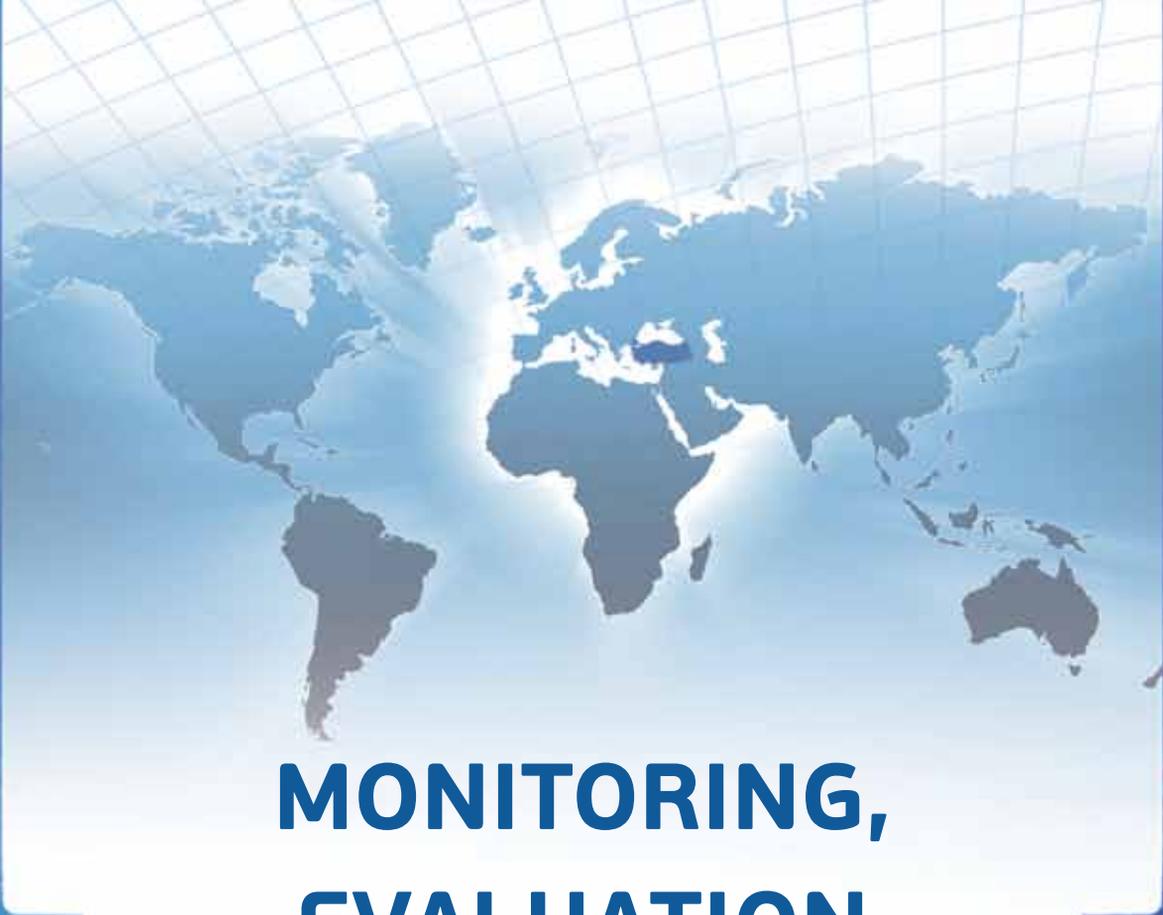
C. Targets

1. From 2013 to 2023, employment in tourism sector will be increased by 80 percent.
2. 400.000 tourism employees will be trained vocationally and labour force training will be provided to 500.000 people until 2023.
3. From 2013 to 2023, unregistered employment will be reduced by 50 percent.

D. Policies

1. Current employment opportunities will be promoted and working conditions of employees will be improved.
2. Labour force quality of the sector will be promoted.
3. Unregistered employment and foreign illegal work will be prevented.





**MONITORING,
EVALUATION
AND
COORDINATION**

CHAPTER FOUR

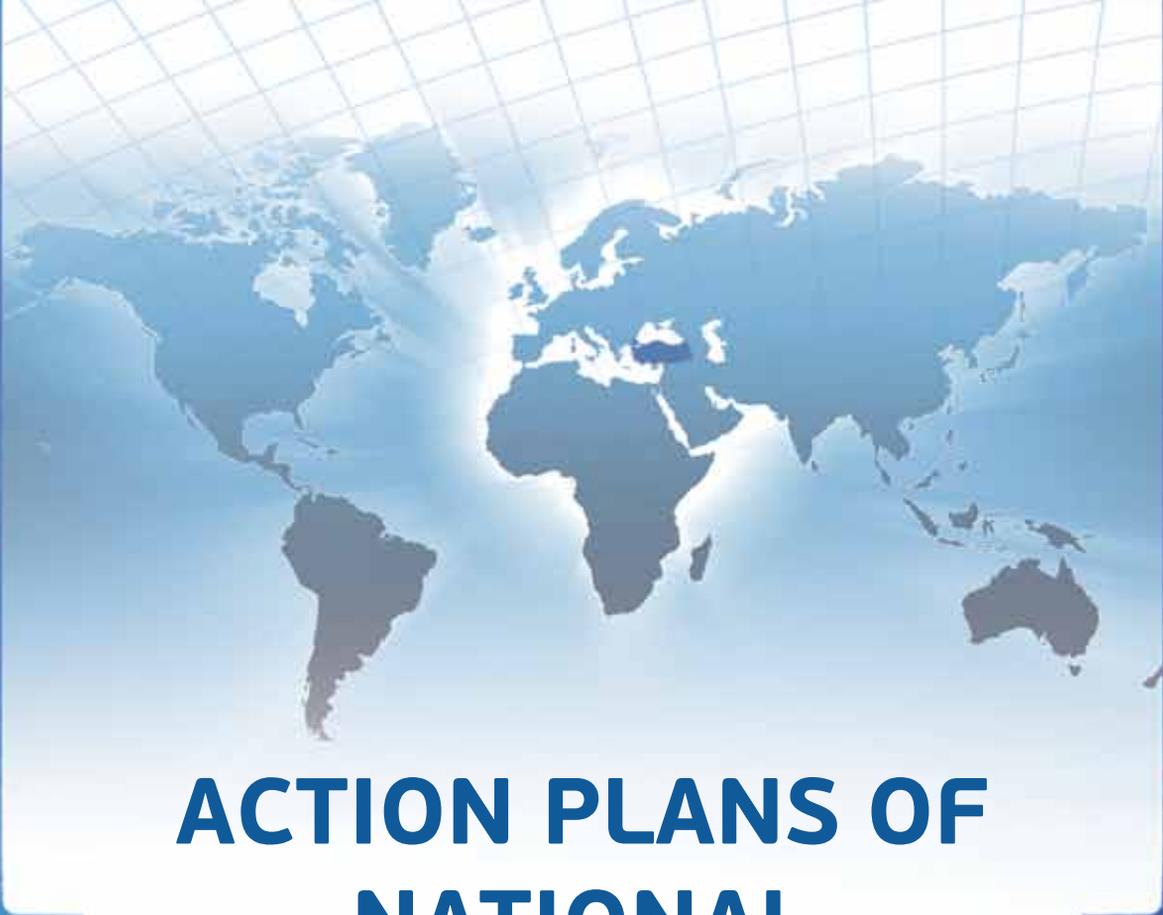




MONITORING, EVALUATION AND COORDINATION

204. The National Employment Strategy, prepared in line with the vision 2023, shall be implemented through action plans covering three-year periods and to be updated at the end of every year.
205. National Employment Strategy Monitoring and Evaluation Committee monitors and evaluates the National Employment Strategy through the annexed action plans. The Committee shall consist of representatives of the Ministry of Labour and Social Security, Ministry of Family and Social Policies, Ministry of Development, Ministry of Economy, Ministry of Science, Industry and Technology, Ministry of National Education, Ministry of Finance, Undersecretary of Treasury, confederations of trade unions and employer organisations, professional organisations with the status of public institution and the accredited non-governmental organisations who shall be holding a position equal to the director-general or president. Representatives of other public institutions and agencies shall be invited when necessary.
206. The Committee shall gather twice a year under the presidency of the Undersecretary of Ministry of Labour and Social Security in order to monitor the implementation process of Strategy. During the meetings held at the end of each year, the Committee discusses the actual developments and problems in implementation and decides the necessary revisions. The Committee shall set up technical sub-committees on issues decided on.
207. The Ministers and the presidents of the relevant professional organisations and NGOs shall attend the meeting where the three-year action plans are submitted and the works of previous periods are evaluated.
208. The General Directorate of Labour under the Ministry of Labour and Social Security serves as the secretariat of the Board. The Secretariat shall prepare the current status document regarding action plans prior to the meeting and distribute them to the Committee members. The current status documents shall be based on the information gathered from the institutions that are responsible for the actions. The Secretariat shall send the updated action plans and minutes of the meeting that include the decisions to all participants and they shall be published on the website of the Ministry of Labour and Social Security.





**ACTION PLANS OF
NATIONAL
EMPLOYMENT
STRATEGY**

(2014-2016)

MAIN POLICY PILLARS



STRENGTHENING THE RELATION BETWEEN EDUCATION AND EMPLOYMENT

1. Basic skills and competences will be given to all starting from pre-schooling in an accessible education and training system.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Special groups (girls, children with disabilities, children living in unfavorable conditions due to geographical location or socio-economic position) will be focused in access to education and obstacles against access and attendance of these groups to education will be removed.	MoNE	MoFSP Ministry of Interior Ministry of Finance Relevant NGOs	Continuous	Works related with the employment of guidance counsellors will be conducted for education of children in need of special policies in pre-school institutions. Projects related with enrolment of girls will be promoted. To increase the girls' and disadvantaged persons' access to secondary education, regulations will be conducted to benefit these groups from hostel and dormitory services. Works will be conducted in order to increase the quality of special education services and access to education of individuals in need of special education.
1.2 Dissemination of pre-school education will be promoted.	MoNE	Ministry of Interior Ministry of Finance Local Administrations Relevant NGOs	Continuous	Necessary works will be conducted to increase the number of pre-school institutions and children enrolled in pre-schooling, and effectiveness of current regulations will be improved. Besides, regulations will be made to detect the unregistered children and to implement bussed education by disseminating.
1.3 Schooling rates in higher education will be increased.	MoNE CoHE	MoFSP Ministry of Interior Ministry of Development Ministry of Finance Ministry of Environment and Urbanization Relevant NGOs	Continuous	Infrastructure, building and facility deficiencies of higher education institutions will be eliminated and their number will be increased.



2. The quality and efficiency of the general and VET system will be enhanced.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 With the intention to support private vocational and technical education schools and establish new ones, private sector will be financially promoted.	MoNE	MoLSS Ministry of Finance CoHE Relevant Professional Organisations	Continuous	Having ensured the more active role of chambers, vocational organisations and employee and employer organisations, their incentive and support will be provided to private sector conducting applied trainings by considering the budgetary constraints. Establishment of training units in private enterprises will be promoted. Provision of vocational training by private sector, vocational organisations and employee and employer organisations will be supported. Education in the vocational schools/institutions will be undertaken in cooperation with the labour market. Training capacity composition works of vocational organisations and foundations will be supported. At vocational and technical education schools/institutions, works will be conducted about the governance model in which local administrations and sector representatives are included, and legislative modifications will be carried out when necessary.
2.2 Contribution of Provincial Industry and Trade Chambers to vocational education will be ensured.	The Union of Chambers and Commodity Exchanges of Turkey	MoSIT Ministry of Customs and Trade MoNE Relevant Professional Organisations	Continuous	Regarding the measure, necessary modifications are planned in the draft Law Amending the Law numbered 3308 and Some Other Subjects.
2.3 Studios of schools/institutions associated with MoNE DG Vocational and Technical Education and MoNE DG LLL will be modernised and used in formal and informal education and labour force trainings.	MoNE	MoSIT Ministry of Interior Ministry of Customs and Trade Ministry of Finance Local Authorities	Continuous	Cooperations with related institutions will be made to use existing studios, laboratories, machines, materials and equipment in a more effective and efficient manner.
2.4 Vocational schools will be restructured in organisational and functional manner.	CoHE	MoLSS MoNE Relevant Professional Organisations	2015	Vocational schools which could not adequately meet the needs of labour force demand will be restructured. Mechanisms will be developed to redesign the curricula of vocational schools in line with labour market demands, and work place based trainings will be included in the curriculum.



3. Open learning environments will be established under LLL and life-long learning will be encouraged.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Learning opportunities other than obligatory education will be diversified.	MoNE	CoHE İŞKUR Relevant Professional Organisations Relevant Social Partners	2015	The open education institutions of MoNE (secondary, high and vocational high open education schools) which are providing service in order to provide access to education for individuals out of obligatory education will be enhanced. Certificate programmes provided by informal education institutions for individuals out of obligatory education will be revised in line with needs.
3.2 Distance learning programmes will be disseminated with the help of information and communication technologies.	MoNE	CoHE TÜBİTAK Information and Communication Technologies Authority Relevant Private Sector Representative Relevant NGOs	Continuous	Draft legislation prepared by MoNE will be revised in order to implement informal education by distance learning.
3.3 LLL portal will be established and all information related with education activities implemented by public and private sector, social partners and also NGOs will be compiled in this portal.	MoNE	İŞKUR TURKSTAT CoHE Relevant NGOs Relevant Social Partners	2015	Within the scope of reconstruction of MoNE, cooperation will be built with relevant institutions towards establishment of LLL portal.

4. Coherence will be established between education and labour market.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 National Qualifications Framework (NQF) will be prepared.	VQA	MoSIT MoNE CoHE İŞKUR Relevant Professional Organisations Relevant Social Partners	2014	By the end of 2014, NQF will be prepared in line with the European Qualifications Framework (EQF) and submitted to relevant partners' review.
4.2 National occupational standards will be prepared which to be determined according to the priorities of labour market.	VQA	MoSIT MoNE CoHE İŞKUR Relevant Professional Organisations Relevant Social Partners	2014	Data gained from labour market need analysis will be used on the determination of occupations to be standardized.



4.3 Necessary legislative regulations will be made in order to strengthen the administrative and financial capacity of VQA.	VQA	MoSIT Ministry of Finance MoNE	2015	Administrative and financial capacity of VQA will be strengthened in order to increase the efficiency of the institution.
4.4 National occupational standards published in Official Journal will be reflected to secondary education system within one year and implemented in the following school year.	MoNE	Relevant Ministries CoHE VQA İŞKUR Relevant Institutions and Bodies Relevant Social Partners Relevant Professional Organisations	Continuous	National occupational standards published in Official Journal will be reflected to education programmes according to recommendations of commissions established by relevant partners and will be implemented after the approval of Turkish Education Board. Works relating the implemented programmes will be quantitatively reported.
4.5 National occupational standards published in Official Journal will be reflected to higher education system within one year and implemented in the following school year.	CoHE	MoNE VQA İŞKUR Relevant Professional Associations	Continuous	The efficiency of activities for reflecting national occupational standards to higher education programmes will be increased.
4.6 Within the framework of Vocational, Information, Guidance and Counselling (VIGC) services, İŞKUR and MoNE services will be enhanced and disseminated. In this scope, İŞKUR will provided these services in short-term via service contract, if necessary.	İŞKUR	MoNE Relevant Professional Organisations Relevant Social Partners	Continuous	Concerning the activities in charge of MoNE and İŞKUR about Vocational Guidance and Counselling Services in the Vocational Knowledge, Guidance and Counselling Agreement Document, cooperation and coordination between MoNE and İŞKUR will be strengthened by considering budgetary constraints.
4.7 Horizontal and vertical transition opportunities will be provided for individuals.	MoNE	VQA İŞKUR CoHE	Continuous	Formal and informal education programmes will be prepared enabling horizontal and vertical transition.

5. ALMPs will be prevalent and their efficiency will be enhanced.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
5.1 Labour market needs analyzes will be conducted periodically and efficiently.	İŞKUR	MoLSS TURKSTAT TOBB Related Social Partners Relevant Professional Organizations Development Agencies	Continuous	Labour market needs analysis model will be revised and actual needs of the labour market will be determined and appropriate policies will be carried out at annual analyzes. Especially, provincial labour market analyzes will be conducted in cooperation with development agencies.



5.2 An analysis regarding all the ALMPs will be conducted and a databank will be established.	İŞKUR	Undersecretary of Treasury MoLSS Ministry of Development MoNE VQA TURKSTAT	2015	Works on creating a databank which features information on active employment programmes of all institutions/organizations in İŞKUR will be conducted in coordination with the life-long learning portal works of MoNE.
5.3 ALMPs will be privatized towards target groups.	İŞKUR	MoNE Related Social Partners Relevant Professional Organizations Development Agencies	2015	ALMPs will be developed in accordance with specific characteristics of each group.
5.4 The monitoring and evaluation system for active labour market programmes will be improved and activated.	İŞKUR	Undersecretary of Treasury MoLSS Ministry of Development Ministry of Finance MoNE Relevant Professional Organizations	2015	An information system which enables monitoring and evaluation will be established by increasing qualified personnel number in order to reinforce information technologies infrastructure.
5.5 Private Employment Agencies and ALMP service providers will recruit or provide job and vocational counselors.	İŞKUR	MoLSS Ministry of Finance State Personnel Presidency Related Social Partners Relevant Professional Organizations	2015	Quality and efficiency of services will be improved by drafting necessary regulations on employment of job and vocational counselors by related institutions/organizations.
5.6 Monitoring, evaluation and coordination of plans and programmes will be carried out efficiently.	İŞKUR	Ministry of Finance Ministry of Development State Personnel Presidency	2015	Efficiency and effectiveness of central level activities will be improved by recruiting qualified experts.
5.7 Qualified personnel will be recruited in order to perform services towards target groups at local level more actively and effectively.	İŞKUR	Ministry of Finance Ministry of Development State Personnel Presidency	2014	Qualified personnel who will adapt to the periodic changes in the demand and qualifications of target groups will be recruited in order to gradually reach the rate of unemployed/ employer per employee in the EU and to provide efficient plans and programmes at local level which will be carried out in accordance with the characteristics of target groups.



5.8 Functionality and efficiency of Provincial Employment and Vocational Training Committees will be increased.	İŞKUR	Related Public Institutions Development Agencies	2014	Efficiency of committees will be improved by taking measures against factors which limit the efficiency of PEVTCs who are responsible for taking and carrying out measures to improve employment at local level.
5.9 Monitoring and evaluation commission for entrepreneurship and ALMP will be established.	İŞKUR	MoSIT MoLSS Ministry of Development Ministry of Customs and Trade MoNE KOSGEB SSI Relevant Professional Organizations	2015	A commission will be established and will meet in 6 month periods in order to monitor and evaluate all ALMPs including entrepreneurship trainings and will provide suggestions to improve the activities.

6. Project based innovation and entrepreneurship will be supported through education system and ALMPs.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
6.1 Innovation and entrepreneurship courses will be included in the curriculum of higher education.	CoHE	MoNE KOSGEB VQA Relevant Professional Organizations	2015	Innovation and entrepreneurship will be included in the curriculum of higher education in order to increase the knowledge and skills of youth who will transfer to work life from higher education and to improve their interest on innovation and entrepreneurship.
6.2 Entrepreneurship courses will be included in all of the higher education curriculum as a selective course.	CoHE	MoNE KOSGEB	2016	Higher education students will have the opportunity to choose entrepreneurship as a selective course and the consciousness level of youth will be improved with the perspective of supporting and increasing the number of young and conscious entrepreneurs.
6.3 Awareness of all students starting from primary school will be raised on the importance of entrepreneurship.	MoNE CoHE	VQA KOSGEB TOBB Relevant Professional Organizations	2016	Entrepreneurship Guidebook modules published by MoNE will be updated and put into use.
6.4 The portion of the entrepreneurship trainings in ALMPs will be increased.	İŞKUR	KOSGEB Related Social Partners Relevant Professional Organizations	2014	İŞKUR activities for supporting entrepreneurship will be intensified and more unemployed people will be encouraged to establish their own businesses.



6.5 Cooperation between İŞKUR, KOSGEB and development agencies will be improved for entrepreneurship trainings.	İŞKUR	KOSGEB Related Social Partners Relevant Professional Organizations Development Agencies	2015	Announcements and applications of Applied Entrepreneurship Trainings which are coordinated by KOSGEB and carried out by İŞKUR will be placed under the İŞKUR portal. Trainings carried out by development agencies will be harmonized with İŞKUR and KOSGEB activities.
6.6 Entrepreneurship training requests which are submitted to İŞKUR will be fulfilled once sufficient number of applications are received.	İŞKUR	KOSGEB	2014	Entrepreneurship training requests will be rapidly fulfilled as it's important for creating jobs.
6.7 Participants for Applied Entrepreneurship Trainings which are coordinated by KOSGEB and carried out by İŞKUR will be determined and İŞKUR and KOSGEB representatives will cooperate in every step of the trainings.	İŞKUR	KOSGEB	2014	Improving entrepreneurship skills and abilities has utmost importance both for SMEs and for increasing employment therefore cooperation of two implementing institutions on the subject will be developed at every level.
6.8 A databank where the recipients of entrepreneurship trainings and entrepreneurs can be monitored will be created.	İŞKUR	MoSIT MoNE Ministry of Customs and Trade KOSGEB SSI Relevant Professional Organizations	2015	Information regarding entrepreneurs will be shared by coordination of related institutions/organizations.
6.9 25 new Technology Development Center (TEKMER) will be established and cooperation on R&D and innovation of related institutions and organizations with these centers will be provided.	KOSGEB	Ministry of Finance TOBB Vocational Institutions CoHE	2016	In order to develop SMEs and entrepreneurs who has new ideas and inventions based on science and technology, support techno-entrepreneurs who has technologic ideas and support innovative activities, cooperation with institutions and organizations will be developed considering budgetary constraints.
6.10 New Business Development Centers (BDC) will be established.	KOSGEB	Ministry of Development Ministry of Finance TOBB Vocational Institutions Development Agencies	Continuous	New Business Development Centers (BDCs) which are established as models for job creation and business start-ups and which support and facilitate the establishment of businesses by new and small entrepreneurs, improve the survival and growth opportunities of enterprises and protect them from start-up risks will be established and entrepreneurship will be supported considering budgetary constraints.



6.11 Applied entrepreneurship trainings will be generalized.	KOSGEB İŞKUR	MoSIT Relevant Professional Organizations	2016	Applied entrepreneurship trainings will be provided to natural persons and specific target groups in order to disseminate the entrepreneurship culture and increase the success level of businesses which are established with a business plan.
6.12 New entrepreneur support will be provided.	KOSGEB	Ministry of Finance MoSIT İŞKUR Relevant Professional Organizations	2016	Start-up costs of businesses in the BDCs and for people who has received entrepreneurship trainings will be covered in accordance with budgetary constraints.
6.13 In order to promote entrepreneurship, easy terms of taxation will be provided for new businesses.	Ministry of Finance	MoSIT KOSGEB Relevant Professional Organizations	2016	A tax concession which considers budgetary constraints will be provided for new businesses with an amendment in the Income Tax Law which will be drafted with an approach to support an increase in production and employment and reinforce entrepreneurship.
6.14 Information and guidance services for entrepreneurship will be generalized.	İŞKUR	MoSIT Relevant Professional Organizations	2014	KOSGEB services towards entrepreneur candidates will be extended. Additionally, job counseling activities carried out by İŞKUR will provide general information on KOSGEB services and guidance if necessary.
6.15 Services which provide guidance services for SMEs will be increased.	KOSGEB	İŞKUR Relevant Professional Organizations Municipalities Development Agencies	2014	By generalizing guidance services provided by KOSGEB, business processes of SMEs will be improved and employment created by SMEs will be developed.
6.16 SMEs will be supported in order to bring them together to cooperate with an understanding for "common solutions for common problems".	KOSGEB	Relevant Professional Organizations	2015	SMEs will be brought together and their cooperation-coalition projects will be supported in order to provide "common solutions" to common problems of SMEs which are hard to solve single handedly such as supply, marketing, low capacity utilization, low competitive strength, finance.



ENSURING SECURITY AND FLEXIBILITY IN THE LABOUR MARKET

1. Applicability of flexible work arrangements which does not have sufficient implementation despite legal arrangements will be improved.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1. Renewal of fixed term work contracts will be possible in a determined duration.	MoLSS	İŞKUR SSI Social Partners	2014	Necessary amendments in Labour Law will be made in order to ease the application of fixed term work contracts which provide flexibility for the labour market.
1.2. Sub-contracting arrangements will be re-regulated taking rights of workers and workplace conditions into account.	MoLSS	Ministry of Energy and Natural Resources Ministry of Finance Ministry of Development Ministry of Health Undersecretariat of Treasury SSI Public Procurement Authority Social Partners	It will be determined through negotiations with related parties.	In order to solve the problems faced by employers and employees and resolve the loss of social and economic right of employees in employer and sub-contractor relations, labour and procurement legislation will be amended considering judicial decisions and inspections will be effectualized.
1.3 Part-time employees will have the possibility to work overtime proportionate to their work durations.	MoLSS	İŞKUR SSI Social Partners	2014	Labour Law provisions which prohibits part time employees to do overtime causes significant problems in practice therefore legal regulations regarding overtime for part-time employees will be made.

2. New legislation will be drafted for flexible work arrangements which are not regulated.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Necessary regulations will be adapted for flexible work arrangements such as work sharing, flexible work time, homeworking and distant work.	MoLSS	Ministry of Development Ministry of Finance Undersecretariat of Treasury İŞKUR SSI Social Partners	2014	Flexible work patterns will be included in the labour and social security legislation. EU acquis will be considered while drafting the legislation.
2.2 Legal arrangements for private employment agencies to establish temporary work relations will be adapted.	MoLSS	Ministry of Development Undersecretariat of Treasury İŞKUR SSI Social Partners	It will be determined through negotiations with related parties.	Temporary work which is limited in the Labour Law will be possible to carry out via private employment agencies. ILO Convention No 181, EU Directive No 2008/104/EC and EU practices will be considered while drafting the legislation.



3. Awareness level on flexible work arrangement of employees and employers will be increased.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Awareness raising activities on flexible work patterns will be conducted for employees and employers.	MoLSS	Social Partners Non-Governmental Organizations	2015	In order to increase the applicability of flexible work which is legislated in the Labour Law, conferences and symposiums will be held and bulletins etc. will be prepared for employers and employees.
3.2 Cooperation mechanisms between MoLSS, SSI and worker and employer organizations will be developed.	MoLSS	SSI Social Partners NGOs	2015	Cooperation mechanisms between institutions will be improved in order to determine what fields require clarification and organize awareness raising activities on flexible work patterns.

4. Minimum wage will be regulated in accordance with economic conditions and ratified international agreements.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 Burdens on employment other than wages will be reconsidered in regards to their effects on employment and incentives towards employment will be simplified.	MoLSS	Ministry of Economy Ministry of Development Ministry of Finance Undersecretariat of Treasury SSI	2014	One single, simple and understandable regulation which enables implementing employment incentives in a more comprehensible and integrated way, which are currently applied at different durations and rates in various regulations, and benefitting from incentives easier will be adapted and budgetary constraints will be considered in this regulation. Also, information activities by raising awareness will be conducted for enterprises to benefit from these incentives.
4.2 Age discrimination for the determination of minimum wage for those under 16 will be re-regulated.	MoLSS	Social Partners	2014	Work opportunities for those under 16 is limited in labour legislation therefore the limit of 16 years of age determining the minimum wage will be regulated considering international agreements and the developments in the education system.



5. Accessibility of flexible employees to economic and social rights will be increased.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
5.1 Accessibility of flexible employees to rights in labour legislation will be improved.	MoLSS	Social Partners	2015	In accordance with the equal treatment principle, it will be ensured that all flexible employees will benefit from all rights such as annual paid leave, weeked, daily rest, childcare and vocational education and training.

6. Employability of flexible employees will be increased by means of active labour market measures.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
6.1 Flexible employees will have the opportunity to benefit from vocational education and training courses of İŞKUR when they are unemployed.	İŞKUR	MoLSS	2014	Employment protection will be provided for flexible employees by increasing the employability of these employees.
6.2 Flexible employees will be informed on İŞKUR activities.	İŞKUR	MoLSS Social Partners	2014	

7. A Severance payment reform will be done which ensures the accessibility of all employees.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
7.1 A severance payment fund based on personal accounts will be established.	MoLSS	Ministry of Development Ministry of Finance Undersecretariat of Treasury SSI İŞKUR Social Partners	It will be determined through negotiations with related parties.	By establishing severance payment fund based on personal accounts which will reduce the financial burdens on employment, increase financial foresight in enterprises and accelerate labour mobility, a financially sustainable system which is accessible by all employees will be formed by considering the budgetary constraints.



8. Right of information and participation of employees will be ensured.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
8.1 Regulations regarding notification of flexible employees about vacancies in works with indefinite duration will be adapted.	MoLSS	İŞKUR SSI Social Partners	2014	Transition to full time work with indefinite duration will be facilitated for fixed term and part time employees.
8.2. Regulations will be adapted for employees to participate in management.	MoLSS	Related Social Partners	2016	Activities for employees to participate in management will be conducted as it is a social dialogue mechanism which improves the peace and productivity in workplace.

9. Measures against excessive work will be taken.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
9.1 Inspection efficiency will be improved in order to obstruct illegal overtime work.	MoLSS	İŞKUR SSI	2015	Rights of workers will be ensured by increasing the frequency and deterrence of inspections.

10. By strengthening the guidance role of inspection activities and increasing deterrence via expanding inspections, reducing unregistered employment and securing the rights of flexible employees will be provided.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
10.1 Administrative measures will be taken in order to strengthen the guidance role of labour inspections.	MoLSS	SSI Social Partners	2014	A circular will be published in order to emphasize the guidance role of labour inspectors at inspections conducted by MoLSS Labour Inspection Board.
10.2 Awareness and consciousness raising studies will be conducted in order to increase the guidance efficiency of labour inspectors.	MoLSS	Social Partners	Continuous	Awareness and consciousness raising trainings will be conducted in order to increase the guidance efficiency of labour inspectors on flexible work and unregistered employment.



INCREASING THE EMPLOYMENT OF VULNERABLE GROUPS

1. Labour force participation rate and employment of women will be increased, unregistered employment will be tackled.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Precautions will be taken for reducing women's caring responsibilities.	MoFSP SSI	Undersecretariat of Treasury Ministry of Finance MoLSS Ministry of Development	2016	The number of child care and day care facilities will be increased. Efforts to increase the number of families benefiting from child and day care facilities, and incentives for private sector in this field will be made by considering budgetary constraints.
1.2 Bureaucratic obstacles against disseminating child care services will be removed.	MoLSS	Ministry of Finance MoFSP Ministry of Development MoNE SSI	2014	Childcare facilities, which are affiliated to public institutions and agencies and serve for children of public servants, are established according to "Regulation on Childcare Facilities Established by Public Institutions and Agencies" pursuant to the Law No 657 on Public Servants. Aforementioned regulation is prepared by Ministry of Finance and State Personnel Department. Responsibility of MoLSS on those facilities is only restricted to inspection and does not include establishment, closure or operation responsibilities. Efficient use of these childcare facilities will be ensured. It is also aimed that employees of private sector could use those facilities with equal conditions. It is foreseen that childcare service will be provided for staff of public institutions and agencies that employ more than 150 personnel, by considering the budgetary constraints.
1.3 Precautions will be taken for improving working conditions of women who work in house services or domestically and incentives for those getting registered will be provided.	SSI	MoFSP MoLSS İŞKUR VQA	2015	Incentives will be provided for on-demand insurance premiums that are borne by women working in house services or domestically. In order to provide pension and other social rights for women, relevant revisions will be made in legislation pursuant to ILO agreements.
1.4 Regulations in force regarding gender equality in labour market will be harmonised with EU rules.	MoLSS	MoFSP İŞKUR Social Partners	2015	Labour Law, Civil Servants Law and related secondary legislation will be regulated in line with EU Directives numbered 2006/54 and 2010/18.



1.5 Sanctions for preventing mobbing will be activated.	MoLSS	MoFSP Human Rights Department State Personnel Department Social Partners	2014	Measures stated in the Prime Ministry Circular numbered 2011/2 on Preventing Mobbing at Workplace which was published on Official Journal dated 19 March 2011 and numbered 27879 will be enforced.
1.6 In order to remove the cultural obstacles against women employment, awareness raising activities will be conducted for relevant sectors of society.	MoFSP İŞKUR	MoLSS MoNE TRT Social Partners	2014	Within the scope of awareness-raising activities, national media, particularly tv channels, will be used and tv spots will be put forward.
1.7 Programmes for women who have moved from rural to urban areas will be developed in terms of adaptability on labour market.	İŞKUR	MoFSP MoLSS	Continuous	Job-guaranteed courses will be provided for certain women groups in urban areas. Women who benefit from social assistance will be determined and job counselling services will be intensified on employment activities for them.
1.8 In the light of labour market analyses to be held in provinces, labour force training courses will be provided for sectors that promote women employment.	İŞKUR	Local Administrations Social Partners	2015	In the light of analyses conducted in 5 selected provinces within EU-funded "Promoting Women Employment Operation", courses will be provided for target women groups. Labour market analyses will be conducted country-wide for women in 2014.
1.9 Women exposed to violence, women in shelters, ex-convict women and widows will be supported in terms of participation to economic and social life.	MoFSP	Ministry of Justice MoLSS Ministry of Development MoNE İŞKUR	2015	Projects that aim to ensure participation of women excluded from economic and social life for various reasons will be prioritised.
1.10 Gender-sensitive approach and budgeting will be followed while preparing legislation, policy documents or strategies for creating and increasing employment.	MoFSP	Undersecretariat of Treasury MoLSS Ministry of Development Ministry of Finance	Continuous	Trainings on gender-sensitive policy making and budgeting courses will be provided for representatives of working groups established in relevant fields. Drafts of legislation, policy documents and strategies on employment will be reviewed by DG for the Status of Women in terms of gender equality and sensitivity.
1.11 Incentive regulations for women with children to stay in labour market will be provided.	MoLSS	Ministry of Finance İŞKUR SSI Social Partners MoFSP	Continuous	By promoting flexible working types such as part-time work, obstacles that keep women out of labour market for long time will be prevented, a balance will be shaped between family and working and child care responsibilities will be shared between parents.



1.12 Awareness of women with low income will be raised and they will be supported by micro-credit system in order to promote women entrepreneurship.	Undersecretariat of Treasury (DG for Financial Sector Affairs and Exchange)	Ministry of Finance MoFSP Ministry of Development Banking Regulation and Supervision Agency Local Administrations Relevant NGOs	Continuous	It is aimed to provide awareness-raising for women with low income in order to let them have their living and access labour market. To meet need of aforementioned women, legal arrangements on micro-credit system which has implementation examples in our country and includes low-scale supports for women will be completed by considering budgetary constraints.
1.13 Incentive regulations regarding increasing women employment and registered employment will be disseminated and made widespread.	SSI	Ministry of Finance MoFSP MoLSS İŞKUR Relevant Social Partners Relevant NGOs	Continuous	It appears that there is no sufficient awareness on measures for promoting women employment, particularly regulations made by Law 5763 and Law 6111. Awareness-raising activities will be conducted regarding the regulations on promoting additional women employment.
2. Youth unemployment will be reduced.				
MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Career planning, job-seeking guidance, matching and counselling services will be provided for young people.	İŞKUR	MoLSS MoNE İŞKUR	Continuous	An individual approach will be taken which enables young people access the most suitable job at the easiest way. "Individual action plans" will be prepared, transition from education to work and accessing to labour market of young people will be facilitated.
2.2 Young people will be supported by labour force trainings.	İŞKUR	MoLSS MoNE	Continuous	By providing vocational training, qualification and skill level of young people will be increased and theoretical knowledge will be transformed into practice and used in labour market. When providing trainings, sectors with high labour demand, especially which need young labour force the most, will be taken into consideration. Practicing on-the-job trainings will be ensured by employers' support.
2.3 Youth entrepreneurship will be supported.	KOSGEB İŞKUR	MoSIT MoLSS KOSGEB Ministry of Development Relevant Professional Organizations	Continuous	Trainings will be provided in order to promote youth entrepreneurship. Trainings will be supported with information and guidance services on access to financial resources.



2.4 Unregistered youth employment will be tackled.	SSI	Ministry of Finance İŞKUR MoLSS Local Authorities	Continuous	Inspections, aiming to register young people who work unregistered because of the challenges in transition from education to work, will be strengthened and legal sanctions will be implemented effectively. With the help of awareness-raising activities, young people, families and also employers will increase their sensitivity on the issue.
2.5 Guidance and counselling services will be provided for young people, particularly young women, who benefit from labour force programmes in order to ensure integration of young people to the labour market.	İŞKUR	MoFSP MoLSS SSI Social Partners Relevant NGOs	Continuous	Efficiency of guidance and counselling services given by JVCs will be increased in order to let young people and women use their knowledge and skills they gain after the trainings İŞKUR provides and facilitate their accession to labour market.
2.6 Entrepreneurship trainings provided by İŞKUR will be more visible among young people by use of employment fairs, career days and visibility materials. More young people will benefit from these trainings.	İŞKUR	MoFSP MoLSS SSI Social Partners Relevant NGOs	Continuous	Young people who do not have sufficient information on entrepreneurship trainings provided by İŞKUR and the acquisitions gained afterwards will be informed about these trainings. Visibility materials will be prepared in order to increase the number of people benefit from these services. Therefore, visibility and accessibility of entrepreneurship trainings of İŞKUR will be ensured.
2.7 Gender equality and youth employment will be on the agenda of Provincial Employment and Vocational Training Board at least once a year.	İŞKUR	MoFSP MoLSS SSI Social Partners Relevant NGOs Relevant Institutions and Bodies	Continuous	By inserting gender equality and young employment issues on the agenda of Provincial Employment and Vocational Training Boards at least once a year, efficiency of efforts of the Board regarding increasing youth and women employment will be increased.
2.8 Mobile units will be formed in order to let young people in rural areas access İŞKUR services.	İŞKUR	MoFSP MoLSS Ministry of Food, Agriculture and Livestock SSI Social Partners Relevant NGOs Relevant Institutions and Bodies	2016	Mobile units will be formed in order to reach rural areas efficiently. Therefore visibility of İŞKUR and its services will be raised.
2.9 More employers will be reached by publicizing the incentives for young people and other İŞKUR activities.	İŞKUR	MoSIT KOSGEB SSI Social Partners Relevant NGOs Relevant Institutions and Bodies	Continuous	Incentives supporting youth employment and İŞKUR services will be publicised. Communication channels between İŞKUR and employers will be strengthened and more employers will be reached.



2.10 Efforts will be made in Forder to develop entrepreneurship perspective among young people.	CoHE	MoNE İŞKUR KOSGEB Relevant NGOs Relevant Institutions and Bodies	Continuous	Publicity of entrepreneurship trainings will be ensured and entrepreneurship courses will be inserted in higher education programmes. In this scope, communication channels with CoHE and universities will be enhanced.
2.11. Internship and on-the-job trainings will be enhanced by creating interfaces through cooperations with relevant institutions.	İŞKUR	Social Partners Relevant NGOs Relevant Institutions and Bodies	Continuous	By reducing the challenges of young people face when seeking for a job, adaptability of the this group will be ensured and youth unemployment will be decreased.

3. Labour force participation and employment of people with disabilities will be increased.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Insurance premiums paid by the employers that employ people with disabilities will be completely covered by the relevant institution/organization.	MoLSS	Ministry of Development Ministry of Finance Undersecretariat of Treasury SSI	2014	In order to promote the employment of people with disabilities, insurance premiums paid by the employers that employ people with disabilities will be completely covered by the relevant institution/organization regardless of subject to quota. Budgetary constraints will be taken into consideration.
3.2 In order to increase the labour participation rate and employability of people with disabilities, general and vocational education, occupational rehabilitation and job counselling services will be developed.	İŞKUR	MoNE Ministry of Finance Social Partners	Continuous	İŞKUR will let people with disabilities have better vocational training and increase their employability by providing job counselling services which will deal each person individually. It is aimed to produce a new approach that lets those people take place in education and labour without facing any discrimination.
3.3 The physical environment of the workplaces will be arranged by taking into consideration the people with disabilities, and employers will be technically and financially supported in terms of the ergonomic design of the equipments.	MoLSS Ministry of Finance	Ministry of Finance MoFSP Local Administrations Relevant NGOs	2014	Technical and financial support to employers that employ people with disabilities in terms of regulations which will serve efficient working of people with disabilities and design of the working equipment of those people in line with budget limitations will render employment of people with disabilities favourable for the employers.



<p>3.4 Regulations oriented towards the technical and financial support of the protected workplaces will be made for the people with disabilities having difficulties in entering the labour market.</p>	<p>İŞKUR</p>	<p>Ministry of Finance MoNE Universities</p>	<p>2014</p>	<p>Policies regarding employment of people with disabilities are substantially based on quota and penalty system in Turkey. Those policies' inability to generate the intended results manifested the need for other employment methods. One of these methods is protective employment developed for mental and severely disabled people. In that respect, legal arrangements which are necessary in determining the context of technical and financial support in line with budget constraints will be made for the establishment and continuity of these protected workplaces.</p>
<p>3.5 Assessment and evaluation methods will be developed for people with disabilities to reveal their individual skills, existing potentials and functional capacities.</p>	<p>İŞKUR</p>	<p>MoFSP MoNE Social Partners Relevant NGOs</p>	<p>2014</p>	<p>Within the scope of İŞKUR's job and vocational consultancy services, assessment and evaluation methods will be developed for defining the quality and skills of the people with disabilities.</p>
<p>3.6 Sanctions will be imposed on the public institutions that do not meet the obligations to employ workers and public servants with disabilities.</p>	<p>State Personnel Department İŞKUR</p>	<p>MoFSP MoNE Relevant NGOs Local Administrations</p>	<p>Continuous</p>	<p>Although necessary legal measures within the scope of Civil Servants Law no. 657 are taken regarding the obligation of public institutions to employ public servants with disabilities, the deficit still remains in a considerable level. With this regulation, sanctions will be imposed on public institutions that do not meet legal obligations.</p>
<p>3.7 Effective control mechanisms will be developed against public and private sector institutions that do not comply the quotas regarding the employment of workers and public servants with disabilities. Sustainability of the conditions in private and protected workplaces should also be ensured by these mechanisms.</p>	<p>MoLSS</p>	<p>MoFSP İŞKUR</p>	<p>Continuous</p>	<p>In the article 30 of Labour Law named "Obligation to Employ The Disabled and Former Convicts", it is stated that "Employers are obliged to employ people with disabilities in line with their vocational, physical and mental conditions. The ratio of obliged employment is three percent for private workplaces and four percent for public institutions". Enforcement of this article is crucial in increasing the employment rate of people with disabilities. Besides, an effective control mechanism is necessary for 2006 dated "Regulation about the Protected Workplaces" to be functional. In this context, education and awareness level of labour inspectors will be improved.</p>



3.8 People with disabilities will be given priority on operating workplaces of local administrations.	Ministry of Interior	MoFSP Relevant NGOs	2014	Due to some issues arising from legislation, local administrations that aim to give priority to people with disabilities on operating their workplaces cannot reach this purpose. By this regulation, it is aimed to remove aforementioned challenge.
4. Re-employment of long-term unemployed will be accelerated.				
MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 Efficiency of labour force programmes for long-term unemployed people will be monitored, deficiencies will be determined and additional measure will be taken.	İŞKUR	MoFSP MoLSS Local Administrations Social Partners	Continuous	As a result of the monitoring, additional measures will be taken such as psychological counselling in order to increase the employability of long-term unemployed.
4.2 Long-term unemployment will be redefined according to its characteristics or reasons and existing job counselling services will be regulated in line with the new definition.	İŞKUR	MoLSS TURKSTAT	Continuous	Long-term unemployed will be divided into groups according to their duration of unemployment, qualifications and skills and the groups that have a higher employability in business consulting portfolio will be prioritised. Specific training and adaptability programmes will be developed for the other groups.
5. Regulations will be developed for anti-discrimination.				
MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
5.1. TV spots regarding anti-discrimination will be broadcast on local and national TV channels.	TRT	MoFSP MoLSS	Continuous	Taking the effectiveness of visual media into consideration and in order to combat discrimination actively, tv spots regarding anti-discrimination will be prepared to broadcast on national and local tv channels and a great importance will be put on preventing discrimination on tv channels.
5.2. Awareness-raising activities will be conducted on anti-discrimination.	MoLSS	MoFSP Ministry of Interior Development Agencies	Continuous	Awareness-raising activities on anti-discrimination will be extended, coordinated by municipalities and development agencies on local and by relevant ministries on national level. Conferences, seminars, workshops and meetings will be conducted periodically on anti-discrimination.



STRENGTHENING LINKS BETWEEN EMPLOYMENT AND SOCIAL PROTECTION

1. Social assistances will be provided as right-based and on the basis of predefined objective criteria.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1. 1 Similar kind of social assistances will be merged and grouped.	MoFSP SSI	Ministry of Finance Ministry of Development	2015	The classification will be done with a legislative arrangement on the basis of the principle on right based social assistances such as benefits for children, elderly, people with disabilities.
1.2 "Project on Development of Scoring Formulation for Determination of Social Assistance Receivers" will be finalised and put into practice in all social assistance programmes.	MoFSP	Ministry of Development	2015	With the finalisation of scoring formulation Project, determination of social assistance beneficiaries based on objective criteria and adaptation of scoring formulas to social assistance programmes will be ensured.

2. Social protection service will be defined and classified in a way to promote employment according to the needs of people by taking into consideration the composition of households.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Social assistance system will be structured in a way that beneficiaries of social assistances will be living on with their own opportunities within the shortest time and without receiving social assistance. Efforts will be carried out in order to provide jobs to these people.	İŞKUR	MoFSP	Continuous	Link between social assistance and employment foreseen in the "Action Plan on Establishing and Activating the Link between Social Assistance System and Employment" which was put into practice in 2010, will be ensured to take place in the legislative arrangements.
2.2 A system focusing on family will be set up within the scope of "Social Support Consultant" model in the field of social assistance and service.	MoFSP	Ministry of Development Ministry of Finance İŞKUR	2016	Studies for "Social Support Consultancy" model will be carried out by the Ministry of Family and Social Policies aiming at setting up a system in accessing quick and reliable information for people in need of social assistance and in providing the social support most appropriate for the needs. Through Social Support Consultancy Model, current situation of the family will be determined, all the needs will be identified, relevant departments will be contacted for the solution of challenges.



<p>2.3 Social assistances will provided taking into consideration the qualifications and needs of people in the household.</p>	<p>MoFSP</p>	<p>Ministry of Internal Affairs İŞKUR</p>	<p>2016</p>	<p>In entitlement to social assistances, not only the neediness of the applicant but also the neediness of household will be taken into consideration. Arrangements will be made where factors such as household population, ages of household members etc. will influence the determination of neediness.</p>
<p>2.4 Benefits in cash provided for employable poor people will be provided conditionally under the name of “unemployment benefit” aiming to promote employment.</p>	<p>MoFSP İŞKUR</p>	<p>Ministry of Development</p>	<p>2016</p>	<p>With the legislative arrangements to be done, unemployed people who are employable and living in a household in need will be entitled to benefit for a certain period of time under the condition that they participate in the active employment services provided by İSKUR. Those who receive benefits will be directed to İSKUR for participating in active employment services.</p>

3. Unemployment insurance will be restructured in a way to provide more social protection.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
<p>3.1 Content, amount to be paid and duration, and conditions for entitlement of unemployment insurance will be improved to promote employment.</p>	<p>İŞKUR</p>	<p>Undersecretariat of Treasury MoFSP MoLSS Social Partners</p>	<p>2016</p>	<p>Content, conditions for entitlement, amount to be paid and duration of unemployment insurance will be re-arranged taking vulnerable groups into consideration in order to ensure that more unemployed to benefit from the insurance. (i.e. young people who does not have adequate work experience cannot meet the duration for premium payment and thus cannot benefit from unemployment benefit)</p>
<p>3.2 Duration of unemployment benefit will be re-defined to sensitise it to annual unemployment rates at national level.</p>	<p>İŞKUR</p>	<p>Undersecretariat of Treasury MoLSS Ministry of Development Social Partners</p>	<p>2016</p>	
<p>3.3 Conditions for entitlement to unemployment insurance, amount to be paid and duration will determined taking into consideration the vulnerable groups of the long term unemployed and people at high risk of unemployment.</p>	<p>İŞKUR</p>	<p>Undersecretariat of Treasury MoLSS Social Partners</p>	<p>2015</p>	



4. Activities aiming at poor people working unregistered and people at risk of poverty will be increased.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 Programmes and implementations will be arranged to encourage transition of small enterprises to registered sector by small enterprises that are a part of the unregistered and creating employment broad in scope.	MoLSS	Ministry of Finance İŞKUR SSI	2016	Through reviewing current social dialogue mechanisms in order to promote transition to registered employment in small enterprises and to ensure change in behavior and manner in this direction, workshops focusing on social security problems and solutions, studies at sectoral and micro level with small enterprises will be carried out. Informative activities will be carried out for people receiving social assistance to raise their awareness on social security.
4.2 Awareness will be raised on registered employment through workshops at representative level, where problems and solution suggestions for unregistered workers and employers having unregistered workers in all sectors particularly in sectors unregistered employment is widespread such as agriculture, are discussed and common grounds are defined together.	MoLSS	Ministry of Finance İŞKUR SSI	2016	
4.3 Awareness raising activities will be carried out for people receiving social assistance in order to direct them to registered employment.	MoLSS	Ministry of Finance İŞKUR SSI	2016	

5. Opportunities to benefit from social assistances will be increased taking into consideration the characteristics of the households that are poor or at risk of poverty even if there are registered employees within the household.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
5.1 Social assistances will be handled with an inclusive approach to include registered workers, and will be provided within the scope of objective criteria aiming to diminish the risk of poverty for individuals taking household conditions into consideration.	MoFSP	Ministry of Development	2014	Conditions to benefit from social assistances will be improved by including poor workers or workers at risk of poverty that are working registered (especially those who have children) and prepared scoring formula will be used in whole benefits for both encouraging registered employment and ensuring equity.



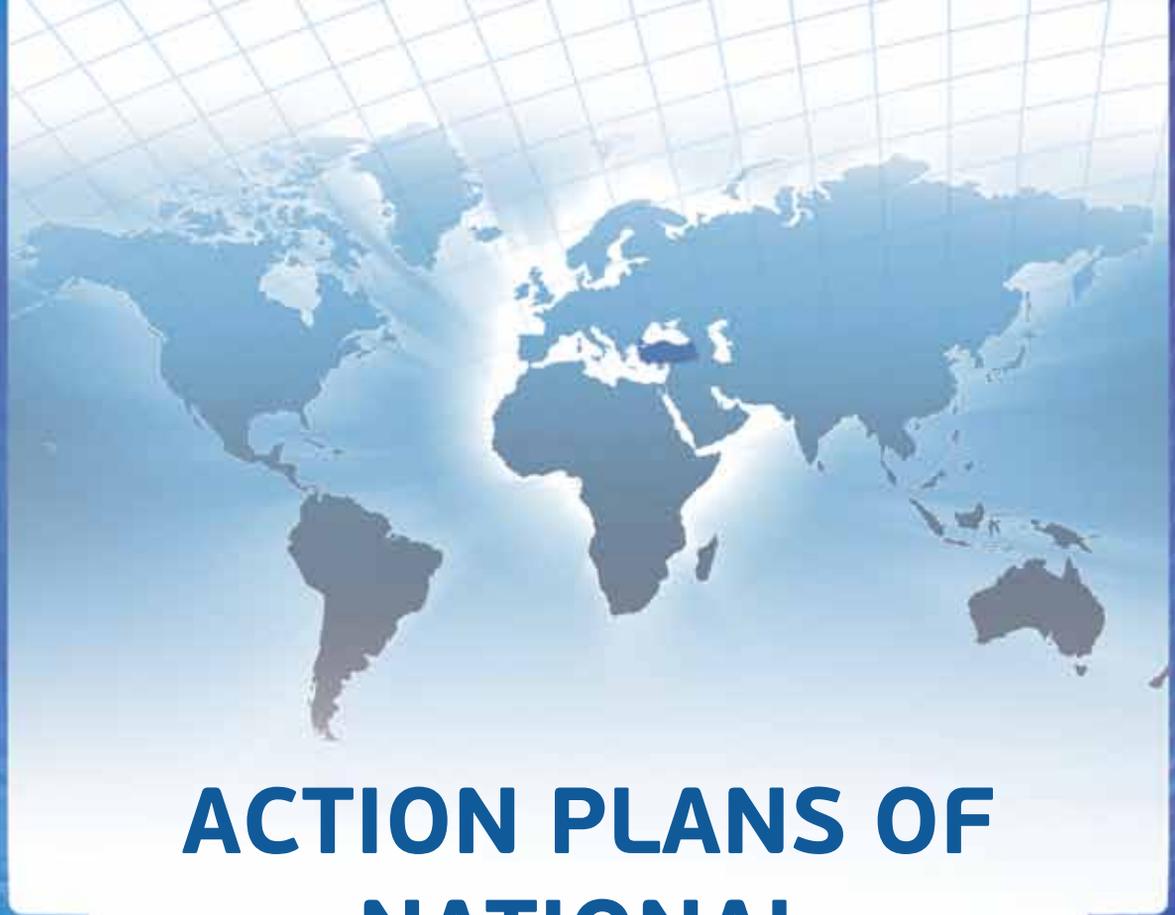
6. Social protection programmes implemented by public institutions will be conducted in coordination.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
6.1 Integrated Social Assistance Services Project will be finalised.	MoFSP	MoLSS Ministry of Development İŞKUR	2016	In parallel to determining social assistance programmes, coordination between programmes carried out by public institutions and also related with Integrated Social Assistance Services Project will be ensured. Mentioned system will also support the link of social assistance programmes to employment.
6.2 As regards strengthening the link between social asistances and employment, current protocols between relevant institutions will be reviewed and new protocols will be prepared according to the needs.	MoFSP MoLSS	İŞKUR	2016	

7. “Time Bound Policy and Programme Framework for the Prevention of Child Labour” will be implemented effectively in all provinces.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
7.1 Child labour will be taken on the meeting agenda of Provincial Employment and Vocational Education Boards at least once a year.	MoLSS İŞKUR	MoFSP MoNE Governorships Municipalities Relevant Social Partners Relevant NGOs	Continuous	It is aimed at taking child labour issue on the meeting agenda of “Provincial Employment and Vocational Education Boards” at least once a year and develop policies to tackle this challenge. Local institutions and organisations will be ensured to work in coordination on this issue. Besides, studies carried out will be linked to “vocational qualification courses” aiming at increasing access to employment for families of children obliged to work.





**ACTION PLANS OF
NATIONAL
EMPLOYMENT
STRATEGY**

(2014-2016)

SECTOR STRATEGIES



INFORMATION TECHNOLOGY SECTOR

1. Qualification of the labour force will be improved taking into consideration the current needs of the sector.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Labour force inventory of the sector will be prepared.	İŞKUR	MoSIT	2016	In order to plan the policies regarding the sector realistically, labour force inventory of the sector will be prepared.
1.2 Training standards will be increased in the activities of İŞKUR regarding training of information technology staff.	İŞKUR	MoSIT MoNE CoHE VQA	2016	Standards of occupations in information technology sector will be determined in line with the international standards.
1.3 Specialists on database, software, network Technologies, computer games and applications and information security and web programmers will be trained within the scope of the needs rising towards the labour market needs analysis and export potential.	İŞKUR	Ministry of Economy MoSIT MoNE CoHE	Continuous	In the forthcoming period, it will be ensured to train skilled labour force in the the fields where the labour force demand is expected to be increasing.
1.4 Higher education programmes will be rearranged taking the needs of the sector into consideration.	CoHE	MoSIT MoNE	2016	Higher education programmes will be rearranged taking the needs of the sector into consideration, trainings for computer technicians will be supported with distant education, and an increase in the number of academicians studying in information technology field will be ensured.

2. Researches aiming at increasing new products and employment in information technology field will be supported.

MEASURE	RESPONSIBLE INSTITUTION/ BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Increase in the public expenditures allocated from national budget for research and development in information technology will continue.	Ministry of Development	MoSIT Ministry of Finance	Continuous	Resources for R&D will be increased in order to improve the capacity of creating new products considering budgetary constraints.



2.2 Research and development and cooperation of universities-industry will be promoted in information technology field.	MoSIT	Ministry of Finance CoHE KOSGEB TÜBİTAK Relevant institutions and organisations	Continuous	Both areas will be supported by considering the importance of R&D activities and the contribution of university-industry cooperation to national economy.
3. Incentives aiming at entrepreneurship will be increased.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Entrepreneurship aiming at software sector will be supported.	MoSIT	Ministry of Economy Ministry of Development Ministry of Finance KOSGEB	Continuous	Increasing entrepreneurship through incentives regarding information technology sector will be supported taking budget constraints into consideration.
4. Usage of information technology Technologies in the social and cultural field and adaptability to transformation process will be increased.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 Platforms for distant education will be used for information technology trainings.	CoHE	MoNE TÜBİTAK TRT	Continuous	information technology sector will be put on the agenda of distant education programmes that are widesprading from day to day.
4.2 Legislation on protection of intellectual property rights will be put into practice efficiently in software sector.	Ministry of Culture and Tourism	Ministry of Justice Turkish Patent Institute	2016	An increase in the number of new products and patents taken will be ensured through protection of intellectual property rights.



FINANCE SECTOR

1. Current employment opportunities will be improved.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 It will be supported that, in the underdeveloped regions, dislocating the call centers which are not obligatory for metropolitans are directed towards underdeveloped regions.	Ministry of Economy	Ministry of Finance SSI İŞKUR Representatives of the sector	2016	In the development priority regions, it will be ensured to establish call centers which are becoming widespread in public institutions and big scale companies.

2. Training programmes will be updated according to needs of the sector.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Curriculum regarding the relevant departments of universities and higher education institutions will be rearranged taking into consideration the needs of the sector.	CoHE	MoNE İŞKUR Representatives of the sector	2016	For the purpose of training staff in line with the needs of labour market, the content of higher education programmes regarding finance sector will be updated.
2.2 The number and efficiency of university and higher education programmes regarding sub-sectors will be increased.	CoHE	MoNE İŞKUR Representatives of the sector	Continuous	Intermediate staff that the sector is in need of will be trained in accordance with the analysis done.
2.3 Compulsory internship implementation will be arranged in order to make the graduates of banking and insurance departments more qualified.	CoHE	İŞKUR Representatives of the sector Professional Organisations	Continuous	Recognition of sector will be ensured for students of banking and insurance departments through compulsory internship implementation and activities will be carried out to shorten the training process for those who are employed in the sector for the first time.



3. Labour force demand aiming the needs of sector will be met.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Active employment programmes aiming at gaining and improving occupational skills will be prepared.	İŞKUR	Representatives of the sector Professional Organisations	Continuous	Through the programmes to be carried out by İŞKUR, it will be ensured to train intermediate staff that are skilled in line with the needs of the sector.
3.2 Certification system will be made functional through determining the professional standards.	VQA	MoNE İŞKUR Professional Organisations Representatives of the sector	2015	Studies of Committee for Finance Sector established under VQA which were launched in 2011 aiming at determination of occupational standards will be finalised.
3.3 In order to increase the employment of people with disabilities in the sector, cooperation with sector will be improved, and training programmes for people with disabilities aiming at providing occupational skills.	İŞKUR	VQA DG of Services for Disabled and Elderly Representatives of the sector	Continuous	Activities to raise awareness and promoting will be carried out with representatives of the sector aiming the employment of people with disabilities especially in the banking sector.



CONSTRUCTION SECTOR

1. Current employment opportunities in the sector will be improved

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Employment of Turkish labour force in foreign contracts will be promoted.	MoLSS İŞKUR	MoLSS Ministry of Foreign Affairs Ministry of Economy Undersecretariat of Treasury TCA	2016	The foreign contracts will be supported through bilateral social security agreements with the relevant countries.
1.2 The problems of Turkish workers abroad due to social security legislation or other legislation will be eliminated.	SSI	MoLSS	2016	The relevant legislation will be developed considering the social security of workers working abroad.

2. Measures will be taken for meeting the demand for qualified labour force in sector

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Vocational standards will be defined and the certification system will be operative.	VQA	MoLSS Relevant Institutions and Bodies	2016	Vocational qualification system will be operational. Sectoral profession maps will be prepared. Basic work categories will be systematically determined which will provide input for creating training standards of qualifications and fixing performance criteria.
2.2 VQA will complete rapidly the process of measurement and evaluation of vocational qualifications.	İŞKUR	Ministry of Environment and Urbanisation Relevant Institutions and Bodies	2016	The VET courses will train labour force to meet the demand of sector for qualified labour force.
2.3 Training activities of employers for their employees will be supported by the State.	MoNE	Ministry of Economy İŞKUR Relevant Institutions and Bodies	2016	The necessary supports envisaged in the Lifelong Learning Strategy will be provided within the budgetary limits.



2.4 Efficient collaboration of market actors and training institutions on vocational education and training will be ensured.	MoNE	Ministry of Economy MoLSS İŞKUR Relevant Institutions and Bodies	Continuous	Considering the mid-term and long-term investment projections and needs analyses of the sector, secondary vocational schools and post secondary vocational high schools will open new departments.
--	------	---	------------	--

3. Awareness of occupational health and safety in the sector will be promoted

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 The employers respecting the occupational health and safety regulations which have low numbers of work accidents and occupational diseases will be supported by the State through decreasing their occupational health and safety premiums gradually and paying them by the State budget.	MoLSS	Ministry of Finance Undersecretariat of Treasury SSI Relevant Institutions and Bodies	2016	New support mechanisms will be developed for decreasing the costs of enterprises working in accordance with the occupational health and safety measures.
3.2 The occupational health and safety consultancy and guidance services targeting the sector will be developed.	MoLSS	Relevant Institutions and Bodies	2016	The employers will be encouraged to take the occupational health and safety measures.

4. Unregistered employment in the sector will be prevented

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 In incentive and training supports, incentive systems taking the number of registered employees into account will be implemented.	SSI	Ministry of Finance MoLSS Relevant Institutions and Bodies	2016	The employers who employed a certain number of employees will be supported and the costs stemming from the training activities will be financed by the State within the budgetary limits.
4.2 The scope of the inspections in the sector will be more concentrated on guidance and the awareness on registered employment will be increased.	SSI	MoLSS TCA Relevant Institutions and Bodies	Continuous	A mixed model combining both dissuasive and incentive inspection approaches will be decided.



HEALTH SECTOR

1.Current employment opportunities in sector will be developed.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 The capacity and quality of the education and training institutions targeting health professionals will be increased in order to balance demand and supply of labour force.	Ministry of Health MoNE CoHE	Ministry of Finance NGOs	Continuous	The institutions training health professionals are under CoHE and MoNE. Following the Ministry of Health's statement on the inadequacy of health labour force, CoHE has recently started to increase the capacity of the institutions training health professionals. Thus, the capacities has increased to the required levels for many professions, and the capacities has overpassed the needs for many professions. Therefore the capacities of the schools will be redefined according to the need. The questions such as the physical capacity of the institutions training health professionals, the possibilities to find sufficient number of trainers and the creation of implementation areas will be taken into consideration and the available training capacity will be planned in a way to ensure the sustainability of the balance of supply and demand. In this process, Ministry of Finance will allocate staff/budget to the training institutions within the budgetary limits.
1.2 Measures will be introduced for developing health tourism.	Ministry of Economy Ministry of Health	Ministry of Finance Ministry of Development Ministry of Culture and Tourism	Continuous	The selected regions for health tourism will benefit from the incentives targeted the development of health tourism within the budgetary limits. The provision of health services to the neighbouring regions such as Europe and Middle East will be promoted.



1.3 The incentives for investments in the sectors of medicines and medical devices will continue and R&D will be supported.	MoSIT Ministry of Economy Ministry of Health	Undersecretariat of Treasury Ministry of Development Ministry of Finance SSI TÜBİTAK	continuous	The legal basis for incentives will be prepared and the infrastructure regarding the equipment and programs will be established within the budgetary limits.
1.4 The number of support personnel working in the sector will be increased and the balance of demand and supply will be ensured.	İŞKUR	MoNE Ministry of Health Relevant Professional Organisations NGOs	Continuous	In addition to the auxiliary jobs within the health institutions, the number of training courses organised by İŞKUR for training the supporting staff engaged in patient care and elderly care and health tourism will be increased.
1.5 The regional distribution of health employees will be more balanced.	Ministry of Health	Ministry of Finance Ministry of Development SSI	Continuous	The Ministry of Health is responsible for developing additional activities for increasing motivation for ensuring sustainable implementation of obligatory service. In addition to the measures targeting health sector, plans for private health sector will be made aiming at the balanced distribution of health professionals at national and regional scale.

2. Demand for qualified labour force in sector will be met.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Professional specialisation will be ensured through defining the professions, publishing the vocational standards and making the educational curricula compatible with the standards.	MoNE VQA	Ministry of Health CoHE	2016	Definition of professions will be realised gradually. In accordance with the definitions of the professions, professional specialisation will be ensured via changing the educational curricula, gradually taking into consideration the targets of the sector.
2.2 The vocational qualifications of the health employees will be improved continuously.	Ministry of Health	MoNE CoHE NGOs	Continuous	A sectoral needs analysis will be conducted. Taking the results of this analysis as a basis, compatible lifelong learning policies will be prepared and the undergraduate and post graduate curricula will be diversified and revised.



2.3 Improving the qualifications of the labour force in the areas of health insurance and health economy will be supported.	Ministry of Health	Undersecretariat of Treasury İŞKUR SSI	Continuous	The qualifications of the staff employed/to be employed in health sector will be improved through trainings on management, finance and insurance in health sector.
2.4 The language skills will be improved during and afterwards the formal education process and studies in this scope will be supported through incentives.	Ministry of Health	MoNE İŞKUR CoHE NGOs	Continuous	In the regions selected with regard to health tourism, the formal training programs will be revised to enable the health professionals speak at least one foreign language according to the needs of the tourism region. Following the formal trainings the relevant NGOs and İŞKUR will provide professional language courses.
2.5 Active Labour Market Programs will be implemented targeting elderly and patient care services.	İŞKUR	MoFSP Ministry of Health NGOs	Continuous	Considering the ageing population of the country and increasing demand for home care services, vocational courses will be conducted for providing the qualified support staff required by the sector.
2.6 Computer skills of the labour force in the sector will be improved.	İŞKUR	Ministry of Health	Continuous	In order to train qualified health professionals, vocational computer courses will be organised and the technologic requirements of today's world will be adapted to the sector.

3. Working times and conditions in sector will be reformed.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 The necessary regulations on occupational health and safety will be made and the awareness raising activities will be implemented.	MoLSS	Ministry of Health SSI	2016	In order to revise the working conditions within the scope of occupational health and safety, regulations including the standards for different health units will be made and awareness of health executives and employees in both public and private sector will be increased regarding this subject.
3.2 Working times will be regulated.	Ministry of Health	MoLSS	2016	Limits of working times, especially in the inpatient treatment institutions, will be revised considering the special characteristics of the healthcare units and new working times will be determined in parallel with the increasing labour force supply.



AGRICULTURE SECTOR

1. Employment conditions in agriculture will be improved.

MEASURE	RESPONSIBLE BODY/ INSTITUTION	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Supports oriented towards agriculture will be designed in such a way to encourage specialisation and preservation of employment.	Ministry of Food, Agriculture and Livestock	Undersecretariat of Treasury Ministry of Development Ministry of Finance Social Partners	Continuous	The structure of the supports oriented towards agriculture will be rearranged by taking into account all the existing small and large scale enterprises and they will be subjected to evaluation within the scope of Agricultural Enterprises Registry System. Through these measures; it is aimed for small agricultural producers to specialise, organise, adapt to global competition, preserve and improve the employment levels.
1.2 The occupations in the agricultural sector will be defined and objectives regarding the determination of the occupational standards in these occupations will be identified to improve the quality of the labour force in the sector and ensure efficient production.	VQA	Ministry of Food, Agriculture and Livestock Relevant Professional Organisations Universities	2016	The quality of the labour force in the sector will be improved via composing the occupational standards by identifying the occupational definitions in agricultural sector.
1.3 Short-term working funds in agricultural sector will be implemented by simplifying the entitlement procedures.	İŞKUR	MoLSS	Continuous	Short-term working funds will be arranged in line with necessities of the agricultural sector and entitlement procedures will be simplified.
1.4 Entrepreneurship and particularly women entrepreneurship oriented towards the agricultural workers will be supported.	MoFSP	MoLSS Ministry of Food, Agriculture and Livestock İŞKUR Relevant Professional Organisations	Continuous	For workers in agriculture to benefit from entrepreneurship opportunities both in agricultural and other sectors, supports will be provided by taking into account the budget limitations. Positive discrimination will be implemented for women employed in agriculture regarding the provision of these supports. The entrepreneurship activities in question will be encouraged to organise by cooperatives.



1.5 Vocational training courses will be organised by İŞKUR to increase the number of deliberate producers in agriculture sector and to familiarise farmers to the modern production techniques.	İŞKUR	Ministry of Food, Agriculture and Livestock Agricultural Producers Organisations Relevant Professional Organisations Universities	continuous	In order to acquire efficient and quality products, agricultural producers will be provided vocational training programmes by the coordination of Ministry of Food, Agriculture and Livestock to produce in line with scientific methods.
1.6 Social security coverage of the people, particularly women employed in agriculture will be facilitated.	SSI	MoLSS Ministry of Food, Agriculture and Livestock	Continuous	People employed in agricultural sector will be enabled to enter into social security system with the rearrangements .
1.7 Private sector investments and credit opportunities will be promoted.	Ministry of Food, Agriculture and Livestock Ministry of Economy	Agricultural Producers Organisations Undersecretariat of Treasury The Central Union of Turkish Agricultural Credit Cooperatives	Continuous	In order to ensure a more quality, widespread and efficient production, private sector in agriculture will be given incentives; credit facilities will be provided for agricultural producers organisations in line with budget limitations. By this means, quality and level of production in the sector will be increased.
1.8 Organised Industrial Zones based on Agricultural Specialisation will be established, integration of agriculture and industry will be supported and improved.	Ministry of Food, Agriculture and Livestock	MoSIT KOSGEB Relevant Professional Organisations	Continuous	Through the establishment of Organised Industrial Zones based on Agricultural Specialisation, average cost of products in the agriculture sector will be decreased. By integrating agriculture and industry agricultural enterprises will be supported in access to industrial plants and animal products in the quality of raw material which could be used as inputs in agricultural production. Those enterprises in question will be given technical assistance with respect to the support and improvement of vegetal and animal production and related industries; packaging, processing and conservation of products; and marketing management.
1.9 Provincial Agriculture Directorate's participation to Provincial Employment and Vocational Education Board at least once a year will be ensured to get their opinions and determine the activities regarding the developments and employment opportunities in agricultural field.	İŞKUR	Ministry of Food, Agriculture and Livestock MoNE	Continuous	Participation of Provincial Agriculture Directorates to Provincial Employment and Vocational Education Board will be beneficial in terms of development of coordination opportunities among institutions and provision of sectoral concentration.



1.10 Agricultural enterprises will be informed about and enabled to benefit from İŞKUR services.	İŞKUR	Ministry of Food, Agriculture and Livestock	Continuous	The existing communication between agricultural organisations and İŞKUR is aimed to be strengthened and development of new cooperation opportunities are anticipated.
2. The education and qualification level of the labour force in agriculture will be increased, and its capacity of adaptability will be improved.				
MEASURE	RESPONSIBLE BODY/ INSTITUTION	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Waged workers in the sector will be provided basic vocational education and skill courses.	Ministry of Food, Agriculture and Livestock	İŞKUR	Continuous	Workers employed in agriculture will be provided basic vocational education and skill courses to improve efficiency and product quality. These courses will be planned by Ministry of Food, Agriculture and Livestock and carried out with the support of İŞKUR.
2.2 Vocational education and entrepreneurship courses will be provided for the self employed in the sector.	İŞKUR	MoNE KOSGEB Agricultural Producers Organisations	Continuous	Vocational education and entrepreneurship courses will be provided for the self employed in the sector to promote entrepreneurship and to strengthen the agricultural organisation and institutionalisation.
2.3 Certificated education programmes oriented towards the labour force detached from the agriculture will be implemented to enable their transition to the identified sectors and occupations in the same region.	İŞKUR	Ministry of Food, Agriculture and Livestock MoNE Relevant Professional Organisations	Continuous	Employability of the labour force which shifted from agriculture to other sectors will be improved by developing their vocational qualifications. In this respect, sectors and occupations will be identified and appropriate education programmes will be organised towards this labour force.
2.4 The labour force detached from agriculture will be prioritised in Public Work Programmes.	İŞKUR	MoLSS Social Partners	Continuous	The labour force detached from agriculture will be prioritised in Public Work Programmes due to the expected dissolution in the agriculture sector. By this means, elimination of negative impacts over employment stemming from dissolution of agriculture will be pursued.



<p>2.5 In order to eliminate the adaptability problem in the labour market as a result of the migration from rural to urban areas, new programmes will be constituted. To increase the employability and social cohesion, education and consultancy services will be provided to the migrants.</p>	İŞKUR	MoFSP Ministry of Internal Affairs	Continuous	Vocational education and skill programmes will be organised to alleviate the adaptability problem of the people who migrated from rural to urban areas, and consultancy services will be provided towards the elimination of the social cohesion problem of those people.
3. Registered employment in agriculture will be promoted.				
MEASURE	RESPONSIBLE BODY/ INSTITUTION	PARTNER INSTITUTIONS	TERM	EXPLANATION
<p>3.1 Measures will be taken against the high levels of unregistered employment in the sector.</p>	SSI	MoLSS Ministry of Food, Agriculture and Livestock Ministry of Finance	2016	Registering the high levels of informal employment in agriculture is quite important to determine the size of the sector and to develop right policies. Necessary legal arrangements will be made to tackle with unregistered employment.
<p>3.2 Awareness raising activities will be carried out towards promoting registered employment.</p>	SSI	MoLSS Ministry of Food, Agriculture and Livestock Relevant Professional Organisations Agricultural Producers Organisations	Continuous	Social awareness raising activities will be carried out concerning the importance and advantages of registered employment in agricultural sector.
4. Child labour in agriculture will be prevented.				
MEASURE	RESPONSIBLE BODY/ INSTITUTION	PARTNER INSTITUTIONS	TERM	EXPLANATION
<p>4.1 Scholarship and credit or conditional cash transfer facilities will be provided to children and youth in rural areas to encourage their attendance in education.</p>	MoNE	Ministry of Finance MoFSP Ministry of Internal Affairs Ministry of Youth and Sports	Continuous	Incentives will continue in budget limitation basis to ensure the educational attendance of children and youth in rural areas. Scholarship and credit facilities or conditional cash transfer opportunities will be facilitated, thus, children and youth will be kept in education.



<p>4.2 Special regulations will be conducted to encourage the attendance of particularly the children of seasonal mobile agricultural workers.</p>	<p>MoNE</p>	<p>MoFSP MoLSS Ministry of Internal Affairs</p>	<p>Continuous</p>	<p>Children of seasonal mobile agricultural workers will be prevented from working in agriculture to ensure their attendance in education. By this means, significant progress will be achieved towards the elimination of child labour in agriculture, which is regarded as one of the worst forms of child labour.</p>
--	-------------	---	-------------------	--

5. Working and living conditions of seasonal agricultural workers will be improved.

MEASURE	RESPONSIBLE BODY/ INSTITUTION	PARTNER INSTITUTIONS	TERM	EXPLANATION
<p>5.1 Vocational trainings and skill courses will be carried out for seasonal mobile agricultural workers by İŞKUR. By this means, settlement opportunities in target provinces will be promoted.</p>	<p>İŞKUR</p>	<p>MoFSP MoLSS KOSGEB Relevant Professional Organisations</p>	<p>Continuous</p>	<p>In the target provinces where seasonal mobile agricultural workers temporarily reside, training programmes in line with the local labour force demands will be implemented to ease their access to regular employment. In this way, continuous migration of the abovementioned groups will be diminished and in line with the transformation in agricultural sector, their employment in different sectors will be facilitated.</p>



TEXTILE AND READY-MADE GARMENT SECTOR

1. Current employment opportunities in sector will be developed.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Women employment will be supported.	MoLSS	Ministry of Finance Undersecretariat of Treasury SSI KOSGEB	2016	Active labour market policies shall be implemented to improve women employment. Employment incentives for first-time workers will be continued by taking into account the budgetary constraints. Part-time working opportunities shall be extended for women.
1.2 Youth employment will be supported.	MoLSS	Ministry of Finance SSI KOSGEB	2016	Employment incentives for workers under the age of 30 will be continued by taking into account the budgetary constraints.

2. Demand for qualified labour force in sector will be met.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 Certification system will be made functional by continuing the identification of vocational standards.	VQA	Social Partners Relevant Professional Organizations Relevant NGOS	2016	Vocational qualification system will be actualised. Sectoral occupational maps will be created. Basic job categories that can be used as input for identifying qualifications, educational standards and performance criterion (units) will be defined systematically. Compatibility of various jobs, tasks, required skills and attitude will be defined.
2.2 Active cooperation between market actors and educational institutions will be ensured on vocational and technical education.	İŞKUR	MoNE Social Partners Relevant Professional Organizations	2016	A system for increasing the effectiveness and efficiency of job providing activities, particularly vocational education at technical areas, and making these activities compatible with labour market demands will be ensured. In order to increase the effectiveness of vocational training programmes, participation of relevant partners will be ensured. Awareness raising on vocational training services will be raised.



2.3 Training activities of employers who provide vocational training for employees will be supported by the State.	MoNE	MoSIT Ministry of Finance İŞKUR	2016	Support will be provided within the scope of LLL Strategy. Employers who provide vocational training and have a training department on their workplaces will be supported by taking into account the budgetary constraints.
2.4 Education curricula of educational institutions related with the sector will be updated periodically based on the contributions of sector representative institutions and national vocational standards.	MONE	İŞKUR VQA CoHE KOSGEB Social Partners Relevant Professional Organizations	2016	Vocational education curricula will be updated in line with national vocational standards and qualifications. Institutional capacity on labour market analysis will be strengthened and for this aim Provincial Employment and Vocational Training Centers will be made functional. Technical infrastructure of vocational high schools will be renewed, high schools will be equipped in line with recent technological developments and adaptability of trainers at these schools will be increased.
2.5 Qualified labour force capacity will be increased for production with high value added.	KOSGEB	MoLSS İŞKUR	Continuous	Developing human resources with new qualifications that are needed in the current transition process will be provided.
2.6 Labour force inventory of the sector will be defined based on provinces.	İŞKUR	MoLSS	2016	Labour force inventories will be prepared to determine the modality of combatting unregistered employment or to increase the efficiency.
3. Unregistered employment will be reduced.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1 Awareness raising activities will be implemented regarding registered employment.	SSI	MoLSS Social Partners	Continuous	Informing employers and employees on the benefits of registered employment will help promoting registered employment.



3.2 Effectiveness of inspections will be strengthened.	SSI	MoLSS	2016	A mixed model combining both dissuasive and incentive inspection approaches will be adopted. In this framework, guidance role of inspection will be emphasized besides increasing the number of inspectors.
3.3 Payment of wages via banks will be ensured regardless of the number of workers in the workplace.	MoLSS	Ministry of Finance Undersecretariat of Treasury	2016	The scope of Regulation on Payment of Wage, Premium, Bonus and Every other Deserving via Banks will be expanded.
4. Occupational health and safety awareness will be raised in the sector.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
4.1 The employers respecting the occupational health and safety regulations which have low numbers of work accidents and occupational diseases will be supported by the State through decreasing their occupational health and safety premiums gradually and paying them by the State budget.	MoLSS	Ministry of Finance Undersecretariat of Treasury SSI	2016	Various support mechanisms will be developed for reducing the cost of enterprises operating in line with occupational health and safety precautions.
4.2 Counselling and guidance services on occupational health and safety will be developed.	MoLSS	SSI	2016	Employers will be encouraged to take measures regarding occupational health and safety.
5. Clustering policies will be implemented in a planned way.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
5.1 Eligible regions will be defined and infrastructure investments will be made.	MoSIT	Ministry of Economy Ministry of Development Ministry of Finance Development Agencies	Continuous	Infrastructure investments regarding clustering policies will be completed rapidly. Budgetary constraints will be taken into consideration in this process.



5.2 Clustering policies will be regulated by means of providing advantage to enterprises.	MoSIT	Ministry of Economy Ministry of Development İŞKUR Development Agencies	2016	Measures regarding shortening the delivery durations will be taken. Competitiveness of regions will be determined and regional clustering policies will be developed according to clustering potential and/or clustering analyses at present.
5.3 Depending on the scope of clustering, travel/ transportation of labour force will be facilitated.	MoSIT	Ministry of Economy Ministry of Development Ministry of Finance Development Agencies	2016	Employers will be encouraged to move to clustering regions. Moving costs will be reduced considering budgetary constraints.

6. Social responsibility standards will tried to be widespread.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
6.1 Training and information activities on social responsibility standards will be organised in enterprises.	KOSGEB	Relevant Professional Organizations NGOs	2016	Poor working conditions in the developing countries which are the suppliers of big purchasing companies are in the agenda of public opinion in developed countries. The increasing sensitivity of public opinion has led purchasing companies stipulating many conditions to be implemented voluntarily. This measure aims at increasing the awareness of companies on these conditions and their inspection precedures as well as gathering the companies to act in concert.
6.2 Activities on social responsibility activities for SMEs will be supported.	KOSGEB	Relevant Professional Organizations NGOs	2016	Social responsibility standards are sought by big purchasing groups to sell goods to these groups. With this measure, export and employment will be increased by supporting the activities of companies in order to adapt the standards.



TOURISM SECTOR

1. Current employment opportunities in the sector will be developed and employment conditions of the workers will be improved.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
1.1 Weekly working hours will be limited to 55 hours in case of overtime work or balancing.	MoLSS	Ministry of Culture and Tourism	2016	Due to limitation of weekly working hours, flexible working will be ensured and employment will be increased.
1.2 In order to follow entry and exit hours of employees, card access system will be mandatory at workplaces which have tourism management license.	Ministry of Culture and Tourism	MoLSS	2016	By the mandatory card access system at workplaces which have tourism management license, follow-up of entry and exit hours of employees will be ensured.
1.3 Balancing period will be regulated as 4 months and this period can be extended up to 6 months with collective agreements.	MoLSS	Ministry of Culture and Tourism	2016	Due to extension of the duration of balancing, increase in the quality of flexible working will be ensured.
1.4 Child care services will be enhanced in provinces where tourism is intense.	Ministry of Interior	MoFSP MoNE	2016	Due to enhanced child care services for workers in tourism sector, increase of women employment will be ensured.

2. 2. Labour force quality of the sector will be enhanced.

MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
2.1 All accommodation facilities will be incorporated under "Unique Document System".	Ministry of Culture and Tourism	Ministry of Interior	Continuous	Accommodation facilities will be rendered more quality and canonical.
2.2 Certification system will be made functional by identifying the vocational standards.	VQA	Ministry of Culture and Tourism	2016	Development of qualified labour force will directly be contributed by increasing the number of certificated tourism workers.
2.3 The process of vocational qualifications, assesment and evaluation will immediately be completed.	VQA	Ministry of Culture and Tourism MoNE CoHE	2016	All workers in the sector will be provided certificates until 2023. Qualified staff employment rate will be one of the main criteria in determining the star level of touristic enterprises.



2.4 Education programmes will be prepared considering the employer and employee demands and data acquired from labour force inventory.	MoNE	Ministry of Culture and Tourism İŞKUR	2016	Education programmes oriented towards development and acquisition of foreign language qualifications and vocational skills will be prepared.
2.5 Under the structure of vocational high schools, vocational schools and faculties, new departments will be established in parallel to the labour force demands to be created according to the medium and long term projections of the sector.	MoNE CoHE	Ministry of Culture and Tourism	Continuous	The qualified labour force demanded by tourism sector will be provided by formal education. In this way, registered employment and employment of Turkish citizens will be increased in the sector in which foreign and unregistered employment is widespread.
2.6 Labour force training courses will be established.	İŞKUR	Ministry of Culture and Tourism	2016	Employment of quality labour force will be ensured in the sector by providing vocational education as well as formal education.
2.7. Training programmes for seasonal workers will be provided via Unemployment Insurance Fund at the end of the season.	İŞKUR	Ministry of Culture and Tourism	Continuous	Unemployment of seasonal workers at the end of the season will be prevented and an important contribution will be given to their vocational education.
3. Unregistered employment and foreign illegal work will be prevented.				
MEASURE	RESPONSIBLE INSTITUTION/BODY	PARTNER INSTITUTIONS	TERM	EXPLANATION
3.1. Payment of wages via banks will be ensured regardless of the number of workers in the workplace.	MoLSS	Undersecretariat of Treasury Ministry of Finance SSI	2016	The scope of Regulation on Payment of Wage, Premium, Bonus and Every other Deserving via Banks will be expanded.
3.2. By studying on the precedent wages, unregistered payment will be prevented.	SSI	MoLSS Ministry of Finance Ministry of Culture and Tourism	2016	Wage scale for occupations in the sector will be determined depending on occupation certificates.
3.3. Efficiency of inspections will be increased in order to prevent foreign illegal working.	MoLSS	Ministry of Culture and Tourism	2016	Foreign illegal employment will be reduced by increasing the efficiency of inspections in the sector.

