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FINAL REPORT

Evaluation of EU assistance to Turkey in the Field of Health and Safety at Work

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LIST OF ACRONYMS AND ABBREVIATIONS

CFCU	Central Finance and Contracts Unit
DG NEAR	European Neighbourhood Policy and Enlargement Negotiations
DG OHS (MoLLS)	Department for Occupational Health and Safety (Turkish Ministry of Labour and Social Security)
DG SANCO	Directorate General for Health and Consumers
DISK	Confederation of Progressive Trade Unions of Turkey
EC	European Commission
EU	European Union
EUD	Delegation of the European Union
FWC	Framework Contract
GDP	Gross domestic product
HAK-IŞ	Confederation of Turkish Real Trade Unions
HRD	Human Resources Development
HRDSOP	Human Resources Development Sectorial Operational Programme
ILO	International Labour Organisation
IPA	Instrument for Pre-Accession
KESK	Confederation of Public Employees 'Trade Unions
MEUA	Ministry for EU Affairs
MoLSS	Ministry of Labour and Social Security
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Development and Cooperation
OP	Operational Programme
OSH	Occupational Safety and Health
PCU	Project Coordination Unit
ROM	Result-Oriented Monitoring
RTP	Regional Training Programme
SEE	State Economic Enterprise
SGK	Social Security Institution
SME	Small and Medium-sized Enterprises
SPO	Senior Programme Officer
TA	Technical Assistance
TAIEX	Technical Assistance & Information Exchange
TBB	Union of Turkey's Bar Associations
TISK	Turkish Confederation of Employers' Associations
TOBB	Union of Chambers and Commodity Exchanges of Turkey
ToR	Terms of Reference
TÜM YEREL-SEN	All Municipality Workers Trade Union
TÜRK-İŞ	Confederation of Turkish Trade Unions
UNDP	United Nations Development Programme
WB	World Bank

Abbreviations and full names of the five EU Assistance Projects to Turkey in the field of OSH

ISAG	Upgrading Occupational Health and Safety in Turkey
ISAG II	Upgrading Occupational Health and Safety - Phase II of ISAG
ILIS	Improving the Labour Inspection System
((ISGÜM)	Development of Regional Laboratories of Occupational Health Safety Centre
ISGIP	Improvement of Occupational Health and Safety Conditions at Workplaces in Turkey

EXECUTIVE SUMMARY

Evaluation purpose

This evaluation was formulated in the context of the IPA evaluation programme, under the IPA Transition Assistance and Institution Building Component. The evaluation mission was designed to serve three major purposes:

- To present an overall assessment of the extent to which the Commission's support has contributed to improve the health and safety of workers in the workplace;
- To give feedback into the decision-making processes at the EU-level dealing with assistance to Turkey. The evaluation should be a valuable aid for both the implementation of the current OSH Strategy and Indicative Programme, and also for future programming.
- To provide transferable lessons that might be used by the EC in its co-operation with Turkey and other similar countries.

It was not the purpose of the evaluation to analyse the Turkish OSH-System in detail. However, for a better understanding of the evaluation results and the opinions and statements of the interviewees, some context information about the OSH system has been integrated into this report. Neither was it the purpose of the evaluation to explicitly re-evaluate the five EU-Assistance projects. The aim of the section of the evaluation dealing with EU-Assistance projects was to identify common characteristics of these projects, so as to present "lessons learned and give overall recommendations for the next phase of the EU-Assistance."

Methodological approach

The evaluation was designed and conducted in order to assess the relevance, effectiveness, efficiency, impact, sustainability and the EU-Added value of EU assistance in the field of OSH.

The two selected methodological approaches, namely desk research and personal interviews, were carried out to collect and compile the required information. The findings were taken from four categories of documents: a) the reports from the projects (inception, interim and final reports); b) the monitoring reports from external monitoring teams; c) opinions and statements from interviewees; d) basic documents about the OSH situation in Turkey.

The second major source of information was semi-structured, face-to-face interviews to gather information and hear stakeholders' opinions and perceptions. The format of in-depth, semi-structured interviews serves the purpose of obtaining individual perceptions about the OSH system and practices, and working conditions, in the context of OSH in Turkey. Face-to-face interviews are generally acknowledged to be the best form of data collection when the objective is to minimize non-response and maximize the quality of the data collected.

All interviews were performed jointly by the senior and junior expert. The interviews were conducted in English or Turkish; the interviews held in Turkish were interpreted into English by the local evaluation expert. The research evaluation questions were translated in a questionnaire for semi-structured interviews. In addition to the semi-structured part of the questionnaire, a selection of open-ended questions gave room for ideas and interpretations.

There were a total of 85 interviewees in 39 interviews, conducted with 30 different stakeholders in Ankara, Kocaeli and Kayseri.

Table 1: Interviews, interviewees and regional distribution

	Total	Ankara	Kocaeli	Kayseri
No. of Interviews	39	23	7	9
No. of Interviewees	85	62	12	11

There were no major difficulties in arranging the interviews; by and large, the interviewees did not refuse. A few planned interviewees were unavailable on the possible meeting dates. Only a minority of interviewees were familiar with all or more than one project. These were mainly senior officials at the MoLLS (DG OHS, ISGÜM) or the larger associations, who were personally involved in several projects or had sufficient knowledge thereof.

EU-Assistance Projects on "Health and Safety at Work" in Turkey within the enlargement environment

Since 2002, Turkey has received pre-accession assistance from the EU via different instruments (Pre-Accession financial assistance for Turkey, IPA and IPA II). Within the area of EU employment and social policy, the transposition, implementation and enforcement of the EU acquis on health and safety at work is important for Turkey in the accession process. Before the adoption of the IPA, Turkey received financial assistance in the area of Employment and Social Affairs through the Pre-Accession financial assistance for Turkey. Following the adoption of the IPA for the programming period 2007-2013, health and safety at work was included in Component I; i.e. Human Resources Development Sectorial Operational Programme (HRDSOP) for the programming period 2014 - 2020 covers the subject of health and safety at work under the Action I: Employment, Activity I.I: Promoting Decent Work.

The European Union funded the projects, as shown in the table below, to tackle challenges in the relevant fields.

Table 2: Title, beneficiaries and duration of the five large EU-Assistance projects

Title	Beneficiary	Duration period
Upgrading Occupational Health and Safety in Turkey – ISAG	DG OHS, Directorate General of OHS,ISGÜM, Occupational Health and Safety Centre (MoLSS), Social security Institution (SGK)	01/2004 – 01/2006
Upgrading Occupational Health and Safety – Phase II (ISAG II)	Directorate General of OHS, ISGÜM, Occupational Health and Safety Centre (MoLSS)	2008
Improving the Labour Inspection System – ILIS	LIB, Labour Inspectors Board (MoLSS) Social Partner Confederations	01/2008 – 07/2009
Development of Regional Laboratories of Occupational Health Safety Centre (ISGÜM) – İSGLABTEK	Directorate General of OHS / İSGÜM (MoLSS)	02/2010 – 02/2012
Improvement of Occupational Health and Safety Conditions at Workplaces in Turkey – İSGİP	Directorate General of OHS (MoLSS)	01/2010 – 02/2012

Background of OSH in Turkey

The dominant statement by the large majority of our interviewees was that the Turkish OSH-system and infrastructure has very much improved in the past decade. This assessment differed only slightly between the groups. Most EU-Directives have been used as models for Turkish legislation; many of them have been transposed with few amendments. A major step was the adoption of the Occupational Health and Safety Act N° 6331 in 2012. This comprehensive piece of legislation was

updated in March 2015 (No. 6637 of 27.03.2015). However, the Occupational Health and Safety Act N° 6331 has not yet entered into force fully.

The largest area of dissent concerning legislative progress was focussed around the qualification, role and impact of the health and safety staff in enterprises and in occupational prevention services. Professional associations criticise deregulation and the privatisation of OSH services, the lack of a monitoring authority, and the decreasing influence of civil society, e.g. concerning regulations for the training of occupational physicians. Furthermore, many social partners have very limited OSH capacity, e.g. employers' associations for SME-sectors, chambers and trade unions. In addition, the evaluation team conducted a review of the official statements of Turkish unions and employer associations related to ILO conventions in the field of OSH; these statements corroborated the findings from the interviews.

A major concern relates to the effective implementation of legislation. Effective implementation depends, to a large extent, on the OSH capacities of staff within the enterprises or the external prevention services, i.e. qualification, motivation, knowledge and awareness. Many detailed legislative changes have been introduced in the past 10 years in the field of required education and qualification of OSH-professionals alone (e.g. training duration and quality, certification, approval of certain qualifications, exemptions, number of OSH staff per enterprise, definition of risk classes), that even the professionals had different opinions who can do what with which qualification.

Furthermore, the reach of the legislation is substantially limited due to the large rate of unregistered workers, who constitute around one third of the total workforce, with stark differences based on sector, employment status and gender. Additionally, the monitoring and reporting system for occupational accidents and diseases seems to have some blind spots; compared to international figures, Turkey has very low numbers of occupational accidents and diseases.

Relevance and impact of the projects

The relevance of the projects was verified and guaranteed through extensive planning and preparation procedures, including consultation with stakeholders. The focus on legal topics and public services is due to the interests of the main beneficiaries, the MoLLS and its departments, including the Labour Inspection Board (LIB) and the Occupational Health and Safety Centre (ISGÜM). The relevance for public infrastructure is definitely high; the relevance for the daily practice of the target groups less so. That explains the grade B in the ex-post monitoring reports (A = very good; B = good; C = problems; D = serious deficiencies).

A particular impact can be seen on the public infrastructure, e.g. the DG OHS inside the MoLLS and the development of the ISGÜM-laboratories. Many OSH experts from the MoLLS stated that their own personal development and the development of the legislation had been significantly furthered by the EU-Assistance projects. National and international experts on legislation were easily accessible due to the project network, and the process of developing legislation was greatly accelerated. Furthermore, the projects have contributed to create core OSH structures in different organisations like the MoLLS, ISGÜM and some larger employer organisations, e.g. TİSK.

Other fields requiring a longer-term and broader approach were much less influenced by the EU-Assistance projects. These include areas such as human capacity building in enterprises of all regions, or OSH awareness-raising in all sectors. The evaluation team was not able to identify a high degree of relevance for these projects in regional chambers of industry, commerce, craftsmen and tradesmen, or at enterprise level.

Effectiveness

Generally, specific project objectives like internal capacity building were particularly well achieved, according to the project reports, monitoring reports and interviews. Obtaining the expected results became increasingly difficult (and sometimes unattainable) when broader target groups came into

the focus of project activities, e.g. knowledge transfer or awareness promotion regarding enterprises, sector associations, OSH professionals, and social partners. These target groups had to be convinced to participate on a voluntary basis, which is much less predictable than the progress in other work packages. That the legal and organisational objectives could be reached is a success; however, the key for effective implementation lies in effective communication with the aforementioned target groups. This difficulty in achieving such objectives in environments beyond the beneficiaries' direct influence might be considered when strict project planning methods including 'micro-management' are required in further applications.

Efficiency

All interviewees who were involved in the operational aspects of the projects agreed that the project budgets were sufficient. The EU-Assistance project had no quantitative budget problems. Some problems were reported on the bureaucratic burden of using the incidentals budget. Larger problems arose from staffing issues. Changing team leaders and key experts slowed down project progress in quite a number of cases.

Coherence

The coherence between the project goals and EU-objectives was definitely ensured (donor-recipient coherence). All projects targeted the development of capacities (human and infrastructure) and legislative and institutional alignment (in the field of occupational health and safety) in line with EU Social Policy and Employment requirements.

Coordination between different public institutions was flagged as a critical issue, e.g. coordination between LIB (Labour inspection Board) and DG OHS (MoLLS-Department), which is seen as too limited. Furthermore, there is a lack of coordination between LIB and the SGK (Social Security Institution) when it comes to monitoring workplace OSH incidents. There were also ICT coordination issues for the public institutions involved in the project. Activities and projects that require ICT-coordination carry implementation risks due to lack of harmonised approaches in the various areas of legislation.

The coherence evaluation revealed deficits when cooperation between different public agencies is required. In the extensive project planning phase, coherence was demanded and often achieved; the large number of single components can lead to a reduction in coherence due to insufficient cooperation.

Sustainability

The sustainability evaluation suffered from poor monitoring after the end of the projects. Which outputs, e.g. guidance documents are used for how many months or years after the end of the projects is quite unknown, and there is a similar lack of knowledge regarding which activities are being continued by the stakeholders or the target groups without project-based support, e.g. OSH management in enterprises. This would require a longer phase of sustainability monitoring.

It was not easy to measure the impact on the broader target groups. Sustainable outputs could easily be seen for developments under the auspices of the beneficiaries, such as staffing increases, successful legislative and regulatory activities, or better infrastructure and equipment. Future projects should consider whether training activities or the supply of infrastructure (e.g. equipment) has a higher sustainable impact.

EU value added

The accession process has extended the system of European OSH legislation and major OSH practices to Turkey, e.g. risk assessment as key element of OSH legislation and practice. The principles and content of EU-Directives served as a model for Turkish legislation. This is a major step towards

harmonisation of the legal systems. The input from external experts has given Turkish stakeholders speedy access to foreign practical experience, allowing them to avoid any known pitfalls and shortcomings. It also contributes to the process of effective and selected learning from international experience.

Lessons and recommendations: How should projects be conducted?

The large and complex project preparation leads to a **quasi-preselection of beneficiaries**. Government institutions were very involved with the planning and preparation process; other stakeholders were only involved as steering committee members.

There were **very long time periods** (two to three years) between the preparation and the start of a project. During this time, changes can occur in the organisation (management), legislation, or the actual needs, which can lead to difficulties in carrying out the planned activities.

The ISAG project team described the **process of project planning and design** as '**very complex, very wide and comprehensive'** (ISAG Final Report, p55). In their opinion, the project design contained too many interlinkages and overlapping activities. This increased the risk of confusion and misunderstanding.

Any project with **ICT activities** or that requires coordination and contribution of different public organisations carries an implementation risk.

In most of the projects, **members of the PCU** were replaced. A few interviewees reported that such replacements had created implementation problems.

The low degree of flexibility from the contracting unit concerning changes to activities and the work plan can make it difficult to respond appropriately to new situations. The **emerging use of incidentals** in the budget is too bureaucratic and relevant parts of the budget are lost.

The **travel expenses of the beneficiary's** staff were problematic as the beneficiary had no sufficient allowances. This was a problem with all projects.

The **selection of experts based on CVs** is not sufficient for the beneficiary; personal interviews were suggested. Consortia place first-rate experts in the bid, but replace these after the inception phase with less qualified and probably less expensive experts. The beneficiaries were involved in the selection of the winning consortium; they participated in the evaluation committee.

None of the projects created **a monitoring tool for the phase after the project** ended. The assessment of the project impact **requires a longer phase of sustainability monitoring.** All projects should install a **monitoring system** that allows the sustainable impact of the project activities and products to be monitored for at least three years after the project conclusion.

Lessons and recommendations: Who should do what? - Actors in future projects

Stronger implementation can chiefly be accomplished via **'intermediates',** particularly in sectors with high risks and low awareness. 'Intermediates' here refers to associations and smaller institutions that are capable of forwarding effective and practical knowledge on OSH issues to workers and employers.

Communication towards the envisaged target groups played a large role in many projects, but the quantitative project objectives could sometimes not be achieved, e.g. the targeted number of participants in training sessions. **Communication** should have a higher priority in future project planning. Provided the major tasks concerning legal progress have been initiated and are well developed, a higher priority should be placed on the selection and description of communication approaches towards the target groups and ways to involve them.

Core public institutions have built up considerable personal capacities and competences. The focus of the next phase should be on **developing human capacities, alongside partners that have high practical and informal influence on enterprises** and sectors where awareness is low. These partners might be enterprises, associations of SMEs, or regional or professional associations. Examples of such approaches are given below.

What this means in detail:

- Installing a future project or **project line for smaller projects** dedicated to NGOs; less complex project planning , aiming to build up capacities;
- **Strengthening the social dialogue**;
- **Study visits between advanced and less advanced Turkish enterprises** with different levels of OSH-practices;
- Supporting a **network of Turkish OSH Experts,** including study visits. Exchange platforms might present typical information such as guidance and best practice.

The **proportion of Turkish experts** should be even larger in future projects. Turkish experts have the advantage of good practical knowledge of the Turkish OSH-systems, as well as speaking the language of the participants. This is particularly effective when the priority is awareness raising or practical OSH organisation.

Many components of the knowledge transfer – good practice, technical skills and experience with OSH-practices or legislation and its practical implementation – can also be **organised between advanced and less advanced Turkish enterprises.**

There are still reasons to invite international experts. **International experts** should be invited in three cases:

- The majority should be experts who are able to promote the message of improved OSH in sectors with low awareness;
- Specialists with good knowledge of OSH theory and practice in Europe;
- Specialists that are lacking or unavailable in Turkey;

Lessons and recommendations: What should be done?

The interviewees recommended the following topics:

- **OSH in agriculture** (with a specific focus on seasonal workers) and forestry. Agriculture was excluded from the scope of the OSH law in 2003.
- **OSH for SMEs** (often mentioned as the main problematic area).
- **OSH for employers and their associations** regarding OSH for social partners; this relates to the often-mentioned low awareness, knowledge and capacities of the social partners.
- **Training facilities**, simulation centres for certain types of work (e.g. work at height).
- **Modernisation / repair of equipment**. This proposal refers to the expensive upgrade of the high-tech ISGÜM-measuring devices.
- **OSH for public servants**. Public servants are partially excluded from certain OSH regulations.
- **Inclusion of OSH-elements in vocational training curricula** and occupational qualification system.

- Getting to know **best practices** (also from abroad), but exchange **between Turkish enterprises** first. There are quite a number of advanced enterprises, e.g. in the industrial zones.
- **Online knowledge centre** as up-to-date resource, considering the use of digital information and tools from EU-OSHA.
- **Interventions on awareness** for OSH, targeting families and close relatives of the employees.

Based on the analysis and findings, and considering the ideas and proposals from interviewees, **the evaluators** propose prioritising the following topics:

- The **monitoring and recording** of occupational accidents and diseases and working conditions should be improved as a knowledge basis for all further decisions.
- A second basis is the **systematic analysis of the current situation and strong efforts** to develop the **quantitative and qualitative capacities of the OSH staff** (internal and external).
- **Supporting networking** between OSH professionals, study visits, exchange and knowledge resource creation.

PREFACE

A functional OSH infrastructure, well-developed OSH legislation, and the apposite level of practical implementation of the legislation are of high relevance for the working population in Turkey. Five large-scale assistance projects were carried out between 2004 and 2012 within the framework of the EU Assistance schemes. DG NEAR decided to carry out a thematic evaluation of these EU-funded actions in the field of occupational health and safety, in view of identifying needs that could be addressed under IPA II.

With the support of these projects, there has been qualitative and quantitative strengthening of the administrative capacity for policy making, the capacities of the labour inspectorate, as well as the laboratories measuring work place exposure. In this period (and also since 2012) a large number of Turkish OSH laws (including by-laws and regulations) have been drafted and enacted, aimed at aligning Turkish legislation to EU-OSH laws.

Adopted on 30 June 2012, the OSH Act (Occupational Health and Safety Act No. 6331) was a milestone in this process, aimed at transposing 89/391/EEC Framework Directive and related ILO conventions.

The full implementation of OSH legislation still remains a challenge due to various reasons:

- About one third of total employment is in the informal sector, which is not protected by the labour law;
- The capacities (quantity and quality) of the OSH staff in enterprises and external OSH services seems to be insufficient for effective implementation;
- The number of labour inspectors dealing with OSH is not adequate to carry out inspections across the country;
- Consequently, an adequate prevention culture is not integrated into working life;
- Cases of occupational accidents and diseases remain heavily under-reported to authorities.

The evaluation aimed at assessing the role and impact of the EU-Assistance projects in the field of OSH. In the last decade, the Turkish OSH system has undergone crucial changes and developments. The contribution of the EU-Assistance projects has not yet been evaluated. A thorough look into the past gives key insights for future planning.

1. EVALUATION - CONTEXT AND OBJECTIVES

1.1 Objective

This evaluation was formulated in the context of the IPA evaluation programme under the IPA Transition Assistance and Institution Building Component in order to:

- Assess the relevance, effectiveness, efficiency, impact, sustainability and accountability of EU assistance. This shall be done by means of evaluations of policies and projects financed from any of the instruments whose implementation is delegated to the DG NEAR
- Provide findings and conclusions on the performance of EU assistance in Turkey in the field of OSH with regard to the alignment with the EU acquis and practices;
- Provide recommendations on the measures/actions that might be addressed by IPA 2014-2020 to improve programming and future project identification.

1.2 Expected Results

The results cover the aforementioned evaluation aspects, i.e. relevance, effectiveness, efficiency, impact, sustainability and accountability of the EU assistance in the field of OSH. Based on these findings and conclusions, the evaluators developed recommendations that should support Turkey and the EU in:

- Identifying future priorities of action and support;
- Accordingly planning future actions in similar fields;
- Adjusting ongoing projects on health and safety in Turkey.

1.3 Context and background

Turkey is a country with a population of 77.7 million and a labour force of about 28 million people. Gross Domestic Product (GDP) in 2013 was approx. 11,000 USD GDP per capita. In addition to the Customs Union with the EU, Turkey is also in the EU accession process.

The structure of the economy is dominated by SMEs. In 2009, SMEs constituted 99.9 % of the total enterprises in Turkey, which is slightly higher than the EU average (99.8 per cent). A total of 2.3 million SMEs employ around 77 % of the private sector workforce.[1]

The vast majority of employers– with some exceptions - are legally obliged to assess workplace risks and undertake OSH measures, and to employ or contract OSH staff with sufficient knowledge in the field of OSH.

Turkey has a fast developing economy and a dynamic working environment; it is confronted with both old and new and emerging OSH problems. According to TURKSTAT's research, the rate of employed persons who had an accident at work over a 12 month period was 2.3% (2013).[2] According to the same source, 2.1 percent suffered from a work-related health problem over the same period. In this sense, all stakeholders - i.e. the government, unions, associations, chambers of industry and commerce and enterprises - need to invest in their capacity to increase awareness and knowledge, improve qualifications, and apply effective risk-reduction measures.

[1] European Commission, Enterprise and Industry SBA Fact Sheet 2013 http://ec.europa.eu/enterprise/policies/sme/facts-figures-analysis/performance-review/files/countries-sheets/2013/turkey_en.pdf

[2] Turkstat: Results of the Research on Accidents at Work and Work-Related Health Problems, 2013 http://www.turkstat.gov.tr/PreHaberBultenleri.do?id=16118

1.4 Purpose and Scope of the Evaluation

Purpose

The evaluation mission was designed to:

- Assess the impact and results of the European Institutions. It is important to present an overall judgement of the extent to which the Commission's support has contributed to improve workplace health and safety;
- Feedback into the decision-making processes at EU level for dealing with assistance to Turkey. A major issue is to provide decision-makers with both evidence-based evaluative information they don't already explicitly know, and with operational recommendations pertaining to their needs. The evaluation should be a valuable aid for the implementation of the current OSH Strategy and Indicative Programme, and for future programming;
- Yield transferable lessons that might be used by the EC in its cooperation with Turkey and other similar countries. The aim should be to validate innovative good practices and provide detailed comments on factors specific to Turkey, which could restrict transferability.

Analysis of the Turkish OSH System was not within the scope of this evaluation. However, a basic overview is presented in chapter 3, which allows for a better understanding of our assessment and of the interviewees' opinions and statements. Neither was it the intention to re-evaluate the projects. Assessment and monitoring reports are available for all projects (separate or in the final reports).

The purpose of this evaluation was to identify common characteristics of the projects, from the planning and design stage, to practical project implementation, and finally the results and impacts.

Scope - Projects on "Health and Safety at Work" in Turkey within the enlargement environment

Turkey has received pre-accession assistance from the EU under different instruments since 2002 (Pre-Accession financial assistance for Turkey, IPA and IPA II). In this regard, OSH has always been a, important subject of the EU social policy acquis for Turkey to transpose and implement.

Before the adoption of the IPA, Turkey received financial assistance in the area of Employment and Social Affairs through the Pre-Accession financial assistance for Turkey (from 2002 - 2006). Following the adoption of the IPA for the programming period 2007-2013, health and safety at work became a Component I subject. For the programming period 2014-2020, the Human Resources Development Sectorial Operational Programme (HRDSOP) covers OSH under the Action I: Employment, Activity I.I: Promotion of Decent Work.

In order to tackle challenges in the relevant field upon accession, the European Union funded the projects shown in tables 1 and 2a - 2e. The evaluation process will cover the projects in Table 1 as instructed by the terms of reference.

Table 1: EU Funded Projects in the Field of OSH in 2004-2012 Period – Administrative data

Project	Project ID Number / Contract No	Type of contract	Programme	Beneficiary	Implementation period
Upgrading Occupational Health and Safety in Turkey – ISAG	EUROPEAID/114648/D/SV/TR TR/ 0205.01/001	Service	Pre-Accession Financial Assistance Programme for Turkey 2005	DG OHS, Directorate General of OHS, ISGÜM, Occupational Health and Safety Centre (MoLSS), Social security Institution (SGK)	01/2004 – 01/2006
Upgrading Occupational Health and Safety - Phase II ISAG II	EuropeAid/123490/D/SUP/TR TR 05 03.14	Supply	Pre-Accession Financial Assistance Programme for Turkey 2005	Directorate General of OHS, ISGÜM, Occupational Health and Safety Centre (MoLSS)	2008
Improving the Labour Inspection System - ILIS	TR 06 IB SO 01 (TR06 03 10)	Twinning Partners: - MoLSS Labour Inspection Board; - FMLSA (Germany); (Federal State of Hesse, Germany); - GVG – AfSSPR (Germany)	Pre-Accession Financial Assistance Programme for Turkey 2005	LIB, Labour Inspectors Board (MoLSS) Social Partner Confederations	01/2008 – 07/2009
Development of Regional Laboratories of Occupational Health Safety Centre (ISGÜM) - İSGLABTEK	EuropeAid/127200/D/SER/TR TR0702.21.01/001	Service	IPA I	DG OHS / İSGÜM (MoLSS)	02/2010 – 02/2012
Improvement of Occupational Health and Safety Conditions at Workplaces in Turkey - İSGİP	EuropeAid/127926/D/SER/TR TR0702.20-01/001	Service (supply component)	IPA I	DG OHS (MoLSS)	01/2010 – 02/2012

Table 2 a: EU Funded Projects in the Field of OSH in 2004-2012 Period – Objectives, Beneficiaries and Target Groups (1 - ISAG)

Project	Project objectives	Expected Results / Benchmarks / Indicators	Target groups:
Upgrading Occupational Health and Safety in Turkey – ISAG	**Overall objectives of the project:** ▪ To align the occupational health and safety standards in Turkey with those of the European Union. ▪ To contribute to the improvement of an effective and efficient system for the implementation of occupational health and safety rules and regulations at work places with particular focus on small and medium size enterprises. **Specific Objectives of the Project:** ▪ To build capacity within the DG OHS to prepare the pre-requisite conditions for taking over the responsibilities of DG OHS defined in the Law of Organisation of Social Security Institution (No: 4947, Date: 24.07.2003) ▪ To develop and implement comprehensive and suitable training processes on OSH for managers and professionals at different levels as well as for research fellows and experts related to the OSH ▪ To develop and implement public awareness campaigns, evaluate their impact and train the stakeholders ▪ To contribute to the strengthening of the cooperation among the related departments of the MOLSS and among the social partner institutions ▪ To contribute to increased laboratory capacities in the field of OSH in Turkey in order to cover the necessary laboratory work for all branches of enterprises (Source: Final Report 15 January 2006)	**Expected results:** ▪ An OSH strategy for Turkey developed by DG OHS and ISGÜM; ▪ ISGÜM recognised as a catalyst in the development of OSH policies in Turkey; ▪ An awareness of the need for more re-sources to be devoted to OSH nationwide; ▪ Enhanced capacity of DG OHS and ISGÜM as an organization to cope with the demands of OSH; ▪ New business planning arrangements for DG OHS and ISGÜM, including the production of a medium term institutional development strategy; ▪ The creation of a model laboratory concept for ISGÜM; ▪ ISGÜM laboratories and Kocaeli laboratory reconstructed and renovated; ▪ DG OHS and ISGÜM staff trained and a post-project sustainable OSH plan prepared; ▪ An enhanced positive image of ISGÜM especially among civil society in general; ▪ A functioning communication strategy that DG OHS and ISGÜM can use in promoting OSH on a national scale.	▪ Top management of DG OHS and İSGÜM and GOs involved with OSH, employment policy development and the EU accession process, for example: Ministry of Economy, Ministry of Finance, Ministry of Labour and Social Security, Ministry of Education; ▪ Middle management at DG OHS and İSGÜM central and provincial offices; ▪ Representatives of social partners at national and provincial levels.

Table 2 b: EU Funded Projects in the Field of OSH in 2004-2012 Period – Objectives, Beneficiaries and Target Groups (2 – ISAG II)

Project	Project objectives	Expected Results / Benchmarks / Indicators	Target groups:
Upgrading Occupational Health and Safety - Phase II, ISAG II	**Overall Objective(s):** To contribute to the improvement of occupational health and safety in Turkey by means of ensuring effective and efficient implementation of harmonized OSH legislation especially among SMEs. Project purpose: To improve and enhance occupational health and safety measurement, analysis and training services. *(Source: Project fiche, no date)*	**Expected Results** • Minimum 4 mobile laboratories established and operational to improve occupational health and safety standards, particularly in SMEs. (Three in Ankara and one in Kocaeli, where SMEs are abundant especially in the latter) • The number of occupational accidents reduced. • Number of diagnosis of occupational diseases increased. • Equipment available for raising awareness and training programs for OSH professionals and for social partners. • Increased awareness and knowledge among social partners and OSH experts on OSH issues as a result of activities to be conducted by the MOLSS.	ISGUM's management and technical staff.

Table 2 c: EU Funded Projects in the Field of OSH in 2004-2012 Period – Objectives, Beneficiaries and Target Groups (3 - ILIS)

Project	Project objectives	Expected Results / Benchmarks / Indicators	Target groups:
Improving the Labour Inspection System - ILIS	**Overall Objective** The project contributes to the Overall Objective of full implementation and enforcement of the *acquis communautaire* in the area of Health and Safety at Work and Labour Relations. The **Project purpose** is to strengthen the capacity of the Labour Inspectorate for effective implementation of the new EU-based legislation in the area of Health and Safety at Work (OSH), and to strengthen the cooperation between Labour Inspectorate and Social Partners. *(Source: Final Report 8 October 2009)*	**Expected Results** 1. The Labour Inspectors' capacity is improved in terms of technical skills to enforce new EU-based legislation effectively. 2. Uniform implementation of the new legislation in the workplaces is ensured. 3. Tripartite social dialogue between the Labour Inspection Board and Social Partners is improved and the responsibility of social partners to play a part in the implementation of the related labour legislation is enhanced. 4. Employers' and employees' capacity to implement new EU-based legislation increased in terms of knowledge and awareness. **Benchmarks**: - % 100 increase in references to the harmonised EU legislation during inspections; - % 50 rise in work-places having conducted risk assessment in the chosen sectors; - % 10 decrease in fatal accidents in the chosen sectors; - at least 350 Social Partner representatives trained on OSH and labour relations	▪ Labour; ▪ Inspection Board MoLSS; ▪ Social Partners; ▪ Employers; ▪ Employees.

Table 2 d: EU Funded Projects in the Field of OSH in 2004-2012 Period – Objectives, Beneficiaries and Target Groups (4 - ISLABTEK)

Project	Project objectives	Expected Results / Benchmarks / Indicators	Target groups:
Development of Regional Laboratories of Occupational Health Safety Centre (ISGÜM) – İSGLABTEK	**Overall Objective:** To improve the occupational health and safety (OSH) conditions in Turkey. **Project Purpose:** To enable ISGÜM's regional laboratories to help enterprises especially the SMEs, apply effectively and efficiently the harmonised OSH legislation. *(Source: Project Synopsis 2015)*	**Expected Results:** **Result 1:** Increase in capacity and quality within ISGÜM to provide services for enterprises. **Result 2:** Improvement in the skills and knowledge of ISGÜM staff to comply with international standard techniques and methods in their working practice. **Result 3:** (central and regional labs); Increase in capacity with ISGÜM to manage quality assurance and accreditation. **Result 4:** ISGÜM staff adequately trained to prepare National OSH policies and working plans specific to regions, and to prepare a "Policy Options Paper" for the use of the National OSH Council. **Result 5:** (ISGÜM-SME Dialogue) Raised awareness of OSH issues at the workplace, the purposes and function of ISGÜM laboratories is promoted, and employers are triggered to request ISGÜM services.	İSGÜM staff

Table 2e: EU Funded Projects in the Field of OSH in 2004-2012 Period – Objectives, Beneficiaries and Target Groups (5 - ISGIP)

Project	Project objectives	Expected Results / Benchmarks / Indicators	Target groups:
Improvement of Occupational Health and Safety Conditions at Workplaces in Turkey- İSGİP	**Overall objective:** To improve the health and safety conditions of workers at work, and to ensure the implementation of the related EU acquis in Turkey. **Project purpose:** To assist the Turkish government to upgrade OSH related recording system and to promote OSH culture among workplaces with specific focus on mining, construction and metal industries. *(Source: Project Synopsis 2015)*	**Indicator for the Overall Objective:** Decreasing accident frequency rate by 5%, 7% and 10% respectively in construction, mining and metal sectors in pilot regions till the end of 2011 compared to 2006 figures. **Indicators for the Project purpose:** - OSH recording system is established and is in full use by the end of the project. - The recording system is in full use at least in 15 workplaces until the 3rd quarter of 2010. It is also in full use in at least at 85 more workplaces by the end of 2010. - OSH management system in mining, construction and metal industries is applied in at least 100 workplaces by the end of the project. **Expected Results:** 1. Upgraded OSH conditions in construction, mining and metal sectors based on the design and use of OSH Management System models, and by improved record keeping system. 2. Increased capacity among OSH professionals to ensure OSH function and OSH surveillance and diagnosis. 3. Increased awareness and knowledge among social partners, related organizations and OSH professionals on occupational accidents and diseases. Indicators: - OSH management systems are in use in at least 100 workplaces by the end of the project. - Recording system software modules are developed and in use by DG OHS by the second quarter of 2011. - The database is in use at least in 100 workplaces by the end of the project in metal, mining and construction sectors with stable data entries. - 100 OSH professionals are ready to undertake responsibilities as trainers on occupational disease diagnosis. - At least 2,000 social partners participate in awareness-raising activities that will then have multiplier effects.	▪ DG OHS of MoLSS; ▪ OSH professionals; ▪ SMEs in the construction, mining and metal-working sectors; ▪ Social partners and other related organisations.

During the implementation period of these five projects, some other major EU and bilateral projects were carried out in Turkey. We identified some larger projects (the list may not be exhaustive) which are relevant for OSH:

- The EU funded the Laboratory Establishment for the Personal Protective Equipment (PPE) tests of market surveillance. (Project number: TR/0702.21.). The beneficiary was the ISGÜM central laboratory in Ankara.
- EU: Development of Social Dialogue in Turkey for the EU Department of MOLSS
- ILO: IPEC's International Programme on the Elimination of Child Labour - Child Labour Projects; partially funded by the EU
- The Netherlands funded a so-called 'MATRA' Project for the Labour Inspection Boards of both countries; its aim was to assist Turkey with the implementation of the EU acquis harmonised Labour Law, especially the EU-Directives on OSH. Training and knowledge transfer were the major project components;
- German-Turkish Leonardo-Project "ENETOSH". Main objective of this project was the integration of OSH into education; (2005 - 2007);
- The Work Life and EU Enlargement (WLE) Project, financed by Sweden;
- Finnish-Turkish Twinning Project: Establishment of a Market Surveillance Support (2009): (Project Number: IPA TR 07 02 11) (2009);
- Construction Industry Occupational Health and Safety Twinning Project (Turkey - Malta);

1.5 Beneficiaries and Stakeholders

The main public actors in the OSH system in Turkey have been the major beneficiaries of the projects, i.e. the Directorate General of Occupational Health and Safety, the Occupational Health and Safety Centre/Institute (ISGUM), the Labour Inspectorate Board, and the Social Security Institution (SGK). SMEs and their associations have also benefitted from project activities. Staff in these beneficiaries who were (directly or indirectly) involved in the interventions and/or OSH system in Turkey will be used as the main secondary source of information.

Stakeholders of the OSH system in Turkey have also been used as a secondary source of information throughout the evaluation process. The main stakeholders in OSH, including ministries and institutions, are in the target groups of the aforementioned projects. These are listed as follows:

Table 3: Main Stakeholders

Stakeholders	Relevant entities
MoLSS	EU Coordination Department, Directorate General for OHS, ISGUM
Ministry for EU Affairs	Directorate of Social, Regional and Innovative Policies Directorate of Financial Cooperation
Central Finance and Contract Unit	Contracting Authority for IPA I
Trade union confederations	▪ TURK-İŞ; ▪ HAK-İŞ; ▪ DİSK.
Trade union confederations for public workers/servants	▪ Türkiye KAMU-SEN; ▪ (alternatively: MEMUR-SEN or KESK)
Employers' organisations	▪ TISK - Turkish Confederation of Employers Union; ▪ INTES - Turkish Employers' Association of Construction Industries.
Professional organisations	▪ OSGB - Common Health and Safety Units (Companies)

	▪ TTB - Turkish Medical Association ▪ TOBB - The Union of Chambers and Commodity Exchanges of Turkey, ▪ TESK - Confederation of Turkish Tradesmen and Craftsmen; ▪ TMMOB- Union of Chambers of Turkish Engineers and Architects.
International Labour Organisation	▪ ILO Office for Turkey

Our aim was to achieve a balanced proportion of sources; i.e. **involved and uninvolved** in the delivery of EC support. Outsiders' views are provided by a range of sources that have benefitted from these EC projects, such as end-users, local stakeholders, regional laboratories, NGOs, professional confederations and organisations, and SMEs. Table 4 shows the list of local stakeholders that were targeted for interviews in the fieldwork phase.

Table 4: Local Stakeholders

	KAYSERİ
1	Labour and Employment Agency Provincial Directorate
2	ISGÜM- Regional Laboratory
3	KOSGEB- SME Development Organisation Service Unit
4	Kayseri, Mimar Sinan, İncesu Industrial Zones
6	Kayseri Chamber of Industry
7	Branches of the private and public sectors workers' Trade Unions in metal, mining, construction sectors
8	Kayseri ESO- Chamber of Tradesmen and Craftsmen
9	Branches of chambers of engineers in metal, mining and construction sectors
10	Kayseri Bar
11	2 SMEs targeted by the Projects
	KOCAELİ
1	Labour and Employment Agency Provincial Directorate
2	ISGÜM- Regional Laboratory
3	KOSGEB- SME Development Organisation Service Unit
4	Gebze Industrial Zone (+others associated with the Projects)
5	Kocaeli Chamber of Industry
6	Branches of the private and public sectors workers' Trade Unions in metal, mining, construction sectors
7	Kocaeli ESO-Chamber of Tradesmen and Craftsmen
8	Branches of chambers of engineers in metal, mining and construction sectors
9	Kocaeli Bar
10	2 SMEs targeted by the Projects

To maximise response rates, a letter of recommendation from EUD was at the contractors' disposal. This letter outlined the purpose of the study and how results would be used.

2. METHODOLOGY AND STRUCTURE OF THIS REPORT

In this evaluation, two types of sources were used: 1) documents and literature, and 2) face-to-face interviews.

The analysis of the documents and literature ('desk research') was based on a number of different sources, e.g. documents from the following categories:

- Available studies and statistics, Turkey's action plans, registers, published surveys data and official reports, e.g. from LI or accident insurances;
- Legislative texts
- European Surveys covering Turkey, e.g. ESENER I and ESENER II, the Eurofound Working Conditions Survey EWCS from 2015;
- Project documents, i.e. project fiches, terms of references, interim and final reports, interim evaluation reports, result-oriented monitoring reports, etc.;

The second information source was a set of face-to face interviews with different stakeholders and beneficiaries (Annex 1: List of Interview Partners).

The two selected methodological approaches, namely desk research and personal interviews, were carried out to collect and compile information on three major issues:

- Status of OSH in Turkey (strengths, weaknesses, gaps, support needs);
- The evaluation aspects of relevance, effectiveness, efficiency, impact, sustainability and accountability of the EU-assistance projects;
- Lessons learned and recommendations for future actions.

The aim was to identify the presence of mechanisms that could explain why EU-Assistance had or had not worked, in order to develop suggestions for addressing this in future projects.

2.1 Desk Research – Document analysis

To ascertain the status quo, we tried to identify indicators of the status of the OSH-system. It was not always possible to obtain sufficient data or oral information from interview partners. The envisaged indicators were:

Regulation:

- Legislation (coverage of the workforce and exceptions for certain types of workers or enterprises, completeness, approach, timespan between development of the legislation and enactment, practical enforcement);
- Technical standards and norms;
- Obligations for enterprises (e.g. resources for OSH, according to the legislation).

Public infrastructure:

- National and regional authorities;
- Labour inspectorate;
- Accident insurances;
- Research institutes - public;
- Rules and institutions for the education and training of professionals and practitioners;
- Communications channels – official channels, journals and events.

Performance indicators:

- Quantification and assessment of workplace risk factors and incidence of exposure – from noise, chemicals, and air quality, to heavy and tiring work, violence and aggression, etc.;
- Documented complaints about working conditions;
- Rates and development of workplace accidents (OSH statistics and NGO-Reports);
- Rates and development of occupational diseases and work-related illnesses.

Prevention level in enterprises:

- Organisation: Rate of enterprises with acceptable risk assessment, rate of enterprises with a compliant OSH setup;
- Awareness and enterprise culture: Health and prevention culture, awareness of OSH, willingness to act;
- Professional competence (education, training, instruction);
- Number and rates of trained persons and specialists in the OSH infrastructure and in enterprises;
- Participation of employees.

In the available project monitoring reports and other project documents, the targeted evaluation aspects of relevance, effectiveness, efficiency, impact, sustainability and accountability of the EU-Assistance projects have been used and reported, but with slightly different structures.

All project reports contained a chapter (subchapter) on lessons learned and related recommendations. The statements, findings, opinions and conclusions from the variety of written sources were compiled. The most evident findings were presented to interview partners in the second step of the evaluation, and were either verified or not.

2.2 Personal Interviews

In-depth, semi-structured face-to-face interviews were chosen as the interview format. They serve the purpose of obtaining individual perceptions of the OSH system and practices, and working conditions in the context of OSH in Turkey.

Face-to-face interviews are generally acknowledged to be the best form of data collection when one wants to minimize non-response and maximize the quality of the data collected.

Such interviews are often used in projects to solicit information that might be considered sensitive (non-compliance issues). The great advantage of face-to-face interviewing is the presence of the interviewer, which makes it easier for the respondent to clarify answers or ask for clarification on items in the questionnaire.

All interviews were jointly carried out by the senior and junior expert. The interviews were conducted in English or Turkish; the interviews held in Turkish were interpreted into English by the local evaluation expert. After the interview, the evaluators wrote up the notes taken during the interview.

The research evaluation questions were translated into questions for semi-structured interviews (Annex 'Questions to Interview Partners'). As well as the semi-structured section, there was a selection of open-ended questions, which allowed for ideas and interpretations about the respondents' statements and explanations. The semi-structured questions were, in many cases, accompanied by a quantitative judgment based on scaling. Overall, too few respondents were

familiar with the EU-assistance projects; a quantitative evaluation of these scales would not give a representative picture.

There were a total of 85 interviewees in 39 interviews in Ankara, Kocaeli and Kayseri, with 30 different stakeholders.

In Ankara, 23 of 24 planned interviews were conducted with 14 different stakeholders. Two of the appointments were held in joint sessions, at the interviewees' request. The experts interviewed 62 people in Ankara. The majority of the targeted interviewees preferred to meet together with their staff and colleagues. One-to-one interviews were limited to 3 cases.

In Kocaeli, 7 of the 8 planned interviews went ahead. In total, 12 people were interviewed in Kocaeli, with 7 different stakeholders and enterprises.

In Kayseri, 9 interviews were conducted, although only 8 were planned. The total number of interviewees here was 11, with 9 different stakeholders and enterprises.

Table 5: Interviews, interviewees and regional distribution

	Total	Ankara	Kocaeli	Kayseri
No. of Interviews	39	23	7	9
No. of Interviewees	85	62	12	11

There were no major difficulties in arranging the interviews, with very few exceptions. A few planned interview partners were unavailable on the possible meeting dates, e.g. at ISGÜM Kocaeli, where most of the staff were in a training session, but one member was able to give an interview. The Turkish Bar Association was not available during the planned interview period. The Worker Health and Work Safety Assembly (İSİG) was not included in our planned set of interviews. [3]

As mentioned, only a minority of the interview partners were familiar with all projects. These were mainly senior officials at the MoLLS (DG OHS, ISGÜM) or the larger associations, who were personally involved in one or more projects or had sufficient knowledge thereof.

Table 6: How many projects did the interviewees know?

	Total	One project	Two projects	Three projects	Four projects	All five Projects	No Know-ledge
No. of Inter-viewees	**85**	25	11	6	4	6	33 (39 %)

Between 5 interviewees (ISAG 1) and 8 interviewees (ISGÜM) were directly involved in the project.

[3] The Worker Health and Work Safety Assembly (İSİG) was not included in the interview list in the Inception Report. Therefore we did not attempt to interview them. İSİG is a civil society initiative and might be based in İstanbul albeit there is no address and the names of individuals/ institutions managing the initiative mentioned in their web page (www.guvenlicalisma.org).

Table 6: Involvement in the different projects
(involved in the preparation phase, as staff or steering committee members)

	Total	ISAG	ISAG II	ILIS	İSGLABTEK ((ISGÜM)	ISGIP	**Total**
No. of Inter-viewees	**85**	5	5	5	8	7	**30 (35%)**
Remarks		Senior Officials MoLLS, MEU, CFCU	Senior Officials. MoLLS, ISGÜM-Staff, CFCU MEU	LIB, TISK, Senior Officials MoLLS, CFCU	ISGÜM-Staff, TISK, Senior Offic. MoLLS, MEU, CFCU	Officials MoLLS, MEU, CFCU Larger assoc.,	

If we broaden the scope beyond people involved, and count the number of interviewees with knowledge of the projects, the numbers are clearly higher. ISGIP is well-known (also in the regions) due to their many promotional activities. For ISGÜM, we counted the people from regional laboratories who were not involved in the assistance projects, but know about them due to their employment in an ISGÜM-laboratory.

Table 7: Knowledge of the projects
(preparation phase, staff, steering committee member **plus** involvement in activities such as seminars or employment in follow-up projects)

	Total Inter-viewees	ISAG	ISAG II	ILIS	İSGLABTEK (ISGÜM)	ISGIP	**Total**
No. of Intervie-wees	**85**	7	5	10	15	15	**52 (61%)**
Remarks		Senior Offic. MoLLS, MEU, CFCU	Senior Offic. MoLLS, ISGÜM-Staff, CFCU	LI, TISK, Senior Offic. MoLLS, MEU, CFCU	ISGÜM-Staff, TISK, Senior Offic. MoLLS, MEU, CFCU	Officials MoLLS, MEU, Larger assoc. CFCU	

Particularly in the regions, less than half of the interview partners (33) had not heard about any of the projects or participated in any of their activities. The best known projects were İSGLABTEK and ISGIP, which were the latest projects. ISGÜM is well known because it runs regional laboratories; the promotional and awareness-raising activities of ISGIP were a major component in several regions.

2.3 Structure of this Report

The reports and an abstract have been prepared in English. The Contractor will also provide an executive summary of 6 pages, in English, Turkish and French, as a separate document.

An abstract of the final evaluation report is submitted as a separate document.

The final evaluation report contains the following sections:

- Executive summary:
  - Purpose of the Assignment;
  - Methodology / Procedure / Approach;
  - Results /Findings; and

- Conclusion and Recommendations.

- Main Report:
  - Evaluation - Context and Objectives;
  - Methodology and Structure of this Report;
  - OSH Situation in Turkey;
  - Findings Related to the Overarching Evaluation Questions;
  - Findings Related to the Detailed Evaluation Questions;
  - Lessons Learned and Recommendations.

The final report includes in the annexes:

- A list of the meetings held;
- A list of the documentation consulted.

2.4 Final Activity Report and Meeting Summaries

The Final Activity Report describes how the "requested services" of the assignment have been fulfilled (separate document). Moreover, a compilation of summaries of the discussions with each stakeholder is provided in a separate document 'Meeting Summaries'.

3. OSH SITUATION IN TURKEY

3.1 Basic assessment of the OSH Situation in Turkey

The guiding questionnaire for the interviews was split into two parts. Part A covered the questions on the five EU-assistance projects; they closely followed the evaluation questions. Part B contained questions on the OSH situation in Turkey. Those interview partners who were not involved in the projects were asked for statements on different aspects of the OSH infrastructure in Turkey.

Although it is not in the scope of this evaluation to provide a comprehensive insight into the Turkish OSH system, some rough background information based on data and interview responses is necessary to understand the statements and responses from our interview partners.

3.2 Legislation

The predominant statement by the large majority of our interview partners was that the current Turkish OSH has very much improved in the past decade. This assessment differed only slightly between the groups. Most EU-Directives have been used as models for Turkish legislation, many transposed with few amendments (see also Annex 3).

The largest area of dissent regarding the progress through legislation was focussed on the qualification, role and impact of OSH staff in enterprises and occupational prevention services.

Consequently, implementing the legislation was a major concern, because practical implementation largely depends on the OSH arrangements within the enterprises. Effective implementation relies on the human capacities (i.e. number, qualification, motivation, knowledge, awareness) of the staff the staff designated to deal with OSH matters, both in enterprises and external prevention services. Many detailed changes have been made in this field of legislation over the past 10 years.

Furthermore, the reach of the legislation is substantially limited due to the large rate of unregistered workers (33.6%). Agriculture is one of the major sectors of unregistered work, but other areas are also known for such employment (e.g. construction, services).

According to Turkstat[4] 81.5% of work in the agricultural sector is not registered compared to 21.4% in all non-agricultural sectors (total for all sectors is 34.6%). In agriculture 93.8% of the women and 70.5% of the men work unregistered. In all non-agricultural sectors the statistics show more similar figures for men and women, 20.3% of the men and 24.6% of the women work informal (all figures from June 2015)

It was often stated as a matter of course that, in order to fully implement legislation, the rate of unregistered work would have to be much lower, ideally at or under 5%.

Major legislative changes in the field of OSH were made in 2003, 2004, 2012 and 2015. However, other legislative activities were undertaken prior to 2000.

[4] Turkstat (Turkish Statistical Institute): Main website at http://www.turkstat.gov.tr: Go to Employment, Unemployment & Wages and click on Labour Force Statistics and click on Data to download the table 'Esas işlerinden dolayı herhangi bir sosyal güvenlik kuruluşuna kayıtlı olmayanların yıllar ve cinsiyete göre işgücü durumu' (Employment status of persons who are not registered to any social security institution due to main job by years and sex) (http://www.turkstat.gov.tr/PreTablo.do?alt_id=1007)

The Labour Code No. 1475 of 1971 determined the rights and responsibilities of employers and employees in line with contemporary international legal documents. The EU accession process and the improvements in OSH led to the revision of this code and the introduction of a new one, dated 2003 (no. 4857). The Fifth Chapter of the Labour Code covers the OSH obligations of employers and employees.

Art. 77 of the Code states that "employers shall take all the necessary measures and maintain all the needed means and tools in full; and employees are under the obligation to obey and observe all the measures taken in the field of occupational health and safety". Art. 83 of the Code regulate the rights of the employees as they relate to OSH in an establishment. Moreover, about 40 by-laws (in accordance with the provisions of the Labour Code) were enacted.

The Health and Safety at Work Law No. 6331 in 2012 was enacted with the aim of transposing the European Framework Directive on Health and Safety at Work No. 89/391. The Law covers all types of employment, work and workplaces that belong to public and private sectors, owners and/or employers of subject workplaces and representatives/agents of such employers, and all employees including apprentices, interns and trainees, regardless of the fields in which they are active. The law also introduced several new elements to the Turkish legal system, such as worker representatives for safety and risk assessment obligations. (An overview on EU-Directives and related Turkish laws or regulations can be found in Annex II)

National level strategy documents also address the issue of OSH and set overall targets for safer and healthier workplaces. Turkey's 10th Development Plan (2014-2018), which was adopted in 2013, sets the overall aim of providing the society with decent work opportunities and improving the occupational health and safety conditions. Its goal is to develop a health and safety culture in working life, achieving further alignment with the OSH standards through inspection and incentives, as well as human resources programmes for developing qualified staff in this field.

The 62nd Government Programme, which came into force in 2014, underlines the significance of "maintenance of labour activities in a healthy and balanced manner". The National Employment Strategy (2014-2023) and Action Plans (2014-2016) were published in May 2014. Both aim to promote an increase in awareness of OSH, particularly in the construction, health, and textile and ready-made garment sectors. Accordingly, new support mechanisms will be designed for enterprises, in line with OSH principles, and employers will be encouraged to take OSH measures. The Action Plan also calls for the development of OSH consultancy and guidance services.

With the enactment of the 2012 legislation, several new responsibilities were introduced in relation to OSH. On 27.03.2015, a law was enacted (No. 6645), which amended the Occupational Health and Safety Law (No. 6331). It introduced new obligations for employers to take measures for health and safety at workplaces, with sanctions for not meeting these obligations; further provisions oblige occupational physicians and safety experts to notify the employer (and the relevant public authorities in case of non-fulfilment by the employer) of health and safety risks and the remedies to counter them.

The entry into force and enforcement of certain articles related to the provision of health and safety services by the employer have been made subject to transitional periods, depending on the number of employees and the level of risk to which they are exposed.

In April 2015, the government and parliament agreed on amendments to Act 6331. The amendments include subsidies and incentives for achieving a sufficient OSH level; increased sanctions for non-compliance; reinforced rights to suspend work in certain situations; clarifying the competences and responsibilities for occupational health experts and occupational safety experts.

Very relevant for the daily practice is the "Communiqué on the support for Occupational Health and Safety Services" determining the duties of occupational physicians, which include:

- counselling and making proposals to the employer on OSH matters;
- participating in research conducted in the field of OSH;
- monitoring and inspecting general hygiene conditions in the work environment;
- participating in risk assessments in the workplace;
- organizing the health surveillance of workers;
- providing training on OSH;
- cooperating with related units, such as the OSEs and OSH committees, etc.

3.3 Labour Inspection board

The Labour Inspection Board was established in 1960 as a department in the Ministry of Labour and Social Security. It mainly performs two types of inspection:

- Technical Labour Inspections (occupational health and safety inspectors, areas of activity : working environment, working conditions)
- Administrative and Social Labour Inspectors (areas of activity: work contracts)

The number of labour inspectors is only one of many indicators for the quality of an OSH system. It is one of the four major indicators used by the ILO to assess the level of OSH in a country. Labour inspection teams act as an executive authority to implement full compliance with OSH legislation in every enterprise. If compliance can be achieved by the enterprises themselves, then the labour inspections are not obliged to use their power for penalties or fines. Consequently, the importance and impact of a labour inspection depends on the quality, role, power and success of the OSH staff inside the enterprise. The rate per 10,000 employees is significantly lower than in EU-Member States.

Table 8: Labour inspectors per 10,000 employed persons [5]

2012/13	Turkey	France	Italy	Germany	Finland
2012/13	0.3	0.8	-	1.6	1.5

In their statement to the Committee of Experts on the Application of Conventions and Recommendations, the Turkish trade unions also tackled this issue. DISK considers there to be too few labour inspectors in the country. It adds that sanctions are not properly enforced. HAK.IŞ holds that measures should be taken to strengthen labour inspections and to ensure that sanctions are effectively enforced. KESK points out the inefficiency of the labour inspection with regard to various forms of precarious work in the context of privatization, de-unionisation, unregistered labour, and subcontracting.[6]

3.4 Quantitative indicators

The most common indicator for the performance of the OSH system is the number / rate of work accidents. In 2013 the SGK changed the statistical registration and presentations of the numbers of

[5] ILO: Labour inspection rate (inspectors per 10,000 employed persons) http://www.ilo.org/ilostat/faces/help_home/data_by_subject/subject-details/indicator-details-by-subject?subject=LAI&indicator=LAI_INDE_NOC_RT&datasetCode=YI&collectionCode=YI&_afrLoop=899153206205467#%40%3Findicator%3DLAI_INDE_NOC_RT%26subject%3DLAI%26_afrLoop%3D899153206205467%26datasetCode%3DYI%26collectionCode%3DYI%26_adf.ctrl-state%3Dv2ia9sb4d_307

[6] ILO Application of International Labour Standards 2015 (I): Report of the Committee of Experts on the Application of Conventions and Recommendations, Geneva 2015 p441

work accidents.[7] According to Turkish Social Security Institution's (SGK) 2013 statistics, the total number of occupational accidents was 191.389 when applying the national Turkish methodology.[8] In international comparative statistics only work injuries are counted that cause more than three days absence. By applying the methodology of EUROSTAT the number of accidents sums up to much less, i.e. 75,739, because the work injuries that cause less than 3 days absence after the day of the work accident are not recorded in the statistics.[9] The number falling upon men is 69,960, upon women 5,749. This difference can be explained by the sectoral employment patterns: in high risk sectors as mining, construction, metal and chemicals the proportion of the female workforce it often below 5%. Sectors with high female employment and risk levels over average, e.g. the two sectors textiles and food industry, account for more than 30% of the accidents of women.

Compared to five diverse EU-countries, the Turkish figures are significantly lower. This hints at a significant level of underreporting. The suggestion that the OSH situation in Turkey is four to eight times better than in the five listed EU-member states is unreasonable - also in the view of internationally experienced Turkish experts.

[7] In its statistics on accidents at work and occupational diseases, the Turkish Social Insurance Institution (SGK) lists all cases, irrespective of the number of working days absent. These statistics disclose all accidents at work, structuring them by the number of working days absent (0, 1, 2, 3, 4, 5 or more days). According to this full counting method, the total number of workplace injuries in 2013 was 191,389.
For the methodology of Eurostat - European Statistics on Accidents at Work (ESAW) - a work accident is only counted 'if the resumption of work occurred 5 days after the work accident':
Chapter 4.2 of the ESAW Methodology 2012 explains this: "Accidents at work with more than three calendar days' absence from work: Only full calendar days of absence from work have to be considered, excluding the day of the accident. Consequently, more than three calendar days' means 'at least four calendar days', which implies that only if the victim resumes work on the fifth (or subsequent) working day after the date on which the accident occurred should the incident be included."
SGK accounts for the difference between 2012 and 2013 in the preface of its statistics:
"Year 2012 and before to the number of years spent in work accident insurance statistics are given, the number of cases of occupational accidents was closed made the payment basis. Since 2013, with the introduction of the electronic media the work accident notification forms have been received on electronic environment and the work accident insurance datas have published by European Union standards (ESAW) taken into consideration. According to the ESAW methodology if the resumption of work occurred 5 days after the work accident, the accident was added to the work accident statistics."
Cited from: SGK: Yillik 2013, Bölüm III: İş Kazasi Ve Meslek Hastaliği İstatistikleri (Work accidents and Occupational Diseases Statistics)

[8] Ibid. Tablo 3.1.

[9] Ibid. The figure of 75.739 can be calculated from the 2013 statistics of SGK (Tablo 3.1, Cell I 754 + Cell P 754). Adding all accidents with five or more absent days results in a total of 75.739.

Table 7: Work accidents in Turkey compared to four European countries [10] [11]

2012/13	Turkey	France	Italy	Germany	Finland
Citizens	75.6 m	65.3 m	59.4 m	80.3 m	5.4 m
Number of work accidents	75,700	462,200	274,509	710,000	34,800
Rate per citizen	0.10%	0.71%	0.46%	0.88%	0.64%
Rate per citizen	1 work accident per 1000 people	7.1 work accidents per 1000 people	4.6 work accidents per 1000 people	8.8 work accidents per 1000 people	6.4 work accidents per 1000 people
Economically active population	27.0 m	28.6 m	25.3 m	41.3 m	2.7 m
Number of work accidents	75,700	462,200	274,509	710,000	34,800
% per economically active population	0.29%	1.62%	1.09%	1.72%	1.29%
Rate in numbers per economically active population	29 work accidents per 1000 econ. active people	162 work accidents per 1000 econ. active people	109 work accidents per 1000 econ. active people	172 work accidents per 1000 econ. active people	129 work accidents per 1000 econ. active people

Different counting methodologies are not applied for fatal occupational accidents, the number for 2013 was 1,360.[12] 371 occupational diseases were recognised; none of the occupational diseases was fatal.[13] The SGK 2013 figures also show that the total number of days in temporary incapacity was 2,357,505. [14]

In their statement to the International Committee of Experts on the Application of Conventions and Recommendations of the ILO, some Turkish trade unions questioned the accuracy of national statistics. KESK and TÜRK-İŞ called for action to collect data on occupational accidents and diseases, and to improve the national system of identification and detection of occupational diseases. The incidence of occupational diseases is estimated at 0.05 per thousand, while average data worldwide varies between four and twelve per thousand. In their view, the definition, registration and notification of occupational diseases constitute a serious problem in the country.[15] A major reason seems to be the legal approach: the punitive actions against employers and OSH-professional are so strict and extensive that accidents are not notified, if this can be avoided.

3.5 Selected results from the EWCS 2010

Every five years, the European Working Conditions survey (EWCS) is carried out by Eurofound (European Foundation for the Improvement of Living and Working Conditions) to provide comparable and reliable data on working conditions across most of the European countries. The 2010 survey covers the 27 EU Member States (2010) Turkey, Croatia, the former Yugoslav Republic of

[10] Turkish figures, see ch 1.3; European figures, see: Eurostat: Population, activity and inactivity: http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do , data from 2012, Turkish data 2013

[11] Accidents at work by size of enterprise (NACE Rev. 2, A, C-N) [hsw_mi04]
Last update: 25-03-2015 http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=hsw_mi04&lang=en

[12] Ibid., Tablo 3.20

[13] ibid. Tablo 3.1

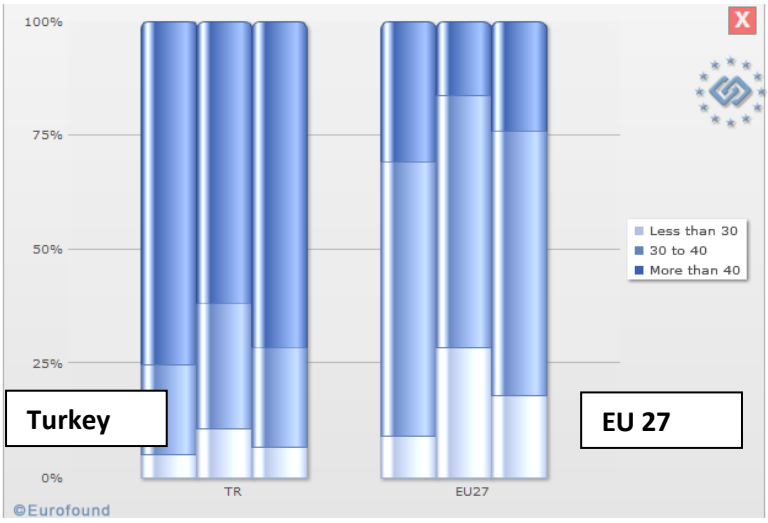
[14] Ibid. Tablo 3.4

[15] ILO Application of International Labour Standards 2015 (I): Report of the Committee of Experts on the Application of Conventions and Recommendations, Geneva 2015, p442

Macedonia, Norway, Albania, Kosovo[16], and Montenegro. In Turkey, 2000 questionnaire-based face-to-face interviews were conducted, with around 100 questions dealing with working conditions. We selected three results, comparing Turkey with the average result of the EU 27 overall.

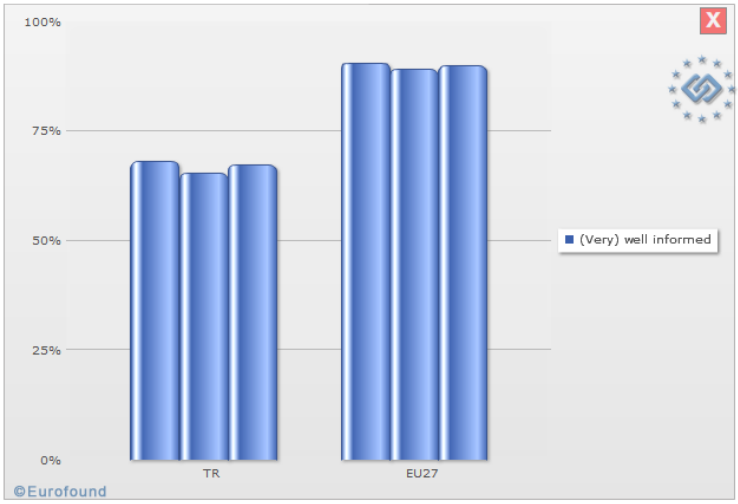
Diagram 1 shows that Turkish workers work many more hours per week than workers in the EU 27. More than 71% of the Turkish workforce works more than 40 hours, compared to 24% at EU-27 level.

Diagram 1: How many hours do you usually work per week in your main paid job? [17]
(For each set of columns: left column: male workers; middle: female workers; right column; total)



Looking at the basic measures of awareness-raising, Diagram 3 shows a significantly lower level of information on health and safety risks. Around 67% of the total Turkish workforce feels well informed, compared to 90% at EU-27 level.

Diagram 2: How well informed are you about health and safety risks related to your job? [18]
(For each set of columns: left column: male workers; middle: female workers; right column; total
Answer option: Well informed - yes or no)

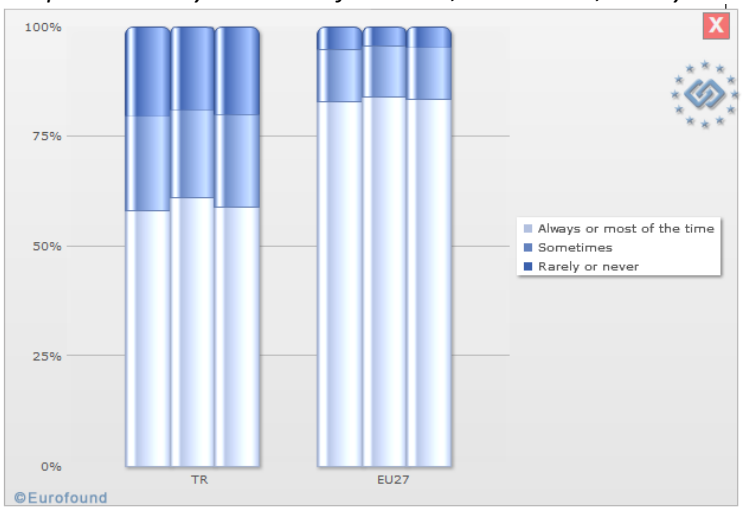


[16] This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.
[17] http://old.eurofound.europa.eu/surveys/smt/ewcs/ewcs2010_02_02.htm
[18] http://old.eurofound.europa.eu/surveys/smt/ewcs/ewcs2010_07_02.htm

Looking at overall job satisfaction, Turkey has again much lower figures than EU 27. Around 59% of the Turkish workforce answers 'Always or most of the time' to the question: Does your job give you a feeling of work well done? At EU 27 level, the rate is 83%.

Diagram 3: Does your job give you a feeling of work well done?[19]

(For each set of columns: left column: male workers; middle: female workers; right column; total
Answer options: Always or most of the time, Sometimes, Rarely or Never)



The results corroborate the information and opinions given by the interviewees. The workload in Turkey is higher than in the EU-27 countries, whilst measures to promote safety and health are less common.

3.6 Ratification of ILO Conventions

In the last decade, the national OSH system in Turkey has also been revised to align it with international standards, namely ILO standards. Since 1951, Turkey has been a party to the International Labour Organization (ILO) the Labour Inspection Convention No. 81 was ratified in this period. In 2005, Turkey ratified two ILO Conventions in the field of OSH; namely, the Occupational Safety and Health Convention No. 155 and The Occupational Health Services Convention No. 161. At the end of 2014, the Safety and Health in Construction Convention No. 167 on and the Safety and Health in Mining Convention No. 176 were approved for ratification. More recently, in January 2015, the Promotional Framework for Occupational Safety and Health Convention No.187, which had been ratified in 16 January 2014, entered into force.[20]

ILO initiated different activities to overcome major shortcomings. These include:

Commissioning a National Profile on OSH to serve as a benchmark for progress related to the renewed efforts to improve OSH by mapping the current national system in Turkey.

Commissioning a major study on contractual arrangements in the mining sector and their effect on OSH conditions.

- Commissioning gap analyses on the compliance of national law and practice of the Convention No. 167 and No. 176.
- Supporting a dialogue with the national tripartite constituents on the prioritization of actions (labour administration and the training of workers).

[19] http://old.eurofound.europa.eu/surveys/smt/ewcs/ewcs2010_11_02.htm

[20] http://www.ilo.org/public/english/region/eurpro/ankara/

3.7 Critics from social partners

The evaluation team interviewed different representatives from social partners; in addition the evaluation team conducted a review of the complaints of Turkish unions and employer associations related to ILO conventions in the field of OSH. The objective was to verify the results from the interviews and to add also these complaints that can be regarded as a kind of official statement of the respective organisation.

In advance of the International Labour Conference, the International Committee of Experts on the Application of Conventions and Recommendations of the ILO prepares a comprehensive report on the progress of the Application of International Labour Standards in each ILO Member State.[21] These reports contain observations from social partners, stating a deviation of the legislation or practice in a country from the requirements of the ILO Conventions. The arguments of the social partner have to be substantiated; consequently documents contain a broader overview about the social partner organisations' official view on deficits of OSH in Turkey. In most cases, the ILO Committee asks the government to provide comments on these observations.

In 2015, observations were submitted on the Occupational Safety and Health Convention, 1981 (No.155) (ratification by Turkey: 2005) and on the Occupational Health Services Convention, 1985 (No.161) (ratification by Turkey: 2005). These observations were submitted by the Confederation of Turkish Trade Unions (TÜRK-İŞ), the Confederation of Progressive Trade Unions of Turkey (DISK), the Confederation of Public Employees 'Trade Unions (KESK), the Confederation of Turkish Real Trade Unions (HAK-IŞ), as well as by the Turkish Confederation of Employers' Associations (TISK) and the All Municipality Workers Trade Union (TÜM YEREL-SEN).

Some social partners' statements on important issues illustrate their views on the deficiencies of the Turkish OSH system. The social partners (and in some cases the committee itself) comment on the interpretation and implementation of the conventions.

Scope (Convention 155)

Both parties, i.e. the trade unions and the employers, see gaps in the scope of application, criticising different aspects of the exclusion and delays in enforcement. They refer to the Occupational Safety and Health Act No. 6331 of 2012. The application of this law as regards public employees has been postponed until July 2016. In its observations, TISK observes that the subordinate regulation does not cover means of transport used outside of the undertaking and means of transport used at the workplace for temporary or mobile construction, mining, oil and gas industries, fishing boats and agricultural and forestry zones (Regulation No.28710 on safety and health measures to be taken at the workplace).

National policy on OSH (Convention 155)

Most of the trade unions (DISK, TÜRK-İŞ and KESK) argue that OSH Act No. 6331 was adopted without the agreement of the social partners and did not meet their expectations. In detail, the critics also refer and demand improvements to the National Occupational Safety and Health Policy for 2014 - 18. According to DISK, the social partners are underrepresented within the National OSH Council. There is a lack of activities aimed at promoting the implementation of the OSH Act, as well as OSH training and promotional activities, effective workplace inspection visits, and a lack of progress in the number

[21] ILO Application of International Labour Standards 2015 (I): Report of the Committee of Experts on the Application of Conventions and Recommendations, Geneva 2015

of workplace accidents, in particular in the mining, construction and metal sectors. TÜRK-İŞ emphasizes the unhealthy and insecure working conditions for workers at subcontracting companies.

Workplace safety and health

TISK expressed its concerns about the obligation to recruit occupational physicians and occupational safety experts (OSEs) in all undertakings classified as dangerous or very dangerous, irrespective of the number of workers employed. KESK recalls that these OSEs are not vested with any powers under the OSH Act No. 6331, but that, in practice, they are still held responsible for injuries sustained by workers, and are liable for penalties. The ILO Committee requested the government to clarify the different roles and responsibilities of employers and the OSEs.

Collaboration between two or more undertakings engaged in activities simultaneously at one workplace

According to Act No. 6331, the establishment of a joint safety and health committee between the main employer and the subcontractor is mandatory whenever the duration of the contract exceeds six months. According to the convention, the prescribed collaboration of employers must be implemented from the start of the work, and is not subject to their duration.

4. FINDINGS RELATED TO THE OVERARCHING EVALUATION QUESTIONS

The task of the evaluation was to "assess the performance (relevance, effectiveness, efficiency, impact, coherence, sustainability, EU value added) of EU funded for projects in Turkey in the field of OSH during the period 2002-2013". In addition, the evaluation should provide judgment on the:

- Impact of the assistance with regard to the alignment with the EU acquis in the field of occupational health and safety;
- Coherence of the assistance with the priorities for the accession process related to chapter 19 Social Policy and employment in light of the EU Progress Reports for Turkey.

The findings are triangulated from four sources:

- the reports from the projects (inception, interim and final reports);
- the monitoring reports from external monitoring teams;
- opinions and statements from interviewees;
- basic documents about the OSH situation in Turkey (see Annex 2).

4.1 Overview of project expectations and results

The following table presents an overview of planned and expected results and the reporting of achievements. The monitoring practices differed widely between the projects; they were partly written by the beneficiary (ISAG I – Monitoring reports); evaluation aspects were partly tackled by the project consortium in their reports (ISAG I). In the last two projects, external monitoring was applied.

From ISAG I, we had access to the project from ISAG I, and the final report and four monitoring reports, all of which were written by DG OHS of the MoLLS, i.e. the beneficiary itself.

Expected results and reported achievements for ISAG I

Expected Results / Benchmarks / Indicators	Results according to reports, monitoring reports and interview statements
Expected results: ▪ An OSH strategy for Turkey developed by DG OHS and ISGÜM; ▪ ISGÜM recognised as a catalyst in the development of OSH policies in Turkey; ▪ An awareness of the need for more resources to be devoted to OSH nationwide; ▪ Enhanced capacity of DG OHS and ISGÜM as an organization to cope with the demands of OSH; ▪ New business planning arrangements for DG OHS and ISGÜM, including the production of a medium term institutional development strategy; ▪ The creation of a model laboratory concept for ISGÜM;	**Project results: Main successes in general** ▪ The increased involvement and commitment of the social partners in OSH in Turkey: among others by the establishment of a national OSH-Council, trainings of OSH committees in companies and key figures from trade unions and employers organizations; ▪ Twenty five local experts and sixty international experts from twelve EU member states and international organizations contributed to the support of DG OHS development. This resulted in the acquisition of actual national and international knowledge, and ensuring national and international contact, networks and future cooperation; ▪ A huge number of (157) trainings, seminars and workshops were provided, giving an actual and profound overview of international policies and knowledge on OSH; In total 4268 participants (of which ca. 20% from outside DG OHS / ISGÜM) took part, using ca. 4,600 days of training; ▪ Stakeholders (Trade Unions, Employers' associations, Chambers, universities, Labour Inspectorate) were also largely involved in a successful raising awareness campaign through the country, in

▪ DG OHS and ISGÜM staff trained and a post-project sustainable OSH plan prepared; ▪ An enhanced positive image of ISGÜM especially among civil society in general; ▪ A functioning communication strategy that DG OHS and ISGÜM can use in promoting OSH on a national scale. ▪ ISGÜM laboratories and Kocaeli laboratory reconstructed and renovated	discussions, consultation, meetings and in trainings; ▪ More than 60 OSH documents were produced, most of those translated into Turkish: policy proposals, advices, strategies and EU good practices, in total exceeding 6000 pages; ▪ Important promotion material was developed and produced in thousands of posters, leaflets, brochures and publications; ▪ Much support from leaders of social partners organizations was gained: OSH is an issue on the social dialogue agenda from now on. ▪ An improved visibility of DG OHS and ISGÜM under stakeholders, improved networks and improved contacts with social partners; ▪ Two laboratories were built, renovated and equipped according to EU quality standards.

The reporting of results shows the positive start-up attitude of ISAG I. Most targets were achieved, such as the creation of an OSH strategy or the renovation of laboratories; the success of the promotion of OSH to a broader audience was measured in the number of guidance documents and participants. Whilst such indicators can be measured during the project, the long term impact of the measures is, of course, of greatest interest for a complete assessment.

For ILIS, we were able to rely on the project fiche and the final report. As well as typical output targets like guidance documents, ILIS also had very advanced quantitative impact targets: 100% increase in references to the harmonised EU legislation during inspections; 50% rise in enterprises that conducted risk assessments in the chosen sectors, and 10% decrease in fatal accidents in the chosen sectors.
The final report was written at the end of the project, but it was simply too early to identify such impacts. Consequently, the authors could not justify the results. Moreover, the deficits of the systems for notification and registration of work accidents do not allow such precise quantifications. Most importantly, developments like the numbers of accidents depend on many factors, and cannot be attributed to just one project.

Expected results and reported achievements for ILIS

Expected Results / Benchmarks / Indicators	Results according to reports, monitoring reports and interview statements
Expected results: Mandatory project results are the following: 1. The Labour Inspectors' capacity is improved in terms of technical skills to enforce new EU-based legislation effectively. 2. Uniform implementation of the new legislation in the workplaces is ensured. 3. Tripartite social dialogue between the Labour Inspection Board and Social Partners is improved and the responsibility of social partners to play a part in the implementation of the related labour legislation is enhanced. 4. Employers' and employees' capacity to implement new EU-based legislation increased in terms of knowledge and awareness.	**Project results: (p21)** It is not possible to assess the degree of realization of the first three benchmarks by end of the project implementtation period. The training of at least 350 Social Partners representatives could not be realised; instead of targeted 360 Social Partners, only 111 (30.8 %) were trained due to limitations within their organizations such as lack of adequate personnel, regional representation, time and travel funds. All other mandatory results of components or activities have been fully achieved, albeit some with delay. *Suggested future actions of the BC administration for full achievement of the mandatory results* The BC is expected to continue closer communication and cooperation with the social partners as also already evident from the two ongoing projects in the Construction and the Mining Sector.

Benchmarks for achievement of these mandatory results by end of the project are as follows: - % 100 increase in references to the harmonized EU legislation during inspections; - % 50 rise in work-places having conducted risk assessment in the chosen sectors; - % 10 decrease in fatal accidents in the chosen sectors; - at least 350 Social Partner representatives trained on OSH and labour relations.	The BC is expected to assess and to report the degree of attainment for the following benchmarks for achievement of mandatory results in due time: - % 100 increase in references to the harmonized EU legislation during inspections - % 50 rise in work-places having conducted risk assessment in the chosen sectors - % 10 decrease in fatal accidents in the chosen sector.

For ISGÜM (ISLABTEK) and ISGIP we had access to all reports, project fiches and midterm and ex post external monitoring reports. Some important annexes to the reports were missing.

The overview table for ISLABTE follows.

Expected results and reported achievements for ISGÜM (ISLABTEK)

Expected Results / Benchmarks / Indicators	Results according to reports, monitoring reports and interview statements
Expected Results: **Result 1:** Increase in capacity and quality within ISGÜM to provide services for enterprises. **Result 2:** Improvement in the skills and knowledge of ISGÜM staff to comply with international standard techniques and methods in their working practice. **Result 3:** (central and regional labs); Increase in capacity with ISGÜM to manage quality assurance and accreditation. **Result 4:** ISGÜM staff adequately trained to prepare National OSH policies and working plans specific to regions, and to prepare a "Policy Options Paper" for the use of the National OSH Council. **Result 5:** (ISGÜM-SME Dialogue) Raised awareness of OSH issues at the workplace, the purposes and function of ISGÜM laboratories is promoted, and employers are triggered to request ISGÜM services.	**Project Results:** **Result 1:** The knowledge, procedures and the preparation for accreditation of ÍSGÜM significantly increased the quality and capacity of ÍSGÜM to provide services to enterprises **Result 2:** Significant exposures to international best practice (11 international tours for 70 participants of ÍSGÜM) and very thorough training programme in Turkey improved the skills of ÍSGÜM staff **Result 3:** Training in ISO 17025 and preparation for accreditation significantly increased the capacity of ÍSGÜM to manage quality assurance of its services and independent management of an ISO 17025 quality system **Result 4:** Capacity to undertake necessary research and analysis in order to develop policy options significantly increased **Result 5:** Awareness raised among stakeholders on the services among ÍSGÜM laboratories

As can easily be seen, the overarching result gives no clear information what has been done and achieved. The check of the many detailed indicators shows only a few deficits. (Details of the evaluators' assessment can be found in Ch. 5).

The project monitoring reports give a B for all evaluation criteria, which means that the results have been achieved basically but some deficits and delays can be reported for each aspect. An example of this is the description of the achievement related to the impact:

"The project is likely to contribute to the Overall Objective aiming improvement of the OSH conditions in Turkey. The indicator at this level targets 20% decrease in the frequency and severity of occupational accidents and work related illnesses by end 2015. However, the 2012 statistics reflect a contradictory table with a 10% increase for the former and a 31% increase for the latter compared to 2011, attributed to the increased level of reporting and registry. Beneficiary reports the already increased number of measurement demands from companies and the capacity built at the laboratories now serving with improved administrative standards complementing the technical ones."

For **ISGIP**, the broadest documentation and the highest number of personally involved interviewees was available: project fiches, inception and final reports, external monitoring report. Some important annexes were missing, e.g. Annex 12 titled 'Comparative Analysis EU and Turkey'. The last available comprehensive report is called a 'draft final report'.

Expected results and reported achievements for ISGIP

Expected Results / Benchmarks / Indicators	Results according to reports, monitoring reports and interview statements
Indicator for the Overall Objective: Decreasing accident frequency rate by 5%, 7% and 10% respectively in construction, mining and metal sectors in pilot regions till the end of 2011 compared to 2006 figures. **Indicators for the Project purpose:** - OSH recording system is established and is in full use by the end of the project. - The recording system is in full use at least in 15 workplaces until the 3rd quarter of 2010. It is also in full use in at least at 85 more workplaces by the end of 2010. - OSH management system in mining, construction and metal industries is applied in at least 100 workplaces by the end of the project. Expected Results: 1. Upgraded OSH conditions in construction, mining and metal sectors based on the design and use of OSH Management System models, and by improved record keeping system. 2. Increased capacity among OSH professionals to ensure OSH function and OSH surveillance and diagnosis. 3. Increased awareness and knowledge among social partners, related organizations and OSH professionals on occupational accidents and diseases. Indicators: - OSH management systems are in use in at least 100 workplaces by the end of the project. - Recording system software modules are developed and in use by DG OHS by the second quarter of 2011. - The database is in use at least in 100 workplaces by the end of the project in	**Results reported for each indicator a list of 10 pages** **Quote from the monitoring report** **The project partly achieved its planned results**. Interviews reveal that project activities helped particularly the piloted 16 CoBPs from the 3 sectors to upgrade their OSH conditions and record keeping system using the OSH Management System (OSH-MS) designed for them, which has already produced tangible improvements. However, the effective number (target 1,500) of participants for the training was only 959. Contractor's proposal to provide some of the training through e-learning could not be agreed upon and approved by the relevant parties (contractor, beneficiary, CFCU). Currently, the OSH MS is reported to be in place for 128 SMEs. Yet the very limited contact with these SMEs hampers structured feedback on its usage. Nonetheless, the web-based system is in use as an updated web based recording system of the Social Security Institution (SGK) with data inserted by the employers, while being interactively accessible by the DG OSH. Quote from the monitoring report: "Project effectiveness was supported by the study visits and the campaigns/ seminars have contributed to the awareness raised both at the employer and the employee sides, despite some awareness raising activities not being fully effective due to time limitations and false expectations of the beneficiary". Although the over-ambitious proposal of the contractor exceeded the ToR, the requirements were not eventually fully realised, the partly achieved results discussed above have generally supported "***assistance to the Turkish Government to promote OSH culture among workplaces with specific focus on mining, construction and metal industries***" (PP). The beneficiary has already started with concrete plans for disseminating project outputs within the scope of a national project on OSH with training and awareness raising in 33 provinces. 2,500 OSH experts from

metal, mining and construction sectors with stable data entries. - 100 OSH professionals are ready to undertake responsibilities as trainers on occupational disease diagnosis. - At least 2,000 social partners participate in awareness-raising activities that will then have multiplier effects.	mining construction and metal participated in 3-days trainings. The dissemination ended in 2014. Training subjects were İSGİP occupational health and safety management system and the implementation practices of the same. The training was delivered by a group of 90 trainers, 5000 guide-lines and 2500 training materials were distributed during the course of training. The evaluation questionnaires conducted among the participants resulted in 90% satisfaction rate. The knowledge level of the participants was tested before and after the training and the result was 80% success against 55% (44% increase in success rate) before the training.

The analysis of the reports did not lead to significantly different results from the information in the face-to-face-interviews. In most of the interviews, the information taken from the reports was corroborated, naturally with some deviation in detail. Reviewing the project some years later provided additional insight into impact and sustainability.

The report shows some common characteristics that will be elaborated in the next chapter on the different evaluation aspects.

4.2 Relevance

Relevance is the extent to which project activities are suited to the priorities and policies of the donor, the beneficiary and the stakeholders or target groups. Relevance might change throughout the life-cycle of project activities if the context or conditions change. The reasons for this might come from the project itself, the result of improved insight into the nature of the addressed problem. Or it could be related to external factors such as political, institutional, economic, or social changes. Thus, relevance in the design phase might differ from relevance during the execution or ex post in the evaluation phase.

All five EU-Assistance projects were relevant for the Turkish OSH development; a sustainable impact can be seen on the public infrastructure, e.g. the DG OHS inside the MoLLS and the development of the ISGÜM laboratories.

Obviously, the size of the projects (> 15 m € in 10 years) was too small to have an impact on the country as a whole. The complete change of the prevention culture in a decade is too ambitious a challenge for EU-assistance projects; projects of that size can function as a trigger, supporting the creation of some core structures, but they cannot guarantee or finance permanent infrastructures or continuously finance human capacity building.

There is no doubt that, due to the fast economic development of Turkey in the last two decades, the development of the necessary human capacities in safety and health is somehow behind. There was, and is, a lack of qualified personnel to implement the legislation (from Labour inspection to OSH experts and promoters in social partner organisations) and a lack of modern technological measuring equipment for working conditions. Both aspects were treated in these projects.

In the period of the first EU-Assistance projects, the first national OSH strategy was developed. The priorities mentioned are:

"Priorities of Turkey in occupational health and safety and the objectives planned to be accomplished by the end of 2008 are presented below:

I) Political Objectives:

1. Issuing an Occupational Health and Safety Law in line with the EU norms,
2. Including all employees in the legislation concerning occupational health and safety,
3. Extending the implementation of the legislation concerning occupational health and safety to all enterprises
4. Making the occupational health and safety service units efficient,

II) Implementation Objectives:

1. Reducing the number of work related accidents by 20 %,
2. Developing diagnosis systems for occupational diseases in our country,
3. Increasing the OSH technical support services carried out by the public institutions in our country by 20%."

Looking at these priorities, many objectives resemble similar objectives in the EU-Assistance projects. As far as the legislation is concerned, the EU support was very relevant or even crucial for the accelerated development of the legislation and its enactment. International experts on legislative issues were accessible due to the project networks, and the process of legislation development was accelerated significantly.

Many OSH experts from the MoLLS stated that the development of the legislation was significantly triggered by the EU-Assistance projects. Targets that require a longer and broader approach have seen more modest achievements.

The projects have definitely contributed to create nuclei in different organisations, such as the MoLLS, ISGÜM and some larger employer organisations, namely TISK. It seems to be the most promising future approach to make use of these core structures to initiate and support broader implementation. This might require a better network between these organisations and a common approach to reach more groups, e.g. smaller employer associations and trade unions and, of course, the enterprises as the final and crucial target group.

As mentioned, smaller associations and trade unions were basically involved at steering committee level. Their capacity is often at a minimum level – i.e. one or two persons working on OSH. Relying on such limited capacities does mean that they were not able to develop their own project proposals, suited to their needs, their sectors and their capacities. The large size of these projects requires extensive planning and experience, which seems to be outside the reach of these organisations. However, in these organisations there is also motivation and interest and an understanding of the need for more activities in this field.

The two latest projects ISGÜM and ISGIP were monitored (by a professional monitoring consultancy) according to harmonised rules. The results are shown in the next table; all grades for these two projects were 'B' (B = good).

Table 9: Grades on 'Relevance' and 'Impact' from the two available monitoring reports (ROM)

Categories	ISGÜM	ISGIP
Relevance	B	B
Impact	B	B

To conclude:
All projects dealt with relevant issues. The relevance was ensured by extensive planning and preparation procedures, including consultation with stakeholders. A focus on legal topics and public services is due to the interests of the main beneficiaries, the MoLLS and its departments, including the LIB and ISGÜM. The relevance for the public infrastructure is definitely high; the relevance for the daily practice of the target groups less so. That explains the grade B in the ex-post monitoring reports.

4.3 Effectiveness

Effectiveness measures the extent to which the implemented project activities have achieved the objectives set in the 'Terms of reference' or other fundamental documents from the design phase. Effectiveness is a criterion assessing the appropriateness of project activities and measures to achieve the immediate project purpose.

The effectiveness of using knowledge from foreign experts was seen as very high. Many interview partners stated that the advice and personal exchange with international experts has accelerated the process of legislation significantly. The Turkish counterparts were able to develop legislation faster and avoid inaccuracies.

Quantitative and qualitative indicators were put in place to measure the outcome, e.g. ISGIP used the following indicators:

According to the project reports, some of these advanced goals could not be reached. The goals were too optimistic and not realistic. This phenomenon can be seen very often in project evaluations; it shows either a lack of experience in project planning, or the attitude of promising more than can be kept.

This led to a downgrading in the monitoring report from A to B. Moreover, due to the fact that the planned total numbers could not be reached, around 10% or the foreseen budget was deducted.

Table 10: Grades on 'Effectiveness' from the two available monitoring reports (ROM)

Categories	ISGÜM	ISGIP
Effectiveness	B	B

ISGÜM has taken another approach. It changed its objective from the broad spread of measurements to a different, more supervisory role, i.e. the accreditation of other laboratories:

"To enable ISGÜM's regional laboratories to help enterprises, especially SMEs, apply effectively and efficiently the harmonized OSH legislation" has been achieved to a large extent by the capacity built preparing ISGÜM laboratories for accreditation and thus enabling ISGÜM's regulatory role in the market, ensuring consistent service standards."(ROM REPORT).

To conclude:
A general characteristic is that the project objectives became easier to achieve as progress was made on legal and organisational targets and internal capacity building. Such objectives were particularly well achieved, according to the project reports, monitoring reports and interviews. The achievement of the expected results become more and more difficult and could not be reached in some cases when broader target groups came into the focus of project activities, e.g. knowledge transfer or awareness promotion in enterprises, sector associations, OSH professionals, and social partners. These target groups had to be convinced to participate on a voluntary basis, and this is much less predictable than the progress in other work packages. It is a success that the legal and organisational

objectives could be reached; however, the key for effective implementation lies in effective communication with the aforementioned target groups. This difficulty in achieving such objectives in the world outside the beneficiaries' direct influence might be considered when strict project planning methods including 'micro-management' are required in further applications.

4.4 Efficiency

Efficiency means measuring the outputs against the inputs, i.e. asking whether the planned activities have been done right in terms of quantity, quality, and timeliness. In other words, efficiency addresses the 'best value for money', 'cost effectiveness' or the 'best use of project resources'.

All interview partners who were involved in the operational aspects of the projects agreed that the project budgets were sufficient. Problems were reported concerning the flexibility of the use of the budget. Some interviewees mentioned that the budget for incidentals caused problems, because for any expenditure a separate application was required.

The efficiency depended on the type of measures. In general, all projects worked with a similar system of human capacity and expertise supply:

- There was an international team leader and experienced experts from EU Countries;
- The project employed international and local experts, both short/long term and key/non-key.

Some problems related to the international team leader were reported. In 8 of 10 cases, the team leader was replaced once or several times. The reasons were partly illnesses, but the interviewees saw this as a strategy of the bidding consortia to replace a very highly-qualified team leader - who improved the profile of the consortium in the bidding phase - by a less qualified and less expensive team leader.

The methods were similar:

- Training for OSH staff and enterprises on a large variety of health issues
- Workshops and seminars
- Attempts to introduce OSH management systems or checklists
- Development of certification
- Preparation and promotion of guidance documents
- Visits of Turkish staff to other countries
- Visits from other EU countries to Turkey
- The establishment of pilot enterprises (ISGIP)

Quantitative and qualitative indicators were put in place in the projects to measure these outcomes.

The two projects that were monitored got grades B and C for efficiency.

Table 11: Grades on 'Efficiency' from the two available monitoring reports (ROM)

Categories	ISGÜM	ISGIP
Efficiency	B	C

To conclude:
The EU-Assistance project had no quantitative budget problems. Some problems were reported on the bureaucratic burden of using the incidentals budget. Larger problems arose from staff issues. The exchange of team leaders and key experts slowed down the project progress in many cases.

4.5 Impact

Impact measures the extent to which the project activities had an effect on the beneficiaries and stakeholders, as well as a wider effect on a larger number of actors, persons, associations, institutions, a region, the whole country.

As already mentioned, the projects have contributed to create core structures in different organisations, such as the MoLLS, ISGÜM and some larger employer organisations, namely TISK.

We could not identify a large impact of the EU-Assistance projects on regional chambers of industry, trade and commerce, on smaller associations or at enterprise level. Most of them had never heard of the projects or participated in any of their activities. This might be due to a number of factors, but probably mainly due to the pure size of the workforce in comparison to the size of the projects.

The best known project was ISGIP, due to its extensive promotional activities to wider target groups and the simple fact that it was the most recent of all five projects. The ISGÜM regional laboratories were only known to a few interview partners in the two visited regions.

The human capacity building was achieved in the institutions of the beneficiaries, according to the reports and the interviews. The targets could often not be reached for a broader target group, i.e. all enterprises, or the community of safety and health professionals.

There were different reasons for that. ISAG I and ISGIP had large components and work packages consisting of training, regional seminars and general promotion of either specific OSH knowledge or overall OSH awareness.

The quantitative objectives were not set to a realistic level. Some of them could not reach the envisaged quantitative targets of participants of such public activities (workshops, seminars) like ISGIP. For some activities, such as the introduction of OSH management systems (ISAG I and ISGIP) or the reduction of work accidents and occupational diseases, it was difficult to quantify the impact because no monitoring system was foreseen for the time subsequent to the termination of the project.

The projects aimed at the creation of measuring and diagnostic capacities face similar problems. The ISGÜM Laboratories could not reach the level of self-financing via fees from measurements in enterprises. Often the planned targets for promotional activities or the use of ISGÜM services by enterprises could not be achieved.

Guidance documents for specific OSH issues were another type of output were guidance documents for specific OSH issues. E.g. ILIS prepared five guidance documents, stating in their final report (ILIS FR p38):

“The Technical and Social Inspection Guidelines will be distributed and used widely not only by labour inspectors, but hopefully also throughout Turkish enterprises. A better focus on risk-assessment and management as corner stone of work organization and inspection practice can therefore be expected for the years to come.”

Five years after the end of the project (2010), the interviewees from the labour inspectorate stated that the guidance documents aren’t used, although they have an acknowledged high quality. The documents are simply seen as impractical. This shows again the strong need for a stricter focus on sustainability monitoring.

The evaluation team could not identify a large impact of these projects in regional chambers of industry, commerce, craftsmen and tradesmen or at enterprise level.

To conclude:
Impact refers to the effect of the project outputs and activities on broader target groups beyond stakeholders and beneficiaries. The project teams were motivated and eager to achieve the planned objectives, but not all quantitative indicators - as fixed in the preparation and inception phase - could be achieved. Difficult to reach were particularly the often high numbers of participants of seminars, trainings and workshops and a long lasting and stable impact after the project ended.

Table 9: Grades on 'Impact' from the two available monitoring reports (ROM)

Categories	ISGÜM	ISGIP
Impact	B	B

4.6 Coherence

The coherence between the project goals and EU-objectives was definitely ensured (Donor-recipient coherence). All projects targeted the development of capacities (human and infrastructure) and legislative and institutional alignment in the field of occupational health and safety) in line with EU Social Policy and Employment requirements.

Health and safety at work projects are an integrated part of Action I: Employment, Activity I.I: Promoting Decent Work as part of Component I. Human Resources Development Sectoral Operational Programme (HRDSOP) for the programming period 2014 – 2020. All projects were designed to reduce deficiencies that were mentioned under 'OSH Issues' in the Regular Progress Reports on Turkey's progress towards accession in Chapter 19 'Social Policy and Employment'.

The monitoring report states:
"It was consistent with Turkey's accession policies and EC strategies as identified in the Accession Partnership (AP) 2006, National Programme for the Adoption of the Acquis (NPAA) 2008 and MIPD 2011-2013; all of which emphasize the need to improve occupational health and safety (OSH) at the workplaces."

The internal coherence between the project components was provided for by an extensive project planning. However, in the In ISAG I Final report it is noted that *"too many interlinkages and overlapping activities were created. This enhanced the risk of confusion and misunderstandings."*

The projects built logical connections between the components. ISAG and ISGIP for example offered a broad variety of priority activities. They focussed on certain sectors, OSH professionals or social partners as target groups and offered many options of capacity build from guidance to workshops and more intensive trainings.

From the training and the monitoring reports it is not possible to extract how well the components were connected, e.g. how well the trainers acted in the same direction or recommended the same practices. The monitoring reports do not tackle the aspect of coherence.

The question how far the project as were streamlined and not fragmented, i.e. coherent, is widely a question of details. The project staff and the members of steering committees answered in nearly all case positive on the question or coherence, but this should not be overestimated. A sufficient answer would require a permanent monitoring.

In two interviews coherence problems were mentioned:
The coordination between different public institutions: The coordination between LIB and DG OHS is seen as too limited. Furthermore, the coordination between LIB and the SGK (Social Security Institution) is lacking in monitoring the OSH incidents at work places.

A second issue was the coordination between public institutions in project with ICT components. Activities and projects that require ICT-coordination bear such risks of implementation caused by contradicting legislations.

There was no information, that the intra-country coherence was in most cases achieved. The project objectives were with a few exceptions in line with other Turkish legislation, policies or political programmes. A major exception was the approach to create an online recording system for accidents (one objective inside the ISGIP project), whilst the legislation obliged the enterprises to use a paper format.

To conclude:
The coherence evaluation revealed some deficits in cooperation between different public agencies. In the extensive project planning phase, coherence was demanded and often achieved; the large number of single components can lead to a reduction in coherence due to insufficient interlinkages.

4.7 Sustainability

Sustainability of the effects and results of a project means measuring the extent to which the benefits of project activities are likely to continue after funding has ended. Sustainability and impact are often considered most important for the funding organisations, stakeholders, and the wider target groups.

In general, all time-limited projects have to contend with sustainability issues. The ending of financial support and the dissolution of staff is predetermined. These factors combine to make sustainability hard to achieve, leaving a gap that often cannot be bridged.

There are some common ways to overcome this sustainability issue. In some cases, the tasks are taken over by a body with permanent funding from a state institution (DG OHS or ISGÜM). In other cases, a business plan is developed and the project products can be commercialised, e.g. by taking a fee for their services (partly realised for measurements of ISGÜM).

The projects showed sustainable results for some specific outputs, such as:

- Legislative or regulatory texts
- Permanent increase of staff with OSH-related activities
- Supply of modern equipment with long life-cycle expectations (laboratory equipment, mobile buses)

The project objectives were able to become a permanent institutional or political target, particularly when they could rely on being embedded in a public infrastructure after the end of the project, such as DG OHS or ISGÜM. The staff of ISGÜM continued to be employed after the end of the project. The current budget seems to cover staff employment, but not the service for the measuring equipment; i.e. the target of maintaining reliable measuring equipment for all types of exposures was not achieved.

The sustainable impact was much harder to achieve and measure for the project outputs that were directed to the enterprises or intermediaries and were based on training, seminars, workshops, publications, and guidance.

For example, ILIS Project members reported that the comprehensive guidance prepared during the project was of high quality, but too complicated and hardly used in practice. ISGIP could not attain the expected number of training participants (10% of the envisaged number).

Even for the latest project, ISGIP had no monitoring system; the network of pilot enterprises, which was installed during the project, was not continued after the project ended. It is not known how many enterprises still use the OSH Management system (128 enterprises during the project phase). There was no systematic follow-up. The monitoring report summarises the situation in a short sentence:

"*Yet, the very limited contact with these SMEs hampers structured feedback on its usage."* (MR REP)

ISGÜM has to cope with a different sustainability problem. It is very typical of large supply projects for maintenance and updating technology in equipment to cause problems after some years. As technology and measuring standards change and improve, the equipment becomes outdated. High tech equipment, in particular, needs expensive service, e.g. frequent calibration, replacement of worn-out parts, and occasionally upgrading or adapting to new measuring standards. Less advanced instruments can be used with low maintenance costs for many years, such as microscopes for counting particles and fibres, or direct reading instruments for noise.

A sufficient assessment of the sustainability of the central and regional ISGÜM laboratories would require a complete list of all instruments, the current status (e.g. well-functioning, functioning with some problems, out of order) and a balance or profit and loss account for the years 2012 to 2014. Such documents were not available during our evaluation.

Table 8: Grades on 'Sustainability' from the two available monitoring reports (ROM)

Categories	ISGÜM	ISGIP
Sustainability	B	B

One interviewee considered whether training or equipment is a more sustainable activity in such projects. He was in favour of equipment, due to some negative experience with training. ('Some trainers treat Turkey like a Third World country'.)

To conclude:
The sustainability evaluation suffered from poor monitoring after the end of the projects. There is a lack of information about which outputs are used, for how many months or years, and which activities are being continued by the stakeholders or the target groups without project based support, e.g. OSH management in enterprises. This would require a longer phase of sustainability monitoring. In short, it is not easy to measure the impact to the broader target groups. Sustainable outputs were clearly evident for developments under the auspices of the beneficiaries, such as staff increases, successful legislative and regulatory activities, or better infrastructure and equipment. For future projects, the relationship between training activities and support of infrastructure (e.g. equipment) should be taken into account.

4.8 EU value added

The EU-Value added is an evaluation aspect to assess the impact at EU-Level when Member States carry out project activities targeted at both national and European level.

The accession process has extended the system of the European OSH legislation and major OSH practices to Turkey, e.g. risk assessment as key element of OSH legislation and practice. Moreover, the principles and content of EU-Directives have served as a model for Turkish legislation. This is a major step towards harmonizing the legal systems. The European system is based on directives and regulations; directives give the states leeway to regulate details at local level; regulations must be applied in the same way in all Member States. Strictly placing responsibility on enterprises and employers is a step towards corporate responsibility that should not be underestimated, as is the selection of appropriate risk reduction measures based on risk assessment and not merely regulations.

To conclude:
The input from foreign experts provided the Turkish side with rapid access to foreign practical experience, allowing them to avoid any known pitfalls and shortcomings. It also contributed to the process of effective and selected learning from international experience. For the accession process, it is very favourable that an important part of the EU-OSH directives served as a model for Turkish legislation.

5. FINDINGS RELATED TO THE DETAILED EVALUATION QUESTIONS

The terms of reference contain 12 detailed evaluation questions. In this chapter, our findings respond to ten of these questions; two are dealt with in Chapter 6. As already mentioned in our methodological considerations, it was not our task to evaluate each project, but to identify common characteristics. Consequently, we will primarily refer to such common characteristics or typical examples. We have endeavoured to avoid duplication with our report on the overall evaluation aspects in chapter 4, though this was not always possible. Instead of referencing chapter 4, we repeated some findings at a more specific level, and focussed on the question.

To what extent are the EU funded interventions/projects relevant and coherent in achieving the strategic objectives//priorities linked to accession preparation in the field of OSH?

All projects were seen as relevant for the interviewees. Particularly the major beneficiary – the MoLLS and its laboratory branch ISGÜM - were able to build up the capacity to develop legislation in line with the EU-Acquis and with international conventions. The projects gave them the opportunity to demonstrate the importance of OSH and to increase the human capacities.

Due to the fast economic development of Turkey in the last 15 – 20 years, there is no doubt that the development of the necessary human capacities in safety and health has lagged behind the rapid economic progress. There is a lack of qualified personnel to implement the advanced legislation.

Members of the ILIS project, in particular, expressed their doubts that the general provisions of the EU OSH legislation can be implemented in a harmonised way in all situations.

Those discussions were also common in the 1990s in the EU member states. The issue of common provisions versus very detailed prescriptions was a permanent issue. Most member states compromised in the middle: where such provisions were needed by enterprises, the member states provided them; in other those cases, they left the specific regulations to the enterprises.

One example on room temperature might illustrate this. One of the earliest EU-OSH OSH Directives from 1989 on minimum requirements at work places contains the following text:

"During working hours, the temperature in rooms containing workstations must be adequate for human beings, having regard to the working methods being used and the physical demands placed on the workers."

The term 'adequate for human beings' can be interpreted in different ways, enterprises asked for clear prescription on minimum and maximum temperatures, e.g. 18°, 20° or 22° C as minimum for office rooms and 28° or 30° or 32° as maximum. And what about temperatures in other types of work places? Due to this demand for clear guidance from enterprises most member states issued more specific rules for employers on that issue.

Similar difficulties of interpretation and defining a single value we find for the term 'Height' for 'Work at height'. The simple question is: At which dereferences between two levels can we speak of height? The European directive defines work at height to all works where there is a risk that a fall could cause personal injury. Some countries prescribe measures if the difference between work place level and a close-by lower level is more than one meter. The risk of a fall depends on many factors as e.g. inclination of the work level, characteristics of the border between the higher and the lower level (protected, open). Due to the complexity of possible risk situations detailed national rules are

applied. The concrete definition of 'Work at height' is the responsibility of the legislators in the Member states, a fact that can cause significant differences between national legislations.

Moreover, in Turkey there was and is a lack of modern measuring equipment for physical and chemical exposure at work or for testing safety equipment such as PPE or technical equipment, e.g. ventilation. Both aspects were treated in the ISAG (Component 3: Laboratories), ISAG II and ISLABTEK project.

As can be seen from the evaluation of the "Impact prospects" in the monitoring reports for ISAG and ISLABTEK, it is not clear whether the regional enterprises in regions with ISGÜM laboratories will use and pay for the services offered by ISGÜM. The interviewees from ISGÜM Central and regional Laboratories pointed to the strategy to develop ISGÜM to a certification institution for other laboratories. However, we did not receive any income and expenditure documentation. Other interviewees mentioned that ISGÜM is not able to cover their expenditures by taking fees for measurements.

This depends on a number of context factors, e.g.:

- Are there clear regulations for the exposure, i.e. maximum exposure, frequency and duration?
- Does the regulation contain a rule to monitor the exposure regularly?
- Are there many enterprises in the region that face these exposure types?
- Are the enterprises aware of these regulations?
- Are they willing / able to pay for this service?
- Are these regulations enforced?
- Are there competitors of ISGÜM with better or cheaper offers on the market?

The structures of the MoLLS were strengthened, and the EU projects triggered the development of a larger OSH department. The legislative component was very successful.

Many neutral stakeholders reported high commitment and motivation of the DG OHS staff. That is obviously one reason for the fast alignment with the EU–OSH legislation. However, the problem that most interview partners addressed was the implementation of the legislation. It starts with the problem of the Labour Inspectorate: How to make use of the general provisions when applying the law in specific cases.

What was the level of transparency and the stakeholders' active participation in the process of prioritisation and selection of projects in the programming phase?

There were different levels of participation, which determined the levels of transparency:

Level 1: Obviously the beneficiary and the CFCU were informed about all details, and the respondents from these organisations did not see many transparency problems.

Level 2: In general, the members of steering committees (stakeholders such as social partners or professional organisations) were informed about the basic data of the projects. Apparently, they were not involved in operational activities or discussions.

Level 3: The target groups, such as enterprises or OSH experts, were informed about the main project objectives and activities, but not about project details and developments. A modern way of presenting up-to-date information and background information could be to use project websites or public events at the project start.

The evaluation committees consisted mainly of staff from the beneficiary and the EU-Delegation and other EU-Commission Services.

The smaller associations were generally not involved in the project steering, though in some cases they participated in training sessions etc. One interviewee from an association of craftsmen mentioned a reason that employers do not generally like cooperating with MoLSS is the fact that MoLLS is also the supervising authority.

What are the main outputs and delivered results of the EU funded projects in the sector? How consistent are they with regard to the indicators and targets set out in the logical frameworks of the projects?

The main outputs depended on the type of projects. The supply projects were designed to build up laboratories with modern measurement technology and provide mobile buses for the diagnosis of occupational diseases. The supply parts of the DG OHS service projects were mainly used to purchase IT equipment.

The service projects were mainly designed to develop the capacities of Turkish OSH professionals in public institutions and enterprises, and to promote awareness for broad target groups.

The outputs were classic knowledge transfer activities, such as workshops and seminars, training and company visits (in Turkey and abroad), as well as guidance development. In such projects, success depends on the willingness of the addressed stakeholders to participate and support; a project can always fail to achieve the envisaged objectives. Some advanced goals were not reached.

In the latest projects, a focus was set on digitalisation (online recording of accidents) and on the organisation of mutual knowledge exchange between enterprises (pilot project idea).

There were only a few minor remarks on the logical framework of the projects. Due to the extensive design and planning phase, all major problems could be avoided during this phase.

To what extent do the outputs and results correspond to the objectives? To what extent have the objectives been met? Where expectations have not been met, what factors have hindered their achievement?

Again, the response to these questions varies between the projects. Overall, the logical framework of the projects was well considered, based on the intensive design and planning stage, as was the connection between outputs, results and objectives.

External hindering factors

The outputs were classic knowledge transfer activities, such as workshops and seminars, training and company visits (in Turkey and abroad), or guidance documents. In such project types, success depends on the willingness of the addressed stakeholders to participate and support; a project can always fail to achieve the envisaged objectives.

Some advanced quantitative goals could not be achieved, e.g. a high number of workshops or training participants.

Internal hindering factors

The payment from the consortia leader to experts was delayed on two projects (ISGUM and ISGIP) on the side of the consortia leader (probably solvency issues).This had a negative effect on the performance of the experts towards the successful implementation. The experts became reluctant to be involved in further training or project activities, and replacements were not always easily available; other experts had to be found. The interviewees who were previously employed in these projects heard about legal conflicts between experts and the consortia leader.

Some key experts were replaced after some time. This was partly due to serious illness; some interviewees saw this as a strategy of the contractor, i.e. to present very qualified people in the bid and to replace these with less expensive and less qualified experts.

A quote from the ILIS Final Report (p18) might illustrate that:
"For personal and professional reasons, the designated Metal Sector Key Expert xxx was not available any longer for participation in the ILIS Project. Replacement could not be secured before April 2008. Due to the necessary change of experts, a timely implementation of the metal sector activities could therefore no longer be ensured, and activities were to be postponed; indeed, the last training activity was performed in month 18. Since the Metal Sector trainings were to be conducted in combination with the Chemical Sector trainings, these activities also became delayed. To fit the overall time schedule and not to endanger the project implementation, the sequence of implementation of activities was changed, and the work on Components 4 and 5 could be commenced earlier than originally scheduled."

The ISGIP Monitoring Report states:
"The project's inception phase suffered from change of key experts (KE) including the Team Leader (TL), creating long-term effects that negatively affected the full delivery of outputs.

Similar changes also happened at the Turkish side (ILIS Final Report p17):
"The protracted change of the LIB leadership was followed by a protracted change of project leadership. The previous head of the LIB, xxx, who also had signed the ILIS Project as "Political Person" was replaced in mid-May by Mr. yyy. The previous Deputy Head zzz was replaced by Mr. xyz in the function of the Project Leader for the ILIS Project on behalf of Turkey. Due to internal disputes the replacement procedure took several months to become effective. Since also the composition of most working groups was exchanged in the process, a considerable loss of working time was to be expected, which, however, due to the high staff motivation was kept at a minimum."

The flexibility of the contracting authority was an issue in many interviews for the project staff from the beneficiaries. The budget proportion for incidentals was a critical point. The use of this budget category requires a special application and was considered too bureaucratic. A second topic was the strong adherence to the work plan. Even substantial context changes were not sufficient to convince the CFCU to change the work plan. A third topic was administrative rules on workshop and seminar pricing. Even if savings were possible by choosing a cheaper venue, the savings could not be used for other purposes.

Were the outputs and effects achieved at a reasonable cost? Why was this possible? Could the same results have been achieved with less funding? Could the use of other types of financing or mechanisms have provided better cost-effectiveness?

The first part of the question on reasonable cost is difficult to answer without a definition of 'reasonable'. We assumed that the budget for staff and purchased equipment are oriented to market prices and in line with similar projects.

As mentioned above, all interviewees from the project beneficiaries considered the budget to be sufficient. A deduction of the funding was applied if the quantitative indicators could not be reached – e.g. number of workshops, number of participants in training, visits.

The question can also be posed as to whether less activities or a lower number of workshops would have been sufficient to achieve the targets. From an administrative point of view, there is no loss of financial resources in such cases because the budget is generally reduced in case of insufficient quantitative achievement of the targets.

Are the outputs and immediate results delivered by EU projects translated into the desired/expected impacts; namely in terms of achieving the strategic objectives/priorities linked to accession preparation/transformation of policy and law making and administrative capacity? Can impacts be quantified?

The very positive impact of these projects on accession preparation – administrative capacity for law making - can be stated without doubt.

The quantification of impacts at workplace level is extremely difficult because none of the projects installed a monitoring system to record the use of project products or knowledge after the end of the project.

There are some longer lasting impacts that are difficult to measure or invisible for evaluators. For example, it seems likely that a professional network between participants was created, based on the training and seminars. This network might deal with the exchange of best practice or knowledge.

Are the identified impacts sustainable? Have the results been mainstreamed to regular work of the beneficiaries, where applicable? To what extent had the equipment purchased under the EU funded projects been really needed and is still in proper use by the beneficiaries? What is the level of ownership of the actions as demonstrated by the local and national stakeholders?

As already mentioned, the impact on public services and larger associations was quantitatively measurable, e.g. increase of staff, purchases of equipment, production of guidance and promotional material.

ISAG II was a supply project and ISLABTEK had a larger supply component. In ISAG II, mobile buses for medical checks in remote regions were purchased, while modern laboratory equipment was purchased in ISLABTEK.

The interviewees from ISGÜM mentioned that they would prefer modernisation / update of the existing equipment or an upgrade to even more advanced measuring equipment. For them, the projects were really needed to build up the core structures of a reference laboratory.

From their budget of the EU-Assistance projects, they purchased a number of advanced measuring devices:

- AAS Atomic Spectrophotometer
- FTIR Spectrophotometer
- MD Microwave Digester
- HPLC High Pressure Liquid Chromatography
- GC Gas Chromatography
- MS Mass Spectrometer
- UV-VIS Spectrometer
- XRF X-ray
- PEAS Plasma Etching and Ashing System
- Lab Centrifuge, PH meter, Precision Balance and Analytical Balance.

During our visits to the laboratories (Ankara and Kocaeli), all measuring equipment and connected IT were switched off. Some of the measuring or analysing equipment were marked with a tag or label, which stated that it couldn't be currently used, mainly due to service issues, i.e. update or calibration. Clearly, this was only a snap shot. The Kayseri laboratory uses only sampling or direct reading instruments; there is no facility with analytical instruments in this regional laboratory.

According to the statements from interviewees and stakeholders, the level of ownership during the project phase was high for the staff and senior officials of the beneficiary. The projects were crucial triggers for their development, and the interviewees were proud that they were involved in the projects; and they stuck to the project idea, project design, and the quality of the outputs such as guidance documents or management tools.

However, after termination of the projects, there seemed to be little interest in sustainability, and ownership levels were lower. For the last two projects (ISGIP and ISGÜM), we received only draft final reports, and no actual final reports. Additionally, some annexes were missing. The monitoring is weak, and, due to this, the long-term impact measurement was quite impossible.

We found few cases of ownership at workplace level and in the region; most interview partners didn’t even know the projects or their activities in the region.

To what extent had cross cutting issues, such as equal opportunities and non-discrimination, support to minorities and vulnerable groups, environmental protection, disaster prevention, involvement of civil society and good governance been taken into account during implementation of the projects?

Cross-cutting issues were rarely taken into account in practical project implementation, better safety standards for high risk sectors and high risk occupations were the dominant topics. Trainings and workshops mainly addressed high risk sectors in which the workforce is mainly male dominated – mining, construction and metal, e.g. in construction 1,023,250 male person are insured compared to 29,467 females.

The lists of lecturers and key experts in workshops and trainings (ISAG I, ISGIP, ILIS) illustrate this: they clearly showed that the community of OSH professionals and practitioners is male dominated in Turkey - at least in those sectors that were addressed as target groups in these projects. The evaluation and reports about workshops were not gender specific; i.e., we cannot provide quantitative data on the participation per gender.

According to SGK-statistics the rate of work accidents of women is around 10% of the numbers of men (21,000 cases of women, 169,000 cases of men), although the share of insured females is 25% around (3 m of 12 m insured persons).

The Turkstat 'Research on Accidents at Work and Work-Related Health Problems from 2013', based on interviews, shows a different picture. The rate of work accidents is 1.3% (1.3 cases per 100) for women compared to 2.8% for men. The rate of health related problems is 1.6% for women compared to 2.4% for men. The difference between men and women is much smaller than in the statistics on insured persons. The reason might be that the sample of insured persons does not include all jobs with in typically female dominate sectors (e.g. cleaning or agriculture) with high accident and health risk. Caused by their choice of sectors the five EU-Assistance projects had a primary male dominated orientation.

The project fiche from ILIS mentions - and one interviewee recalled - that in some the workshops of ILIS the issues of equal opportunities ('Anti-discrimination issues in Social Inspection') and environment were tackled.

In the seminar guidance for Occupational Health Physicians (ISGIP Document) one of more than 50 topics on the agenda was 'Vulnerable groups (youth, pregnant women, disabled, migrants etc.)'

In another interview the regional chamber of industry and commerce asked for more support to implement the SEVESO III directive. This directive was renewed and changed and a sufficient implementation would require support of training in many enterprises.

To which extent the quality of work and working conditions has been improved in Kocaeli and Kayseri?

We received very limited information to these questions during the field mission. From a methodological point of view, a larger survey in the two regions would have been necessary to receive a sufficient and representative answer.

The field mission covered visits to associations, chambers, industrial zone managements, enterprises and the regional ISGÜM laboratories in Kocaeli and Kayseri. It was not easy to identify enterprises that were participating in the project activities. The participation in workshops does not seem to have a sustainable impact on the OSH situation. One enterprise had stopped using the ELMERI system that was promoted during the ISGIP-Project.

The staff from enterprises, associations and chambers was not aware of the existence of a regional ISGÜM-laboratory. A promotional strategy after the end of the project might have helped increase visibility in the regions.

What is the additional value resulting from the EU assistance in the area of OSH, compared to what could be achieved by the Turkish national and/or regional authorities?

This counter-factual question ('What would have happened without EU-support?') can be answered for the main outputs: the improved legislation, development of laboratories, guidance, and awareness and knowledge transfer: It seems that the core structures of OSH at the MoLLS and the laboratory capacities would never have been developed (or developed much slower).

The process of harmonisation between the legal systems for OSH in the EU and Turkey has greatly benefited from the EU-Assistance projects. It is very favourable that the EU-OSH directives served as a model for Turkish OSH legislation.

Without doubt, public institutions were the main beneficiaries of the projects, and the medium and long term impacts thereof. The approaches of these institutions to promote OSH to social partners, professional associations and enterprises may also have had a considerable impact, but this cannot be easily measured due to insufficient monitoring subsequent to the end of the projects.

The higher priority for OSH in the daily work and the policies of the MoLLS might be a motivation for other stakeholders to start similar activities, which are suited to their needs, and based on EU-Assistance, at least in the first phase.

What are the achievements in the field of OSH that have been brought about with the support of EU funding?

The improved legislation and development of laboratory capacity, guidance for implementing legislation, and awareness / knowledge transfer.

There were two more questions in the TORs dealing with 'Lessons learned and recommendations'.

These questions were:
Which are the lessons learned and the remaining gaps in the field of OSH that may be addressed through EU funded actions in the future?
What kind of measures / actions are needed to be further financed by IPA II the remaining gaps in the field of OSH? How can programming of such assistance enhanced to improve the impact and sustainability of financial assistance?

Our findings and responses to these two questions can be found in Chapter 6 on 'Lessons learned and recommendations on future EU-Assistance'.

6. LESSONS LEARNED AND RECOMMENDATIONS ON FUTURE EU-ASSISTANCE

6.1 How should projects be done? - Project preparation management and monitoring

The large and complex project preparation leads to a **quasi-preselection of beneficiaries**. Governmental institutions / authorities were heavily involved in the planning and preparation process, whilst other stakeholders were only involved as steering committee members. There were **very long time periods** (two to three years) between the preparation and start of some projects. Meanwhile changes occur to the organisation (management), legislation, and actual needs, which can lead to difficulties in performing the planned activities.

The ISAG project team described the **process of project planning and design** as '**very complex, very wide and comprehensive'** (ISAG Final Report, p55). For them, the project design included too many interlinkages and overlapping activities. This increased the risk of confusion and misunderstanding.

Any project with **ICT activities** or that requires coordination and contributions by different public organisations has implementation risks due to potential contradictory legislation/regulation.

A **replacement of members of the PCU** happened on most of the projects. There were a few interviewees who reported such replacements had led to implementation problems.

The low flexibility of the contracting unit concerning changes to activities and the work plan can make it difficult to adapt to new situations. The **emerging use of incidentals** in the budget is too bureaucratic and leads to a loss of relevant budget elements.

The **travel expenses of the beneficiary's** staff were problematic as the beneficiary had no sufficient allowances. This always retained as one of the problems with all projects.

The **payment** from the **consortia leader to experts** was delayed on two projects due to problems on the side of the consortia leader (probably solvency issues); this had a negative effect on the performances of the experts regarding the successful implementation.

The **selection of experts based on CVs** is not sufficient for the beneficiary; personal interviews were suggested. Consortia place excellent experts in the bid, but replace these experts after the inception phase by less qualified and probably less expensive experts. The beneficiaries were involved into the selection of the winning consortium; they participated in the evaluation committee. None of the projects had created **a monitoring tool for the phase after the project** ended. Without such a tool, it is quite impossible to measure the overall impact of project activities, such as seminars, workshops, flyers or guidance. The assessment of the project impact **requires a longer phase of sustainability monitoring.** All projects should install a **monitoring system** that allows monitoring of the sustainable impact of the project activities / products for at least three years after the project termination.

It should be considered in how far the trainings have a long term impact on capacity building. Some interviewees doubted that and were in favour of supply assistances (modern and better equipment, facilities for testing etc.)

6.2 Who should do what? - Actors of future projects

Stronger **implementation can mainly be gained by such 'intermediates',** particularly in sectors with high risks and low awareness. Intermediates here refer to associations and smaller institutions that are capable of effectively passing on practical knowledge on OSH issues to workers and employers.

Communication towards the envisaged target groups played a large role in many projects, but the quantitative project objectives could sometimes not be achieved, e.g. the targeted number of participants in training. The **aspect of communication** should have a higher priority in future project

planning. If the major tasks concerning legal progress have been initiated and are well developed, there should be a higher priority on the selection and description of communication approaches towards the target groups, and on ways to involve them.

Core public institutions – particularly DG OHS in the MoLLS and the ISGÜM laboratories - have built up considerable personal capacities and competences. They seem to be strong enough to cope with many of the challenges towards state institutions as development of legislation, adaptation of legislation to new risks, legislative coverage of all workers and sectors, concordance with EU-Legislation, standards for technical measurement and assessment of working conditions and exposures.

The focus of the next phase should be on **developing human capacities, together with partners with high practical / informal influence on enterprises** and sectors with low awareness. Such partners might be enterprises themselves, associations of SMEs, regional associations, or professional associations. Some examples of such approaches are given below. What this means in detail:

- Installing a future project or **project line for smaller projects** dedicated to NGOs; less complex project planning , aiming to build up capacities;
- **Strengthening the social dialogue**;
- **Study visits between advanced and less advanced Turkish enterprises** with different levels of OSH-practices;
- Supporting a **network of Turkish OSH Experts,** including study visits. Exchange platforms might present typical information such as guidance and best practice.

The **proportion of Turkish experts** should be even larger in future projects. Turkish experts have the advantage of good practical knowledge of the Turkish OSH-systems, as well as speaking the language of the participants. This is particularly effective when the priority is awareness raising or practical OSH organisation.

Cross-cutting issues need more attention in the project planning and the practical project implementation. The dominance of safety issues in high risk sectors and high risk occupations in all project activities seems to be so strong that other issues are completely neglected. The less visible risks that are related to cross-cutting issues need to be better represented and shown.

Many components of the knowledge transfer – good practice, technical skills and experience with OSH-practices or legislation and its practical implementation – can also be **organised between advanced and less advanced Turkish enterprises.** There are still reasons to invite international experts. **International experts** should be invited in three cases:

- The majority should be experts who are able to promote the message of improved OSH in sectors with low awareness;
- Specialists with good knowledge of OSH theory and practice in Europe;
- Specialists that are lacking or unavailable in Turkey.

6.3 What should be done – recommendations from interviewees and evaluators

The interviewees recommended the following topics:

- **OSH in agriculture** (with a specific focus on seasonal workers) and forestry. Agriculture was excluded from the scope of the OSH law in 2003.
  In practice, a small family agricultural enterprise that is run by family members is also excluded from the law of 2012 (6331) because the scope of the law does not cover such

workplaces, according to Article 2.2 c): “Persons producing goods and services in their own name and on their own account without employing workers.”
Agriculture is a sector with a high rate of informal work and is particularly dangerous. The main risks are: outdated or badly maintained machinery, poor maintenance of electrical power lines and installations, accident risk from contact with animals, infections, allergies, skin cancer, high or monotonous physical workload resulting in high rates of musculoskeletal diseases, seasonal overtime, and child labour.

- **OSH particularly for SMEs** (often mentioned as the main problem area); SME’s are known for low formal compliance (and often low practical compliance, too). They need practical solutions and not full knowledge of OSH regulations. They are simply too small to employ internal OSH specialists.
- **OSH for employers and their associations** regarding OSH for social partners; this relates to the often mentioned low awareness, knowledge and capacities of the social partners.
- **Training facilities**, simulation centres for certain types of work (e.g. work at height). For such dangerous occupations, practical training is a real support to help cope with daily risks.
- **Modernisation / repair of equipment**. This proposal refers to the expensive upgrade of the high-tech ISGÜM-measuring devices.
- **OSH for public servants**. Public servants are partially excluded from certain OSH regulations.
- **Inclusion of OSH elements in vocational training curricula** and occupational qualification system. This proposal refers to the oft-expressed opinion that OSH education should be brought into schools at all levels. Getting to know **best** practices (also from abroad), exchange between Turkish enterprises first. There is quite a number of advanced enterprises, e.g. in the industrial zones. They use modern OSH practices and are very successful when it comes to the reduction of work accidents and work-related diseases. Learning from these companies might be very efficient for Turkish enterprises and OSH professionals.
- **Online knowledge centre** as up-to-date resource. The publication of flyers, guidance documents and similar paper documents requires expensive updates. An online resource is more easily accessible and easier to update.
- **Interventions on awareness** for OSH, targeting the families and close relatives of the employees. This proposal is meant to raise the awareness of workers. It is a promotional strategy from many OSH institutions in Europe and worldwide, which addresses the family to raise awareness of safety and health for the family members of those who work in dangerous jobs.

Based on the analysis and findings and considering the ideas and proposals from interviewees, **the evaluators** propose prioritising the following topics:

- The **monitoring and recording** of occupational accidents and diseases and working conditions should be improved as knowledge basis for all further decisions.
- A second basis is the **systematic analysis of the current overall OSH-situation and strong efforts** to develop the **quantitative and qualitative capacities of the OSH staff** (internal and external). Based on this, we recommend a complete overhaul of OSH expert training. A systematic large-scale revision should include major improvements, such as: more time for qualification and training, review of acceptance of existing certifications, close monitoring of the service providers, sector specific qualifications, an analysis of the hazard classes and the related OSH qualifications, structured activities of OSH experts, and Common Health and Safety Units for effective enforcement of the legislation and principles of OSH at workplaces, i.e. less formal and less paper work, more practical promotion..

- **Supporting networking between OSH professionals, study visits, exchange and knowledge resource creation.** An exchange between Turkish enterprises, associations and professionals should be the first choice; EU-Assistance-projects are particularly useful to accelerate capacity building, as they contribute specific practical experience from abroad. It might be an option **to promote the use of the information available at the EU-OSHA** via selected translations into Turkish.

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9. ANNEX 2: LIST OF KEY DOCUMENTS COLLECTED AND REVIEWED

Author / Issuer	Title	Date/Year
Horizontal Documentation		
European Commission	EU Occupational Safety and Health (OSH) Strategic Framework 2014-2020 Synopsis	2014
	Communication From the Commission of European Parliament, the Council, the European Economic and Social Committee of the Regions on EU Strategic Framework on HS at Work 2014-2020	06.06.2014
	Screening report Turkey Chapter 19 – Social policy and employment	04.09.2006
	Regular/Progress Report on Turkey's progress towards accession (annual reports)	2011 2012 2013 2014
The Council of European Communities	Council Directive of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work (89 / 391 / EEC)	12.06.1989
Ministry of Labour and Social Security	Sectoral Operational Programme Employment, Education and Social Policies 2014-2020	2014
	National OSH Policy Document	2006-2008
	National Occupational Health and Safety (Iii) Policy Paper and Action Plan	2014-2018
	Regulation Amending the Regulation on OSH at Mining Workplaces	19.09.2013
	Legal Notice of the Ministry of Labour and Social Security of May 2014 on the support for Occupational Health and Safety Services. *Resmi Gazete, 2014-05-03, No. 28989*	03.05.2014
Turkish Grand National Assembly	4857 Labour Law	22.05.2003
	5510 Social Insurance and Universal Health Insurance Law	31.05.2006
	6331 Occupational Health and Safety Law	20.06.2012
	6552 Law Amending the Labour Law, etc.	10.09.2014
	6645 Law Amending OSH Law, Other Laws and Secondary Laws	04.04.2015

Project Documentation		
European Commission and the Government of the Republic of Turkey	TR 02.02.03 Upgrading OSH in Turkey-ISAG I- Project Fiche	Nov 2004
European Commission	Terms of Reference	
Project Contractor	TR 02.02.03 Inception Report	08.09.2015
	TR 02.02.03 Final Report	15.01.2006

Directorate General Occupational Health and Safety-MoLSS	TR 02.02.03 Monitoring Reports	Oct 2004 Jan 2004 Oct 2005 Jan 2005
European Commission and the Government of the Republic of Turkey	TR 05.03.14 Upgrading OSH in Turkey Phase II-ISAG II-Project Fiche	
European Commission and the Government of the Republic of Turkey	TR 05.03.14 Monitoring Reports	31.03.2006 31.05.2007
European Commission and the Government of the Republic of Turkey	TR 05.03.14 Tender Dossier- Supply of Equipment for Upgrading OSH in Turkey- Phase II	2007
European Commission and the Government of the Republic of Turkey	TR 06.03.10 Improving Labour Inspection System Project-ILIS- Project Fiche	23.08.2006
European Commission and the Government of the Republic of Turkey	TR 06.03.10 Final Report	08.10.2009
European Commission and the Government of the Republic of Turkey	TR 07.02.20 Upgrading OSH at Workplaces Project-İSGİP- Project Fiche	...
CFCU	TR 07.02.20 Terms of Reference	2008
Project Contractor	TR 07.02.20 Inception Report	15.05.2010
	TR 07.02.20 Draft Final Report	07.02.2012
ROM Contractor	TR 07.02.20 ROM Ex-post Monitoring Report	07.05.2013
CFCU	TR 07.02.20 Supply of IT Equipment and Software and Training Equipment for ISGIP	…
CFCU	TR 07.02.21 Development of Regional Laboratories of Occupational Health Safety Centre (İSGÜM) Project-ISGLABTEK- Terms of Reference	19.01.2009
Project Contractor	TR 07.02.21 Inception report	…
	TR 07.02.21 Draft Final Report	12.01.2012
ROM Contractor	TR 07.02.21 ROM Monitoring Report	18.04.2013
	TR 07.02.21 ROM Ex-post Monitoring Report	24.11.2011

10. ANNEX 3: LIST OF TURKISH OSH LEGISLATION AND EU-DIRECTIVES

Many of the Turkish laws and by-laws were already issued in 2003 /2004. In 2013 these more detailed regulations were modernised as al follow-up to the new basic regulation (Occupational Health and Safety Law (No. 6331), 6th June 2012) .

Overview on Turkish OSH-Regulations referring to EU OSH directives or covering the same subjects		
	Turkish legislation and Regulation	**EU Directives**
1	Regulation on Occupational Health and Safety, 2003 Occupational Health and Safety Law (No. 6331), 6th June 2012	Directive 89/391/EEC of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work
2	By-law on Protection of Workers from the Risks Arising from Vibration (Official Gazette No. 28741 of 22 August 2013)	**Directive 2002/44/EC37** of the European Parliament and of the Council of 25 June 2002 on the minimum health and safety requirements regarding the exposure of workers to the risk arising from **physical agents (vibration)** (sixteenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
3	By-law on Protection of Risks Related to Exposure to Noise (Official Gazette No. 28721 of July 28, 2013)	**Directive 2003/10/EC38** of the European Parliament and of the Council of 6 February 2003 on the minimum health and safety requirements regarding the exposure of workers to the risk arising from **physical agents (noise)** (seventeenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC);
3	By-law on Safety and Health Signs (Official Gazette No. 28762 of 11 September 2013)	**Council Directive 92/58/EEC30** of 24 June 1992 on the minimum requirements for the provision of safety and/or health **signs** at work (ninth individual Directive within the meaning of Article 16(1) of Directive 89/391/EEC)
4	By-law on Safety and Health Measure for Work with Display Screen Equipment (Official Gazette No. 28620 of April 16, 2013)	**Council Directive 90/270/EEC26** of 29 May 1990 on the minimum safety and health requirements for work with **display screen equipment** (fifth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
5	By-law on Health and Safety at Construction Works (Official Gazette No. 28786 of 5 October 2013)	**Council Directive 92/57/EEC29** of 24 June 1992 on the implementation of minimum safety and health requirements at temporary or mobile **construction sites** (eight individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
6	By-law on Safety and Health Measures for the Works with Chemicals (Official Gazette No. 28733 of August 12, 2013)	**Council Directive 98/24/EC**35 of 7 April 1998 on the protection of the health and safety of workers from the risks related to **chemical agents** at work (fourteenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
7	By-law on Protection of Workers From the Risks of Explosive Atmospheres (Official Gazette No. 28633 of April 30, 2013)	**Directive 1999/92/EC36** of the European Parliament and of the Council of 16 December 1999 on minimum requirements for improving the safety and health protection of workers potentially at risk from **explosive atmospheres** (fifteenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC);

8	By-law on Safety and Health Measures for the Works with Carcinogens or Mutagens (Official Gazette No. 28730 of August 6, 2013)	**Directive 2004/37/EC** of the European Parliament and of the Council of 29 April 2004 on the protection of workers from the risks related to exposure to **carcinogens or mutagens** at work (sixth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC
9	By-law on Health and Safety Precautions in Asbestos Related Works (Official Gazette No. 28539 of January 25, 2013)	**Directive 2009/148/EC45** of the European Parliament and of the Council of 30 November 2009 on the protection of workers from the risks related to exposure to **asbestos** at work.
10	By-law on the Manual Handling of Loads (Official Gazette No. 28717 of July 24, 2013)	**Council Directive 90/269/EEC25** of 29 May 1990 on the minimum health and safety requirements for the manual handling of **loads** where there is a risk particularly of back injury to workers (fourth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
11	By-law on the Use of Personal Protective Equipment at Workplaces (Official Gazette No. 28695 of July 2, 2013)	**Council Directive 89/656/EEC24** of 30 November 1989 on the minimum health and safety requirements for the use by workers of **personal protective equipment** at the workplace (third individual directive within the meaning of Article 16(1) of Directive 89/391/EEC);
12	By-law on the Safety and Health Measures for the Workplace (Official Gazette No. 28710 of July 17, 2013)	**Council Directive 89/654/EEC22** of 30 November 1989 concerning the minimum safety and health requirements for the **workplace** (first individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
13	By-law on Health and Safety at Mineral-Extracting Industries (Official Gazette No. 28770 of 19 September 2013)	**Council Directive 92/104/EEC33** of 3 December 1992 on the minimum requirements for improving the safety and health protection of workers in **surface and underground mineral-extracting industries** (twelfth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
14	By-law on Health and Safety at Mineral-Extracting Industries (Official Gazette No. 28770 of 19 September 2013)	**Council Directive 92/91/EEC32** of 3 November 1992 concerning the minimum requirements for improving the safety and health protection of workers in **the mineral-extracting industries through drilling** (eleventh individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
15	By-law on Health and Safety Conditions in Using of Work Equipment (Official Gazette No. 28628 of 25 April 2013)	**Directive 2009/104/EC23** of the European Parliament and of the Council of 16 September 2009 concerning the minimum safety and health requirements for the use of **work equipment** by workers at work (second individual Directive within the meaning of Article 16(1) of Directive 89/391/EEC – Codification of Directive 89/655/EEC, as amended by Directives 95/63/EC and 2001/45/EC)
16	By-law on Occupational Health and Safety in Temporary and Fixed Term Work (Official Gazette No. 28744 of 23 August 2013)	**Council Directive 91/383/EEC42** of 25 June 1991 supplementing the measures to encourage improvements in the safety and health at work of workers with a **fixed-duration employment relationship or a temporary employment relationship**

17	By-law on the Protection of Workers from Risks Related to Exposure to Biological Agents at Work (Official Gazette No. 28678 of 15 June 2013)	**Directive 2000/54/EC** of the European Parliament and of the Council of 18 September 2000 on the protection of workers from risks related to exposure to **biological agents** at work (seventh individual directive within the meaning of Article 16(1) of Directive 89/391/EEC) - Codification of Directive 90/679/EEC)
18	By-law on the Working Conditions of Pregnant or Breastfeeding Female Employees, Breastfeeding Rooms and Children Nursing Homes (Official Gazette No. 28737 of 16 August 2013)	**Council Directive 92/85/EEC31** of 19 October 1992 on the introduction of measures to encourage improvements in the safety and health at work of **pregnant workers** and workers who have recently given birth or are breastfeeding (tenth individual Directive within the meaning of Article 16 (1) of Directive 89/391/EEC)
19	By-law on Health and Safety Measures in Working on Board Fishing Vessels (Official Gazette No. 28741 of 20 August 2013)	**Council Directive 93/103/EC34** of 23 November 1993 concerning the minimum safety and health requirements for work on board **fishing vessels** (thirteenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
20	By-law on Health and Safety Measures in Working on Board Fishing Vessels (Official Gazette No. 28741 of 20 August 2013)	**Council Directive 93/103/EC34** of 23 November 1993 concerning the minimum safety and health requirements for work on board **fishing vessels** (thirteenth individual directive within the meaning of Article 16(1) of Directive 89/391/EEC)
21	By-law Amending the By-law on the Principles and Procedures for the Employment of Children and Young Workers (Official Gazette No. 28566 of 21 February 2013) (Revision: Official Gazette No. 28802 of 25 October 2013)	**Council Directive 94/33/EC44** of 22 June 1994 on the protection of **young people** at work.

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