

**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE
HUMAN RESOURCES DEVELOPMENT COMPONENT**

OPERATION IDENTIFICATION SHEET

1. Title of the Operation:

IMPROVING THE QUALITY OF PUBLIC EMPLOYMENT SERVICES

2. Operating Structure:

Ministry of Labour and Social Security (MoLSS) – EU Coordination and IPA Management
Department

3. Organisation Responsible for the Implementation of the Operation:

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4. Compatibility and coherence with the Operational Programme

4.a Common Code for Identification (CCI) No of Operational Programme: Human Resources Development Operational Programme- CCI No. 2007TR05IPO001.

4.b Commission decision (no and date) and the date of signing of the financing agreement for this OP: C(2007)6030 adopted by the EC on 7 December 2007; the date of signature of the financing agreement will be added once the latter is signed.

4.c Title of the priority axis: To attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people (Priority Axis 1- Employment).

4.d Title of the measure: To improve the quality of public employment services (Measure 1.4).

5. Description of the Operation

5.a Contribution to the achievement of the Operational Programme:

This operation will contribute to the achievement of the priority axes set out jointly in the Strategic Coherence Framework (SCF) and in the Human Resources Development Operational Programme (HRD OP). The operation will particularly focus one of the four priority axes whose objective is “Attracting and retaining more people in employment, particularly by increasing labour force participation of women and decreasing unemployment rate especially for young people”. More specifically, the operation will fully contribute to the implementation of the measure 1.4 of the HRD Operational Programme which aims at “improving the quality of public employment services”.

To that aim, this operation is structured along a number of convergent actions in order to improve the quality and effectiveness of public employment services (PES) especially by strengthening administrative capacity of Turkish Employment Agency (İŞKUR) and Ministry of Labour and Social Security (MoLSS). Within the aim of increasing quality of PES, convergent actions are envisaged to contribute to the achievement of sub-objectives, namely, modernizing İŞKUR provincial directorates to deliver better public employment services, improving labour market information system and ensuring an efficient job matching system; improving job, career and vocation guidance services, establishment of monitoring mechanisms of active labour market policies; ensuring better functioning of Provincial Employment and Vocational Training Boards at local level; conducting communication campaigns to increase awareness regarding İŞKUR services and increasing employment policy making capacities of İŞKUR, MoLSS and social partners . The combination of all these measures will contribute to attract more people in employment by increasing the placement rates of İŞKUR through increasing the quality of public employment services provided.

Given the fact that public employment services are crucial in tackling unemployment, this operation will also contribute to decrease unemployment particularly for women and young people, which are the main target groups in HRD OP. By the same token, the operation will also create synergy with the first and second measures of the first priority axis of the HRD OP which aim at “promoting women’s participation into the labour market, and increasing female employment, including those formerly employed in agriculture” and “increasing employment of young people”.

The concrete contribution of this operation to the achievement of the HRD OP is defined by the following *result* indicator, according to the HRD OP:

- 7.7% increase (from 22.3% to 30%) in the placement rates of İSKUR.
- Increase in the number of unemployed people counselled.

5.b Overall Objective: The overall objective of the operation is to attract and retain more people in employment by improving the quality of public employment services.

5.c Operation Purpose: The purpose of the operation is to strengthen administrative capacity of relevant institutions (İŞKUR, MoLSS, Provincial Employment and Vocational Training Board) to improve the quality and efficiency of public employment services.

5.d Location(s): The operation will be implemented both at national level and in eligible 12 NUTS-II regions (15 growth centres and hinterlands). The explanation on the location of activities (which one will be at national level, in 15 growth centres or hinterlands) is provided in the section 5.g.

The list below indicates 30 provinces where new model offices will be established under this operation:

Table-1: Provinces where model offices will be established in the operation:

Province	Model/Pilot office established in the previous projects	Provinces where Model Offices will be established
Adıyaman		+
Ağrı	*	

Amasya		+
Ardahan	*	
Artvin		+
Batman		+
Bayburt		+
Bingöl		+
Bitlis		+
Çankırı		+
Çorum	*	
Diyarbakır	*	
Elazığ	*	
Erzincan		+
Erzurum		+
Gaziantep		+
Giresun		+
Gümüşhane		+
Hakkari		+
Hatay	*	
İğdır	*	
K.Maraş		+
Kars		+
Kastamonu		+
Kayseri	*	
Kilis	*	
Malatya	*	+
Mardin		+
Muş	*	
Ordu	*	+
Osmaniye		+
Rize		+
Samsun	*	
Siirt	*	
Sinop		+
Sivas		+
Şanlıurfa	*	+
Şırnak		+
Tokat	*	
Trabzon		+
Tunceli		+
Van		+
Yozgat		+

5.e Duration: 30 months

5.f Target group(s) :

Directly:

- Staff of MoLSS and İŞKUR
- Members of Provincial Employment and Vocational Training Boards
- Social Partners

Indirectly:

- All the people in labour force (employed and unemployed people)
- People who remain out of the labour force because of hopelessness and lack of motivation

5.g Description of the Operation and background:

The unemployment rate which was approximately 8 % in the 1988-1995 period, decreased to 7 % on average in the 1995-1999 period and to 6.7 % in 2000. In the wake of economic crisis in 2001, unemployment rate increased and stayed almost constant for the last five years. According to the (April 2009) Labour Force Survey (LFS) data, the unemployment rate is 14.9 percent in average; 17.5 percent in urban and 9.5 percent in rural areas. Labour force participation rate is 47.2 percent on average; 69.7 percent for men and 25.5 percent for female. The ratio of persons who worked without any social security related to the main job declined to 42.7 percent in the same period. For the same period, young unemployment rate is 26.5 percent in Turkey.

The severe unemployment problem has also been observed in the selected 12 NUTS-II regions. In fact, the latest data at NUTS-II level reveal that the unemployment rate was 9.7% in the 12 NUTS-II regions in 2006, while it was 9.9% on average in Turkey.

According to April 2009 LFS data, of those who were unemployed; 22.7 percent were seeking job for one year or more and unemployed persons were commonly seeking job through “their acquaintances” (31.2 percent).

According to the HRD OP, the main challenges as regards employment are inadequate job creation in urban areas, mismatch between the skills supplied and demand of labour market, high unemployment rates of women in urban areas, low labour force participation of women, high youth unemployment and low educational attainment level of the labour force.

These figures and information peculiar to labour market make it clear that unemployment is an urgent problem in Turkey which needs specific interventions and policy support in addition to the demand-side policies aiming at increasing employment opportunities.

Even though unemployment has been a major concern since years in Turkey, a cooperated and systematic institutional structure promoting policies to tackle unemployment has not placed so far. Existence of different institutions responsible for similar kind of services and inadequate coordination and cooperation among them are the core reasons for what is currently assessed as being an unsatisfactory overall coherent and synergetic approach on combating unemployment. Furthermore, there is not a systematic approach to inform the people regarding public employment services provided by different institutions.

Assuming that PES helps to make the labour market operate more efficiently by creating the link between the market and the people looking for jobs, it is noteworthy to examine the current challenges regarding PES and the institutional capacity in this area in Turkey.

The Ministry of Labour and Social Security (MoLSS) is responsible for designing employment policy and programs at national, regional and sectoral levels, monitoring changes in the labour market, defining necessary measures to increase employment and the productivity of labour.

As an affiliated institution to the MoLSS, the Turkish Employment Organization (ISKUR) that was established in July 2003 have these duties: Assisting to the MoLSS regarding the policy-making process of national employment policy, attracting and retaining more people in employment, decreasing unemployment, managing the unemployment insurance system, collecting, analyzing and reporting labour market data at national and regional levels, coordinating the Labour Market Information and Consultation Board, making needs analyses of labour in order to define the demand for and supply of labour, making job and occupation analyses, guiding in job-selection, applying adaptation and vocational training programs to increase the employability of the labour force, preparing in-training courses for the employed and regulating and certificating private employment agencies.

Provincial Employment and Vocational Training Boards, regional bodies affiliated to ISKUR, are responsible for designing provincial employment and vocational training policy at local level, making labour market analysis, giving recommendations in adopting modular vocational programs to the needs of the labour market, taking necessary measures to increase employment, to decrease and prevent unemployment, and managing labour market programmes at the provincial level.

A circular has been issued providing partnership opportunities between İŞKUR and municipalities in 2010. So far, 652 municipalities signed protocols with İŞKUR. Accordingly, municipalities will also provide services of İŞKUR to some extent. It is aimed to enhance this cooperation with municipalities and also other partners.

Even though there is an overall increase in the institutional capacity of ISKUR in the past years, PES is not satisfactory due to these challenges:

- Lack of a multi dimensional, detailed and long term national/local employment strategy: Even though MoLSS is responsible for designing employment policy and programs at national, regional and sectoral levels, and İŞKUR is responsible to assist MoLSS in this respect; the institutional capacity of MoLSS and İŞKUR is not sufficient to provide these services. There is no national/local employment strategy even though the unemployment rate is so high. The staff in MoLSS and İŞKUR is not well-equipped with the necessary knowledge and perspective to prepare employment strategies.
- Inadequacy of detailed labour market analyses at national and local level: İŞKUR conducted labour market analyses at national and local level in 2007. In fact, İŞKUR made these analyses in each and every province of 81 provinces. These analyses, however, based on the workplaces having at least 50 employees. Given the fact that the number of companies having at least 50 employees is limited in eligible 12 NUTS-II regions, more detailed labour market analyses exploring the sectoral needs at smaller workplaces are urgently needed. The Provincial Employment and Vocational Training Boards are responsible to make labour market analysis in each province. Thus, there is an urgent need to provide trainings to the relevant staff of İŞKUR and Provincial Employment and Vocational Training Boards on conducting labour market analysis. Moreover, the labour market analyses should be systematically updated and used by relevant actors in policy making and implementing process. Therefore, it is necessary to disseminate the results of the labour market analysis to the relevant institutions.

- Inadequacy of the institutional capacity of İŞKUR, MoLSS and local actors: Inadequacy of staff/qualified staff, lack of necessary equipment and tools, research centres and lack of cooperation among responsible institutions.
- The awareness regarding the functions of İŞKUR is low particularly at local level: İSKUR cannot reach yet all unemployed persons through the delivery of appropriate public employment services. As of November 2008, 906.265 unemployed people are registered to İSKUR. In fact, 47.9 % of the unemployed who are registered to İŞKUR have lower than secondary education, 33.7 % of them are secondary school graduates. Only 16 % of the registered are university graduates. In November 2007-2008, the placement rate has been % 11 on average. It is a fact that İSKUR cannot reach yet all unemployed persons through the delivery of appropriate public employment services.
- Effective active labour market policies (ALMP) are insufficient due to low expenditure on them and lack of monitoring mechanisms. The history of implementing ALMP is so novel in Turkey that implementation of them has been given particular priority since 2003 thanks to the EU projects. Given the fact that the resources allocated to ALMP are limited in Turkey (0.014 of GNP in 2005), the impact of ALMP has been so limited in the labour market.

When it comes to the definition of ALMP, training, job rotation and sharing, job search assistance, employment subsidies, start-up incentives, direct job creation and integration of disables are the main categories according to the EU terminology. The main responsible institution for implementing ALMP is İŞKUR which provides employment guaranteed courses, vocational courses for the ones who want to be self employed, job and vocational guidance services, vocational courses for the disabled people etc. In January-December 2008 period, 26.901 people participated to these courses. KOSGEB also provides entrepreneurship trainings and financial support to the ones who want to set up a business.

By recently passed law 5763, which is also known as ‘Employment Package’, MoLSS also provided employment subsidies for the companies recruited women and young people. In fact, the amendments stipulate, among other things, that the employers' share of social security premiums for newly hired women and young employees are to be covered by the Unemployment Insurance Fund for a five-year period, starting with 100% in the first year and ending with 20% in the fifth.

Even though İŞKUR provides different kind of active measures, namely vocational training, retraining, job and vocational career services and MoLSS provides employment subsidies programmes; there is no mechanism to monitor the impacts of these measures on employment/unemployment.

- Guidance services regarding job, career, vocation and public employment services are not adequate for people in the labour market and schools. İSKUR provides vocational and career guidance services. Alongside the 81 employment offices across the country, Job and Vocational Counselling Centres are operating in 26 provincial directorates and Vocational Information Centres are operating in 46 provincial directorates. These centres offer information about jobs, training and working life to those who need such information. In 2007, 90.015 students and 2.600 individuals were provided guidance services by İSKUR. Even though İŞKUR aimed at increasing the quality of guidance services, the institutional capacity of İŞKUR both in terms of materials and qualified staff is not sufficient to achieve that objective. The total number of the staff working in these centres is 41. That situation clearly reveals that the institutional capacity of these centres needs to be improved. The

quality of the services in the existing centres has to be increased and the new ones should be established in the provinces where model offices will be established.

Furthermore, the awareness level of people regarding the public employment services which are already provided by different institutions is low. People are not quietly well informed about the opportunities of public employment services. In this respect, there is a need to inform and provide consultancy to the people regarding services affecting employment directly or indirectly (such as, entrepreneurship trainings and guidance services provided by KOSGEB, vocational training services, financial support of the Ministry of Agriculture and Rural Affairs, financial support of KOSGEB, banking system, Ministry of Industry and Trade).

Turkish Occupational Dictionary which includes definitions of occupations and codes of occupation has been used in accordance with ISCO-88 by İŞKUR. The Turkish occupational dictionary is used in job brokerage, unemployment insurance, and vocational training services of İŞKUR. Furthermore, all the occupations in statistics of İŞKUR are defined according to the Turkish Occupational Dictionary. However, there is an urgent need to revise and adopt the Turkish Occupational Dictionary according to ISCO 2008 to be in line with the EU Member States.

- Lack of effectively functioning labour market information system: E-Employment project (Institutional Transformation Project) has been implemented within the aim of providing İŞKUR services in a more efficient and effective way by increasing the capacity of internet-based services. In current situation, İŞKUR and its branch offices have been started to be equipped with an electronic registering system as well as self-service computerized information system. In this respect, an important progress has been made in providing services to job seekers and employers through internet. However, the system is not functional and it takes a long time for both job seekers and employers to use the system. Since job search and labour force demand activities in institutional web site have been shaped on the basis of some business rules and processes that are valid in public sector, there are more rules, limits and business processes in public sector than private sector. The system for the private sector has more flexible, practical and speedy functions compared to public sector. Thus, some improvements are still needed to improve the functioning of the system.

As it is a known fact that IT technologies are continuously flourishing, they have a major and strategic role in terms of management, collection and compilation of relevant data regarding labour market. Hence, Turkish Employment Organisation should provide innovative and contemporary data process and IT equipment for its staff in order to keep up with latest info & data flow and as well as recent developments in the relevant field. Thus, as the beneficiary of the program, İŞKUR is in favour of providing continuous IT trainings with relevant staff in order not to lag behind technological progress.

- The provincial employment boards have not functioned effectively so far: In the wake of adoption of a regulation in 2008, provincial employment boards and provincial vocational training board merged and called as 'Provincial Employment and Vocational Training Board'. İŞKUR and Ministry of National Education will carry out the secretariat services of these boards. A wide range of responsibilities were assigned to these boards; such as, designing provincial employment and vocational training policy, making labour market analysis, giving recommendations in adopting modular vocational programs to the needs of the labour market, taking necessary measures to increase employment, to decrease and

prevent unemployment, and managing labour market programs at the provincial level. For that reason, these boards need to be supported to provide efficient services.

This operation aims at tackling most of these challenges within the cooperation of all relevant public institutions, trade unions, and local authorities. The thematic focus of this operation is delivering improved quality and efficiency of public employment services by strengthening administrative capacity of relevant institutions (İŞKUR, MoLSS, Provincial Vocational Education and Employment Boards).

Being in line with the European Employment Strategy, this operation which aims at improving the quality of public employment services by all relevant actions can be clustered under 3 core functions:

- Information: Provider of labour market information
- Job brokerage: Providing a wide range of services to ensure an effective matching process
- Market adjustment: Involvement in implementing labour market policies which help to adjust mismatches between supply and demand (Active and Passive policies)

Within the aim of making İŞKUR a good provider of labour market information and job brokerage, the first cluster of activities will be modernizing the İŞKUR provincial directorates by using the 'Model offices' approach already used in previously implemented ALMP projects funded by EU to ensure sustainability. The Model office approach was designed to provide modern employment services after getting experiences from the pilot offices in Active Labour Market Project implemented in 2002. In ALMP-II Project under 2006 programming period, modern offices will also be established in certain provinces. In this operation, the model offices, which are supposed to be renovated and rebuilt offices to improve and modernize PES, will be established in 30 provinces which do not have any model/pilot offices in eligible 12 NUTS-II regions (Table-1). It is planned that this modern employment service approach, which will be realized physically, will also be completed by trainings to the relevant staff. The staff will also be provided with the trainings on at least job search methods, customer relations and managerial skills. The other training needs will be met under different components. Organizing exchange programs and study visits will increase knowledge and abilities of the staff on public employment services and enhance their perspectives on PES. Even though the staff at central level of İŞKUR participated to many study visits in previous projects, it will be a great chance for the staff of İŞKUR at local level to increase knowledge, abilities and perspectives thanks to the study visits. The countries will be selected according to the best practices of PES. It is worthy to remind that only the staff in newly established İŞKUR model offices at local level will be participating in exchange programs and study visits. Any staff from İŞKUR at central level will not be able to participate to these study visits and exchange programs. Furthermore, it is preferable that these staff have also responsibilities as regards functioning of the Provincial Employment and Vocational Training Boards. Furthermore, other 13 model offices will be supported via trainings.

Secondly, activities are envisaged to improve capacity of İŞKUR to be a good provider of labour market information and job brokerage. To that aim, trainings to the staff of the Provincial Directorates of İŞKUR and MoLSS on conducting labour market analyses will be delivered. After then, disseminating the findings of the labour market analyses which are already conducted by İŞKUR to relevant institutions and organizations will ensure the effectiveness of the labour market analyses. Regarding labour market information, another crucial issue that has to be deal with is the establishment and improvement of the labour market information system. İŞKUR has already taken the necessary steps to establish the labour market information system until the end of 2009. This operation will support this development by different means. First of all, trainings will be provided to the staff responsible for IT related issues on Software development training, Security Training,

Database Training, and Network Training to provide sustainability and catch up recent developments. Secondly, software development activities will be carried out in order to improve web services for employers for easing job advertisement and staff search through internet. To that aim, there should be a specific section for employers in the web-site, which is separate from the public employment services. Moreover, the web-site will be revised to ensure integration with the other HR web-sites. Thirdly, consultancy services will be provided to ensure implementation of software quality standard in İŞKUR to increase effectiveness of Software Development Process. Fourthly, software Source Code Analysis products and service and Performance and Test Management products (Functional and Regression Tests, Load and Performance Tests and Management tool) for test process will be provided in this operation.

Thirdly, convergent activities are envisaged to improve guidance services of İŞKUR by particularly increasing the quality and scope of the guidance services to increase market adjustment. To that aim, it is planned to provide and diversify necessary materials and equipments to improve the quality of job and vocational guidance services and enlarge the target group (such as for the disabled young people) of job and vocational guidance services in the selected provinces in 12 NUTSII regions. After providing the necessary supply, it is planned to deliver trainings to the staff of İŞKUR responsible for job and vocational guidance services in provincial directorates in eligible 12 NUTS II regions. Within the aim of being complementary to the trainings delivered under previous projects, trainings will be focused on the usage of the means of job and vocational guidance. Furthermore, need analyses for the young people will be made to ensure that job and vocational guidance services are sustainable in the 15 growth centres and a database will be established including the data released from these analyses. It is planned to make a study visit to one of the EU Member States regarding job and vocational guidance services. 12 trainers in İŞKUR responsible for delivering trainings on job and vocational guidance services will participate to this study visit. In this study visit, the trainers from İŞKUR will visit job and career counselling centres. In this respect, the study visit will provide a good chance to see the recent improvements in job and vocational guidance services to improve services of İŞKUR.

Regarding other public employment services provided by different institutions, all the information related with the public employment services which are already provided or planned to be provided by different national/local institutions will be collected in this operation. Additionally, the labour force and employers will be informed regarding public employment services including active and passive ones. In this way, all the services and financial support facilities of different institutions will be combined in a consultancy guideline to be delivered to the unemployed people. Lastly, Turkish Occupational Dictionary, which is a main source for the market adjustment services of İŞKUR, will be adapted to ISCO 2008 by providing necessary trainings and materials.

Fourthly, a model to monitor the impact of active labour market policies (training/re-training, job and career guidance services, job search assistance, employment subsidies, start-up incentives, direct job creation and integration of disables) is elaborated to increase efficiency of the active measures to be a good market adjuster. This model will be tested in the 15 growth centres and an impact report on ALMP based on the results of this monitoring process will be prepared. In order to ensure the sustainability of the monitoring mechanisms, trainings will be delivered to the İŞKUR and MoLSS staff and Provincial Employment and Vocational Training Boards, which will be the main responsible body to conduct labour market analyses on the usage of this model. The coordination between the World Bank-İŞKUR study on monitoring model and this operation will be ensured.

Fifthly, convergent actions are presumed to ensure better functioning of the Provincial Employment and Vocational Training Boards to envisage, implement and monitor tailor-made employment policies in eligible 12 NUTS II regions. The new regulation on functioning of the Provincial

Employment and Vocational Training Boards introduces new tasks to these Boards. To that aim, a training module for the members of Provincial Employment and Vocational Training Boards and the expert staff of relevant institutions, such as, İŞKUR, MoLSS, MoNE and social partners who will work with the Boards in cooperation will be prepared and implemented in eligible 12 NUTS-II regions. Moreover, an evaluation study including the best practises on the implementation of the new Regulation in the 15 growth centres will be conducted to evaluate the impact of the new regulation. Furthermore, ‘working groups’ will be established to support the secretariat and ease the tasks of the Provincial Employment and Vocational Training Boards in 43 provinces by prepare strategic policy papers, to make researches and analyses regarding the employment and vocational training issues. To that aim, working group in 43 provinces may be established and assigned to prepare strategic policy papers, to make researches and analyses regarding the employment and vocational training issues by taking into account the local dimensions. These policy papers, researches and analysis will be used by the Governors’ Boards in decision making process. All the other staff in these groups will be experts from İŞKUR, MoNe and social actors. The experts in these working groups will also benefit from the trainings which are planned to be provided to the members of the Provincial Employment Vocational Training Boards under this operation.

Sixthly, access in services of İŞKUR is aimed to be increased through organizing a “Communication Campaign” (including man-to-man advertisement to the households) to make people aware of the services of İŞKUR in 43 provinces. To that aim, providing necessary advertisement materials, equipments to increase awareness level regarding İŞKUR services is planned as an activity in this operation. Furthermore, partnership between İŞKUR and municipalities and other partners will be supported. In order to support the implementation of Circular on the partnership between İŞKUR and municipalities and other partnership opportunities, trainings will be provided to the staff of municipalities and other partners who will be responsible for İŞKUR’s services.

Seventhly, the institutional and analysis capacity of MoLSS, İŞKUR and social partners will be increased in terms of making employment policies. To that aim, trainings will be delivered to the staffs of MoLSS, İŞKUR and representatives of social actors to increase their knowledge on at least European Employment Strategy, employment policies of the Member States (best practices), urgent employment policy measures in case of global economic crisis and the Member States practises in designing employment policies. The library of the MoLSS will be restructured within the aim of establishing a resource centre to assist designing employment policies. In order to increase coordination between MoLSS and Ministry of Industry and Trade regarding designing employment policy, an innovative model (through a policy paper) will be developed by a national conference. Furthermore, internship facilities will be provided in European Agencies (Eurofound, Cedefop, ETF etc.) and institutions to the staffs of MoLSS, İŞKUR and representatives of social actors to make them get experience regarding employment issues (30 people in total; 20 from İŞKUR, 5 from MoLSS and 5 from social partners). Lastly, sectoral and thematic researches will be conducted which will be used in making employment policies both at national and local level.

In this operation, all of these activities will be conducted through service and supply contracts.

As regards regional focus, the Operation will be implemented both at national level and in eligible 12 NUTS II regions (15 growth centres and hinterlands), as mentioned before. The regional focus of each activity is provided in the table below (Please see the Activities section for the number of activities-5.i):

Table- 2: The location of the activities:

Number of Activity	National Level	15 Growth Centres	Hinterlands
1.1.		*	*
1.2.		10 growth centre	20 hinterlands
1.3.		*	

1.4.		Abroad	
1.5.		Abroad	
2.1.		*	
2.2.	*		
2.3.	*		
2.4.	*		
2.5.	*		
2.6.	*		
2.7.	*		
3.1.		*	
3.2.		Abroad	
3.3.		*	*
3.4.		*	
3.5.	*		
3.6.	*	*	*
3.7.	*		
3.8.	*		
3.9.	*		
3.10.	*		
4.1.	*		
4.2.		*	
4.3.		*	
4.4.		*	
4.5.	*		
5.1.	*	*	*
5.2.	*	*	
5.3.		*	
5.4.		*	*
6.1.		*	*
6.2.	*	*	*
6.3.		*	
7.1.	*		
7.2.	*		
7.3.	*		
7.4.		Abroad	
7.5.	*		

5.h Results with measurable indicators:

1. The institutional capacity of İŞKUR provincial directorates is improved to deliver better public employment services in 43 provinces.

- 1.1. İŞKUR provincial offices are modernised and become user-friendly to provide customer-focused public employment services
- 1.2. İSKUR staff in newly established model offices increase their knowledge/abilities on job search methods, customer relations and managerial skills.

2. Labour Market Information System of İŞKUR is improved.

- 2.1. İSKUR staff increase their knowledge/abilities on conducting labour market analyses.
- 2.2. İSKUR and MoLSS staff at central level responsible for IT related issues increase their knowledge/ability on Software development training, Security Training, Database Training, and Network Training.
- 2.3. Software relating to labour market information system of İŞKUR is improved and implementation of software quality standard is ensured.
- 2.4. Internet based services of İŞKUR is improved.

3. Guidance services of İŞKUR regarding job, vocation, career and public employment services are improved in eligible 12 NUTS-II regions.

- 3.1. İSKUR staff at provincial levels increase their knowledge/abilities on job and vocational guidance services.
- 3.2. İSKUR staff at central level increase their experiences regarding the functioning of successful job and vocational guidance services.
- 3.3. The unemployed people benefit from job and vocational guidance services and increase their knowledge on job and career perspectives.
- 3.4. Consultancy services regarding all the public employment services provided by different institutions are improved in 12 NUTS II regions.
- 3.5. İŞKUR staff responsible for designing the Turkish Occupational Dictionary increase their knowledge/abilities on ISCO 2008 to adopt Turkish Occupational Dictionary.

4. A model to monitor active labour market policies is elaborated to increase efficiency of the policies.

- 4.1. İSKUR and MoLSS staffs at provincial levels increase their knowledge/abilities on monitoring ALMP.
- 4.2. The effective ALMP measures are determined in the 15 growth centres.
- 4.3. The sustainability of monitoring of ALMP is ensured through cooperation with Provincial Employment and Vocational Training Boards.

5. Better functioning of the Provincial Employment and Vocational Training Boards is ensured to envisage, implement and monitor tailor-made employment policies in eligible 12 NUTS II regions.

- 5.1. The members of Provincial Employment and Vocational Training Boards and the experts working with these Boards in cooperation increase their knowledge/ability regarding employment issues.
- 5.2. The quality and quantity of the reports, policy documents and actions produced by the Provincial Employment and Vocational Training is increased.

6. Access in services to the services İŞKUR is increased.

- 6.1. The visibility of İŞKUR is improved and partnership with other institutions is improved.
- 6.2. The registration rate to İŞKUR is increased.

7. Policy making capacity of MoLSS, İŞKUR and social actors regarding employment issues is increased.

- 7.1. The staffs of MoLSS, İŞKUR and representativeness of social actors increase their knowledge on European Employment Strategy, employment policies of the Member States (best practices), urgent employment policy measures in case of global crisis and the Member States practises in designing employment policies.
- 7.2. A research centre in the library is at the disposal of MoLSS to assist the staff designing employment policies.
- 7.3. Cooperation and coordination between MoLSS and Ministry of Trade and Industry is increased regarding designing employment policies.
- 7.4. Knowledge is accumulated through researches at sectoral and thematic level.

➤ The main result indicators of this Operation are:

- 7.7% increase in the placement rates of İSKUR.
- Increase in the number of unemployed people counselled.

5.i Activities:

1. The institutional capacity of İŞKUR provincial directorates is improved to deliver better public employment services in eligible 12 NUTSII regions.

- 1.1. Revising and adapting provincial action plans for model offices.
- 1.2. Providing necessary materials and equipments in the provinces for implementing the above mentioned action plans to establish the model offices.
- 1.3. Delivering the necessary trainings to İSKUR staff at provincial level in 43 provinces in eligible 12 NUTS II regions on job search methods, customer relations and managerial skills.
- 1.4. Organizing exchange programs for the staff of model offices newly established which should take place in the public employment services of EU member states.
- 1.5. Organizing study visits to EU member states with the participation of İSKUR staff from newly established model offices in eligible 12 NUTS II regions.

2. Labour Market Information System of İŞKUR is improved.

- 2.1. Delivering trainings to the staff of the Provincial Directorates of İŞKUR on conducting labour market analyses to ensure sustainability of labour market analyses.
- 2.2. Publishing the labour market analyses and informing the relevant institutions both at local and national level through a conference and dissemination of publications about the results of these analyses.
- 2.3. Delivering trainings to the staff of the General and Provincial Directorates of İŞKUR and MoLSS responsible for IT related issues on Software development training, Security Training, Database Training, and Network Training.
- 2.4. Carrying out software development activities in order to improve web services for employers for easing job advertisement and staff search through internet.
- 2.5. Providing consultancy services to ensure implementation of software quality standard in İŞKUR to increase effectiveness of Software Development Process.
- 2.6. Providing Software Source Code Analysis products and service.
- 2.7. Providing functional and regression tests, load and performance tests, management tool for Performance and Test Management.

3. Guidance services of İŞKUR regarding job, vocation, career and public employment services are improved in eligible 12 NUTS-II regions.

- 3.1. Delivering trainings to the staff of İŞKUR responsible for job and vocational guidance services in provincial directorates in eligible 12 NUTS II regions.
- 3.2. Organizing study visits to EU Member States with the participation of İŞKUR staff at central level responsible for job and vocational guidance services.
- 3.3. Providing and diversifying necessary materials and equipments to improve the quality and enlarge the target group of job and vocational guidance services in the selected provinces in 12 NUTSII regions.
- 3.4. Conducting need analyses for the young people benefiting from job and vocational guidance services in 15 growth centres.
- 3.5. Establishing a database based on the need analyses.
- 3.6. Collecting all the information related with the public employment services which are already provided or planned to be provided by different national/local institutions.
- 3.7. Publishing consultancy guidelines to be delivered to the unemployed people.
- 3.8. Providing trainings to the staff of İŞKUR responsible for preparing and revising Turkish Occupational Dictionary.
- 3.9. Providing necessary materials in revising Turkish Occupational Dictionary to get the necessary documents (ISCO-2008).
- 3.10. Exchanging best practices regarding occupational dictionary by conducting meetings with foreign experts in this area.

4. A model to monitor the impact of active labour market policies is elaborated to increase efficiency of the ALMP.

- 4.1. Developing a model to monitor the impact of active labour market policies.
- 4.2. Testing this model in the 15 growth centres.
- 4.3. Preparing an impact report on ALMP based on the results of this monitoring process.
- 4.4. Delivering trainings to the İŞKUR staff on the usage of this model.
- 4.5. Organizing meetings to inform the members of the Provincial Employment and Vocational Training Boards in eligible 12 NUTS II regions on the presentation of this model to ensure sustainability.

5. Better functioning of the Provincial Employment and Vocational Training Boards is ensured to envisage, implement and monitor tailor-made employment policies in eligible 12 NUTS II regions.

- 5.1. Preparing a training module for the members of Provincial Employment and Vocational Training Boards and the expert staff of relevant institutions, such as, İŞKUR, MoLSS, MoNE and social partners who will work with the Boards in cooperation. In this regard, the main training issues will be:
 - Policy making strategies
 - European Employment Strategy
 - Basic Macro economy (Economic growth, labour market, employment, unemployment etc.)
 - Basic statistical terms and programs
 - Vocational training and the linkage between labour market and education
 - Labour Market analyses

- Preparing modular programs in line with labour market needs

This list is not an exhaustive list and can be updated in line with the needs.

- 5.2. Providing training and guidance services to the members of Provincial Employment and Vocational Training Boards in line with the training module.
- 5.3. Conducting an evaluation study including the best practises on the implementation of the new Regulation in the 15 growth centres (1 evaluation study).
- 5.4. Establishing ‘working groups’ (not member of Boards but independent experts and staff) to support and ease the tasks of the Provincial Employment and Vocational Training Boards in 43 provinces trough preparing strategic policy papers, making researches and analyses regarding the employment and vocational training issues.

6. Access in services to the services İŞKUR is increased.

- 6.1. Organizing “Communication Campaigns” (including man-to-man advertisement to the households) to make people aware of the services of İŞKUR in eligible 12 NUTSII Regions.
- 6.2. Providing necessary advertisement materials, equipments (brochures, short movies, leaflets etc.) to increase awareness level regarding İŞKUR services and promote partnership with other actors particularly municipalities.
- 6.3. Providing trainings to the staff in partner institutions, such as, municipalities

7. Policy making capacity of MoLSS, İŞKUR and social actors regarding employment issues is increased.

- 7.1. Delivering trainings to the staffs of MoLSS, İŞKUR and representativeness of social actors increase their knowledge on European Employment Strategy and the alignment of Turkey (including peculiar characteristics of labour market), employment policies of the Member States (best practices), urgent employment policy measures in case of global crisis and the Member States practises in designing employment policies, analysing statistical data.
- 7.2. Restructuring the library of the MoLSS within the aim of establishing a research centre to assist designing employment policies.
- 7.3. Making a conference and establishing a work group to elaborate an innovative model (through a policy paper) to increase the coordination of the MoLSS and Ministry of Industry and Trade regarding designing employment policy to increase the cooperation and coordination among them (The Ministries of Enterprise, Trade and Employment of EU Countries can be used as an input of this model).
- 7.4. Providing internship in European Agencies (Eurofound, Cedefop, ETF etc.) and relevant institutions to the staffs of MoLSS, İŞKUR and representativeness of social actors to make them get experience regarding employment issues.
- 7.5. Conducting researches at thematic and sectoral level on these issues:
 - o Sectoral analysis (such as tourism, IT, textile, food, energy) in terms of different dimensions such as working time, gender distribution, wage and registration
 - o Sectoral analysis to identify promising occupations and employment creation capacity of sectors

- Impact of employment subsidies, such as %5 premium reduction and subsidies for young people and women, on creation of employment (empirical analysis)
- Suitable flexicurity pathways for Turkey;
- Profiles and problems of flexible workers (part-time workers, fixed-term workers etc.)
- The trend in job search ways (private employment agencies, İŞKUR, web sites, career centres in universities etc.) for university graduates, secondary school graduates and those who are already working but looking for jobs
- Long term unemployment in Turkey (both qualitative and quantitative)
- Thematic resource packages on employment including literature reviews and gap analysis in Turkey (such as flexibility, undeclared work, gender equality)

6. Implementation arrangements

6.a Institutional framework:

The overall management of the project will be ensured by:

- Operation Coordination Unit (OCU)
- Senior Representative of the Operation Beneficiary (SROB) from İŞKUR
- Operation Steering Committee (OSC)
- Local Operation Coordinator (LOP)

İŞKUR will establish an Operation Coordination Unit (OCU), which will be adequately staffed and will provide the use of all necessary premises and logistical support (office space, furniture, access to telephone, fax etc.) This unit will be composed of a Central Operation Coordinator (COC) and up to 6 experts from the relevant departments in İŞKUR. In fulfilling its tasks, the OCU will be supported by international and local consultants and will benefit from several training sessions delivered within the programme. Existence of a professional and stable structure for OCU staff is a crucial factor for the timely and proper implementation of the Operation. OCU will function in close cooperation with the Technical Assistance Team, at least at a weekly meeting.

The Operation will be implemented under the supervision of İŞKUR Deputy General Director, acting as Senior Representative of Operation Beneficiary (SROB), assisted by two Deputy Senior Officers selected among the Heads of the relevant İŞKUR Departments. The SROB will act as the formal representative of İŞKUR and will assume overall responsibility for the successful implementation of the project cooperating with the consultant and ensuring that the consultant performs the tasks in accordance with the pre-defined deadlines and to the standard of quality required. He/she will formally approve the reports of the Consultant, the technical documents, payments requests/invoices prior to financial check and payment by CFCU (“read and approved”), requests of the Consultant regarding recruitment of non-key and short term experts. He will provide the coordination with other departments within his/her Ministry for the development and proper implementation of project.

In addition, in each İŞKUR provincial office where the Operation will be implemented, one staff will be appointed as the Local Operation Coordinator (LOP) and will be responsible to both İŞKUR Provincial Director and to OCU’s Head.

Within the context of this organization, a Steering Committee will be established to guide İŞKUR in problems revealing during the project implementation phase, to control operation, to advise on

implementation strategy, to accelerate cooperation between İSKUR and policy makers, to ensure consistency between activities and objectives and to strengthen links between project components. The senior representatives of Ministry of Labour and Social Security (ÇSGB), Central Finance and Contracting Unit (CFCU), Ministry of National Education (MEB), Secretariat General for E.U Affairs (ABGS), State Planning Organisation (DPT), Undersecretariat of Treasury, Turkish Statistical Institute (TÜİK), Board Small and Medium Sized Business Development Organization (KOSGEB), Turkish Trade Unions Confederation (TÜRK-İŞ), Hak-İş Trade Unions Confederation (HAK-İŞ), Confederation of Progressive Trade Unions of Turkey (DİSK), Turkish Confederation of Employers' Association (TÜRK-İŞ), The Union of Chambers and Commodity Exchanges of Turkey (TOBB), The Confederation of Turkish Artisans and Craftsman (TESK) and Delegation of the European Commission to Turkey will take part in the Steering Committee. Representatives of other relevant institutions, local authorities, experts, and NGOs may be invited to meetings of the Committee when needed. It will meet twice a year. Organization of the meeting will be conducted by TAT in coordination with İŞKUR.

6.b Proposed monitoring structure and methodology:

Moreover, Technical Assistance Team (TAT) and OCU of İSKUR will meet at least once a week to discuss issues related with project implementation. OCU will organize a monthly meeting including IPA Management Department (OS), Delegation of the European Commission to Turkey, TAT and senior representatives of İSKUR. OCU ensures execution of the Operation in coordination with all related stakeholders.

In addition, site visits will be conducted on sample activity base in order to monitor the operation with the participation of the MoLSS, İŞKUR and Central Finance and Contracting Unit. The TAT shall ensure flow of any kind of information during the desk checks and site visits.

All the responsibility in terms of Operation belongs to the Operating Structure. Accordingly, the OS cooperates with the main beneficiary (İŞKUR) in monitoring the implementation of the contracts and any other aspects with relevance to the implementation of the Operation, including preparation and delivery of the progress reports on the implementation of the Operation. These reports will be written in accordance with the form forwarded by the CFCU, as well as monthly, quarterly and final reports, and any other information about the implementation of projects under the Operational Programmes.

6.c Required procedures and contracts for the implementation of the operation and their sequencing:

The CFCU will be Implementing Agency and responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of operation activities.

Contracts	Call for Tendering	Signing contract	Contract Completion
Service Contract	QR4 2009	QR4 2010	QR2 2013
Supply Contract	QR4 2010	QR2 2011	QR2 2012

7. Risks and assumptions:

Assumptions underlying the operation intervention are:

- Effective coordination and cooperation among all relevant parties is ensured.
- The target groups are willing to take part in the project activities, i.e. the staff is willing to participate to trainings.
- Awareness on the importance of Public Employment Services is at a desired level.
- Regular implementation of relevant administrative measures necessary for the implementation of the Operation. i.e. appointing the permanent staff to İŞKUR.
- Continuation of Senior Representative of Operation Beneficiary and senior level commitment of İŞKUR is sustained during the implementation of the operation.

Risks presumed in the Operation are:

- Lack of adequate commitment to the operation by all relevant partners.
- Lack of coordination and cooperation among relevant institutions and organizations.
- Insufficient participation in the trainings and other activities of the Operation.
- Delays in the process of administrative measures

8. Expected impact of the operation on the target group and multiplier/spill over effects:

The main expected impact of the operation on public employment services will be improving their quality and efficiency by increasing access to labour market information, effectiveness of job brokerage services and matching services between the labour market demand and supply.

Multiplier/spill over effects of the operation is the following:

- More efficient policy making process in designing national and local employment and education policies.
- Increased inter-institutional coordination and partnerships mechanisms for increasing effectiveness of PES.
- More reliable data on labour market at the disposal of relevant institutions in designing economic policies.
- Increased public awareness regarding the functions of public employment services.
- Increased social welfare both at national level and in eligible 12 NUTSII regions by attracting more people in employment

9. Sustainability:

The sustainability of the Operation will be ensured, first of all, through model offices established in the Operation and the staff who obtained necessary abilities and knowledge thanks to different kinds of trainings. The established new institutional capacity will trigger new approaches in providing PES even in the wake of the Project.

Secondly, sustainability of the operation will be ensured through revising and maintaining the models, namely ALMP monitoring model and labour market information system which would be put forward in this operation. In this way, labour market information databases and labour market analyses will be periodically updated.

Thirdly, the Provincial Employment and Vocational Training Boards, which would be strengthened in the Operation, will continue to design and implement local employment policies. In fact, the recently passed law 5763 attributes to these boards many tasks including conducting labour market analyses, monitoring ALMP, ensuring the linkage between the labour market demand and supply.

The main financial resource in ensuring sustainability of the Operation will be the budget allocated to İŞKUR by the recently passed law 5763. This operation will introduce innovative actions and policy options to particularly İŞKUR provincial directorates, Provincial Employment and Vocational Training Boards to implement the tasks and use the budget effectively attributed by the law 5763.

10. Horizontal Issues:

The operation will take into consideration of the horizontal issues referred in HRD OP. As regards *equal opportunities*, the principle of ensuring equal access to services for men and women will be ensured during the implementation of the operation. Active efforts will be undertaken to encourage women's participation and obstacles to their participation will be removed. When it comes to recruiting personnel for this operation, there will be no discrimination based on sex, race, or religion and objective selection criteria will be used in this process.

As regards *sustainable development and environmental protection*, even though they do not fall directly within the scope of the Operation, the Operation will make references to these issues whenever appropriate.

As regards *participation of civil society*, partnership approach is a key approach taken into consideration in envisaging the main activities of the Operation. The participation of the social partners will be ensured particularly in the activities within the realm of Provincial Employment and Vocational Training Boards. By nature, the environment within which the PES operates is largely determined by other public and private sector bodies, including the social partners. In this regard, their participation is crucial to achieve the expected results.

As regards *geographical, sectoral and thematic concentration*, Operation will be implemented at national level and in eligible 12 NUTS II regions (15 growth centers and hinterlands), as mentioned before. The thematic focus of this operation will be the quality of Public Employment Services. In this respect, the Operation will achieve geographical and thematic concentration.

As regards *disadvantaged persons*, their participation will be encouraged and obstacles to their participation will be removed. Particularly, the access of the disadvantaged persons will be taken into consideration in activities to modernize the local offices of İŞKUR and communication campaigns of İŞKUR.

As regards *good governance*, that issue will be a permanent concern of the Operation at all stages and levels. All administrative procedures concerned with the award of contracts will strictly follow the EC standardized rules and procedures, namely those prescribed under the relevant PRAG. Lastly, but not least transparency of procedures and results will be sought at all times.

11. Links with other IPA component measures:

This operation is linked with IPA component III on “Regional Competitiveness” and particularly with the measure M.1.1 of the RC OP which aims to improve employment by increasing the occupancy ratio inside the business sides. The improvement of public employment services will serve Business Centers and Organized Industrial Zones by facilitating to meet their labour force needs.

Total Budget of the Operation: 12.500.000 €