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Workplace Compliance through Labour Inspection Guidance and Social Dialogue

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Acronyms

DISK	: Confederation of Progressive Trade Unions of Türkiye
e-ITOS	: e-Signed Labour Inspection Automation System
EU	: European Union
EUD	: Delegation of the European Union to Türkiye
HAK-IS	: Hak-Is Trade Union Confederation
ILO	: International Labour Organization
ILO CEACR	: ILO Committee of Experts on the Application of Conventions and Recommendations
ILS	: International Labour Standards
ITC ILO	: International Training Centre of ILO
IPA III	: Instrument for Pre-Accession Assistance (III)
LMS	: Learning Management System
MoLSS	: Ministry of Labour and Social Security
OECD DAC	: OECD Development Assistance Committee
OSH	: Occupational Safety and Health
PCU	: Project Coordination Unit
PMT	: Project Management Team
SDG	: Sustainable Development Goals
TURKSTAT	: Turkish Statistical Institute
TISK	: Turkish Confederation of Employer Associations
TURK-IS	: Confederation of Turkish Trade Unions
UN	: United Nations

Executive Summary

The project "Workplace Compliance through Labour Inspection Guidance and Social Dialogue" aims to support workplace compliance and enhance safety culture by using social dialogue as the mode of operation in five provinces in Türkiye (Ankara, Istanbul, Bursa, Izmir, and Adana). It is jointly implemented by ILO Türkiye and the Directorate of Guidance and Inspection (hereinafter referred to as "the Directorate") under the Ministry of Labour and Social Security (MoLSS). Project implementation began in March 2023 and is expected to end in March 2026 (36 months). The European Union provides the funding, and the 3-year project budget is set at EUR 2,513,000.

This independent mid-term evaluation is conducted for the ILO Office for Türkiye and assesses results and lessons learned through March 2025. The evaluation collected and analyzed evidence on two main pillars: enhancing the Directorate's institutional capacity and strengthening guidance services to foster workplace compliance. The evaluation results intend to inform the primary stakeholders, the ILO Office for Türkiye, the MoLSS and the Directorate, the Delegation of the European Union to Türkiye (EUD), as well as national and social partners, such as the workers' and employers' organizations, in particular, Turkish Confederation of Employer Associations (TISK), Confederation of Turkish Trade Unions (TURK-IS), Hak-Is Trade Union Confederation (HAK-IS) and Confederation of Progressive Trade Unions of Turkey (DİSK).

The evaluation focused on two core areas—strengthening the Directorate's capacity and promoting decent work. Using a sequential mixed-methods design, the evaluation combined a desk review with field visits to Ankara and Adana, supplemented by online interviews in Bursa, Izmir, and Istanbul. A short survey instrument was distributed to the labour inspectors who could not be personally interviewed due to the unexpected one-week holiday. Overall, thirty-two key informants, including labour inspectors, social partners, the EUD, and the Project Management Team, contributed to the evaluative process. The resulting evidence was assessed with respect to the OECD/DAC criteria: relevance, coherence, effectiveness, efficiency, and potential sustainability, in addition to the cross-cutting issues of tripartism/social dialogue, the promotion of International Labour Standards (ILS) and normative work, environmental sustainability, disability inclusion, and gender-supportive practices.

Main Findings

The evaluation finds that the project is strongly driven by national demand and ownership. The Directorate initiated the project design and demonstrated strong engagement throughout implementation. Key strengths of the project include an effective social dialogue mechanism, strong project coordination, valuable training using localized content from the International Training Centre of the ILO (ITC ILO), the development of a Learning Management System (LMS), and improved public visibility of labour legislation and compliance requirements.

Relevance

The project is highly relevant to Türkiye's labour-market priorities, as reflected in the National Development Plan (2019–2023), the National Employment Strategy (2014–2023), and the MoLSS Strategic Plan (2024–2028). It supports decent work for men and women, enhances compliance, and focuses on labour-intensive sectors where risks and vulnerabilities are pronounced. The project is also

aligned with the EU's Strategic Framework on Health and Safety at Work (2021–2027), which emphasizes shared responsibility for workplace safety.

At the global level, the project supports the ILO Programme and Budget Outcomes on social dialogue, labour administration, and protection at work. Its strong grounding in ILS and alignment with the ILO's Strategic Compliance Framework reinforce its relevance to the broader decent work agenda. The project also responds to CEACR observations calling for timely reporting, expanded inspection capacity, and strengthened data collection, underscoring its ongoing alignment with normative frameworks.

Coherence

The project integrates inspection and guidance functions using the Strategic Compliance Model and the Guidance Action Model, ensuring synergy rather than duplication. The project has effectively adapted ITC ILO training materials for national use, reinforcing a unified capacity-building approach and supporting the Directorate's strategic priorities, particularly the development of an LMS.

Externally, the project complements ILO Standards, EU Acquis, and national labour strategies, making it highly coherent within the international and domestic policy landscape. Partnerships have been strong from the outset, with workers' and employers' organizations, the EUD, and labour inspectors actively shaping project direction. Collaboration with ILO headquarters experts on Occupational Safety and Health (OSH), new forms of employment, and inspection models has enabled the translation of international best practice into locally relevant solutions.

Effectiveness

A cornerstone of the project's effectiveness is its productive use of tripartite social dialogue. By bringing together labour inspectors, workers' and employers' organizations, and academics, the project has strengthened mutual understanding of compliance responsibilities and built trust among workplace actors. Workshops and capacity assessments were tailored to local needs, resulting in training content that is contextually relevant and participatory.

The project supports Türkiye's labour inspection system in two major ways. First, it aligns with ILO Convention No. 81 through its Theory of Change. Second, it mobilizes social dialogue as a mechanism for setting and promoting workplace norms. Its design is responsive to the Committee of Experts on the Application of Conventions and Recommendations (CEACR), particularly regarding data collection capacity. The planned e-Signed Labour Inspection Automation System (e-ITOS system) is expected to deliver timely, disaggregated administrative data to support evidence-based planning.

Gender equality is mainstreamed throughout training and inspection guidance workshops. The project addresses gender gaps and supports inspectors in enforcing equal pay, non-discrimination, work-life balance, and protection from violence and harassment. Training includes techniques for interviewing women workers and uses ITC ILO's specialized modules. The project also promotes better working conditions for women labour inspectors, although gender-related labour-market results will only be observable after the completion of inspection cycles.

While no direct environmental impact has been identified, improvements in OSH practices are likely to support small- and medium-enterprises in adapting to the green transition. Due to timing constraints, the

evaluation could not assess effects on vulnerable groups such as migrant workers or persons with disabilities; activities targeting these groups are scheduled for the remainder of the project.

Efficiency

The project demonstrates strong efficiency in its management structure, resource allocation, and implementation processes. The Directorate-led Project Coordination Unit and the ILO's Project Management Team collaborate effectively, meeting regularly to track progress and manage risks. Despite initial delays, financial and human resources have been used efficiently. ITC ILO's contribution—particularly the development of a 14-module advanced labour inspection course, translated materials, and blended training—delivered a cost-effective and scalable capacity-building solution. The transition to the nationally owned e-ITOS system and the parallel development of the LMS ensured continuity without disrupting workflows.

Sustainability and Potential Impact

Sustainability prospects are strong due to remarkable national ownership, digital investments, and the integration of project tools into the Directorate's workflow. The LMS encourages a culture of continuous learning, while improved data workflows will help institutionalize evidence-based decision-making. Maintaining and updating digital systems—including the LMS and the future e-ITOS—will require ongoing commitments, though national funding shows promising signs of long-term engagement.

Capacity-building activities, including social media visibility efforts and publications, support sustained behavioural change among workers and employers. Over time, these efforts can influence workplace practices beyond the project's immediate beneficiaries. Addressing systemic labour-market issues such as informality will be necessary for long-term impact.

The partnership between the ILO Office for Türkiye and the Directorate has enhanced procedural digitalization, strengthened networks of labour inspectors, and helped align national practices with global standards. Sustainability will depend on continued technical engagement, regular updates of online systems, and strengthened collaboration between national and international stakeholders.

Conclusion

The evaluation collected evidence from the Directorate's five regional offices and assessed two core areas: strengthening institutional capacity and promoting decent work through enhanced guidance services. Using a sequential mixed-methods approach, the evaluation finds strong alignment with national priorities, effective use of tripartism and social dialogue, and significant progress in digital transformation—including the development of the Learning Management System.

Conclusion 1. Integrated institutional strengthening: The project design fully supports the Directorate through capacity-building activities, online tools, and communication strategies that reinforce one another. The ILO and ITC ILO frameworks ensure that improvements in workplace compliance are evidence-based and aligned with global standards.

Conclusion 2. Social dialogue driving decent work: Social dialogue has built trust and shared accountability among inspectors, workers, and employers. Workshops, blended training, and non-

compliance analysis have strengthened technical capacity, while public outreach is improving awareness of labour standards.

Conclusion 3. Participatory dialogue and gender-responsive practices: Gender equality is embedded through training on equal pay, non-discrimination, and violence/harassment. Future activities will enhance evidence on environmental sustainability.

Conclusion 4. Optimizing resources through online tools and partnerships: Online innovations and ITC ILO blended learning improved efficiency and demonstrated strong scalability. Multi-stakeholder consultations and adaptive management strengthened long-term institutional capacity.

Conclusion 5. Sustainability through national ownership and digital systems: Strong national ownership and sustained online investments ensure long-term viability. Integration of online tools with the workflow of labour inspectors creates a foundation for evidence-based inspection and future policy planning.

Conclusion 6. Sustainability through outreach and inclusion. The project activities supporting the Directorate's social media outreach and visibility efforts strengthen behavioural change among workers and employers by fostering understanding of responsibilities and obligations regarding workplace compliance.

Conclusion 7: Key Challenges to Long-Term Effectiveness and Policy Impact: Two challenges may limit long-term impact. First, the Non-compliance Analysis and Market Systems Analysis must be finalized and peer-reviewed to ensure policy relevance. Second, sustaining the learning management system requires a clear long-term maintenance and update plan. Dedicated resources and institutional integration will be essential to keep the platform functional.

Lessons learned from the project

High-level national buy-in: Securing high-level national buy-in is essential in Türkiye, where informal employment and the exclusion of vulnerable workers make ensuring workplace safety particularly complex. Delivering guidance services at the local level addresses a need identified by the national partner and directly responds to national priorities. Strong engagement by the national partner provides a solid foundation for institutional sustainability beyond the project's life.

Social dialogue as an effective development tool: Social dialogue is a powerful tool for promoting cooperation, building trust, and fostering shared commitment among labour inspectors, workers' and employers' organizations, and academics. The project effectively used social dialogue as a platform to design workshops and interactive sessions that engaged stakeholders in constructive discussions on workplace compliance, strengthened mutual understanding, shared good practices, and identified practical, locally relevant solutions.

Public dissemination of labour standards: Public dissemination of labour standards through accessible channels, including social media, can greatly expand outreach and improve workers' understanding of workplace compliance. Although the evaluation could not identify quantitative markers, the key informants reiterated the potential to inform a broader segment of the workforce, including those outside traditional institutions or workers' and employers' organizations.

Emerging good practices

Social dialogue as a tool for encouraging cooperation and networking: Encouraging collaboration and networking among diverse stakeholders—including employers, workers, academics, and international experts—supports sustainable improvements in workplace compliance. Project partners and beneficiaries recognize the value of social dialogue in understanding workplace partners' obligations, with the ILO Office for Türkiye playing a supportive role in promoting future practices.

Design of the guidance services: Guidance services that combine field-level insights with structured training and communication proactively support workplaces. Delivering guidance before formal inspections allows employers to understand their obligations and shifts the focus from punitive enforcement to capacity building. This approach improves inspection quality, increases employer engagement, and fosters long-term behavioral change, particularly in Türkiye's complex context of informal employment.

Recommendations

Recommendations 1 to 3 are for the Directorate of Guidance and Inspection Services

Recommendation 1: The Directorate of Guidance and Inspection Services should continue developing practical, user-friendly tools and communication materials tailored to small- and medium-enterprises, vulnerable workers, and sectoral actors. The ILO Project team, in cooperation with the Directorate, is well-positioned to disseminate the public outreach activities through online and traditional channels in close collaboration with social partners' social media platforms. This recommendation is derived from Conclusions 4, 5, and 6 and is high-priority, low-cost, and short-term.

Recommendation 2: The Directorate should develop a clear strategy to maintain and regularly update the Learning Management System. A structured upkeep plan will ensure the system remains a reliable, current, and sustainable resource for inspectors and stakeholders. This recommendation is derived from Conclusions 2, 5, and 6 and is high-priority, medium-cost, and long-term.

Recommendation 3: The Directorate should finalize the review of foundational studies. The Directorate should finalize the feedback process for the Non-compliance Analysis and the Market Systems Analysis, and open them for peer and international review. A transparent, participatory review process will strengthen the credibility, relevance, and policy impact of these studies. This recommendation is derived from Conclusions 1, 4, and 6 and is high-priority, low-cost, and short-term.

Recommendations 4, 5, and 6 propose actions for the ILO Project Team to sustain momentum in the second phase.

Recommendation 4: The ILO Project Team should expand and deepen social dialogue. The project team should consider broadening social dialogue by inviting enterprises with strong compliance practices to share lessons. By integrating feedback from the Directorate's five regional offices, the activities can better engage underrepresented workers. When possible, the ILO Project team could consider extending the duration of workshops to two or three days. This recommendation is derived from Conclusions 2 and 3, and is low-priority, medium-cost, and short-term.

Recommendation 5: The ILO Project team should seek international and national expertise in mainstreaming administrative data collection. The support extended to the Directorate in integrating gender-, region-, and sector-disaggregated data systems will provide tools and technical assistance for analysis to inform policy and ensure inclusive coverage. This recommendation is derived from Conclusions 1, 4, and 5 and is high-priority, medium-cost, and long-term.

Recommendation 6: The ILO Project team should seek pathways to collaborate with the Delegation of the European Union to Türkiye to scale successful tools and approaches across regions and sectors, maximizing long-term impact on decent work and labour governance. This recommendation is derived from Conclusions 2, 5, and 6, and is low-priority, low-cost, and long-term.

Introduction

The Turkish labour market indicators show progress and persistent challenges that demand strategic action. The latest statistics on the Turkish labour market indicate that in March 2025, the overall employment rate reached 49.2%, but it differs by gender: 66.9% for men and 31.9% for women. The youth unemployment rate (ages 15-24) is recorded as 15.1%, remaining a concern for the labour market.¹ While overall employment figures show improvement, stark gender disparities and a notable youth unemployment rate reveal deep-seated inequalities that impinge on the nation's full economic potential.

This evolving landscape, characterized by a significant shift towards wage employment and the persistent presence of a large informal self-employment sector, particularly among women, underscores the complexities of ensuring decent work for all. Consider the following: The share of wage and salary workers in Türkiye has increased over the past two decades, reflecting a structural shift in the labour market. In 2002, wage earners accounted for approximately 49.7% of total employment, rising to 68.4% by 2019. More recent data indicate that the proportion of employees in wage employment reached around 70.5% by 2021. In contrast, self-employment remains a substantial part of the Turkish labour market but has a declining relative share compared to wage employment. Self-employment accounts for roughly one-fifth (20%) of total employment, with a significant share concentrated in the informal sector, particularly in agriculture. Furthermore, self-employed workers are more likely to be informally employed, with about 65.5% lacking social security coverage, compared to around 20% among wage earners. For women, self-employment accounts for approximately 90% of informal employment, particularly in agriculture, where informal self-employment is the dominant form.²

Compounding these issues, Türkiye, unfortunately, has high occupational fatality rates, with over 1,920 worker deaths in 2022, averaging 5.2 deaths per day.³ According to Social Security Institution statistics, in 2023, the total number of fatal occupational accidents was 1,972, and the total number of occupational diseases reported was 946. The construction, mining, and agricultural sectors are among the highest-risk sectors. Workers in these sectors, informal workers, non-unionized workers, migrants, and children, are

¹ TUIK, Labour Force Statistics, March 2025, available at <https://data.tuik.gov.tr/Bulten/Index?p=Labour-Force-Statistics-March-2025-54061&dil=2>

² Central Bank The Central Bank of the Republic of Türkiye TCMB Inflation Reports <https://www.tcmb.gov.tr/wps/wcm/connect/EN/TCMB+EN/Main+Menu/Publications/Reports/Inflation+Report/2025/Inflation+Report+2025+-+I>

³ MoLSS “‘İş Sağlığı ve Güvenliği İstatistikleri’” 2022 report available at <https://www.csgb.gov.tr/%C4%B1statistikler/calisma-hayati-%C4%B1statistikleri/resmi-%C4%B1statistik-programi/calisma-hayati-%C4%B1statistikleri/>

vulnerable to occupational accidents. The Occupational Health and Safety (OHS) Act No. 6331⁴, enacted in 2012, sets out comprehensive duties for employers, including risk assessments, health surveillance, accident reporting, and worker participation in safety committees.

The premise that effective labour guidance and inspection systems are crucial for ensuring compliance with labour laws and promoting decent working conditions establishes a fundamental pillar for an equitable labour market. However, labour inspection and guidance systems worldwide face increasing challenges in effectively enforcing labour legislation due to evolving work dynamics, including the rise of small enterprises, shifting production structures, increased flexible work, and fluctuating employment, especially in the post-COVID era.

In Türkiye, the Ministry of Labour and Social Security's (MoLSS) Directorate of Guidance and Inspection (hereinafter referred to as “the Directorate”) oversees scheduled and unscheduled inspections related to notifications, complaints, and other applications for the implementation of labour legislation. The mandate of the Directorate thus involves two distinct but complementary functions: inspection and guidance services. Inspection activities conducted include inspections of working hours, child labour, and informal and undocumented labour. These different objectives and legal implications under the OSH framework are primarily governed by Law No. 6331.

Inspections are conducted by trained labour inspectors with legal authority to enforce the Law. They assess workplaces, investigate accidents, and impose sanctions where necessary. Labour inspectors also provide guidance services to help workplaces understand their responsibilities and obligations under the law. This includes training sessions, informational materials, and advisory visits.

However, workplace inspections in Türkiye are limited by the low number of inspections per workplace and worker. According to a 2024 study analyzing workplace inspections from 2013 to 2022 under Law No. 6331, the number of labour inspectors in the country is very low relative to the size of the workforce and the incidence of occupational accidents.⁵

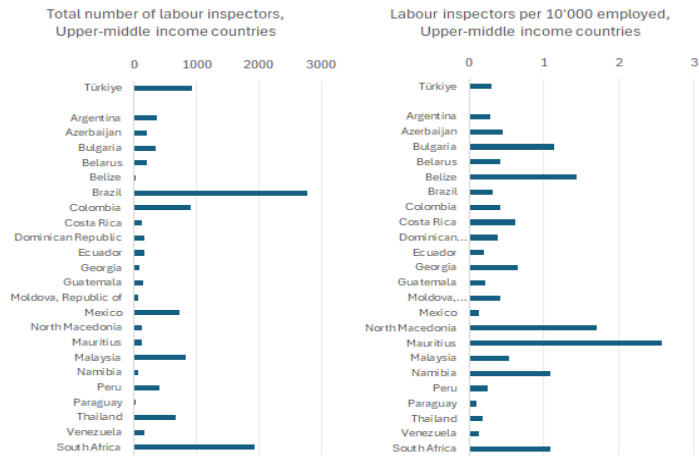
In comparison, across Europe, labour inspections have generally declined over the past decade, yet many European countries maintain inspection rates far above Türkiye's. For example, Germany and other EU countries conduct tens to hundreds of thousands of inspections annually, covering a much larger share of workplaces.⁶ The median ratio is about 0.41 inspectors per 10,000 workers in upper-middle-income countries, including Türkiye. For instance, we observe that labour inspectors per 10,000 employed fall short of Bulgaria, Georgia, and North Macedonia, among others. However, differences in how statistics are reported also affect international comparisons. Still, with relatively low levels of labour inspections, the effectiveness of the inspection and guidance services in Türkiye must be supported.

Figure 1: Labour inspectors, total number and per 10'000 employed, upper-middle income countries

⁴ Towards a Safe and Healthy Growth, available at <https://www.csgb.gov.tr/Media/zysbwtlj/towards-a-safe-and-healthy-growth-law-on-occupational-health-and-safety-no-6331.pdf>

⁵ Koçali, K. (2024). Workplace Inspections in Turkey Conducted within the Scope of ILO Labor Inspection Convention. *Asya Studies-Academic Social Studies / Akademik Sosyal Araştırmalar*, 8(27), 241-254

⁶ ILO (2024) Safety in numbers: what labour inspection data tells us <https://ilostat.ilo.org/blog/safety-in-numbers-what-labour-inspection-data-tells-us/>



Data source: <https://ilostat.ilo.org/blog/safety-in-numbers-what-labour-inspection-data-tells-us/>

Project Background

To address these challenges, labour inspection services are increasingly focusing on prevention policies that emphasize the shared responsibility of employers and workers in avoiding workplace accidents, diseases, labour disputes, and unfair treatment. For this reason, the ILO Office for Türkiye and the Directorate cooperated to support the creation of a more decent work environment for all women and men in Türkiye and to address issues such as informality, poor working conditions, and weak occupational health and safety in workplaces.

The project “Workplace Compliance through Labour Inspection Guidance and Social Dialogue” was designed in response to the request of the national partner, the Directorate. Project implementation began in March 2023 and is expected to end in March 2026 (36 months). The Delegation of the European Union to Türkiye (EUD) provides the funding, and the budget for the 3-year project is set at EUR 2,513,000. The project employs a multi-pronged approach to build the technical capacity of social partners and institutions, emphasizing equality, rights-based practices, and digital transformation of inspection services. The tripartism and social dialogue principles leverage the ILO’s comparative advantage and play a pivotal role in aligning the project’s intended outcomes with the priorities of national partners and the ILO’s foundational principles.

With the partnership of the ILO Office for Türkiye, MoLSS, the EUD, workers’ and employers’ organizations, the project promotes the principle of inclusive decision-making that reflects the needs and perspectives of all stakeholders. The project activities are coordinated through the five regional offices of the Directorate located in Ankara, Istanbul, Izmir, Bursa, and Adana. The implementing partners, the Directorate, and the ILO Office for Türkiye coordinate project implementation through a joint task force, the Project Coordination Unit (PCU), which represents the Directorate, and the Project Management Team (PMT) of the ILO Office for Türkiye. The project steering committee, comprised of the MoLSS, social partners, and the EUD, assesses the project's progress.

The project is designed in alignment with national and international priorities. Türkiye's national development plans (2019–2023) prioritize decent work and labour inspections targeting informality, wages, working conditions, and child labour. Similarly, Türkiye's National Employment Strategy (2014–

2023) and the National Programme on the Elimination of Child Labour (2017-2023) underscore the importance of strengthening inspection effectiveness and institutional capacity within the MoLSS. The project aligns with the European Union Instrument for Pre-Accession Assistance III (IPA III) priority “Fostering quality employment and access to the labour market”. In parallel to the thematic priorities set for assistance, reducing the proportion of people engaged in informal employment and promoting equality and non-discrimination are also stressed as IPA III contribution areas under Window 4: Competitiveness and Inclusive Growth of IPA III Programming Framework.

The overarching aim of the project is to promote decent, full, and productive employment and advocate for a safe working environment for women and men in Türkiye. To this end, the project's logic closely aligns with key strategic frameworks of the ILO and the broader international development agenda. The project design aligns with the ILO Programme and Budget (2022–2023), supporting Outcomes 1 and 7 by strengthening tripartite dialogue, labour administration, fundamental rights at work, and occupational safety, and directly referencing Country Programme Outcome TUR158.⁷ The project remains relevant under the ILO Programme and Budget (2024–2025), supporting Outcome 2 on social dialogue and labour administration and Outcome 6 on protection at work, particularly by strengthening institutional capacity and promoting safe and healthy workplaces.⁸

The project supports the strategic objectives of the Decent Work Agenda, highlighting the central role of labour administration in safeguarding workers' rights and enabling sustainable enterprises. It is also in line with the ILO Action Plan on Gender Equality (2018–2021), which promotes the effective and inclusive delivery of gender-responsive policies through mainstreaming strategies and the empowerment of women in the world of work. As the project donor, the EUD promotes workplace compliance regulations that safeguard workers' rights and safety. Accordingly, the project aligns with the EU Strategic Framework on Health and Safety at Work (2021–2027), which emphasizes shared responsibilities of employers and employees to ensure OSH.

In addition to aligning with ILO and EU policies, the project contributes to the United Nations Sustainable Development Cooperation Framework priorities for Türkiye (2021–2025). Specifically, it supports the priority area of “*Competitive Production, Productivity and Decent Work for All*” by advancing decent, productive, and full employment and promoting safe and equitable working conditions for women and men. The project also aims to contribute to Sustainable Development Goals; this is discussed further in the findings on relevance.

Theory of Change

The theory informing the project is that providing decent work conditions for women and men in Türkiye can be built on enhancing the institutional capacity of the Directorate and social partners, strengthening guidance services, expanding the knowledge base on decent work deficits, and the role and future of labour inspection.

⁷ ILO (2022) Programme and Budget for the biennium 2022–23, available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_mas/%40program/documents/genericdocument/wcms_831162.pdf

⁸ ILO (2023) Programme and Budget for the biennium 2024–25, available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@program/documents/genericdocument/wcms_905532.pdf

The project's Theory of Change thus combines the relative strengths of the Directorate and the ILO Office for Türkiye and posits that strengthening labour administration and modernizing inspection systems can be achieved by building on the ILO's normative framework on tripartism and social dialogue.

The project's primary beneficiary is the Directorate, with secondary benefits extending to public agencies and social partners. Capacity building—through trainings (online, in-person, ITC-ILO) and study visits—is designed to strengthen workplace compliance with ILO and EU standards. Additionally, analytical studies on decent work deficits, the evolving role of labour inspection, and post-COVID challenges will inform evidence-based policies and support MoLSS. The strategic compliance planning model aims to optimize inspections, improve resource efficiency, and ensure adherence to workplace safety standards. Digital modernization (web-based tools, enhanced data capacity) will future-proof the Directorate, enabling better statistics and sector-specific inspection and guidance services.

The theory of change, in essence, is built on three interlinked levels: strengthening labour guidance services, supporting institutional capacity, and leveraging social dialogue as the driver of change. To be specific, the project posits two project outcomes:

Outcome 1: Institutional capacity of the Directorate of Guidance and Inspection of the Ministry of Labour and Social Security and the social partners improved to increase workplace compliance

Outcome 2: The workplace compliance was improved through strengthening guidance services and awareness raising on decent work

To achieve these outcomes, the project sets forth five outputs mapping toward the intended change:

Output 1.1: The effectiveness of the DoGI is improved through a multi-pronged approach.

Output 1.2: The technical capacities of the DoGI, social partners and relevant institutions are increased on International Labour Standards, EU Acquis and national labour legislation with a gender equality and rights-based approach.

Output 1.3: Strategic and digital adaptation of guidance and inspection services is reinforced

Output 2.1: The compliance in selected sectors is reinforced through developed guidance model.

Output 2.2: Awareness of institutions, social partners, private sector and general public on decent work is increased.

Evaluation - Purpose, Scope, Methodology, and Criteria

Purpose and primary use of the evaluation

The purpose of this evaluation is to assess initial results and identify lessons learned from the project, which aims to strengthen the capacity of the Directorate and its five regional offices in Ankara, Istanbul, Bursa, Izmir, and Adana. The evaluation covers the project implementation period between March 2023 and March 2025. An independent consultant conducted the evaluation using OECD/DAC criteria (relevance, effectiveness, efficiency, coherence, impact, and sustainability) and the evaluation matrix set out in the Terms of Reference for the ILO Office for Türkiye, overseen by the ILO Evaluation Office (See Annex 1). The evaluation aims to provide evidence of the project's relevance, effectiveness, and efficiency in achieving results to date. It will also identify factors for success and points of concern to inform a sustainable intervention for the remaining project timeframe.

The specific objectives of the assignment are to:

1. Provide input on the remaining activities and serve as a guide, offering recommendations to increase project effectiveness. The evaluation aims to provide actionable recommendations for improving the effectiveness of the remaining project activities. It analyzes the project's fit within strategic frameworks, and the coherence of its intervention logic. The lessons learned and observations are intended to guide the ongoing implementation and serve as a valuable resource for the project's final assessment.
2. Identify focus areas and entry points for closer cooperation and synergy between the implementing partners. The most effective entry points, modalities, and forms of cooperation in the project design to promote decent work for women and men in Türkiye are outlined below.
3. Identify key markers for success and pointers for the sustainability of project outcomes are outlined in the main findings section below. The additional observations on cross-cutting issues, such as gender, environmental sustainability, are also discussed.

The evaluation is expected to inform the ILO Office for Türkiye, the MoLSS and the Directorate, the Project Steering Committee, including the donor, the EUD, as well as national and social partners, such as the workers' and employers' organizations, the Ministry of Health, the Social Security Institution, and the Employment Agency of Türkiye.

Evaluation Methodology

The evaluation strategy rests on an evidence-based assessment of qualitative data collected through key informant interviews and quantitative data from the survey instrument, using the pre-defined evaluation criteria reported in the ToR (Annex 1), Inception Report (Annex 2), and the Evaluation Matrix (Annex 3). It aims to provide evidence for summative and formative evaluation purposes.

Table 1: List of evaluation questions

Relevance
How well do the project's objectives align with Türkiye's national development plan and the Strategic Plan of the Ministry of Labour and Social Security, as well as the needs of vulnerable groups such as informal workers, women, and refugees?
Does the intervention's causal logic and the results-level align with the "ILO Programme and Budget 2024-2025" (specifically Policy Outcome 2: Strong, representative, and influential tripartite constituents and effective social dialogue) and the Sustainable Development Goals (particularly SDGs 8, 5, 10, and 16, with emphasis on Targets 8.5, 8.7, and 8.8)? How have the project's outcomes contributed to the SDGs within Türkiye?
How relevant is the project in addressing emerging labour market challenges, such as those posed by the digitalization of work?
Does the project align with gender-related goals established by the SDGs and national policy frameworks?
Coherence
How well does the project align with and complement other EU, ILO, national and international initiatives focused on decent work (i.e. labour compliance and social dialogue) in Türkiye, particularly in sectors with high levels of informality and non-compliance?
Is the intervention logic and design coherent and realistic in terms of achieving the planned outcomes? Are the activities appropriately supporting the project's strategic objectives and aligned with those of relevant partners?
Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What are their roles? And what are their expectations? To what extent have these partnerships contributed, or are likely to contribute, to the achievement of the intended results?

Effectiveness
To what extent has the project is in process of achieving its specific objectives, including improving workplace compliance and the institutional capacity of the Directorate? What key results have been observed to date?
Are the tools and training programs (e.g., strategic compliance planning, gender equality modules) effectively building the skills and knowledge of inspectors and relevant stakeholders?
To what extent have the training programs (e.g., ITC-ILO) been conducted to build the capacity of labour inspectors and social partners?
To what extent has the digital transformation of the Directorate's inspection systems been effective, particularly in the transition from ITOS to the Data Centre?
Have there been any unforeseen results, either positive or negative, emerging from the implementation of the project? What factors have significantly contributed to or hindered the progress in the achievement of the project's intended outcomes and objectives?
To what extent have gender considerations been effectively integrated throughout the project's lifecycle, including planning, implementation, and M&E, as well as in the activities of the implementation partners?
How effective was the project in utilizing International Labour Standards (ILS) promotion and social dialogue tools and products?
How does the project contribute to broader objectives related to environmental sustainability?
To what extent does the project effectively observe disability inclusion and promote non- discrimination within the Turkish labour market?
Efficiency
To what extent are financial, human, and technical resources being effectively utilized to achieve the project's anticipated results, with special consideration of gender issues?
Are the project outputs being delivered in accordance with the established timelines and within the allocated budget?
Given the size, complexity, and challenges of the project, is the current management structure and technical capacity adequate to support its successful implementation?
How efficient has the project's coordination and monitoring mechanism been, including the role of the Project Steering Committee and the frequency and quality of meetings between project staff, beneficiaries, donor, and key partners? To what extent did the project integrate social dialogue into its approach and activities?
Has the project received sufficient political, technical, and administrative support from the ILO and its national partners? If not, what factors contributed to this, and how can support be improved?
Sustainability
To what extent are the project's outcomes, such as improved workplace compliance and enhanced the Directorate's capacity, likely to be sustained after the project ends?
What is the likelihood that the new guidance and inspection model will be institutionalized within the Directorate?
What mechanisms exist to ensure the continuation of capacity-building activities, such as training of trainers, after project completion?
How effectively are stakeholder engagement efforts, especially with social partners and CSOs, structured to support long-term sustainability of the project's objectives? How strong is the sense of ownership among partners and beneficiaries, and how does this contribute to long-term sustainability?
Are the positive gender-related outcomes likely to endure? What alternative strategies to promote gender equality could have been pursued or remain viable?
Lessons learned and emerging good practices
What lessons have been learned to date from the implementation process?
Are there any good intervention practices that can be replicated nationally and globally to inform future projects?

The evaluation was guided by the Ethical Code of Conduct established in the ToR, which was explained to participants before the interviews, including the voluntary nature of participation, confidentiality, and the evaluation's independence. The review followed ILO evaluation guidelines and UNEG Norms and Standards for evaluation.

The evaluation adopts a sequential mixed-methods approach⁹ and builds evidence as follows:

1. The first phase consisted of a desk study based on project documentation and the finalization of the inception report (see Annex 2). All relevant project-specific background resources were reviewed before initiating in-depth field visits. An evaluation matrix is then designed to specify the sources, methods, and types of information to be gathered and used, and to serve as a structure to systematize evidence as it is collected, based on the evaluation questions included in the ToR, with proposed additional questions related to linkages and information flows to supplement them. The finalized evaluation matrix (Annex 3) serves as the basis for structuring the evaluation report.
2. The second phase included field visits, interviews, and data collection via an anonymous online survey. The second phase involved interviews to address the broad pool of findings in the first phase. The names and contact details of implementing partners, national counterparts, and other stakeholders were obtained from the PCU and PMT, and appointment requests were submitted. Interviews were conducted from March 19 to March 28 using a semi-structured, open-ended set of questions to elicit detailed practice-related knowledge from labour inspectors and representatives of worker and employer organizations. The interviews focused on eliciting information that is difficult to standardize and thus not well captured by standard reports. An interview with the EUD focal person was also conducted on the expectations of the EUD. In addition, a short survey instrument was distributed to the labour inspectors who could not be personally interviewed due to the unexpected one-week holiday. This survey aimed to collect further evidence to support the evaluation questions, supplementing and expanding on the indicators and other information in project periodic reports. (See Annex 8)

The purpose of the document review, interviews, and survey responses is to consolidate the broad range of information participants self-report about their activities and project-related outcomes into a more easily grasped form. As such, the evaluation was a consultative/participatory exercise with a strong learning component, evaluating the fit of the implementation strategies, identifying lessons for potential impact, and uncovering the broader reach of the project, using an iterative mixed-methods approach that integrates both quantitative and rigorous qualitative data.

Limitations of the evaluation

Two distinct information challenges were central to this evaluation: the extensive scope and the inherent limitations of written data. The breadth of the evaluation, covering five provinces and two core areas (strengthening the capacity of the Directorate, enhancing guidance services, and raising awareness of decent work), produced a significant volume of documentation. Simultaneously, the depth of understanding was limited because much of the valuable, practical knowledge of those implementing the project could not be fully captured in reports or surveys. To overcome these, a sequential mixed-methods approach was used.

It must be acknowledged, however, that the comprehensiveness of the data gathered during the MTE is inherently limited by ongoing guidance and inspection work. While recognizing the benefits of training sessions, the key informants were embarking on field inspections and could not accurately assess how, or under what circumstances, the training session content would affect the inspections. The Description of Action outlines the methodology for evaluating the effectiveness of guidance services after the guidance

⁹ Ivankova, N. V., Creswell, J. W., & Stick, S. L. (2006). Using Mixed-Methods Sequential Explanatory Design: From Theory to Practice. *Field Methods*, 18(1), 3-20. <https://doi.org/10.1177/1525822X05282260>

meetings are completed. The final evaluation is expected to assess the effectiveness of the guidance services. The time constraints also prevented interviews with vulnerable subpopulations who will indirectly benefit from the project activities. Again, the final evaluation is expected to cover this gap.

The consultant overcame the challenges of covering two-years of the implementation period within the two-month evaluation period amid a 10-day unexpected official holiday, ongoing field work of inspectors, and continuing delivery of guidance workshops by using extensive interview questions to test potential case scenarios with the key informants, conducting extra document reviews, and triangulating information with publicly available resources to avoid potential bias inherent in the qualitative data collection.

Main Findings

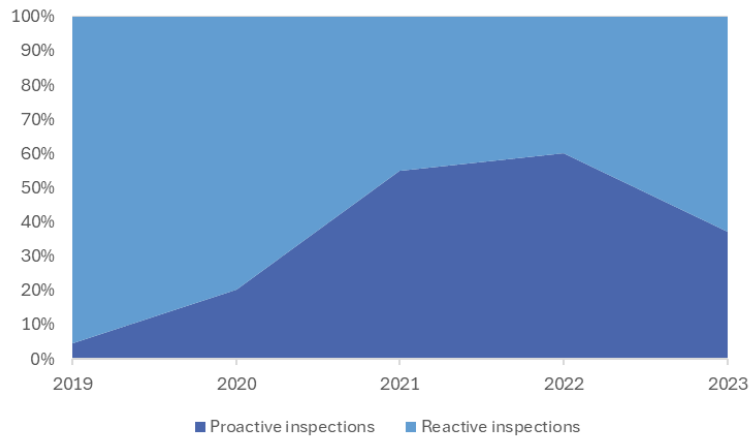
Each project component addresses different aspects of labour inspection and guidance services – the first component, Outcome 1, supports opportunities for decent work by enhancing the institutional capacity of the Directorate and social partners, and Outcome 2 identifies and supports integrating guidance services and labour inspection to address constraints on workplace compliance. The sections below evaluate progress made in implementation using the OECD/DAC Criteria.

Relevance and Strategic Fit

Relevance of the project's objectives with Türkiye's national development plan and the Strategic Plan of the Ministry of Labour and Social Security, as well as the needs of vulnerable groups such as informal workers, women, and refugees

According to the latest data, the Directorate operates with a team of approximately 900 inspectors, of whom 23-24% are women, in five regional offices located in key industrial centers: Ankara, Istanbul, Izmir, Bursa, and Adana. To fulfill the mandate of the Directorate, labour inspectors conduct on-site workplace inspections, review documentation, and interview relevant parties. Inspection reports are based on evidence gathered, documents, and testimony. Employing both proactive (risk-based) and reactive (complaint-driven) approaches, inspection strategies have evolved (as illustrated in Figure 2). A pivotal development supporting the Directorate's capacity was the April 2022 Presidential regulation on Labour Inspection, which reinforced commitment to ILO Convention No. 81.

Figure 2: Proactive and reactive inspections in Türkiye, 2019 - 2023



Data Source: <https://www.csgb.gov.tr/rtb/faaliyetler/denetim-faaliyetleri/>

Aiming for decent work for all and increased employment for women and youth, Türkiye's Eleventh National Development Plan (2019-2023) outlines specific strategies for labour inspections. These include tackling informal employment, undeclared wages, flexible work arrangements, and non-standard working hours.

To support the Directorate as per the 2022 Presidential regulation, the project envisions two interlinked outcomes. One component enhances the Directorate's capacity, while the second improves guidance services and raises awareness of decent work. The logic of intervention thus relies on face-to-face and online training sessions, enhancing institutional capacity through research papers on Non-compliance Analysis, expanding digital infrastructure with additional modules and advocacy workshops, and increasing communication and visibility about the responsibilities and obligations under labour legislation. The key informants expressed that the planned learning management system will strengthen the Directorate's in-house capacity building, support impactful social dialogue and guidance, and ultimately contribute to a more decent work environment across Türkiye.

The focus on capacity building, digital transformation, and the design of administrative data collection to provide comprehensive, timely data availability addresses pressing labour market challenges and evolving future-of-work dynamics in the post-COVID era, ensuring the intervention remains highly relevant to the 2024-28 Strategic Plan of the MoLSS.

Alignment with the ILO Programme and Budget 2024-2025 and contributions to SDGs

The initial project design fully corresponds to the ILO Programme and Budget (2022–2023), particularly supporting Outcome 1 (Strong tripartite constituents and influential and inclusive social dialogue), in particular Output 1.3 (Increased institutional capacity and resilience of labour administrations) and Output 1.4 (Increased capacity of Member States to improve social dialogue and labour relations, laws, processes and institutions) and ensuring Outcome 7 (adequate and effective protection for all), in particular Output 7.1 (Increased capacity of Member States to ensure respect for, promote and realize fundamental

principles and rights at work) and Output 7.2 (Increased capacity of Member States to ensure safe and healthy working conditions) with direct reference to the Country Programme Outcome TUR158.¹⁰

The relevance of the project continues in the ILO Programme and Budget (2024–2025), the project design supports Outcome 2 (Strong, representative and influential tripartite constituents and effective social dialogue), in particular Output 2.3 (Increased capacity of Member States to make social dialogue more influential and labour relations institutions and processes more effective) and Output 2.4 (Increased institutional capacity of labour administrations) and Outcome 6 (Protection at work for all), in particular Output 6.1 (Increased capacity of Member States for the realization of a safe and healthy working environment).¹¹

The project outputs and activities align with the Sustainable Development Goals (SDGs) and contribute to specific targets. In particular, Project Outcome 1 “Institutional capacity of the Directorate of Guidance and Inspection of the Ministry of Labour and Social Security and the social partners was improved to increase workplace compliance” contributes to the achievement SDG 8.5 “Full employment and Decent work with Equal Pay” and SDG 8.8 “Protect labour rights and promote safe working environments”, and SDG 16.6 “Develop effective, accountable and transparent institutions” and SDG 16.7 “Ensure Responsive, Inclusive and Representative Decision-making.” During the interviews, the key informants discussed that, following their participation in workshops, they could communicate with employers and workers better on the rights-based awareness of decent work for all and reduce workplace inequalities, supporting SDG 10.2 “Promote Universal Social, Economic and Political Inclusion” and SDG 10.3 “Ensure Equal Opportunities and end discrimination.”

Relevance of the project in addressing emerging labour market challenges, in particular the digitalization of work

In response to open-ended discussion points, the key informants highlighted the transformative effects of the digitalization activities outlined in the project plan above and beyond the project’s intended outcomes. The labour inspectors emphasized that online connectivity for extracting data from national databases, while filling out paperwork in the field, increased their productivity and effectiveness during inspections. Furthermore, with the IT expertise outlined in the project plan, the key informants stated that the Learning Management System (LMS) will strengthen the Directorate’s in-house capacity-building, supporting impactful social dialogue and guidance, ultimately forging a more decent work environment across Türkiye. The expectation is that future digital developments and increased access to databases in the field will improve inspection and guidance service standards.

Alignment with gender-related goals established by the SDGs and national policy frameworks

The gender focus of the project activities could be assessed through the perspectives of female labour inspectors, whose assessment was cited as “gender-supportive” and aligned with SDG 5.5, “Ensure Full

¹⁰ ILO (2022) Programme and Budget for the biennium 2022–23, available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_mas/%40program/documents/genericdocument/wcms_831162.pdf

¹¹ ILO (2023) Programme and Budget for the biennium 2024–25, available at: https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@program/documents/genericdocument/wcms_905532.pdf

Participation in Leadership and Decision-making.” In addition, the project activities included translating an ITC ILO training module on gender equality to introduce and enforce gender-equality and rights-based approaches in guidance and inspection services. The project documents explicitly addressed the challenges women inspectors face and the pathways for developing within the Directorate to improve working conditions.

Coherence

Project’s alignment with other EU, ILO, national, and international initiatives focused on decent work.

The project involves actively fostering social dialogue, for which the ILO has a comparative advantage in implementing as the driver of transformation. A recurrent finding submitted in the survey instrument was “We have had opportunities to engage with social partners”, “Reaching stakeholders directly involved at the workplace level was very important”, highlighting the project activities created productive and inclusive spaces for dialogue between employers’ and workers’ organizations, and labour inspectors, — reinforcing the tripartite model central to ILO’s approach. Furthermore, bringing social dialogue closer to the workplace — rather than keeping it at the policy level — was seen as a key success factor, especially for frontline actors.

The adaptation and translation of the International Training Centre of ILO (ITC ILO) training materials for the learning management system promotes decent work in line with Türkiye’s national priorities, and with the ILO Standards and EU Acquis, such as fundamental rights at work, occupational safety, unregistered employment, social dialogue, rights of foreign workers, and gender equality at work. While the immediate beneficiary of the activities is the guidance and inspection team at the Directorate, the project ultimately promotes decent work, alters workplace risk assessments, and ensures that all parties, including workers and employers, understand their roles and obligations to provide safe workplaces.

The project’s donor, the EUD, promotes EU workplace compliance regulations, designed to protect workers’ rights and ensure safe working conditions. The project outcomes are thus aligned with *the EU Strategic Framework on Health and Safety at Work (2021 – 2027)*, which sets key priorities for workplace compliance and emphasizes the responsibilities of both employers and employees. To align with the EU Strategic Framework and identify and address gaps in workplace compliance, the project applied a “Market System Analysis for Decent Work in Selected Sectors”, particularly in labour-intensive sectors that significantly contribute to Türkiye’s GDP. These sectors (construction, metal, textile, and furniture) were seen as key drivers of improvements in occupational safety and health (OSH) standards. Through stakeholder discussions, industries in need of targeted support were identified, with a focus on integrating effective communication and campaign strategies into guidance services. Moreover, the project found that step-wise capacity building and networking with local workplaces through Chambers of Commerce and Industry were among the most effective approaches for achieving lasting impact in these high-priority sectors.

Internal and external coherence of the project design and intervention logic in terms of achieving the planned outcomes

Regarding internal coherence, the project design links activities that directly support outcomes. The capacity-building activities, such as blended training, adaptation of the ILO’s Strategic Compliance

Framework, and enhancement of the Directorate's digital infrastructure, contribute to strengthening institutional capacity. Although the initial project design included support for the Data Centre, the MoLSS preferred to integrate the administrative data into the nationally owned e-Signed Labour Inspection Automation System (e-ITOS) project under the Directorate's Digital Transformation Project.

Similarly, under Outcome 2, developing a guidance action module in combination with the Strategic Compliance Framework and the communication and visibility plan enhances safety culture and promotes awareness. The components are mutually reinforcing: capacity building is supported by practical tools tailored to the country context, digital infrastructure enables more effective data collection for compliance analysis and inspection, and guidance efforts are complemented by social dialogue.

The feedback mechanism within the project activities is ensured through regular coordination meetings. The capacity-building activity on strategic communication is linked to the toolkit on "social media and labour law compliance," following internal discussions. Ongoing support for the Data Centre, including additional modules, enhances labour inspectors' digital capabilities. It ensures that administrative data on labour inspections are collected in a timely and accurate manner. The administrative data will not only build a data set for future policy and programming for field operations but also provide an evidence base for international labour standards.

For external coherence, adapting ITC ILO training materials for Türkiye and the possibility of uploading them to the LMS will boost the concept of decent work by aligning with national priorities, ILO standards, and EU Acquis (fundamental rights, safety, unregistered work, dialogue, migrant rights, gender equality). This project empowers labour inspectors, clarifies roles for employers and workers, and aims to improve working conditions, reduce informality, and enhance safety in Türkiye, contributing to sustainable economic growth. In particular, workshops conducted in close collaboration with international experts enable labour inspectors to compare and contrast inspection and guidance services in Türkiye with those in similar countries.

Partnerships with relevant institutions at the implementation stage and their contribution to the achievement of the project's intended outcomes

During the interviews, the social partners and the ILO project team provided a timeline of project activities. Majority of the key informants, members of the workers' and employers' organizations, the representative of the EUD, and the labour inspectors representing the Directorate had been active from the inception stage in setting the rationale of the project, the channels through which the activities would support national and ministry priorities, and strategic plans, and underlining the necessary steps to achieve the project outcomes. Only two of the labour inspectors stated that they joined the PCU after the project was approved.

The labour inspectors interviewed emphasized the involvement of ILO HQ international experts in the Strategic Compliance Model, new forms of employment, occupational safety and health, and labour inspection. For the labour inspectors, understanding the ILO and international practices helped them formulate their problems and case-specific solutions in the Turkish context.

In the remaining project period, an international conference on workplace compliance is planned, featuring participation from both national and international experts. The conference is expected to foster discussion on the role of workplace compliance in the changing world of work and to strengthen

partnerships between national stakeholders and the international community. The final evaluation will assess the extent to which these partnerships have been further established with relevant institutions.

Effectiveness

The project has made tangible progress toward improving workplace compliance and strengthening the institutional capacity of the Directorate, despite a delayed start. The social dialogue component ensured relevance and accountability through social partner engagement, capacity and needs assessments, and tailored workshops. Training sessions, particularly those adapted from ITC ILO curricula, enhanced inspectors' technical knowledge, communication skills, and ability to apply international standards in local contexts. The development of the LMS further supports in-house capacity building and extends guidance services to workers and employers, creating a culture of continuous learning.

Midterm performance data confirm more substantial progress under Outcome 1 (institutional capacity building) than under Outcome 2 (sectoral compliance and awareness), with notable achievements in the digital adaptation of inspection services, participatory workshops, and strengthened social dialogue platforms. Effectiveness has also been demonstrated through innovative communication strategies, including the Directorate's enhanced visibility and proactive public outreach via social media, which promoted occupational safety and compliance awareness. Overall, the project is on track to consolidate institutional reforms, embed social dialogue, and reinforce international labour standards. However, pending studies and a tight schedule remain challenges for sustaining its impact.

Effectiveness of the project in the process of achieving its specific objectives, including improving workplace compliance and the institutional capacity of the Directorate

The workshops, each targeting a topic in Non-compliance Analysis, are cited as guidance for future-proofing and for the inspectors' roles. The training sessions were assessed for their informative and educational value, as well as for their ability to improve understanding of inspection standards and communication skills. The frequent use of terms such as “increased in knowledge level” and “being informative” suggests that the training sessions directly improved labour inspectors' technical awareness. Furthermore, several respondents commented on the benefits of “interactive formats of training and workshops”, allowing participants to apply what they learned in practice. The project activities involving hands-on learning were assessed as effective in strengthening functional skills, especially communication skills, during workplace compliance inspections in establishments employing informal workers.

In addition, the key informants considered developing an LMS curriculum as a critical in-house capacity-building effort. . Directly involving labour inspectors in sharing fieldwork observations supports the Directorate's learning culture and highlights the opportunity to design several training modules for workers and employers. By expanding guidance services into online training modules for direct beneficiaries, workers, and employers, the Directorate can establish an innovative, continuous learning environment that extends beyond its initial target audience.

The thematic workshops in Izmir and Istanbul introduced the participants to enhancing safety culture, decent work conditions, and responsible business conduct. The participants cited the training on strategic communication and campaign management as groundbreaking. The collection of pre- and post-training responses from attendees highlights that the project design carefully documented the training's impact.

Although the formal results were not yet ready for evaluation, the PMT provided the evaluator with raw data collected from the participants. A preliminary back-of-the-envelope analysis of pre- and post-test results indicates that participants could identify appropriate sampling techniques for campaign management, provide a framework for effective communication, establish rapport with workers, and articulate how campaign management could convey the roles of labour inspectors to workers and employers in select sectors. Furthermore, the key informants responding to the survey question on success markers for these training and workshop sessions emphasized that the activities were well-planned, participatory, relevant, and delivered effectively by qualified trainers.

Key results observed in relation to the project's intended outcomes

Based on the evidence collected, the project is making tangible progress overall, significantly building on the initial activities (2023-2025) and on its partners' expertise. Major successes of the project so far are a well-functioning social dialogue component, the workshops and training sessions to support the guidance function of the Directorate, regular meetings of the PCU and PMT to ensure a successful partnership between the ILO and the Directorate, the planned learning management system, adjusting the curriculum of the ITC ILO for local context, and ensuring visibility of workplace compliance standards to the public to convey the responsibilities and obligations of social partners in workplaces.

The midterm performance data indicate varying degrees of progress across the project's outputs. Under Outcome 1, significant strides have been made, notably in Output 1.3, which focuses on the strategic and digital adaptation of guidance and inspection services, achieving the highest performance at 63%. The technical capacity of the Directorate and its partners (Output 1.2) reached 56%, while the overall effectiveness through a multi-pronged approach (Output 1.1) stands at 47%.

Under Outcome 2, performance is comparatively lower: reinforcing compliance in selected sectors (Output 2.1) achieved 29%, and raising awareness among key stakeholders (Output 2.2) reached 54%. These figures suggest more substantial progress in capacity building and institutional strengthening, with more focused efforts needed to enhance sectoral compliance and public awareness. The major predicament of the project is the late start of its activities, which has intensified the schedule for the remaining activities and potentially diluted the impact of disseminating project results.

Table 2: Progress towards intended outputs

	Weighted Performance (Target – Baseline) /Achievement*
Outcome 1: Institutional capacity of the Directorate of Guidance and Inspection (DoGI) of the Ministry of Labour and Social Security (MoLSS) and the social partners improved to increase workplace compliance	
Output 1.1: The effectiveness of the DoGI was improved through a multi-pronged approach	46,6%
Output 1.2: The technical capacity of the DoGI, social partners and relevant institutions was increased on International Labour Standards, EU Acquis and national labour legislation with a gender equality and rights-based approach	56,2%
Output 1.3: Strategic and digital adaptation of guidance and inspection services is reinforced	62,5%

Outcome 2: Workplace compliance was improved through strengthening guidance services and awareness raising on decent work	
Output 2.1: The compliance in selected sectors was reinforced through developed guidance model	29,2%
Output 2.2: Awareness of institutions, social partners, private sector and general public on decent work was increased	54,1%

*Achieved progress in performance indicators against target values, as of July 2025

Effectiveness of the training programs and guidance workshops

The ITC ILO has played a central role in strengthening the capacity of the Directorate and social partners by providing both online and face-to-face training opportunities. A significant achievement was the development and adaptation of the e-Learning Course on Labour Inspection, comprising 14 modules designed in consultation with the Directorate. Normally fee-based on the ITC ILO e-campus, these modules are now accessible free of charge through the LMS, making them available to the labour inspectors. In addition, ITC ILO facilitated face-to-face training in Turin, where eight inspectors and two social partner representatives participated. An ITC ILO training module, Module for Labour Inspection and Gender Equality, was translated into Turkish. The module report presents tools for strategically enforcing gender-related principles and rights at work at the macro, meso, and micro (enterprise) levels of labour inspection.

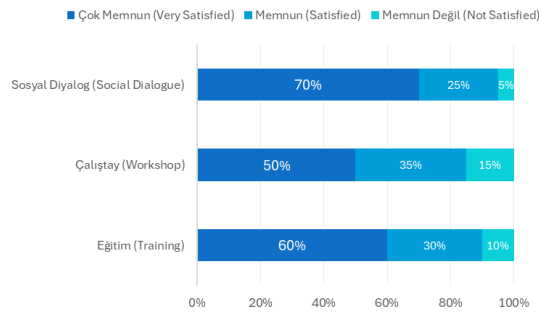
The survey results indicate that the content was relevant and tailored to the needs of a labour inspector, thereby increasing the value and applicability of the materials. Some respondents recognized the benefits of reaching more people with the training, indicating their belief in its value and positive impact.

Effectiveness of training programs in building the capacity of the labour inspectors

Tailoring the training components to address capacity needs and modalities, and adopting a similar approach for the guidance workshops, based on the provincial industry profiles, were cost-effective outreach strategies (See Figure 3). Several participants explicitly mentioned that the training improved their technical and professional capabilities. For example, one respondent evaluated the workshop content as “Openness to innovation and informative content,” demonstrating tangible learning outcomes from the project’s educational components. In addition, interactive and applied training content was valued for its ability to combine theory with practice and peer learning.

A key informant provided a startling statistic: if the number of labour inspectors were to increase a thousand-fold, and these inspectors were to provide guidance and inspection services for 7 days, 24 hours each, then each registered workplace would receive an inspection visit every 12 years. The number of inspectors is inadequate to support continuous monitoring, guidance, and inspection of all registered workplaces. Moreover, employing adequate inspectors across all workplaces is inefficient. For this reason, the key informants representing labour inspectors and social partners were keen to expand guidance services as a preventive measure to promote workplace compliance and contribute to the creation of a decent work environment. The final evaluation can assess the effectiveness of the workshops on inspection services to address the needs of the social partners.

Figure 3: Survey responses to the most successful aspects of training



Source: Online survey responses

Effectiveness of digital transformations on the labour inspection systems

While waiting for the new e-ITOS system to become fully functional, the project provided support to the existing Data Centre with special modules to assist labour inspectors in the field in integrating the ILO OSH standards. It ensured the continuation of activities without disruption by providing additional modules to collect administrative data. Following consultations with the PMT and PCU, the new LMS represents the shift to the nationally owned data system. The LMS is expected to enhance communication with social partners by providing updated legislative and technical training, thereby improving workplace compliance.

The planned e-ITOS system will produce administrative data, providing timely statistics on the number of OSH inspections, occupational accidents, and illnesses, as well as granular details, such as gender, urban-rural status, industry, and address, thereby addressing the 2024 CEACR requests.

Unexpected results emerging from the implementation of the project: Changes in awareness/ attitudes/ understanding among the actors

The project indirectly targets social partners, workers' and employers' organizations at a sectoral level, and local Chambers of Commerce. The key informants noted that the most successful project activity they participated in was designed with the social dialogue component. This activity increased their understanding of the responsibilities and obligations of the partners in maintaining workplace safety. By actively encouraging workshops bringing together the worker and employer unions, trade confederations, chambers of commerce, and academics, along with the labour inspectors, the project built a social dialogue platform, based on tripartism, on which future guidance workshops could be built by inviting an expanding circle of stakeholders.

The key informants who participated in the training session and workshops also reported changes in their communication strategies. However, they are also aware that communication is a two-way flow; as such, the fieldwork will be imperative to show the extent to which the principles they learned in the workshops will alter the attitudes of workers and employers.

An unexpectedly successful project component turned out to be the public outreach. The key informants discussed how the presence of the Directorate on social networks to promote OSH standards, and the roles and responsibilities of labour inspectors as a project activity, have proved to be a successful, proactive compliance measure. Due to time constraints, interviews with vulnerable groups that indirectly

benefit from the project via social media could not be conducted; this gap is expected to be addressed in the final evaluation.

Factors that have significantly contributed to or hindered the progress in the achievement of the project's intended outcomes and objectives

The provinces selected for the project activities have their sectoral comparative advantages. For instance, workplace compliance in the textile industry will be relevant in Adana province. As such, the focus of each labour inspector relies on the dominant sector in the selected province. While the benefit of working on dominant industry profiles is not disputable, the project's social dialogue component may be limited by its focus on select industries. At the same time, intersectoral linkages may be overlooked. The key informants highlighted that better engagement with local workers' and employers' organizations increased both the effectiveness of the workshops and, more importantly, promoted the dissemination of workplace compliance practices beyond a limited number of participants.

A significant factor contributing to the project's success was the continuous stakeholder consultations. The activities commenced with discussions with academics and social partners, followed by workshops designed to support a select group of field inspectors. Additionally, a consultative process on decent work and select industries was initiated through social dialogue as the delivery mechanism. Following the consultative processes, the project continued with the support of the PCU established by the national partner. The Unit determined the content of the online training modules and the face-to-face training sessions based on the capacity and needs assessment analysis.

Effectiveness in gender-supportive outcomes

The project focuses on analyzing workforce gender imbalances and gender-specific decent work gaps, and conducts training with a gender equality and rights-based approach. This ensures that the project fully integrates SDG 5 into all aspects of labour inspection and guidance activities. In particular, the project aims to enhance inspectors' capacity to identify workplace issues—equal pay, non-discrimination, work-life balance, and violence/harassment (C100 - Equal Remuneration Convention, C111 - Discrimination Employment and Occupation Convention, both ratified by Türkiye). A previous ILO Türkiye project, "Gender Equality Programme: More and Better Jobs for Women," provided a platform for integrating gender considerations.

The project mainstreams gender equality and the empowerment of women and girls through a multifaceted approach. Gender-specific analysis and sectoral assessments are central to addressing decent work deficits. The commissioned research papers are designed to evaluate non-compliance and identify the root causes of issues affecting women in key sectors such as textiles and metals. Particular attention is given to workplace safety, occupational health, and exposure to harassment.

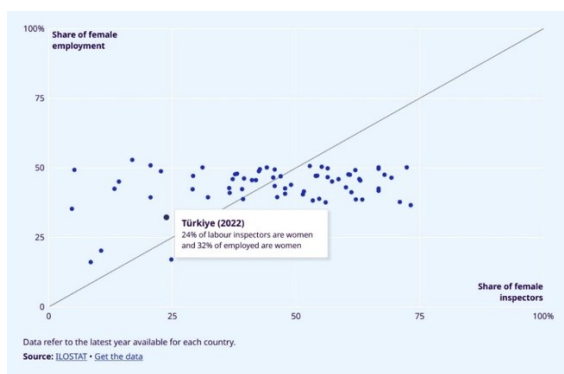
The communication strategy highlights women workers' rights regarding workplace compliance from a gender equality and rights-based perspective. Moreover, interview techniques for women workers were among the training modules in the blended, face-to-face training for labour inspectors and social partners. The ITC ILO training for inspectors included a special module on gender equality and decent work, strengthening labour inspectors' capacity to address issues such as equal pay, non-discrimination, work-life balance, and violence and harassment, with specific attention to ILO Convention No. 190.

Additionally, the project addresses challenges women inspectors face. Improving working conditions aims to increase the long-term share of women inspectors. However, the effectiveness of the gender-related goals will only be available after the completion of planned guidance workshops and the subsequent workplace inspections. Currently, there is insufficient evidence on the project's gender-related outcomes in the Turkish labour market.

The project implementation further considers gender equality as a guiding principle in selecting panelists, speakers, and participants for workshops, strategic planning sessions, and consultation meetings, ensuring diverse representation and promoting equality in decision-making and knowledge-sharing. The proportion of women among labour inspectors is lower than their representation in Türkiye's labour force (see figure 4). The PCU, representing national stakeholders, ensured that almost half of its members would be women. This balanced representation is also reflected in the composition of workshop participants. The workshop statistics indicate that women comprised 44% of the participating labour inspectors.

The key informants highlighted that the regional offices of the Directorate observed equal representation. Streamlining gender into project activities ensured that women are not treated as a separate category requiring special treatment, but as equal partners in decision-making bodies.

Figure 4: Share of women in employment and inspection and guidance services



Effectiveness in promoting International Labour Standards

The project affirms the ILS in two directions. The project's Theory of Change directly addresses Convention 81 on Labour Inspection, which Türkiye ratified in 1951. Article 3 of the Convention 81 states that labour inspection systems are responsible for enforcing laws on working conditions and worker protection, providing employers and workers with technical guidance on compliance, and reporting gaps

or abuses not covered by existing laws. The incorporation of social dialogue as the primary driver of change in OSH and workplace compliance norms in Türkiye is the second direction. The project design adopts social dialogue as an active tool through which all relevant stakeholders, the Directorate and workers' and employers' organizations, are represented, and contribute to the project's intended outcomes.

During the design phase, the intervention's logic addressed the ILO CEACR's comments in 2016¹² and 2020¹³. At the time of the MTE, the project design becomes more relevant in light of the most recent ILO CEACR comments.¹⁴ As of 2024, the CEACR urges the Government to continue reporting on efforts to increase occupational safety and health inspections, especially after the 2023 decline, and to provide detailed statistics, including data on fines, sanctions, and occupational illnesses. The 2024 CEACR emphasizes the need for sufficient numbers of labour inspectors and clarity on the role and powers of inspectors within the labour inspection system.

Social dialogue and tripartite engagement are the project's primary drivers

The ILO's long-standing mandate, technical expertise, and established relationships with social partners uniquely position it to foster dialogue-based solutions. This comparative advantage strengthens institutional capacity, supports democratic governance in labour relations, and reinforces the Decent Work Agenda.

In the context of this project, tripartite engagement has enabled the successful design and delivery of guidance services, helping labour inspectors, the frontline actors, to improve practices supporting workplace compliance, and facilitating broader consensus on labour standards through the engagement of workers' and employers' organizations.

Thus, the project, by supporting the national partner, enhances labour inspectors' capacity by including workers' and employers' organizations and sectoral stakeholders. The project design thus observes representation. Rather than treating national stakeholders as passive actors, the project design actively engages social partners through the Project's Steering Committee. It, therefore, assigns consultative and participatory roles to workers' and employers' organizations.

Activities that bring social dialogue closer to the workplace, rather than keeping it at the policy level, were seen as a key success factor in promoting workplace compliance, especially for frontline actors. The responses to the questionnaire highlight the ILO's comparative advantage in leveraging social dialogue as a development tool. The assessments by labour inspectors and social partner representatives confirm that workshops that rely on social dialogue as the driver of change enable social partners to exchange practices, build trust, and co-create solutions, particularly in sectors with complex compliance challenges. The responses indicate that social dialogue with the partners fostered active engagement ("We

¹² Available at

https://normlex.ilo.org/dyn/nrmlx_en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:3300417,102893

¹³ Available at

https://normlex.ilo.org/dyn/nrmlx_en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4124664,102893

¹⁴ Available at

https://normlex.ilo.org/dyn/nrmlx_en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID,P13100_COUNTRY_ID:4396494,102893

had more frequent opportunities to engage with social partners”), reached direct stakeholders for grounded dialogue (“Reaching stakeholders directly involved at the workplace level was very important”) and refined communication mechanisms as well as promoted inclusivity (“Improving communication and unity among participants is important”). One labour inspector noted that, through social dialogue, all stakeholders could contribute to developing efficient, productive mechanisms to improve workplace safety. These discussions directly informed inspection planning and focused the relevant partners on ensuring workplace compliance through critical areas, such as root cause analysis.

Effectiveness in environmental sustainability

No primary evidence was found regarding specific elements targeting environmental sustainability. However, inductive reasoning suggests that by focusing on labour-intensive sectors, project activities can position them as key drivers of advancing and maintaining OSH standards in these priority sectors not only safeguard large segments of the workforce but also set benchmarks for other industries, reinforcing a culture of decent work and sustainable development. The evaluation can logically infer that integrating OSH standards in these sectors will reinforce environmental sustainability objectives: safer workplaces often go hand-in-hand with cleaner, more resource-efficient production methods.

Effectiveness in disability inclusion and promotion of non-discrimination

The activities conducted until the evaluation primarily involved institutional stakeholders, such as the donor, the EUD, and the workers’ and employers’ organizations. The project activities involving vulnerable sub-populations, such as informal workers and small- to mid-size enterprise employers attending guidance services, had not yet been implemented. As such, no primary evidence exists to assess the project’s influence on these groups.

The project timeline in the remaining period will be critical to generating evidence on the project’s contribution to both environmental sustainability and the inclusion of vulnerable workers. A review of the activity plans in the project documents in the remaining period shows that the PMT has prioritized collecting field data on vulnerable workers (such as migrants, persons with disabilities, and informal workers) during the inspections to ensure that granulated data for beneficiaries will be available for monitoring and evaluation and the final evaluation.

Effectiveness of the project in terms of communication and visibility

Ensuring the necessary legislation is in place and supporting the capacity of the national partners requires supporting the relevant pathways. The Directorate's web interface, a bulletin addressing activities and current developments¹⁵, and social media visibility opened new opportunities to support inspection and guidance services. The communication strategy for disseminating workplace compliance information to related partners across thematic issues, including social media accounts, has been essential to ensuring the public understands the roles and responsibilities of labour inspectors. Planned videos and printed materials will provide further support for visibility and communication channels during the remaining project time. Given the Directorate’s capacity to conduct comprehensive, proactive, and reactive inspections, it is clear that both workers’ and employers’ organizations, as well as other social partners, will have to be called upon to support the Directorate’s bridging role. The interviews highlighted that better engagement with local workers' and employers’ organizations increased both effectiveness and,

¹⁵ Available at: <https://www.csgb.gov.tr/rb/yayinlar/teftis-bulten/>

more importantly, promoted the dissemination of workplace compliance practices beyond a limited number of participants.

The two studies, namely the Non-compliance Analysis and the Market Systems Analysis, planned to inform the roadmap, were under review during the MTE data collection process. While a consultative and detailed review process is essential and expected, prolonging the revision process will undermine the relevance of the studies. Among the remaining project activities, the international conference to elevate workplace compliance in Türkiye is highlighted as a ground-breaking initiative. The dissemination of tailored communication materials on workplace compliance will be necessary. Furthermore, the two remaining advocacy workshops, on occupational diseases and cooperation with the judiciary, directly address a gap in DoGI's cooperation with the judiciary and labour inspection systems and respond to the 2024 ILO CEACR comments.

Efficiency

The project has demonstrated a high level of efficiency in mobilizing financial, human, and technical resources. Despite initial delays, expenditures have been managed cost-effectively, supported by contingency planning and sufficient budget allocations for staffing and scaling needs. The PMT is fully staffed, gender-balanced, and functionally specialized, with strong technical support from international ILO experts. This structure, combined with close collaboration between the ILO Office for Türkiye, has ensured the timely delivery of early milestones and the effective sequencing of activities, even under an intensified implementation schedule.

Complementary use of digital tools and strategic partnerships further strengthened efficiency. The shift to the nationally owned e-ITOS system and the parallel development of the LMS avoided disruptions to the project timeline while enhancing sustainability. ITC ILO training and e-learning modules have provided cost-effective, scalable capacity-building solutions, with labour inspectors valuing their adaptability. Regular coordination mechanisms among the ILO, the Directorate, and the EUD enabled resources to be flexibly steered toward emerging priorities, ensuring that the project maintained momentum and impact within its available resources.

Efficiency of the financial, human, and technical resources, with special consideration of gender issues

The focal point for the evaluation provided the Project Budget files as part of the desk review. Due to the late momentum of activities, expenditures were lower than the initial allocations until the evaluation period. A detailed analysis shows that contingency plans were additionally included. For instance, sufficient budget has been allocated for staffing, likely reflecting anticipated project scaling or increased staffing needs. The total direct and indirect costs show that the funding is expected to be sufficient for overall implementation. When analyzed strictly from a financial lens, the activities have been cost-effective.

The project has a fully staffed and capable PMT, with each member assigned to a specific project component, such as the “Training and Social Dialogue Officer” or “Governance and Compliance Officer” in Ankara. Overall, six national staff cover coordination, governance, training, finance, and administration. An International Technical Specialist provides high-level guidance on labour inspection, fundamental rights, and decent work, ensuring that global expertise informs all activities. Each staff

member dedicates 100% of their time (except technical specialists at 19.4%), with qualifications and experience aligned to their roles, making human resources fully sufficient to implement the project. The PMT ensured 50% of the team members would be women.

Technically, the PMT, in cooperation with the national stakeholder, the Directorate, developed strategic networking to locate beneficiaries and, where necessary, collaborated efficiently with the project team to prevent delays. Furthermore, the project portfolio of the ILO Office for Türkiye relies on complementarity between the ongoing projects, such as "Elimination of Worst Forms of Child Labour in Seasonal Agriculture in Hazelnut Harvesting in Türkiye Project Phase II", "Strengthening Social Partners and Civil Society Capacities on Fundamental Principles and Rights at Work" and "Technical Assistance for Improving Social Dialogue in Working Life".

Efficiency in the delivery of project components

The desk review of the project documents reveals that the project has made significant progress in its foundational activities, with many initial tasks under Outcome 1 completed early in the implementation period. Activities such as 1.1.1 (a–c), 1.3.1, and 2.2.6 were finalized by April, ensuring that the groundwork was in place for subsequent phases. Capacity-building and design-related tasks under 1.2 and 1.3 have progressed, with staggered implementation throughout the implementation period. The long-term activities are critical to strengthening institutional capacity and developing guidance services, but their extended timelines highlight the need for careful monitoring to avoid bottlenecks.

Under Outcome 2, the project has advanced its activities steadily, though most remain ongoing. Early wins included completing Output 2.2, while more resource-intensive tasks, such as Output 2.1, are scheduled to continue. The sequencing of completed and ongoing tasks reflects sound planning. Still, the concentration of several long-duration activities toward the end of the project cycle carries risks of overlap and delay. Continuous tracking and adaptive management will be essential to ensure that critical outputs are delivered on time and contribute fully to the project's intended results (See Annex 10).

Table 3: Delivery timeline of project components

Legend	Completed					To be completed						
	25-Mar	25-Apr	25-May	25-Jun	25-Jul	25-Aug	25-Sep	25-Oct	25-Nov	25-Dec	26-Jan	26-Feb
Activity 1.1.1.a												
Activity 1.1.1.b												
Activity 1.1.1.c												
Activity 1.1.2.a												
Activity 1.1.2.b												
Activity 1.2.1.a												
Activity 1.2.1.b												
Activity 1.2.1.c												
Activity 1.2.1.d												
Activity 1.2.1.e												
Activity 1.2.2												
Activity 1.2.3												
Activity 1.3.1												
Activity 1.3.1.a												
Activity 1.3.1.b												
Activity 1.3.1.c												
Activity 1.3.1.d												
Activity 1.3.2												
Activity 1.3.2.a												
Activity 1.3.2.b												
Activity 1.3.2.c												
Activity 1.3.2.d												
Activity 2.1.1.												
Activity 2.1.2.												
Activity 2.1.3.												
Activity 2.1.4.												
Activity 2.2.1.												
Activity 2.2.2.												
Activity 2.2.3.												
Activity 2.2.3.a												
Activity 2.2.3.b												
Activity 2.2.4												
Activity 2.2.5.												
Activity 2.2.6.												

Efficiency of the project's management and coordination structure

The PMT comprises national officers and assistants in the ILO Office for Türkiye. The team meets regularly and monthly to assess the project's progress. By continuously evaluating emerging needs and risks, the team has successfully steered funds toward priorities, ensuring continuity of activities. Moreover, key informants emphasized that the PMT has demonstrated a shared understanding of the project plan and activity sequencing. Qualitative evidence indicates that, given the project's size and complexity, the current management structure is well-designed and equipped to support the successful implementation and completion of the project.

Effective project implementation requires a strong partnership between the ILO Office for Türkiye and the Directorate. The strong buy-in from the national partner has been critical to the project's successful implementation, enabling both management structures and technical teams to prioritize delivering impact. In parallel, the PCU, representing the Directorate, comprises experienced labour inspectors. Regular communication between the ILO and the Directorate teams ensures that each party understands the project plan and the sequence of activities required to achieve results. The partners have also collaborated on and implemented similar projects in the past. As a result, the team members within the management structure, having worked together previously, are well-suited to support the project's implementation,

coordinate with workers' and employers' organizations, and ensure timely communication of activities and deadlines.

Furthermore, where applicable, the Directorate and the funding partner, the EUD, assess and contribute to project activities in partnership with the PMT. All project partners recognize that the expected results do not aim for the "low-hanging fruit" but rather take a long-term perspective on integrating guidance services to improve compliance during inspection periods. Finally, both the EUD and MoLSS have their own monitoring mechanisms, and the project has a dedicated monitoring and evaluation officer who prepares the required narrative of progress, including project milestones, for systematic integration into the regular reports of the MoLSS.

Political, technical, and administrative support systems

Incorporating social partners, including workers' and employers' organizations, into project design led to shared accountability terms to clarify planned activities. The capacity and needs assessment is cited as a critical activity on which training content was developed in close collaboration with the Directorate. Among the project activities, a consultation meeting was convened that brought together labour inspectors, sectoral social partners, the private sector, chambers of industry and commerce, and academics. A global trade union and ILO HQ (LABGOV) experts facilitated the discussions, providing support for social dialogue, which was followed by a panel discussion with social partners and the Directorate. Furthermore, key informants emphasized that the training they had received at the ITC ILO proved pivotal in understanding how international standards could be adapted for the local context. The ITC-ILO training curriculum provided a starting point for labour inspectors to improve and enhance inspection and guidance services in line with international standards. The labour inspectors who received training at the ILO Turin during the interviews highlighted how the "compare-and-contrast approach" to understanding the strategic compliance analysis had helped them to adapt the ILO Turin courses to local contexts.

Prospects for Sustainability and Potential Impact

The buy-in of the national partner is a remarkable indicator of the project's sustainability. The labour inspectors interviewed highlighted the move towards incorporating LMS into regular in-house training plans. The focus on the timing of guidance services was considered a necessary condition for increasing the Directorate's capacity and aligning its work with national and international labour standards.

Sustainability of the digital transformation of labour inspection and guidance systems

The planned LMS within the Directorate emphasizes a culture of continuous learning. Establishing workflow specifications and labour inspectors' ability to extract data from national databases to fill in the reports will develop an *administrative data source*, which is expected to be the primary source of policy and planning over time. While the planned guidance services were identified as most necessary to increase the efficiency of both guidance and inspection services and to support workplace compliance, the impact will depend on ensuring guidance sessions are provided regularly. One possibility is to promote guidance services for year-round meetings before inspection visits and ensure that guidance notes shared on social media are promoted by workers' and employers' organizations. The planned fieldwork, encompassing 300 visits expected to be completed in July, will require additional focus on collecting granular data from the labour inspectors who participated in the workshops.

Sustainability of capacity-building activities

The project's visibility activity has helped the Directorate convey the inspectors' roles and obligations to the public via social media. These social media channels are essential venues for shaping the culture of regulatory compliance. The publication of the Bulletin further invites the Directorate to disseminate the knowledge gathered during inspection visits. The Directorate may consider sharing these social media messages with technical and vocational education and training high schools. Doing so will not only expand the Directorate's reach but also help future workers and employers. Activities targeting local trade chambers and workers' and employers' organizations to disseminate social media information about the benefits of providing decent work to all employees, thereby cascading outcomes.

It is equally important to recognize that mechanisms in labour markets, such as the formalization and sustainability of formal employment, involve many stakeholders beyond the Directorate. We need to identify the connections between informal employment and the difficulties in promoting workplace compliance practices. Even more important, we need to recognize and address the roots and sources of exploitation through informal employment in the labour market and break the cycles of economic insecurity that underlie exploitation.

Sustainability of support systems

The partnership between the ILO Office for Türkiye and the Directorate in digitalizing procedural practices increases the likelihood of sustainability in promoting decent work by relying on administrative data to build evidence-based guidance and inspection services. The support provided by additional modules for the existing Data Centre before migration to e-ITOS proved crucial. The project activities specifying the workflow standards have been essential in promoting active linkages between the Directorate and the ILO Office for Türkiye. However, it is also crucial to develop a clear plan for maintaining and updating online systems. In this regard, further support may be necessary beyond the project duration.

Sustainability of ownership and funding

The provision of national funding to build a database for inspection and guidance activities indicates strong national ownership of the project. However, aligning the database with the ever-changing labor market, including flexible work arrangements, will require long-term support. In addition, the introduction of international experts on workplace compliance expanded the network of labour inspectors and introduced the cases in Türkiye to a broader audience. These networks are likely to be sustained and help further align the country's workplace compliance, inspection, and guidance services with international standards.

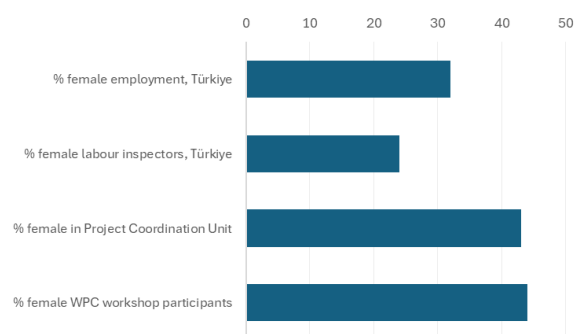
Sustainability of gender related outcomes

Key observations reveal several insights into gender representation in Türkiye's labor sector and project-related activities. Women constitute approximately 42% of the overall workforce, reflecting moderate gender representation in the general labor market. However, within the specialized sector of labor inspection, only about 25% of inspectors are female, indicating a notable gender gap compared to the broader workforce. In contrast, the PCU demonstrates strong female participation, with around 44% of its members being women, suggesting a deliberate effort to include women in project management roles.

Similarly, women account for roughly 45% of participants in workshops, indicating that project activities are relatively gender-balanced and supportive of female engagement.

While the project demonstrates strong gender inclusion in its management and workshops, there is a noticeable disparity in the professional labour inspectorate, where female representation remains low. The data suggests that the project's efforts could serve as a model for increasing gender balance in labour inspection roles over time.

Figure 5: Share of women in the project lifecycle



Source: ILO Labour Statistics, Project Documents

Considering the widespread practice of categorizing women as a separate category, the approach adopted in the project is exemplary. Rather than treating women's presence as an attributional category, the project's design included both women and men, providing a blueprint for achieving gender equality in decision-making bodies.

Conclusion

The evaluation finds that the project reinforces Türkiye's efforts to promote ILS by strengthening the capacities of the Directorate and of workers' and employers' organizations. Through targeted technical guidance and support for workplace compliance, the project aligns with Convention 81 on Labour Inspection. It helps address the 2017 and 2021 CEACR comments and advances the goal of a safer, healthier, and more decent work environment for all women and men.

The project activities implemented and outputs achieved demonstrated a high degree of relevance, coherence, effectiveness, efficiency, and prospects of sustainability and impact. Based on review and triangulation of the project documents, responses to the online questionnaire, and the notes obtained from the key informants in the field, the evaluation concludes that project activities are on target to deliver expected results and offer intangible benefits that are not easily quantifiable by the numbers recorded, i.e., future effectiveness of guidance and inspection services complemented with the planned LMS. Key achievements include the institutionalization of social dialogue within project components, momentum to build capacity within the Directorate, and the strategic integration of online tools.

The project's success is rooted in successful adaptation and the strategic use of social dialogue as a driver of change, which brought together social partners—including workers' and employers' organizations—to

address workplace safety challenges collaboratively. This participatory approach, supported by tripartism, has not only enhanced stakeholder engagement but also improved the project's strategic direction and ownership.

Conclusion 1: An Integrated Approach to Institutional Strengthening and Workplace Compliance

The project's coherence is evident in its seamless integration of activities and partnerships. Internally, the project's design effectively links capacity-building, digital transformation, and communication components to strengthen the Directorate's institutional capacity. The integration of ILO's Strategic Compliance Framework, the adaptation of ITC ILO training materials, and the development of digital tools, such as the LMS and Data Centre modules, reinforce a coherent, evidence-based approach to improving workplace compliance and safety.

Conclusion 2: Social Dialogue Driving Decent Work and Institutional Reform

The project has effectively leveraged the ILO's comparative advantage in social dialogue and tripartism to strengthen frontline labour inspectors and build consensus on labour standards through active engagement of workers' and employers' organizations. Bringing social dialogue closer to the workplace has fostered trust, knowledge exchange, and collaborative problem-solving, enhancing engagement and commitment to labour standards. The project design incorporated social partners to ensure shared accountability, using targeted workshops, non-compliance analyses, and the LMS to provide continuous and inclusive learning for workers and employers. Training on strategic communication and campaign management has measurably improved skills, while tailored workshops and the locally adapted ITC ILO curriculum have cost-effectively strengthened technical and professional capacities. Complementary initiatives, including public outreach via web platforms, bulletins, and social media, have increased awareness of workplace compliance, and upcoming activities, such as international conferences and advocacy workshops, are expected to further strengthen institutional linkages and address enforcement gaps.

Conclusion 3: Strengthening Labour Inspection through Participatory Social Dialogue and Gender-Responsive Practices

The project's participatory approach—anchored in tripartite social dialogue—has proven a significant success factor, improving collaboration among the ILO, the Directorate, and social partners. Workshops and communication initiatives have strengthened the Directorate's visibility and expanded the reach of workplace compliance awareness. At the same time, gender-responsive and rights-based training has laid a foundation for equitable and inclusive practices. Although some studies and field activities are pending, the project is well-positioned to achieve its intended outcomes by fostering sustainable institutional reforms, advancing international labour standards, and embedding social dialogue and gender equality into Türkiye's labour inspection system.

Gender equality and SDG 5 have been integrated throughout labour inspection and guidance, addressing workforce imbalances, equal pay, non-discrimination, work-life balance, and harassment, with dedicated training modules and sectoral assessments promoting equitable conditions for women inspectors.

While no direct evidence was available at midterm, the project's focus on labour-intensive sectors is likely to contribute indirectly to environmental sustainability by promoting safer, more efficient, and

resource-conscious workplace practices. Integrating OSH standards within these sectors sets benchmarks for decent work and sustainable development.

Conclusion 4: Optimizing Resources and Capacity through Innovation and Partnerships

Efficiency has also been strengthened through digital innovation and strategic partnerships. Integrating the nationally owned e-ITOS system and creating the LMS helped prevent operational delays and enhance sustainability. The ITC ILO's blended learning approach provided scalable, high-quality, and cost-efficient capacity-building opportunities for labour inspectors and social partners. ITC ILO's online and in-person training, including a 14-module e-learning course and multi-stakeholder consultations, has been instrumental in building sustainable capacity. Regular coordination and adaptive management ensured resources were flexibly reallocated to address emerging priorities without compromising progress. Overall, the project's design, management, and resource use reflect strong institutional cooperation, prudent planning, and a commitment to long-term sustainability through national ownership and digital transformation.

Conclusion 5: Ensuring Sustainability through National Ownership and Digital Innovation

Sustainability is a core strength of this project, primarily driven by strong national ownership and strategic investments in digital infrastructure. The Directorate's central role in the project's design and implementation has ensured deep buy-in and a meaningful shift toward institutionalization. The development of online tools provides a solid foundation for lasting institutional improvements, ensuring a data-driven, evidence-based inspection system with long-term policy relevance and operational efficiency. However, ongoing technical and financial support will be necessary to maintain and update these systems. The proactive allocation of national funding for database development is a powerful indicator of domestic commitment.

Conclusion 6: Reinforcing Sustainability through Capacity-Building, Inclusion, and Outreach

Sustainability is further reinforced through robust capacity-building mechanisms, active visibility efforts, and social media outreach that promote a culture of compliance and decent work accessible to vulnerable workers. These initiatives extend knowledge-sharing to workers, employers, and social partners, fostering behavioural change at multiple levels. Continued national funding and the integration of workflows into existing systems provide additional assurance of durability, though maintaining and updating digital systems will require sustained support.

Gender inclusion has been a consistent feature of the project, reflected in balanced representation within the Project Coordination Unit and training activities. The project's inclusive approach—treating women and men as equal partners rather than separate target groups—offers a replicable model for gender mainstreaming in institutional settings.

Challenges

Conclusion 7: Key Challenges to Long-Term Effectiveness and Policy Impact

Two key challenges may affect the project's long-term effectiveness and policy impact. First, the timely finalization and peer-reviewed validation of the *Non-compliance Analysis* and *Market Systems Analysis*

are essential to strengthen the project's evidence base and policy influence. Without broad consultation and international review, their findings risk limited uptake and relevance. Second, sustaining the LMS requires a clear maintenance and content update strategy. Establishing a long-term plan and dedicated resources for its management will be crucial to ensure the platform remains current, functional, and fully integrated into the Directorate's institutional framework.

Lessons learned and Emerging Good Practices

Lessons learned

High-level national buy-in: Securing high-level national buy-in is crucial in Türkiye, where informal employment and the exclusion of vulnerable workers complicate efforts to ensure workplace safety. Delivering guidance services at the local level is essential. The project's component, which involves conducting workshops on guidance services, addresses a need identified by the national partner; thus, it directly responds to the national stakeholders' needs. Given that promoting workplace compliance and supporting high-risk sectors with targeted guidance requires long-term commitment, the project benefits from strong engagement by the Directorate, that has been closely involved in both the design and monitoring of the project's activities. This high level of participation underscores national ownership and is a strong foundation for institutional sustainability beyond the life of the project.

Social dialogue as an effective development tool: Social dialogue is a powerful tool for promoting cooperation, building trust, and fostering shared commitment among key labour market stakeholders, labour inspectors, workers' and employers' organizations, and academics. The project has demonstrated that social dialogue is a highly effective tool for fostering cooperation among key stakeholders. Through workshops and interactive sessions, the project successfully engaged local workers' and employers' organizations in constructive discussions on workplace compliance. This approach not only strengthened mutual understanding but also created a platform for sharing good practices, voicing concerns, and identifying practical solutions tailored to local contexts. By promoting inclusive dialogue, the project helped build trust between social partners, reinforced the legitimacy of labour inspection services, and contributed to a shared commitment to decent work standards.

Public dissemination of labour standards: Public dissemination of labour standards through accessible social media channels can greatly expand outreach and strengthen workers' understanding of workplace compliance. Leveraging social media platforms to explain the roles and responsibilities of the Directorate and labour inspectors, and to share accessible guidance on workplace compliance, can significantly shift substandard OSH practices. This kind of outreach helps inform a broader workforce segment, including those outside traditional institutions or workers' and employers' organizations.

Emerging Good Practices

Social dialogue as a tool for encouraging cooperation and networking: Encouraging cooperation and networking among diverse stakeholders—including employers, workers, academics, and international experts—strengthens social dialogue and supports sustainable improvements in workplace compliance. Several project partners and beneficiaries have already recognized the importance of social dialogue in understanding the obligations of workplace partners, including employers, workers, and academics. The role of the ILO Office for Türkiye has been identified as supportive of future social dialogue practices.

Design of guidance services: Integrating field-level insights with structured training and communication mechanisms can proactively support workplaces. Guiding enterprises before formal inspection visits is a novel practice in the country's context. The labour inspectors were aware that this sequencing would enable employers to understand their obligations better and address issues proactively rather than reactively. The delivery of guidance services before formal inspection visits shifts the focus from punitive enforcement to capacity building, helping workplaces make meaningful improvements in compliance before sanctions are applied. This approach improves the quality of inspections and is expected to increase employer engagement and foster a more supportive environment for long-term behavioural change in workplace practices. This is particularly important given the complex dynamics of workplace safety in Türkiye, which are compounded by the widespread prevalence of informal employment.

Recommendations

Recommendations 1 to 3 address the Directorate of Guidance and Inspection Services.

Recommendation 1: The Directorate of Guidance and Inspection Services should continue developing user-friendly practical tools and communication materials tailored to different audiences (e.g., small and medium enterprises, vulnerable workers, sectoral organizations) over social media, ensuring their wide dissemination through digital and traditional channels in collaboration with social media accounts of social partners. As much as the success of compliance relies on the effectiveness of inspection and guidance services, the buy-in of social partners will be the driving mechanism for adopting labour standards. This recommendation is derived from Conclusions 4, 5, and 6 and is high-priority, low-cost, and short-term.

Recommendation 2: The Directorate of Guidance and Inspection Services should develop a clear, comprehensive in-house strategy to maintain and regularly update the content of the Learning Management System. A maintenance plan will ensure that online learning opportunities remain a vibrant and relevant resource within the institution, providing users with up-to-date information and training materials. This recommendation is derived from Conclusions 2, 5, and 6 and is high-priority, medium-cost, and long-term.

Recommendation 3: The Directorate of Guidance and Inspection should finalize the review of two foundational studies (Non-compliance Analysis and Market Systems Analysis) and allow them to be disseminated for peer feedback, including an international peer review. A participatory and transparent approach to reviewing these reports will enhance their relevance and credibility. This recommendation is derived from Conclusions 1, 4, and 6 and is high-priority, low-cost, and short-term.

Recommendations 4, 5, and 6 propose actions for the ILO Project Team to sustain momentum in the second phase.

Recommendation 4: The ILO Project Team, in cooperation with the Directorate of Guidance and Inspection Services, should explore extending the duration of the workshops to three days. Key informants emphasized that the longer sessions would allow for more in-depth exploration of the subject matter and opportunities for practical application of knowledge. Doing so will increase the impact of the workshops and training activities. This recommendation is derived from Conclusions 2 and 3, and is low-priority, medium-cost, and short-term.

Recommendation 5: The ILO Project Team is recommended to enhance the project's long-term impact by supporting the Directorate of Guidance and Inspection Services in mainstreaming administrative data collection. The ILO Project Team is well-positioned to bring international expertise to provide technical assistance, additional modules, and tools to collect detailed data, including gender-, regional-, and sectoral-disaggregated data, for policy briefings. Doing so will support the LMS in developing digital competencies, especially among labour inspectors, through targeted training on administrative data collection, report generation, and gender-sensitive analysis. The integration of these activities will strengthen sustainability and reinforce national ownership. This recommendation is derived from Conclusions 1, 4, and 5 and is high-priority, medium-cost, and long-term.

Recommendation 6: The ILO Project Team, in collaboration with the Delegation of the European Union to Türkiye, should actively develop pathways for regional and sectoral replication of successful project tools. Given the project's emphasis on sustainability and establishing strong relationships with social partners and other relevant organizations, scaling up successful interventions will amplify the project's positive outcomes and contribute to broader improvements in working conditions and labour governance across the country. This recommendation is derived from Conclusions 2, 5, and 6, and is low-priority, low-cost, and long-term.

Annexes

Annex 1: Terms of Reference

Terms of Reference t Mid-term Evaluation of the Project “*Workplace Compliance through Labour Inspection Guidance and Social Dialogue*”

1. Key facts

Project Overview	
ILO Project Code:	TUR/22/03/EUR
Project Title:	Workplace Compliance through Labour Inspection Guidance and Social Dialogue
Project Start and End Date	1 March 2023- 28 February 2026
Type of evaluation (e.g., internal)	Internal
Timing of evaluation	Midterm
Contracting Organization:	International Labour Organization (ILO)
ILO Responsible Office:	ILO CO Ankara, Türkiye
Funding source:	European Union
Budget of the Project:	EUR 2,513,000.00
Project Location:	Türkiye
Project Duration:	36 Months
P&B Outcomes and CPOs:	Outcome 2: Strong, representative and influential tripartite constituents and effective social dialogue, TUR158
Expected Starting and End Date of the Evaluation	10 February 2025 – 14 April 2025

2. Background information

The "Workplace Compliance through Labour Inspection Guidance and Social Dialogue" (WPC) Project, funded by the European Union, commenced on March 1, 2023, with a planned duration of 36 months. This project, primarily involving the Directorate of Guidance and Inspection (DoGI) under the Ministry of Labour and Social Security (MoLSS) in Türkiye, aims to create a more decent work environment for all women and men in Türkiye. The project seeks to achieve this by enhancing the institutional capacity of

DoGI and social partners and improving workplace compliance through the strengthening guidance services.

The ILO Evaluation Policy, adopted by the Governing Body in October 2017, mandates systematic evaluations of projects to enhance the quality, accountability, and transparency of the ILO's work. It also aims to strengthen decision-making processes and support constituents in promoting decent work and social justice. In line with the ILO Evaluation Policy, WPC project will undergo both an internal mid-term evaluation and an independent final evaluation. Accordingly, this Terms of Reference (ToR) outlines the scope, criteria, evaluation questions, methodology, deliverables, and requirements for the mid-term evaluation, which will be conducted by an external consultant. The evaluation process will adhere to both ILO Monitoring and Evaluation (M&E) procedures and the evaluation will be carried out under the overall supervision of the Regional Evaluation Officer for Europe and the ILO Evaluation Office.

Project Description

The WPC project was initiated in response to the critical role labour administration and inspection systems play in ensuring decent work environments. These systems are central to protecting workers' rights, promoting international labour standards, and fostering sustainable enterprises. In Türkiye, the DoGI plays a vital role in safeguarding labour rights by enforcing compliance with national and international labour standards. The WPC project aligns with these objectives, aiming to strengthen the institutional capacity of the DoGI and its social partners, and to promote workplace compliance, with a focus on guidance services that help employers and workers avoid risks and improve working conditions.

The global context presents significant challenges for labour inspection systems, with limited resources, evolving work trends, and the profound impact of the COVID-19 pandemic. In Türkiye, high rates of informality, unemployment, and unequal labour force participation—especially among women and vulnerable groups—pose additional barriers to achieving decent work. Despite strong economic growth, these deficits highlight the need for more comprehensive and inclusive labour inspection systems that can address the complexities of the Turkish labour market. The WPC project is designed to address these challenges by enhancing both the preventive and enforcement roles of the DoGI, ensuring it can adapt to changing work environments and better serve the needs of all workers in Türkiye.

The project also recognizes the importance of improving the quality of labour inspection data and using it for risk-based strategic planning. This requires strengthening DoGI's IT infrastructure, which currently limits its capacity to conduct targeted inspections and guidance activities. By enhancing data collection and analysis, the WPC project aims to support more effective decision-making and resource allocation within the DoGI. Ultimately, the project contributes to Türkiye's broader national development goals, including increasing employment opportunities for women and young people, combating informality, and promoting safer, healthier workplaces across all sectors.

By building on Türkiye's national policies and ILO conventions, particularly Convention No. 81 on Labour Inspection, the WPC project seeks to reinforce the role of social dialogue in labour inspection and foster a culture of compliance and prevention. Through the collaborative efforts of the ILO, DoGI, and social

partners, the project aims to create a more resilient, inclusive, and effective labour inspection system, further contributing to the ILO's overarching goal of decent work for all.

The Theory of Change for this project focuses on enhancing workplace compliance in Türkiye, with the ultimate goal of creating a more decent work environment for all women and men. By improving labour administration and inspection, the project seeks to modernize labour inspection systems, foster social dialogue, and strengthen the role of the DoGI. This will contribute to better working conditions, promote workers' rights, and ensure alignment with International Labour Standards, EU Acquis, and national labour laws. The project adopts a multi-pronged approach to enhance the technical capacities of social partners and institutions involved in labour administration. It emphasizes equality and a rights-based approach, while also supporting the digital adaptation of inspection services.

Another key focus is on strengthening the guidance function of the DoGI to raise awareness and improve compliance in carefully selected sectors. By fostering cross-sectoral dialogue and implementing a value chain-based guidance model, the project is expected to contribute to sustainable economic growth, prevent informality, and improve occupational safety and health in line with ILO standards.

Achievements to date (as reported by the project)

Project Management Team (PMT), Senior Project Coordinator, Governance and Compliance Officer, Training and Social Dialogue Officer, Finance and Procurement Officer, Finance and Procurement Assistant and Project and Administrative Assistant, based in Ankara has been formed in line with the Project's Description of Action (DoA).

Following the creation of the PMT, the project has made significant progress in advancing its objectives. A Guidance Team was established within the DoGI, comprising 30 labour inspectors. A non-compliance analysis was initiated to assess gaps in relation to national and international labour standards, producing a draft report with recommendations for enhancing compliance. Furthermore, thematic workshops on key issues like "preventive safety and health", "non-standard forms of employment", and "responsible business conduct" were organized, engaging a diverse group of stakeholders including labour inspectors, social partners, and private sector representatives.

The project also launched a study on labour inspection in the context of the future of work and post-COVID period in Türkiye partly focusing on the emerging work modalities, such as remote work and platform employment. This study, to be completed by November 2024, involved interviews and surveys with labour inspectors, social partners, and other relevant actors. Additionally, existing international tools and checklists were translated into Turkish and published to aid DoGI's work. The capacity and needs assessment (Training Needs Analysis) were completed including an online survey and face-to-face meetings addressing DoGI officials, relevant public institutions, social partners as well as focus group meetings with all group presidencies of DoGI. Capacity-building activities included training through ITC ILO.

"ILO Approach to Strategic Compliance Planning for labour inspectors", aiming to assist them in achieving sustained compliance goals, has been introduced with an initial workshop to inform all parties about the

model's objectives and expected outcomes. The pilot Strategic Compliance Model and plan reports on metal, textile, furniture and construction sectors have been developed for DoGI by labour inspectors with technical input from ILO LABADMIN/OSH as a result of the discussions on the workshop. The project has made efforts within the scope of digital adaptation, with the mapping of workflows for labour inspection services and the development of an efficient Electronic Case Management System (ECMS) blueprint. Workshops were conducted to validate these workflows and gather feedback.

Furthermore, the project began assessing priority sectors for decent work deficits using a Market Systems Approach aiming to provide DoGI with a holistic guidance model, discuss the root causes to non-compliances and possible solutions to improve compliance. The “visibility and communication plan” was finalized, and awareness-raising events were held.

3. Purpose, objectives, and scope of the evaluation

ILO considers evaluation as an integral part of the implementation of development cooperation projects. Therefore, the evaluation will be planned and implemented in accordance with the ILO Evaluation Policy¹⁶ and the ILO Results Based Evaluation Strategy¹⁷, using the ILO policy guidelines for evaluation¹⁸: Principles, rationale, planning and managing for evaluations. The evaluation will also comply with the evaluation criteria

established by the OECD / DAC Quality Standards for Development Evaluation and the UNEG Code of Conduct for Evaluation in the UN System.

The Purpose and Objectives of the Evaluation

The mid-term evaluation will ensure accountability to the beneficiaries, donor, and key stakeholders, while also fostering organizational learning within the ILO and among its partners. The results of the evaluation will contribute to the further development of the project, with a focus on enhancing workplace compliance in Türkiye. This evaluation is an integral part of the M&E Plan developed specifically for the WPC project, aligned with the project's DoA and the ILO Policy Guidelines for Results-Based Evaluation.

The evaluation will assess the project's achievements to date, providing a comprehensive analysis of its outcomes and identifying steps for potential future development to further promote workplace compliance. Drawing on the OECD DAC Criteria, this study will focus key areas including the project's relevance, coherence, effectiveness, efficiency, sustainability and impact. The evaluation will also examine the validity of the project's underlying assumptions regarding its contributions to broader development impacts.

The evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned, good practices, and recommendations. It will also touch upon cross-cutting issues such as gender equality, disability inclusion, social dialogue, environmental

¹⁶ <https://www.ilo.org/evaluation-office/evaluation-policy>

¹⁷ <https://www.ilo.org/resource/conference-paper/gb/332/ilo-results-based-evaluation-strategy-2018-21>

¹⁸ <https://www.ilo.org/publications/ilo-policy-guidelines-results-based-evaluation-principles-rationale>

sustainability, and international standards, in terms of challenges and opportunities for tackling the most vulnerable segments in line with guidelines and protocols set by EVAL/ILO¹⁹.

The evaluation report will be shared to project stakeholders. It will also provide the basis for the design of future intervention models in the country and contribute to documenting management and delivery approaches.

The evaluation will consider the project's relevance, coherence, effectiveness, efficiency sustainability, and contributions to broader developmental impacts. The objectives of this mid-term evaluation are therefore to:

- i. Assess the relevance and coherence of the project to address constituents and target groups' needs.
- ii. Assess the extent to which the project is in process of achieving its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen.
- iii. Identify unexpected positive and negative results of the project.
- iv. Assess the extent to which the project outcomes will be sustainable.
- v. Assess the integration of ILO cross cutting themes (i.e., gender equality and nondiscrimination, international labour standards, social dialogue and just environmental transition) in the project strategies and results
- vi. Identify lessons learned and good practices to inform the key stakeholders (i.e., the tripartite constituents, national stakeholders, the donor and ILO) for future similar interventions.
- vii. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

Scope of Evaluation

The scope of the evaluation will cover all project activities and components from the project's inception until 15 January 2025. It will include all provinces where the project has been implemented. The primary clients of the evaluation include (but are not limited to):

- ILO LABGOV, ILO management, and project staff at the ILO Office for Türkiye,
- Donor (European Union),
- Government Partners: MoLSS, DoGI, DG Labour, DG OSH
- Labour inspectors
- Members of social partners, such as TİSK, TÜRK-İŞ, HAK-İŞ, DİSK

The evaluation will integrate gender equality, inclusion of people with disabilities, environmental sustainability, ILS, and social dialogue, as crosscutting concerns throughout its methodology and deliverables, including the final report. This is based on EVAL's protocols on cross-cutting issues to ensure stakeholder participation in the evaluation process. Special attention will be given to assessing the project's alignment with the ILO's Decent Work Agenda and national development frameworks.

¹⁹ [4](#) Ibid.

Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)

The evaluation will apply the key criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact potential and apply international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group (UNEG). In particular,

- The evaluation should address the evaluation criteria related to relevance, coherence, project progress/ achievements and effectiveness, efficiency in the use of resources, impact, and sustainability of the project interventions as defined in the 4th edition of the ILO Policy Guidelines for results-based evaluation (2020).
- The evaluation adheres to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System. The evaluation process will observe confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff will not be present during interviews.
- The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development and just transition on environment should be considered in this evaluation, throughout the methodology, deliverables, and final report of the evaluation. It should be noted that gender has been considered during the design of all project activities and the main aim of the project is to contribute decent work environment for all women and men in Türkiye through enhanced workplace compliance.
- It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator may adapt the suggested evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO and the evaluator at the inception phase. The evaluation instruments (as part of inception report) to be prepared by the evaluators will specify any proposed adjustment i.

The suggested evaluation criteria and questions are given below:

Relevance	How well do the project's objectives align with Türkiye's national development plan and Strategic Plan of Ministry of Labour and Social Security and the needs of vulnerable groups such as informal workers, women, and refugees?
	Does the intervention's causal logic and the results-level align with the "ILO Programme and Budget 2024-2025" (specifically Policy Outcome 2: Strong, representative, and influential tripartite constituents and effective social dialogue) and the Sustainable Development Goals (particularly SDGs 8, 5, 10, and 16, with emphasis on Targets 8.5, 8.7, and 8.8)? How have the project's outcomes contributed to the SDGs within Türkiye?
	How relevant is the project in addressing emerging labour market challenges, such as those posed by the digitalization of work?

	How does the project contribute to broader objectives related to gender equality and nondiscrimination within the Turkish labour market? Does the project align with gender-related goals established by the SDGs and national policy frameworks?
	Are the activities appropriately supporting the project's strategic objectives and align with those of relevant partners?
Coherence	How well does the project align with and complement other EU, ILO, national and international initiatives focused on decent work (i.e. labour compliance and social dialogue) in Türkiye, particularly in sectors with high levels of informality and non-compliance?
	How consistent are the project's strategies with Türkiye's national development plan and Strategic Plan of Ministry of Labour and Social Security ?
	Is the intervention logic coherent and realistic in terms of achieving the planned outcomes?
	Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What are their roles? And what are their expectations? To what extent have these partnerships contributed, or are likely to contribute, to the achievement of the intended results?
Effectiveness	To what extent has the project is in process of achieve its specific objectives, including improving workplace compliance and the institutional capacity of the DoGI? What key results have been observed to date?
	Have there been any unforeseen results, either positive or negative, emerging from the implementation of the project? What factors have significantly contributed to or hindered the progress in the achievement of the project's intended outcomes and objectives?
	Are the tools and training programs (e.g., strategic compliance planning, face-to-face strategic communication training and online ITC ILO trainings) effectively building the skills and knowledge of inspectors and relevant stakeholders?
	To what extent have gender considerations been effectively integrated throughout the project's lifecycle, including planning, implementation, and M&E, as well as in the activities of the implementation partners? What alternative strategies to promote gender equality could have been pursued or remain viable?
	How effective has the project's coordination and monitoring mechanism been, including the role of the Project Steering Committee and the frequency and quality of meetings between project staff, beneficiaries, donor, and key partners? To what extent did the project integrate social dialogue into its approach and activities?
	To what extent are financial, human, and technical resources being effectively utilized to achieve the project's anticipated results, with special consideration of gender issues?
	Are the project outputs being delivered in accordance with the established timelines and within the allocated budget?

Efficiency	Given the size, complexity, and challenges of the project, is the current management structure and technical capacity adequate to support its successful implementation?
	Have any inefficiencies or delays been identified in the digital transformation of DoGI's inspection systems, particularly in the transition from ITOS to the Data Centre?
	How efficiently are the training programs (e.g., ILO Academy, ITC-ILO, face-to-face strategic communication training) being conducted to build the capacity of labour inspectors and social partners?
	Has the project received sufficient political, technical, and administrative support from the ILO and its national partners? If not, what factors contributed to this, and how can support be improved?
Sustainability	To what extent are the project's outcomes, such as improved workplace compliance and enhanced DoGI capacity, likely to be sustained after the project ends? What is the likelihood that the new guidance and inspection model will be institutionalized within DoGI?
	How sustainable is the digital transformation of DoGI's inspection and guidance systems?
	What mechanisms exist to ensure the continuation of capacity-building activities, such as training of trainers, after project completion?
	How effectively are stakeholder engagement efforts, especially with social partners and CSOs, structured to support long-term sustainability of the project's objectives? How strong is the sense of ownership among partners and beneficiaries, and how does this contribute to long term sustainability?
	Are the positive gender-related outcomes likely to endure?
Impact	What are the initial or likely impacts of the project on working conditions and workplace compliance within the targeted sectors?
	To what extent has the project contributed to improving the capacity of the DoGI and its social partners in ensuring compliance with national and international labour standards?
Others	What lessons have been learned to date from the implementation process?
	Are there any good intervention practices that can be replicated nationally and globally to inform future projects?
	How effective was the project in utilizing International Labour Standards (ILS) promotion and social dialogue tools and products?

The list of questions provided above may be modified by the Evaluator in collaboration with the ILO. While the Evaluator has the flexibility to adapt the evaluation criteria and questions, any significant alterations must be mutually agreed upon by both the Senior Project Coordinator and the Evaluator and documented in the inception report. Based on the analysis of the findings, the evaluation will offer practical recommendations that can be integrated into the implementation of ongoing projects and the design of prospective future initiatives.

5. Methodology

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in the ILO's evaluation guidelines and procedures. The evaluation will be conducted in a participatory manner by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation, and participate in dissemination processes.

The methodology will include examining the project's **Theory of Change** in the light of logical connect between the levels of results, their alignment with the ILO's strategic objectives and external factors/assumptions. Particular attention will be given to the logical connection between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as national strategic frameworks with the relevant SDGs and related targets, and other relevant external factors .

The evaluation would apply a mixed-method approach. Both qualitative and quantitative evaluation approaches should be considered for this evaluation. First of all, the evaluator(s) will make a **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, mission reports, project briefs, news/articles and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications). Secondly, the Evaluator(s) will collect relevant data for the evaluation. Individual or group interviews will be conducted with the main stakeholders defined in the ToR.

Evaluator(s) would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project Team. Thirdly, the Evaluator may use **surveys, interviews and/or focus group discussions** to collect data for the evaluation from the target groups, if applicable.

Opinions revealed by the stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Progress Reports.

Sound and appropriate data analysis methods should be developed. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by gender and other relevant categories, during the collection, presentation and analysis of data.

The evaluator will be expected to follow EVAL's Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the ILO EVAL [Guidance Note 3.1 on integrating gender equality and non-discrimination](#); and the ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#).

All this information should be accurately reflected in the inception report and evaluation report.

The evaluator is expected to conduct field visits to some of the project cities namely: Ankara and Adana, Türkiye within the data collection period. In addition to cover other provinces the evaluator may conduct virtual interviews, use survey and desk review of project reports and outputs.

The methodology and techniques to be used in the evaluation should be described in detail in the **inception report** and the evaluation report, and should contain, at minimum, information on the instruments used for

data collection and analysis, whether these be documents, interviews, surveys, etc. The limitations of the chosen evaluation methods and the mitigation strategies followed should be also clearly stated.

Planning Consultations: The evaluator(s) will have a consultation meeting with the Project Management Team. The objective of the meeting is to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments, and an outline of the final assessment report. The following topics will be covered: project background and materials, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of the assessment team, outline of the final report. A meeting with the donor will also take place to understand their expectations of the evaluation.

Field Work: During this phase, data will be collected through a combination of methods:

- **Interviews:** Individual and group interviews will be conducted with key stakeholders, including project staff, beneficiaries, and partners. These interviews may take place in person or through virtual platforms to accommodate participant availability and preferences.
- **Surveys:** Online surveys will be distributed to relevant target groups to gather quantitative data on the project's impact and effectiveness.
- **Document Analysis:** The Evaluator will also review secondary data sources, including national research publications, relevant policy documents, and other outputs of the project, to inform the evaluation.

Debriefing/Presentation: Once the report is completed, the evaluator will deliver a debriefing to the ILO Team, presenting the evaluation findings, conclusions, and recommendations. Following approval by the PMT, the final draft will be shared with the Regional Evaluation Office for his approval and the approved version will be shared with EVAL to upload it in the public repository [i-eval Discovery](#)

IMPORTANT NOTE!	
The evaluation should comply with international norms and standards . Also, the Evaluator will be expected to follow EVAL's Guidance documents regarding the evaluation including:	
• ILO's Policy Guidelines for Result-based Evaluation, • Guidance Note 2.2: Self and Internal Evaluations, • Guidance Note 3.1: Integrating Gender in Monitoring and Evaluation of Projects, • Guidance Note 3.2: Integrating Social Dialogue and ILS in Monitoring and Evaluation of Projects, • Checklist 4.2: Preparing the Evaluation Report • Guidance Note 4.3: Data Collection Methods, • Guidance Note 4.4: Inception Report, • Guidance Note 4.5: Stakeholder Engagement, • Guidance note 5.5: Lessons Learned and Emerging Good Practices • Checklist 4.8: Writing the Inception Report	

6. Main deliverables

Inception Report: To be submitted to the PMT within **10 days** of the receiving of all programme documents and may be circulated among key stakeholders.

This report will propose the methods, sources and procedures to be used for data collection and analysis. It will also include a proposed timeline of activities and submission of deliverables., The Evaluator will also share the initial draft inception report with the Project Team to seek their comments and suggestions. The inception report should be in line with [ILO EVAL Office Checklist](#).²⁰ It should be approved by ILO before starting the data collection phase

Draft Report: To be submitted to the PMT within **15 days** of completion of the data collection.

The draft report will be approx. 30 pages plus executive summary and appendices. The draft report will be disseminated to all key project stakeholders to seek their comments and suggestions.

Final Evaluation Report: To be submitted to the Senior Project Coordinator within **10 days** of receipt of the draft final report with comments. The Final Report should be submitted along with all relevant Annexes as indicated in ILO Guidance Note on the evaluation report (including executive summary, good practices, lessons learned etc.) and checklist²¹.

7. Management arrangements and work plan (including timeframe)

The following is a tentative schedule of tasks and anticipated duration of each:

Responsible Role	Task	Timeline	Duration (# of working days)
Evaluator	Desk review of project related documents; briefing with project management team. Prepare inception report (Deliverable-1) including interview questions and questionnaires (if needed) for project stakeholders	28 February 2025 – 11 March 2025	5 days
Evaluator	Conduct interviews, surveys (if needed) with relevant project staff, stakeholders, and beneficiaries.	15 March 2025 – 10 April 2025	10 days
Evaluator	Analysis of data based on desk review, online field assessment, online interviews/questionnaires with stakeholders; draft evaluation report (Deliverable-2)	11 April 2025 – 15 April 2025	7 days

²⁰ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf

²¹ [wcms_746808.pdf](#)

PMT	Circulate draft report to key stakeholders and project team Consolidate comments of stakeholders and project team and send to Evaluator	30 April 2025 – 5 May 2025	N/A
Evaluator	Finalize the report and submit Final Mid-Term Evaluation Report (Deliverable-3)	10 May 2025 – 15 May 2025	3 days
Total # of working days for Evaluator			25 days

8. Management Arrangements

The evaluation will be conducted by an external collaborator based in Turkey (no funding for international travel is available). In line with the internal evaluation policy of the ILO, the evaluation will be managed by Senior Project Coordinator, under the oversight of Mr. Houtan Homayounpour, ILO Regional Evaluation Officer/EVAL. The responsibilities of the ILO project team members involved in the mid-term evaluation are outlined below:

Senior Project Coordinator: The Senior Project Coordinator will supervise, coordinate, and guide the evaluation process. She will provide final decisions and feedback on all aspects of the evaluation. She will also offer strategic guidance throughout the process, ensuring that planned activities are executed on time to achieve the expected results.

Project Officers: They will provide the required documentation, information, and lists of contacts/stakeholders/constituents/beneficiaries. They will also offer technical support to the Senior Project Coordinator and the consultant as needed during the evaluation.

Finance and Procurement Officer & Finance Assistant: These officers will ensure that all expenditures align with the approved budget and comply with ILO financial rules and regulations. They will also provide administrative and financial support, including preparing financial documents and processing payments to the consultant.

The project will fund traveling in Turkey: DSA and transportation as per ILO travel procedures for consultants.

9. Roles and Responsibilities

i. Evaluator

The Evaluator will be responsible for conducting the evaluation in accordance with the ToR. Specific tasks include:

- Reviewing the ToR and providing feedback or proposing refinements to the evaluation questions, if necessary,
- Reviewing all relevant project background materials, including the DoA, M&E Plan, progress report, supportive documents and any promotional or visibility materials,

- Developing and implementing the evaluation methodology (this includes preparing the Inception Report, conducting in-person or virtual interviews, reviewing documents, and analysing data to answer the evaluation questions),
- Conducting preparatory consultations with the Senior Project Coordinator and the project team before initiating interviews or field research,
- Carrying out field research, interviews, and surveys, as applicable, to gather insights from project stakeholders and beneficiaries,
- Preparing the initial draft of the evaluation report, incorporating feedback from relevant ILO officials and other stakeholders,
- Presenting the preliminary findings, conclusions, and recommendations during a debriefing session with ILO and project stakeholders,
- Finalizing the evaluation report based on comments and feedback received on the draft.

ii. *Senior Project Coordinator and PMT*

The Senior Project Coordinator and the PMT will provide essential support to ensure a smooth evaluation process. Specific responsibilities include:

- Reviewing and finalizing the ToR, circulating it for feedback, and addressing any necessary revisions,
- Facilitating communication and arranging preparatory meetings between the Evaluator, project team, and key stakeholders prior to field research or interviews,
- Supporting the implementation of the evaluation methodology by coordinating with the project team and ensuring access to relevant information and stakeholders,
- Reviewing the initial draft of the evaluation report, consolidating feedback from all relevant parties, and providing it to the Evaluator for revisions,
- Submitting the final draft to the Regional Evaluation Office and EVAL
- Disseminating the final report to all project stakeholders and ensuring it reaches all relevant parties,
- Coordinating follow-up actions based on the recommendations of the final evaluation report, as required.
 - Supplying all relevant background materials to the Evaluator, including the DoA, progress reports, supporting documents, studies, surveys, tools, and publications produced during the project,
- Actively participating in preparatory consultations and meetings to ensure alignment between the Evaluator and the project team,
- Scheduling and coordinating meetings, interviews, and field visits, including the preparation of a detailed program for the evaluation mission,
- Reviewing and providing comments on the draft evaluation report,
- Participating in the debriefing sessions on findings, conclusions, and recommendations, offering input as necessary,
- Providing translations of key sections of the evaluation report, if required, to ensure accessibility to Turkish-speaking stakeholders.

iii. *Finance and Procurement Team*

The Finance and Procurement Team will ensure that financial and administrative support is provided throughout the evaluation process. Their tasks include:

- Monitoring that all expenditures related to the evaluation are in line with the approved budget and comply with ILO's financial rules,
- Assisting with the preparation and submission of necessary financial documents and ensuring that payments to the Evaluator are processed in a timely manner.

This structured division of responsibilities will ensure that the evaluation of the WpC project is carried out efficiently, with clear communication and collaboration among all involved parties.

10. Requirements

i. Minimum Qualifications of the Evaluator:

- A minimum of first-level university degree in economics, statistics, social or mathematical sciences, or related fields,
- At least five years of professional experience in monitoring and/or evaluation of projects and/or programs,
- Fluency in English and Turkish (both written and spoken).

ii. Assets:

- Experience in planning, implementing, monitoring, evaluation of EU-funded project(s) and projects of UN Agencies (DC projects),
- Familiarity with the ILO's mandate, operations, and evaluation protocols,
- Expertise in qualitative and quantitative research methods, including data collection and analysis, survey design, and case studies,
- Specific knowledge in the fields of labour law, workplace compliance, labour inspection, employment standards, or occupational safety and health.

* Attaching the proof documents reflecting the experience and the knowledge of the applicants (such as previously prepared reports, etc.) is highly recommended.

iii. Language Requirements

The working languages of the individual activities included in the scope of this subcontract are English and Turkish. The final outputs will be submitted in English. The ILO Office for Türkiye will not provide any additional funds for translation services.

11. Legal, Ethical Standards and Security Compliance

The evaluation will be conducted in accordance with the ILO evaluation policy guidelines, the United Nations Evaluation Group (UNEG) Norms and Standards, and the OECD/DAC criteria for evaluating development assistance.

Ethical considerations will be a fundamental aspect of the evaluation process. In compliance with the UNEG Norms and Standards, the Evaluator is expected to demonstrate sensitivity to cultural beliefs, customs, and practices, and to engage with all stakeholders with integrity and honesty.

The Evaluator must respect individuals' rights to provide information confidentially, ensuring participants are informed about the scope and limits of confidentiality. Additionally, the Evaluator will take necessary steps to prevent sensitive information from being traceable to its source.

Should the External Collaborator be required to travel outside their city of residence during the course of this assignment, they are responsible for completing the BSAFE security awareness online training. This course can be accessed by registering at <https://training.dss.un.org/user/login>. Furthermore, prior to any travel outside their city of residence, the External Collaborator must obtain security clearance through the "Travel Request Information Process" (TRIP) system, available via registration at <https://trip.dss.un.org/dssweb>.

Annex 2: Evaluation Matrix

Relevance
How well do the project's objectives align with Türkiye's national development plan and the Strategic Plan of the Ministry of Labour and Social Security, as well as the needs of vulnerable groups such as informal workers, women, and refugees?
Does the intervention's causal logic and the results-level align with the "ILO Programme and Budget 2024-2025" (specifically Policy Outcome 2: Strong, representative, and influential tripartite constituents and effective social dialogue) and the Sustainable Development Goals (particularly SDGs 8, 5, 10, and 16, with emphasis on Targets 8.5, 8.7, and 8.8)? How have the project's outcomes contributed to the SDGs within Türkiye?
How relevant is the project in addressing emerging labour market challenges, such as those posed by the digitalization of work?
Does the project align with gender-related goals established by the SDGs and national policy frameworks?
Coherence
How well does the project align with and complement other EU, ILO, national and international initiatives focused on decent work (i.e. labour compliance and social dialogue) in Türkiye, particularly in sectors with high levels of informality and non-compliance?
Is the intervention logic and design coherent and realistic in terms of achieving the planned outcomes? Are the activities appropriately supporting the project's strategic objectives and aligned with those of relevant partners?
Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What are their roles? And what are their expectations? To what extent have these partnerships contributed, or are likely to contribute, to the achievement of the intended results?
Effectiveness
To what extent has the project is in process of achieving its specific objectives, including improving workplace compliance and the institutional capacity of the Directorate? What key results have been observed to date?
Are the tools and training programs (e.g., strategic compliance planning, gender equality modules) effectively building the skills and knowledge of inspectors and relevant stakeholders?
To what extent have the training programs (e.g., ILO Academy, ITC-ILO) been conducted to build the capacity of labour inspectors and social partners?
To what extent has the digital transformation of the Directorate's inspection systems been effective, particularly in the transition from ITOS to the Data Centre?
Have there been any unforeseen results, either positive or negative, emerging from the implementation of the project? What factors have significantly contributed to or hindered the progress in the achievement of the project's intended outcomes and objectives?
To what extent have gender considerations been effectively integrated throughout the project's lifecycle, including planning, implementation, and M&E, as well as in the activities of the implementation partners?
How effective was the project in utilizing International Labour Standards (ILS) promotion and social dialogue tools and products?
How does the project contribute to broader objectives related to environmental sustainability?
To what extent does the project effectively observe disability inclusion and promote non- discrimination within the Turkish labour market?
Efficiency
To what extent are financial, human, and technical resources being effectively utilized to achieve the project's anticipated results, with special consideration of gender issues?
Are the project outputs being delivered in accordance with the established timelines and within the allocated budget?
Given the size, complexity, and challenges of the project, is the current management structure and technical capacity adequate to support its successful implementation?
How efficient has the project's coordination and monitoring mechanism been, including the role of the Project Steering Committee and the frequency and quality of meetings between project staff, beneficiaries, donor, and key partners? To what extent did the project integrate social dialogue into its approach and activities?
Has the project received sufficient political, technical, and administrative support from the ILO and its national partners? If not, what factors contributed to this, and how can support be improved?

Sustainability
To what extent are the project's outcomes, such as improved workplace compliance and enhanced the Directorate's capacity, likely to be sustained after the project ends?
What is the likelihood that the new guidance and inspection model will be institutionalized within the Directorate?
What mechanisms exist to ensure the continuation of capacity-building activities, such as training of trainers, after project completion?
How effectively are stakeholder engagement efforts, especially with social partners and CSOs, structured to support long-term sustainability of the project's objectives? How strong is the sense of ownership among partners and beneficiaries, and how does this contribute to long-term sustainability?
Are the positive gender-related outcomes likely to endure? What alternative strategies to promote gender equality could have been pursued or remain viable?
Lessons learned and emerging good practices
What lessons have been learned to date from the implementation process?
Are there any good intervention practices that can be replicated nationally and globally to inform future projects?

Annex 3: Lessons Learned

ILO Lesson Learned Template	
Project Title: Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC) Project TC/SYMBOL:	
Name of Evaluator: Sevinc Rende Date: 15. April.2025 The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	Securing high-level national buy-in is crucial in Türkiye, where informal employment and the exclusion of vulnerable workers complicate the task of ensuring workplace safety. Delivering guidance services at the local level is essential. One of the project components involves conducting workshops that address guidance services, directly responding to needs identified by national stakeholders. Given that promoting workplace compliance and supporting high-risk sectors with targeted guidance requires long-term commitment, the project benefits from strong engagement by the Directorate of Guidance and Inspection Services, the main national partner, which has been closely involved in both the design and monitoring of project activities. This high level of participation underscores national ownership and is a strong foundation for institutional sustainability beyond the life of the project. Strong engagement by the national partner in designing and monitoring project activities, combined with proactive national funding for database development and the planned Learning Management System has strengthened in-house capacity beyond the project's duration and laid a foundation for institutional sustainability.
Context and any related preconditions	The project envisages that workplace compliance works best when incorporated with prevention. For this reason, guidance services inform both employers and employees on the benefits of workplace compliance. This lesson is relevant wherever labour inspectorates seek to institutionalize digital tools such as e-inspection platforms or LMS, and where strong government ownership is essential for sustainability. It can be applied in other countries pursuing alignment with ILO labour inspection conventions, where national funding and the involvement of social partners are critical to maintaining digital compliance systems.
Targeted users / Beneficiaries	The activity directly targets workers' and employers' organizations.

Challenges /negative lessons - Causal factors	There are no negative lessons to draw on.
Success / Positive Issues - Causal factors	The success of the project activity relies on incorporating the tri-partite principle of the ILO. Future projects should ensure early and continuous participation of the national labour-inspection authority and secure domestic resources from the outset to sustain and update digital platforms after project completion.
ILO Administrative Issues (staff, resources, design, implementation)	None.

ILO Lesson Learned Template

Project Title: Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC)
Project TC/SYMBOL:

Name of Evaluator: Sevinc Rende

Date: 15.April.2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Social dialogue is a powerful tool for promoting cooperation, building trust, and fostering shared commitment among key labour market stakeholders, labour inspectors, workers' and employers' organizations, and academics. The project has demonstrated that social dialogue is a highly effective tool for fostering cooperation among key stakeholders. Through workshops and interactive sessions, the project successfully engaged local workers' and employers' organizations in constructive discussions on workplace compliance. This approach not only strengthened mutual understanding but also created a platform for sharing good practices, voicing concerns, and identifying practical solutions tailored to local contexts. By promoting inclusive dialogue, the project helped build trust between social partners, reinforced the legitimacy of labour inspection services, and contributed to a shared commitment to decent work standards.
Context and any related preconditions	The project coordinated its activities relying on social dialogue. By introducing the importance of social dialogue in altering the safety culture, the project introduced novel pathways of communication between the labour inspectors, employers and workers.
Targeted users / Beneficiaries	The activity involves labour inspectors, workers' and employers' organizations.
Challenges /negative lessons - Causal factors	There are no negative lessons to draw on.

Success / Positive Issues - Causal factors	This lesson could be considered for labour inspection and compliance initiatives that rely on initiating cooperation among government, employers, and workers. It is, in fact, transferable to other contexts seeking alignment with ILO labour standards and aiming to foster ownership through social dialogue. Future projects would benefit from considering tripartite engagement and stakeholder feedback mechanisms at the design stage and sustain them throughout project implementation to strengthen trust, participation, and shared accountability. The success of the project activity relies on incorporating the tri-partite principle of the ILO.
ILO Administrative Issues (staff, resources, design, implementation)	None.

ILO Lesson Learned Template

Project Title: Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC)
Project TC/SYMBOL:

Name of Evaluator: Sevinc Rende

Date: 15. April.2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The public dissemination of labour standards through accessible social media channels can greatly expand outreach and strengthen workers' understanding of workplace compliance. Leveraging social media platforms to explain the roles and responsibilities of the Directorate of Guidance and Inspection Services and labour inspectors, and to share accessible guidance on workplace compliance, can significantly shift substandard OSH practices. This kind of outreach helps inform a broader segment of the workforce, including those outside traditional institutions or workers' and employers' organizations.
Context and any related preconditions	The project activity rightly diagnosed that altering the culture of workplace compliance becomes much efficient if the national stakeholder, the Directorate of Guidance and Inspection Services, effectively adapts its visibility efforts to communicate directly with the workers and employers.
Targeted users / Beneficiaries	The activity involves labour inspectors, workers' and employers' organizations and raises awareness in public.
Challenges /negative lessons - Causal factors	There are no negative lessons to draw on.

Success / Positive Issues - Causal factors	This lesson is relevant for labour inspectorates aiming to extend outreach beyond traditional institutions to include vulnerable workers. It is transferable to other contexts that seek alignment with ILO labour standards and aim to strengthen workplace compliance through public awareness. Future projects should incorporate social media strategies from the outset, ensuring that content is accessible to both workers and employers and sustained in collaboration with social partners. The success of the project activity relies on the project correctly diagnosing the importance of using social media to reach out to vulnerable subpopulations in the workforce.
ILO Administrative Issues (staff, resources, design, implementation)	None.

Annex 4: Emerging Good Practices

ILO Emerging Good Practice Template	
Project Title: Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC) Project TC/SYMBOL:	
Name of Evaluator: Sevinc Rende Date: 15.April.2025 The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Encouraging cooperation and networking among diverse stakeholders—including employers, workers, academics, and international experts—strengthens social dialogue and supports sustainable improvements in workplace compliance. Several project partners and beneficiaries have already recognized the importance of social dialogue in understanding the obligations of workplace partners, such as employers and workers, as well as academics. The role of the ILO Office for Türkiye has been marked as supportive for the future practices of social dialogue.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The project draws on extensive cooperation of the national partner. With the ILO and national partner leading the project activities, the targeted beneficiaries could cooperate and coordinate in altering safety and compliance culture.
Establish a clear cause-effect relationship	The cause (encouraging cooperation) has resulted with workers' and employers' organizations improved understanding of their respective roles and obligations in ensuring workplace compliance.
Indicate measurable impact and targeted beneficiaries	Measurable impact indicator will measure compliance rates in provinces receiving guidance services and similar provinces (such as neighboring provinces) not receiving guidance services.
Potential for replication and by whom	The practice can be replicated with other workers' and employers' organizations.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	None
Other documents or relevant comments	None

ILO Emerging Good Practice Template

Project Title: Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC)
Project TC/SYMBOL:

Name of Evaluator: Dr. Sevinc Rende

Date: 15. April.2025

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Designing guidance services that integrate field-level insights with structured training and communication mechanisms can proactively support workplaces. Guiding enterprises before formal inspection visits is a novel practice in the country's context. The labour inspectors were aware that this sequencing would allow employers to understand their obligations better and address issues proactively, rather than reactively. The delivery of guidance services before formal inspection visits shifts the focus from punitive enforcement to capacity building, helping workplaces make meaningful improvements in compliance before sanctions are applied. This approach not only improves the quality of inspections but is expected to increase employer engagement and foster a more supportive environment for long-term behavioural change in workplace practices. This is particularly important given the complex dynamics of workplace safety in Türkiye, which are compounded by the widespread prevalence of informal employment.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Offering guidance services before inspection services ensures that the workers' and employers' organizations understand preventive measures before being subjected to inspection. The guidance services, as such, aims to increase compliance.
Establish a clear cause-effect relationship	The cause (offering guidance services before inspection) has resulted with rewarding preventive measures above enforcement roles of the inspectors.
Indicate measurable impact and targeted beneficiaries	Measurable impact indicator will measure compliance rates in provinces receiving guidance services and similar provinces (such as neighboring provinces) not receiving guidance services.
Potential for replication and by whom	The practice can be replicated with organized workers' and employers' organizations.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	None
Other documents or relevant comments	None

Annex 5: List of Interviews and Source of Primary Data

Hour	19. 03. 2025	Mode	Person
10	ILO Office for Türkiye	On Site	Burcu Akca Haciosmanoglu
10:45	ILO Office for Türkiye	On Site	Isil Baltacioglu
11	ILO Office for Türkiye	On Site	Esra Isen
14	Directorate of Guidance and Inspection Services Ankara	On Site	Sule Kalyoncu
15	Directorate of Guidance and Inspection Services Ankara	On Site	Harun Bal
Hour	20.03.2025	Mode	Person
11	EUD	Online	Melahat Güray
12			
Hour	24.03.2025	Mode	Person
11	Hak-İş	On Site	Ramazan KOÇAK
12			
14	Directorate of Guidance and Inspection Services Adana	On Site	Selçuk DİNÇER Musa GEZER
15			
Hour	25.03.2025	Mode	Person
10	TİSK	Online	Nagehan Akan
11			
14	Directorate of Guidance and Inspection Services Adana	Online	Ulaş ALTAN
15			
Hour	26.03.2025	Mode	Person
10	Directorate of Guidance and Inspection Services Bursa	Online	Talha BAKIRCIOĞLU
11			
14	Türk-İş	Online	Barış İyiaydın
15			
Hour	27.03.2025	Mode	Person
10	Directorate of Guidance and Inspection Services Izmir	Online	Gizem ÇAKIR VURAL
11			
13	DİSK	Online	Tevfik Güneş
14			
Hour	28.03.2025	Mode	Person
10	Directorate of Guidance and Inspection Services İstanbul	Online	Murat ARKAN
11			

	25.03.2025 – 10.04.2025	Mode	Sample
	Survey	Online	Labour Inspectors (18 persons)

Annex 6: List of Documents reviewed

- A. Description of Action
- B. Communication and Visibility Plan
- C. Market Systems Approach to Decent Work
- D. Metal Consultation Meeting Report
- E. Textile Industry Consultation Meeting Report
- F. Training Needs Analysis
- G. Budget for the Action
- H. First Term Narrative report
- I. Second Term Narrative Report
- J. Summary of the Analysis on the Most Important Decent Work Deficits in Determined 6 Sectors in Türkiye

Annex 7: The questionnaire and survey highlights

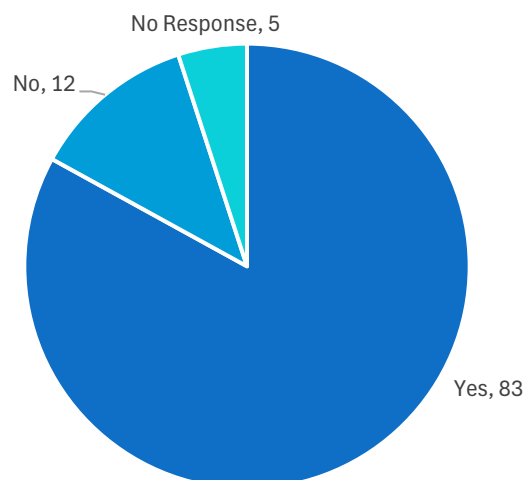
The survey results reveal overwhelmingly positive feedback, with 83% of respondents rating project activities (trainings, workshops, social dialogue events) as successful.

Key strengths included interactive effective communication skills training, cross-stakeholder collaboration, and exposure to international best practices, which participants credited for improving their professional effectiveness. However, 12% of responses noted challenges, primarily tied to time constraints and limited accessibility for remote participants.

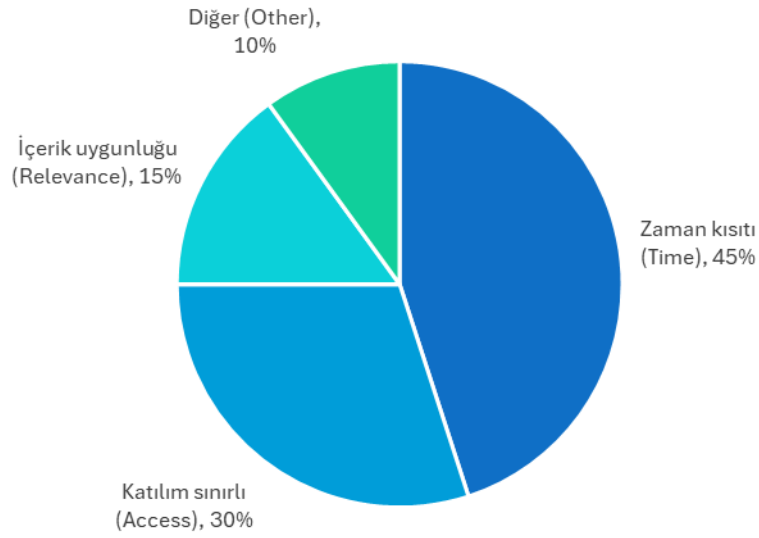
Despite the successes, logistical and design gaps were identified. Short durations for trainings/workshops (often 1–2 days) were frequently cited as insufficient for meaningful skill application, while participants from eastern provinces highlighted travel burdens and requested regional or hybrid (online/in-person) options. Additionally, some noted that content could better align with field realities, such as handling resistant employers during inspections or incorporating more localized case studies.

To enhance the project's impact, respondents proposed extending the durations of workshops/trainings, improving scheduling transparency, and expanding participation through virtual platforms or regional hubs. The social dialogue components were particularly praised for fostering trust among labour inspectors, workers' and employers' organizations, suggesting this model could be scaled to other initiatives. Addressing time and accessibility barriers—while maintaining the interactive, practical approach—will be critical for the project's next phase.

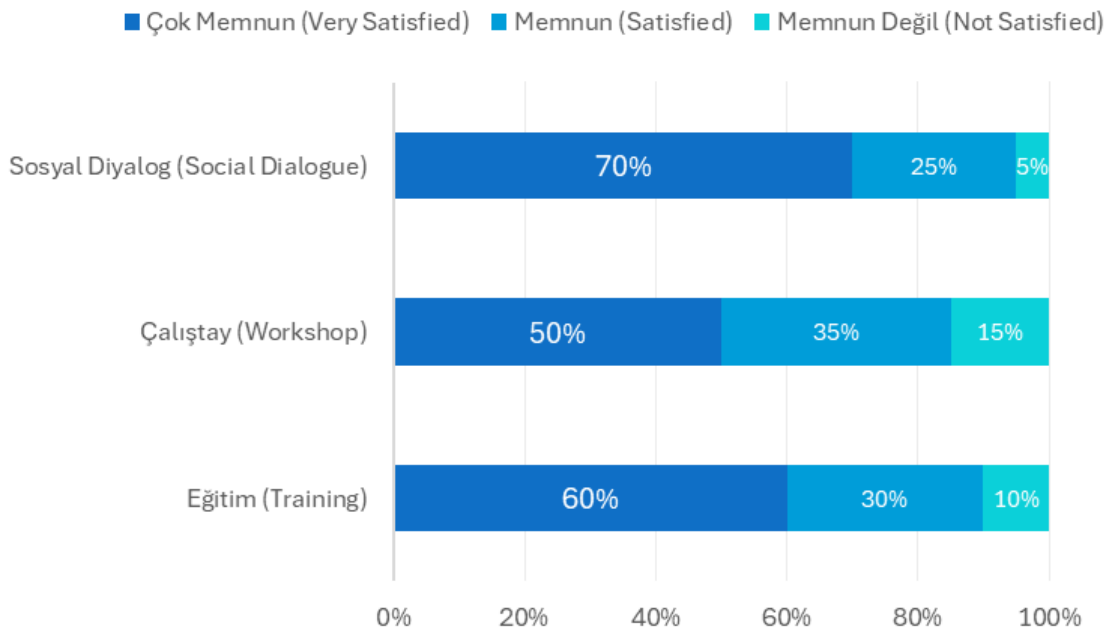
How participants rated the success of project activities



Challenges encountered during the project activities, according to the participants



Satisfaction levels across activities



Proposals for future activities by frequency



Survey for the project participants

Online Survey Questionnaire (ENG)

Project Activity:

Name, Title and contact address/number(s)

We would appreciate it if you could briefly answer the following questions. Your answers will remain strictly confidential, any personally identifying information is for our classification purposes only.

1. How long have you been or how long were you involved in this project? Please give dates (month and year, start and end)
2. What is/was your principal role in the project?
3. What are/were the main activities in your area(s) of responsibility?
4. Who are/were your main counterparts in carrying out your project related work?
5. Considering the goals of the project activities, do you feel that, on the whole, it has been/ was successful?
Yes ____
No ____

■ If Yes, in your view:

- 5a. What factors are/were particularly important in achieving the project goals in supporting WPC?
- 5b. What aspects of the project activity are/were successful?
- 5c. What obstacles has/had to be addressed to achieve the project goals?
- 5d. What, if any, aspects of the project goals are/were not reached and why?

■ If no, in your view:

5e. What factors were significant barriers to reaching the project goals? (e.g. inadequate time, funding, skilled technical support, advance preparation, counterpart support, external factors such as weather or natural disaster)

6. What advice would you give to anyone initiating a project on WPC with similar goals?

6a. Things to emphasize, positive aspects:

6b. Aspects that require caution:

6c. Risks or mistakes to be avoided

Online Survey Questionnaire (TR)

Projeyle ilginiz:

İsim, iletişim adresi / telefon numarası:

Cevaplarınız tamamen gizli kalacaktır. Kişisel bilgilerinizi projenin değerlendirilmesinde açıklığa kavuşturmamız gereken noktalar olursa iletişime geçmek için kullanacağız.

İş Teftiş Rehberlik ve Sosyal Diyalog yolu ile İşyeri Uyumunun Güçlendirilmesi Projesine yönelik olarak

1. Projede ne kadar süredir çalışıyorsunuz ve/veya ne kadar süre görev aldınız? Lütfen tarih aralığı belirtiniz (ay ve yıl olarak)

2. Proje ile ilgili görev ve sorumluluklarınızı tanımlar mısınız?

3. Projedeki rol, görev ve sorumluluklarınızı yerine getirebilmeniz için kim ve hangi organizasyonlarla/paydaşlarla ortak çalışma yaptınız?

4. İlgili / sorumlu olduğunuz aktiviteleri göz önünde bulundurarak, size göre, proje aktiviteleri bugüne kadar geçen sürede başarılı oldu mu?

Evet ____

Hayır ____

■ Evet ise,

5a. Sizce hangi faktörler proje hedeflerinin başarıya ulaşmasında önemli etken oldu?

5b. Proje hangi açılardan/yönlerden başarılı oldu veya olduğunu/olacağını düşünüyorsunuz?

5c. Projenin hedeflerine ulaşmasında ne gibi problemler ortaya çıktı?

5d. Eğer varsa, proje aktivitelerinden hangileri hedeflerine ulaşmadı? Neden?

■ Hayır ise,

5e. Sizce ne gibi faktörler projenin hedeflerine ulaşmasını engelledi? (örneğin, yeterli bütçe ya da zaman olmaması, yetersiz paydaş desteği, proje dışı faktörler, vb.)

6. Benzer bir projede çalışmayı düşünenlere nasıl bir tavsiye verirdiniz?

6a. Projeye ilişkin olumlu noktalar

6b. Projeye ilişkin dikkat gerektiren noktalar nelerdir?

6c. Önlenilecek/kaçınılması gereken gözlemlediğiniz risk ya da hatalar nelerdir?

7. Proje kapsamında ulaşmayı hedeflediğiniz etkilerin/çıktıların haricinde, gözlemlediğiniz/kayıt altına aldığınız beklenmeyen olumlu veya olumsuz etkiler/çıktılar oldu mu? Lütfen belirtiniz;

Zaman ayırdığınız için teşekkür ederiz.

Survey for the project trainees

Online Questionnaire for the trainees (TR)

Eğitim Katılımcılarına Yönelik Web-Anket (TR)

İlgili Proje Aktivitesi:**İsim, iletişim adresi / telefon numarası:**

Cevaplarınız tamamen gizli kalacaktır. Kişisel bilgilerinizi projenin değerlendirilmesinde açıklığa kavuşturmamız gereken noktalar olursa iletişime geçmek için kullanacağız.

İş Teftiş Rehberlik ve Sosyal Diyalog yolu ile İşyeri Uyumunun Güçlendirilmesi Projesine yönelik olarak

1. İlgili eğitime ne zaman katıldınız? Lütfen tarih aralığı belirtiniz (ay ve yıl olarak)

2. Eğitime katılabilmek için kim ya da hangi organizasyonlarla/paydaşlarla ortak çalışma yaptınız?

3. Aldığınız veya halen almakta olduğunuz eğitimi göz önünde bulundurarak, size göre, verilen eğitim bugüne kadar geçen sürede etkili oldu mu?

Evet _____

Hayır _____

■ Evet ise,

3a. Sizce hangi faktörler eğitimin başarıya ulaşmasında önemli etken oldu?

3b. Eğitimi hangi açılardan/yönlerden başarılı oldu veya olduğunu/olacağını düşünüyorsunuz?

3c. Aldığınız eğitimin hedeflerine ulaşmasında ne gibi problemler ortaya çıktı? Eğitim sonrası ve/veya sırasında uygulama aşamasında ne gibi zorluklar ile karşılaştınız?

■ Hayır ise,

3d. Sizce ne gibi faktörler eğitimin hedeflerine ulaşmasını engelledi? (örneğin, yeterli bütçe ya da zaman olmaması, yetersiz paydaş desteği, eğitim dışı faktörler, vb.)

4. Benzer bir eğitime katılmayı düşünen diğer meslektaşlarınıza nasıl bir tavsiye verirdiniz?

4a. Eğitime ilişkin olumlu noktalar

4b. Eğitime ilişkin dikkat gerektiren noktalar nelerdir?

4c. Önlenebilecek/kaçınılması gereken gözlemlediğiniz risk ya da hatalar nelerdir?

5. Eğitimi kapsamında ulaşmayı hedeflediğiniz etkilerin/çıktıların haricinde, gözlemlediğiniz/kayıt altına aldığınız beklenmeyen olumlu veya olumsuz etkiler/çıktılar oldu mu? Lütfen belirtiniz;

Zaman ayırdığınız için teşekkür ederiz.

Annex 9: Bibliography

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Annex 10: Activity List

Activity 1.1.1.a : Establishing the DoGI Guidance Team with the participation of inspectors
Activity 1.1.1.b : Conducting an analysis of non-compliance with reference to national labour legislation and international labour standards to define the issues, where further progress needs to be achieved, with a gender equality and rights-based approach
Activity 1.1.1.c Organising thematic workshops on the issues identified as the most important for non-compliance (the most important decent work deficits)
Activity 1.1.2.a Preparing a report on the role and future of labour inspection and guidance in the future of work and in post COVID period
Activity 1.1.2.b Adapting and tailoring practical tools for the DoGI
Activity 1.2.1.a Conducting a capacity and needs analysis of the DoGI, other relevant public institutions and social partners with a gender equality and rights-based approach
Activity 1.2.1.b Conducting blended trainings on international labour standards and inspection practices in line with the results of the Capacity Development Needs Analysis
Activity 1.2.1.c Organising Training of Trainers for the inspectors, in line with the results of Capacity Needs Analysis to create in-house capacity
Activity 1.2.1.d Conducting online trainings on cross-cutting issues on decent work through ILO Academy
Activity 1.2.1.e Organising trainings in collaboration with ITC-ILO
Activity 1.2.2 Organising a study visit in order to experience best practices in different labour inspection and administration systems
Activity 1.2.3 Establishing LMS & Refurbishing Training Center
Activity 1.3.1 Introducing and implementing “ILO’s Approach to Strategic Compliance Planning for Labour Inspectorate”[1] to the DoGI
Activity 1.3.1.a Conducting the Strategic Compliance Planning Workshop

Activity 1.3.1.b Conducting the Strategic Compliance Deep Dive Workshop
Activity 1.3.1.c Conducting the Strategic Compliance Mid-Term Review Workshop
Activity 1.3.1.d Conducting the Strategic Compliance Final Review Workshop
Activity 1.3.2 Supporting digital adaptation of guidance and inspection services
Activity 1.3.2.a Migrating the ITOS to Data Centre
Activity 1.3.2.b Standardizing labour inspection action(s) workflow(s).
Activity 1.3.2.c Determining the Software Requirements Specification (SRS)
Activity 1.3.2.d Designing new modules to be integrated in the Data Centre and Piloting the System
Activity 2.1.1. Determining the sectors with the most important decent work deficits with a Market Systems Approach to Decent Work
Activity 2.1.2. Organising consultation meetings for the verification of pilot sectors and Guidance Action Model and Plan
Activity 2.1.3. Organising a cross-sectoral dialogue meeting with the participation of multinational companies, IFIs and other related institutions on labour inspection and compliance mechanisms
Activity 2.1.4. Implementing the Guidance Action Model and Plan at the value chain of selected sectors targeting the employers and workers and reporting
Activity 2.2.1. Organising advocacy workshops and decent work events to increase awareness on decent work
Activity 2.2.2. Organising an international conference on the Role and Future of Labour Inspection and Guidance in Post COVID Period
Activity 2.2.3. Updating, Fine-Tuning and Implementing the Project Communication and Visibility Plan in order to raise awareness on decent work
Activity 2.2.3.a. Redesigning the website of the DoGI in order to reach more audience
Activity 2.2.3.b. Producing at least 2 videos for raising awareness on decent work and the services provided by the DoGI
Activity 2.2.4 Production of visibility materials, electronic content and promotional materials.
Activity 2.2.5. Preparing guidance handbooks and brochures on International Labour Standards (ILS), labour inspection and Turkish labour legislation
Activity 2.2.6. Translation into Turkish the decent work related selected materials produced by the ILO and related ILS