

Standard Summary Project Fiche
IPA Decentralised National Programmes
Project number: TR 07 02 21

1. BASIC INFORMATION

1.1. CRIS number :

1.2. Title :Development of Regional Laboratories of Occupational Health Safety Center (İSGÜM)

1.3. Sector : Social Policy and Employment

1.4. Location : Turkey (Adana, İstanbul, İzmir, Kayseri and Zonguldak)

Implementing Arrangements

1.5. Implementing agency :

The Central Finance and Contracts Unit (CFCU) will be the implementing agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payments, of the project activities. Reference is made to Annex 3 for the implementation arrangements for this project.

The Director General of the CFCU will act as the Programme Authorising Officer (PAO) of the project.

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Detailed information for the implementation arrangements of this project are in Annex 3.

1.6. Beneficiary

The beneficiary of the project will be the Directorate General for Occupational Health and Safety (DGOHS) and Occupational Health and Safety Centre (İSGÜM) of the Ministry of Labour and Social Security (MoLSS).

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1.7. Overall cost: 1,800,000 €

1.8. EU contribution: 1,800,000 €

1.9. Final Date for Contracting: 2 years after the date of signing the Financing Agreement.

1.10 Final date for execution of contracts: 4 years after the date of signing the Financing Agreement..

1.11 Final date for disbursement: 5 years after the date of signing the Financing Agreement.

2. OBJECTIVES

2.1 Overall Objective

To improve the occupational health and safety (OHS) conditions in Turkey.

2.2 Project Purpose

To enable İSGÜM's regional laboratories to help enterprises, especially SMEs, apply effectively and efficiently the harmonized Occupational Health and Safety (OHS) legislation.

2.3 Link with Accession Partnership and National Programme for the Adoption of the Acquis (NPAA)

This project proposal is linked to the priority areas for Turkey's membership preparation as underlined in the AP and NPAA.

Accession Partnership

According to the Accession Partnership (2006), under the heading of social policy and employment, "reinforcing the capacity of all institutions involved in the transposition of the *acquis* in the field" is stated as a short term priority . In the medium term, completion of the

transposition of the *acquis* and strengthen the related administrative and enforcement structures, including the labour inspectorates, and ensuring implementation and enforcement of the social policy and employment *acquis* are indicated.

National Programme for the Adoption of the Acquis (NPAA)

In Chapter 13 of the NPAA (2003), it is stated that the implementation of the health and safety legislation also constitutes one of the important aspects of the adoption of the legislation in the field of EU Social Policy.

2.4 Link with MIPD

In the Transition Assistance and Institution Building section of the MIPD, under the social policy and employment (p.17), public health is given as a priority to be supported under this component, which is closely related to the health and safety of the workers. Moreover, in “Component IV-Human Resources Development”, under the heading “1.1 Employment” of the MIPD of 2007-2009, it is stated that “Irregular employment is also an obstacle to full social integration of employees and to their access to continuing training, and prevents them from enjoying recognised labour rights and the protection of legal health and safety rules.” This project will help the employees to benefit the protection of legal health and safety rule by establishing a permanent social dialogue between the regional laboratories of İSGÜM and the SMEs. The social dialogue will enable proper monitoring of the exposure of employees to physical and chemical hazards and also raise awareness of the employers about taking necessary health and safety precautions.

2.5 Link with National Development Plan

In chapter 5 under the heading “5.1.5 Structural Reforms Strengthening the Macroeconomic Structure” of the Ninth Development plan of 2007-20103, it is stated that “The new Labor Law, which aimed to provide the working life with a flexible structure and made existing regulations more suitable for today’s conditions, was put into force. The law also included provisions such as the establishment of a guarantee fund that would eliminate the losses suffered by workers in case the employer becomes insolvent, efficient implementation of job security, occupational health and safety, and establishment of private employment offices.” The new labour law mentioned above was enforced in 10.06.2003 with law number 4857. This project will contribute to the effective and efficient implementation of the provisions about occupational health and safety of the new Labour Law.

2.6 Link with national / sectoral investment plans

N/A

3. Description of project

3.1 Background and justification:

Current Situation of OHS in Turkey:

According to the 2005 statistics of the Social Insurance Institution (SSK), there are 944 984 workplaces in Turkey. 98% of the workplaces are small and medium sized enterprises (SMEs). According to official OHS statistics, 73 923 accidents and 519 occupational diseases occurred in 2005. This figure does not include workers in agriculture, artisans and handicrafts, civil servants and the informal sector. Occupational accidents and diseases are concentrated particularly in SMEs.

Activities relating to working life are carried out by the Ministry of Labour and Social Security (MoLSS). Basic information about the two establishments of MoLSS which are the beneficiaries of this project are given below.

Directorate General For Occupational Health And Safety (DGOHS): According to the law no 4947, enforced in July 2003, the main role and responsibilities of the (DGOHS) are to prepare and implement OHS legislation; to determine national policies; to follow and to make use of the outputs of the workplace inspections performed by the Labour Inspection Board for upgrading OHS conditions at workplaces; to carry out studies and measurements, to manage the Occupational Health and Safety Centre (İSGÜM), which is the main laboratory, and the affiliated regional laboratories.

National Occupational Health And Safety Centre (İSGÜM): İSGÜM laboratory was established in 1969 in Ankara, as a subdivision of DGOHS according to an agreement between the Turkish Government and the International Labour Organisation (ILO). The main objectives of İSGÜM are to monitor the implementation of OHS rules and regulations in the field and to conduct research activities with a view to improve the OHS conditions to better standards. Its functions are determination of the physical, chemical and biological risk factors at the workplaces, working environment surveillance and workers' health surveillance and co-operation with national and international organizations. In addition to the main laboratory in Ankara (İSGÜM), there are six regional laboratories (in Kocaeli, Istanbul, İzmir, Zonguldak, Adana, Kayseri). Regional laboratory in Kocaeli is outside the scope of this project, since its staff has benefited from the previous OHS project. The beneficiaries of the current project will be the regional laboratories in the remaining five cities, and will be called as "regional laboratories" throughout the text of the PF.

In the years 2003 and 2004, 33 new regulations have been published in order to transpose 21 EU OHS Directives into the Turkish legislation.

Despite legislative changes, the implementation of the OHS concept is in reality rather limited in enterprises. Under the responsibility of the employer, the OHS activities are supervised and implemented by the OHS Councils established in workplaces with more than 50 workers.

However, OHS councils do not operate efficiently and effectively. In enterprises with less than 50 employees, the problems about OHS very rarely take place in the priority list.

With the aim of responding to the difficulties related to effective realization of health and safety at work, an EU funded project under 2002 programming exercise, called “Upgrading Occupational Health and Safety in Turkey” was implemented in the years 2004-2006. The project had three components, which are technical assistance for institution building and training; renovation of the İSGÜM building, supply of laboratory and training equipment for İSGÜM, regional laboratory in Kocaeli and four mobile laboratories.

Under the technical assistance component, substantial training was provided for the İSGÜM’s Ankara and Kocaeli staff on work related exposure determination and evaluation strategies. Draft national OHS system has been introduced, a draft concept for the new roles of DGOHS and İSGÜM has been prepared, market research of existing OHS laboratories has been conducted and several reference documents have been published. The outcomes of the project have been shared with the related stakeholders in Steering Committee meetings.

Under the works component, the renovation of the İSGÜM laboratory was completed in 2006.

Under the supply component, İSGÜM’s laboratory equipment had been modernized.

As a result of the activities carried out in the ISAG project, the İSGÜM laboratories in Kocaeli and Ankara are now able to respond to the needs of the employers and employees for both being warned and advised about the effective and efficient implementation of OHS legislation and for determination of exposure of employees to several chemical and physical factors. The laboratories in Ankara and Kocaeli have the capacity to measure and evaluate the physical factors in the field, to take air and blood samples for the determination of exposures to chemical and biological agents, and also to analyze the samples taken. On the other hand, the central laboratory DGOHS/İSGÜM in Ankara operates and coordinates 5 other regional laboratories in Adana, Istanbul, Izmir, Kayseri, and Zonguldak in order to meet the needs of enterprises all around Turkey. These regional laboratories are only measuring the physical factors and taking air and blood samples. They are not planned to conduct the chemical and biological analyses being performed in Ankara and Kocaeli Laboratories. They send their samples to Ankara or Kocaeli.

The staff of the regional laboratories, were involved in the implementation of the ISAG project. Therefore, they are now familiar with the latest developments in the field of occupational health and safety. The main issue that the proposed project will address is related with the application of the standard procedures for determination of occupational exposures to chemical and physical hazards. However, all types of exposure determinations will not be applied in Turkey. The regional laboratories need capacity building with regards to standardised ways of performing the activities which are already performed at the moment, but not necessarily practices within a given member state. Therefore the regional laboratories need to benefit from several member states' experience for the application of the carefully selected procedures, in line with the conditions of the working life in Turkey. Therefore, this project will be implemented through a technical assistance contract.

Problem Description and Addressing

The problem that this project intends to address is that the laboratories in Adana, Istanbul, Izmir, Kayseri, and Zonguldak are not able to meet the needs of the employers and employees for both being warned and advised about the effective and efficient implementation of OHS legislation and for determination of exposure of employees to several chemical and physical factors with an adequate level of quality. To tackle this problem, DGOHS has already made its decision to share the devices supplied by ISAG project with these laboratories. The reason for sharing the portable devices is that the number of devices in Ankara and Kocaeli laboratories exceeds the number required for performing current activities. Also, by this way the risk of not having necessary devices when the project starts is to be avoided.

However, this mere activity does not tackle the problem described till now. In order to perform the exposure determinations and to be able to advise about the implementation of OHS legislation, the regional laboratories need considerable technical assistance. The technical assistance should be in making use of the modern devices, exposure determination and monitoring methodology and ensuring implementation of OHS legislation in enterprises.

Another technical problem is about the standardization of the measurements performed by the different laboratories of İSGÜM and having these measurements accredited to TÜRKAK (Turkish Accreditation Association) in line with TS EN ISO IEC/17025 (General requirements for the competence of testing and calibration laboratories). The studies targeting this result have already begun in Ankara and Kocaeli laboratories. But the other laboratories do not have the ability to start the same type of studies. Consequently, the Ankara-Kocaeli group will receive their accreditation before the other laboratories. Since an accredited laboratory cannot work with the samples of a non-accredited laboratory and cannot make use of a non accredited laboratory to have its job done, the laboratories in Adana, İstanbul, İzmir, Kayseri and Zonguldak will not be able to carry out exposure measurements without staff from Ankara or Kocaeli laboratories. This will slow down the activities of İSGÜM to a great extend. This project will prevent such a situation. To tackle this problem, training activities and establishment of a web based network between the İSGÜM laboratories are proposed. The trainings will facilitate the accreditation and the network will serve to standardize the measurements and to monitor the consistency with İSGÜM's standardized procedures.

Besides these problems, the insufficient social dialogue between regional laboratories of İSGÜM and the SMEs still stands as an obstacle to reach the enterprises and increase their awareness about OHS and the benefits of working with İSGÜM. Since İSGÜM is not an inspecting and/or punishing agent, the establishment of social dialog is just a matter of time and effort. To increase awareness and establish permanent social dialog, this project proposes some training and promotion activities, which will be carried out in the enterprises in the project cities. In this way, assistance will be provided to employers having problems with applying the transposed EU Directives (Annex 4) in the field of Occupational Health and Safety (OHS) and thus to provide a better working environment for their employees.

With the proposed project, the capacities of regional laboratories to implement OHS legislation will be improved. This project will also contribute to strengthening of the inspection system by labour inspectors since İSGÜM shares the exposure data obtained from workplaces with labour inspectors.

3.2. Assessment of Sustainability

The sustainability of the technical information gathered and experience learned throughout the project will be ensured by the implementation of the quality system proposed in TS EN ISO IEC/17025. In this system every employee has to receive necessary trainings to be able to start doing his/her job. Also there must be a clearly written document about every procedure İSGÜM applies. In an atmosphere of such a quality system every newcomer employee will learn and apply the methodologies formed and improve them if necessary. The sustainability of the quality management system will be ensured by the İSGÜM management.

The sustainability of the network to be established will be ensured by the staff of İSGÜM since every record will have to be kept in the network as a rule brought by the quality management system.

The social dialogue to be improved by the project will be sustained by continuing activities organized together with SMEs as it is still being done by the Ankara and Kocaeli laboratories. These activities include OHS problem determining and solution projects focusing on specific sectors and training activities at workplaces. The most recent one is a project focusing on the OHS problems of galvanisation sector in OSTİM/ANKARA that is to be launched by DGOHS until the end of 2007.

3.3 Results and measurable indicators

Result 1: The staff of the regional laboratories are able to carry out the workplace exposure measurements in a standardized way in line with TS EN ISO IEC/17025 and the data being collected is useable in policy making. The methodology to perform and evaluate work related exposures is crucial. The methodologies used by the accredited laboratories all over the EU are validated and implemented according to principles stated in TS EN ISO IEC/17025. This standard also brings some rules on good management of laboratories. For these reasons it is best for the regional laboratories of İSGÜM to work in line with TS EN ISO IEC/17025. To have the necessities required by TSE EN ISO 17025 implemented by all the regional laboratories, it is also necessary to exchange information and experience between the regional laboratories and İSGÜM. Consequently, a web-based network between the laboratories is also proposed to achieve this result. This network will also improve monitoring of İSGÜM's and regional laboratories' activities, which are required to be in line with standardized İSGÜM procedures.

Indicators:

1. The web based network between İSGÜM and regional laboratories started to work actively until the end of November 2011.
2. All of the procedures documented for the quality management system passed the in-house audits which will be performed by the quality management experts and İSGÜM staff until the end of 2010.

3. All the regional laboratories received their accreditation certificate from TURKAK until the project completion.

Result2: The number of the working environment and workers' health surveillance performed by the regional laboratories of İSGÜM increased and the results are usable for policy making.

Indicators:

1. The number of workplace exposure measurement reports increased by 30% by the end of 2011 compared to 2006. The number in 2006 was 216.

2. İSGÜM's quality management documents which prove that the workplace exposure measurements are carried out in line with TS EN ISO IEC/17025 and so are useable for policy making.

3.4 Activities

One service contract will be signed to perform the proposed activities.

Activity 1:

1.1. Workshops on physical measurements and air sampling. (50 staff from the regional laboratories will attend these two 5 day workshops. The group will be divided into two since it is very large. Separate workshops about physical measurements and air sampling are proposed. Consequently, there will be 4 workshops. 4 additional workshops will be carried out for the same participants after they have applied the information they gathered in the first workshop for at least 6 months. The second set of workshops will focus more on shooting the problems encountered by the target group in their application period. The total number of workshops proposed here is therefore 8. The workshops will be carried out in Ankara to diminish the number of workshops and so the cost.)

1.2. Workshops on TS EN ISO IEC/17025. (50 staff from the regional laboratories will attend these 5 day workshops. The group will be divided into two since it is very large. Consequently, there will be 2 workshops. 2 additional workshops will be carried out for the same participants after they have applied the information they gathered in the first workshop for at least 6 months. The second set of workshops will focus more on shooting the problems encountered by the target group in their application period. The total number of workshops proposed here is therefore 4. The workshops will be carried out in Ankara to diminish the number of workshops and so the cost.)

1.3. Internship on physical measurements and air sampling. (20 staff from the regional laboratories will attend this 5 day internship in a member state.)

1.4. Internship on TS EN ISO IEC/17025. (20 staff from the regional laboratories will attend this 5 day internship in a member state.)

1.5 Establishing and actively using web based network between the regional laboratories.

This activity aims to establish the same type of quality management system in all of the regional laboratories and also to monitor the implementation of the system continuously. An expert together with support staff from İSGÜM will establish the network using the web facilities of İSGÜM. After the establishment of the system, a guideline on how to use the network will be prepared.

1.6 Study visits to the regional laboratories: Every regional laboratory will be visited at least once in six months and meetings on the current problems and future provisions will be held.

Activity 2: A package containing 3 types of posters, 3 types of leaflets and 3 types of brochures will be designed. 30,000 packages will be distributed to several workplaces. At least 200 workplaces (equally chosen from all around Turkey) will be visited for promotion and training. This activity aims to increase awareness about benefits of working with İSGÜM's regional laboratories. It also contributes to establish social dialogue between SMEs and İSGÜM. After design and printing of the materials, the distribution will be performed by the civil servants from İSGÜM's regional laboratories

Activity 3: Documents will be prepared for the quality management system of İSGÜM and they will be subjected to in-house inspection. This activity aims to use the information gathered in training activities for establishing a quality management system and later on to correct the mistakes and errors in the quality management system before applying to TÜRKAK for accreditation.

Activity 4: Publishing a "Policy Options Paper" for the use of National OHS Council. This activity aims to evaluate the data İSGÜM provides in a scientific way so that it can be used by the policy-making people. Provisions reflecting the views of İSGÜM experts can also take place in the document where necessary.

3.5 Conditionality and Sequencing

There are no preconditions for the project to start.

Only one service contract will be signed for the implementation of the project

3.6. Linked Activities

This project will complement the activities conducted under the Upgrading Occupational Health and Safety in Turkey (TR0203-01) (ISAG) project.

3.7 Lessons learned

The lessons learned during the previous projects show that the communication between the project experts and the staff of the beneficiary institution is crucial for full realization of the project targets. The technical information supplied by the ISAG project was not fully absorbed because of the hesitation to ask questions to the project experts. To break the barriers between ISGÜM staff and the project experts regular meetings will be arranged in which problems about OHS conditions in Turkey and project implementation will be discussed in a friendly and relaxed manner.

4. Indicative Budget (amounts in €)

	TOTAL PUBLIC COST	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION						PRIVATE
		Total	% *	IB	INV	Total	Type of cofinancing (J/P)**	% *	Central	Regional	IFIs	
Activities												
For all activities												
Service contract	€1.800.000	€1.800.000	100	€1.800.000								
TOTAL	€1.800.000	€1.800.000	100	€1.800.000								

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Contract Completion
Service Contract 1	1. Quarter 2008	2. Quarter 2009	2. Quarter 2011

Project implementation duration is 24 months.

6. Cross Cutting Issues

6.1 Equal Opportunity

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and access to the opportunities they offer. An appropriate men/women balance will be sought on all the managing bodies and activities of the programme and its projects.

6.2 Environmental Impact

The project will have positive effect on environmental pollution by encouraging employers to take several OHS precautions and so to diminish the amount of chemicals spilt into air.

6.3 Minority and vulnerable groups

According to the Turkish Constitutional System, the word “minorities” encompasses only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This project has no negative impact on minorities.

In Turkish working life vulnerable groups such as disabled people exists. All of the activities that are to be designed at workplaces will be arranged to enable active and easy participation of the vulnerable groups.

Annex 1 Logical Framework Matrix

LOGFRAME PLANNING MATRIX FOR THE UPGRADING REGIONAL LABORATORIES OF OCCUPATIONAL HEALTH AND SAFETY CENTER (İSGÜM)			Programme name / number:	
Project Number			Contracting period expires 2 years after signing of FA	Disbursement period expires 5 years after signing of FA
Overall objective	Objectively verifiable indicators	Sources of verification	Budget: €1.800.000	EU contribution: €1.800.000
To improve the occupational health and safety (OHS) conditions in Turkey.	20% decreased frequency and severity of occupational accidents and work related illness by the end of 2015.	Turkish national statistics, National Health statistics, reports prepared by the Turkish Government, European Commission and other international organizations.		
Project Purpose	Objectively verifiable indicators	Sources of verification	Assumptions and Risks	
To enable İSGÜM's regional laboratories to help enterprises, especially SMEs, apply effectively and efficiently the harmonized Occupational Health and Safety (OHS) legislation.	<p>The accreditation of the regional laboratories by Turkish Accreditation Association (TURKAK) completed until the end of 2011.</p> <p>The workplace exposure measurements of the mentioned laboratories are carried out by using the same written procedures.</p> <p>The data obtained from the workplace exposure measurements of 2010 are scientifically evaluated and took place in Policy Options Paper.</p>	<p>The certificates issued by TSE and TURKAK.</p> <p>The Workplace exposure measurement records and reports of the regional laboratories.</p> <p>The "Policy Options Paper" submitted to the National OHS Council.</p>	<p>The staff in the regional laboratories will be able to complete the necessary work to form a quality management system which includes standardized procedures.</p> <p>The staff of all of the regional laboratories will be able to acquire and apply the same methods of the workplace exposure measurement.</p> <p>The selected persons from the mentioned laboratories will be able come together and apply the methods of data evaluation to the collected data.</p>	

Results	Objectively verifiable indicators	Sources of verification	Assumptions and Risks
<p>1. The staff of the regional laboratories started to carry out the workplace exposure measurements in a standardized way in line with TS EN ISO IEC/17025 and the data being collected is useable in policy making.</p>	<p>1. The web based network between İSGÜM and regional laboratories started to work actively until the end of November 2011.</p> <p>2. All of the procedures documented for the quality management system passed the in-house audits which will be performed by the quality management experts and İSGÜM staff until the end of 2010.</p> <p>3. All the regional laboratories received their accreditation certificate from TURKAK until the project completion.</p>	<p>The actively working network between İSGÜM laboratories..</p> <p>In-house audit reports for regional laboratories.</p> <p>Certificates issued by TÜRKAK.</p>	<p>The necessary workshops and internships for the methodologies of measurement will be completed successfully.</p>
<p>2: The number of the working environment and workers' health surveillance performed by the regional laboratories of İSGÜM increased and the results are usable for policy making.</p>	<p>1. The number of workplace exposure measurement reports increased by 30% by the end of 2011 compared to 2006. The number in 2006 was 216.</p> <p>2. İSGÜM's quality management documents which prove that the workplace exposure measurements are carried out in line with TS EN ISO IEC/17025 and so are useable for policy making.</p>	<p>Archives of workplace exposure measurement reports of İSGÜM.</p> <p>Archives of workplace exposure measurement reports of İSGÜM.</p>	<p>The workplaces to be visited will be willing to determine and solve their OHS problems.</p>

Activities	Means	Cost	Assumptions and Risks
<p>Training activities on measurement methods and quality management system of TS EN ISO IEC/17025.</p> <p>1.1. Workshops on physical measurements and air sampling.</p> <p>1.2. Workshops on TS EN ISO IEC/17025.</p> <p>1.3. Internship on physical measurements and air sampling.</p> <p>1.4. Internship on TS EN ISO IEC/17025.</p> <p>1.5 Establishing and actively using web based network between the regional laboratories.</p> <p>1.6 Study visits to the regional laboratories.</p>	1 service contract	2.5 M€	The training activities will be comprehensible for the target group.
<p>Activity 2: A package containing 3 types of posters, 3 types of leaflets and 3 types of brochures will be designed. 30,000 packages will be distributed to several workplaces. At least 200 workplaces (equally chosen from all around Turkey) will be visited for promotion and training.</p>			The employers of the workplaces will welcome the staff from İSGÜM.
<p>3: Documents will be prepared for the quality management system of İSGÜM and they will be subjected to in-house audit</p>			The in-house inspection will be qualified enough to show the mistakes and errors in the quality management system.

4. Publishing a "Policy Options Paper" for the use of National OHS council.			The scientific approach to be used in the preparation of the document will be acquired by the İSGÜM staff.
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