



NATIONAL EMPLOYMENT STRATEGY 2025-2028

MINISTRY OF LABOUR AND SOCIAL SECURITY
GENERAL DIRECTORATE OF LABOUR

www.csqb.gov.tr





NATIONAL EMPLOYMENT STRATEGY 2025-2028

MINISTRY OF LABOUR AND SOCIAL SECURITY
GENERAL DIRECTORATE OF LABOUR

www.csgeb.gov.tr

ISBN: 978-625-8097-18-4

FOREWORD

The sustainability of economic development and prosperity is contingent upon effectively addressing structural challenges in labour markets and implementing forward-looking strategic planning. Employment is not only an indicator of economic growth and competitiveness but also a critical factor directly influencing citizens' quality of life and social cohesion. It is imperative to adopt a comprehensive approach that considers both existing challenges and potential risks in labour markets while formulating lasting solutions and innovative policies.

The rapidly evolving dynamics of the global economy, alongside factors such as technological transformation and climate change, continuously reshape labour markets. Türkiye's ability to adapt its labour market to these changes is of vital importance for ensuring the continuity of economic and social development.

The recent decline in unemployment rates and the significant increase in labour force participation demonstrate the effectiveness of the policies implemented in this field. These achievements must be further advanced in line with the vision of the "Century of Türkiye."

The 2025-2028 National Employment Strategy (NES) and Action Plan aims not only to provide lasting solutions to labour market challenges but also to develop forward-thinking policies. Developed with broad stakeholder participation and centered around the principles of social dialogue, the National Employment Strategy seeks to enhance Türkiye's competitiveness and elevate social welfare. The strategy is built upon four fundamental policy pillars: improving green and digital transformation and skills alignment in labour markets, promoting inclusive employment, strengthening social protection – employment relationship and improving sustainable employment in rural areas – each of which represents a key priority for our country.

The successful implementation of the National Employment Strategy will be supported by a dynamic and inclusive monitoring and evaluation process that closely follows and integrates national and global developments. The Strategy is designed to increase employment in decent work in the labour markets of Türkiye, enhance adaptability to technological advancements, and maximize the contribution of economic progress to social welfare. By shaping the country's employment policies, it will make a significant contribution to Türkiye's overall development process.

I extend my best wishes for the successful implementation of this Strategy Document and Action Plan, which is of great importance for both working life and economic and social well-being. I also congratulate the Ministry of Labour and Social Security, as well as all public institutions and organizations, social partners, professional bodies, non-governmental organizations and academics who contributed to the preparation of the National Employment Strategy Document and Action Plan.

Recep Tayyip ERDOĞAN
President of Türkiye



PREFACE

Employment is not only about individuals actively participating in the labour market, utilizing their skills and knowledge to contribute to the economy, but also a fundamental pillar in ensuring economic and social cohesion. The ability of individuals to achieve economic empowerment, benefit from social security and actively engage in social life is closely linked to their participation in employment.

However, sustaining economic and social prosperity is not solely dependent on employment but also on ensuring decent working conditions. The establishment of jobs that provide fair and productive wages, uphold occupational health and safety standards, allow workers to organize and participate in decision-making processes, and ensure equal opportunities for all citizens is a vital component of a labour market that contributes to Türkiye's economic and social development. The fundamental objective of our Ministry is to ensure that jobs of today as well as the ones emerging from ongoing changes and transformations towards the future world of work meet the criteria of decent work, and to develop policies within this framework.

On the other hand, the labour market is undergoing profound transformations, particularly due to digitalization and the green transition. These shifts significantly impact the nature of employment and the structure of the labour market, necessitating the development of technological and environmental skills to help the workforce adapt to new job opportunities. It is crucial to formulate policies that align with both global and national developments to effectively manage these transitions and prepare the workforce for the future.

In this regard, the core of the Ministry's efforts is shaped by the objectives set forth in the Twelfth Development Plan, which emphasizes the importance of creating formal employment opportunities with adequate income under conditions that ensure occupational health and safety, transforming the effects of the twin transition into opportunities, and fostering an efficient labour market. Guided by the "Century of Türkiye" vision outlined by His Excellency the President, we remain resolute in our commitment to further advancing our efforts to build a fair and sustainable working environment, both today and in the future.

The 2025-2028 National Employment Strategy and Action Plan, prepared under the coordination of our Ministry, provides a comprehensive roadmap to maximize the country's economic potential and strengthen our citizens' position in the labour market. The dedication and cooperation of all our stakeholders will be of utmost importance in ensuring the successful implementation of the Strategy.

I extend my sincere appreciation to all institutions, organizations, and colleagues who contributed to this process, and I hope that this Strategy will foster positive transformations in our labour market and contribute to a brighter future for all.

Prof. Dr. Vedat İŞIKHAN
Minister of Labour and Social Security



INDEX

INDEX OF ABBREVIATIONS	7
INTRODUCTION	10
MAIN OBJECTIVES AND PRINCIPLES OF THE STRATEGY	12
A. CURRENT SITUATION ASSESSMENT	15
1- GENERAL ECONOMIC AND SOCIAL OUTLOOK	17
1.1. GENERAL ECONOMIC OUTLOOK	18
1.2. POPULATION	21
1.3. LABOUR FORCE (EMPLOYMENT AND UNEMPLOYMENT)	24
2- DETERMINATION OF THE EMPLOYMENT SITUATION IN PRIORITY SECTORS	33
B. POLICY AREAS	43
1. IMPROVING GREEN AND DIGITAL TRANSFORMATION AND SKILLS	
ALIGNMENT IN LABOUR MARKETS	47
1.1. SITUATION ANALYSIS	49
1.2. MAIN OBJECTIVE	61
1.3. POLICIES	61
2. PROMOTING INCLUSIVE EMPLOYMENT	63
2.1. SITUATION ANALYSIS	65
2.2. MAIN OBJECTIVE	74
2.3. POLICIES	74
3. STRENGTHENING THE SOCIAL PROTECTION – EMPLOYMENT RELATIONSHIP	77
3.1. SITUATION ANALYSIS	79
3.2. MAIN OBJECTIVE	93
3.3. POLICIES	93
4. IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS	95
4.1. SITUATION ANALYSIS	97
4.2. MAIN OBJECTIVE	106
4.3. POLICIES	106
C. CONCLUSION (MONITORING, EVALUATION AND COORDINATION)	109
D. ACTION PLANS	113

INDEX OF ABBREVIATIONS

EU	: European Union
JTP-SWG	: Just Transition Policies Specialized Working Group
ABPRS	: Address Based Population Registration System
R&D	: Research and Development
MoFSS	: Ministry of Family and Social Services
EGD	: European Green Deal
BRSA	: Banking Regulation and Supervision Agency
ICT	: Information and Communication Technologies
UN	: United Nations
ITCA	: Information Technologies and Communications Authority
DTO	: Digital Transformation Office of the Presidency of the Republic of Türkiye
HRO	: Human Resources Office of the Presidency of the Republic of Türkiye
CEDAW	: Convention on the Elimination of All Forms of Discrimination Against Women
CLSSTR	: Center for Labour and Social Security Training and Research
MoLSS	: Ministry of Labour and Social Security
MoEUCC	: Ministry of Environment, Urbanization and Climate Change
MoENR	: Ministry of Energy and Natural Resources
ETS	: Emissions Trading System
DRA	: Directorate of Revenue Administration
MoYS	: Ministry of Youth and Sports
MoTF	: Ministry of Treasury and Finance
ILO	: International Labour Organization

INDEX OF ABBREVIATIONS

TEO	: Turkish Employment Organization
Oİ	: Ombudsman Institution
SMSEDO	: Small and Medium-Sized Enterprises Development Organisation
MoCT	: Ministry of Culture and Tourism
CSDDD	: Corporate Sustainability Due Diligence Directive
MoNE	: Ministry of National Education
VECs	: Vocational Education Centers
TEAMİ	: Turkish Employers' Association of Metal Industries
VQA	: Vocational Qualifications Authority
NEET	: Not in Education, Employment or Training
OECD	: Organization for Economic Co-operation and Development
OIZs	: Organized Industrial Zones
SOOIZs	: Supreme Organization of Organized Industrial Zones
RTSC	: Radio and Television Supreme Council
PSB	: Presidency of Strategy and Budget
SSI	: Social Security Institution
CBAM	: Carbon Border Adjustment Mechanism
CMB	: Capital Markets Board
MoIT	: Ministry of Industry and Technology
NGO	: Non-Governmental Organization
SASFs	: Social Assistance and Solidarity Foundations
JAT	: Justice Academy of Türkiye

INDEX OF ABBREVIATIONS

UMT	: Union of Municipalities of Türkiye
TCEA	: Confederation of Turkish Tradesmen and Craftsmen
HREİT	: Human Rights and Equality Institution of Türkiye
TEA	: Turkish Exporters Assembly
TCEA	: Turkish Confederation of Employer Associations
ARDSİ	: Agriculture and Rural Development Support Institution
MoAF	: Ministry of Agriculture and Forestry
UCCE	: Union of Chambers and Commodity Exchanges of Türkiye
TURKPATENT	Turkish Patent and Trademark Office
TRT	: Turkish Radio and Television Corporation
TUBİTAK	: Scientific and Technical Research Council of Türkiye
TURKSTAT	: Turkish Statistical Institute
UTCA	: Union of Turkish Chambers of Agriculture
NYES	: National Youth Employment Strategy
NES	: National Employment Strategy
NRDS	: National Rural Development Strategy
UNDP	: United Nations Development Program
GDAP	: Green Deal Action Plan
CoHE	: Council of Higher Education
PTARC	: Presidency for Turks Abroad and Related Communities

INTRODUCTION

Employment is a key determinant of economic development and social progress, directly influencing sector performance, growth dynamics, technological advancements, as well as the economy's research and development (R&D) and innovation potential, and consequently, its competitiveness. On the other hand, employment significantly determines individuals' life satisfaction, social inclusiveness, vulnerabilities, as well as societal cohesion and overall well-being. Therefore, one of the essential conditions for ensuring sustainable development is to enable the economy to generate decent jobs for individuals.

The global economy is experiencing its most dynamic period since the Industrial Revolution. The climate crisis has added a different dimension to this dynamism. Depending on their levels of development, countries have recently prioritized keeping pace with or managing the speed of technological advancement and accessing information and development resources, and in today's world, where the Society 5.0 model is emerging, the focus is not only on economic activities but also on producing and guiding information in all areas, from social communication to value systems.

In Türkiye's labour market, while adapting to change stands as a key agenda, issues such as the relationship between education and employment, the inclusiveness of employment, sustainable rural employment, the connection between education, social protection and formal employment continue to exist as critical areas that highlight significant structural challenges and require further development. The dynamics of the global economy and labour market require a combined approach to existing structural problems and the risks anticipated in the future, necessitating the development of permanent solutions to these issues as well as the management of the projected risks.

While promoting decent work in Türkiye's labour market, it is essential to carry out a planned, coordinated and highly motivated effort to enhance the economy's competitiveness and social welfare. The National Employment Strategy (NES) 2025-2028, prepared within this framework, aims to increase the employment rate by solving structural problems in our labour markets, while developing forward-looking policies that safeguard the future of jobs and support employment. To this end, the efforts have been built upon four main policy areas:

- Improving green and digital transformation and skills alignment in labour markets
- Promoting inclusive employment
- Strengthening social protection – employment relationship
- Improving sustainable employment in rural areas

The NES has been prepared with the contributions of all stakeholders in the labour market,

primarily public institutions and organizations and social partners, taking into account the results and experiences of our country's first National Employment Strategy and National Youth Employment Strategy, which were coordinated by our Ministry and whose implementation periods ended in 2023, as well as the findings and priorities set out in national plans, programs, and strategy documents, including the Twelfth Development Plan and the results of projects and collaborations conducted or supported by our Ministry in thematic and sectoral areas, all in light of fundamental rights and universal principles in working life and sustainable development goals. Against this backdrop, NES, designed in line with the principle of enhancing fundamental rights in working life and the vision of the Century of Türkiye, outlines significant developments in the literature, statistical data, global and national trends and policies regarding employment, as well as the needs and opportunities for developing sustainable employment in our country within the mentioned main policy areas, and based on this, identifies priority areas for development and policies in employment.

The Action Plan, prepared with the participation of a wide range of stakeholders, will be monitored and evaluated through participatory processes to ensure that the policies set out in the NES are put into practice and the envisaged 2028 targets are achieved. As mentioned above, it is aimed to continuously update the Action Plan through monitoring and evaluation studies to be carried out by taking into account the dynamic conditions of the labour market.

The Strategy aims to promote inclusive and sustainable employment in decent jobs in the Turkish labour market and to strengthen the adaptation of the labour force to technological developments and transformation in sectors and to realize the transformation under the fairest conditions for all labour market stakeholders. In this framework, increasing the contribution of employment to economic growth, reducing poverty and supporting sustainable development by strengthening social welfare and cohesion are among the main priorities.

MAIN OBJECTIVES AND PRINCIPLES OF THE STRATEGY

A. MAIN OBJECTIVES

The objectives of the National Employment Strategy have been set as follows in line with the "Employment and Working Life Goals" in the Twelfth Development Plan.

1. The unemployment rate will be reduced to 7.5% in 2028.
2. The employment rate will be increased to 52.5% in 2028.
3. The informal employment rate will be reduced to 23.4% in 2028.
4. The labour force participation rate will be increased to 56.7% in 2028.
5. The labour force participation rate for women will be increased to 40.1% in 2028.
6. The youth unemployment rate will be reduced to 16.6% in 2028.



B. PRINCIPLES

1. Holistic Approach and Alignment

The Strategy adopts a holistic approach, linking cross-cutting issues with policy areas that support each other. The policy areas of improving green and digital transformation and skills alignment, promoting inclusive employment, strengthening social protection – employment relationship, and improving sustainable employment in rural areas will contribute to the common goals of the Strategy. It is essential that all components are implemented in a complementary and coherent manner by encouraging multi-stakeholder collaborations.

2. Inclusion and Equal Opportunity

The equitable distribution of the prosperity generated through economic growth across all segments of society is essential for the existence of an inclusive labour market. In particular, it is essential to ensure equal access to decent work for youth, women, persons with disabilities and other groups requiring special policies who have difficulties in entering and staying in the labour market.

3. Social Dialogue and Incentive-Based Approach

The active participation of all stakeholders in decision-making processes is crucial for the effective development and implementation of employment policies. The success of the Strategy depends on the coordinated implementation of the policies by all actors in the labour market. In this process, the adoption of an approach that encourages participation is essential.

4. Decent Work

Ensuring productive jobs that provide productive and fair wages, fully implement occupational health and safety conditions, enable workers to organize and participate in decision-making processes, provide equal opportunities for women and men and offer adequate income and social protection is essential for just, inclusive and sustainable development.

5. Sustainability and Risk Management Based Approach

It is important to implement equitable transition policies to adapt to green and digital transformation in labour markets to sustain economic growth and improve worker well-being. The sustainability of employment depends on the efficient use of resources under rapidly changing economic conditions, ensuring environmental sustainability, maintaining and improving job security, social protection and occupational health and safety standards. It is essential to increase the resilience of the labour market by taking preventive measures against risks associated with economic shocks, climate change, disasters and technological transformation.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

A-CURRENT SITUATION ASSESSMENT



NATIONAL EMPLOYMENT STRATEGY 2025-2028

1. GENERAL ECONOMIC AND SOCIAL OUTLOOK

1.1. GENERAL ECONOMIC OUTLOOK

1-The global economy was severely affected by the COVID-19 global pandemic in 2020, and the recovery did not materialize at the expected level and pace due to the geopolitical problems in the following period. In 2020, while the global economy contracted by 2.7%, trade volume also shrank by 8.4% in the same year. Although a recovery in global markets has been observed since 2021, the inflationary trend worldwide has been exacerbated by rising supply and procurement issues during the pandemic, coupled with increasing energy costs and commodity prices following the Russia-Ukraine War.

2-In 2021 and 2022, global growth rates of 6.5% and 3.5%, respectively, declined slightly to 3.3% in 2023. The rate of increase in world trade volume, which was 5.6% in 2022, declined to 0.8% in 2023. A significant reason for the weakening growth and trade volume increase in the global economy in 2023 was the low economic performance recorded in developed countries, particularly in the Eurozone, influenced by the aforementioned developments.

3-Although there are variations among countries and groups of countries based on their economic structures and income levels, it has been observed that growth and employment data have progressed in parallel during the period following the COVID-19 global pandemic. The employment contraction of 2% in 2020 and the unemployment rate reaching 6.6%, with a 1-point increase compared to the previous year, indicate a trend towards pre-pandemic levels starting from 2021. Following the positive trend recorded in 2021 and 2022, the weakening growth and trade performance in the global economy has also affected labour markets, leading to a decrease in employment growth rates in 2023 across all country groups except for low- and middle-income countries.

4-The COVID-19 global pandemic has caused significant disruptions in global supply chains, contractions in trade volume and interruptions in economic activities. During this process, digital transformation accelerated, leading to an increased demand for a workforce with digital skills due to the implementation of remote work and digital technologies. Particularly, while employment losses occurred in sectors unable to adapt to digitalization, the demand for a workforce with digital skills rapidly increased. The pandemic has led to the swift proliferation of remote and hybrid work models, prompting many sectors to undergo restructuring to adapt to these new business models.

5-Although there are some limited variations among country groups, the global labour force participation rate has shown a steady increase in the years following 2020. The increase in labour force participation rates has been met with a somewhat decelerated employment growth, and during the same period, the global unemployment rate has consistently declined, reaching 5.1% in 2023. Accordingly, the number of unemployed individuals worldwide, which reached 227.3 million in 2020, has decreased to 188.6 million in 2023.

6-It is observed that the rising labour force participation rates in developed countries, which experienced a significant decline in 2020, falling to negative indicators, have facilitated the filling of labour shortages, thereby contributing to the balance of supply and demand and economic growth. Additionally, it is assessed that the international migration movements directed particularly towards Organization for Economic Co-operation and Development (OECD) countries in 2023 have also contributed to addressing labour shortages.

7-The wars that began in the aftermath of the Covid-19 global pandemic, along with climate-related disasters that are increasing in frequency and intensity, and the occasional rise of protectionist trends in global markets, continue to pose a risk of negatively affecting global economic stability. In the forecasts for 2024 and 2025 calculated by international organizations, while considering the risk of encountering the aforementioned challenges, it is indicated that a limited and stable recovery in global markets is expected to continue. During this period, it is anticipated that inflation will continue its downward trend, the increase in global trade volume will regain momentum, and the growth of the global economy will follow a stable path at around 3.2-3.3%.

8-Table 1 shows that the overall increase of 0.6 points in employment rates for nearly all country groups in 2023 led to a decrease in the unemployment rate by 0.2 points, despite the rise in labour force participation. Forecasts suggest that in 2024 and 2025 labour force participation and employment rates will decline for almost all country groups, while the unemployment rate will be 5.2% in both years, up 0.1 points from 2023. Based on these calculations, global unemployment is projected to increase by 2.2 million in 2024 and 1.9 million in 2025. It is predicted that high-income countries will contribute the most to the increase in unemployment in 2024, while middle-low-income countries will do so in 2025. This expectation aligns with the forecasted weak economic growth and limited trade volume increase for high-income countries.

Table 1: Key Indicators for the World Economy and Labour Force, 2020-2025

	2020	2021	2022	2023	2024*	2025*
Growth rate** (%)	-2,7	6,5	3,5	3,3	3,2	3,3
Change in trade volume** (%)	-8,4	11,0	5,6	0,8	3,1	3,4
Inflation rate** (%)	3,2	4,7	8,7	6,7	5,9	4,4
Labour force (million)	3.449,2	3.525,7	3.594,5	3.668,1	3.696,7	3.737,4
Labour force participation rate (%)	59,2	59,8	60,3	60,8	60,5	60,4
Labour force participation rate (women, %)	46,8	47,6	47,9	48,7	48,2	48,0
Labour force participation rate (young people, %)	39,3	39,8	40,0	40,3	40,0	40,0
Employment (million)	3.221,8	3.312,3	3.404,7	3.479,5	3.505,9	3.544,8
Employment rate (%)	55,3	56,2	57,1	57,7	57,4	57,3
Employment rate (women, %)	43,7	44,6	45,2	46,1	45,6	45,5
Employment rate (young people, %)	33,2	34,1	34,7	35,0	34,6	34,6
Unemployment (million)	227,3	213,4	189,7	188,6	190,8	192,7
Unemployment rate (%)	6,6	6,1	5,3	5,1	5,2	5,2
Unemployment rate (women, %)	6,6	6,2	5,5	5,3	5,3	5,3
Unemployment rate (young people, %)	15,7	14,5	13,3	13,3	13,5	13,6
NEET rate (%)	23,8	22,4	21,7	21,7	21,8	21,8
NEET rate (women, %)	31,7	30,5	29,9	29,7	29,8	29,9

Source: International Labour Organization (ILO), World Employment and Social Outlook: Trends 2024

* Data for 2024-2025 are IMF and ILO estimates.

** International Monetary Fund, World Economic Outlook Report, July 2024. Data for 2020-2022 are taken from the database.

9-The Covid-19 global pandemic has caused some disruptions in economic activities in Türkiye, as it has in other countries. Thanks to the financial measures taken, Türkiye has managed to significantly mitigate the economic impacts of the pandemic; however, inflationary pressures have increased during this process.

10-During the Covid-19 global pandemic, Türkiye's economy grew by 1.9%, making it one of the few economies that managed to achieve growth during this period. In 2021 and 2022, Türkiye continued its recovery process with growth rates of 11.4% and 5.5%, respectively. Despite the earthquakes experienced in 2023, Türkiye managed to achieve a growth rate of 5.1%.

11-Türkiye's export performance strengthened despite the challenges faced by global trade, reaching historic records of \$225 billion in 2021 and \$254 billion in 2022. In 2023, exports set a new record, reaching approximately \$256 billion. Thus, during this period, Türkiye's share of global exports has exceeded 1%.

12-Türkiye's labour market experienced limited effects from the pandemic due to the measures taken. The labour force, which was 30.7 million in 2020, increased to 34.9 million as of 2023. In the post-Covid-19 global pandemic period, unemployment rates continued to gradually decline, while labour force participation rates increased. The unemployment rate, which was 13.1% in 2020, decreased to 12% in 2021 and 10.4% in 2022. During the same period, the labour force participation rate increased from 49.1% to 53.3%. Despite the regulations on eligibility for retirement and the adverse effects of the earthquake in 2023, Türkiye's economy was able to create 880,000 jobs, while the unemployment rate decreased by 1 percentage point to 9.4%, marking the lowest level in the last ten years.

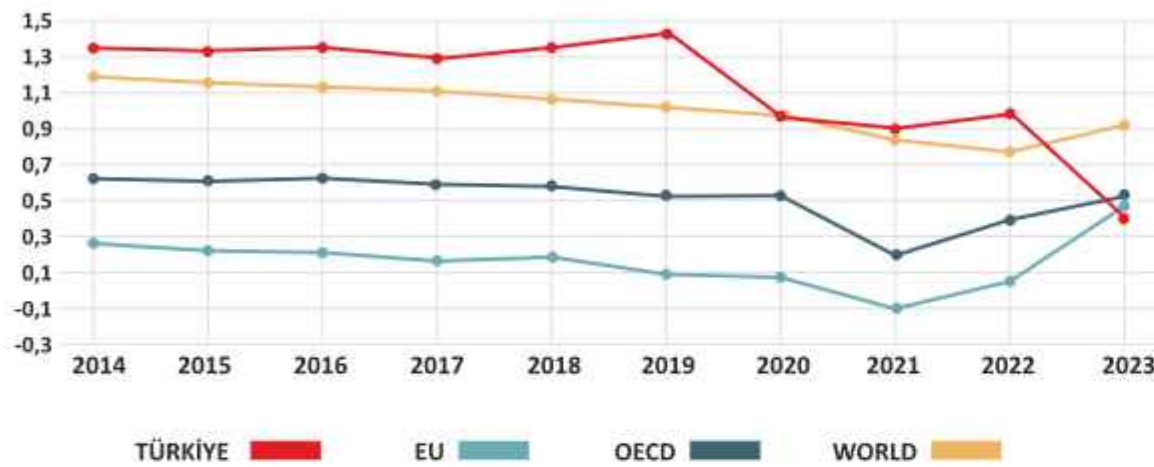
13-Following the announcement of the European Green Deal (EGD) at the end of 2019, the intensification of efforts towards the emerging green economy transformation also coincided with the pandemic period. Green economy policies aim to support carbon-neutral and sustainable growth while creating new job opportunities, but they also pose a risk of job losses in certain sectors. This transformation process, which brought with it the risk of deepening the existing vulnerabilities in labour markets, also opened up space for just transition studies in labour markets. The strategy period will be a process in which the effects of green and digital transformation efforts on employment are assessed as a policy priority based on the principles of inclusiveness, sustainability and social dialogue.

1.2. POPULATION

14-According to United Nations (UN) data, the world population has exceeded 8 billion in 2023. According to UN population projections, the world population is expected to reach 9.7 billion by 2050 and 10.4 billion by 2100.

15-According to data from the Turkish Statistical Institute (TURKSTAT), Türkiye's population increased from 77 million 695 thousand 904 in 2014 to 85 million 372 thousand 377 in 2023. According to World Bank data, Türkiye's annual average population growth rate was 1.08% during the period from 2014 to 2023. This rate is above the world average of 1.05% for the same period.

Chart 1:
Population Growth Rate of Türkiye, EU, OECD and the World by Years (%) (2014-2023)



Source: Derived from World Bank "DataBank" data.

16 Chart 1 shows that the population growth rate in Türkiye declined over the years. Especially starting from 2020, this rate dropped below 1% and decreased to 0.4% as of 2023.

17 One of the main reasons for the slowdown in the population growth rate is the change in birth and death rates. While there were 3.45 births per death in 2014, this ratio decreased to 1.91 in 2021 and to 1.82 in 2023. The total fertility rate decreased from 2.38 children in 2001 to 1.51 in 2023 and remained below the population replacement level of 2.10. This reveals that fertility rates are below the sustainable growth level of Türkiye's population and pose a risk of population decline in the future.

18 If current demographic trends continue, Türkiye's population is expected to reach 88 million 188 thousand 221 people in 2030 and 93 million 774 thousand 618 people in 2050, according to the results of the Address Based Population Registration System (ABPRS) for 2023. According to this baseline scenario, the population is projected to increase until the mid-2050s, then begin to decline, reaching below 77 million by 2100.

19 Considering the low fertility scenario, the population is expected to reach its highest level of 89,959,486 by 2044 and to fall below 55 million by 2100. On the other hand, under the high fertility scenario, it is projected that Türkiye's population will exceed 100 million by 2056.

20 When examining the distribution of Türkiye's population by age groups, it can be observed

that 21.5% of the population is under 15 years old, 68.3% is in the 15-64 age range, and 10.2% is 65 years old and over. The young population (ages 15-24) accounts for 15.1% of the total population, recorded as 12,872,039 individuals.

21 A significant indicator in the analysis of population structure, the median age increased from 30.7 in 2014 to 34 in 2023. The decrease in birth rates and the increase in life expectancy raised the median age.

22 In 2023, the share of primary school graduates in the population aged 25 and above was 26.3%. The rate of graduates of colleges and faculties was 19.6% and the rate of graduates of high school and equivalent vocational schools was 19.4%.

23 It is observed that elderly dependency ratios are constantly increasing worldwide. While the number of elderly per 100 people of working age (population aged 15-64) was 10 in the 1990s, this number increased to 15 in 2023. This increase has prompted many countries to develop policies to attract skilled young migrants. Strategies to retain and attract young people from abroad are becoming a common solution to cope with an ageing population and ensure economic sustainability.

24 As in the rest of the world, the share of the elderly in the total population is increasing in Türkiye as well. In Türkiye, the proportion of the elderly aged 65 and older increased from 8.0% in 2014 to 10.2% in 2023. The aging of the population places an additional burden on social security systems, while at the same time increasing the demand for goods and services in the care and health sector.

25 Another dependency ratio is the share of those younger than 15 and older than 64 in the total working-age population (15-64). With a rate of 46.3%, Türkiye is in a better position compared to the world average of 55.1% and the European Union (EU) countries with a rate of 56.9%.

26 The aging of the population and the decline in fertility rates have created labour shortages in many countries, increasing the need for migration policies to address this gap. Aging economies have turned to a qualified workforce to maintain global competitiveness and ensure sustainable development. Accordingly, countries are introducing policies that encourage migration movements, such as international student admission and attracting highly qualified labour, in order to address the labour shortages. These policies play an important role in global labour mobility.

27 According to TurkStat International Migration Statistics, the number of people migrating from abroad to Türkiye in 2022 was 494 thousand 52, while this number decreased by 35.9% to 316 thousand 456 in 2023. Of the population coming from abroad, 54.2% were men and 45.8% were women. Of the arrivals, 101 thousand 677 were Turkish citizens and 214 thousand 779 were foreign nationals. When the age groups of migrants are analysed, it is seen that the highest number of migrants is in the 20-24 age group with 12.7%. This age group is followed by 25-29 with 10.8% and 15-19 with 10.3%.

28 While the number of people migrating abroad from Türkiye was 466,914 in 2022, this number increased by 53% in 2023 compared to the previous year and reached 714,579. Of the population going abroad, 55.2% were men and 44.8% were women. Of those who migrated, 291 thousand 377 were Turkish citizens and 423 thousand 202 were foreign nationals. When age groups are analysed, it is seen that the highest number of migrants are in the 25-29 age group with 15%. This age group is followed by the 30-34 age group with 12.9% and the 20-24 age group with 12.5%.

1.3. LABOUR FORCE (EMPLOYMENT AND UNEMPLOYMENT)

29 Given Türkiye's economic growth targets and social welfare, a comprehensive analysis of labour market dynamics is of strategic importance. Employment and unemployment rates, which are the key elements of the labour market, stand out as one of the most important indicators of economic stability and sustainable development. Employment rates reflect the efficient utilization of the workforce and the growth of economic activities, while unemployment rates indicate how the workforce is utilized under current economic conditions and reveal potential losses in the labour force.

30 In this context, in order to maximize labour potential and develop strategic approaches, analysing the current situation and future trends of the labour market constitutes a critical basis for adapting to economic and social developments.

31 To enhance the effectiveness of economic and social policies, evaluating labour force participation, employment and unemployment rates based on education and gender reveals the current state of the labour market. According to TurkStat data, Türkiye's main labour force indicators for the 2019-2023 period are presented in Table 2.

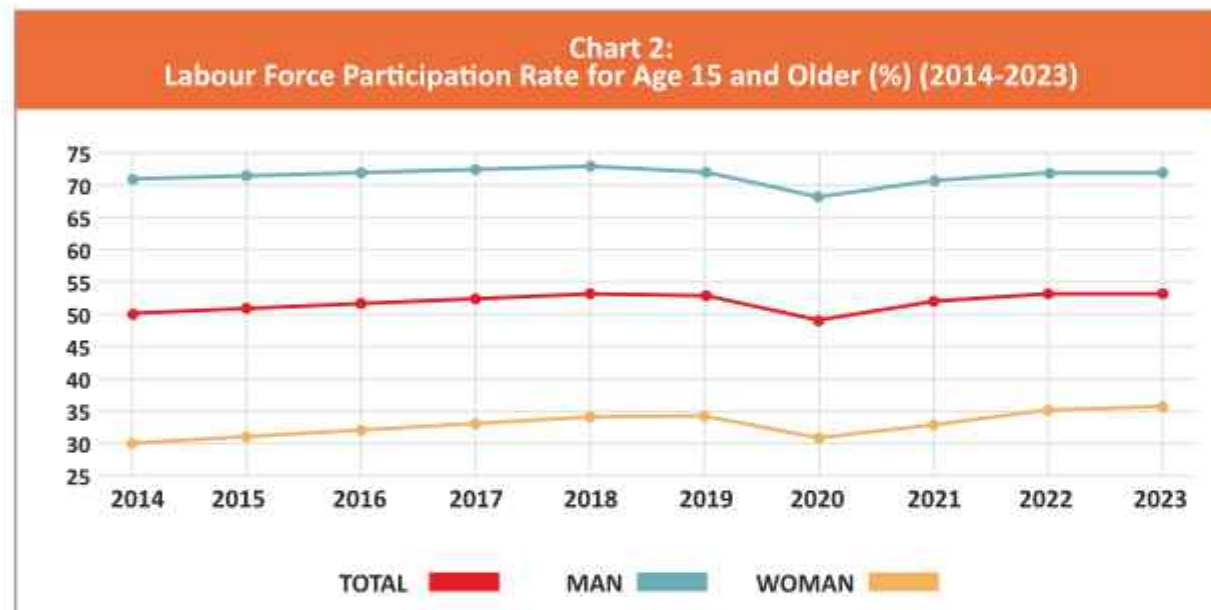
Table 2: Labour Market Indicators (2014-2023)

Indicator	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Population (Thousand People)	77.695	78.741	79.814	80.810	82.003	83.154	83.614	84.680	85.279	85.372
15+ Population	56.985	57.870	58.739	59.892	60.653	61.468	62.579	63.704	64.679	65.425
Young Population (15-24 Years)	11.724	11.808	11.861	11.875	11.785	11.667	11.711	11.956	12.005	11.831
Labour Force (Thousand People)	28.605	29.550	30.449	31.516	32.203	32.505	30.735	32.716	34.334	34.896
Men	19.984	20.388	20.833	21.405	21.752	21.831	20.990	22.156	22.862	23.052
Women	8.621	9.162	9.616	10.110	10.451	10.674	9.746	10.560	11.473	11.844
Young People	4.757	4.946	5.025	5.144	5.186	5.193	4.597	4.983	5.264	5.395
Labour Force Participation Rate (%)	50,2	51,1	51,8	52,6	53,1	52,9	49,1	51,4	53,1	53,3
Men	71,0	71,3	71,8	72,2	72,5	71,9	67,8	70,3	71,4	71,2
Women	29,9	31,3	32,4	33,4	34,1	34,3	30,8	32,8	35,1	35,8
Young People	40,6	41,9	42,4	43,3	44,0	44,5	39,2	41,7	43,8	45,6
Employment (Thousand People)	25.774	26.501	27.126	28.075	28.691	28.042	26.695	28.797	30.752	31.631
Men	18.181	18.495	18.823	19.369	19.674	19.117	18.396	19.792	20.818	21.286
Women	7.594	8.006	8.303	8.706	9.017	8.925	8.299	9.005	9.935	10.346
Young People	3.910	4.036	4.048	4.086	4.147	3.887	3.451	3.855	4.240	4.455
Sectoral Breakdown of Employment (Thousand People)										
Agriculture	5.220	5.357	5.287	5.401	5.282	5.096	4.737	4.948	4.866	4.695
Industry	5.339	5.345	5.295	5.394	5.686	5.572	5.482	6.143	6.663	6.711
Construction	1.913	1.916	1.991	2.108	2.012	1.566	1.546	1.777	1.846	1.997
Services	13.302	13.884	14.552	15.171	15.711	15.808	14.930	15.928	17.378	18.230
Employment Rate (%)	45,2	45,8	46,2	46,9	47,3	45,6	42,7	45,2	47,5	48,3
Men	64,6	64,7	64,8	65,3	65,6	62,9	59,4	62,8	65,0	65,7
Women	26,3	27,3	28,0	28,8	29,4	28,7	26,2	28,0	30,4	31,3
Young People	33,4	34,2	34,1	34,4	35,2	33,3	29,5	32,2	35,3	37,7
Unemployed (Thousand People)	2.831	3.049	3.323	3.441	3.512	4.463	4.040	3.919	3.582	3.264
Men	1.803	1.892	2.010	2.036	2.079	2.714	2.594	2.364	2.044	1.766
Women	1.028	1.157	1.313	1.404	1.434	1.749	1.446	1.554	1.538	1.498
Young People	847	910	977	1.058	1.039	1.307	1.145	1.128	1.024	940
Unemployment Rate (%)	9,9	10,3	10,9	10,9	10,9	13,7	13,1	12,0	10,4	9,4
Men	9,0	9,3	9,6	9,5	9,6	12,4	12,4	10,7	8,9	7,7
Women	11,9	12,6	13,7	13,9	13,7	16,4	14,8	14,7	13,4	12,6
Young People	17,8	18,4	19,4	20,6	20,0	25,2	24,9	22,6	19,4	17,4
Unemployment Rate by Education Level (%)										
Illiterate							9,2	8,2	6,2	5,0
Educated below high school level							12,7	11,1	9,2	8,1
Upper secondary							15,5	14,1	12,7	12,1
Vocational or Technical High School							14,3	12,9	11,3	10,1
Higher Education							12,8	12,4	11,3	9,8
Informal Employment Rate	34,5	33,4	33,6	34,1	33,6	34,8	30,9	29,0	26,8	26,1
Agriculture	81,7	80,6	81,7	83,0	82,5	86,3	83,4	84,6	80,0	80,6
Non-Agriculture	22,5	21,5	22,0	22,4	22,6	23,3	19,6	17,5	16,8	16,6
Idle Labour Rate (%)	17,4	17,1	17,6	16,8	16,5	19,1	25,4	24,4	21,3	22,8
Men	14,3	14,2	14,4	13,6	13,3	16,2	22,1	20,6	17,3	18,3
Women	24	23,2	24	23,1	22,5	24,6	31,7	31,6	28,4	30,6

Source: TurkStat, Labour Force Statistics, 2023

32 The labour force in Türkiye increased by 562 thousand people in 2023 compared to the previous year and reached 34 million 896 thousand people. The labour force participation rate increased by 0.2 points to 53.3%. In the last five years, the employment rate increased by 2.7 points from 45.6% to 48.3%.

33 The unemployment rate decreased by 4.3 points from 13.7% to 9.4% in the same period. In particular, the youth unemployment rate improved significantly, falling from 25.2% in 2019 to 17.4% in 2023.

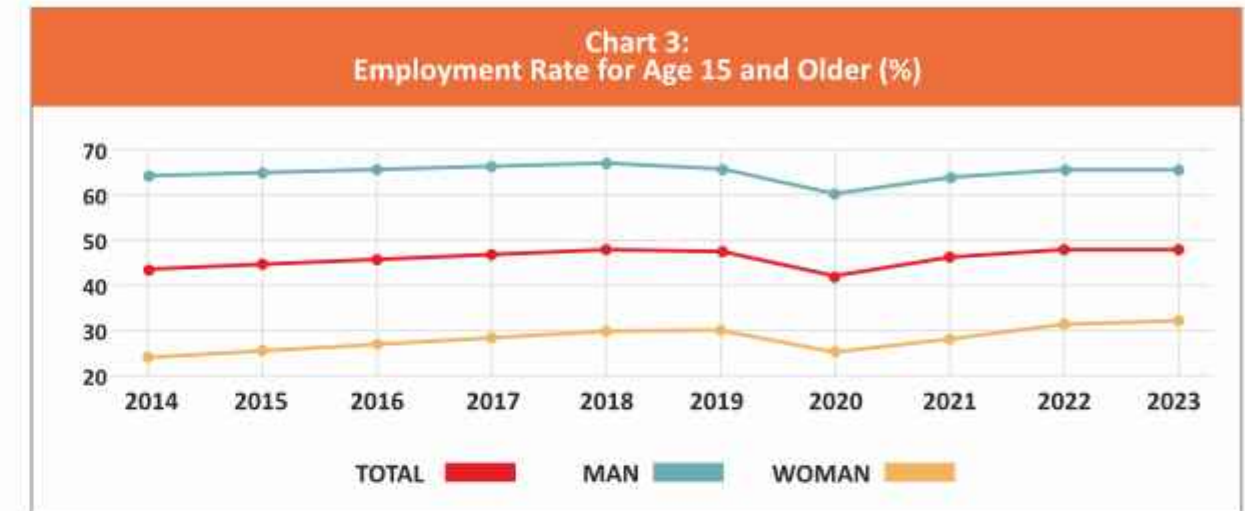


Source: TurkStat, labour Force Statistics, 2023

34 Chart 2 shows that in the period between 2014 and 2023, the labour force participation rate increased continuously until 2018, declined to 49.1% in 2020 and rose again to 53.3% in 2023.

35 In 2023, the labour force participation rate was 71.2% for men and 35.8% for women. Moreover, women's labour force participation rate increased by 5.9 points in the 2014-2023 period.

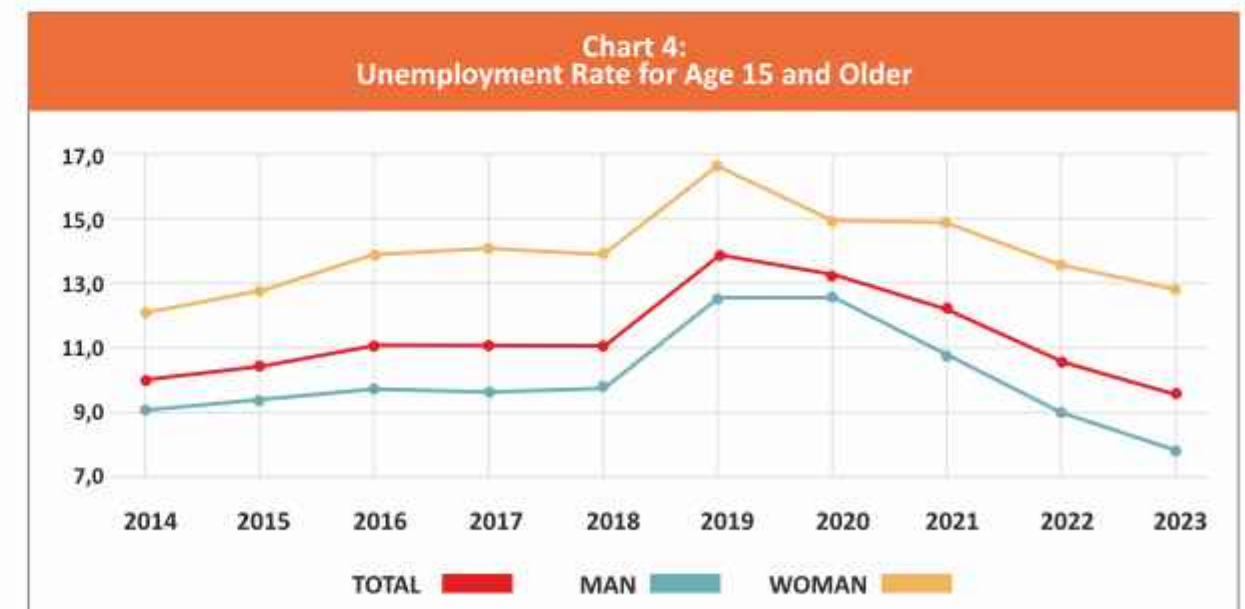
36 In 2023, the number of employed persons in Türkiye increased by 880 thousand persons compared to the previous year and reached 31 million 632 thousand persons. The employment rate increased by 0.8 points from 47.5% to 48.3%.



Source: TurkStat, labour Force Statistics, 2023

37 Looking at the period between 2014 and 2023, Chart 3 shows that the employment rate followed an upward trend until 2018, declined to 42.7% in 2020 and rose to 48.3% in 2023, exceeding the 2018 level.

38 In 2023, the employment rate was 65.7% for men and 31.3% for women. Between 2014 and 2023, the employment rate of women increased by 5 points



Source: TurkStat, labour Force Statistics, 2023

39 As seen in Chart 4, the highest increase in the number of unemployed in Türkiye in the 2014-2023 period was recorded in 2019. This year, the number of employed persons decreased by 649 thousand compared to the previous year, while the number of unemployed persons increased by 951 thousand, reaching 4 million 463 thousand. In 2019, the unemployment rate rose to 13.7%. Starting from 2020, the number of unemployed decreased with the expansion of employment opportunities. In 2023, the number of unemployed people aged 15 and over decreased by 318 thousand compared to the previous year to 3 million 264 thousand, while the unemployment rate decreased by 1 percentage point to 9.4%.

40 The youth unemployment rate, which covers the 15-24 age group, decreased by 2 points to 17.4% in 2023 compared to the previous year. The unemployment rate in this age group was 14.3% for men and 23.2% for women.

41 In 2023, when the unemployment rate by educational attainment is analysed, it is seen that the highest unemployment rate is among high school graduates with 12.1%. This group is followed by vocational or technical high school graduates with 10.1%. When analysed by gender, the unemployment rate for illiterate men is the highest at 9.5%, followed by men with high school graduates at 9.3% and men with less than high school education at 7.7%. The group with the highest unemployment rate among women is high school graduates with 18.5%. This group is followed by vocational or technical high school graduates with 18% and higher education graduates with 14%.

42 In Türkiye, the proportion of young people who are not in education, employment or training (NEET) decreased from 24.7% in 2021 to 22.5% in 2023. The NEET rate for young men decreased from 17.5% in 2021 to 15.6% in 2023, while the rate for young women decreased from 32.4% to 29.8% in the same period.

43 The NEET group is predominantly composed of young people with high school and below high school education level. When vocational or technical high school graduates are included, those who have completed high school constitute 43.7% of the NEET group. Furthermore, 42.1% of the NEET group is composed of illiterate and below high school education level, while 14.2% is composed of higher education graduates.

44 In Türkiye, there is a significant segment of the working-age population that has the potential to participate in the labour force. According to 2023 data from TurkStat, one of the most common reasons for not participating in the labour force is being engaged in housekeeping,

accounting for 29.8%. This situation indicates a broad potential that can be tapped into within the labour market.

Table 3: Reasons for Not Participating in the Labour Force (2021-2023) (%)

	Potansiyel işgücü			Housekeeper	Education / Training	Retired	Unable to work	Other
	Those with no hope of finding a job	Those who are able to work but not looking for work	Those who are looking for work but cannot start work					
2021	5,3	5,0	0,3	32,0	15,7	16,1	16,1	9,4
2022	5,4	3,9	0,3	32,9	15,8	16,7	16,2	8,7
2023	5,9	4,7	0,4	29,8	14,5	16,8	17,6	10,3

Source: Derived from TurkStat, labour Force Statistics data.

45 The sectoral, gender and education-based analysis of the labour force is critically important for clearly illustrating the link between education and employment, as well as for understanding the current state of equal opportunities for women and men in the workplace.

46 In 2023, the group with the highest employment rate according to educational attainment was higher education graduates, at 69.8%. This group is followed by vocational or technical high school graduates, with an employment rate of 60.7%. Male higher education graduates constitute the group with the highest employment rate at 79.7%. This group is followed by vocational or technical high school graduates with 76% and high school graduates at 65.5%. Among women, the group with the highest employment rate is composed of higher education graduates at 59.3%. This is followed by vocational or technical high school graduates with 36.9% and high school graduates at 30.5%.

47 According to 2023 data, a total of 31 million 632 thousand people are employed in Türkiye. In the distribution of employment by sector, the largest share is held by the services sector, accounting for 57.6%. In this context, 18 million 230 thousand people are employed in the services sector, 6 million 711 thousand in the industrial sector, 4 million 695 thousand in the agricultural sector and 1 million 997 thousand in the construction sector.

48 When the change in sectoral distribution over time is analysed, it is observed that the share of agriculture in employment declined from 20.3% in 2014 to 14.8% in 2023. In the same period, the share of the industrial sector decreased from 28.1% to 27.5%, while the share of the services sector increased from 51.6% to 57.6%. This shift is consistent with general trends in the global labour market. Especially since the 2000s, there has been a noticeable increase in the share of the services sector in developed economies, while the share of the agricultural sector has been declining.

49 When examining the gender distribution of employment by sector, the services sector stands out as the area where women are most employed. According to 2023 data, there are 6 million 547 thousand women employed in the services sector, followed by 1 million 938 thousand in agriculture, 1 million 761 thousand in industry and 100 thousand in the construction sector

Chart 5:
Informal Employment Rate (%) (2014-2023)



Source: TurkStat, Labour Force Statistics, 2023

50 One of the main challenges facing Türkiye's labour market is the high level of informal employment. According to Chart 5, there has been a significant decrease in the rate of informal employment over the years. The rate of informal employment, which was above 50% in the 2000s, declined to 26.1% by 2023. The Twelfth Development Plan aims to reduce the rate of informal employment to 23.4% by 2028.

51 A significant portion of informal employment in Türkiye is concentrated in the agricultural

sector. According to 2023 data, the rate of informal employment in the agricultural sector was 80.6%, while this rate was 16.6% in non-agricultural sectors.

52 An analysis of informal employment by gender reveals that women employees have a higher rate of informal employment than male employees. According to 2023 data, 23.1% of male and 32.2% of women employees work informally. In the agricultural sector, the rate of informal employment was 73.5% for male employees and 90.6% for women employees.. accounting for 29.8%. This situation indicates a broad potential that can be tapped into within the labour market.



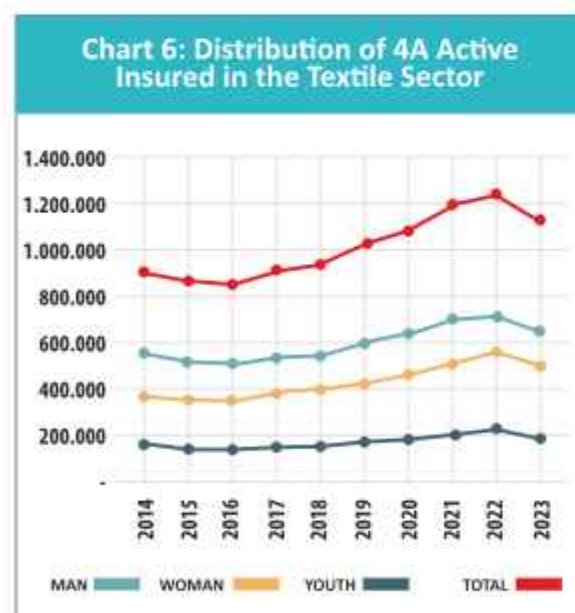
NATIONAL EMPLOYMENT STRATEGY 2025-2028

2. DETERMINATION OF THE EMPLOYMENT SITUATION IN PRIORITY SECTORS

53 Under the heading of General Economic and Social Outlook, general information is provided on the sectoral distribution of employment and employment trends in key sectors. In this section, sectoral data on formal employment are presented based on Social Security Institution (SSI) data, and assessments on the current employment situation and trends at the level of prominent sub-sectors are detailed.

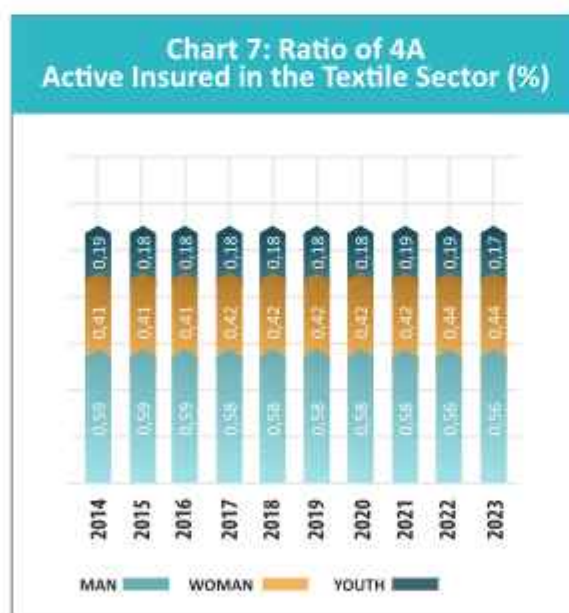
54 Under this heading, the focus is on sectors that have gained priority due to recorded and projected developments in the global economy and those emphasized in high-level policy documents such as the Twelfth Development Plan. Employment in these sectors is critically important not only in terms of numerical size but also for its expected contributions due to development potential and forward-backward linkage effects.

55 With this approach, within the scope of the Strategy, the textile and apparel, automotive, steel, aluminium, chemical, machinery, electrical, and tourism sectors are considered priority sectors. However, since the information and communication technologies (ICT) and agriculture sectors are examined as core policy areas within the Strategy due to their significance for employment policies, they are not further assessed in this section.



Source: SSI

56 The textile and apparel sector is a labour-intensive industry with higher women and youth employment compared to other manufacturing sectors, standing out for its export potential



and strategic importance due to its ability to adapt more rapidly to modernization processes such as green and digital transformation.

57 As seen in Chart 6, despite a slight decline in sectoral employment in 2015-2016, an overall stable upward trend has been observed until 2023, including during the global COVID-19 global pandemic in 2020. In 2023, due to factors such as rising costs and shrinking demand in export markets, particularly in the EU, employment in the sector decreased by approximately 113,000 people, falling to around 1.2 million.

58 In the last decade, the share of the textile and apparel sector in total employment has declined from 6.4% to 5.6%, with long-term fluctuations. In the long term, it is anticipated that factors such as green transformation, automation, and digitalization may lead to a reduction in employment in the sector. According to Chart 7, as of 2023, women constitute 44% of employment in the sector, while youth account for 17%.

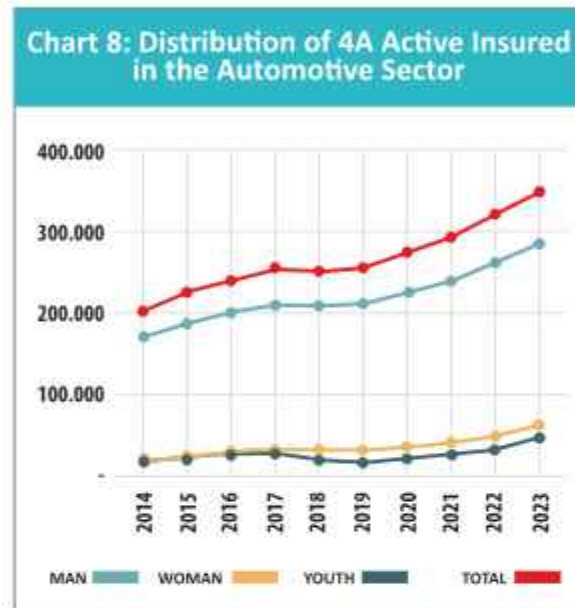
59 However, the transformation of jobs in the sector to require higher skills increases the risk of reduced inclusivity in employment, particularly if workers, especially those in groups needing special policies, are unable to adapt to this change. This risk is considered to potentially put more pressure on labour markets in regions with relatively low levels of socio-economic development.

60 In this regard, it is crucial to increase skill development and training programs for the existing workforce to ensure the protection of employment at both national and regional levels. Additionally, updating vocational and technical education and higher education programs to align with changing labour demand is emerging as a critical necessity.

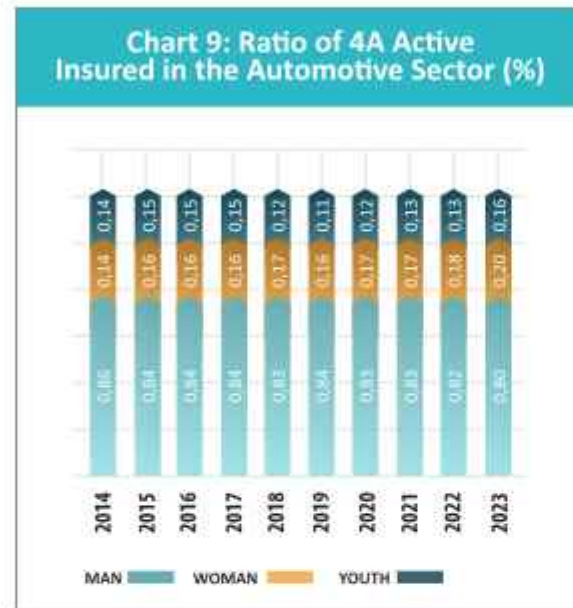
61 Another sector expected to see significant developments in employment during the Strategy period is the automotive sector. The sector, which creates high added value, utilizes a wide range of raw materials and stimulates production through its sub-industry, plays an important role in the national economy due to its significant contributions to exports and employment.

62 As shown in Chart 8, employment in the automotive sector steadily increased each year over the past decade, except for 2018, reaching a level of 343,800 in 2023. Charts 8 and 9 indicate that the increase in sector employment occurred in favour of women and, to some extent, youth. In the traditionally male-dominated automotive sector, it is necessary to accelerate efforts towards skill alignment to promote inclusive employment development. The

development of school-industry collaborations is important for the sustainability of inclusive employment in the sector.



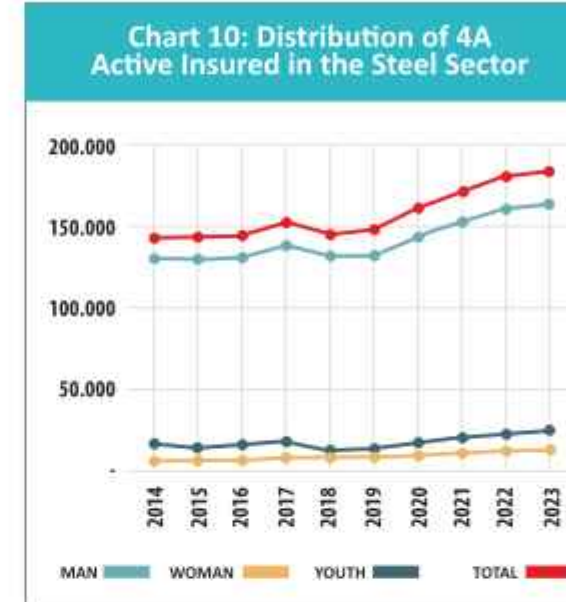
Source: SSI



63 The iron and steel, as well as the aluminium sectors, are among those expected to take early action regarding green transformation, as they fall under the Carbon Border Adjustment Mechanism (CBAM).

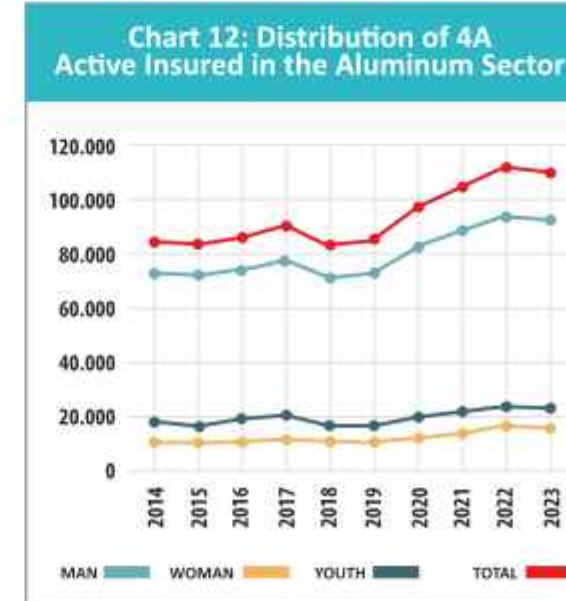
64 As shown in Chart 10, employment in the steel sector increased by 27% over the last decade, reaching 180,400 by 2023. The sector's ability to quickly adapt to new international trade regulations that require low-emission and worker rights-respecting production, especially under the CBAM, is important for enhancing international competitiveness and maintaining the upward trend in employment.

65 Chart 11 shows that women employment in the steel sector was at levels of 9-10%, while youth employment ranged from 13-16% during the period from 2014 to 2023. While the anticipated green transformation in the sector is expected to create new opportunities for women and youth employment, measures must be taken to develop the interests and skills of women and youth in the sector to convert these opportunities into concrete gains.

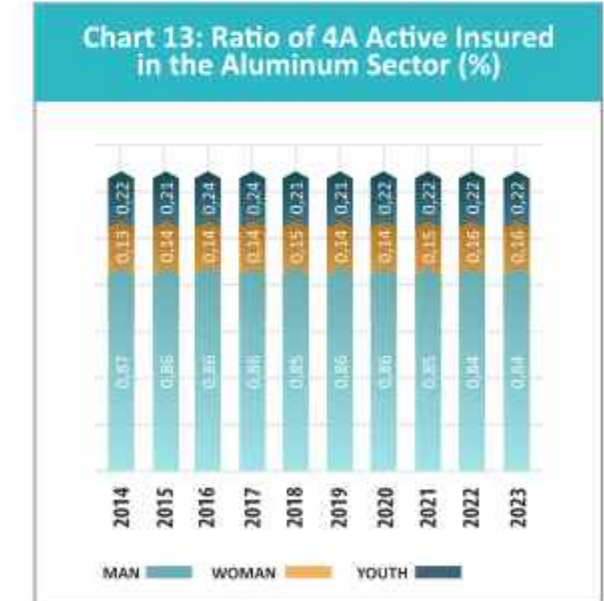
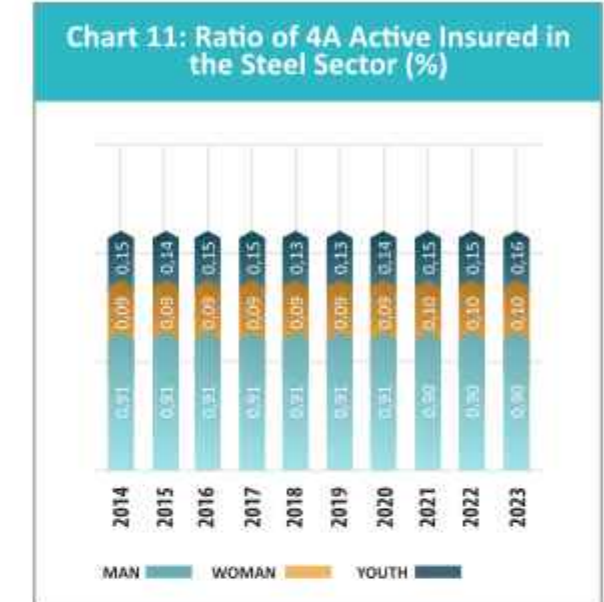


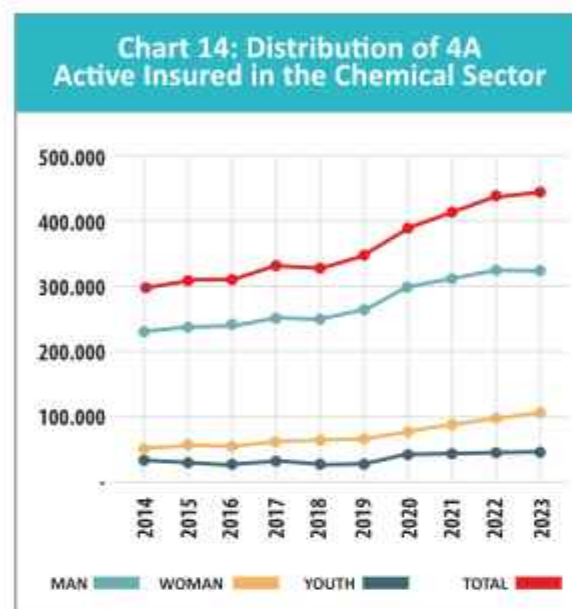
Source: SSI

66 As seen in Chart 12, employment in the aluminium sector increased by 30.6% in the 2014-2023 period, reaching 110,900. In addition, employment rates of women and youth were higher in the aluminium sector than in the steel sector. Chart 13 shows that by 2023, the women and youth employment rates in the sector were 16% and 22%, respectively. These rates indicate that the sector has an advantage in developing inclusive employment during the green transformation process.



Source: SSI



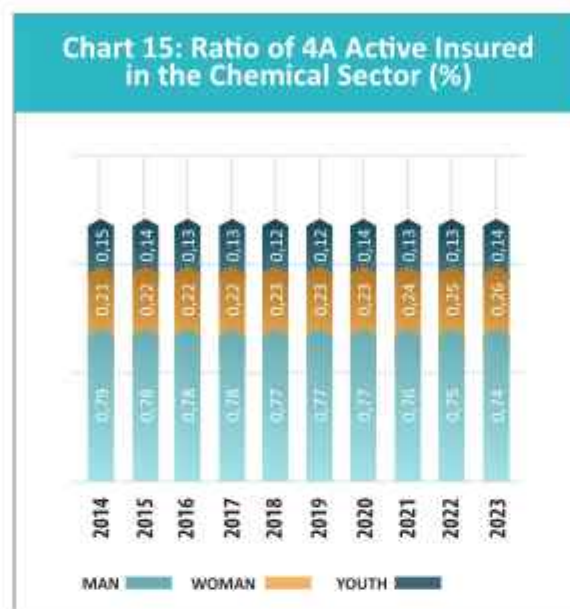


Source: SSI

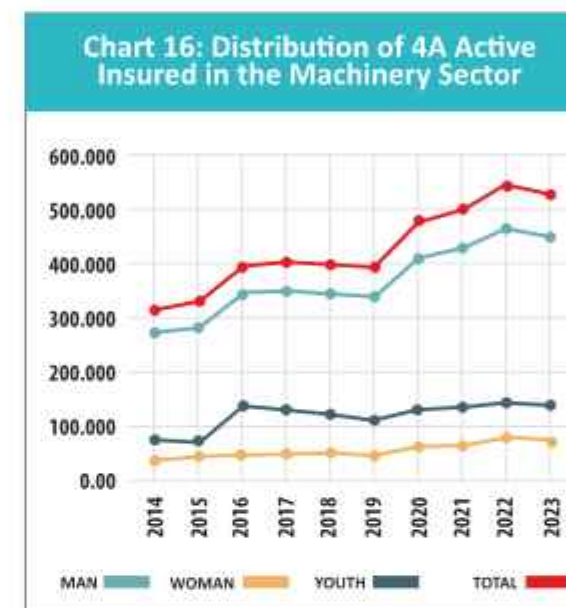
67 In the chemical sector, where significant changes are expected in the medium term due to green transformation regulations, the level of employment showed a steady increase over the last decade, as seen in Chart 14. Some important products produced in the sector are expected to be included under CBAM in the near future. This situation underscores the importance of implementing measures to ensure skill alignment for the protection and development of employment in the sector.

68 Although the rate of women employment in the chemical sector is higher than in many manufacturing sectors, it only reached 26% in 2023, the highest level in the last decade. In the same year, the employment rate of youth in the sector was recorded at 14%. According to Chart 15, which shows the annual developments in the rates of women and youth employed in the sector, the youth employment rate fluctuated irregularly between 12-15% in the last 10 years, while the women employment rate increased steadily. Based on these data, it is assessed that policy measures to facilitate and support the transition from school to work should be developed to increase youth employment in the sector.

69 Despite the declines in 2018, 2019 and 2023, employment in the machinery sector shows a strong upward trend in the long run. According to Chart 17, which includes data from the 2014-2023 period, employment in the sector has increased by 66.8% during this period, raising its share of total employment from 2.2% to 2.6%. During this period, the rate of women



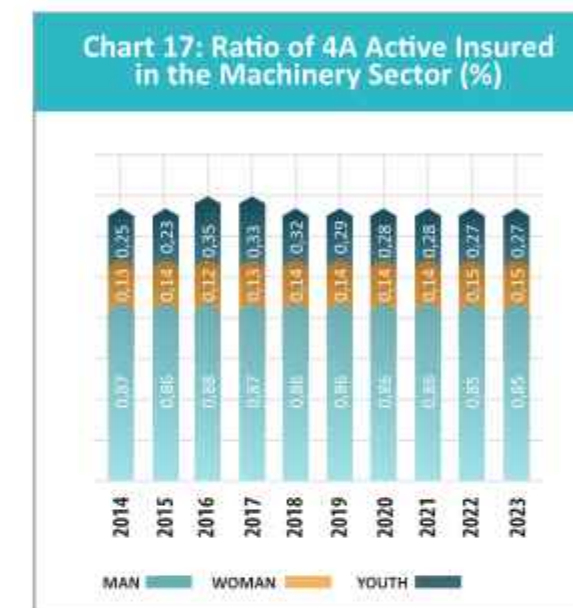
employment in the sector showed a limited increase, fluctuating between 12% and 15%. Although the employment rate of youth was relatively high, it dropped to 27% in 2023 due to losses experienced since 2016



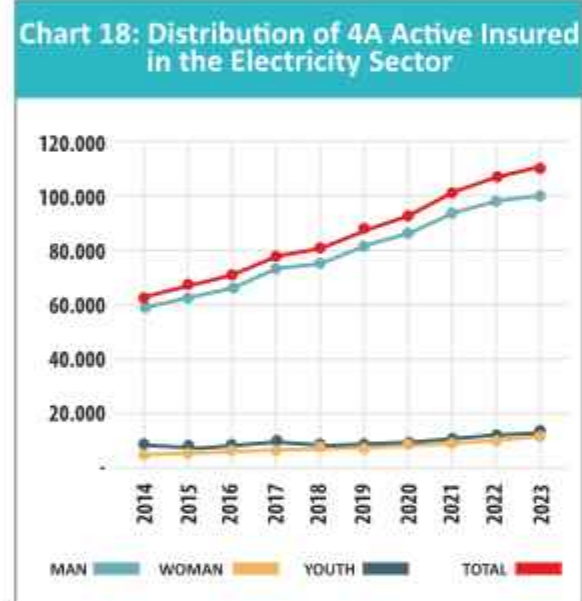
Source: SSI

70 The energy crisis triggered by the Russia-Ukraine war once again highlighted the strategic importance of the electricity sector. In this period, the sector stood out with its increasing employment capacity. As can be seen from Chart 18, employment in the electricity sector increased by 48,000 (77%) over the last decade, reaching 110,000. The growth in the sector, driven by renewable energy investments, has facilitated the distribution of employment across the country, significantly contributing to increased regional inclusivity.

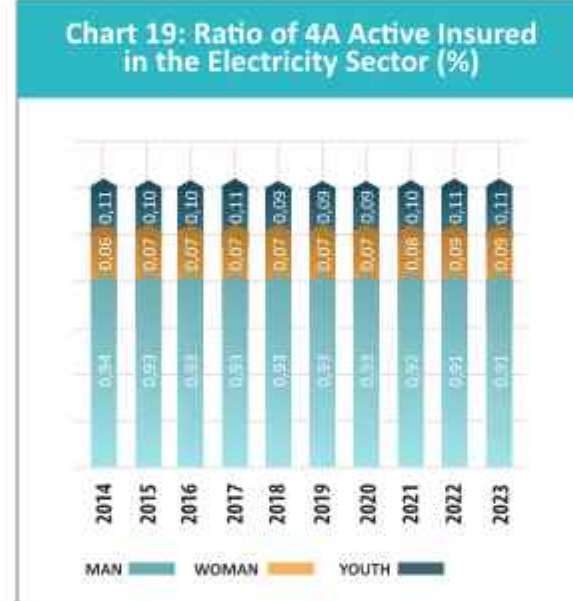
71 Despite the positive developments in employment in the electricity sector, the rates of women and youth employment have still not reached the desired levels. According to the 2023 data presented in Chart 19, the employment rate in the sector was 9% for women and 11% for youth. In the electricity sector, the fact that enterprises are mostly large-scale and institutionalized offers important opportunities for the development of inclusive employment. To make the best use of these opportunities, it is crucial to ensure gender balance in the sector, develop effective collaborations to increase youth employment and implement measures in this regard.



72 In 2023, the automotive, chemical, steel, textile and apparel sectors played a critical role in Türkiye's export performance. The electricity sector indirectly contributed to this performance by providing significant input to exporting sectors. Considering Türkiye's strong ties in the export market, the sustainability-focused trade policies and regulations of the EU, which take into account the social and environmental aspects of production, hold particular importance for these sectors. Compliance with regulations such as the Carbon Border Adjustment Mechanism (CBAM) and the Corporate Sustainability Due Diligence Directive (CSDDD) is regarded as a strategic necessity for maintaining and enhancing sectoral competitiveness.



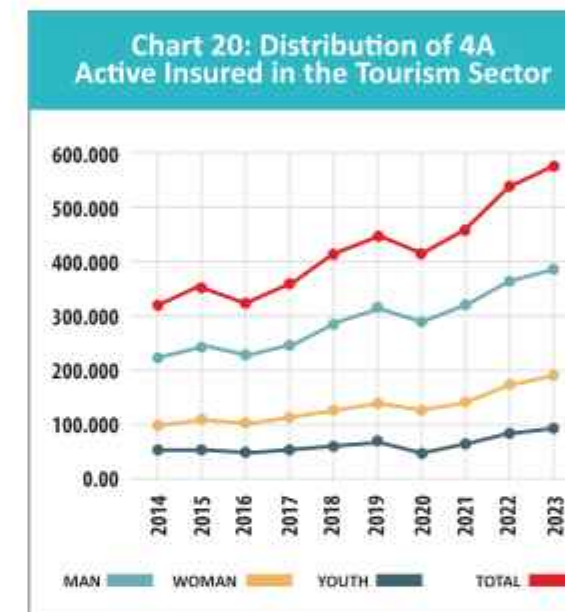
Source: SSI



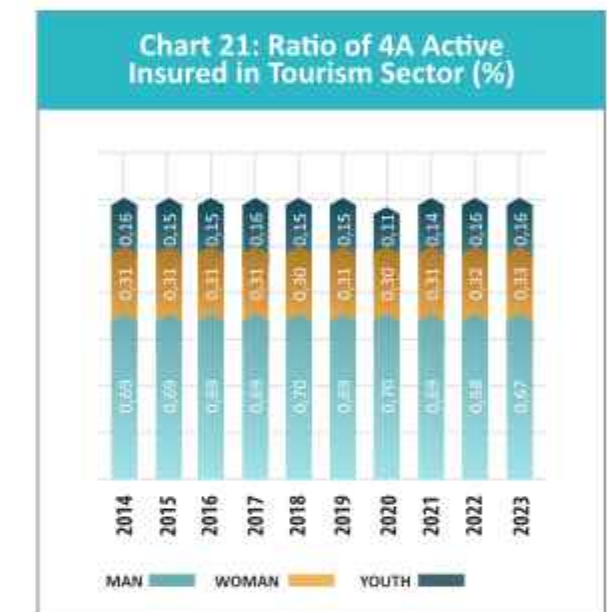
73 Although the mentioned sectors may face high transformation costs in the near future, the progress they make in complying with transformation requirements is expected to have significant impacts on the country's exports. It should not be overlooked that the adaptation of these sectors to sustainability and social compliance standards presents an opportunity to enhance Türkiye's competitiveness in international trade.

74 The tourism sector, with its multilayered and labour-intensive structure, is among the sectors that are highly sensitive to extraordinary economic and social developments, as well as climate and natural events. Therefore, efforts to enhance the sector's resilience are crucial for the sustainability of employment within the sector.

75 According to Chart 20, employment in the sector increased by 61.6% over the past 10 years, reaching 571,000. Meanwhile, Chart 21 shows that women maintained their share in employment during this period. According to 2023 data, women constitute 33% of employment in the sector. During the same period, youth employment has remained at levels of 15-16%, aside from fluctuations caused by the impact of the COVID-19 global pandemic.



Source: SSI



76 Improving working conditions and ensuring the continuity of employment will strengthen the sector. Developing digital infrastructures in the sector and adopting innovative approaches along with management strategies that align with sustainability principles will greatly contribute to enhancing the sector's competitiveness and inclusive employment opportunities.

77 One of the common requirements to ensure the adaptation of all sectors examined in this section to transformation processes is to achieve skills alignment within the workforce and adapt to changing production processes. In this regard, it is essential to implement widespread retraining, skills development and skills acquisition programs to protect employment during transformation processes and promote inclusive employment in decent jobs. To manage the increasing risk of skill shortages, it is considered a fundamental necessity to equip the current and potential workforce with the necessary skills and to update educational program designs at all levels in accordance with changing demand conditions, which is essential for the structural transformation of labour markets.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

B-POLICY AREAS

General data and trends regarding the current and potential labour supply and demand have been evaluated in the first section of the Strategy. The main agenda of the NES is to determine the level of compatibility/incompatibility between labour supply and demand and to identify the challenges encountered at the intersection of supply and demand, thereby establishing the policies needed to promote decent work in employment. In the policy-making process, it is crucial to assess the structural issues of the labour market inherited from the past alongside the difficulties expected in the future.

In this context, important issues such as addressing skill mismatches in the labour market to meet changing skill needs, ensuring access to quality employment for everyone, especially groups requiring special policies, enhancing the inclusivity of social security, strengthening the relationship between the social assistance system and employment, overcoming challenges in rural employment and ensuring a just transition to the green and digital economy are discussed under four main policy areas in this section.





NATIONAL EMPLOYMENT STRATEGY 2025-2028

1. IMPROVING GREEN AND DIGITAL TRANSFORMATION AND SKILLS ALIGNMENT IN LABOUR MARKETS



Skills alignment, a key factor in the overlap of labour supply and demand, is addressed in this section along with the accumulated effects of the education and employment relationship, which is one of the structural issues of the labour market. Additionally, assessments are included that consider macro trends and transformation processes that are beginning to have effects on working life and are expected to significantly change the dynamics of the labour market in the future. Under this policy area, the development of skill alignment, climate change and green transformation, digital transformation and just transition aimed at managing the effects of transformation processes subheadings are discussed.

Although there has been an increase in protectionist tendencies among countries and groups of countries since the onset of the COVID-19 global pandemic, changes in the global economy and international trade significantly affect labour market dynamics. This section discusses the impacts of global-level changes and macro trends on labour markets due to international trade relations. First, it focuses on developments worldwide and future expectations, and then examines the reflections of global dynamics on the national labour market. Within this framework, it is highlighted that ensuring skills alignment between labour supply and demand plays a critical role in the sustainability of economic development.



1.1 SITUATION ANALYSIS

78 Ensuring skills alignment between labour supply and demand is one of the fundamental elements of sustainable economic growth and development. The importance of skills alignment becomes even more pronounced in the rapidly changing labour market conditions, where jobs and work patterns are evolving. Today, macro trends such as demographic changes, increased labour mobility, green and digital transformation are significant determinants of the dynamism in the labour market.

79 The skills gap, which is one of the main structural issues in the labour markets of developing countries, is critical for protecting jobs and employment, ensuring the inclusiveness of employment, increasing productivity and expanding access to decent work. Achieving skills alignment will contribute to social welfare by harmonizing individual expectations with market realities. This issue is of great importance not only in terms of working life and development but also regarding market efficiency and economic progress. Especially in today's environment, where the pace of change is high, enhancing skills alignment and addressing the skills gap is one of the essential requirements for maintaining and even improving competitiveness in global markets. If the workforce struggles to adapt to change, production processes will be negatively affected, leading to a slowdown or even regression in change dynamics.

80 The need for the workforce to adapt to changing production conditions and for groups facing difficulties in accessing quality employment to enhance their skills and resilience has laid the groundwork for skills alignment to be addressed as a priority area in higher-level policies in Türkiye. In the Twelfth Development Plan, strategic objectives have been set to reduce skills mismatch, ensure supply-demand balance in the labour market, provide the vocational skills required by green and digital transformations and improve the skills of the existing workforce.

81 Within the framework of the Plan, developing the digital skills of students and teachers, adapting lifelong learning systems to the skills demanded by the labour market and improving vocational, academic, digital and social skill acquisitions in vocational and technical education have been prioritized. Additionally, the establishment of national skill definitions, including academic and vocational skills, has also been identified as an important goal. In this direction, various policies and measures have been implemented, including sectoral and regional skill needs mapping and needs planning in vocational and technical education in collaboration with the private sector.



82 One of the mega trends that has an impact on increasing skills mismatch at the global level is the aging population trend. Aging complicates the acquisition of new skills and adaptation to rapidly changing labour markets for the aging population, while also increasing pressure on the working-age population to participate in employment and finance the social security system.

83 The elderly dependency ratios have shown a significant upward trend globally in recent years. In the EU and Organization for Economic Co-operation and Development (OECD) countries, the average elderly dependency ratios are currently approximately double that of Türkiye. However, it is anticipated that this ratio in Türkiye will quickly approach the expected average values of these countries in the long term.

84 In the coming decades, while a limited decline in child dependency ratios is expected, the elderly dependency ratio, which stood at 15% in 2023, is projected to rise rapidly, with the total elderly dependency ratio potentially reaching 70% by 2080.

85 In this context, skills alignment serves as a fundamental element that enhances labour productivity and plays a critical role in alleviating the pressure on employment created by the acceleration of aging trends. Skills alignment is not only essential for increasing productivity in the workplace but is also regarded as a strategic determinant for the sustainability of social welfare.

86 Two other significant mega trends that directly shape the future of jobs are the green and digital transformations. The green transformation significantly impacts production processes and, consequently, labour demand, affecting everything from product diversity and technology to production organization and logistics preferences. On the other hand, the digital transformation alters labour demand through its impact on jobs and work processes while also transforming the perceptions and expectations of young people regarding work, thereby affecting labour supply in multiple dimensions. The twin transformation, which highlights the interplay between these two transformation processes and their underlying conditions, is believed to have substantial effects on skills mismatches in labour markets due to the changes it causes in both labour supply and labour demand.

87 Another mega trend that significantly affects labour markets and has gained momentum in recent years is international labour mobility. There has been a continuous increase in data related to permanent migration movements in recent years, with family reunification ranking first among the reasons for migration. Additionally, labour migration has rapidly increased after



a temporary slowdown during the Covid-19 global pandemic. In the post-pandemic period, many OECD countries are attempting to fill their labour and skills gaps with foreign migrant workers. It is anticipated that migration from countries where climate change limits employment opportunities will increase in the coming period.

88 The challenges faced by migrant workers in adapting to changing jobs due to the impacts of green and digital transformation, as well as technological developments, will continue to be a priority issue on the global labour market agenda in the medium and long term.

89 It is expected that, influenced by these mega trends, there will be significant changes in essential workforce skills and difficulties in accessing a workforce with the necessary evolving skills in the near future. The expected changes in the fundamental skills of the workforce have been increasing over the years. It is observed that the Covid-19 global pandemic has caused a significant leap in this expectation.

90 In the medium and long term, the primary determinant of the expectation that essential skills will change significantly is the necessity to adapt to technological developments. The rapid changes in technology are transforming labour demand, and this transformation is widening the mismatch between labour supply and demand in terms of skills gaps.

91 However, effectively managing the skills gap requires focus not only on labour demand but also on current employees, potential employees and the relevant institutional structures. The mobility of the workforce between different sectors and the transformation within these sectors are considered critical risk factors that labour market stakeholders must manage in the context of skills mismatches.

92 According to the Flash Eurobarometer Report No. 529 published by the European Commission as part of the European Year of Skills (2023) initiatives, it reveals that 78% of companies across the EU are struggling to find employees with the necessary skills. One of the significant indicators of this challenge is the changing statistics of job vacancies, independent of labour force participation and economic growth.

93 In 2022, the job vacancy rate in the EU reached its highest level in the last decade, and although there was a slight decline in 2023, it still remains well above pre-pandemic levels. Similarly, in OECD countries, job vacancy rates across all key sectors have shown an upward trend since 2020, when the impacts of the Covid-19 global pandemic were strongly felt.



94 According to TEO data, as of 2023, the rate of job placements in the private sector in our country meets 46% of job vacancies. Significant differences are observed between sectors regarding the rate of filling job vacancies. This rate stands at 41% in the manufacturing industry, 53% in the construction and mining sectors and 37% in the information and communication sector. To increase these rates, it is crucial to enhance skills alignment, improve working conditions and increase the effectiveness of matching services.

95 When evaluating data on the distribution of job vacancies and the unemployed according to the required education levels for open jobs and occupational groups, it becomes apparent that employers do not have significant expectations regarding the education levels of employees they wish to hire for positions that require high vocational skills. This situation indicates a significant relevance of the "hire and train" approach in the labour market. Additionally, it is observed that there is considerable overlap between the occupations of open positions and those sought by job seekers. Data on this issue highlights the need for advancing efforts to strengthen the education-employment relationship and to cultivate a workforce with skills that meet demand.

96 In addition to job vacancies, individuals' education levels are also significant determinants of unemployment. Globally, due to the impact of the COVID-19 global pandemic, between 2019 and 2021, the unemployment rate among individuals with primary education showed more fluctuations compared to the workforce with higher education. This fluctuation is particularly noteworthy in countries where overall unemployment has increased. These data support assessments that low-skilled labour is relatively more vulnerable in the face of crises.

97 Türkiye is one of the few countries that recorded positive developments in unemployment rates due to improvements in labour force participation and a rapid recovery in 2021 following the global COVID-19 global pandemic. During the period of 2019-2021, while the unemployment rate among the workforce with basic skill levels decreased, there was no significant change in the unemployment rate among the workforce with advanced skills.

98 According to TurkStat data, as of 2023, 45.7% of those employed in our country are individuals with education levels below high school. Among those employed, 49.7% in the industry, 83.4% in agriculture, and 32.7% in the service sector have education levels below high school. The second most employed group consists of higher education graduates, accounting for 28.7% of total employment. The share of vocational and technical education graduates in employment has remained at only 11.7%. These data indicate that there is a significant need for



planning and training/retraining to improve skills alignment in all sectors, particularly in the industrial sector, during the green and digital transformation processes.

99 The education system plays a critical role in ensuring access to decent jobs by equipping individuals with basic knowledge, skills and competencies through formal and informal education and by updating existing skills to meet the needs of the labour market to protect employment. A broad institutional structure provides services to a wide target audience to cultivate the necessary human resources at every stage of economic activities. However, the successful outcomes of this structure are not limited to the measures to be taken within the education system alone. It is important for the education system, which has a multidimensional structure, to be effectively functional by being nourished from different information channels and developing healthy and sustainable collaborations with institutional stakeholders.

100 The need for the education system to adapt to the changes brought about by green and digital transformation processes requires policymakers, school and university administrations, labour market stakeholders and sector representatives directly to develop effective communication channels. In this context, the Ministry of National Education (MoNE) and universities are carrying out successful initiatives. By utilizing the experiences gained from these initiatives, efforts to disseminate successful practices throughout the entire system should be strengthened and continued.

101 In recent years, significant reforms have been made in vocational education processes, particularly in the Vocational Education Centers (VECs) programs. The effects of these reforms are expected to reflect on labour markets in the medium term. Considering the time cost of education, it is of great importance to rapidly integrate the skills required by the green and digital transformation into the education processes.

102 According to the "2023 Human Development Report" published by the United Nations Development Program (UNDP), the average education duration in Türkiye has reached 8.8 years, aligning with the global average; however, it falls short of the European and Central Asia average of 10.6 years and the OECD average of 12.2 years. In contrast, the expected education duration, which can be extended by approximately 10 years, reaches 19.7 years, exceeding the European and Central Asia average of 15.54 years by 4.2 years and the OECD average of 16.6 years by 3.1 years.

103 The increase in education duration and the rise in the number of higher education

graduates significantly contribute to the development of individuals' knowledge and skill levels. However, more effective alignment between the needs of the labour market and education will enable this potential to find concrete counterparts in the labour market. In this context, making vocational education more attractive and strengthening the link between higher education and employment is critically important. Enhancing inter-institutional coordination and efficiently transferring the skills acquired from education to the workplace is essential for ensuring individuals' integration into employment.

104 The issues surrounding the misalignment of labour supply and demand stem not only from insufficient skills but also from working conditions and job expectations. According to the results of the Unemployed Profile Inventory Research conducted by TEO in 2021, 20% of participants under the age of 35 declined job offers. Among those who rejected job offers, 30.8% cited inadequate wages, 27.5% felt they were not suitable for the profession, 17.4% pointed to the lack of insurance for the job, 15.5% mentioned daily working hours, and 14.4% indicated that the job did not match their qualifications and skills. These data demonstrate that, in the digital age, expectations regarding work and working conditions are becoming increasingly important for younger generations who are in constant communication with the world, from the perspectives of employers and service providers.

105 Due to the changing skills demanded in labour markets and the rapid expansion of access to information channels in the internet age, skill development is regarded as a fundamental necessity not only for accessing employment but also for maintaining and improving it. In this context, the lifelong learning approach is gaining importance in our country.

106 According to TurkStat data, in 2022, one in three employed people in our country attended formal or non-formal education. Among the reasons for adults' participation in education, "doing their job better" ranks first with 60.7% motivation. This is followed by reasons such as developing career goals, adapting to organizational and/or technological changes in the workplace and reducing the risk of job loss. When evaluating non-formal education data from the perspective of service providers, employers rank first. The importance of this training in developing skill alignment is expected to increase due to the effects of transformation processes.

107 One of the mega trends that significantly impacts the dynamics of working life is the green transition, which is progressing within the framework of global policies developed to combat climate change and adapt to changing climate. Since the Industrial Revolution, the

accumulation of greenhouse gas emissions in the atmosphere due to human factors has resulted in an increase in the Earth's surface temperature by approximately 1.2°C. If this increase exceeds 1.5°C, significant social impacts are expected, including increased severity and frequency of natural disasters, loss of biodiversity and reduction of arable land.

108 The effects of climate change are particularly felt more intensely among vulnerable and fragile groups. Groups that require specific policies, such as women, children, the elderly, and individuals with disabilities, are more susceptible to the direct and indirect consequences of these changes. It is anticipated that climate change will increase poverty levels globally, deepen existing social inequalities and reinforce social injustices.

109 The Mediterranean Basin, where Türkiye is located, is among the regions that will be most affected by climate change in the near future. Research indicates that rising temperatures and changing precipitation patterns in this region could negatively impact agricultural production, water resources and biodiversity. Türkiye's geographic location, climate and socio-economic conditions render the country vulnerable to the direct effects of climate change and other environmental hazards. Additionally, Türkiye's position as a transit route between less developed or developing countries and less affected developed countries is considered a significant risk factor regarding potential migration movements.

110 The Paris Agreement, signed by 196 countries in 2015, outlined the steps to be taken in the fight against climate change. Following the Paris Agreement, the global climate policies and the green transformation process gained momentum with the announcement of the European Green Deal by the EU in 2019. In this context, comprehensive regulations are being made that foresee significant changes across a wide range of sectors, from industry to finance, energy to transportation and construction to agriculture.

111 Among the regulations made by the EU to support the green transformation through the limitation of global carbon emissions, the CBAM has received the most attention due to its scope, processes and penalties. The regulation proposes that a carbon pricing equivalent to the Emission Trading System (ETS) implemented in the EU since 2005 will also be applied at the import stage of products covered by the CBAM. Accordingly, carbon fees on products identified as carbon-intensive, such as cement, iron and steel, aluminium, fertilizers, electricity and hydrogen in the EU ETS, have been expanded to include imported products as well. Over time, the CBAM is expected to be broadened to cover other products within the scope of the EU ETS.



112 The CBAM, which has entered into force on October 1, 2023, with reporting obligations only, will be implemented with financial obligations starting from January 1, 2026. With the approaching effective date of financial obligations, it is anticipated that efforts to reduce emissions will accelerate in our country, which has the EU as its largest export market, starting with the products covered by the regulations.

113 The Corporate Sustainability Due Diligence Directive, which comes into effect on July 24, 2024, imposes obligations on large-scale companies operating throughout the EU to more effectively fulfil their social and environmental responsibilities. This regulation requires companies to adopt a human rights and environmental-sensitive approach, encompassing not only their own operations but also the activities of their business partners in the value chains. In this context, companies are expected to identify the social and environmental impacts of their activities, integrate due diligence processes into their management systems, prevent or mitigate potential adverse effects, compensate for existing damages and transparently report all these processes.

114 Without sectoral limitations, the widespread adoption of low-carbon and resource-efficient production processes plays a critical role in both environmental sustainability and social cohesion. In this regard, it is expected that the impacts of production activities on not only the environment but also stakeholders such as employees and local communities will be monitored and managed in line with the principle of just transition. These regulations aim to plan and implement the transition to a sustainable economy in a way that encompasses not only environmental but also social and economic dimensions.

115 The rising temperatures, increasing droughts and unusual natural events associated with climate change, along with the expected impacts of regulations such as the CBAM and the CSDDD aimed at combating climate change, will bring significant changes to our country's labour markets due to our intensive trade with the EU. Changes in the technologies used in production processes, the product range and consumption behaviours are expected to create important opportunities as well as risks in terms of employment and working conditions, potentially affecting existing vulnerabilities in the labour market. Therefore, it is essential to thoroughly evaluate the potential impacts of climate change and the measures taken against it on the labour market.

116 The effects of climate change are expected to have transformative outcomes regarding existing jobs and skills as the transition to a green economy progresses. This transformation



process is anticipated to lead to the disappearance of brown jobs in carbon-intensive and polluting sectors on one hand, and the transformation of certain jobs into green jobs and the emergence of new green jobs in sectors on the other hand. Adapting the workforce to changes in jobs is regarded as an important necessity for the preservation and development of employment.

117 The expected increase in skill mismatches inherent in the transformation process is regarded as a risk factor that could slow down the transition to a green economy, especially when considered alongside the structural problems of the labour market. To effectively manage this risk, measures taken must be supported by evidence-based policies, and efforts in this direction should be strengthened with a comprehensive and sustainable approach as a priority area of work.

118 It is crucial to implement measures that ensure the transition to a climate-neutral economy occurs in the fairest manner possible for everyone, leaving no one behind, in order to reduce the negative socio-economic impacts of the green and digital economy transformation process on the workforce and society and to take advantage of the opportunities it brings.

119 In Türkiye, the Green Deal Action Plan (GDAP), prepared considering compliance with the EGD in the context of climate change and green transformation, gained momentum with its publication by the Ministry of Trade on July 16, 2021. The coordination of just transition policies under the GDAP is carried out by the Ministry of Labour and Social Security (MoLSS). The Twelfth Development Plan (2024-2028), the Medium-Term Program (2025-2027) and thematic strategy documents such as the Türkiye International Direct Investment Strategy (2024-2028), the Climate Change Mitigation Strategy and Action Plan (2024-2030), the Climate Change Adaptation Strategy and Action Plan (2024-2030) and the National Artificial Intelligence Strategy (2021-2025) include policies and measures aimed at ensuring a just transition.

120 Determining skill requirements and alignment needs at the sectoral and regional levels is crucial for forecasting future needs and developing skill forecasting models. Strengthening basic labour market data to include sectoral and regional information will significantly contribute to the development of evidence-based policies and effective monitoring models to ensure the labour force's adaptation to the rapid changes in production processes.

121 Investments in skill acquisition and development programs for the workforce, aligned with a just transition approach, play a key role in ensuring the green transformation of production



processes while enhancing the economy's technology, innovation and R&D capacity, thereby increasing competitiveness and protecting employment. In this context, investments made through collaboration between sectors and businesses, as well as sector-public and sector-university partnerships, are strategically important for achieving quick and effective results.

122 To successfully manage the green transformation, which is viewed as a multifaceted development strategy for our country, it is essential to ensure the participation of those most affected by or likely to be affected by the transition. The effective determination of just transition strategies that include employment, inclusivity and social protection measures is essential for the sustainability of the transformation. To effectively implement the established just transition strategies, a multi-dimensional and well-designed governance model is required. In this context, social dialogue is embraced as a fundamental principle in just transition efforts.

123 The Ministry of Labour and Social Security (MoLSS) coordinates the Just Transition Policies Specialized Working Group (JTP-SWG), which has been established to develop just transition policies with an inclusive approach, create a suitable platform for information and experience sharing, ensure inter-institutional cooperation and support GDAP activities in terms of employment and social policies. JTP-SWG, which is the first participatory mechanism to bring together public, private sector, civil society organizations, international organizations and think tanks on just transition after the Commission on Migration, Just Transition and Other Social Policies convened within the scope of the Climate Council held in 2022, will focus on thematic and sectoral studies in the Strategy period, which has so far progressed on the axis of information sharing and awareness.

124 Digitalization emerges as a constructive force that prepares the ground for transformation in labour markets and increases its effectiveness day by day. Digital transformation, at the center of Industry 4.0 and Society 5.0 initiatives, is a holistic process that expresses the digital representation of knowledge, encompassing infrastructure, services, applications and human beings through new technologies. While the concept reflects global technological mega-trends, it also shapes the nature of labour demand required during this transformation process. In this context, digital transformation is creating new business models by popularizing the use of technologies such as artificial intelligence, big data, the Internet of Things, cloud technologies, virtual reality, 5G and 6G, 3D printing, robotics, blockchain, cybersecurity, unmanned aerial vehicles, electric vehicle technologies, space and quantum, while also identifying the necessary digital skills for the effective use of these technologies.



125 Digital transformation offers the potential to increase efficiency and create high added value through both new business models and a demand for highly skilled labour. However, the transformation process is not developing equally and simultaneously around the world; it shows regional differences depending on production infrastructures, the use of digital technologies and other factors. In regions where traditional production methods continue to be widely used, it is argued that the risk of job loss due to digital transformation is lower than in others, but it is expected that this transformation will further increase the development gap between countries/regions in the long run, negatively affecting the competitiveness, labour markets and levels of social welfare of the lagging countries/regions.

126 Similar risks are also valid at the national level. The limitations faced by different social groups in accessing information and communication technologies and therefore the skills required by digitalization, carry the risk of deepening existing inequalities in the digital transformation. Particularly, the limited opportunities for special policy-requiring groups such as women, people with disabilities, the elderly, young people living in rural areas and NEET groups to acquire the necessary skills for accessing and transforming digital technologies can further exacerbate inequalities in accessing decent work. To manage this risk, often referred to as the "digital divide," and to enable the workforce to adapt to digital transformation, it is crucial to develop measures aimed at equitably expanding access to information and communication technologies across society.

127 The ongoing discussions about the potential of robotic technologies to replace human labour, leading to unemployment and promoting polarization in the labour market, remain relevant. To manage the identified risks, on one hand, the approach to shaping technological developments globally around human-centred principles must be strengthened, and on the other hand, holistic and inclusive policies should be implemented to ensure that the labour market adapts to digital transformation without leaving anyone behind.

128 Another important aspect of ensuring the workforce's adaptation to digital transformation is the need to monitor trends in digital economies, which are constantly evolving worldwide, in terms of policy, legislation and international labour standards. In recent years, the proliferation of digital work platforms has provided opportunities for the emergence of new business models and increased flexibility in production processes; however, it has also brought challenges related to fair competition for businesses and access to working conditions and social protection for employees. Therefore, it is essential to develop regulatory measures that also



address the risks associated with digital economies.

129 Additionally, according to global forecasts, digital transformation is expected to lead to the automation of some jobs, the emergence of new jobs and the restructuring of certain existing jobs. Therefore, digital transformation is expected to fundamentally reshape certain jobs while putting others at significant risk of disappearance. In this context, it is crucial to implement measures aimed at protecting the employment of workers in high-risk jobs through skill development and reskilling. Studies on the impact of digital technologies on existing economic and social inequalities highlight the need for measures to ensure equal opportunities for women and men and social and economic protection.

130 The influence of digital transformation is anticipated to make new business models and, consequently, new skills a guiding factor in the future of labour markets. According to global forecasts, in the coming period, data sets comprising a combination of digital and core skills will play a determining role. In this regard, conducting skill analyses on current digital competencies and future professions is expected to be beneficial in assessing the competency levels of employers, educators and employees across different occupational groups and in establishing national occupational standards. The adaptation of labour markets to digital transformation can be achieved through the rapid and effective development of human capital via support and incentives.

131 In Türkiye, priorities related to digital transformation are outlined in various national policy documents, particularly in the Twelfth Development Plan. The Twelfth Development Plan emphasizes the importance of human capital investments in digital transformation through policies such as “The development of the qualified human capital required by the manufacturing industry within the framework of twin transformation will be ensured” and “Mechanisms will be designed to support the development and dissemination of advanced digital technologies and the training of the workforce that will utilize these technologies.”

132 Strategy documents prepared and implemented with a focus on digital technologies and transformation also emphasize the impact of digital transformation on labour markets. In this context, the National Artificial Intelligence Strategy Document (2021-2025), prepared in collaboration with the Digital Transformation Office of the Presidency of the Republic of Türkiye, the Ministry of Industry and Technology and all relevant stakeholders, includes action items related to skills alignment in artificial intelligence, as well as the identification and development of professional standards. Similarly, the National Cybersecurity Strategy and Action Plan (2024-



2028) includes action items specifically addressing the working methods and conditions of individuals within the technology ecosystem.

133 Digital transformation is driving comprehensive changes in key infrastructure sectors in Türkiye, such as energy, banking and finance, transportation, electronic communications, water management and critical public services, as well as in other high value-added sectors such as manufacturing and retail trade.

134 For the successful management of the digital transformation process, it is essential to equip and reskill the workforce with digital skills across all sectors, particularly in the ICT sector. In this context, it is necessary to comprehensively address the impacts of digital transformation on labour markets and develop adaptation strategies tailored to the needs of different sectors.

1.2 MAIN OBJECTIVE

The main objective is to strengthen the education-employment relationship and ensure the adaptation of labour markets to the green and digital transformation under the fairest conditions for everyone.

1.3 POLICIES

1. The skills ecosystem of Türkiye will be strengthened.
2. The impacts of the green and digital transformation processes on working life will be determined by considering all opportunities and risks, and just transition policies will be developed.
3. The effectiveness of employment policies to ensure skills alignment at the sectoral and regional levels will be improved.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

2. PROMOTING INCLUSIVE EMPLOYMENT



Global developments in recent years have highlighted the necessity of considering social, institutional and environmental factors in countries' sustainable growth and development processes. Due to these developments (such as pandemics, wars, disasters, etc.), socio-economic life is changing rapidly and extraordinary periods as well as international migration movements are deepening inequalities among individuals.

In light of these changes, the transformation in working life has underscored the need to support individuals who face difficulties entering or remaining in the labour market—including women, youth, persons with disabilities, the elderly and those involved in international labour migration—through targeted policies to ensure their inclusion in economic and social life. Creating a labour market that ensures equal opportunities for access to decent working conditions in line with the principle of inclusivity has become a priority for many countries.

At this point, it is crucial to analyse the current status of groups that need to be integrated into the workforce and whose employability must be enhanced through special policies, ensuring that no one is left behind and to develop effective policy recommendations by identifying the challenges they face in working life.



2.1 SITUATION ANALYSIS

135 Women are more affected by inequalities and vulnerabilities in the labour market compared to men. Discriminatory attitudes and behaviours faced by women in the labour market, care responsibilities placed on women, challenges in maintaining work-life balance and low levels of education are among the key factors contributing to women's vulnerable position in the labour market in many countries.

136 In Türkiye, as a result of legislative measures, policies, projects and awareness-raising initiatives aimed at supporting women's employment, women's labour force participation rate has increased by approximately 6 points between 2014 and 2023. According to TurkStat data, women's labour force participation rate, which was 29.9% in 2014, reached 35.8% in 2023.

Table 4: Key Labour Force Indicators, Age 15+, 2014-2023, %

Years	Labour Force Participation Rate		Employment Rate		Unemployment Rate	
	Women	Men	Women	Men	Women	Men
2014	29,9	71	26,3	64,6	11,9	9
2015	31,3	71,3	27,3	64,7	12,6	9,3
2016	32,4	71,8	28	64,8	13,7	9,6
2017	33,4	72,2	28,8	65,3	13,9	9,5
2018	34,1	72,5	29,4	65,6	13,7	9,6
2019	34,3	71,9	28,7	62,9	16,4	12,4
2020	30,8	67,8	26,2	59,4	14,8	12,4
2021	32,8	70,3	28	62,8	14,7	10,7
2022	35,1	71,4	30,4	65	13,4	8,9
2023	35,8	71,2	31,3	65,7	12,6	7,7

Source: TurkStat, Household Labour Force Survey

137 In Türkiye, women's labour force participation and employment rates are low compared to men. The withdrawal of women working primarily as unpaid family workers in the agricultural sector from the labour market due to urban migration, the high proportion of women with relatively low education levels and the societal roles defined by women's domestic and care responsibilities, along with factors such as marital status and having children, can explain the low rates of women's participation and employment in the labour market.

138 According to TurkStat data, women are more actively participating in the labour force in the age group of 25-49. However, women in this group with young children are noted as a concern, as their care responsibilities often keep them out of the labour market. Indeed, according to the “Statistics on Women Report” published by TurkStat in 2023, the employment rate of women aged 25-49 with children under the age of 3 was 28% in 2022, whereas the employment rate of women in the same age group without children was 56.2%. Women with young children tend to remain out of the labour market or seek flexible work arrangements when they lack access to affordable and reliable childcare options.

Table 5: Employment Rates of Persons in the 25-49 Age Group with and without Children Under 3 Years of Age in the Household by Gender, 2014-2022, %

Years	Employment rate of persons in the 25-49 age group with children under the age of 3 in the household			Employment rate persons in the 25-49 age group without children in the household		
	Total	Women	Men	Total	Women	Men
2014	59,8	24,3	90,2	65,4	48,7	77,3
2015	59,7	24,3	90,4	66,6	50,1	78,1
2016	59,4	25,4	89,2	67,2	51,3	78,1
2017	61,0	27,4	90,3	68,1	53,0	78,4
2018	60,5	26,5	90,4	68,0	53,4	78,1
2019	58,7	26,7	87,3	66,0	52,8	75,1
2020	56,8	25,2	85,5	63,1	50,7	71,5
2021	58,9	26,1	89,1	65,9	52,3	74,9
2022	60,5	28,0	90,5	69,1	56,2	77,8

Source: TurkStat, *Women in Statistics*, 2023.

139 According to TurkStat 2023 labour force data, the rate of unregistered work among women in Türkiye was 42.3% in 2018 but has shown a declining trend since 2020, decreasing by 10.1 points to 32.2% in 2023.

140 The policies and measures identified in the Twelfth Development Plan are extremely important for increasing women's employment rates in Türkiye. In this context, prioritizing equal opportunities between women and men and women's empowerment, promoting budget studies that are sensitive to equal opportunities between women and men, expanding

programs in entrepreneurship, financial and digital literacy to increase women's labour force participation and providing quality and accessible childcare services are key measures.

141 Women's participation in the labour force and their access to decent work opportunities are critically important for Türkiye's sustainable development and the equitable sharing of national wealth. Effective policies aimed at enabling women to take a more active role in the labour market in line with changing labour market dynamics and enhancing their professional skills will facilitate their increased participation in economic and social life. Furthermore, within the scope of entrepreneurship, encouraging women to organize under the umbrella of cooperatives, which are established for social benefit, employment creation and production purposes and provide an opportunity for women to interact and build solidarity, increasing their opportunities to work, produce, market and addressing their social and cultural needs will also support women's empowerment.

142 Today, one of the major challenges young people face in both developed and developing countries is low employment and high unemployment rates. Due to a lack of knowledge and experience, young people often struggle to enter the labour market.

143 It is important to implement policies that will enable young people to become important drivers of sustainable development as individuals with high professional skills, digital and green skills and who actively participate in social and economic life in line with their talents, education and preferences.

144 Youth employment was severely impacted on a global scale during the pandemic. Youth employment rates remain lower than those of adults, while labour force participation rates among young people tend to vary more compared to adults.

145 A key characteristic of youth unemployment is that it consistently exceeds adult unemployment rates. Youth unemployment is also more sensitive to labour market conditions and changes in overall demand than adult unemployment. Globally, however, young women's unemployment rates tend to be lower than those of young men.

146 In Türkiye, youth unemployment rates follow the global trend of being higher than overall unemployment rates. Nevertheless, according to TurkStat data, the labour force participation rate among young people aged 15-24 increased by 5 points between 2014 and 2023, rising from 40.6% in 2014 to 45.6% in 2023.

147 As in the rest of the world, young people in Türkiye face various challenges in entering the labour market and securing employment. Factors such as the lack of work experience among young workers and the mismatch between young people's education levels and the qualifications demanded by the labour market significantly impact their position in the workforce.

Table 6: NEET Rates by Education Level in Türkiye, 15-24, %

Years	Rate of NEET Population in the 15-24 Age Group	Rate of NEET Among Illiterate	Rate of NEET Among Individuals Below High School Education Level	Rate of NEET Among High School Graduates	Rate of NEET Among Vocational or Technical High School Graduates	Rate of NEET Among Higher Education Graduates
Total						
2020	28,4	80,6	23,3	26,8	34,1	41,8
2021	24,7	82,9	19,9	23,3	29,1	36,7
2022	24,2	79,5	18,6	26,4	27,8	33,0
2023	22,5	83,0	17,5	24,6	25,5	29,2
Women						
2020	35,8	83,5	31,1	31,7	42,7	45,8
2021	32,4	89,4	28,5	27,8	37,1	41,3
2022	32,3	88,2	27,2	33,7	37,3	36,6
2023	29,8	90,6	24,4	31,4	36,2	33,3
Men						
2020	21,3	76,2	16,5	21,8	26,4	35,9
2021	17,5	74,3	12,3	18,9	22,5	29,5
2022	16,4	68,9	10,8	19,2	20,4	27,2
2023	15,6	74,6	11,3	18,1	17,3	22,9

Source: TurkStat, Labour Force Statistics, 2023

148 According to Social Security Institution registration data in the TurkStat database, the informal employment rate among young people aged 15-24 was 46.4% in 2014, and by 2019, when the pandemic began, this rate had declined to 45.4%. Despite the negative effects of the pandemic on the labour market, informal employment rates among young people have continued to decrease over the years, falling to 38.1% in 2021 and further to 30.3% in 2023. In

this context, policies to equip young people with the vocational skills needed in the labour market and including them in employment, as well as policies to reduce the rate of informal employment among young people, remain a crucial priority.

149 Similar to youth unemployment, high NEET rates also lead to significant economic and social costs, as young individuals are unable to contribute to the production process and societal life.

150 In Türkiye, NEET rates among young people aged 15-24 vary by gender and education level. In 2023, the NEET rate for this age group stood at 22.5%. This rate is highest among those who are illiterate, reaching 83%. They are followed by higher education graduates, with a NEET rate of 29.2%.

151 The high NEET rates among illiterate young people are understandable, considering the positive impact of education on human capital and employability. However, one in three higher education graduates also falls into the NEET category. This indicates a weak link between education and employment. When higher education graduates are unable to find jobs that match their education and qualifications, they either risk remaining unemployed for a longer period or tend to exit the labour market altogether.

152 NEET rates among young women are notably higher than those among young men, primarily due to domestic and care responsibilities, which contribute to their vulnerable position in the labour market.

153 Given the significance of NEET rates as a labour market issue, measures addressing both labour supply and demand are crucial.

154 To ensure the effectiveness of policies targeting NEET groups, more research is needed to identify the underlying reasons for youth disengagement.

155 Globally, persons with disabilities face various problems in accessing the labour market and employment, which negatively affects the participation of persons with disabilities and their families in economic and social life and their well-being. In 2019, the employment rate of people with disabilities in OECD countries was 27% lower than that of people without disabilities, a gap that has remained stable over the last decade. At the same time, more and more people with disabilities today are looking for work yet are unable to find it. Across OECD countries, the

persistent employment gap for people with disabilities parallels the ongoing gap in education and skills. Although the education level of people with disabilities has significantly increased over the past two decades, it still falls short of reaching the level of those without disabilities.

156 In Türkiye, as in other OECD countries, people with disabilities are disadvantaged compared to those without disabilities in terms of labour market access, employment and unemployment rates. The education of people with disabilities, the elimination of barriers to their participation in social life and the improvement of their employability are crucial for strengthening their position in the labour market.

Table 7: Distribution of People with Disabilities in Türkiye by Age Group and Gender, 2012- 2022, %

Age Group	2012			2022		
	Total	Women	Men	Total	Women	Men
Toplam	11,6	14,9	8,3	12,8	16,2	9,3
15-44	4,2	5,0	3,3	4,8	5,9	3,8
45-54	13,2	17,4	9,0	12,8	15,7	9,8
55-64	21,1	29,2	12,7	20,0	26,2	13,6
65-74	38,3	46,6	29,0	31,3	37,9	23,8
75+	63,3	67,1	57,7	59,3	65,8	49,6

Source: TurkStat, Population and Demography, Statistics on Disability

157 As in many countries, there are areas in Türkiye that need improvement in terms of sufficient and up-to-date data on disability employment. The most comprehensive study conducted so far is the Türkiye Disability Survey, carried out in 2002 by TurkStat and the Ministry of Family and Social Services (MoFSS). Additionally, the "Population and Demography Survey" conducted by TurkStat in 2012 and the "Türkiye Health Survey" conducted in 2022 provide the most recent, albeit limited, data on the labour market status of people with disabilities. In this context, gathering updated data is essential for assessing the current state of disability employment and developing effective policies.

158 In our country, the employment of individuals with disabilities in worker status is regulated by Article 30 of the Labour Law No. 4857. According to this article, in private sector workplaces where they employ 50 or more workers, employers are obliged to employ 3% disabled workers in private sector workplaces and 4% disabled and 2% ex-convicts in public sector workplaces in

jobs suitable for their occupational, physical and mental conditions. According to the records of the TEO, as of May 2024, there are 19,105 workplaces that are required to employ disabled individuals in the status of workers under the relevant law, and the total number of employed disabled persons is 123,895.

159 Despite the policies implemented, there are still open positions for disabled employment in both the private and public sectors. The reasons for the insufficient level of disabled employment include the limitations on mobility in social living spaces, the inability to create suitable physical environments in workplaces, societal and especially employer prejudices against the employment of disabled individuals and the low education levels and lack of vocational qualifications among disabled persons.

160 The phenomenon of population aging during the demographic transition process is currently affecting not only the demographic structure but also the economy, labour markets, health and social security systems in developed countries around the world. As the population ages, the working-age population is decreasing, and the average age of the workforce is rising. Additionally, particularly in developed countries, increasing dependency ratios create a disruptive effect on the actuarial balance of social security systems, raising concerns about the sustainability of these systems.

161 In the labour market, relatively older age groups generally include those approaching the end of working age, specifically individuals in the 55-64 age range. However, in some countries that implement active employment measures for older individuals, the lower age limit may be set at a lower level, such as 45 or 50.

162 Wage incentives applied in many countries target specific groups requiring special policies, such as young people, older individuals, those with low skill levels or persons with disabilities. The size of the gap between wages and productivity for relatively older workers depends on wage trends and differences in productivity levels throughout their lifetime. The effectiveness of wage incentives for older workers is determined by factors such as the established lower age limit for incentives, the skill level of older workers, the amount of the incentive and macroeconomic conditions.

163 A high employment rate among the population aged 55 and over positively impacts countries' active aging potential by increasing the active aging index score. In this context, many EU countries implement active labour market measures for older individuals. These measures



include financial incentives for older employment, job search support and placement services provided by public employment agencies and the promotion of self-employment and entrepreneurship.

164 In Türkiye, similar to trends in developed countries, the total fertility rate is decreasing, and the population growth rate is slowing down. According to the UN World Population Prospects Report (2022), the percentage of the elderly population in 2022 was 9.8% globally, while it was 21.2% in the EU-27 average. This rate in Türkiye is 9.9%, which is close to the global average but significantly lower than the EU-27 average. Another important indicator of the slowing population growth rate is the total fertility rate, which is also on a downward trend in Türkiye. In 2022, the total fertility rate was 2.31 globally, 1.53 in the EU-27 average and slightly above the EU-27 average at 1.62 in Türkiye. However, in 2023, the fertility rate in Türkiye fell back to 1.51.

165 The increase in the proportion of the elderly population within the total population leads to a rise in elderly dependency ratios, which in turn affects the actuarial balances of the social security system. In this context, increasing the participation and employment rates of the working-age population in the labour market is becoming increasingly important for Türkiye in the context of active aging approach.

166 According to the 2023 labour force statistics from TurkStat, individuals aged 65 and over constitute 3% of the total labour force and 24.6% of those not included in the labour force. According to the "Elderly Statistics, 2023" published by TurkStat, the labour force participation rate of the population aged 65 and over is 12.2%, while the employment rate is 11.9%. Identifying the reasons for the non-participation of individuals aged 65 and over, who consist of a quarter of those not in the labour force in our country, is crucial for enabling those who are capable of working to join the labour force. This not only contributes to overall labour statistics but also promotes active aging by integrating these individuals into economic and social life.

167 The active aging approach is also reflected in Türkiye's national policy documents. The Twelfth Development Plan states that the main goals include enhancing the quality of life for the elderly, ensuring their effective participation in economic and social life, enabling them to live actively and independently, creating environments that support active aging and providing access to quality care and health services. The aim is to improve the living conditions of elderly individuals through measures such as enhancing education and lifelong learning opportunities for the elderly, improving their economic circumstances and preventing social exclusion.



168 Recently, the phenomenon of migration, which has gained importance not only in Türkiye but also globally, can create numerous problems for destination countries, including financial, economic and social issues, while also bringing various opportunities for their economies, particularly labour markets. Migrant workers traveling to many different countries play a significant role in the global labour force; they undertake essential jobs in various sectors and provide services on the front lines.

169 Excluding regular and qualified migrant workers, some migrant workers tend to concentrate in sectors characterized by low wages and insufficient social protection, often involving temporary, informal or unprotected work, including care jobs predominantly performed by women migrant workers in many countries.

170 Due to its geographical location and the geopolitical developments in its region, Türkiye is situated in an area where migration movements are intensely experienced, and the phenomenon of migration continues to be a strategic element that creates both opportunities and challenges on our country's labour market and shapes economic and social dynamics. The effects of migration movements are encouraging Türkiye to develop strategies to manage this situation in line with national interests.

171 Based on developments in Syria by the end of 2024, it is assessed that the possible return of individuals under temporary protection in Türkiye to their home countries could have significant effects on the balance of labour supply and demand. At this stage, although it is difficult to estimate the number of foreigners under temporary protection who will return to their countries, it is expected that the impact of these returns on the labour market could be evident and rapid, particularly in the sectors/jobs where this population is concentrated. This necessitates meticulous analysis of possible changes in the labour market, determination of measures to be implemented in line with developments and formulation of long-term, sustainable policies. In this context, it is of utmost importance to foresee/monitor the developments and needs in the labour market and to make strategic plans in order to effectively manage the possible effects of return movements.

172 In this process, measures should be taken to ensure the sustainability of labour supply and employment, policies should be formulated and the infrastructure should be strengthened to enable the labour market to adapt to changing conditions. Effective management of return processes will contribute not only to the preservation of market balances but also to the creation of a more inclusive and resilient labour force structure. Managing this bidirectional



dynamic created by migration and return movements in line with the interests of the country is of utmost importance.

173 The need for a facilitated new work permit system to attract high-skilled human resources with strategic importance due to their educational level, professional experience and contributions to science and technology, as well as the monitoring and evaluation of international labour potential and mobility, has led to the enactment of Law No. 6735 on International Labour in 2016, which aims to establish a strong administrative structure for determining, implementing and monitoring international labour policies and regulating processes related to work permits and exemptions for foreigners.

174 Improving the living and working conditions of persons within the scope of international migration is included in different national policy documents. In this context, the Twelfth Development Plan includes a measure to support the integration of foreigners in Türkiye into social, economic and cultural life. Additionally, the Integration Strategy Document and National Action Plan (2018-2023) have been implemented with the vision of maintaining social cohesion in line with a human-centred, transparent and rights-based migration management approach and with the mission of organizing all processes for migrants in a way that establishes social cohesion based on a holistic human rights perspective and ensuring inter-institutional coordination.

2.2 MAIN OBJECTIVE

The main objective is to support the access of all groups requiring special policies, including women, NEETs, youth, people with disabilities, the elderly and individuals involved in international labour migration, to the labour market and their employment under decent working conditions.

2.3 POLICIES

1. By increasing women's labour force participation and employment rates, equal opportunities for women and men in the working life will be strengthened.

2. Activities will be carried out to reduce unemployment by strengthening the link of youth and NEETs with the labour market.



3. Efforts will be implemented to increase the labour force participation and employment rates of the disabled and the elderly.

4. Considering the dynamics of the labour market, the connection of individuals involved in international labour migration to working life will be strengthened, and the registered employment of foreign labour will be supported.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

3. STRENGTHENING SOCIAL PROTECTION – EMPLOYMENT RELATIONSHIP



Social protection is a comprehensive set of policies and programs aimed at preventing risks such as poverty, deprivation and social exclusion through state intervention. States use various tools, such as social security, social assistance and social services, to ensure the economic and social security of individuals against these risks. These services may vary depending on the cultural, economic and social structure of countries. Social protection policies play a crucial role in promoting social justice by supporting individuals' full and equal participation in society.

Under the "Strengthening Social Protection - Employment Relationship" policy, issues such as combating poverty, social assistance, reducing informal employment, strengthening unemployment insurance systems, providing secure flexible working models, protecting fundamental rights in working life and maintaining employment during crises or extraordinary periods have been addressed.



3.1 SITUATION ANALYSIS

175 Social protection policies primarily consist of social security systems and social assistance programs. The social security system is a regime that includes both contributory and non-contributory aspects, covering areas such as healthcare and retirement. Within this system, there are programs related to unemployment insurance that have compensatory and compensatory characteristics under passive labour market policies. The other dimension of social protection is formed by social assistance programs that only include non-contributory regime practices.

176 Expanding and strengthening social protection policies is a critical step for ensuring social justice and enhancing social welfare. Effectively designing and implementing these policies contributes to improving people's living conditions and providing them with social security.

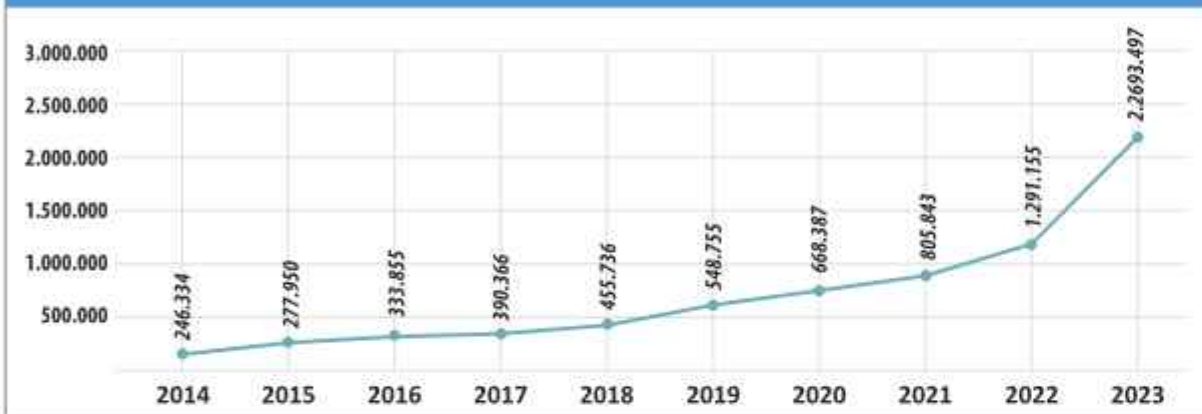
177 Developing social protection systems is of great importance for making the United Nations Sustainable Development Goals (SDGs) achievable for everyone, especially for the most vulnerable and disadvantaged groups.

178 The "Future of Social Protection and Welfare State in the EU" report prepared by the European Commission focuses on four key mega trends: changing demographics, new working environments, digital transformation and the climate crisis. The report states that demographic changes include elements such as increased life expectancy, migration and population aging. These changes necessitate the adaptation of social protection systems to significant shifts in age and household structures, impacting their financial sustainability.

179 In Türkiye, similar considerations suggest that the phenomenon of social protection will gain increasing importance in light of the general population structure and aging trends. This situation requires the strengthening of Türkiye's social protection system to effectively meet rising demand and addresses the challenges posed by demographic changes. Thus, a flexible and sustainable social protection system can be established to respond to changing social dynamics.

180 In our country, significant funding is allocated to social protection expenditures. Particularly after the end of 2014, important progress has been made in the field of social protection in Türkiye. During this period, the scope of the social protection system has been expanded and various assistance and support programs have been developed under the social assistance heading.

**Chart 22:
Social Protection Expenditures by Years (TRY) (2014-2023)**



Source: TURKSTAT

181 According to TurkStat's Social Protection Expenditure data from 2014 to 2023, the expenditure amount, which was TRY 246 billion 334 million in 2014, increased to TRY 2 trillion 693 billion 497 million in 2023.

182 According to TurkStat Social Protection Statistics, the ratio of social protection expenditures to Gross Domestic Product (GDP) was 12.7% in 2019. In 2020, this ratio increased by 0.5 points to 13.2% due to the impact of the pandemic. However, with the normalization process after the pandemic and the increase in employment, the ratio of social protection expenditures to GDP decreased to 11.1% in 2021. Due to the global COVID-19 global pandemic, there was an increase in unemployment benefits, which are part of social protection assistance, in 2020 compared to the previous year.

183 The share of unemployment benefits in GDP rose from 0.3% to 0.8%, an increase of 0.5 points. However, in 2023, this ratio declined to 0.1%.

184 Poverty, which is being fought through aid and support, is not just a concept that can be measured by income level. Factors such as people's living conditions, access to education and access to healthcare also determine the dimensions of poverty. In combating poverty, which is a multidimensional problem, strengthening economic policies as well as education, health and social services is critically important.

185 Eradicating poverty is a shared responsibility of humanity, and achieving this goal requires a

collective effort. The first of the 17 global goals set within the framework of the Sustainable Development Goals (SDGs) adopted by the UN in 2015 is the complete eradication of poverty. In this regard, the aim is to end extreme poverty for all people everywhere by 2030.

186 Globally, it is seen that more than 700 million people are struggling to live below the poverty line. According to the World Bank's Sustainable Development Goals Atlas 2023 Report, the number of people living in extreme poverty globally has increased by 70 million following the COVID-19 global pandemic. This increase indicates that the economic effects of the pandemic have led to extreme poverty worldwide and pushed more people below the poverty line.

187 The UN Human Development Index (HDI) evaluates the level of development of countries not only based on economic growth and income levels but also on social indicators such as living standards, education levels and access to healthcare. According to the 2023/24 Human Development Report prepared by UNDP, Türkiye ranked 45th among 193 countries, continuing to be classified in the "very high human development" category. This achievement highlights Türkiye's significant progress in recent years in improving education, health, living standards and social development.

188 Türkiye's sustained position in the "very high human development" category reflects not only the success of its policies in health and education but also its ongoing commitment to improving decent living standards. In the future, steps taken in areas such as strengthening social protection systems and promoting equal opportunities for women and men will further contribute to Türkiye's advancement in human development. According to the goals set out in the Twelfth Development Plan, Türkiye aims to be among the top 20 countries in the Human Development Index (HDI) ranking by 2053.

189 The "Looking to Society 2024: OECD Social Indicators" Report published by the OECD states that 11.4% of the population in OECD countries lives below the relative poverty line. This figure indicates that economic prosperity is not evenly distributed among OECD countries, leaving certain segments socially and economically disadvantaged. The report emphasizes the importance of social policy measures in combating poverty and highlights the need to reduce income inequalities.

190 Fighting poverty is one of the priority issues addressed in Türkiye's main policy documents. As part of the Twelfth Development Plan, sharing the prosperity generated by economic growth

fairly across all segments of society and reducing poverty have been prioritized as essential objectives of sustainable development, highlighting Türkiye's determination and strong stance on this issue.

191 One of the objectives set in the Twelfth Development Plan is to completely eliminate poverty in the next 30 years. Additionally, it is aimed to ensure that the welfare of developed countries is distributed fairly and evenly across the country, thereby reducing the Gini coefficient, which represents income, wealth or consumption inequality within a nation or social group, to a level of 0.30.

192 Educational status is an important indicator that affects poverty rates. When looking at the distribution of poverty rates according to educational attainment, it has been determined that the total proportion of those who are illiterate and those who have not completed any school among the relatively poor, who have an income of less than 50% of the average income, is 49.1%. This data clearly illustrates the direct relationship between education and poverty.

193 According to TurkStat's 2023 Poverty and Living Conditions Statistics, different household types are affected by the risk of poverty at varying levels. This matter, referenced in national documents, is included in the Twelfth Development Plan under the objective of "Qualified Human, Strong Family, Healthy Society," which states: "Public employment services will be developed on a household basis to support poor households in accessing sustainable income sources, and these households will be prioritized to benefit from the services of the TEO." In connection with this goal, the household-based service delivery policy aims to increase the number of individuals benefiting from TEO services and implement measures to ensure that there is at least one worker in every family, primarily targeting young people.

194 Another type of poverty, known as working poverty, is defined by the ILO as the poverty of individuals living in households below the accepted poverty line despite being employed. In this context, as expressed in the Twelfth Development Plan, employment growth and the availability of quality job opportunities that enable every working-age individual to earn income through production are seen as fundamental tools in the fight against poverty and in improving income distribution.

195 Social assistance is not only an important tool for enhancing social welfare, supporting groups that require special policies and reducing economic inequalities, but it also has the potential to encourage employment, in addition to providing financial support to those in need.

196 When evaluated at a global level, considering the significant burden that social protection expenditures impose on budgets, countries are shifting towards strategies that aim to create opportunities for individuals in need of direct or indirect social assistance to generate their own economic resources, rather than providing in-kind or cash assistance.

197 Worldwide, many plans, programs and strategies are being implemented that are designed to support employment through social assistance. These approaches encourage individuals receiving aid to achieve real and sustainable employment. Programs such as "start-up grants" for those who have become unemployed and are seeking work, "youth grants" aimed at young job seekers and "parenting payments" targeting parents looking for work while caring for their children are among the initiatives that aim to help individuals receiving income support achieve sustainable employment.

198 Although the economic and social dynamics of our country primarily require addressing challenges such as unemployment and income inequality, the effective promotion of employment through social assistance plays a critical role in enhancing social welfare and achieving economic development. Accordingly, it is crucial for Türkiye to adopt an employment-oriented approach in its social assistance policies in order to encourage participation in the labour market, support vocational training and skills development and pursue a more effective strategy to combat unemployment.

199 The Twelfth Development Plan includes significant goals aimed at further strengthening the relationship between employment policies and social assistance systems. In this context, social assistance should not only be limited to providing financial support, but should also be used as a tool to encourage the labour force participation of individuals who are able to work. In this respect, it is aimed to integrate the social assistance system with active and passive labour force programs, provide job search support for unemployed individuals and direct social assistance beneficiaries to employment, thereby reducing poverty in the long term. Thus, social assistance is intended not only to provide a temporary solution but also to support sustainable employment opportunities and contribute to individuals achieving an economic structure where they can stand on their own feet.

200 The Medium-Term Program (2025-2027) includes regulations under the "Employment" heading aimed at increasing the transition opportunities to employment for those receiving social assistance. This regulation envisions a revision of the social assistance system, restructuring it into an integrated framework that does not hinder labour force participation, is

family-oriented and guarantees a minimum income per individual. At the same time, it is planned to expand education and vocational training activities to enhance the employability of social assistance beneficiaries.

201 In Türkiye, a significant portion of national-level social assistance is coordinated by the Directorate General of Social Assistance under the Ministry of Family and Social Services (MoFSS). In practice, these aids are implemented through Social Assistance and Solidarity Foundations (SASFs) under Law No. 3294 on the Promotion of Social Assistance and Solidarity. Over the years, the scope of social assistance has expanded, and in recent periods, its function in directing beneficiaries towards employment has gained more importance.

202 Individuals receiving social assistance who are capable of working are registered as unemployed in TEO through the Integrated Social Assistance System managed by MoFSS, thereby gaining the opportunity to participate in vocational training and other active labour force programs. On the other hand, conditional education and health benefits, which fall under the category of regular assistance, are provided based on social insurance verification and continue uninterrupted for one year from the start of employment. These practices stand out as significant steps aimed at strengthening the link between social assistance and employment.

203 The SSI defines informal employment as “the failure to report or underreport, in terms of working days or wages, the labour exerted by individuals participating in employment through legal work.” The OECD, on the other hand, refers to this as “undeclared grey and hidden work” and defines informal jobs as “work performed in the production of goods where one or more legal obligations are not fulfilled.”

204 There are various challenges on a global scale that make combating informal employment more difficult. In many countries, the lack or complexity of labour market regulations, combined with structural issues caused by tax policies, increases the obstacles to this struggle. Additionally, factors such as high unemployment rates, excessive population density, low education levels and productivity of the workforce, early retirement practices, structural challenges in the agricultural sector, changes in labour relations, the small-scale structure of businesses, lack of social security awareness, inequalities caused by deteriorations in income distribution and poverty negatively impact efforts to combat informal employment.

205 Informal employment shapes the lives of approximately 2 billion people worldwide, accounting for 58% of the global workforce. According to the ILO report “Women and Men in the

Informal Economy: A Statistical Picture”, 63% of men and 58% of women are informally employed. This situation highlights not only the lack of access to formal employment but also one of the biggest obstacles to sustainable economic development. Informal employment poses serious risks for both individuals and societies due to low wages, precarious working conditions and lack of social protection, exacerbating income inequality and increasing poverty.

206 The EU is taking significant steps to reduce informal employment through various policies. In Germany, federal-level efforts to integrate foreigners are supported by local programs, implementing a series of preventive and incentive-based measures within this framework. These measures include increasing the obligation for workers and employers to carry identification and other proof documents, strengthening employment control and inspection processes, simplifying employment declarations—including for domestic workers—and improving tax exemptions for households employing workers or purchasing services. Such measures play a crucial role in curbing the informal economy and establishing a more transparent labour market.

207 Informal employment is a prevalent issue in developing countries and remains one of the key structural challenges in Türkiye's labour market. Combating this issue has long been a focal point of national policies. According to TurkStat data, the informal employment rate dropped from 34.5% in 2014 to 26.1% in 2023. This decline reflects national efforts to regulate the informal economy and establish a more structured labour market.

208 Addressing informal employment is also a priority in the Twelfth Development Plan. The plan outlines increasing public awareness campaigns and intensifying inspections to reduce informal employment. Additionally, sector-specific analyses will be conducted for groups requiring special policy measures, and enforcement mechanisms will be strengthened based on the findings of these analyses. Within this framework, the plan aims to reduce the informal employment rate from 26.8% in 2022 to 23.4% by 2028.

209 The Medium-Term Program (2025-2027), under the “Public Finance” section, outlines various policies and measures to combat informality. These measures include maintaining a firm stance against informality, enhancing institutionalization, improving productivity and competitiveness, ensuring healthier, more stable and stronger economic growth and increasing the effectiveness of inspections.

210 In line with these objectives, the Action Plan for Combating the Informal Economy (2023-

2025), implemented by the Ministry of Treasury and Finance, introduces a series of measures and regulations to tackle informal employment. As part of this plan, necessary infrastructure and legislative efforts are planned to prevent new work models from contributing to informal employment. Additionally, the Action Plan includes regulations to disqualify employers hiring informal workers from public tenders and prevent them from benefiting from investment incentive programs.

211 Unemployment insurance refers to a mandatory insurance system that compensates insured individuals for income loss due to unemployment for a specified period and to a certain extent, provided they are willing, capable, healthy and qualified to work but have lost their jobs without any intent or fault.

212 In unemployment insurance, many countries share the financial burden among workers, employers and the government. The most significant difference between developed and developing economies emerges in the distribution of contribution rates. Particularly in developing countries, employers' contribution rates are more prominent.

213 In Türkiye, the unemployment insurance system was established in 1999 with the Unemployment Insurance Law No. 4447. In 2003, the TEO was established, and the Unemployment Insurance Fund has continued to be managed under this institution. The Unemployment Insurance Fund operates through a tripartite financing method, which includes contributions from the state.

214 Efforts within the scope of policies to facilitate the conditions for benefiting from passive labour force programs included in the Twelfth Development Plan are ongoing. In this context, with the legislative change made at the beginning of 2024, the requirement to have paid unemployment insurance premiums for "600 days within the last 3 years prior to the start date of short-time work" to qualify for short-time work allowance has been reduced to 450 days, the existing link between eligibility for unemployment benefits and short-time work allowance has been removed, and the expression "General Pandemic" has been added to the application reasons to expand the scope of short-time work.

215 Secure flexible work is a working model that lies at the intersection of employers' need for a flexible workforce and employees' need for security. This model encompasses various elements, including labour law, social security law and the regulation of employment relationships through collective labour relations for workers in flexible jobs. The foundation of this model is a strong

social dialogue and consensus.

216 Secure flexible work is an approach adopted by the EU to combat insecure employment and is conceptually referred to as "secure flexibility." This concept developed at the EU level focuses on four key elements: flexible and reliable contractual arrangements, lifelong learning, effective active labour market policies and modern social security systems. In addition to the EU's approach, the ILO adopts the principle of "decent work," and global developments are shaped within the framework of these two approaches.

217 The concept of secure flexibility, which expresses the integration of flexible work with social security, encompasses four different areas of protection: job security, employment security, income security and combination security. Income security ensures the protection of the worker's income against risks such as illness, accidents and unemployment, while combination security refers to flexibility that integrates personal and professional life, such as maternity and parental leave and support for child and elder care.

218 The platform economy, which enables two (or more) different but interconnected user groups operating in a bilateral (or multilateral) market to interact in a way that creates value for at least one of the parties, has experienced rapid growth in recent years, necessitating the adaptation of flexible working models while also protecting essential elements such as job security, fair compensation, working hours and social rights for workers in this field. In this context, within the framework of the principle of flexicurity, it is critical to ensure that those working in the platform economy are also employed under safe and fair conditions and integrated into social security systems.

219 The Twelfth Development Plan includes targets for the implementation of flexible working models in a registered and secure manner in order to adapt to the changing conditions of the labour market and modern working dynamics. The Plan aims to increase labour force participation by expanding flexible working models and to make matching mechanisms between jobs and job seekers more effective. In this context, the integration of new working models emerging with digitalization into the social security system is of great importance.

220 The Plan also envisages efforts to strengthen the legal and technical infrastructure to protect the social rights of employees and ensure job security in the implementation of these models. These regulations aim to promote flexible working opportunities for employers and employees, while at the same time maintaining secure working conditions.



221 In recent years, international initiatives to promote human rights at work and sustainable business practices have led to significant changes in the world of work. In particular, the UN Guiding Principles on Business and Human Rights provide a core framework for raising human rights standards in global business, emphasizing the need for companies to respect human rights in their operations and supply chains. These principles require companies to develop and implement policies that respect human rights and encourage concrete steps to protect workers' rights and ensure fair working conditions.

222 The ILO Declaration on Fundamental Principles and Rights at Work and its core conventions highlight the concept of "decent work" from a human rights perspective. This concept encompasses a range of fundamental policies, including the prevention of discrimination, the elimination of forced labour and child labour, the recognition of freedom of association and the right to collective bargaining and the provision of occupational health and safety. These principles establish global standards for ensuring fair and safe conditions in the workplace. Türkiye demonstrates its commitment in this area by being a party to all 10 fundamental ILO conventions.

223 Approaches to human rights and sustainable business practices in the corporate world are supported by comprehensive guidelines such as the UN Global Compact, the OECD Guidelines for Multinational Enterprises and the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy. These documents guide companies in fulfilling their environmental and social responsibilities and developing sustainable practices. Türkiye also supports its efforts to comply with international standards with national guidelines, such as the "National Guiding Principles on Working Life," published in 2022.

224 As part of these efforts, the EU is implementing various regulations aimed at raising human rights and sustainability standards in the business world. The CSDDD aims to ensure that companies fulfil their responsibilities regarding respect for human rights and environmental impacts and become more accountable in these areas. Additionally, various policies such as the EGD, Circular Economy Action Plan and Regulation on Minerals from Conflict-Affected Areas aim to strengthen the oversight of social and environmental responsibilities in global supply chains and promote the development of sustainable business models. These regulations necessitate aligning local legislation and practices with EU standards in the context of Türkiye's relations with the EU.

225 These developments indicate that the transformation necessary for providing fair, safe and



sustainable working conditions in the global business world is accelerating. The protection and promotion of human rights in the workplace is a critical issue that is continuously addressed within the framework of international norms and national legislation. In recent years, regulations and measures taken regarding fundamental rights such as occupational health and safety, combating child labour, forced labour, preventing discrimination and freedom of association have been at the center of developments in this area.

226 Another fundamental right relates to the advancement of occupational health and safety. Occupational health and safety are an indispensable component of regulations aimed at securing the health and safety of workers. International standards in this area have been shaped by important ILO documents such as the Occupational Health and Safety Convention No. 155 of 1981, the Health Services Convention No. 161 of 1985 and the Framework Convention on Promoting Occupational Health and Safety No. 187 of 2006. In Türkiye, the Occupational Health and Safety Law No. 6331 was adopted and integrated into the national legal system to ensure compliance with the EU's Framework Directive on Occupational Health and Safety No. 89/391/EEC.

227 Freedom of association and the right to collective bargaining are fundamental rights protected by international labour rights documents. ILO's Conventions No. 87 on the Freedom of Association and Protection of the Right to Organize and No. 98 on the Right to Organize and Collective Bargaining provide a comprehensive framework for the protection of these rights. Our country regulates the organizing activities of workers through Law No. 6356 on Trade Unions and Collective Bargaining and Law No. 4688 on Trade Unions of Public Servants and Collective Bargaining.

228 Combating child labour is another significant human rights issue. The ILO's Convention No. 138 on Minimum Age, adopted in 1973 and Convention No. 182 on the Worst Forms of Child Labour, adopted in 1999, are recognized as fundamental international instruments in the fight against child labour. Türkiye has regulated the minimum working age under Law No. 4857 on labour in accordance with international legislation and continues to combat child labour with determination through both legislative provisions and relevant national policies and strategies.

229 The fight against child labour, forced labour, modern slavery and human trafficking is a significant priority on the international community's agenda. In line with Target 8.7 of the UN's 2030 Sustainable Development Agenda, urgent and effective measures are aimed at addressing these issues, and Türkiye has contributed to these efforts by achieving Pathfinder status within

Alliance 8.7. With this status, our country aims to contribute to and set an example in global efforts to eliminate forced labour, modern slavery, human trafficking and child labour.

230 Preventing discrimination is also one of the core human rights issues in the realm of labour. International instruments such as ILO Discrimination Convention No. 111, the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Revised European Social Charter and the UN International Convention on the Rights of Persons with Disabilities support Türkiye's efforts to prevent workplace discrimination. Articles 49 and 55 of the Constitution of the Republic of Türkiye and Article 5 of the Labour Law entitled "Principle of Equal Treatment" clearly state that employers cannot discriminate between employees.

231 Finally, the Twelfth Development Plan also envisages comprehensive policies and measures on issues such as preventing discrimination, combating child labour and effective management of occupational health and safety. The Law on the Public Ombudsman Institution No. 6328, the Law on the Turkish Human Rights and Equality Institution No. 6701 and other relevant legislation contribute to the protection of human rights in the workplace by increasing employers' responsibilities in these areas.

232 Natural disasters are among the factors that deeply affect working life. Natural disasters such as earthquakes, floods, droughts and landslides can damage the physical structures of workplaces, disrupt production processes and lead to job losses. This can increase economic uncertainties, worsen current working conditions and exacerbate poverty. The adverse effects of these disasters particularly heighten the risk of poverty for vulnerable groups and low-income workers.

233 Globally, due to rising food prices, income loss and the changing nature of diseases as a result of climate change, it is estimated that 130 million people could fall into extreme poverty by 2030. Those most affected by the negative impacts of climate change are often the poor, as well as vulnerable groups such as women, children, the elderly and the disabled, who are less prepared to cope with natural disasters.

234 In a period marked by intensified protectionist trends and isolationist policies, the Covid-19 global pandemic that began in 2019 transcended a health crisis, leading to extraordinary circumstances and profoundly affecting many countries economically, socially and politically. During this process, the slowdown of international trade, reduction in investment and production have limited the economic growth potential in many countries, hindered job

growth, increased unemployment rates and exacerbated income and opportunity inequalities.

235 In response to the threats posed by the pandemic to labour markets, many countries have implemented various measures to protect employment. These measures generally focus on support for informal or self-employed workers, passive labour programs, wage subsidies, new work arrangements, subsidies for sick leave, restrictions on layoffs and vocational training subsidies. Among these measures, wage subsidies have been the most commonly implemented. Wage subsidies involve the government covering all or part of the wages and contributions that employers are required to pay, rather than providing direct cash support to employees.

236 Although the Covid-19 global pandemic has increased certain vulnerabilities in Türkiye's economic structure and labour markets, supportive measures have been taken during this process, particularly for groups requiring special policies, such as women, youth and people with disabilities. Although people with low qualifications and education levels, predominantly working in the services sector, have been affected by the restrictions imposed by the pandemic, the labour market policies implemented in Türkiye have been aimed at minimizing the employment, income and welfare losses of these groups. As a matter of fact, while unemployment rates increased across the world in 2020, Türkiye recorded a decline in the unemployment rate thanks to the measures taken against the pandemic, and important steps were taken to recover the economy and protect employment.

237 During the pandemic, various measures were taken in Türkiye, as in many other countries, to stimulate the economy and mitigate the negative effects on labour markets. In this context, the economic stability shield and supportive monetary measures came to the forefront. Measures such as the widespread adoption of flexible and remote working models, facilitating access to short-time work benefits, prohibiting employers from terminating employment contracts, implementing unpaid leave and providing cash wage support to those on unpaid leave who did not qualify for short-time work benefits or meet the required premium conditions for unemployment benefits were among these measures. Additionally, employers were provided with easements in social security premium payments. These measures were observed to be effective in limiting the loss of registered employment within the framework of efforts to protect employment during the pandemic.

238 Earthquakes are among the natural disasters that have the greatest impact on labour markets and economic activities. Throughout history, Türkiye has experienced the devastating

effects of many major earthquakes, leaving deep scars on both employment and economic activities.

239 The earthquakes that struck 11 provinces, centered in Kahramanmaraş and Hatay in 2023, not only caused physical destruction but also negatively affected the labour market and poverty levels.

240 In this context, short-time work and cash wage support applications have been implemented. With the published Presidential Decision, it has been decided that short-time payments will be made in certain provinces and situations without waiting for eligibility assessments. In addition, it was decided to pay cash wage support to those who were not eligible for short-time working allowance because they did not meet the necessary premium conditions and those who were not eligible for unemployment benefit because they did not meet the necessary premium conditions. Cash wage support was implemented until May 8, 2023, while the short-time work scheme, with extensions, was applied until August 7, 2023.

241 The report titled "Kahramanmaraş and Hatay Earthquakes," prepared by the Presidency of Strategy and Budget, highlights the scale of this impact. According to the report, before the earthquake, 3.8 million people were employed in the affected region, accounting for 13.3% of total employment in Türkiye. After the earthquakes, a significant portion of businesses in the region were damaged or had to suspend their operations, either temporarily or permanently. This led to job losses for both registered and unregistered workers and caused a significant decline in economic activity.

242 Employment loss is one of the critical factors that can directly contribute to increased poverty. The slowdown in economic activities and contraction in the labour market following the earthquake resulted in declining income levels and reduced household earnings. In particular, the loss of jobs among unregistered workers increased their risk of falling below the poverty line.

243 The informal employment rate in the affected region was reported as 39% informal workers, lacking social security, become more vulnerable during crises. In the post-earthquake period, job losses in this segment were likely more pronounced, leading to a significant contraction in their livelihoods.

244 During the reconstruction of the earthquake-affected region, it is crucial to consider the

labour market needs of the impacted provinces while promoting green jobs and leveraging digitalization opportunities. In addition, supporting employment in the region through employment-intensive infrastructure investments, prioritizing the disabled, youth and women in cash-for-work benefits, implementing programs to integrate students from local universities into the region's working life and encouraging entrepreneurship are all important measures that can be implemented for a comprehensive recovery process.

3.2 MAIN OBJECTIVE

The main objective is to strengthen access to fundamental rights for all individuals in society by increasing the inclusiveness and employment linkages of the social protection system and to develop solutions to the problems that hinder their participation in working life. A social protection system in line with the concept of decent work will ensure socio-economic empowerment of individuals and promote employment. In this framework, it is a priority to build a resilient and flexible social protection network to protect vulnerable groups in the labour market and ensure the sustainability of their livelihoods, especially in times of natural disasters and crises.

3.3 POLICIES

1. Fundamental rights in working life will be protected, discrimination will be combated and decent work will be supported.
2. Informal employment will be combated and the coverage of the social security system will be increased.
3. The effectiveness of labour market programs will be increased and their accessibility will be strengthened.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

4. IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS





Sustainable development is based on the principle of meeting the needs of present generations without compromising the ability of future generations to meet their own needs. In rural areas, sustainable employment is a multidimensional concept that brings together the principles of economic, social and environmental sustainability. Sustainable employment refers to a structure that ensures long-term job security, supports decent working conditions and enhances economic diversity. In this context, it is necessary to develop both agricultural and non-agricultural sectors together and create new job opportunities in rural areas.

Agriculture, as the primary economic activity in rural areas, is the fundamental sector that shapes the socioeconomic structure of rural life. However, the potential of rural areas to accommodate cultural and tourism activities carried out through small and medium-sized enterprises, the production of higher value-added products, traditional handicrafts, as well as various economic activities such as beekeeping, fermented food and beverage production and fishing or aquaculture, necessitates a broader and more holistic economic approach.

Creating and preserving job opportunities in rural areas is critical for achieving sustainable employment, as it helps sustain the local economy, protect natural resources and enhance the welfare of the community. Agricultural activities, which are the cornerstone of rural development, must be carried out in accordance with decent work criteria and evolving technological conditions.

This requires the diversification of non-agricultural sectors and the support of small and medium-sized enterprises.

In addition, strengthening the rural workforce through education and skill development programs will not only help control internal migration but also enhance the quality of life in rural areas, thereby supporting social sustainability. This multidimensional approach makes it essential to address rural areas as a whole and fully utilize their economic potential.



4.1 SITUATION ANALYSIS

245 Agricultural activities significantly influence the quality of life in rural areas both globally and in our country. Agricultural production is of great importance in meeting the food needs of the nation's citizens, bringing unused lands into the economy through cultivation, preventing erosion and ensuring the country's food supply security. Agriculture is not merely an economic activity but also a societal process with historical, cultural, social and ecological significance. In addition to meeting citizens' food needs, creating added value for the economy and providing inputs for industry, agriculture also serves functions such as preserving the social structure, ensuring the continuity of natural heritage and protecting the environment.

246 The challenges in the agricultural sector, which have a significant impact on the formulation of rural policies worldwide, influence migration trends from rural areas to cities and lead to population decline in rural regions. Between 2014 and 2023, employment trends in different sectors have varied, reflecting the changes during this period. According to TurkStat data, while 5 million 339 thousand people were employed in the industrial sector in 2014, this number increased to 6 million 711 thousand by 2023. A similar increase was observed in the services sector, where the number of employed individuals rose from 13 million 302 thousand in 2014 to 18 million 230 thousand in 2023. In contrast, the number of people employed in the agricultural sector decreased by approximately 800 thousand, from 5 million 220 thousand in 2014 to 4 million 695 thousand in 2023. These data indicate that while the industrial and services sectors have grown, employment in the agricultural sector has declined.

247 Although the agricultural sector lags behind the services and industrial sectors, its critical importance will never diminish. The role of the agricultural sector within a country's overall socioeconomic structure should be evaluated by considering factors such as its contribution to national income, the country's self-sufficiency in food products, the balance of exports and imports, its capacity to provide raw materials to the industrial sector and create employment and its ability to influence demand. The agricultural sector is the guarantor of food security and its strategic importance is therefore undeniable. For these reasons, it is certain that policies developed in the field of agriculture, when approached holistically, will make significant contributions to sustainable economic growth and employment.

248 The new urban and rural definition is divided into three categories at the neighbourhood and village level: dense urban, medium-density urban and rural. Dense urban refers to settlements where at least 50% of the population lives within the boundaries of the urban center, while medium-density urban describes settlements that do not meet the criteria for

being classified as either dense urban or rural. Rural areas, on the other hand, encompass settlements where more than 50% of the population lives in rural regions.

249 This new classification differs from the urban and rural distinction used by TurkStat in the past. Despite this change in definition, TurkStat statistics reveal that the rural population in Türkiye has been gradually declining. This decline reflects a population shift from rural areas to cities. According to the 2022 urban and rural population statistics, 67.9% of Türkiye's population lives in dense urban areas, 14.8% in medium-density urban areas and 17.3% in rural areas. These figures demonstrate that the rural population is decreasing and urbanization is increasing.



Source: TURKSTAT

250 While the rural population is declining, the rural working population is also aging. As can be seen in Chart 23, the average age of the employed in Türkiye is approximately 39, while the average age of those working in agriculture is 46. Moreover, Chart 24 shows that 68.4% of those working in the agricultural sector are over the age of 40, while 47.1% of overall employment is over the age of 40. This shows that the youth labour force in the agricultural sector is insufficient. Prioritizing policies and programs to increase youth employment in agriculture will positively affect both sustainable agriculture and rural development.

251 Climate change risk is also among the significant factors affecting Türkiye's agricultural sector and rural employment. Türkiye's location in the Mediterranean Basin increases its vulnerability to climate change; rising temperatures and decreasing rainfall negatively impact

agricultural production and productivity. This situation places economic pressure on rural populations who rely primarily on agriculture for their livelihoods, particularly small farmers and agricultural workers. However, measures such as adopting modern agricultural techniques, effective water resource management and implementing adaptation policies for farmers will contribute to establishing a sustainable economic structure in rural areas by mitigating the effects of climate change and supporting rural employment.

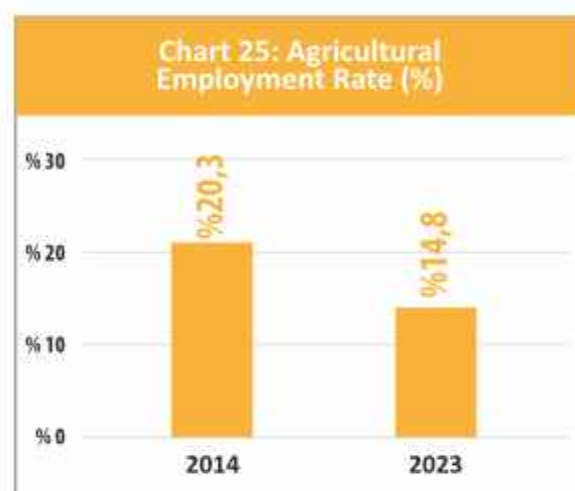
252 Moreover, within the framework of the global fight against climate change, the new standards set by the EU's sustainability policies and the Green Deal are expected to have certain impacts on Türkiye's agricultural sector. The EU's "Farm to Fork Strategy" and measures aimed at reducing the carbon footprint may influence Türkiye's agricultural and food product exports to some extent and contribute to the adoption of more sustainable agricultural practices.

253 Placing greater emphasis on environmentally friendly and sustainable practices in agricultural production will not only enhance food supply security but also strengthen Türkiye's global competitiveness. Climate change-compatible sustainable agricultural practices will enable the development of new business sectors and professions, further diversifying the rural workforce and contributing to the sustainability of employment.

254 Increasing the share of renewable energy sources in total energy production and ensuring efficiency play a critical role in meeting energy demands. Advancements in new technologies within the renewable energy sector are reducing costs, making these resources more widely accessible. The "Republic of Türkiye Climate Change Action Plan (2011–2023)" implemented by the Ministry of Environment, Urbanization and Climate Change has identified increasing the share of renewable energy in total electricity production as one of its main objectives. In this context, support programs and special measures have been introduced to ensure that the energy needs of businesses in the agriculture, food and forestry sectors are met through renewable energy sources. Renewable energy sources offer significant opportunities, particularly in reducing energy costs in the operation of irrigation facilities. Solar and wind power plants provide highly functional solutions for remote agricultural areas without access to electricity infrastructure. In this regard, expanding incentives and subsidies in these areas will positively impact production costs and, consequently, the general price level.

255 Türkiye's agricultural sector exports have had a limited share of between 3% and 4% of total exports between 2014 and 2023. However, between 2019 and 2023, it is observed that agricultural exports have continuously increased in quantity. In 2022, exports of agricultural

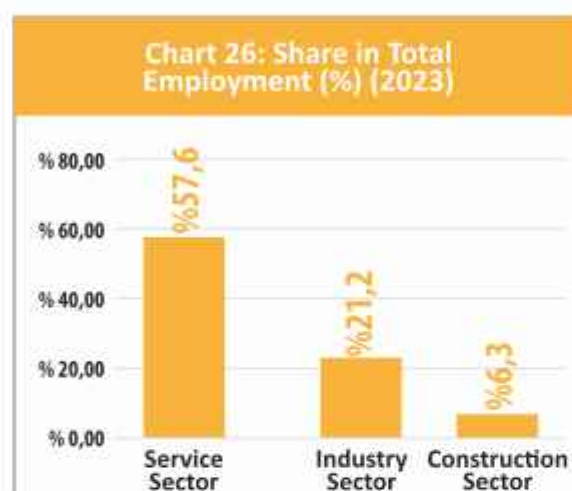
products reached approximately USD 30 billion, the highest level in its history, but despite this increase, the sector's share in total exports remained limited



Source: TURKSTAT

256 The share of agricultural employment in total employment in Türkiye has declined over the years in parallel with the decrease in agriculture's share of Gross Domestic Product (GDP). As seen in Chart 25, the agricultural employment rate, which was 20.3% in 2014, dropped to 14.8% in 2023, falling significantly behind the service and industrial sectors. Chart 26 shows that, as of 2023, the service sector accounts for 57.6% of total employment, the industrial sector for 21.2% and the construction sector for 6.3%. The main reasons for this decline in agricultural employment include the reduced demand for labour due to increased mechanization, rising labour demand in the industrial and service sectors, changing job and career preferences among young people and the fragmentation of agricultural land through inheritance, leading to lower per-household agricultural income.

257 Two key issues in rural employment are managing migration trends by improving decent working and living conditions and increasing economic diversification in rural areas. Increasing the employment rate in agriculture and attracting a qualified workforce to agricultural activities are of great importance for accelerating rural development. Due to varying social and economic differences across regions, education-related issues and solutions should be analysed at the local level and appropriate training programs should be designed based on these analyses. Additionally, problems arising from knowledge gaps experienced by local communities in production processes should be identified, and training methods to address these gaps should



be developed, ensuring that producers have easy access to this information.

258 In terms of agricultural employment, adapting food chains to climate change and raising awareness about smart farming practices are among the top priorities. Moreover, the participation of the workforce in widespread training activities is also critically important. Beyond these issues, expanding training programs that promote productive employment in various areas—from developing inclusive employment and increasing societal awareness to gaining vocational skills in non-agricultural economic activities and cooperative organizational models—holds significant value.

259 Through the European Union Instrument for Pre-Accession Assistance (IPARD) implemented by the Ministry of Agriculture and Forestry, projects aimed at diversifying the livestock sector, food processing sector and on-farm activities in rural areas are creating employment opportunities at both worker and managerial levels, contributing to the emergence of new job opportunities in our rural regions.

260 Today, new agricultural approaches are being adopted in the agricultural sector to adapt to changing climate conditions and reduce carbon emissions caused by agricultural activities. In this process, digital farming solutions stand out for their ability to support a just transition in agriculture by offering multiple benefits. Among the benefits provided to farmers are better adaptation to climate changes, weather fluctuations and pest attacks, increased farm profitability and improved farm management leading to higher revenues from crop sales. In our country, within the scope of Agriculture 4.0, although the private sector and digital initiatives have begun developing new applications and solutions, there are still significant steps to be taken to enhance the use of agricultural technologies and increase the number of ventures in this field. This situation could enhance Türkiye's competitive advantage in the agricultural sector, where it is strong in the global value chain and achieves significant export figures.

261 Digital transformation and the use of technology present a great opportunity for the sustainability of rural development. Agriculture 4.0 technologies, including artificial intelligence, the Internet of Things (IoT), data analytics and remote monitoring systems, have the potential to optimize agricultural production processes, increase productivity and expand employment opportunities in rural areas. For instance, smart irrigation systems and soil sensors will optimize water and fertilizer use, reducing costs and supporting environmental sustainability. The adoption of these technologies will enable the agricultural workforce to engage in higher value-added jobs, contributing to the creation of skilled employment in rural



areas.

262 On the other hand, through digital farming platforms, farmers will have the opportunity to respond more quickly to market demands, offer their products to broader markets and reach consumers directly. In this context, to maximize the positive effects of digital transformation on rural employment, it is considered beneficial to expand access to technology, digital literacy and training programs in these areas.

263 To support the advancement of agricultural industry and agri-tech applications, developing appropriate education policies, creating ecosystem collaboration opportunities through clustering approaches and establishing institutes and technical high schools focused on agricultural technologies are of great importance. These steps are among the key measures aimed at developing a skilled workforce to meet the needs of the sector. Additionally, skill acquisition and skill development programs that facilitate green and digital transformation in climate-resilient agriculture and agricultural labour, as well as initiatives to promote entrepreneurship, should be encouraged. The widespread adoption of information technologies in agriculture will enable farmers to access information easily, quickly and cost-effectively, allowing them to better understand consumer demands and develop a wide range of products and services such as organic food products, meat alternatives and farm-to-table services. These advancements will not only contribute to sectoral growth but also support the emergence of new employment opportunities.

264 Furthermore, the development of agro-based manufacturing industries is an effective way to increase employment opportunities in rural areas and strengthen local economies. This situation has the potential to create new employment opportunities for individuals living in rural areas by generating additional labour demand in the processing, packaging and marketing of agricultural products. In particular, the processing of agricultural products and the enhancement of their value within the value chain will offer various job opportunities for both skilled and unskilled workers. The expansion of agro-based manufacturing industries will not only promote rural development but also contribute significantly to the sustainability of regional economies by increasing employment diversity in non-agricultural sectors.

265 Given that agriculture is the sector with the highest rate of informal employment in Türkiye, special emphasis should be placed on efforts to prevent informal employment in this sector. The high rate of informal employment in the agricultural sector arises not only from the structural characteristics of the sector but also from the demographic, social and cultural attributes of the

individuals working in it. The small scale of operations and land ownership in the agricultural sector, resulting in low-income levels, is one of the fundamental reasons for this situation. The high rate of informal employment is also influenced by factors such as production carried out by members of the same family and the prevalence of unpaid family labour in this production.

266 To address the issue of the majority of farmers being unable to regularly pay social security premiums and thus unable to benefit from many rights provided by the social security system, changes were made to the Social Insurance Procedures Regulation. These changes restructured the premium payment dates for self-employed farmers who work independently under their own name and account. Effective from January 1, 2022, the regulation allows these insured individuals to pay their premiums for the January-June period by the end of July and for the July-December period by the end of January of the following year.

267 This adjustment ensures that agricultural insured individuals can pay their insurance premiums during periods when they generate income from product sales and have higher payment capacity, without being subject to late payment penalties or interest. Farmers' primary source of income is the revenue from the sale of the crops they grow, and this income is directly proportional to the quantity of crops they harvest. However, the nature of agricultural production, which is dependent on natural conditions, leaves farmers facing the problem of income insecurity. Natural disasters such as drought, floods, frost, untimely rain, storms and fires can cause significant damage to farmers and even result in no income for an entire year. To compensate farmers for such losses, the Agricultural Insurance Law No. 5363 was enacted in 2005. This law has been an important step in protecting farmers against natural disasters and ensuring the sustainability of agricultural production.

268 In addition to mandatory social insurance aimed at providing income and livelihood security for farmers, various tools such as compensation for losses due to crop damage caused by natural disasters, keeping agricultural input prices low through government intervention, implementing minimum price guarantees for their products, providing price difference payments and offering agricultural insurance support provide significant benefits. These tools offer protection not only against traditional risks such as illness, maternity, disability and unemployment but also against risks arising from market or environmental conditions. The support provided to farmers by the state, while falling outside the traditional social security system, can be considered within the framework of an expanded social security concept.

269 The agricultural sector in Türkiye largely relies on small and medium-sized enterprises,





which highlights the limited economic sustainability and growth potential. Small-scale enterprises often operate with low productivity due to limited land size and resources. This situation leads to subsistence-level agricultural production and a high rate of informal employment. To increase productivity and competitiveness in the agricultural sector, it is crucial to encourage the transition to larger-scale and more efficient enterprises and develop policies aimed at enhancing the capacity of existing small-scale enterprises. In this context, agricultural development cooperatives play a critical role in strengthening small-scale enterprises and establishing a sustainable structure in the sector.

270 The contract farming model stands out as an important tool for enhancing the sustainability and quality of agricultural employment in rural areas. This model, through contracts between farmers and agricultural enterprises or buyers, ensures the planning of production processes and guarantees the sale of products. This approach reduces income uncertainty for farmers while also enhancing job security. In this context, the widespread adoption of the contract farming model in rural areas will support economic sustainability and improve the quality of employment within the framework of decent work principles. One of the significant components of agricultural employment in our country is seasonal agricultural labour.

271 Seasonal agricultural workers consist of individuals who migrate from their own provinces to different regions to engage in agricultural activities and work in the agricultural sector on a seasonal basis. These workers participate in agricultural production processes in different regions during specific months of the year and then return to their permanent residences. In the regions they migrate to, they carry out agricultural activities that cannot be sustained by the local workforce, making significant contributions to the continuity and productivity of agricultural production. Seasonal agricultural workers play a critical role in ensuring the continuity of agricultural production in Türkiye.

272 Under the coordination of the MoLSS, with contributions from all relevant public institutions and organizations, various regulations have been implemented to improve the working and living conditions of seasonal agricultural workers. In this context, circulars numbered 2010/6, 2017/6 and 2024/5 have been issued. In line with these circulars, accommodation areas have been established for seasonal agricultural workers, which are located away from disaster risks, enclosed, equipped with access to clean water, environmental lighting and basic facilities such as toilets and bathrooms. Additionally, classrooms to ensure children's access to educational services and health rooms for the provision of healthcare



services are also included in these areas. These regulations aim to ensure that seasonal agricultural workers live and work in safer and healthier conditions.

273 Achieving sustainable development in rural areas is possible not only through an agriculture-focused approach but also through a multifaceted development strategy that encompasses economic, social, environmental and institutional dimensions, as well as a multi-actor governance strategy. Therefore, sustainable rural development can be realized through a multi-sectoral perspective where different sectors contribute to rural development, rather than focusing on a single sector. To achieve this, it is necessary to adopt comprehensive sustainable development approaches, such as supporting economic development in rural areas, creating new employment opportunities, strengthening technological infrastructure, ensuring food security, producing renewable raw materials, promoting agritourism, improving the natural environment, conserving natural resources, enhancing the physical, social and cultural infrastructure of rural settlements, increasing education levels and expanding internet access. Additionally, it is crucial for the relevant ministries to prepare printed and visual materials such as spot films, documentaries, brochures, etc., within their scope of duty and authority to promote these multifaceted sustainable development approaches to the public.

274 Under the Twelfth Development Plan, rural development has been positioned under the axis of "Disaster-resilient living spaces and sustainable environment." This axis includes policies aimed at increasing the resilience of settlements and communities against disasters, protecting the environment, improving the quality of life in urban and rural areas and reducing regional development disparities. Within this framework, the goal is to sustainably develop rural areas and make them more resilient to disasters, while also aiming to enhance environmental sustainability and social welfare.

275 To ensure Türkiye's development, implementing a well-planned and comprehensive rural development strategy is of great importance. The "National Rural Development Strategy (UKKS-III) 2021-2023," prepared in this direction, offers various solutions to determine rural development policies at the national level and ensure sustainable development. In this context, the Strategy aims to contribute significantly to the country's overall development process by establishing policies to promote economic development in rural areas, improve social infrastructure and ensure environmental sustainability.

276 Agricultural activities being carried out in areas surrounded by natural beauty turn these regions into attractive destinations for people seeking to escape the intense stress of urban life,



simultaneously transforming them into tourism destinations. Although the development of tourism is often perceived as a threat to agriculture, urban life distancing people from nature has increased the desire to return to rural areas, leading to the emergence of a new tourism sector known as agritourism. Agritourism reunites urban dwellers with nature and greenery while becoming an effective tool for rural residents in the fight against poverty.

277 The services offered in agritourism being provided by people living in rural areas contributes to job creation in these regions and revitalizes the local economy. Additionally, agritourism makes significant contributions to the development of local culinary culture, increased intercultural interaction and the spread of environmental awareness. Thus, while agriculture and tourism develop together, it becomes possible to support rural development and create a sustainable economic model.

278 However, agritourism alone will not be sufficient to ensure sustainable development in rural areas. Steps must also be taken to develop other types of tourism, such as sea, sports, faith and culture, congress and health tourism, in suitable regions. These diversified tourism strategies will diversify economic activities in rural areas, supporting sustainable development and strengthening local economies. The widespread adoption of such tourism activities in rural areas will also contribute to reducing regional development disparities and improving the quality of life for rural populations. In light of all this information, it is known that tourism does not disrupt agricultural activities but rather supports them. To eliminate the negative perception in this regard, it is important to present informative, enlightening and encouraging content in various forms through appropriate channels to the target audience.

4.2 MAIN OBJECTIVE

The main objective is to control rural-to-urban migration trends by increasing economic diversity in rural areas, strengthening initiatives for rural development, improving public services to enhance inclusive and formal employment in rural areas, improving the working and living conditions of seasonal agricultural workers and ensuring a just transition to improve sustainable employment in rural areas.



4.3 POLICIES

1. By activating education and publication services in the agricultural sector, the education and qualification level of the workforce will be increased and their adaptability will be enhanced.
2. Working and living conditions of groups requiring special policies will be improved by making public services in rural areas more efficient.
3. Regional analysis studies will be conducted for rural development and alternative income sources will be created.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

**C-CONCLUSION
(MONITORING,
EVALUATION AND
COORDINATION)**



CONCLUSION (MONITORING, EVALUATION AND COORDINATION)

The fundamental policies and objectives of the NES, prepared under the Türkiye Century vision to guide our country's employment policies, will be implemented through Action Plans designed for the 2025-2028 period. The Action Plans will be executed under the coordination of the MoLSS General Directorate of Labour and with the contributions and support of the institutions and organizations specified as responsible and collaborative in the Action Plans.

The status of the measures included in the 4-year Action Plans for the relevant year and period will be monitored twice a year through numerical performance indicators. The monitoring process will be carried out through the Ministry's Action Plans Monitoring System (izleme.csgb.gov.tr). Following the data entries made by the responsible and collaborating institutions and organizations on this digital platform, Current Status Monitoring and Evaluation Reports will be prepared.

These reports will be evaluated in Monitoring, Evaluation and Coordination Meetings held twice a year under the chairmanship of the Deputy Minister of Labour and Social Security, and the finalized reports will be shared on the Ministry's website. Action Plans can be revised at the meetings to be held at the end of the year, taking into account the changes and transformation in working life, current developments and problems encountered in practice.

Temporary or permanent technical committees may be established by the Ministry if needed to monitor the Action Plans.

For the most effective implementation of the NES Action Plans, which have been put into practice with the aim of finding permanent solutions to our country's unemployment problem, contributing to sustainable development and providing decent work opportunities for all citizens living in our country, it is of great importance that all stakeholders of working life contribute and participate in the implementation process and that the responsibilities included in the measures are fulfilled in cooperation and coordination with the relevant institutions and organizations in a complete and effective manner.

At this point, our Ministry is obliged to ensure that the necessary care is taken within the scope of the monitoring process of the Action Plans and to implement all the works and procedures in order to manage the process in the most effective way within the framework of social dialogue understanding.

NATIONAL EMPLOYMENT STRATEGY 2025-2028

T.C. ÇALIŞMA VE
SOSYAL GÜVENLİK BAKANLIĞI



NATIONAL EMPLOYMENT STRATEGY 2025-2028

D-ACTION PLANS

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**
POLICY 1.1. The skills ecosystem of Türkiye will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.1.1	Vocational and technical secondary education programs will be prepared/updated in collaboration with the relevant sector in line with national occupational standards, national and international qualifications, technological developments, and the twin transition.	MoNE-General Directorate of Vocational and Technical Education	MoLSS VQA TEO Relevant Institutions and Organizations	2028	The flexibility of vocational and technical secondary education programs will be increased by organizing education services on the skills axis. In this framework, programs will be updated to meet the needs of the labour market.
1.1.2	Vocational and technical Anatolian high school teachers will be adapted to new skills and training tools.	MoNE-General Directorate of Vocational and Technical Education	MoLSS Professional Organizations Sectoral Organizations Relevant Institutions and Organizations	2028	Vocational and technical Anatolian high school teachers will be adapted to the requirements of green and digital transformation and their mastery of the relevant curriculum and educational tools will be sustainably increased.
1.1.3	Adaptation of vocational school teaching staff to new skills and training tools will be ensured.	CoHE	MoLSS Higher Education Institutions Professional Organizations Sectoral Organizations Relevant Institutions and Organizations	2028	Faculty members' adaptation to the requirements of the green and digital transition will be ensured, and their mastery of relevant skills and educational tools will be sustainably enhanced. Higher education institutions will be requested to provide training on the subject for faculty members.
1.1.4	Public-private sector cooperation in vocational and technical education will be increased.	MoNE-General Directorate of Vocational and Technical Education CoHE	MoLSS UCCE TCEA TCEA SOOIZs Higher Education Institutions	2028	Incentives for private schools providing vocational and technical education will be updated and continued in line with sectoral needs. Vocational and technical Anatolian high schools and vocational training centers will be established within Organized Industrial Zones (OSBs) and Technoparks. Through advisory boards, the contribution of the private sector to vocational schools will be increased. Coordination efforts will be carried out to increase the number of vocational schools within OIZs and Technoparks and to expand the number of students receiving vocational training in enterprises as part of vocational school programs.

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**
POLICY 1.1. The skills ecosystem of Türkiye will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.1.5	The necessary information for developing skills alignment in the green and digital transformation process will be included in the relevant course textbooks.	MoNE-Council of Education and Morality	MoLSS MoEUCC Relevant Institutions and Organizations	2027	While preparing textbooks, content related to green and digital skills will be considered with a systematic and holistic approach. The designated textbooks for grades 1 to 8 will be updated to enhance skills alignment in the green and digital transformation process.
1.1.6	Necessary updates will be made in departments/programs identified as requiring green and digital transformation.	CoHE	MoLSS VQA TEO Higher Education Institutions Sectoral Organizations Professional Organizations	2028	Higher education programs will be aligned more closely with labour market demands, contributing to the development of a workforce highly adaptable to green and digital transformation. Necessary adjustments will be made by higher education institutions based on the areas and needs identified by the MoLSS and VQA within the framework of relevant action items.
1.1.7	The workshop, laboratory, and classroom infrastructures and equipment of vocational and technical Anatolian high schools will be modernized to facilitate the acquisition of green and digital skills.	MoNE-General Directorate of Vocational and Technical Education	MoLSS PSB UCCE Relevant Institutions and Organizations	2028	Within the scope of the green transformation, the technological infrastructure of workshops will be improved and enhanced to train the qualified workforce required by firms. In this context, studies will be conducted on Standard Equipment, Standard Architectural Layout Plans, and Needs Analysis for the relevant infrastructure and equipment.
1.1.8	Green transformation skills will be disseminated through formal and non-formal education channels of universities.	CoHE	MoLSS VQA Higher Education Institutions Sectoral Organizations Professional Organizations	2028	The green and digital transformation skills to be determined in accordance with the relevant action items of the MoLSS and the VQA, along with sector evaluations, will be shared with higher education institutions through the CoHE. Efforts will be made to ensure that the existing and potential workforce has access to qualified knowledge in the area of green transformation, enabling the development of skills in areas such as environmental and social impact assessment, management, reporting, and risk management.

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**
POLICY 1.1. The skills ecosystem of Türkiye will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.1.9	Efforts will be made to develop a workplace monitoring and evaluation model for apprenticeship training.	MoNE-General Directorate of Vocational and Technical Education	MoLSS TCEA Professional organizations	2025	To develop a workplace monitoring and evaluation model for apprenticeship training, efforts will be made to review the provisions related to the inspection of vocational training workplaces in the Regulation on Practical Training Workplaces and Their Supervision, as well as in the Ministry of National Education's Regulation on Secondary Education Institutions.
1.1.10	Training programs for the tourism sector will be updated considering the participation criteria of the Türkiye Sustainable Tourism Program.	MoNE - General Directorate of Vocational and Technical Education	MoLSS MoCT CLSSTR TEO	2025	To ensure the effective implementation of the criteria of the Türkiye Sustainable Tourism Program, training programs in the relevant fields of vocational and technical Anadolu high schools will be updated within the framework of sustainability principles.
1.1.11	Lawyers specializing in disruptive technologies, law and ethics will be trained, and studies will be carried out to increase workforce capacity in this field.	CoHE	Ministry of Justice DTO TURKPATENT UMT JAT Higher Education Institutions	2028	This action will be implemented through courses and theses on artificial intelligence and advanced technologies at undergraduate, graduate and doctoral levels in faculties of law and related departments, and at the Turkish Justice Academy. For other lawyers, the capacity and quality of the workforce in this field will be increased through trainings focusing on disruptive technologies, especially artificial intelligence.
1.1.12	Efforts will be made to raise awareness of teachers and students regarding the professions of the future.	MoNE TEO	MoLSS Professional Organizations Non-Governmental Organizations Social Partners	2028	Workshops on the professions of the future will be held regularly on a regional basis. Information will be provided to both young people and teachers on what kind of equipment they should have for the professions of the future, and young people will be prepared more easily for the future with innovative modules to be created

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**
POLICY 1.1. The skills ecosystem of Türkiye will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.1.13	Occupations in the Turkish Dictionary of Occupations will be updated and public employment services will be developed in this framework.	TEO	MoLSS Higher Education Institutions Professional Organizations Relevant Institutions and Organizations	2028	Professions in the Turkish Dictionary of Professions will be defined in terms of skills, digital skills, tasks, knowledge, competencies and tools and equipment and will be published on the portal to be established. The consultancy and matching services provided by İŞKUR will be developed within this framework.
1.1.14	Professions that develop with the green and digital transformation will be identified and national occupational standards and national qualifications will be prepared or existing standards and qualifications will be updated.	VQA	MoLSS MoEUCC MoIT TEO Professional Organizations Relevant Institutions and Organizations	2028	Through the Green Transformation and Smart Agriculture and Digital Transformation and Artificial Intelligence Advisory Boards established within the VQA, prominent professions within the scope of green and digital transformation will be identified and vocational standard and qualification studies will be carried out within this framework.
1.1.15	Examination and certification infrastructure will be established for professions that develop with the green and digital transformation, and new skills emerging in existing professions will be reflected in the examination and certification processes.	VQA	MoLSS CLSSTR Relevant Institutions and Organizations	2028	In the newly determined national qualifications within the scope of green and digital transformation, organizations will be authorized to conduct examinations and certifications within a system based on quality assurance and the number of certified people in these professions will be increased.

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**

POLICY 1.2. The impacts of the green and digital transformation processes on working life will be determined by considering all opportunities and risks, and just transition policies will be developed.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.2.1	Sectoral and regional analyses will be carried out to reveal the changing skill requirements and the risk of job loss and new job opportunities due to green and digital transformation.	MoLSS- General Directorate of Labour	MoEUCC MoIT VQA TEO Professional Organizations Social Partners	2028	Analyses will be conducted on the effects of transformation on working life and regional impacts, with a focus on sectors covered by the Carbon Border Adjustment Mechanism. Based on the findings of these analyses, just transition roadmaps will be prepared for priority sectors or regions.
1.2.2	Studies will be conducted to identify the potential effects of artificial intelligence applications in the working life and to address associated risks.	MoLSS-General Directorate of Labour LSSTRC	MoIT ITCA DTO TEAMI Sectoral Organizations Social Partners Relevant Institutions and Organizations	2027	Efforts will be made to address the impact of artificial intelligence applications on working life, particularly the risk of job loss, alongside of regulations on monitoring, surveillance, and tracking in a way that safeguards personal rights and protects employee privacy and data security. Additionally, training activities will be organized for the public and/or private sector to raise awareness of artificial intelligence among employees.
1.2.3	A national just transition strategy will be prepared to manage the social impacts of green and digital transformation.	MoLSS-General Directorate of Labour	MoFSS MoEUCC MoIT PSB TEO Professional Organizations Sectoral Organizations Social Partners Relevant Institutions and Organizations	2026	Taking into account the findings of sectoral and regional analyses, an integrated just transition strategy will be prepared to mitigate the risks of deepening inequalities in labour markets and maximize the gains that the transformation process will deliver

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**

POLICY 1.2. The impacts of the green and digital transformation processes on working life will be determined by considering all opportunities and risks, and just transition policies will be developed.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.2.4	Efforts will be carried out to create a skills inventory for green and digital transformation, identify the skills gap and implement programs to address the identified skills gap.	MoLSS-General Directorate of Labour TEO	MoNE VQA CoHE Higher Education Institutions Professional Organizations Social Partners	2028	Within the scope of green and digital transformation, working groups will be established by the MoLSS to identify labour force and skill needs at sectoral level. Skills inventory will be prepared by İŞKUR and studies will be carried out to increase the skills needed and likely to be needed in the transformation process with the participation of institutions providing vocational education, including higher education institutions.
1.2.5	Efforts will be made to develop digital skills in apprenticeship training.	MoNE-General Directorate of Vocational and Technical Education	MoLSS TEO UCCE TCEA	2028	Efforts will be made to expand the pilot system implemented in the triangle of school, apprentice/journeyman, and workplace to a broader audience, along with studies on the effects of digital transformation on the apprenticeship system and raising awareness about the importance of digitalization in on-the-job training.
1.2.6	The adaptation process of the labour market to green and digital transformation will be supported through active labour market programs.	TEO	MoNE Higher Education Institutions Professional Organizations Sectoral Organizations	2028	Projects will be developed to address labour market needs arising from green and digital transformation processes, and on-the-job training programs and vocational training courses will be implemented to meet these needs.
1.2.7	Certificate programs to train green transformation experts and digital transformation experts will be prepared and implemented.	CoHE	MoLSS VQA Higher Education Institutions Relevant Institutions and Organizations	2028	With the certification programs to be established, training programs will be organized by professionals and academicians who are experts in the field of green and digital transformation.

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**

POLICY 1.2. The impacts of the green and digital transformation processes on working life will be determined by considering all opportunities and risks, and just transition policies will be developed.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Coordinate With	Time	Description
1.2.8	Training/awareness-raising programs will be organized on dynamics of green transformation and its impact on labour market.	MoLSS-General Directorate of Labour	MoEUCC MoNE MoIT CLSTR TEO Professional Organizations Relevant Institutions and Organizations	2026	In order to take proactive measures to protect and improve employment during the transformation process, awareness-raising activities will be carried out on the effects of green transformation on working life.
1.2.9	Awareness of occupational health surveillance will be increased among those working in professions that are prominent in green and digital transformation and those who transition from education to work life.	MoLSS-General Directorate of Occupational Health and Safety	MoNE Ministry of Health CoHE Higher Education Institutions	2028	Awareness raising programs will be prepared by coming together with academics working in the fields such as health effects, health surveillance, health protection ways related to green and digital professions. Programs will be customized based on the type of awareness.
1.2.10	Vocational trainings and skills development programs will be organized to strengthen the sustainable employment of groups requiring special policies, especially women, in green and digital jobs.	MoNE-General Directorate of Lifelong Learning İŞKUR	MoLSS Professional Organizations Social Partners Relevant Institutions and Organizations	2028	In order to prevent groups requiring special policies from being adversely affected by transformation processes and withdrawing from the labour market, it is envisaged to provide trainings for these groups to gain green and digital skills and improve their skills within the scope of Active Labour Market Programs and Lifelong Learning Programs.
1.2.11	Events will be organized to bring together professionals and employers working in the field of green transformation.	TEO	MoLSS MoEUCC VQA CoHE Higher Education Institutions Professional Organizations Relevant Institutions and Organizations	2026	In order to contribute to the green transformation processes of enterprises and to encourage interest in this field, "Green Labour Force Meeting" events will be organized to bring together green transformation professionals and enterprises. These events will create new job opportunities for professionals working in the field of green transformation and will also contribute to the development of green skills in SMEs.

**KEY POLICY AREA 1:
IMPROVING GREEN AND DIGITAL TRANSFORMATION
AND SKILLS ALIGNMENT IN LABOUR MARKETS**

POLICY 1.3. The effectiveness of employment policies to ensure skills alignment at the sectoral and regional levels will be improved.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Coordinate With	Time	Description
1.3.1	The knowledge and skills of the workforce in the steel, aluminum, electricity, cement, construction, automotive, and textile and ready-made clothing sectors will be enhanced in areas such as digitalization, circular economy, and energy efficiency.	LSSTRC	MoLSS MoENR MoIT VQA TEO Professional Organizations Sectoral Organizations Social Partners Relevant Institutions and Organizations	2028	A training needs analysis will be conducted by LSSTRC for the relevant sectors. Based on the results of the analysis, LSSTRC will develop training modules addressing common priority areas for these sectors.
1.3.2	The impact of automation processes on the labour market will be analysed.	TEO	MoLSS MoNE MoIT Professional Organizations Sectoral Organizations Social Partners Relevant Institutions and Organizations	2028	Low- and high-automation areas will be identified within a sectoral framework, and a comprehensive analysis will be carried out to assess the impact of automation on the labour market.
1.3.3	Labour market statistics will be developed through participatory processes to improve sector/region-specific employment measures.	MoLSS-General Directorate of Labour	TURKSTAT SSI TEO Professional Organizations Sectoral Organizations Social Partners	2026	A working group will be established under the coordination of the MoLSS with the participation of TurkStat and İŞKUR, and other labour market stakeholders. This group will enhance evidence-based policymaking capacity by developing data and statistics on labour supply and demand in sectors undergoing change and in provinces where the societal impacts of these changes are observed.



ACTION PLANS

KEY POLICY AREA 1: IMPROVING GREEN AND DIGITAL TRANSFORMATION AND SKILLS ALIGNMENT IN LABOUR MARKETS

POLICY 1.3. The effectiveness of employment policies to ensure skills alignment at the sectoral and regional levels will be improved.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
1.3.4	Provincial employment action plans will be prepared in line with the labour market dynamics of the provinces, and the implementation processes of the action plans will be effectively monitored.	TEO	MoLSS MoNE Higher Education Institutions Relevant Institutions and Organizations	2026	In order to meet the prominent skill requirements in provinces, employment action plans will be prepared and implemented by Provincial Employment and Vocational Training Boards under the coordination of Provincial Directorates of Labour and Employment Agency, focusing on region-specific challenges and needs based on local labour market dynamics. Annual monitoring and evaluation reports on these action plans will be submitted to İŞKUR and the MoLSS to ensure the necessary coordination at the national level.
1.3.5	The effectiveness and prevalence of internship programs and vocational training in enterprises will be increased to improve university-industry cooperation.	CoHE	MoLSS MoIT Higher Education Institutions Professional Organizations Sectoral Organizations Relevant Institutions and Organizations	2028	In order to facilitate the transition from university to working life, university internship programs will be reorganized by evaluating good practice examples. In this context, vocational training in enterprises will be increased.
1.3.6	The number of trained personnel in this field will be increased by organizing training programs for the development of e-commerce.	MoNE-General Directorate of Lifelong Learning CoHE	MoLSS Ministry of Trade TEO Relevant Institutions and Organizations	2028	The number of courses and certification trainings on digital marketing and foreign marketplace account management, and the number of personnel trained in this field will be increased to meet the labour force need in this field.
1.3.7	As part of the twin transformation, virtual employment fairs will be organized to bring together job seekers with enterprises operating in the green jobs and IT sector.	TEO	Professional Organizations Sectoral Organizations Relevant Institutions and Organizations	2028	Virtual employment fairs themed around green, digital, and twin transformation will be organized annually during the 2024-2028 period to connect job seekers with companies operating in these sectors.



NATIONAL EMPLOYMENT STRATEGY 2025-2028

KEY POLICY AREA 2: PROMOTING INCLUSIVE EMPLOYMENT

POLICY 2.1. By increasing women's labour force participation and employment rates, equal opportunities for women and men in the working life will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.1.1	Awareness-raising and capacity-building initiatives will be conducted to combat gender-based discrimination in working life.	MoLSS-General Directorate of Labour	MoFSS UTCA TURKSTAT Relevant Public Institutions and Organizations Social Partners International Organizations NGOs	2028	At the sectoral and regional levels, written, printed, visual, and digital materials will be created and/or training sessions will be provided to promote equal opportunities for women and men, which is one of the conditions of decent work, reduce the gender pay gap, eliminate all forms of gender-based discrimination in the working life, and raise societal awareness about the importance of women's participation in labour force
2.1.2	Awareness-raising activities will be carried out to foster an entrepreneurial culture among women.	MoFSS-General Directorate of Status of Women	MoLSS MoIT TEO SMEEDO MoYS Ministry of Trade TRT RTSC Professional Organizations Universities NGOs	2028	Short films, documentaries, brochures, and other printed and visual materials on women's entrepreneurship will be produced to enhance women's knowledge and awareness on the subject.
2.1.3	Support will be provided for groups requiring special policies, especially women, to be more involved in the entrepreneurship ecosystem.	KOSGEB	MoFSS MoLSS TEO Social Partners Professional Organizations	2027	It will be ensured that entrepreneurship will be mainstreamed among groups requiring special policies and that women and young people will be supported to start their businesses by improving their entrepreneurship skills.
2.1.4	Women will be empowered to more effectively engage in lifelong learning programs aimed at enhancing their vocational skills.	MoNE-General Directorate of Lifelong Learning	MoYS TEO Relevant Public Institutions and Organizations International Organizations	2028	To foster women's economic participation, promotional and guidance activities will be conducted regarding non-formal education opportunities and courses offered by public education centers, ensuring women's increased engagement with these programs.

KEY POLICY AREA 2: PROMOTING INCLUSIVE EMPLOYMENT

POLICY 2.1. By increasing women's labour force participation and employment rates, equal opportunities for women and men in the working life will be strengthened.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.1.5	Inclusive activities will be implemented to promote women's greater presence and active participation in trade union organizations.	MoLSS-General Directorate of Labour	MoFSS TEO Social Partners Professional Organizations	2027	Collaboration with social partners will be strengthened to assess the gender composition of trade unions, increase the number of women union members, and enhance their representation in decision-making bodies, while raising awareness on gender equality in this context.
2.1.6	Actions will be taken to expand institutional childcare services as part of efforts to increase women's labour force participation.	MoFSS- General Directorate of Child Services	PSB MoFSS MoEUCC MoTF MoNE MoIT UMT Mol Social Partners International Organizations	2026	A technical working group will be established within the field of institutional childcare services to assess the current situation and needs, identify challenges and solutions, and formulate policy recommendations to promote women's employment.
2.1.7	Awareness-raising activities will be conducted to promote women's participation in leadership and decision-making processes for staff working in public institutions and organizations.	MoFSS-General Directorate of Status of Women	MoLSS CLSSTR Relevant Public Institutions and Organizations	2027	Activities (such as workshops, seminars, and conferences) will be organized to raise awareness among personnel in public institutions and organizations, with the primary objective of enhancing institutional capacities to increase women's participation in leadership and decision-making processes.
2.1.8	Efforts will be made to empower women through cooperatives.	Ministry of Trade - General Directorate of Tradesmen, Craftsmen and Cooperatives	MoFSS MoLSS MoEUCC MoIT NGOs	2028	To enhance women's participation in the labour market through cooperatives, women's cooperatives will be supported in areas such as production, sales, and marketing, with a focus on providing training, consultancy, project, and financial support to strengthen and sustain these cooperatives.
2.1.9	Activities will be intensified in order to nurture female labour force in the field of informatics.	TEO	MoLSS MoNE CoHE ITCA VQA CLSSTR Professional Organizations NGOs	2026	To increase the representation of women in the information and communication technology (ICT) sector, vocational training programs will be expanded in areas such as databases, software development, network technologies, digital marketing, computer games and applications, and information security.

KEY POLICY AREA 2: PROMOTING INCLUSIVE EMPLOYMENT

POLICY 2.2. Activities will be carried out to reduce unemployment by strengthening the link of youth and NEETs with the labour market.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.2.1	Employment opportunities of young people graduating from high school or higher education will be increased by providing them with vocational skills and competencies.	MoNE-General Directorate of Vocational and Technical Education	TEO TRT Relevant Public Institutions and Organizations Social Partners	2028	Vocational and technical education programs will be implemented in the occupational field demanded by individuals in line with their interests, wishes and abilities in order to provide vocational skills and competencies in the fields and branches needed for young people graduating from high school or higher education.
2.2.2	A common database will be established to track the young labour force graduating from vocational and technical secondary education institutions.	MoNE-General Directorate of Vocational and Technical Education	TURKSTAT SSI TEO CoHE	2028	Vocational and technical secondary education graduates' employment processes will be monitored through a database created by integrating data from TurkStat, İŞKUR, SSI, and CoHE.
2.2.3	Career counselling activities will be carried out to enable young people to make career choices in line with their talents and to develop their skills in line with the expectations of the work life.	TEO	HRO MoLSS Relevant Public Institutions and Organizations Universities	2028	The number of consultations conducted by İŞKUR Job and Vocational Counselors, designated as "Career Counselors" on the Talent Gateway - a digital interaction platform for young people, employers, and career centers will be increased to support young people's career awareness. Additionally, Job Club and vocational counselling services will be provided for young people aged 15-24.
2.2.4	Data that will contribute to policies aimed at increasing youth participation in the labour market will be generated.	TURKSTAT	MoFSS SSI TEO Social Partners	2025	A special thematic study titled "Youth in the labour Market" will be conducted to assess the current status of young people in the labour market. This study will be carried out simultaneously with the Household Labour Force Survey alongside European Union countries.



**KEY POLICY AREA 2:
PROMOTING INCLUSIVE EMPLOYMENT**

POLICY 2.2. Activities will be carried out to reduce unemployment by strengthening the link of youth and NEETs with the labour market.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.2.5	Activities focused on scientific and social topics will be carried out to enhance university students' employability.	TEO	CoHE Relevant Public Institutions and Organizations	2025	Through the Youth Program implemented by İŞKUR, university students will be enabled to participate in various activities at their universities without disrupting their education. These activities will include scientific research, sustainable campus initiatives, social and cultural events, academic and administrative tasks, as well as digital transformation and innovation projects.
2.2.6	Local-level vocational training programs will be organized for young people classified under the NEET category.	TEO	MoFSS MoNE MoIT CLSSTR Relevant Public Institutions and Organizations Universities Development Agencies Regional Development Administrations	2026	To facilitate the labour market entry of young people classified under NEET, active labour market programs will be implemented to enhance their qualifications in line with their skills and abilities, particularly in innovative fields such as software. Additionally, cooperation between vocational high schools and industries will be strengthened to develop the vocational skills and competencies required by the industrial sector.
2.2.7	Research studies will be conducted on individuals classified under the NEET category.	PSBO	MoFSS MoLSS MoYS TURKSTAT Relevant Public Institutions and Organizations Social partners	2025	Through the research conducted, the reasons for the lack of education and employment among groups classified under the NEET category will be identified, and policy recommendations will be developed to facilitate their integration into the labour market.



**KEY POLICY AREA 2:
PROMOTING INCLUSIVE EMPLOYMENT**

POLICY 2.3. Efforts will be implemented to increase the labour force participation and employment rates of the disabled and the elderly.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.3.1	Vocational programs for individuals with disabilities who have special education needs will be updated.	MoNE-General Directorate of Special Education and Guidance Services	MoFSS TEO CLSSTR Relevant Public Institutions and Organizations Universities NGOs	2025	The curriculum in schools providing vocational training for individuals with disabilities who have special education needs will be updated to ensure that these individuals acquire vocational skills and enhance their employability.
2.3.2	Studies will be conducted to evaluate the quota implementation related to the mandatory employment of individuals with disabilities and ex-convicts.	MoLSS-General Directorate of Labour	MoFSS SSI TEO Social Partners Professional Organizations NGOs	2026	Analysis/research will be conducted on the quota implementation specified in Law No. 4857, evaluating the current status of the provision and preparing policy recommendations.
2.3.3	The awareness of the supports provided and services implemented for the employment of individuals with disabilities will be increased and efforts will be made to promote them widely.	TEO	Relevant Public Institutions and Organizations Social partners MoFSS MoLSS MoTF SSI	2027	Activities will be carried out to increase the visibility and effectiveness of public employment services and support mechanisms provided to enable individuals with disabilities to actively participate in the labour market and establish their own businesses.
2.3.4	Efforts will be made to enhance the vocational skills of the elderly population.	TEO	MoLSS MoIT Relevant Public Institutions and Organizations	2028	In order to regulate economic activities within the framework of the needs of the aging population, to ensure economic development and to increase the welfare level of the elderly, the effectiveness of active labour market programs will be increased in order to ensure the continuity of vocational skills while the middle-aged population is still in the working life and to update their skills.



**KEY POLICY AREA 2:
PROMOTING INCLUSIVE EMPLOYMENT**

POLICY 2.4. Considering the dynamics of the labour market, the connection of individuals involved in international labour migration to working life will be strengthened, and the registered employment of foreign labour will be supported.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
2.4.1	The effectiveness of inspections in sectors with a high number of foreign workers will be enhanced.	MoLSS- Department of Guidance and Inspection SSI	MoLSS Ministry of Interior TEO	2028	Foreigners working in Türkiye, whether as employees or self-employed, are subject to work permits, and administrative sanctions are imposed in cases of unauthorized employment. In this context, inspections targeting foreign workers will take into account sectors with a high concentration of foreigners during the planning and implementation phases of scheduled inspections.
2.4.2	Efforts will be made to identify sectors in our country that require skilled foreign labour and to address this need.	MoLSS- Directorate General for International Labour Force	MoNE VQA MoIT TEO CoHE	2027	Considering twin transformation processes, studies will be conducted on skilled foreign labour based on fields, occupations, or sectors. Subsequently, areas requiring internationally qualified labour will be identified, and practices will be designed to bring knowledge and experience from various professional fields to our country.
2.4.3	As part of reverse brain drain efforts, the return of our citizens working abroad particularly in occupations critical to our country's needs, will be facilitated.	TÜBİTAK	TEO PTARC TURKSTAT Relevant Public Institutions and Organizations Professional Organizations Social Partners NGOs	2025	To effectively manage its human resources in academic and scientific research fields, incentives and support will be provided to ensure that both existing talents remain in the country and that skilled researchers return to our country.
2.4.4	Studies will be conducted to analyze the potential effects of the return of individuals under temporary protection on the labour market and to develop concrete and feasible policies for managing these effects.	TEO	MoLSS SSI Relevant Public Institutions and Organizations	2025	A detailed analysis will be conducted on the effects of the return process of individuals under temporary protection on our country's labour market, examining the sectoral and regional changes that may arise from these returns, their impact on the domestic labour force, and the changes in labour demand and supply, leading to the formulation of policy recommendations.



**POLICY AREA 3: STRENGTHENING SOCIAL
PROTECTION-EMPLOYMENT RELATIONSHIP**

POLICY 3.1. Fundamental rights in working life will be protected, discrimination will be combated and decent work will be supported.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
3.1.1	Efforts will be carried out to protect and develop fundamental rights in working life.	MoLSS-General Directorate of Labour	Ministry of Trade Ministry of Interior CLSSTR TEA Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations Private Sector NGOs	2028	Based on the UN Guiding Principles on Business and Human Rights, awareness will be raised among all relevant stakeholders, particularly companies, regarding the criteria introduced for decent work and supply chains as part of the implementation of the "National Guiding Principles on Working Life" prepared by the Ministry of Labour and Social Security in 2022. Additionally, coordination and cooperation among all parties in working life will be ensured through a social dialogue approach.
3.1.2	Awareness will be raised among micro-enterprises, tradesmen and artisans regarding the criteria for decent work and the due diligence in supply chains.	MoLSS- Directorate General of Foreign Relations and the European Union	Ministry of Trade Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations NGOs	2028	Reporting will be conducted on international developments regarding the due diligence in companies' supply chains particularly concerning countries with which there are intense bilateral trade relations and regulatory activities within international organizations. To protect and increase our national exports, the criteria established in this area will be shared with relevant ministries and institutions both within and outside the Ministry, necessary coordination will be ensured, and awareness-raising activities will be organized.
3.1.3	Materials related to occupational health rights in working life will be prepared.	MoLSS-General Directorate of Occupational Health and Safety	CLSSTR Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations	2025	Various materials (brochures, guides, posters, documents, etc.) will be prepared and published regarding the rights of employees under the Occupational Health and Safety Law and the legal requirements that must be fulfilled related to health monitoring.

**POLICY AREA 3: STRENGTHENING SOCIAL
PROTECTION-EMPLOYMENT RELATIONSHIP**

POLICY 3.1. Fundamental rights in working life will be protected, discrimination will be combated and decent work will be supported.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
3.1.4	The effectiveness of protective and preventive mechanisms to prevent child labour will be enhanced.	MoLSS-General Directorate of Labour	TURKSTAT Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations Private Sector NGOs	2028	The impact of the 2017-2023 National Program on Elimination of Child Labour will be evaluated, and the preparation of a comprehensive policy document focused on children's rights will be initiated. Monitoring, tracking, and guidance mechanisms will be strengthened. The awareness and knowledge levels of all stakeholders in the combatting child labour will be improved, and cooperation and coordination will be enhanced through a social dialogue approach.
3.1.5	The legislative framework regarding the child labour and employment of young worker will be strengthened.	MoLSS-General Directorate of Labour	SSI - TEO Relevant Public Institutions and Organizations	2026	Necessary revisions will be made in the relevant legislation and areas concerning the child labour and employment of young workers.
3.1.6	Data will be collected to identify the sectors in which children are employed in Türkiye and the working conditions they face.	TURKSTAT	MoLSS - MoFSS Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations NGOs	2027	The "Child Labour Survey" aimed at determining the social, economic, and demographic characteristics of working children is planned to be conducted in 2026 alongside the Household Labour Force Survey. The most recent survey, conducted in 2019, will contribute updated data for policy development regarding working children aged 5-17 in the selected households.
3.1.7	Efforts will be made to prevent discrimination and human rights violations in the workplace.	HREIT	MoLSS - MoFSS Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations NGOs	2028	As part of the Candidate Civil Servant Basic Training Program, training on "Human Rights" will be provided to enhance the knowledge and awareness of newly appointed personnel regarding the protection of human rights and fundamental rights in working life.
3.1.8	The legislative infrastructure on "Psychological Harassment at Workplaces" (Mobbing) will be strengthened.	MoLSS-General Directorate of Labour	HREITO Social Partners International Organizations	2025	Technical studies will be carried out to review the legislation concerning psychological harassment in the workplace, identify any shortcomings, and determine preventive and protective policy recommendations to clarify rights and obligations.

**POLICY AREA 3: STRENGTHENING SOCIAL
PROTECTION-EMPLOYMENT RELATIONSHIP**

POLICY 3.2. Informal employment will be combated and the coverage of the social security system will be increased.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
3.2.1	Nationwide awareness-raising activities will be conducted on the importance of registered employment and social security rights and obligations.	SSI	MoLSS TURKSTAT Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations Universities NGOs	2025	As part of efforts to promoting registered employment, various informational activities (meetings, visits, news articles, SMS campaigns, webinars, etc.) will be conducted, particularly in sectors with high levels of informal employment, small-scale enterprises, and sectors where foreigners are predominantly employed.
3.2.2	The effectiveness of inspections in combating informal employment will be increased, awareness-raising activities will be conducted, and the more effective use of technological infrastructure will be ensured.	SGI	MoTF TURKSTAT Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations NGOs	2026	Risk analysis-based inspection activities will be implemented for sectors with high levels of informal employment and small-scale businesses. Information and guidance activities regarding social security rights and obligations will be conducted. In particular, a guide will be prepared and disseminated regarding the procedures to be followed by inspectors conducting inspections in accordance with Article 59 of Law No. 5510, which states, "The inspectors of public administrations must determine whether the employees are insured during their investigations, inspections, and examinations and report those who are not insured to the Institution."
3.2.3	Risk analyses will be conducted regarding incomplete wage declarations, and necessary measures will be taken concerning this issue.	SGI	TURKSTAT Relevant Public Institutions and Organizations Social Partners Professional Organizations International Organizations NGOs	2025	As part of the fight against incomplete wage declarations, which is a form of informal employment, risk analyses will be conducted for workplaces employing qualified professionals (such as doctors, pharmacists, engineers, architects, athletes, lawyers, etc.) that receive incentives. Relevant workplaces will be warned about the importance of not interrupting their insurance premium incentives and inspections will be carried out on those that do not change their practices.

**POLICY AREA 3: STRENGTHENING SOCIAL
PROTECTION-EMPLOYMENT RELATIONSHIP**

POLICY 3.2. Informal employment will be combated and the coverage of the social security system will be increased.

No	Aciton Name	Responsible Institution/ Organization	Institution/ Organization to Corporate With	Time	Description
3.2.4	Cooperation will be established with other countries to protect and enhance the working and social security rights of our citizens.	MoLSS- Directorate General of Foreign Relations and the European Union	SSI Relevant Public Institutions and Organizations Social Partners	2028	The social security rights of our citizens working in foreign countries will be protected and secured in accordance with the principles of reciprocity.
3.2.5	The assistance and procedures provided to foreigners under temporary protection will be reviewed.	MoFSS- Directorate General of Social Assistance	MoLSS Ministry of Interior Delegation of the European Union to Türkiye Relevant Public Institutions and Organizations	2025	The long-term support and procedures provided to foreigners under temporary protection will be reviewed to address issues manifesting as informal employment and non-participation in the labour market.
3.2.6	The need for legislative changes in flexible working models, taking into account the needs of the business world, work-life balance and social security rights will be determined.	MoLSS- Directorate General of Labour	SSI TEO Relevant Public Institutions and Organizations Social Partners Professional Organizations Private Sector NGOs	2026	To increase employment and ensure continuity in labour force participation, the needs of workers and employers regarding the employment models regulated in the Labour Law and the need for new models arising from changes in working life will be concretely identified.
3.2.7	Indicators will be produced regarding the number of registered wage employees in non-agricultural sectors.	TURKSTAT	SSI DRA BRSA	2028	To identify registered employment in non-agricultural economic sectors (B-S Sectors), the number of wage employees will be produced in all relevant sectors, primarily in the public (O) sector.

**POLICY AREA 3: STRENGTHENING SOCIAL
PROTECTION-EMPLOYMENT RELATIONSHIP**

POLICY 3.3. The effectiveness of labour market programs will be increased and their accessibility will be strengthened.

No	Aciton Name	Responsible Institution/ Organization	Institution/ Organization to Corporate With	Time	Description
3.3.1	The conditions for benefiting from passive labour force programs will be facilitated, and efforts will be made to strengthen the accessibility of these programs.	TEO	Relevant Public Institutions and Organizations	2028	Legislative work will be carried out to strengthen the accessibility of passive labour force programs and provide greater social protection. Digitalization will be enhanced to facilitate access to unemployment insurance services. Additionally, efforts will be made to raise awareness of unemployment insurance.
3.3.2	The number of households and individuals benefiting from İŞKUR services within the household-based support system will be increased.	TEO	PSB MoFSS SSI Relevant Public Institutions and Organizations	2028	Within the household-based support system, İŞKUR services provided to individuals in the target group who do not have employees in their households and are not receiving regular social assistance will be prioritized.
3.3.3	The employment of groups affected by extraordinary situations such as disasters, emergencies and epidemics will be supported.	TEO	MoLSS MoFSS TURKSTAT Relevant Public Institutions and Organizations	2027	Efforts will be made to prioritize groups affected by natural disasters in benefiting from active labour market programs.

KEY POLICY AREA 4:
IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS

POLICY 4.1. By activating education and publication services in the agricultural sector, the education and qualification level of the workforce will be increased and their adaptability will be enhanced.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
4.1.1	Standards and competencies for new professions emerging in the field of smart agriculture will be developed.	VQA	MoAF MoNE TEO	2026	Under the coordination of the VQA, new professions emerging in the field of smart agriculture will be identified, and occupational standards and competencies will be developed for these professions. In this context, vocational courses will be organized by İŞKUR and the Ministry of National Education / Public Education Centers to meet the qualified labour force needs in this area.
4.1.2	Training will be provided on the cultivation of medicinal and aromatic plants.	MoNE- Directorate General of Lifelong Learning	MoAF MoIT TEO Professional Organizations NGOs	2026	Training will be provided on the cultivation of medicinal and aromatic plants, taking into account the characteristics of the regions and their plant potential.
4.1.3	Support will be provided for smart agriculture, soilless agriculture, and irrigation practices, along with efforts to enhance the professional skills of workers.	MoAF-General Directorate of Agricultural Reform, General Directorate of Water Management, Department of Education and Publication	Relevant Public Institutions and Organizations Professional Organizations NGOs Universities	2026	Support will be provided to promote smart agriculture, soilless agriculture, and irrigation practices, and training will be organized to enhance the professional skills of workers.

KEY POLICY AREA 4:
IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS

POLICY 4.1. By activating education and publication services in the agricultural sector, the education and qualification level of the workforce will be increased and their adaptability will be enhanced.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
4.1.4	Awareness will be raised among entrepreneurs regarding crowdfunding mechanisms related to agricultural production and livestock support.	MoAF- Department of Education and Publication	MoLSS MoEUCC Ministry of Interior MoTF CMB Relevant Public Institutions and Organizations Professional Organizations Universities	2026	Awareness will be created among public employees in contact with entrepreneurs engaged in agricultural production and farmers involved or wishing to engage in livestock farming regarding crowdfunding, ensuring they are informed about this financing option and providing guidance to entrepreneurs
4.1.5	The problems and needs related to the working conditions of those employed in the agricultural sector will be identified.	MoLSS- Directorate General of Labour	MoAF Ministry of Interior TEO Professional Organizations Social Partners NGOs	2026	In order to improve the working and living conditions of agricultural workers, particularly seasonal migrant agricultural workers, the issues they face in their working conditions will be identified, and concrete solutions and policy recommendations will be developed.
4.1.6	It will be ensured that Vocational and Technical Anatolian High Schools open programs/departments in accordance with the needs of the regions.	MoNE- Directorate General of Vocational and Technical Education	MoLSS VQA TEO Social Partners	2025	Taking into account the dynamics of the provinces, it will be ensured that Vocational and Technical Anatolian High Schools open programs based on regional employment demands.



KEY POLICY AREA 4:

IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS

POLICY 4.2. Working and living conditions of groups requiring special policies will be improved by making public services in rural areas more efficient.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
4.2.1	Coordination efforts will be made to ensure that all parties take responsibility for improving the working and living conditions of seasonal agricultural workers.	MoLSS- Directorate General of Labour	MoAF MoTF Ministry of Interior MoEUCC Relevant Public Institutions and Organizations Professional Organizations Universities	2026	Joint efforts will be carried out with all relevant public institutions and organizations, as well as employers and the professional organizations to which they are affiliated, to improve the working and living conditions of seasonal agricultural workers, who constitute a crucial link in the supply chain.
4.2.2	Efforts will be made to implement artificial intelligence and robotic technologies in small and medium-sized agricultural enterprises, and youth employment will be promoted.	MoAF- Directorate General of Agricultural Research and Policies	MoIT Ministry of Trade CMB SMEEDO Universities	2028	Under the leadership of the Ministry of Agriculture and Forestry, the efforts of public and private R&D centers will be intensified; the use of new technologies in these centers will increase the employment of young and educated individuals.
4.2.3	The organization and widespread participation of agricultural product producers will be strengthened and expanded.	Ministry of Trade - Directorate General of Tradesmen, Craftsmen and Cooperatives	MoTF MoLSS MoAF Professional Organizations NGOs Universities	2026	Efforts will be made to expand agricultural producer associations, agricultural credit cooperatives and unions, as well as agricultural sales cooperatives and unions, to enable direct product sales, ensuring the continuity of agricultural production and sufficient income for producers.
4.2.4	The establishment and development of agricultural product-based industrial enterprises will be supported to enhance the attractiveness of rural living.	MoIT- Directorate General of Development Agencies	MoLSS MoTF SMEEDO Professional Organizations Universities	2026	In order to produce high value-added products based on agricultural products, the number of industrial enterprises will be increased and their distribution across regions will be expanded, making rural areas more attractive for living.



KEY POLICY AREA 4:

IMPROVING SUSTAINABLE EMPLOYMENT IN RURAL AREAS

POLICY 4.3. Regional analysis studies will be conducted for rural development, and alternative income sources will be created.

No	Action Name	Responsible Institution/ Organization	Institution/ Organization to Cooperate With	Time	Description
4.3.1	By increasing the added value in agricultural production through international branding of products with high export potential and geographical indications in our country, employment will be increased.	Ministry of Trade – Directorate General of Export	MoAF MoIT Professional Organizations NGOs	2028	Statistical data will be collected to identify products with high export potential, and activities will be organized for producers of geographical indications with branding potential to support international branding efforts.
4.3.2	Support for the widespread adoption of greenhouse farming will be increased.	MoAF - Directorate General of Agricultural Reform	MoIT TUBITAK Universities	2028	Efforts will be supported to increase productivity per unit area and ensure a just transition to intensive agriculture, thereby enhancing resource efficiency and increasing rural employment.
4.3.3	Guidance and consultancy services will be provided regarding private employment agencies to adequately meet the labour needs in agriculture.	TEO	MoLSS MoAF MoTF Professional Organizations Universities	2026	A study will be conducted to provide direction, guidance, and consultancy services for private employment agencies to more effectively address the labour needs in agriculture.
4.3.4	Planned production model will be implemented in plant production.	MoAF- Directorate General of Plant Production	MoLSS MoTF MoEUCC Relevant Public Institutions and Organizations Professional Organizations NGOs Universities	2026	It will be ensured that plant products or product groups are produced in the most suitable locations through production planning, taking into account the supply and demand quantities of the products. It will be possible to optimize resource use, increase efficiency, and enhance agricultural yield by producing the required amount of products in the most suitable locations. Thus, the sustainability of farmers in production and their employment will be ensured.
4.3.5	Programs offering consultancy, business coaching and financial resources will be developed for entrepreneurs and prospective entrepreneurs who wish to start their own businesses in specific sectors in rural areas.	KOSGEB	MoLSS MoAF MoTF MoENR MoCT ARDSI TUBITAK Universities NGOs	2026	Consulting and business coaching services will be expanded to support micro, small, and medium-sized enterprises through new initiatives such as rural/eco/gastronomy/agri-tourism, sustainable energy, increasing the diversity of agricultural products, and transitioning to high value-added products, tailored to the specific needs and existing resources of each rural area, taking into account evolving technology and changing human needs.



**NATIONAL
EMPLOYMENT
STRATEGY**
2025-2028

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

**NATIONAL
EMPLOYMENT
STRATEGY**
2025-2028

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.