



COUNTRY BRIEF TURKEY

Integrated monitoring process of the EU Council Recommendation on VET and the Osnabruck Declaration

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PREFACE

This country brief comprises the second part of the research leading to the National Implementation Plan (NIP), following the desk research phase. Just as the triple challenges of the COVID-19 pandemic, digitalisation and climate change continue to affect every part of life, the Copenhagen Process provides a tripartite platform to intensify, complement and operationalise European VET policy, as adopted by the Council of the European Union, to support the digital and green transition, improve employability and competitiveness and thus stimulate economic growth. VET is the key enabler or facilitator as an interface between these two tripartite metaphors. The process which started with the Copenhagen Declaration (29-30 November 2002) has become a catalyst for modernising VET in many EU Member States and candidate countries and has supported work towards Europe's strategic goals and targets.

As part of the Integrated Monitoring Process of the EU Council Recommendation on VET and the Osnabrück Declaration, the Turkey Country Brief describes the current situation and the changes in the VET area in general and makes the necessary preparation for the National Implementation Plan. Turkey's VET space (a general picture of VET) in terms of governance, teachers, schools, students, digital infrastructure, apprenticeship, strategies, priorities, law, regulations, NGOs and social partners involved etc. is addressed in the document in general. Beside the institutional developments, Turkey also has ongoing VET projects entailing several developments such as NDES Platform (New Generation Education System, covering artificial intelligence, virtual reality and extended reality), ESF (Education System for the future), Education Ecosystem (research and development, public-private partnership), ETKIM (Incubation and Innovation Centre of Educational Technologies) and the like.

Turkey has adopted two objectives of the Osnabrück Declaration:

- 1. Resilience and excellence through quality, inclusive and flexible VET
- 2. Establishing a new lifelong learning culture relevance of CVET and digitalisation at national level

This country brief sheds light on VET in general in this context and highlights the changes which can then be used for the NIP.



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INTRODUCTION

The coronavirus pandemic has become the main driver of change in VET, while changes of three types - economic, technical (mainly relating to digitalisation, automation and artificial intelligence) and methodological (mainly augmented reality, virtual reality, digital twins etc.) - are setting the scene for the world of work and the future of work. There are developments in defining and classifying qualifications, jobs, occupations, professions, knowledge, skills and competencies (mainly ISCED, ISCO, ESCO, EQF and NACE). It is also relevant to mention skills and digital skills (the New European Skills Agenda) which cut across all industries to help individuals and businesses develop more and better skills and to put them to use, by strengthening sustainable competitiveness, as set out in the European Green Deal, ensuring social fairness, putting into practice the first principle of the European Pillar of Social Rights: access to education, training and lifelong learning for everybody, everywhere in the EU and building resilience to react to crises, based on the lessons learnt during the COVID-19 pandemic

In the light of all these developments, general education and VET in particular are expected to show great agility in order to adapt to changes and position themselves as part of the solution. Formal education, non-formal education and informal education are the main pillars of educational systems; however distance learning, online education, massive open online courses (MOOCs), microcredentials, endeavours related to shifting from lifelong learning to lifelong education, hybrid education, skilling (certificate-based, leading to a diploma), reskilling, upskilling, RPL (recognition of prior learning) and many other approaches are becoming the reality of a new way of learning and of attaining newly emerging competencies.

VET is the key enabler to take up all the challenges trickling down from the aforementioned changes. The European Union is in constant motion, developing new policies and strategies based on VET for sustainable competitiveness, social fairness and resilience and putting them into operation. VET is very well structured and mainstreamed with the Copenhagen Process spanning the years 2002-2010. Up until the Osnabrück declaration, various processes, declarations and communiqués were published and put into force from 2002 until 2020. The Declaration was supported by extensive research, policy monitoring and analysis, as well as the acquired experience and policy learning across EU Member States and candidate countries.

In Turkey, MoNE governs VET along with its sub-government bodies¹ – the Board of Education (Board of Education and Discipline), the Directorate General of Vocational and Technical Education, the Directorate General of Lifelong Learning, the General Directorate of Special Education and Guidance Services, the General Directorate of Private Education Institutions and the Strategy Development Department are all involved in the majority of governance functions. Also playing a crucial role is the Vocational Education Board (VEB), which comprises representatives of the ministries, trade and employers' unions, public institutions and agencies and other key social partners. MoNE, with its VEB structure and public-private partnerships (PPPs) for skills development and capacity building, allows NGOs and social partners to get involved in decision-making in VET and related developments. The Union of Chambers and Commodity Exchanges of Turkey (TOBB), business confederations and associations and other trade and employers' unions and associations are very active in this field. TISK's Youth Transformation² project is a good example of cooperation. To support educationbusiness cooperation, the Ministry of National Education has established integrated online eplatforms, such as the Turkish VET Map³ and the My Job My Life platform⁴. At regional and local level,

⁴ The My Job My Life platform – DG VTE.



¹ The sub-government bodies which are involved in VET in MoNE are as follows: The Board of Education and Discipline, The Directorate General of Vocational and Technical Education, The Directorate General of Lifelong Learning, The General Directorate of Special Education and Guidance Services, The General Directorate of Private Education Institutions, The Strategy Development Department.

² TISK's Youth Transformation Training Project in cooperation with the Women in Technology Association (Wtech) and technical support of the European Bank for Reconstruction and Development (EBRD).

³ Vocational Education Map – DG VTE.

the provincial and district national education directorates, the Provincial Employment and Vocational Education Board and Turkish Employment Agency's (ISKUR5) Provincial Directorates are in charge of both implementing VET policy and developing public-private partnerships at provincial, district and municipal levels. VET is financed mainly by the central government budget and VET schools in Organised Industrial Zones are subsidised by MoNE. ISKUR finances vocational courses for unemployed people. Lifelong learning is financed by both public and private sectors.

MoNE has seven objectives and 33 goals (sub-objectives) regarding VET, which were first embodied in its 2019-2023 Strategic Plan⁶ and then evolved into the 2023 Education Vision⁷. Turkey is involved in VET-related processes which started with the Copenhagen Process (2010) and ensuing developments in VET, and is a member of several initiatives like the European Alliance for Apprenticeships. Turkey has also achieved substantial progress in supporting lifelong learning strategies, improving the VET system and developing structures in line with the European Quality Assurance Reference Framework⁸ and the European Quality Charter for Mobility⁹.

This 2021 country brief addresses VET developments in Turkey in five sections (introduction, national context, national VET priorities, main policy developments, statistics) and ends with a section of conclusions so as to make the link with Turkey's National Implementation Plan in line with the Osnabrück Declaration. The country brief makes clear that the Ministry of National Education (MoNE) is continually working to make vocational and technical education a solution to the triple challenges of the COVID-19 pandemic, digitalisation and climate change, as well as those of employment, digital skills, etc. The following sub-headings highlight the salient points of the study.

⁹ The European Quality Charter for Mobility.



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⁵ ISKUR has various courses such as On-the-Job Training Program and Vocational Training Courses.

⁶ MoNE-2019-2023 Strategic Plan.

⁷ Turkev's Education Vision 2023 which serves as the roadmap for the strategy to advance and rise in the area of education

⁸ The European Quality Assurance Reference Framework.

NATIONAL CONTEXT

As far as IVET and CVET are concerned, the aforementioned consecutive developments in VET all inspire and contribute to developments in Turkey. With regard VET being a key aspect of sustainable development, Turkey – with its population of 84 680 27310 in 2021, its 5 420 vocational and technical educational institutions¹¹ (all types included) and its 1 896 971 vocational education students – has also been well-structured in terms of VET (IVET, CVET) governance to respond to these developments. MoNE is the main actor in VET governance in Turkey. Post-secondary VET is under the Council of Higher Education. The Ministry of Labour and Social Security (MoLSS) and the Ministry of Industry and Technology are the other actors contributing to VET developments.

IVET and CVET can be defined as 'VET usually before entering working life' and 'education or training after entry into working life' respectively. In the Turkish education structure, formal VET, that is IVET, spans Upper Secondary Education (within the scope of ISCED 312, TQF13) and Vocational Higher Education (Tertiary). Vocational and technical secondary education in Turkey lasts 4 years (5 years for some schools including a preparatory class). The formal education given within the scope of VET is carried out via schools and structures such as the Vocational and Technical Anatolian High Schools, Multi-Programme Anatolian High Schools (Anatolian Vocational Programme, Anatolian Technical Programme), Vocational Education Centres, Open Vocational High Schools, Research Development Training and Application Centres, Private Education Vocational High Schools, Private Education Vocational Schools, Private Education Practice Schools, Private Vocational Education Centres and Private Vocational and Technical Anatolian High Schools.

Multi-Programme Anatolian High Schools bring together Vocational and Technical Anatolian High Schools, Anatolian High Schools and Anatolian İmam-Hatip High Schools under a single management. Graduates of the vocational and technical secondary education are awarded a 'Vocational and Technical Education High School Diploma' at TQF Level 4. In the Anatolian Vocational Programme, there are general knowledge lessons as well as those covering knowledge and skills for a profession. In the Anatolian Technical Programme, besides the knowledge and skills for a profession; mathematics, physics, chemistry and biology courses are mainly given for 4 years. In both programmes, vocational field education is given in the 9th grade, and branch education in the 10th and 11th grades depending on the vocational field. Students who continue the Anatolian vocational programme keep up their vocational education in enterprises with elective vocational courses in the 12th grade. Academic support courses are given to students who continue the Anatolian technical programme in the 12th grade. Enrolment into Anatolian Vocational Programmes is without an examination (except in some fields) and local placement. Placement in the Anatolian Technical Programme is made with a central examination¹⁴. Together with the diploma, students who graduate from vocational and technical secondary schools receive Europass Certificate Supplements (http://urn.meb.gov.tr/) and, in addition, a document which is prepared as part of the VET credit transfer system created with reference to ECVET (European Credit System For VET).

Vocational Training Centres (VTCs) were included in the scope of compulsory education in 2017 under Decree-Law No 6764 of 9 December 2016, and were transferred to the DGVET. Students are registered with them to undertake journeyman's and master's training. Registration conditions for Vocational Education Centre programmes are being at least a secondary school or Imam-Hatip' secondary school graduate and being suitable for the jobs required by the profession. Three conditions should be fulfilled to initiate the education: having a suitable workplace, having a master trainer and an agreement having been signed between MoNE and enterprises. VTC programme students are students and enjoy all student rights. Students who have completed the Vocational Education Centre programmes have the right to go on to higher education if they complete the

¹⁴ MoNE - School Types and Programs



TUIK – Turkish Statistical Institute.
 MoNE – Official Statistics.

¹² TQF-Referencing Report.

¹³ Turkey qualifications database

deficiency courses and get a diploma in line with their wishes. Before starting to employ the candidate apprentice, the owner of the workplace is obliged to sign a vocational training contract with him or her. VTCs, which are places where traditional apprenticeship, journeyman and masters' training is given, are the Turkish equivalent of dual vocational education in Germany. VTCs and Vocational Anatolian High Schools mirror each other's structures: in the first one, the job is the initial part with school accompanying it, while in the second school comes first and then the job steps in. Both end up with a high school diploma that may pave the way for university studies, provided that Vocational Training Centre graduates go through an exam process for the diploma. As of 14 August, 2020, a compensation programme has been started so that those who have obtained journeyman's and masters' certificates in previous years from the vocational training centres can complete the deficiency courses and receive a Vocational High School diploma.

Within the scope of the "VET Cooperation Protocol" signed between MoNE and the Ministry of Industry and Technology on 18 November 2021, VTC liaison Offices were established in a total of 255 OIZs. In this way, coordination between education and industry has been ensured. According to the Educational Cooperation Protocol between the Ministry of Justice and the Ministry of National Education signed on 9 March 2020, Vocational Education Centre schools have been opened within the penitentiary institutions and training activities have been expanded.

MoNE offers non-formal VET in Vocational Open High Schools as well as in Adult Education Centres, with educational processes varying depending on the type of the programme. Non-formal vocational education and open education institutions fall under the responsibility of the General Directorate for Lifelong Learning (DG LLL) of the MoNE.

As far as CVET is concerned, VTCs are part of formal education (IVET) and Vocational Open High Schools are CVET schools, but Public Education Centres (PECs) concern Initial CVET (as well as all three being part of non-formal education). Activities in continuous vocational education and training (CVET) are mainly differentiated as formal, non-formal and informal CVET. MoNE's Adult Education Centres offer 'Initial Continuing Vocational Education and Training' (CVET) and non-formal training programmes. Vocational Education Law No 3308 (1986), which was amended by Law No 4702 in 2001, began to make reform-like changes in the VET system in Turkey, mainly restructuring secondary education as vocational and technical education, formal and non-formal vocational and technical education programmes combined.

New educational institutions began to be established under the name of 'Vocational and Technical Education Centres', which provide certificates, documents and diplomas. With the amendment made to the Primary Education and Education Law No 6287 (2012), secondary education was extended to 12 years (4+4+4) and became compulsory. In this sense, the legislation applying to the apprenticeship system was also rearranged and amendments were made to Law No 6764 and Law No 1739 (2016). The apprenticeship education system was included in the scope of compulsory education, and vocational education centres were structured as secondary education institutions. Vocational education graduates are given high school diplomas if they succeed in the different lessons determined by the Ministry. With the changes (2019) in the Law on Private Education Institutions (Law No 7180 and Law No 5580), 'VTCs' have been redefined as 'private education institutions where apprenticeship, journeyman and master's education and vocational and technical course programmes are implemented'. All these developments in the field of vocational education continue in accordance with the 2023 Education Vision targets announced to the public by the Ministry of National Education.

The VEB (Vocational Education Board) is the main policy-making body related to apprenticeships and non-formal education. The VEB is formed in line with Article 4 of the Vocational Education Law (No 3308) and the law covers education and training in the professions to be determined by the board, institutions, organisations and workplaces belonging to the public and private sector, and vocational and technical education schools and institutions. Law No 3308 also forms the basis for the regulation of Provincial Employment and Vocational Education Boards. Turkey has procedures and practices in place for validating non-formal and informal learning. Validation of non-formal and informal learning was one of the six priorities of the Lifelong Learning Strategy (2014–2018). MoNE adopted a national framework and operational guidelines for the recognition of prior learning.



NATIONAL VET PRIORITIES

Main aim of VET; Vocational and technical education must be accessible to all who need it, provide individuals with competencies appropriate to the conditions of the age and in line with their interests and abilities, support individuals with entrepreneurship, teamwork, decision-making and problemsolving, ensure national and international recognition and mobility, and train individuals in a dynamic structure that can adapt to changing social and economic conditions (meslegimhayatim.meb.gov.tr)

MoNE, in line with its Education 2023 Vision Paper (EV 2023), has seven objectives and 33 goals regarding VET priorities, which are also embodied in the MoNE 2019-2023 Strategic Plan (2019). The Vision Paper covers the whole education system in Turkey as well as VET and Lifelong Learning and sets the infrastructure of VET objectives and goals. The seven VET objectives are as follows:

- 1. Increasing the value attributed to VET (5 goals);
- 2. Guidance and access opportunities in VET will be increased (7 goals);
- 3. A new generation curriculum will be developed (5 goals);
- 4. Educational environments and human resources will be developed (5 goals);
- 5. Professional personnel needed by business people investing abroad will be trained (2 goals);
- 6. The education-employment-production relationship will be strengthened in VET (6 goals);
- 7. Qualified manpower needed by the domestic and national defence industry will be raised (3 goals).

Of the 33 goals categorised above; the most prominent ones are the following:

- VET curricula will be structured as flexible and modular;
- The 15% treasury deduction taken from the revolving fund revenues of vocational and technical secondary education institutions will be reduced to 1%;
- International mobility projects will be prepared in order to improve students' on-the-job training and foreign language skills;
- In order to train the qualified workforce that Turkey's international investors need in specific areas, studies will be carried out in cooperation with the relevant sectors;
- The Informatics Vocational High School model will be structured within techno-parks;
- The number of Vocational and Technical Schools will be increased in Organised Industrial Zones (OIZs) in cooperation with the Ministry of Industry and Technology;
- Attempts by public and non-governmental organisations to open vocational and technical education institutions and to contribute financially will be supported;
- Students who graduate from vocational education institutions will be provided with certified education from various sources, nano-credit courses, courses accredited by industry and academia, and similar opportunities, so that graduates will constantly update themselves with new knowledge and skills.

These goals are also reflected as VET priorities at: meslegimhayatim.meb.gov.tr



MAIN POLICY DEVELOPMENTS IN THE LAST YEAR

One of the main drivers setting out reforms in VET in Turkey is the Pre-Accession Economic Reform Programme¹⁵ spanning the years 2020-2022. It has three significant measures: Measure 18: "Preparing digital content and skill-based programmes according to curriculum; Measure 19: 'Updating of curricula in vocational and technical education'; and Measure 20: 'Supporting applications for inventions, patents and utility models useful in vocational and technical education'.

Law No 7346 on the Amendment of Certain Laws (2021) made changes to three articles of the Vocational Education Law No 3308. With the first amendment, one-third of the minimum wage paid to the students who study in vocational education centres is now paid by the state; with the second amendment, the wages of students who become journeymen at the end of the third year are increased to half of the minimum wage and this fee is paid by the State in full. With the third amendment, those who have gained master's qualification will be able to directly attend the Business Pedagogy Course Examination opened by the ministry if they document that they have worked in their profession for at least 10 years, and those who are successful will be awarded a master teaching certificate.

In line with the Regulation on the Amendment of the Regulation on Lifelong Learning Institutions of MoNE (15 October 2021¹⁶, with the approval of the governor, the directorate of national education has been made responsible for the activities to be organised in cooperation with private, public institutions/organisations and non-governmental organisations throughout the province/district.

As a result of the enactment of Law No 6645 on the Amendment of the Occupational Health and Safety Law (2015) and various other laws and decrees, significant changes were made in the Vocational Qualifications Institution Law No 5544 and VQA Document Obligation was introduced for the professions specified in the communiqués to be issued by the Ministry of Labour and Social Security¹⁷. In the seventh communiqué published by the Ministry of Labour and Social Security on 31 December 2021, a document requirement was introduced for a total of 204 professions, including 21 professions previously introduced. Thus, based on the seventh communiqué (effective after 12 months from publication) evidence to hold a VQA Vocational Qualification Certificate is a prerequisite to be employed for such professions.

¹⁷ Document obligation that is issued by the Ministry of Labour and Social Security



¹⁵ Republic of Turkey - The Pre-Accession Economic Reform Programme (2020)

¹⁶ The Amendment of the Regulation on LLL Institutions.

KEY STATISTICS

As noted earlier, there is a wide variety of schools in formal and non-formal vocational education and training. On the formal side there are Vocational and Technical Anatolian High Schools (Public and Private, Anatolian Vocational Programme, Anatolian Technical Programme), Multi-Programme Anatolian High Schools (Anatolian Vocational Programme, Anatolian Technical Programme), Vocational Education Centres (VTCs), Vocational Open Vocational High Schools, Research, Development, Education and Application Centres, Special Education Vocational High Schools, Special Education Vocational Schools, Special Education Practice Schools (Public and Private), Special Vocational Education Centres, Special Education Vocational Schools and Private Vocational and Technical Anatolian High Schools; on the non-formal side there are Vocational Education Centres (VTCs), Public Education Centres (PECs), Girls' Technical Maturation Institutes, vocational courses and adult technical training centres. The statistics on these schools are as follows.

According to MoNE Statistics (2020-2021¹⁸) on formal education, there are 4 026 Public Vocational and Technical High Schools with 1 498 307 students, 396 Private Vocational and Technical High Schools with 127 280 students and 1 Open Upper Vocational Secondary School on formal education with 105,969 students. As far as non-formal education is concerned, there are 997 PECs with 6 523 929 students, VTCs with 165 415 students, 24 Girls' Technical Maturation Institutes with 1 766 students and 27 496 VET students as per Law No 3308, and 9 Adult Education Centres.

As of 10 September 2021, the total number of students in the formal VET system is 1 896 971, of whom 65% are male and 35% female. Their distribution by the type of school is given in the table on page¹⁹.

VET in numbers

Formal education

Formal education schools (IVET)	Number of schools	Number of students
Vocational and technical high schools (public)	4 026	1 498 307
Vocational and technical high schools (private)	396	127 280
Open upper vocational secondary schools	1	105 969
Vocational training centres (VTCs)	-	165 415
Total	4 423	1 896 971

Table source: MoNE Strategy Development Department and http://meslekiegitimharitasi.meb.gov.tr (last accessed16 March 2022)

¹⁹ MoNE Statistics



¹⁸ MoNE Statistics

Further statistics are as follows;

- Number of students in upper secondary IVET (ISCED 3) as a percentage of all upper secondary students: 42% (2019)
- IVET students with direct access to tertiary education as percentage of all upper secondary IVET in Turkey: 99% (2019)
- Percentage of the population aged 50-64 who participated in education and training within the concept of Lifelong Learning: 1% (2020)
- Percentage of unemployed adults (aged 25-64) who participated in education and training within the concept of Lifelong Learning: 9% (2020)
- Employment rate for recent IVET graduates (20–34-year-olds): 48% (2020)
- Percentage of the population aged 18-24 who have completed, at most, lower secondary education and are not involved in further education or training: 27% (2020)
- Percentage of the population aged 15-29 years not employed and not involved in further education or training: 32% (2020)20

MoNE Strategy Development Department Formal Statistics, UNESCO Turkey TVET Country Profiles and ISKUR Active Labour Programme are also important sources to obtain VET metrics.

²⁰ CEDEFOB Key Indicators- Turkey



CONCLUSIONS

This country brief provides a brief overview of the Osnabrück Declaration and its implications in Turkey. The document provides a picture of VET in Turkey and describes what the main changes are in terms of IVET, CVET, LLL, apprenticeships, QA for VET, law and regulations, key statistics and metrics, etc. This document will thus provide an adequate background information for that NIP. The developments in VET in Turkey have now become more evident and can be used to define the key measures in the NIP in line with the Integrated Monitoring Process of the EU Council Recommendation on VET and the Osnabrück Declaration.

Turkey has adopted two objectives of the Osnabrück Declaration, 1. Resilience and excellence through quality, inclusive and flexible VET and 2. Establishing a new lifelong learning culture relevance of CVET and digitalisation at national level.

The development of digital infrastructure, work-based learning and apprenticeships, national and regional skills intelligence systems, national skills strategies and support for VET teachers are the concepts that have been highlighted by this study and can be used for the NIP.



ACRONYMS

CVET	Continuous Vocational Education and Training
ESCO	European classification of Skills, Competences, Occupations and Qualifications
ETF	European Training Foundation
EQF	European Qualification Framework
HAK-IS	HAK-IS Trade Union Confederation
ISCED	International Standard Classification of Education
ISCO	International Standard Classification of Occupations
ISKUR	Turkey Employment Agency
IVET	Initial Vocational Education and Training
MOOC	Massive Open Online Courses
MoNE	Ministry of National Education
NACE	Statistical Classification of Economic Activities
NGO	Non-Governmental Organisation
NIP	National Implementation Plan
QA	Quality Assurance
TISK	Turkish Confederation of Employer Associations
ТОВВ	The Union of Chambers and Commodity Exchanges of Turkey
VEB	Vocational Education Board
VET	Vocational Education and Training
VET (in Turkey)	Vocational and Technical Education
VTC	Vocational Training Centre
VQA	Vocational Qualification Authority



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PRESIDENCY OF THE REPUBLIC OF TURKEY – 11TH DEVELOPMENT PLAN (2019-2023)

MoNE STRATEGIC PLAN (2019-2023)

TURKEY'S EDUCATION VISION 2023

PRE-ACCESSION ECONOMIC REFORM PROGRAM JANUARY (2020-2022)

MoNE - THE BOARD OF EDUCATION AND DISCIPLINE

MoNE DG VTE

MoNE DG LLL

Mone DG Special Education and Guidance Services

Mone Private Education Institutions

Mone Strategy Development Department

MONE STATISTICS (2020-2021) TURKISH STATISTICAL INSTITUTE

<u>VQA – VOCATIONAL QUALIFICATION AUTHORITY</u>

ETF - EUROPEAN TRAINING FOUNDATION

CEDEFOB – EUROPEAN CENTRE FOR THE DEVELOPMENT OF VOCATIONAL TRAINING

COUNCIL RECOMMENDATION ON VET

OSNABRÜK DECLARATION 2020

