

TORINO PROCESS SYSTEM MONITORING REPORT: Türkiye (2023)



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This Torino Process monitoring was carried out in partnership with national authorities, experts, and stakeholders in Türkiye under the coordination of the Directorate General for Vocational and Technical Education, Ministry of National Education, which is also the national coordinating institution of Türkiye for the current round of the Torino Process.

The European Training Foundation (ETF) wishes to thank the national authorities of Türkiye, the Directorate General for Vocational and Technical Education, and all national stakeholders for their invaluable contribution and the provision of the accurate and extensive information in support of this monitoring exercise.

This monitoring report was prepared by a team led by Mihaylo Milovanovitch, Senior Human Capital Development Expert and Coordinator for System Change and Lifelong Learning at the ETF. The report follows a proprietary monitoring methodology developed by the same team and is based on evidence collected, processed, analysed, and verified by the ETF and by national stakeholders in Türkiye under the overall coordination of the Directorate General for Vocational and Technical Education.

KEY TAKEAWAYS

- **Scope of system performance monitoring:** The Torino Process monitoring covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C.
- **Access and attractiveness:** Although more remains to be done, access to VET in Türkiye is improving, in particular for prospective young learners. National authorities have introduced various initiatives, such as scholarships, accommodation, transportation services, free schoolbooks, and education promotion funds, along with financial incentives for internships, making VET more attractive, especially for socio-economically disadvantaged families. Access to adult education in Türkiye has room for improvement too, although VET remains a strong option for adults in particular in reducing unemployment. Learners in Türkiye experience a supportive environment for progression and graduation in VET. Performance in promoting and accommodating student choices post-enrolment is strong, enabling smooth transitions between different educational pathways.
- **Quality and relevance:** The quality of basic skills and key competences in VET varies among learner groups in Türkiye, with youth performing above average compared to other Torino Process countries. Vocational education integrates work-based learning effectively, fostering strong links between education and industry, which enhances practical skill acquisition and employability. However, challenges remain in occupation-specific knowledge and skills. Adult learning outcomes are on a better level than those of young learners but still below the average of countries in the Torino Process. While the VET system is responsive to current labour market needs, there is a disparity in addressing forward-looking themes, with stronger performance in support of the green transition and somewhat weaker results regarding the digital transition.
- **Excellence and innovation:** The VET system in Türkiye prioritises excellence in systemic areas such as governance, provider management, and social inclusion, supported by initiatives like the Lifelong Learning Strategy and the 12th Development Plan (2024-2028) and the MoNE Strategic Plan (2024-2028). However, it shows slightly weaker performance in promoting excellence in pedagogy, professional development, and programme content, despite efforts to train a competent workforce and continuously renew the system through stakeholder cooperation.

VET in Türkiye is notably open to innovation, particularly in facilitating access to learning opportunities for both youth and adults. However, there is a gap between this openness and daily performance in supporting access, indicating challenges in mainstreaming innovative practices. Türkiye has a strong drive for innovation in enhancing learning outcomes, supporting participation, and aligning with labour market needs. Strategies like the 12th Development Plan (2019-2023) emphasize vocational education innovation with a string of targeted initiatives which demonstrate focus on students as well as effective education and industry collaboration.

- **System management and organisation:** The VET system performs above the international average in many areas, particularly in data availability and quality assurance mechanisms. Reliable data is published annually, and there is strong involvement of national stakeholders in VET activities. The involvement of the private sector and other external stakeholders varies based on the management models adopted by the different providers. The system excels in placing qualified staff in key roles and promotes internationalisation effectively through various programmes and initiatives. Despite weaker financial investment, Türkiye maintains a high capacity for providing necessary resources and infrastructure for VET providers. Curricula are aligned with national and international standards, ensuring access to learning materials and up-to-date technology in training environments.
- **Quality and reliability of monitoring evidence:** With a long tradition of participating in international data initiatives, Türkiye ranks in the top quartile for international comparability of its monitoring results among ETF partner countries. Over 42% of its 2023 results are based on quantitative evidence, indicating lower risk of bias. Still, the availability of internationally comparable data is somewhat uneven across thematic areas. For some areas, the monitoring results are based on self-assessment answers, which tend to be favourable.

1. INTRODUCTION

1.1 Focus and scope of monitoring

This report summarises the results of monitoring VET system performance in Türkiye, initiated in the context of the Torino Process and covering the year 2023.¹² “Performance” describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL). “VET system”³ refers to the network of institutions, people, policies, practices, resources, and methodologies in a country and the way in which they are organised to provide individuals of any age with the practical skills, knowledge, and competencies needed for specific occupations, trades, or professions.

The focus of monitoring is on the contribution of initial and continuing VET (IVET and CVET) to the learning activities of youth and adults in any learning setting (formal and non-formal), undertaken to improve their knowledge, skills, competences, and qualifications for personal, social and/or professional reasons. The purpose of the Torino Process monitoring exercise is to provide decision-makers, practitioners, and stakeholders with a reliable basis for informed decisions about policy improvement, resource allocation, strategy design, and follow-up analysis in support of lifelong learning.

The monitoring framework which underpins this report covers three major areas of commitment to lifelong learners: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). These areas are divided into eight monitoring dimensions: access and participation in Area A; quality, relevance, excellence, and innovation in Area B; and system management/administration and resources in Area C. Within these areas and their dimensions, the Torino Process tracks a total of 30 system deliverables (outcomes)⁴ - the extent to which they are being delivered and how equitably they are distributed to thirteen groups of learners according to age, gender, socio-economic background, labour market and migration status, and typical learning setting.

The monitoring provides information in the form of a system performance index (SPI) for each of these outcomes and learner groups they serve, to a total of 82 indices per country.⁵ The SPIs can range from 0 to 100, where 100 indicates maximum or best performance. The indices describe VET system performance in formal and non-formal learning settings for youth and adults, females and males, disadvantaged learners, long-term unemployed jobseekers, economically inactive populations, and first-generation migrants.

This report showcases a selection of key monitoring results based on those indices, as follows: overall performance by broad monitoring dimension (Section 2.1), performance by specific area and system deliverable (Section 2.2 and subsections), and performance in support of specific groups of

¹ The Torino Process is a multiannual review of vocational education and training (VET) in countries in East and South-East Europe (including Türkiye), Central Asia, and the South and East Mediterranean region, which the ETF is carrying out in partnership with countries in these regions on a regular basis since 2010. For more information see <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>

² Due to the extended process of preparation and consultation, which continued into 2024, some references in this report go beyond the 2023 cut-off date and include information from 2024.

³ This report may use “VET”, “VET system”, and “system” interchangeably.

⁴ Further in the report “outcomes” and “deliverables” are used interchangeably.

⁵ In rare cases where evidence is missing, the number of SPIs for a country can be lower.

learners (Section 2.3). The report also provides an international average score⁶ for these results for reference purposes, and, where relevant, it showcases disaggregated data used to calculate the system performance indices and information provided by national authorities through the monitoring questionnaire. Links to the full dataset for Türkiye, the questionnaire, the Torino Process monitoring framework, and methodology can be found in the third and final section of this document.

1.2 Comparability and reliability of monitoring data

The evidence for this monitoring report was collected and analysed in several steps. After an initial round of collecting internationally comparable indicators for each of the system outcomes and learner groups covered by the monitoring framework, the ETF compiled a supplementary questionnaire for national authorities and stakeholders in Türkiye to gather information about outcomes and groups of learners for which such indicators were missing. The responses to the questionnaire were quantified and integrated with the rest of the monitoring data into a repository of mixed evidence, which was then used to calculate the system performance indices presented in this report.

In addition to messages about system performance, the monitoring delivers information also about the international comparability of results of each country, the extent to which these results may be susceptible to bias, and how self-critical a country is when it reports about its policy and system performance for external monitoring purposes. This is possible because the monitoring methodology foresees keeping accurate records about the availability, origin and type of evidence used to calculate the 82 performance indices and corresponding results for each country, including Türkiye.

**FIGURE 1. COMPARABILITY AND CONSISTENCY OF MONITORING RESULTS:
TÜRKİYE (2023)**



In the group of countries covered by the Torino Process monitoring in 2023, Türkiye ranks in the top quartile in terms of the international comparability of its monitoring results (first horizontal scale in Figure 1). This finding reflects the extent to which the monitoring results of the country are based on internationally comparable evidence. Türkiye has a long-standing tradition of participating in international flagship data collection initiatives, such as the Indicators of Education Systems (INES) Working Party of the OECD (Education at a Glance). This may explain in part the good results of the country in this domain of monitoring. While this finding does not necessarily imply that evidence is always readily available where it is most needed, it does suggest that Türkiye is less affected by a

⁶ “International average” refers to the average for countries participating in the Torino Process. At the time of preparation of this monitoring report, the evidence collection for some countries was still ongoing. As additional countries complete the monitoring exercise, the international averages shown in this report may change.

shortage of internationally comparable information on the performance of its VET and lifelong learning systems than other countries, on average.

The monitoring results of Türkiye for 2023 are also at a considerably lower risk of bias (second horizontal scale in Figure 1), as more than 42% of them are based on quantitative evidence. Although this score is much higher than the international average, it still signifies that internationally comparable evidence is missing for close to 60% of findings covered in this round of monitoring. In other words, the majority of monitoring results presented in this report are nevertheless based on self-assessment responses, which implies that internationally comparable evidence is more readily available for some areas than for others.

In the same vein, judging by the responses provided in the supplementary monitoring questionnaire, Türkiye tends to self-assess the performance of its VET and lifelong learning systems in a rather positive way. The score of Türkiye on this metric is well above the average mark that signifies neutral self-assessment (third horizontal scale in Figure 1).

2. MONITORING RESULTS: TÜRKİYE

2.1 Policy and system performance in 2023: overall results

The Torino Process monitoring draws on multiple, often disparate, information sources and data. To facilitate a quick, efficient, and focused communication of key messages despite the diversity of information collected, the reporting of monitoring results aggregates the evidence in ways which facilitate a quick overview of system performance without sacrificing too much detail.

The eight monitoring dimensions mentioned in the previous section are the top layer of reporting in this respect. They capture VET system performance in various domains, the selection of which is aligned with national and international country commitments and reform and development priorities concerning learning. These eight dimensions are described in Table 1.

The monitoring results for Türkiye depict a VET system that is for the most part close or above the international benchmarks, especially in areas such as quality of learning outcomes, steering and management of the VET system, and resourcing. In other areas, such as access to opportunities for lifelong learning and responsiveness of VET to external demand, Türkiye slightly lags behind the average for other countries.

Going into detail, the data indicates that there is scope for strengthening access to VET in Türkiye (Dimension A.1, SPI of 29). The results also suggest that, once enrolled, learners can expect a supportive environment that facilitates their progress and successful graduation, and the ability to advance to higher levels of learning with relative ease (Dimension A.2, SPI of 59). According to Eurostat data, the participation rate in lifelong learning in Türkiye in 2023 was 7.4%. Authorities note that the policies aimed at increasing the participation rate, which was around 5.8 during the COVID period, have had a positive impact.

**TABLE 1. DIMENSIONS OF POLICY AND SYSTEM PERFORMANCE MONITORING
THROUGH THE TORINO PROCESS**

No.	Dimension	Description
A.1	Access to learning	This dimension captures the degree to which initial VET (IVET), continuing VET (CVET), and other adult learning opportunities to which VET could contribute, are accessible and attractive for learners irrespective of who they are and why they wish to engage in learning.
A.2	Participation in learning	This dimension captures the likelihood of VET learners to survive and thrive in the education and training system by looking at its vertical and horizontal permeability, that is whether learners can switch between general and vocational pathways and between formal and non-formal learning, as well as whether they complete their learning.
B.1	Quality and relevance	This dimension captures the extent to which learners in IVET and CVET are provided with basic skills and key competences, whether their learning has exposure to, and is relevant for, employment, and also whether they are provided with adequate career guidance.
B.2	Excellence	This dimension captures the presence of system-wide policies and measures to promote highest quality practices and results in teaching and training, content design and provision, governance and VET provider management, and equity and social inclusion.
B.3	Innovation	This dimension captures the presence of innovative practices and priorities on system level in the areas of access to learning, support for successful completion of learning, and quality of learning and training outcomes.
B.4	VET system responsiveness	This dimension captures the extent to which curricula for youth and adults consider themes of significance for sustainability, climate change awareness, and digitalisation, as well as whether the IVET and CVET systems are responsive to labour market needs, demographic changes, and socio-economic developments.
C.1	Steering and management	This dimension captures the availability of evidence for informed decision-making, the degree to which governance of VET is participatory, the presence and transparency of quality assurance arrangements, the quality and capacity of staff in leadership positions, and the degree of internationalisation of IVET and CVET.
C.2	Resourcing	This dimension captures the adequacy and efficiency of human and financial resources in IVET and CVET, and the extent to which the material base for learning and training is adequate, that is – conducive to effective teaching, training, and learning.

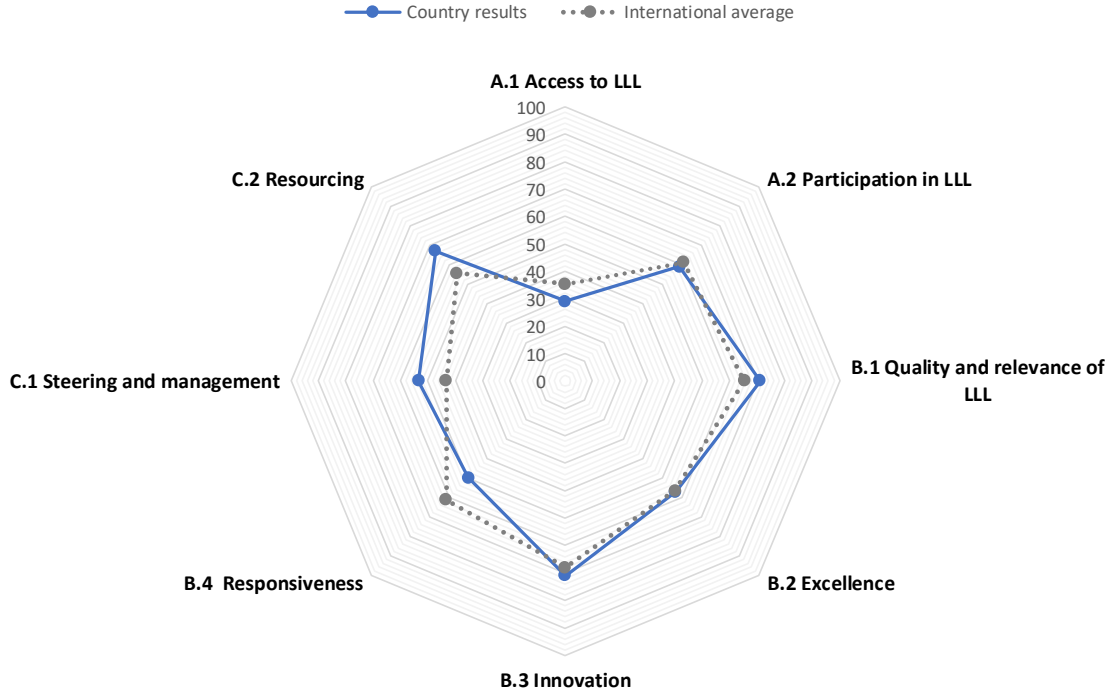
VET learners in Türkiye are also likely to receive somewhat higher-quality education and training than their counterparts in other countries, on average, even though performance in this domain has some scope for improvement (Dimension B.1, SPI of 71). There are system-wide policies to maintain high standards (excellence) in teaching, training, content design, and governance, and many of these policies have the potential to gain significant traction “on the ground” (Dimension B.2, SPI of 57).

The VET system of Türkiye is quite open to innovation, particularly in the domain of access to learning, as will be explored in subsequent chapters (Dimension B.3, SPI of 71). National authorities are aware that overarching strategic concerns like digitalisation and immediate needs such as those emerging from the labour market, require further attention (Dimension B.4, SPI of 50). According to official information, VET programs in Türkiye are continuously updated to align with developments in various sectors. The revised secondary education programs aim to enhance the digital literacy of students and are enriched with content and activities designed to help them adapt to new technologies in their professional fields. Additionally, elective vocational courses and certificate programs have been introduced to cater to students' interests, talents, and preferences.

Lastly, the data indicates the presence of a rather solid foundation for steering and management of the VET system in the form of governance arrangements, capacity for informed decision-making, and

quality assurance (Dimension C.1, SPI of 53), accompanied by a strong commitment to provisioning the necessary human and financial resources for a positive change (Dimension C.2, SPI of 67).

FIGURE 2. INDEX OF SYSTEM PERFORMANCE BY MONITORING DIMENSION, TÜRKİYE AND INTERNATIONAL AVERAGE (2023)



Theoretical⁷ index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

National authorities report that Türkiye has introduced a number of strategic measures for the period until 2028, with the aim of boosting results across these domains through targeted policies and interventions. These are captured in three main policy documents: the 12th Development Plan (2024-2028),⁸ and the Ministry of National Education Strategic Plan 2024-2028.⁹ and the Vocational and Technical Education Policy Document.¹⁰ They will be referred in more detail throughout the different thematic sections of this report because of their strategic relevance for the performance of the education and training system in support of lifelong learning (LLL).

For instance, the 12th Development Plan outlines six groups of measures to ensure that lifelong learning programmes are widely accessible, relevant, and continuously improved to meet the evolving needs of society and the economy. These measures include increasing public awareness and

⁷ The Torino Process makes a distinction between theoretical (full) index range and index range used for reporting purposes. For reporting purposes, rare instances of extreme values on the low end (SPI < 10) and on the high end (SPI > 90) of the index scale are truncated at the upper (10) and lower (90) decile end. This means that the reporting does not discriminate SPI values below 10 and above 90. The international average, on the other hand, is calculated using the full range of the index.

⁸ https://www.sbb.gov.tr/wp-content/uploads/2024/06/Twelfth-Development-Plan_2024-2028.pdf

⁹ <https://sgb.meb.gov.tr/yayinlarimiz/yayin/112>

¹⁰ https://mtegm.meb.gov.tr/meb_ys_dosyalar/2024_08/12093255_mesleketeknikagitimpolitikabelgesi.pdf

participation, enhancing access and opportunities, improving quality and relevance, strengthening institutional capacity, facilitating coordination and cooperation, and implementing monitoring and evaluation systems.

2.2 Policy and system performance in specific areas of monitoring and against specific outcomes

VET performance in Türkiye in the eight monitoring dimensions presented above is driven by 30 policy and system outcomes. It is through these outcomes that the IVET and CVET subsystems work to meet the needs and expectations of stakeholders, particularly of youth and adult learners. This section of the monitoring report presents findings about system performance on the level of these deliverables. To facilitate reading and the navigation of content, the section groups the presentation of the 30 outcomes by the three major areas of commitment to learners, which were introduced in the first section of this report: access to learning (Area A), quality of learning (Area B), and system organisation (Area C). Reporting in Area B, the largest by the number of outcomes, is divided into B (1) and B (2).

2.2.1 Area A. Opportunities for lifelong learning: access and participation

In Area A (Access and participation in opportunities for Lifelong Learning - LLL), the Torino Process tracks the first two monitoring dimensions presented in Section 2.1 – access/attractiveness and participation, with six system outcomes. These outcomes include access to Initial Vocational Education and Training (IVET), Continuing Vocational Education and Training (CVET), and other opportunities for lifelong learning, the vertical and horizontal permeability of the VET system, as well as the prospects of learners in IVET and CVET to graduate and - where relevant – progress to subsequent levels of education and training (Table 2).

**TABLE 2. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA A: ACCESS AND PARTICIPATION**

Code	Deliverable (outcome)	Description
A.1.1	Access and attractiveness: initial VET	This outcome captures the degree to which initial VET is an attractive educational choice in comparison with other learning alternatives, and whether that choice is accessible to various target groups of learners.
A.1.2	Access and attractiveness: continuing VET	This outcome captures the degree to which continuing VET is an attractive choice in comparison with other skills development alternatives, as well as whether that choice is accessible to various target groups
A.1.3	Access to other opportunities for LLL	This outcome captures access to other opportunities for lifelong learning not covered by outcomes A.1.1 and A.1.2 and VET, such as active labour market policies (ALMPs)
A.2.1	Flexible pathways: vertical permeability	This outcome strives to capture the vertical permeability of the education and training system vis-à-vis initial and continuing VET, understood as possibility for transition between consecutive tracks of education and training (general and vocational).
A.2.2	Flexible pathways: horizontal permeability	This outcome strives to capture the horizontal permeability of the education and training system vis-à-vis initial and continuing VET, understood as the possibility for transition between parallel tracks of education and training (general and vocational), and between formal and non-formal learning settings
A.2.3	Progression and graduation of learners	This outcome refers to the degree of success (graduation, progression) of learners in VET, for instance in comparison with other education and training alternatives

Prospective young learners in Türkiye are much less likely to opt for a VET programme than their peers in other Torino Process countries, on average. System performance in support of access to initial VET is mid-range, which is low in international comparison (Outcome A.1.1, SPI of 46). National authorities have undertaken various promising initiatives to improve access to VET, including scholarships, accommodation services, transportation services, provision of free schoolbooks, and

education and training promotion funds. Sectoral scholarships aim to increase the attractiveness of VET for students, providing financial incentives for participation.

Moreover, as an incentive, vocational and technical secondary school students doing their vocational internship in businesses are paid at least 30% of the minimum wage in businesses with 20 or more employees, and at least 15% in businesses with fewer than 20 employees. They also receive work accident and occupational disease insurance, diplomas, and business licenses. Graduates can open their own businesses in their fields, and those who completed internships in organized industry regions or developed industry areas are often employed by the businesses where they interned. All this makes VET an attractive option for socio-economically challenged families in particular.

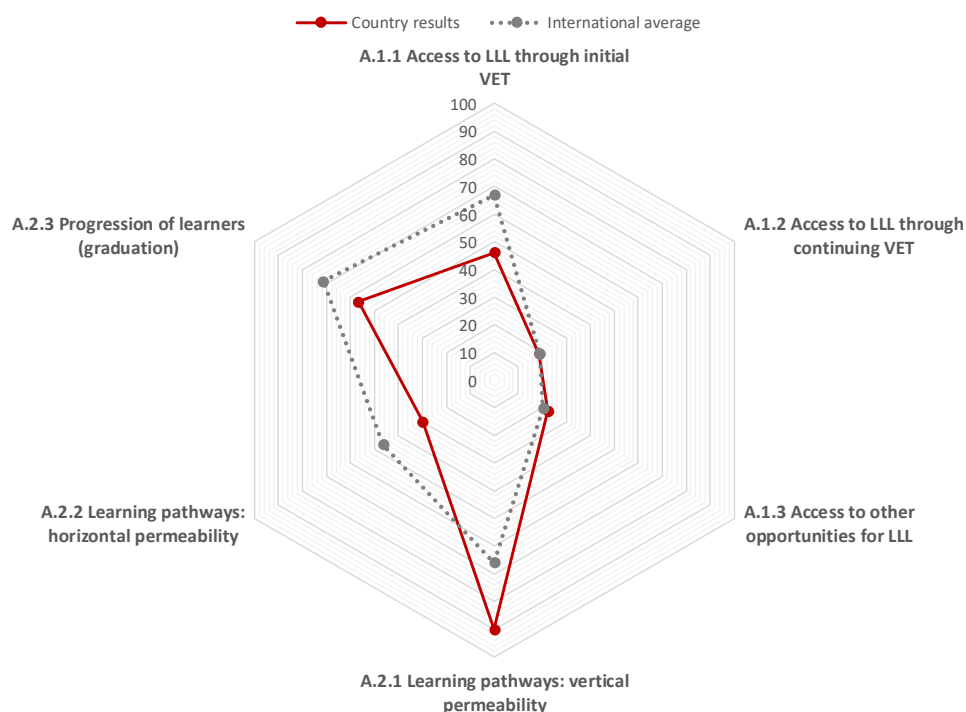
The 12th Development Plan (2024-2028) outlines a framework of forward-looking measures to further enhance access to VET and lifelong learning by increasing the number and variety of lifelong learning programmes ensuring inclusion. The Plan aims to expand the availability of VET programmes to underserved regions and increase distance learning options for adult education, making it more accessible. It also emphasizes the importance of raising public awareness about the significance of lifelong learning and engaging various stakeholders, including local communities, NGOs, and the private sector, to promote and participate in these programmes.

Within that framework, the Ministry of National Education Strategic Plan 2024-2028 and the Vocational and Technical Education Policy Document outline specific actions to promote access to VET and lifelong learning. These include strengthening partnerships with industries and employers to align VET programmes with market needs, establishing vocational and technical high schools and training centres within organized industrial zones and “technological parks”, and increasing the number of vocational education centres, especially in underserved regions. The Plan also calls for the introduction of basic vocational skills through modular vocational training starting from grades 7 and 8 and encouraging high school students in academic tracks to receive vocational training to enhance employability. There are also specific policies and practices aimed at increasing participation from disadvantaged groups, including women, the disabled, and the long-term unemployed.

Access to VET in the context of adult education, on the other hand, is an area of somewhat weaker performance, similar to other countries participating in the Torino Process sample (Outcome A.1.2). It is also a weaker area in the context of access to learning through active labour market policies (ALMPs) (Outcome A.1.3). Still, VET remains a very reasonable adult education option, and according to national authorities. According to information received through the monitoring questionnaire this is especially true for the purpose of eliminating unemployment. Individuals who want to receive training in the field of professional development and competence in Türkiye can also attend private courses operating under the Private Education Institutions Law No. 5580, increasing their participation in the workforce. VET course materials can be accessed constantly and free of charge from meslek.meb.gov.tr.

Short-term (27 weeks) vocational training centre make-up education programmes have been implemented, especially for high school graduates and graduates of higher education who are neither in education nor in employment. CVET is accessible through both vocational training centres and public education centres, offering significant advantages in terms of access and economic processes for individuals. Courses are organized for each individual (including those with special needs) as part of the working areas of the General Directorate of Lifelong Learning. Public Education Centres affiliated with the General Directorate of Lifelong Learning were opened under the name of Unimpeded Public Education Centre in 2022, providing free transportation and other services during the summer courses. For some groups with special needs, training is provided even with just a single participant, although the minimum number of trainees generally required to start a course in public education centres is 12.

FIGURE 3. PROMOTING ACCESS AND PARTICIPATION IN OPPORTUNITIES FOR LLL - INDEX OF SYSTEM PERFORMANCE, TÜRKİYE AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

According to official information, VET courses organized by the Turkish Employment Agency aim to provide non-professionals with a profession and increase employability for those seeking to improve their professional skills. Support training courses are offered for graduates and students continuing their formal education, with free lunch and transportation provided. The “Vocational Education Promotion and Dissemination Project” shares innovations made in the vocational training (apprenticeship) system, highlighting the benefits of the apprenticeship education system for businesses.

Beyond first-time access, the Torino Process monitoring data indicates that irrespective of age, learners find themselves in an environment that is relatively supportive of their progression and successful graduation (Outcome A.2.3, SPI 57). An area of even stronger performance is the ability of VET to promote and accommodate student choices post-enrolment, allowing students to transition between consecutive and (to a much lesser extent) parallel educational pathways, be they general or vocational, with relative ease (Outcomes A.2.1 and A.2.2 respectively).

National authorities indicate that transition opportunities in the form of school, programme, field, or branch changes are possible under the Ministry of National Education Regulation on Secondary Education Institutions and other relevant legislation. The Ministry of National Education facilitates flexible transitions between vocational and technical education and general education, and there are no obstacles for the transition of vocational and technical secondary education students into higher education.

Opportunities in this respect include associate degree programmes that align with vocational fields and preferential placement in faculties of technology, art and design, and tourism. Students of special

education vocational schools and special education vocational high schools are transported to their schools free of charge and provided with free lunch. Various courses are opened in public education centres, and transitions are flexible, allowing changes in fields and branches within the vocational and technical education system.

2.2.2 Area B (1). Lifelong learning outcomes: quality and relevance

In the first part of Area B (Quality and relevance of LLL outcomes), the Torino Process follows another two of the dimensions presented in Section 2.1, namely quality/relevance and responsiveness of VET, with a total of eight policy and system outcomes.

These outcomes cover the quality of learning of youth and adults in VET in terms of key skills and competences, the exposure of learners in VET to the world of work, the employability of graduates from IVET and CVET, the availability of career guidance for them, as well as the relevance of learning and training content in VET. Under relevance, the monitoring records the responsiveness of the VET programme offering to demographic, labour market, and socio-economic developments, as well as the inclusion in VET curricula of themes pertaining to the green and digital transition. The outcomes included under Area B (1) are described in Table 3.

**TABLE 3. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA B (1): QUALITY AND RELEVANCE**

Code	Deliverable (outcome)	Description
B.1.1	Key competences for LLL, quality of learning outcomes	This outcome captures the extent to which the education and training system succeeds in the provision of basic skills and key competences for learners in formal education (including IVET), as defined in regular international surveys and international assessments
B.1.2	Adult skills and competences	This outcome captures the extent to which adults in working age dispose of basic skills and key competences, as captured by regular international surveys.
B.1.3	Links between learning and the world of work	This outcome reflects the pragmatic relevance of IVET and CVET programmes through the lens of participation in work-based learning (WBL) and the share of programmes with outcomes/objectives that include a WBL component
B.1.4	Employability of learners	This outcome refers to the labour market relevance of opportunities for LLL as captured through evidence of labour market outcomes of graduates from IVET, CVET, and other forms of LLL with a VET component
B.1.5	Opportunities for career guidance	This outcome strives to capture the timely availability of up-to-date information about professions and education programmes, which information allows prospective and current students in VET to take informed decisions concerning their education and employment paths
B.4.1	Relevance of learning content: green transition	This outcome captures the extent to which curricula for youth and adults consider themes of significance for sustainability and climate change awareness, including “green skills” for sustainable economies
B.4.2	Relevance of learning content: digital transition	This outcome tracks the extent to which curricula for youth and adults incorporate themes concerning digitalisation, and the extent to which learners are provided with basic digital skills as a result
B.4.3	Responsiveness of programme offering	This outcome captures the degree and speed of responsiveness of initial and continuing VET systems to the needs of the labour market and to other changes concerning demography and socio-economic developments

The quality of basic skills and key competences delivered through VET in Türkiye varies depending on the learner group. System performance in providing competences to youth is above the general average and above the average for other countries in the Torino Process (Outcome B.1.1, SPI of 58). According to data from OECD’s Programme for International Student Assessment (PISA) for 2022, which in Türkiye included students in vocational programmes, the PISA 2022 results are below the OECD average but still among the highest ever recorded for the country in mathematics and science and are close to the long-term average in reading. Notably, the 2022 results in mathematics and science

surpass those from 2006 and 2015, with Türkiye standing out as one of the few countries to have shown improvement in most subjects over a span of more than ten years.

Additional trainings and activities are conducted to help students acquire basic competencies as measured by PISA, especially in VET. This includes the integration of workplace-based learning internship programmes for both initial and continuing vocational education students, as mandated by the Vocational Education Law No. 3308.

The Ministry of National Education Strategic Plan 2024-2028 outlines several specific measures to enhance the quality and accessibility of VET. These measures include restructuring the teacher training and development process from pre-service to in-service training to align with needs, strengthening the qualifications and social status of the teaching profession to ensure quality education delivery, and providing continuous professional development opportunities for educators and administrative staff in VET institutions. Updating and modernising the curriculum to match the skills required by the industry, increasing the use of digital learning materials and e-content to support the curriculum, and implementing new teaching methods and pedagogical approaches that focus on hands-on and practical skills are also key components of the Strategic Plan.

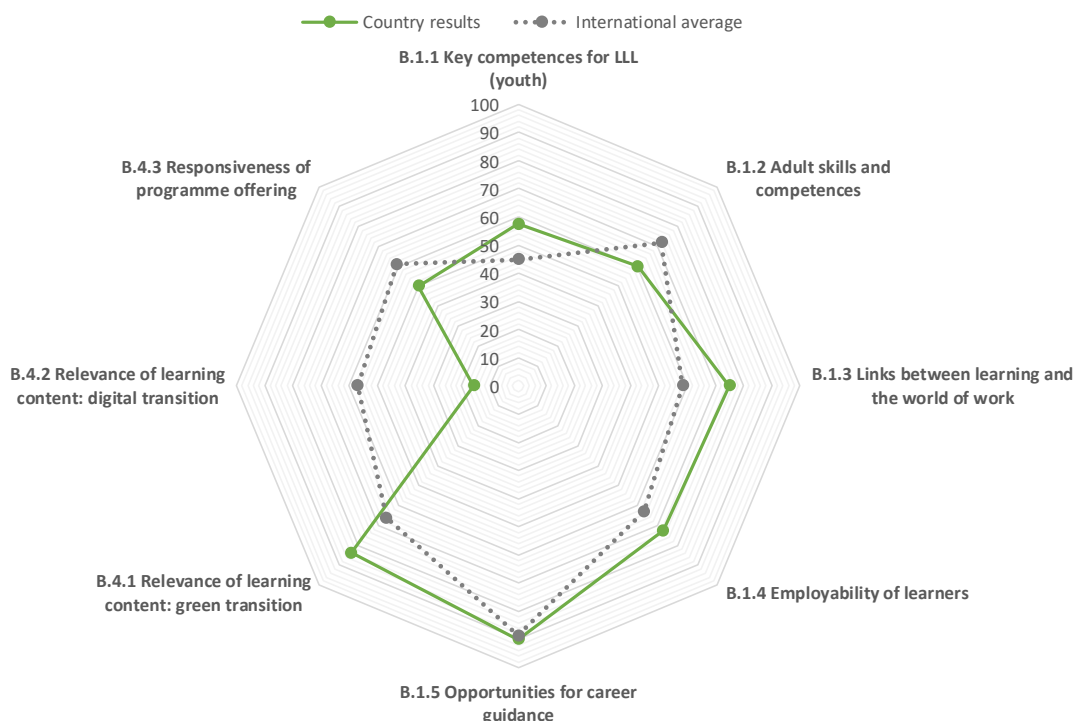
The objectives of the Vocational and Technical Education Policy Document include creating a flexible system that enhanced access and participation while meeting individual and sectoral needs. To this end, the document outlines strategies to foster professional and cultural exchange through national student and teacher exchange programs, to increase the access of institutions and organisations that provide merit-based scholarships for vocational students to investment incentives and government support, and to strengthen cooperation with the business sector by equipping educational environments with modern laboratories, workshops and simulation facilities. This is meant to ensure that students have realistic and effective learning opportunities.

National authorities in Türkiye report strong links between learning and the world of work due to a high degree of integration of work-based learning components into the curricula (Outcome B.1.3, SPI of 75). The Vocational Education Law requires enterprises employing ten or more personnel to provide vocational training and internships for students, enhancing practical skill acquisition. Vocational and Technical Anatolian High Schools (MTAL) in Organized Industrial Zones (OIZs) exemplify successful integration of education and industry, offering students practical learning opportunities and supporting the qualified human resources needed by the country. Similarly, as observed in other countries in the Torino Process, career guidance is perceived as highly efficient in providing professional and educational orientation to learners (Outcome B.1.5, SPI of 90).

These results translate into performance metrics which are similarly high regarding the employability of learners. While the performance of Türkiye in learner employability is commendable (Outcome B.1.4, SPI of 73), employers still face challenges in hiring due to deficiencies in occupation-specific knowledge, skills, and work experience. This invites reflection on how promising inputs in support of employability can be translated into even better labour market outcomes for learners.

The learning outcomes of adults in Türkiye are somewhat higher than those for young learners (Outcome B.1.2), but they still remain below the average for other countries in terms of the quality of learning outcomes, skills, and competences. The 12th Development Plan (2024-2028) outlines several measures aimed at improving quality and relevance in this domain of monitoring. These measures include expanding distance education opportunities and developing lifelong learning according to the competencies required by the twin transformation. An accreditation system will be established to ensure the standardization of trainings provided in lifelong learning, enhancing their credibility and effectiveness.

FIGURE 4. SUPPORTING QUALITY AND RELEVANCE OF LLL - INDEX OF SYSTEM PERFORMANCE, TÜRKİYE AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Public awareness campaigns will be launched to emphasize the importance of lifelong learning, particularly targeting the long-term unemployed and passive labour force, encouraging them to re-engage with the labour market through continuous education. Additionally, cooperation between employers and lifelong learning service providers will be improved, facilitating the development of joint programmes that align with market needs and ensure practical training opportunities.

The Plan also includes measures to enhance the infrastructure and resources of lifelong learning institutions, ensuring they are equipped to deliver high-quality education. Professional development opportunities for educators and trainers will be expanded, improving their capacity to deliver relevant and effective training. Furthermore, a robust monitoring and evaluation system will be established to track the effectiveness of lifelong learning programmes, using data-driven approaches to continually improve the education and training offer.

Beyond immediate employability, the Torino Process monitoring framework examines the relevance of learning content from a long-term perspective, focusing on how curricula incorporate forward-looking themes such as the digital and green transitions (Outcomes B.4.1 and B.4.2). This includes elements such as digital skills, green skills, sustainability, and climate change awareness for both youth and adults. In this dimension of performance, the VET system in Türkiye offers a nuanced picture.

Its responsiveness to current labour market and economic needs is solid, at an average level (Outcome B.4.3, SPI of 50). However, there is a disparity in how VET addresses forward-looking themes and priorities like the green and digital transitions. While the green transition is a topic of prominence, more so than in other countries on average (Outcome B.4.1, SPI of 84), the incorporation of learning

content related to the digital transition remains an area with weaker results and thus in need of attention (Outcome B.4.2).

The integration of digital technologies in lifelong learning is therefore a key focus of the 12th Development Plan (2024-2028) and the Ministry of National Education Strategic Plan 2024-2028, and the Vocational and Technical Education Policy Document, with the development of online learning platforms and resources to provide flexible and accessible learning opportunities for all citizens. Thus, elective vocational courses for digital skills are being included in the framework curricula of vocational and technical institutions, and online education and practice videos have been prepared to enhance digital competence.

2.2.3 Area B (2). Lifelong learning outcomes: excellence and innovation

In the second part of Area B (Excellence and innovation in support of lifelong learning), the Torino Process monitors two performance dimensions – excellence and innovation, which accommodate a total of eight system outcomes. These outcomes include excellence in pedagogy, learning content, governance, and inclusion into learning, as well as systemic innovation supporting access, participation, quality, and relevance of learning and training. The outcomes included under Area B (2) are described in Table 4.

**TABLE 4. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA B (2): EXCELLENCE AND INNOVATION**

Code	Deliverable (outcome)	Description
B.2.1	Excellence in pedagogy and professional development	This outcome captures the extent to which excellence in teaching and training is an acknowledged policy priority, as well as the extent to which its implementation is bearing fruit across the education and training system, including in the domain of professional development of teachers
B.2.2	Excellence in programme content and implementation	This outcome captures the results of efforts to promote excellence in the content and implementation of VET programmes, with a specific focus on bringing them closer to the world of work (i.e. through work-based learning), on prioritising greening in curricula and teaching, as well as on promoting excellence in learning.
B.2.3	Excellence in governance and provider management	This outcome captures the results of efforts to promote excellence in the domains of financing, leadership, and governance, as well as the extent to which these examples are systemic or not
B.2.4	Excellence in social inclusion and equity	This outcome captures the results of efforts to promote excellence in the domain of equity and social inclusion in education and training, as well as the extent to which these examples are systemic or not
B.3.1	Systemic innovation: access to opportunities for LLL	This outcome captures the presence of innovative practices and policy solutions in the domain of access to opportunities for lifelong learning.
B.3.2	Systemic innovation: participation and graduation	This outcome captures the presence of innovative practices and policy solutions in the provision of support for participation in (and graduation from) opportunities for lifelong learning, and the extent to which they are systemic (or not)
B.3.3	Systemic innovation: quality of learning and training outcomes	This outcome captures the presence of innovative practices and policy solutions for raising the quality of learning and training in terms of the knowledge, skills, and abilities acquired by learners
B.3.4	Systemic innovation: relevance of learning and training	This outcome captures the presence of innovative practices and policy solutions for raising the labour market relevance of knowledge, skills, and abilities acquired by learners

The concept of excellence, as defined within the Torino Process, refers to the existence of system-wide policies and measures that advance the highest quality practices and results in a selection of critical domains of policy and system delivery in VET. These domains encompass excellence in pedagogy and professional development, excellence in programme content and implementation, excellence in governance and provider management, and excellence in social inclusion and equity.

The VET system of Türkiye shows slightly weaker performance in promoting excellence in domains that focus on the direct delivery and quality of education and training and have an impact on the immediate learning experiences of students. These domains include excellence in pedagogy and professional development (Outcome B.2.1) and in programme content and implementation (Outcome B.2.2).

These findings do not suggest that the VET system of Türkiye is not striving for excellence in these areas. In fact, national authorities report that initial vocational and technical education in Türkiye aims at training a competent workforce with national and international professional competence, professional ethics, and professional values. The focus is on creating an innovative, entrepreneurial, and productive system that adds value to the economy through cooperation with social and economic sectors. The system is constantly renewed in cooperation with stakeholders to provide appropriate learning opportunities tailored to the interests, abilities, and temperaments of individuals.

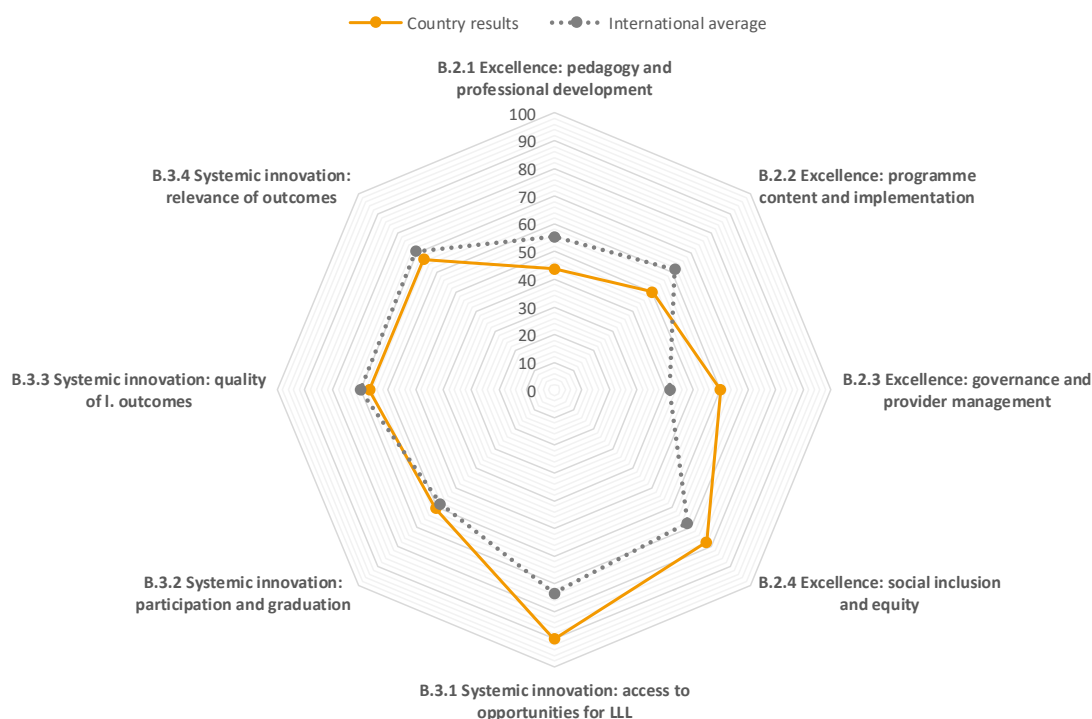
In contrast, excellence is a much stronger priority in areas of monitoring that are more systemic and structural, such as governance and provider management (Outcome B.2.3) and social inclusion/equity (Outcome B.2.4). These domains address how educational institutions are managed and ensure that all prospective learners have access to learning opportunities. Policy documents such as the Lifelong Learning Strategy Document and the MoNE Strategic Plan (2024-2028) support initiatives along these lines, aiming to enhance the value and accessibility of vocational and technical education.

National authorities report of plans to even out performance in the domain of excellence across all areas of monitoring. The Ministry of National Education Strategic Plan 2024-2028 outlines several measures in that respect. They aim to enhance curricula by updating and modernising VET programmes to align with industry standards and international best practices, integrating practical skills and modern technologies. Strengthening partnerships with industries ensures that VET programmes meet labour market needs, creating apprenticeship programmes and on-the-job training opportunities. A robust quality assurance framework, including regular monitoring, evaluation, and accreditation, ensures high standards of education and training. Continuous professional development for VET teachers is provided, incorporating in-service training and industry placements. Additionally, promoting the international recognition of Turkish VET qualifications by aligning with global standards is emphasized.

For lifelong learning, the Plan develops diverse programmes catering to different groups, including disadvantaged populations, ensuring access to education throughout life. Technological integration is increased by expanding online learning platforms and resources, making education more accessible. Systems for recognizing and certifying skills acquired through informal and non-formal learning enhance employability. Ensuring the quality and accessibility of lifelong learning programmes involves regular updates to meet current and future needs. The Plan also encourages a culture of continuous learning through public awareness campaigns highlighting lifelong learning's importance for personal and professional growth.

In the context of Torino Process monitoring, excellence and innovation represent different but interlinked domains. While excellence refers to the pursuit of the highest quality practices and outcomes in mainstream vocational education and training policy and delivery, innovation reflects pioneering practices and policy solutions within these and related domains. Innovation in the monitoring context signifies adaptability, creativity, and a forward-thinking approach in the VET system to cater to the evolving needs of learners and labour markets.

FIGURE 5. EXCELLENCE AND INNOVATION FOR BETTER LLL - INDEX OF SYSTEM PERFORMANCE, TÜRKİYE AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

VET in Türkiye is open to innovation in all domains tracked by the Torino Process, particularly in facilitating access to learning opportunities for youth and adults, as reported by national authorities (Outcome B.3.1, SPI of 90). However, there is a strong contrast between this commendable degree of openness to innovation and the performance results in supporting access to learning on a day-to-day basis, as discussed in Section 2.2.1. This suggests possible difficulties with the translation and/or mainstreaming of promising innovative practices into routine operational processes across the VET system.

Many countries participating in the Torino Process face challenges transitioning from novel initiatives to comprehensive system enhancements. However, in Türkiye, as in other countries, there are domains with a pronounced innovation drive. These include enhancing the quality of learning outcomes (Outcome B.3.3, SPI of 67 for Türkiye), supporting participation and graduation through innovation (Outcome B.3.2, SPI of 61), and being receptive to innovative concepts that make the VET system more attuned to current and emerging labour market needs (Outcome B.3.4, SPI of 67).

To achieve these objectives, strategies and policies have been developed to increase the quality of vocational and technical education. For example, to foster excellence in VET and lifelong learning, the 12th Development Plan (2024-2028) foresees an update to the curricular in alignment with industry standards and international best practices, integrating practical skills and modern technologies. Partnerships with industries will be strengthened to ensure VET programmes meet current technological advancements and market needs, including creating apprenticeship programmes and on-the-job training opportunities. A robust quality assurance framework will be established for regular

monitoring, evaluation, and accreditation of VET institutions, ensuring high education standards. Continuous professional development for VET teachers will be provided, updating them with the latest industry trends and teaching methodologies.

In lifelong learning, the Plan emphasizes developing diverse programmes for all groups, including disadvantaged populations, and increasing the use of digital technologies. Online learning platforms and resources will be expanded, offering flexible and accessible education opportunities. Systems for the recognition and certification of skills acquired through informal and non-formal learning will be implemented, helping individuals validate their competencies and enhance employability. The Plan also seeks to ensure that LLL programmes meet high-quality standards and remain relevant to current and future needs. Public awareness campaigns will promote the importance of lifelong learning, encouraging continuous development within communities and workplaces.

Furthermore, elective vocational courses for digital skills have been included in the framework curricula of vocational and technical institutions. Certificate programmes have been implemented to meet regional and sectoral needs, demonstrating an innovative approach to aligning with labor market demands. Additionally, on-the-job training and internships in Organized Industrial Zones (OIZs) support the practical learning and employability of students, with 84 Vocational and Technical Anatolian High Schools (MTAL) established in these zones to strengthen the link between education and industry.

2.2.4 Area C. System organisation

In Area C (System organisation), the monitoring framework accommodates the last two dimensions presented in Section 2.1 – steering/management and resourcing, in which the Torino Process tracks a total of eight system outcomes. These outcomes include the availability and use of data for informed decision-making, the involvement of stakeholders in VET policy, provider management, and resourcing, quality assurance and accountability, the internationalisation of VET providers, as well as the availability and use of human and financial resources in VET. The outcomes included under Area C are defined in Table 5.

Türkiye performs or reports performance above the international average in most domains included in Area C. For instance, reliable data is more widely available in Türkiye than in most other countries in the Torino Process (Outcome C.1.1, SPI of 28). This data includes internationally comparable sources and national data that is considered reliable and easily accessible. The Ministry of National Education Strategy Development Presidency publishes annual data on vocational and technical education, including the number of students, teachers, classrooms, and schools, which is available to the public. Additionally, private statistics such as the rate of vocational education in secondary education and the change in student achievements over the years are followed by the General Directorate of Vocational and Technical Education.

Despite this, data and capacity for evidence-informed decision-making remain among the weakest performance domains overall, similar to all countries participating in the Torino Process monitoring. According to official information in the 12th Development Plan 2024-2028, the MoNE Strategic Plan 2024-2028 and the Vocational and Technical Education Policy Document this is also an area of priority for development in the strategic period until 2028. The objectives include the establishment of robust systems to track the effectiveness of lifelong learning programs, and the monitoring vocational and technical education as well as the use data-driven approaches to continuously improve program delivery and outcomes.

**TABLE 5. POLICY AND SYSTEM OUTCOMES INCLUDED UNDER MONITORING
AREA C: SYSTEM ORGANISATION**

Code	Deliverable (outcome)	Description
C.1.1	Data availability and use	This outcome refers to the availability of administrative and big data as covered by Level 1 of the monitoring framework, participation in large scale international assessments, as well as technical capacity to generate/manage evidence to support monitoring and improvement
C.1.2	Participatory governance	This outcome captures the degree of involvement of the private sector and other external stakeholders in consultations and decisions concerning opportunities for LLL through initial and continuing VET
C.1.3	Public accountability and reliable quality assurance	This outcome tracks the extent to which reliable and trustworthy quality assurance (QA) mechanisms and accountability arrangements are in place which cover learners, teachers, and providers, as well as the extent to which the QA results are publicly available
C.1.4	Professional capacity of staff in leadership positions	This outcome monitors the availability and professional capacity of qualified staff in leadership roles and in other key administrative roles on provider level
C.1.5	Internationalisation	This outcome monitors the degree of internationalisation in IVET and CVET, such as internationalisation of QA arrangements, curricular content, qualifications (i.e. recognition of international credentials, awarding bodies being active beyond their country of origin, etc.)
C.2.1	Adequate financial resource allocations and use	This outcome captures the adequacy of financial resources invested in IVET and CVET in terms of level of investment and allocation, as well as the degree of diversification of funding between public and private sources
C.2.2	Adequate human resource allocation and use	This outcome captures the efficiency of human resource management in terms of availability of teachers and trainers, and the adequacy of their deployment and career management
C.2.3	Adequate material base	This outcome captures the extent to which the material base for learning and training is adequate, including learning and training materials which are supportive of and promote effective teaching, training, and learning

While the private sector and other external stakeholders in Türkiye appear to be somewhat less involved in consultations and decision-making processes in VET compared to other countries (Outcome C.1.2, SPI of 56), efforts to formalise collaboration between schools and the sector are outlined in the 'Vocational and Technical Education School Management Board in School-Sector Cooperation' processes. These are defined in legislation 2016/21, published by the Ministry of National Education, and are designed to enhance stakeholder involvement in school management.¹¹ According to national authorities, cooperation activities are carried out with public, private, and non-governmental organizations for general and vocational training activities, contributing to the creation of opportunities through signed protocols and projects. Stakeholders such as municipalities, universities, associations, foundations, and international organizations like the World Bank, UNICEF, UNDP, and UNHCR play a significant role in vocational and technical education.

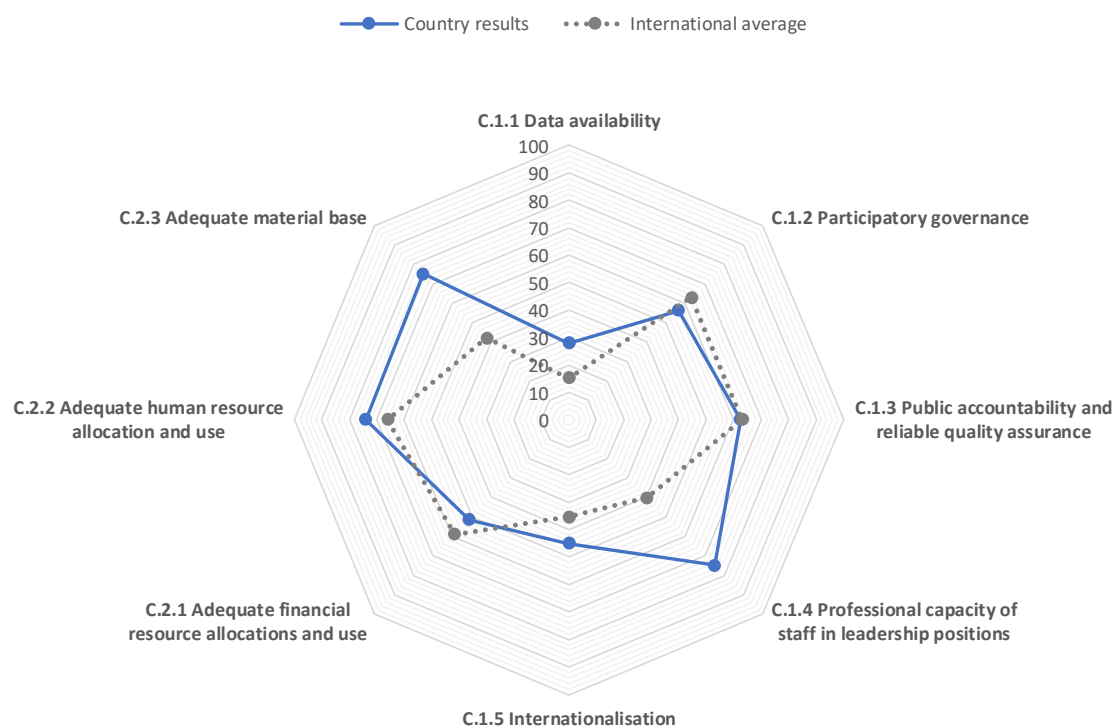
The VET system in Türkiye is equipped with a wide range of quality assurance mechanisms and accountability arrangements (Outcome C.1.3, SPI of 62). Moving forward, according to the 12th Development Plan (2024-2028) and the MoNE Strategic Plan (2024-2028), the focus until 2028 is on establishing a robust quality assurance framework for VET programs, which includes regular monitoring and evaluation, and comprehensive assessments and audits of VET institutions to ensure they meet high-quality standards. Additionally, implementing feedback mechanisms will be a priority to continually improve educational processes and outcomes, ensuring the system remains responsive and effective in delivering quality vocational education and training.

In addition, Türkiye reports that its VET system prioritizes placing qualified staff in leadership and key administrative roles (Outcome C.1.4, SPI of 75). While all countries in the Torino Process sample are dedicated to professionalism among their school leaders, many describe difficulties in sustaining the same level of dedication across their network of providers. When benchmarked against many other

¹¹ https://mtegm.meb.gov.tr/meb_iys_dosyalar/2016_11/25100543_201621_sayili_genelge.pdf

countries in the Torino Process sample, the reporting of Türkiye stands out due to the relative lack of reported challenges in this respect. According to official information, administrators working in vocational and technical education are accessible and qualified, and they can receive additional training within the scope of continuous and professional development. The development processes of administrators are supported with in-service and on-the-job training options, ensuring a high level of competence among school leaders.

FIGURE 6. GOVERNANCE, PARTICIPATION, ACCOUNTABILITY, AND RESOURCES - INDEX OF SYSTEM PERFORMANCE, TÜRKİYE AND INTERNATIONAL AVERAGE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Türkiye also has a long-standing tradition of promoting internationalisation in its VET system. As a result, internationalisation is an area of above-average performance in international comparison (Outcome C.1.5, SPI of 45). The internationalization process is implemented in both initial and continuing vocational education programmes. Study visits and on-site field visits are organized in EU countries, Turkic Republics, Asia, and Africa for information and experience sharing. Programmes like Euroguidance, Erasmus+, and Eurodesk provide opportunities for students to study abroad, developing their critical and creative thinking skills, foreign language proficiency, leadership skills, and overall employability.

Furthermore, national authorities inform of a Cooperation Protocol on Support to be Given to International Students, signed on June 02, 2022, aims to ensure the internationalization of vocational and technical education. As of the 2022-2023 academic year, seven schools have received the International Vocational and Technical Anatolian High School title to promote internationalization. The "Türkiye's Century in Education from 2022 Actions to 2023 Goals" document aims to increase

internationalization by opening three new International Vocational High Schools in 2023. Consequently, ten schools are now included within the scope of International Vocational and Technical Anatolian High Schools, accepting students from six Balkan countries according to the International Student Selection and Placement E-Guideline in Vocational and Technical Secondary Education.

Unlike many other countries in the Torino Process, Türkiye demonstrates a much stronger commitment to providing learners with the teachers and trainers they need (Outcome C.2.2, SPI of 74) than it does to financial investment in VET (Outcome C.2.1, SPI of 51). The primary sources of finance for education and training in Türkiye include allocations from the central government budget, provincial special administration budgets, grants, credits, scholarships from national and international institutions, donations from individuals and legal entities, and school-family union revenues. For the 2024-2028 period, the Ministry of National Education estimates a need for approximately 1.042.790.893.696 TL to achieve its strategic goals, which includes substantial allocations for various educational initiatives and infrastructure development.

The MoNE Strategic Plan 2024-2028 highlights the necessity of increasing financial resources and diversifying funding sources by strengthening partnerships with non-governmental organizations and international bodies. This approach aims to support educational projects and ensure their sustainability. Additionally, the document identifies the importance of creating alternative financing models to support the diverse needs of vocational education and ensure the sustainability of educational programs. These measures are crucial for enhancing the financial investment in VET, aligning it more closely with the country's strong commitment to providing high-quality teachers and trainers.

Looking ahead to 2028 in terms of human resources, the focus is on restructuring the teacher training and development process from pre-service to in-service training to better align with current needs. This includes strengthening the qualifications and social status of the teaching profession to ensure high-quality education delivery. Continuous professional development opportunities for educators and administrative staff in VET institutions will be provided, ensuring that teachers and trainers are well-equipped to meet the evolving demands of vocational education. A robust framework for monitoring and evaluating the performance of teachers and staff will be established, as well as regular assessments and feedback mechanisms, and support solutions for new teachers, such as induction and mentorship programmes.

The capacity of the VET system in Türkiye to establish and sustain a material base for VET providers, supportive of effective teaching, training, and learning, is remarkably high (Outcome C.2.3, SPI of 74). While Türkiye outperforms other countries in this specific domain, the results here contrast with the weaker performance regarding financial resources invested in the system. This disparity might indicate that, despite limitations in financial investment, funds are still being channelled to areas of need. Authorities report that over the next strategic period, the focus will be on infrastructure development, including constructing and renovating educational facilities to create safe, accessible, and conducive learning environments. Additionally, all new buildings will be designed to be resilient to natural disasters and pandemics, incorporating eco-friendly and sustainable architecture.

In addition, national authorities inform that curricula in Türkiye are prepared in line with national and international classifications, taking into account the needs and expectations of the business world. Individual Learning Materials (Modules), textbooks, course materials, auxiliary books, electronic books, digital course content, and course content standards are determined by the Ministry of National Education and offered to students free of charge. This ensures that despite financial constraints, learners have access to necessary learning materials.

Regarding the physical infrastructure, the Ministry cooperates with national and international organizations to improve education and training environments. Standard architectural layout plans and needs analyses of classrooms, workshops, and laboratories of educational institutions are made to determine equipment standards. These standards ensure that vocational and technical training workshops and laboratories are equipped with up-to-date technology required by the profession and field. Cooperation protocols and project studies with various sectors and social stakeholders also contribute to equipping workshops and laboratories with the necessary resources.

2.3 HOW DID POLICIES AND SYSTEMS BENEFIT SPECIFIC GROUPS OF LEARNERS?

In this round, the Torino Process monitoring looks not only into the deliverables of national VET policies and systems in general but also into the degree to which they address the needs and expectations of present and prospective lifelong learners. The monitoring framework traces how well and equitably system outcomes are distributed to these learners depending on their age and gender, and by features which can be influenced by policy, such as socio-economic disadvantage, labour market status, migration status and learning setting/pathway.

National authorities report that these groups are priority groups for the next policy planning period until 2028. The Ministry of National Education Strategic Plan 2024-2028 emphasizes inclusivity in lifelong learning by enhancing participation in lifelong learning through diverse and accessible programmes, targeting disadvantaged groups such as women, the elderly, disabled individuals, and the long-term unemployed. The Plan aims to expand open education programmes to reach individuals who are out of the formal education age group or have dropped out of school.

The Plan also seeks to increase the number of lifelong learning centres and courses in underserved regions and establish mobile training units to reach remote and rural areas, thus reducing geographical barriers to education. Moreover, the Plan includes support for foreign nationals through adaptation training, language support, and cultural awareness programmes to help them integrate into the Turkish education system and fully benefit from both formal and non-formal education opportunities. The Vocational and Technical Education Policy Documents also aim at directing young people who are neither in education nor in employment, including those under temporary protection, to vocational training.

The next sections provide an overview of how, at the time of preparation of this report, the IVET and CVET subsystems in Türkiye were perform in a key selection of monitoring dimensions for the following key selection of learner groups: female learners (Section 2.3.1), disadvantaged learners (Section 2.3.2), populations who are long term unemployed, economically inactive, and have a low level of educational attainment (Section 2.3.3), as well as by their country of origin (Section 2.3.4).

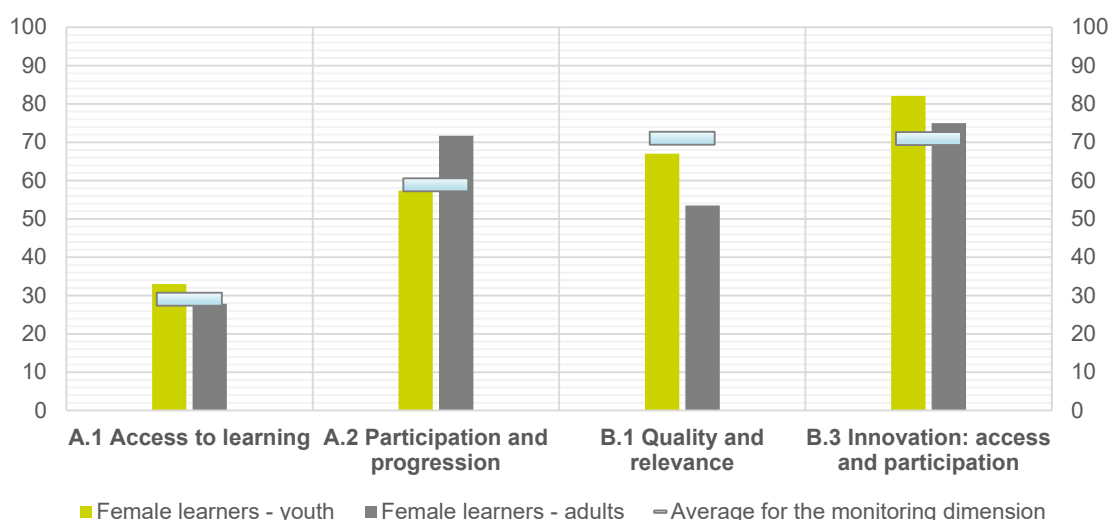
2.3.1 Female learners

This section describes findings about VET system performance regarding access, participation, quality and relevance, and innovation to the benefit of female youth and adult learners in VET in Türkiye.

According to the Ministry of National Education Regulation on Secondary Education Institutions and other relevant legislation, there is no discrimination or privilege based on gender, provided that students meet the requirements for admission to school/programme/field/branch. Indeed, young females in Türkiye are just as likely to participate in learning as adult females (Dimension A.1). More than sixty

percent of those who actively benefit from lifelong learning programs are women, indicating strong participation rates. (7,412,313 women benefited from lifelong learning programs in 2023) Although gender-based programs are not developed in general, trainings developed within the scope of some projects are created on a women-based basis in line with the demands from the field and the needs of trainees. Projects have been carried out in past years to improve girls' access to vocational and technical education and their continuation.

FIGURE 7. SYSTEM PERFORMANCE IN SUPPORT OF FEMALE LEARNERS IN SELECTED MONITORING DIMENSIONS, TÜRKIYE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

Once female learners enrol in a programme or a course, there is a discernible, aged-based disadvantage against younger learners. The VET system seems to be more supportive of adult female learners overall, who are more likely to finish their studies than any other learner group, on average (Dimension A.2). This suggests that while there is no explicit gender discrimination, the systemic support mechanisms might favour adult female learners more.

The VET system of Türkiye shows an even more pronounced gender disparity in providing quality and relevance. Both young and adult female learners can expect VET to deliver quality and relevance which are somewhat lower than for other learners, on average, especially for adult females (Dimension B.1). Still, differences that may exist could be related to the readiness levels of individuals and their previous learning experiences. This situation is not specific to Türkiye – many countries participating in the Torino Process, but also EU member states, find that younger women are often at an advantage in terms of quality and relevance of learning, particularly in technology-intensive environments where they can learn more easily.

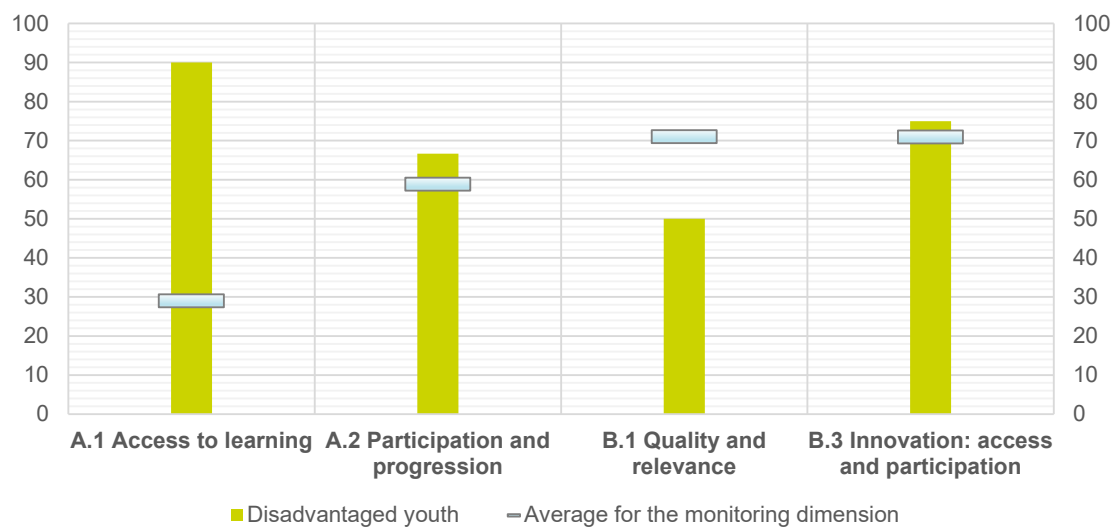
While the quality and relevance of learning remain consistent for different groups, female learners also benefit from a system which is open to innovative practices in support of their access and participation (Dimension B.3). It should be noted that in Türkiye, mainstream, day-to-day performance is already without gender bias in many dimensions of system monitoring.

2.3.2 Disadvantaged learners

This section describes how well the VET system caters for the needs of socioeconomically disadvantaged youth when it comes to access, participation, and quality/relevance of opportunities for lifelong learning through VET. The section also examines whether efforts to promote innovation in VET access and participation benefit this specific group of learners in Türkiye.

According to the Torino Process monitoring data, but also according to the last OECD PISA survey (2022), VET in Türkiye is especially supportive of socio-economically disadvantaged youth in terms of access to learning, much more so than of average learners (Dimension A.1, SPI of 90). This may imply that authorities are prioritising access for this group of learners, but according to official information, it is also an indication that VET is the preferred pathway for learners at risk of exclusion and failure. Graduates of initial VET institutions can be employed in various industry institutions in the fields/branches they graduated from. This employment potential increases the attractiveness of VET for socio-economically disadvantaged families, who see vocational high schools as a solution to help their children learn a profession and start earning money quickly.

FIGURE 8. SYSTEM PERFORMANCE IN SUPPORT OF SOCIO-ECONOMICALLY DISADVANTAGED YOUTH IN SELECTED MONITORING DIMENSIONS, TÜRKIYE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

In addition, there are various teaching opportunities for continuing education, such as distance education high school regulation providing education for sick, detainee, and disabled students who have completed primary education but couldn't continue due to various reasons. This support helps them complete secondary education and integrates them into society.

The monitoring results suggest that the socio-economic background of students does not necessarily hinder their graduation prospects. In fact, disadvantaged students are somewhat more likely to participate and graduate successfully than their peers (Dimension A.2). There is no legal obstacle for socio-economically disadvantaged students to continue their education in successive educational institutions after graduating from initial vocational and technical education institutions. Ensuring equality of opportunity in education is a primary policy in Türkiye, supported by the Constitution and the

Fundamental Law on National Education No. 1739, which ensures no socio-economic barriers to accessing educational services in official schools. Socio-economically disadvantaged students are financially supported with scholarships, loans, and the abolition of university fees, except for evening education.

However, disadvantage seems to seem to play a role in the quality and relevance of the education students are likely to receive (Dimension B.1). A significant proportion (33%) of Turkish students belong to the bottom international quintile of the socio-economic scale, according to the last round of OECD's PISA. Despite this, their average score in mathematics (424 points) is one of the highest for students with a similar socio-economic background across participating countries.

At the same time, the variation in performance between schools in Türkiye is among the largest of all countries in the survey, and the gap is particularly pronounced between vocational and general education schools. Considering that VET appears to be the pathway of choice for learners who are at a socio-economic disadvantage, their disadvantage becomes a much stronger predictor of problems with quality when they are enrolled in a VET programme. In other words, while the VET system is effective in providing access to education for socio-economically disadvantaged students and supporting their graduation prospects, it seems to face significant challenges in ensuring the quality and relevance of education.

Türkiye does not prioritise this group of learners substantially more than others when it comes to innovative practices in support of access and participation (Dimension B.3, SPI of 75 versus 71 on average). This may be due to the already stronger performance of the VET system in the domain of access. Given the observed difference in quality and relevance of education for disadvantaged youth in VET, targeted innovation measures may be more needed to close the skills gap with other learners.

2.3.3 Populations who are long-term unemployed, economically inactive, and have low educational attainment

Section 2.3.3 presents findings about VET system performance from the perspective of three strategically important groups of adults: the long-term unemployed, the economically inactive adults, and those with low or no educational attainment.

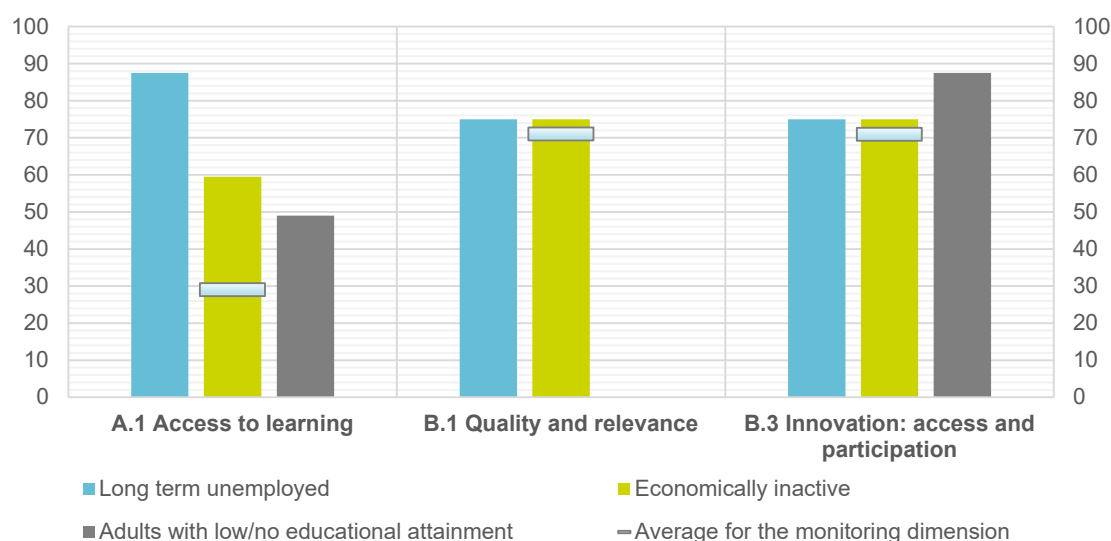
The data from the Torino Process reveals that adults at risk in Türkiye are more likely to have access to learning opportunities than the average working-age adult (Dimension A.1). However, the degree to which they can access learning depends on the risk group to which they belong. For instance, adult education is much more accessible to those who are long-term unemployed, and considerably less accessible for the economically inactive and those who have low or no education.

Measures are put in place to address this. Public education centres are present in every city and district, offer nearly 3,750 programs (more than 2600 vocational and technical programs) free of charge, aiming to improve the vocational and general skills of people with low education levels. Special education vocational schools and high schools offer courses and full-time practices for graduates along with vocational and general courses for disabled individuals.

According to national authorities, vocational training centres and public education centres contribute substantially to the provision of learning opportunities for adults at risk. These institutions provide significant advantages in terms of access and economic processes for individuals, including those with special needs. Public Education Centres, including Unimpeded Public Education Centres opened in 2022, provide free transportation and other support services. Some groups with special needs are given training even with a single participant in a course, despite the minimum number of trainees required to

start a training in public education centres being 12. Vocational training courses organized by the Turkish Employment Agency also aim to provide non-professionals with a profession and increase the employability of those looking to improve their skills.

FIGURE 9. SYSTEM PERFORMANCE IN SUPPORT OF ADULTS WHO ARE LONG-TERM UNEMPLOYED, ECONOMICALLY INACTIVE, OR HAVE LOW EDUCATIONAL ATTAINMENT, TÜRKIYE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

While the opportunities each of these groups enjoys may vary in accessibility, the quality and relevance of learning they are all likely to receive is reported as solid and on par with the general adult population. Both the long-term unemployed and economically inactive adults receive education and training of a similar level of quality and relevance (Dimension B.1).

When it comes to innovation in VET, adults with low or no educational attainment are exposed to more innovative practices in teaching and learning than the average adult learner (Dimension B.3). On the other hand, both the long-term unemployed and economically inactive adults have similar levels of exposure to innovations. According to official information, the “Vocational Education Promotion and Dissemination Project,” initiated in February 2021, aims to share innovations in the vocational training system and enhance the vocational training centre programme, reaching over 16,000 people through webinars and face-to-face activities.

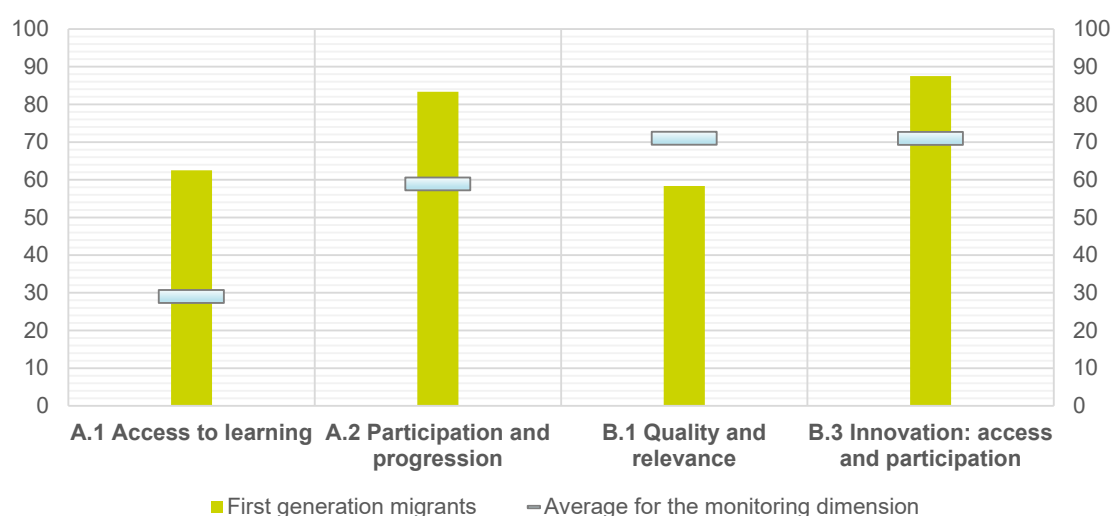
Special arrangements have been made to ensure that through vocational education, long-term unemployed people first engage in education and then transition to employment. For example, the “Vocational Education Centre Mastership Compensation Programme” was initiated in 2021 to help high school and higher education graduates acquire a profession and reduce youth unemployment. Additionally, programmes and educational environments for these individuals are continually updated by the General Directorate of Lifelong Learning, with some trainings now offered online through the Lifelong Learning Academy Environment.

2.3.4 Learners by country of origin

The final section with monitoring findings discusses performance in the domains of access, participation, quality and relevance, and innovation in Türkiye for learners who are first-generation migrants.

Türkiye is a major destination country for migrants and refugees. It hosts one of the largest refugee populations in the world, primarily due to its geographical location and proximity to conflict zones. As of recent years, Türkiye has been a primary destination for refugees fleeing the Syrian civil war, hosting millions of Syrians under temporary protection. Additionally, Türkiye receives migrants and refugees from other countries in the Middle East, Asia, and Africa, making it a significant hub for migration and refuge.

FIGURE 10. SYSTEM PERFORMANCE IN SUPPORT OF FIRST-GENERATION MIGRANTS IN SELECTED MONITORING DIMENSIONS, TÜRKIYE (2023)



Theoretical index range: min/low performance=0, max/high performance=100

Source: Torino Process monitoring database

It is important to note that discussing the status of Türkiye as a destination for refugees is closely linked to a conversation around first-generation migrants. While refugees have often been arriving in Türkiye due to specific and immediate threats to their safety, many of them who initially sought refuge end up staying for extended periods, sometimes spanning decades, effectively transitioning into more permanent migrant statuses over time. Thus, by covering “first generation migrants”, this section of the report refers to the long-term implications of, and policy responses to, refugee flows into Türkiye, shedding light on how well the VET system responds to their experiences and learning needs.

Despite the challenge of hosting large numbers of refugees, monitoring results suggest that VET in Türkiye does not disadvantage first-generation migrants compared to the average learner (Dimension A.1). On the contrary, the country appears to prioritize these groups of learners in most dimensions of monitoring. Compared to the general learner population, for instance, migrants seem to benefit from more open access to both initial and continuing VET opportunities. According to data obtained from the E-School system, students with an immigration background can enrol in various programmes in initial VET schools without examination, making these institutions attractive for them.

The 12th Development Plan (2024-2028) includes several initiatives by the General Directorate for Lifelong Learning to improve the quality and relevance of adult education and training for foreign nationals in Türkiye. These initiatives focus on enhancing professional skills and employability, facilitating integration into the labour market. The plan emphasizes systematic monitoring and evaluation to ensure program effectiveness. Numerous training programs and projects tailored for foreign nationals provide vocational education, technical training, and language support, improving job prospects and adaptation to the Turkish labour market. The Monitoring and Evaluation Report indicates significant engagement, with thousands of foreign nationals successfully completing vocational training programs, greatly increasing their employability.

The plan also stresses the importance of establishing accreditation systems to standardize training, ensuring high-quality education. Public awareness campaigns promote lifelong learning among foreign nationals, encouraging continuous education and skill development. The MoNE Strategic Plan 2024-2028 further discusses measures for the inclusion and professional development of foreign nationals, including targeted campaigns to increase access to vocational and technical education, improve Turkish language skills, and provide long-term compensatory training to reduce absenteeism and dropout rates among students under temporary protection.

Enhanced access to non-formal education activities and vocational guidance is provided, particularly for young people under international or temporary protection. The number of programs and activities for integrating foreign nationals will increase, with sports, cultural, and educational activities expanding. By 2028, youth centres and youth offices are projected to increase to 560 and 500, respectively, from 432 and 370 in 2023. These measures support the integration and professional development of foreign nationals, contributing to Türkiye's economic and social growth.

In the same vein, regarding participation and progression in the VET system, learners with migrant background in Türkiye experience a level of support that is much higher than the general learner population (Dimension A.2). The Integration into Vocational Education Programme (MEK), within the scope of the MEB-UNICEF Cooperation Programme, directs Turkish children and Syrian children under temporary protection who could not continue their education to Vocational Training Centres. This initiative helps them continue their education, access the Journeyman/Mastership certificate, and obtain a high school diploma.

However, when considering the quality and relevance of VET, there might be room for improvement in catering to the needs of migrants (Dimension B.1), as the VET system appears to be somewhat less effective in delivering high-quality, relevant education and training to this group as it is for the rest of the population of learners. Language skills, for instance, can be a barrier, preventing students with an immigration background from being proficient in basic skills such as problem-solving, reading, and mathematics.

In terms of systemic innovation for lifelong learning access, the VET system in Türkiye gives slightly more emphasis to the migrant demographic (Dimension B.3) through various supportive measures. The Social and Economic Cohesion through Vocational and Technical Education Project (SEUP) aims to provide quality and accessible vocational and technical education for young people, including Syrians under Temporary Protection and disadvantaged Turkish students, to improve educational environments and support their educational continuation.

Improving the Employment Prospects for the Syrian Refugees and Host Communities by Providing High-Quality VET and Apprenticeship in Türkiye Programme (VET4JOB) is another significant initiative. Funded by the European Union Financial Assistance Programme for Refugees in Türkiye, VET4JOB aims at facilitating access to sustainable livelihoods and registered employment for host communities

and Syrians through apprenticeships and vocational training, in line with labor market needs. This programme is carried out in cooperation with the Ministry of National Education and the Turkish Confederation of Tradesmen and Craftsmen, coordinated by Expertise France and EDUSER.

3. SUPPLEMENTARY SOURCES AND INFORMATION

3.1 Links to background information and data

The system performance indices presented in this report were calculated based on a selection of international quantitative indicators for Türkiye and the qualitative responses of stakeholders where such indicators were missing.

The full collection of quantitative indicators collected for Türkiye for this 2023 round of monitoring can be found here:

https://docs.google.com/spreadsheets/d/1Up53WhIsfGV8ywI2VMQmo1ukOjq9R8_n/edit?usp=sharing&ouid=110154518834912853011&rtpof=true&sd=true

The full collection of qualitative responses to the country-specific questionnaire for Türkiye can be found here:

https://docs.google.com/document/d/1V65_e0jH2aVv4nEox9Ao_XdUTU-F-c7P/edit?usp=sharing&ouid=110154518834912853011&rtpof=true&sd=true

General information for the Torino Process as well as the reports and data of other participating countries, can be found here: <https://www.etf.europa.eu/en/what-we-do/torino-process-policy-analysis-and-progress-monitoring>.¹²

3.2 Definitions, terminological clarifications, methodological limitations

3.2.1 Definitions and terminological clarifications

This section provides an overview and definition of key terms in the Torino Process monitoring framework.

- **Youth:** Population in the official age of entrance and participation in initial VET programmes.
- **Adults:** Population of working age (15+ years of age) not enrolled in initial VET programmes.
- **Disadvantaged youth:** This refers to socio-economic disadvantage and describes youth with access to below-average levels of financial, social, cultural, and human capital resources.
- **Long-term unemployed:** Long-term unemployment refers to the number of people who are out of work and have been actively seeking employment for at least one year.
- **Inactive populations:** Adults of working age who are outside of the labour force, meaning that they are neither employed nor registered as unemployed (that is, seeking employment)
- **Lifelong learning:** any learning activity undertaken throughout life, to improve knowledge, skills/competences and/or qualifications for personal, social and/or professional reasons.

¹² The Torino Process monitoring reports and data will be released gradually in the period March-May 2023 in the order in which countries submit their evidence and the reports are being finalised with them.

- **System performance:** describes the extent to which the VET system delivers against a targeted selection of national and international obligations (commitments) to learners and other stakeholders in support of learning through life (lifelong learning - LLL).
- **Initial VET:** Vocational education and training carried out in the formal system of initial education (usually upper or post-secondary) before entering working life.
- **Continuing VET:** Formal or non-formal vocational education and training carried out after initial VET and usually after the beginning of working life.
- **Adult education:** Adult education or learning may refer to any formal, non-formal, or informal learning activity, both general and vocational, undertaken by adults after leaving initial education and training.

3.2.2 Methodological limitations

The system performance indices developed in the framework of the Torino Process, are based on a rich methodological framework. This framework relies on various principles and theoretical underpinnings to ensure that the design, implementation, and evaluation of the indices is plausible in terms of theoretical foundations, technical reproducibility, and statistical fitness. The primary aim of these indices is to offer insights that can guide the monitoring of countries and inform their policy planning, not to promote their comparative ranking.

While various options were available during the different phases of the construction of the indices, the final choices represent a series of decisions which were deemed adequate and appropriate to promote reliability and avoid bias, in full awareness that by their very nature, indices like those require constant refinement. Therefore, the construction and calculation of the performance indices will remain an ongoing process to address the following limitations:

1. Refinement of aggregations and analysis: the current version of the indices represents a sub-set of the national systems under analysis. While these are sufficient for the formulation of initial findings, future cross-country analysis will include a larger number of countries with possible alternative (dis)aggregations i.e., at regional or development level, which may also affect the formulas using in the calculation of the indices as well as their values. The methodological framework of the Torino Process monitoring allows for such extensions and refinement without jeopardizing the validity of results which have been released already.

2. Choice of evidence: while the goal of this exercise is to monitor equally the different areas of interest, their dimensions and related outcomes, different countries may rely on a different, country-specific mix of qualitative and quantitative indicators from a predefined list for all countries. This also applies to the last available (reference) year for the quantitative indicators, which may vary between indicators and countries within a five-year limit.