

## **TURKEY**

### Country information note 2010

#### Summary

The overall objectives of the ETF 2010-12 Work Programme in Turkey are to: i) support the European Commission in the development and deployment of external assistance; and ii) support quality policy development and implementation through promoting policy learning in Turkey in human capital development. The focus will be on specific initiatives emerging from current developments in education and training and employment and active labour market policy. ETF assistance will support the understanding of the goals of the EU's Education & Training agenda, Turkey's benchmarking, reporting and regional cooperation within the framework of teaching and learning processes.

In the mid-term perspective 2010-12 priority will be given to:

- Sustaining VET reforms achieved under SVET project on basis of impact assessment and policy learning discussions at national, regional and school levels;
- Supporting the Vocational Qualification Authority to implement the national qualification system in line with the European Qualifications Framework;
- Supporting a coherent lifelong learning approach with a focus on promoting access to adult learning, on diversifying and improving quality of post-secondary VET and developing a coherent career guidance strategy;
- Enhancing a coordinated approach for the collection and analysis of labour market needs and promoting links between the world of work and the world of education.
- Fostering links between labour market reforms, lifelong learning and gender equality agenda using the flexicurity perspective.
- Supporting the review progress towards European priorities in VET through a set of questionnaires to be filled by relevant national stakeholders, in addition to a review of the partnerships between education and business to promote quality in education

Capacity building, peer learning and policy learning workshops, involving key stakeholders at different levels will be key instruments for achieving its priorities. In addition, the ETF will continuously monitor progress in policy implementation and relevant EU projects and promote cooperation between different key stakeholders.

#### 1. Socio-economic background

The Turkish economy is suffering severely from the global financial and economic crisis. The recovery from its crisis in 2001 had made the economy less volatile, private sector led and with productivity driven growth. The economic growth rate in the period of 2002-06 was on

average 7.2%, but real GDP growth fell further in 2007 from 4.5% to 1% in 2008<sup>1</sup>. In 2009 the contraction of the economy is expected to be at least 3.7%, but contrary to previous crises it will not be triggered by a crisis of the Turkish banking sector, but more by declining consumption and investments. The earlier key achievements: the substantial downward trend of inflation, reduction of the public debt and a robust growth and performance of the banking sector are under serious threat now. The crisis is likely to affect the public budget, including for HCD. On the World Economic Forum's Competitiveness Index Turkey lost 10 places in 2008 and was ranked 63<sup>rd</sup> after it had made big progress moving from 71 in 2005 to 53 in 2007<sup>2</sup>. Turkey scored higher in business and goods market efficiency, but relatively low in innovative capacity, education and in particular in labour market efficiency.

With its young population Turkey has a "demographic window of opportunities". The population will grow from 74 million now to 84 million in 2020<sup>3</sup>. The average age in 2004 is 26.6, with 29.8% under 15 and 5.7% above 65. The period of economic growth had only a moderate positive effect on the employment rate. The creation of new jobs in particular in the non-agricultural sectors was not or only slightly outweighing the increase of new entrants on the labour market. Labour force participation was still decreasing until 2007, but showed a rise in 2008 to 46.9%<sup>4</sup>. Where male employment reaches 68%, the rate for females at 23.8% is well below the lowest EU performers and decreasing. After a decline to 10.3% in 2007 unemployment rates rose in 2008 to 11.0% and rapidly increased to around 16-17% in the first half of 2009. Youth, urban and female unemployment rates stand at 20.5%, 15.4% and 10.2% respectively. Unemployment is also more widespread in urban than in rural areas but much of the rural unemployment is hidden. Unemployment is also much more remarkable in the Southeast Anatolian region, whereas job creation is highest in the Northwest.

The overall educational attainment levels of the working population are low compared to the EU25 or other candidate countries (e.g., nearly 60% of the labour force is composed of basic education graduates or people who dropped out from basic education; the average number of years in education is 6.8 for males and 5.3 for females, etc.). Problems related to access to education by gender, rural/urban and social background (such as enrolment, dropout and graduation rates) still exist (12.5% of the population—4.7% of men and 20.1% of women—is illiterate). Net enrolment rates in primary education have stagnated at a level of around 96% in 2008-09 (boys and girls both around 96%) thanks to campaigns to support girls going to school. More successful is the steady increase in net enrolments in secondary education from around 40% in 2000 to 58.5% (boys 61%, girls 56%) in 2008-09. Last year a strong increase of more than 20% of students was in VET, which is 40% against 60% of students that follow general secondary education<sup>5</sup>. Although gross and net enrolment in higher education has been growing at an annual rate of 8% in the last five years, only 1 out of 6 students pass the university entrance examination and the net enrolment rate in higher education in 2007-08 was 21.0% (boys 22%, girls 20%). The growing participation in secondary education will put a strong pressure in the future to further expand higher education.

The at-risk-of-poverty rate among the working population is 22.7%, substantially higher than the EU average of 7%. Thus, whilst employment is the most important factor in preventing poverty and social exclusion in EU member states, this is not the case in Turkey because of low wages and poor working conditions.

One of the key problems for Turkey is the East-West divide. Western Turkey has good economic conditions, with industries competing at global levels, higher employment rates and better and more balanced access to education and higher educational attainment levels. The Eastern provinces of Turkey are more rural oriented, with low employment rates and poorer educational attainment. The EU IPA programme invests in particular in the NUTS II<sup>6</sup> eastern

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1 Eurostat Structural Indicators, 2009

2 World Economic Forum, The Global Competitiveness Report 2008-2009, Davos, 2009

3 TURKSTAT, National Population Projections, 2005

4 TURKSTAT, Labour Household Survey, 2009

5 National Education Statistics 2008-2009, Ministry of National Education, 2009

6 This category refers to regions belonging to the second level (NUTS 2, also known as NUTS II), which is largely used by Eurostat and other European Union bodies.

provinces of Turkey to reduce the regional differences. The Turkish government launched a € 8 bln programme to support the south eastern provinces in 2008.

## 2. Key policy issues and strategies in human capital development

The Turkish authorities have initiated the setting up of the structures needed to implement the component on human resources development of the Instrument for Pre-accession Assistance (IPA). The key strategic document has been elaborated - Human Resources Development Operational Plan 2007-09. It has been prepared in compliance with Turkey's 9<sup>th</sup> National Development Plan (NDP), Medium Term Programme (2007-09) adopted in 2006 and the Strategic Coherence Framework (SCF). A new Operational Plan for 2010-12 is under development. In the 2007-2009 HRD Operational Programme Turkey has identified the following priorities:

### **Theme A: Vocational education and training system development and provision in a lifelong perspective**

- To enhance investment in human capital by increasing the quality of education and training, improving the linkage between education and labour market through a partnership approach.
- To promote gender equality in education and training through higher enrolment of participation at the primary, secondary, higher and continuing training levels, especially for girls with a view to developing female human resources and access to labour market.
- To increase adaptability of workers and entrepreneurs, in particular by promoting lifelong learning as a way to improve the skills of the workforce within a coherent and comprehensive strategy for lifelong learning.
- To continue to invest in improving the quality of human resources by facilitating SME employees' access to training, in particular for low-skilled workers and by increasing training capacities of social partners, NGOs VET institutions and public bodies.

### **Theme B: Labour market needs and employability**

- To attract and retain more people in employment, particularly by increasing the employment rate for women and decrease unemployment for young people.
- To increase employment of young people through the establishment of closer links between the worlds of education and work.
- To promote registered employment.
- To promote a socially inclusive labour market that offers opportunities to all disadvantaged groups in society.
- To address regional disparities in the labour market, in education and training, and in social exclusion, within a perspective of implementing ESF-type projects that comply with European Employment Strategy priorities.
- To prepare the ground for the employment review in 2011 in line with efforts of the World Bank in this area.
- To increase employability of disadvantaged people, facilitate their access to labour market, and eliminate barriers for their entrance into labour.

- Better functioning and coordination among the institutions and mechanisms in the field of labour market and social protection particularly in order to facilitate the integration of disadvantaged persons into the labour market.

### **Theme C: Enterprises and human capital development: education and business partnerships**

- Through the education and business the ETF will support the relevant ministries in Turkey and a broad group of stakeholders to strengthen their capacities for evidence based policies.

#### **ETF functions**

In line with the ETF 2010 work programme, the ETF functions are as follows:

- To support the European Commission in the design and deployment of external assistance to Turkey upon request in addition to regular dialogue with the EU Delegation in Ankara
- To strengthen the coordinating capacities of the Ministry of Labour and Social Security in formulating priorities for Instrument of Pre-accession Assistance (IPA) financial support to human capital development.
- To enhance the dialogue and capacity for policy analysis and formulation of both the Ministry of National Education (MoNE) and the Council of Higher Education (YOK) so as to ensure that effective and efficient reforms of education and training within a lifelong learning perspective are implemented with the support of international donors.
- To improve the quality and efficiency of the Turkish Employment Organisation (ISKUR) especially by strengthening administrative capacity, in particular, at the regional level.
- To build up technical and administrative capacities for implementation of the European Social Fund (ESF) at both the central and regional level.
- To support of the creation of a knowledge base on VET and strengthening the basis for evidence based policies through the Bruges/Torino process including the study on education and business.
- To improve the efficiency and effectiveness of existing social dialogue platforms in the definition of national priorities for human capital development and, in particular, for the operations of the Vocational Qualifications Authority, taking into account good practices in the EU Member States and close collaboration with other donors.

Addressing these challenges and priorities will require a set of specific reforms or consolidation of already undertaken efforts. To attract and retain more people in employment more concrete actions are to be taken to increase youth employability with consolidation of the comprehensive reform in vocational and technical training and more active labour market policies including job search support, career guidance, promotion of entrepreneurship and targeting the disadvantaged groups. Improving the adaptability of workers while promoting flexibility of employment also requires strengthening labour market institutions and more investments in human capital, in particular taking into account the low educational attainments of the Turkish population. The current approach to promotion of women's employment lacks a comprehensive strategy and a consistent set of measures and innovative methods are needed to reach the target group and to avoid the deadweight effect.

A key challenge for Turkey with respect to the employment creation is relaxing its employment protection legislation that would help to decrease the segmentation of the labour market and improve access of youth and women to jobs. Enlargement of the formal sector and improving the adaptability of enterprises will require a carefully planned combination of reforms in various areas such as significant cuts in the labour tax wedge, easing labour market regulations and facilitating access to bank and financing.

Although reforms have progressed in the field of education, there are still a lot of. With the steady increase of student flows into secondary education the pressure on the labour market and higher education to provide opportunity for the graduates will increase. Given a bottleneck in the capacities at universities and low attractiveness of the post-secondary VET (MYOs) it is vital to develop a common strategy for the diversification of higher education opportunities which would meet the needs of the labour market. Providing a perspective at higher education level can also boost the status of secondary VET and lead to a higher participation than the current 35% of all secondary education students.

Another factor for making VET more attractive is to raise the quality. A special role is to be given to social partners. Their awareness of the need to invest in education and training is a very important asset of the country. The challenge is to transform this awareness into concrete cooperation actions. The key challenges are developing a qualitatively attractive work placement/apprenticeship system closely related to the formal education systems, and in building up assessment and certification practice. Another issue to better link the education system and the labour market is to develop lifelong career guidance mechanisms to facilitate better career choices of students.

Within the rapidly growing economy or to mitigate effects of the shifts in sectoral and rural-urban and formal-informal employment it is also important to stimulate the demand for CVT through tax reductions for investments in training and develop a comprehensive lifelong learning strategy in which particular attention is given to the transitions between education sectors and between education and work.

### 3. EU and other donor policies and interventions

The European Commission (EC) has implemented the following programmes between 2002 and 2007:

- Supporting basic education: curriculum reform from grades 1 to 8 to create the conditions for students to become free, democratic and capable citizens.
- Strengthening vocational education and training (SVET): development of modular competence-based curricula to meet the needs of the labour market and establishment of the Vocational Qualifications Authority as an important step towards ensuring transparency and comparability in the education system.
- Modernising vocational education and training (MVET): strengthening the capacity to organise and deliver a modern system of pre-service and in-service vocational education and training (VET) teacher training.
- Active labour market strategy (ALMS): promoting active employment measures including training, vocational guidance, etc.

The ETF has been actively monitoring the projects and given advice to the EC Delegation in Turkey. It also seeks, where relevant, for synergies with other donor's initiatives.

All projects are now finalised. New EU projects have started in 2008 and 2009:

- **Capacity building for the Ministry of National Education:** supporting a restructuring process at the ministry aimed at improving its governance, organisation and management, financing and monitoring and evaluation capacities.
- **Support to human resources development through VET in eastern Turkey:** by upgrading and modernising initial and continuing VET in eight selected NUTS II provinces within a lifelong learning perspective.
- **Active labour market measures and support to local employment services:** to promote efficiency and inclusion of young people and women in the labour market.

- In 2010 the following EU projects are expected to start:
- **Strengthening the Vocational Qualification Authority and the national qualification system:** supporting the development of occupational standards as well as testing and certification mechanisms.
- Development and Implementation of coherent strategies for lifelong learning: to promote access to and quality of adult learning.

Since the early 1990s the main donor in the human capital development field has been the World Bank, which supports education, labour market and redeployment programmes. The World Bank implements a secondary education reform project (\$104 million from 2005-10), which focuses on core skills for the knowledge economy, (ICT and foreign language training), career guidance, students' assessment and evaluation and school development.

Switzerland and Germany have, until recently, provided financial assistance to MEKSA (a foundation established by employers, trade unions and the Ministry of National Education) by organising apprenticeship training following the dual system model. The Netherlands has an Institute for promoting Dutch-Turkish cooperation in higher education, VET and research, based in Ankara. In 2008 they started a MATRA financed project on tourism and hospitality in Capadoccia. UNICEF supports the Ministry of National Education in promoting access to primary and secondary education, in particular of girls, and in creating a child-friendly school environment.<sup>7</sup>

## 4. ETF intervention strategy 2010-2012

In accordance with its mid-term perspective 2010-12, the ETF will provide assistance to Turkey in reforms of education and training systems that adopt a lifelong learning perspective and in developing links with the labour market in the context of new EU external assistance programmes. The ETF's strategy for Turkey - as a candidate country for EU accession - will aim at contributing to the efficient and effective implementation of IPA assistance in the field of HCD, with a focus on improving the capacity of Turkish authorities to develop and implement policies through the facilitation of policy dialogue and debate.

The ETF will continue to build on established networks of relevant partners, including public institutions, social partner organisations, donors, and NGOs. It will also contribute to capacity building for the implementation of education and employment policies. In line with overall priorities, ETF support will include: policy advice, information collection and analysis, the promotion of best practice exchanges with other countries in the region and with EU Member States through peer learning activities, and the enhancement of donor coordination to ensure synergy and complementary actions and the development of innovations/learning projects, whose results will contribute to the formulation of reform strategies.

The ETF intervention strategy is through facilitating policy learning to consolidate the outcomes of existing or completed projects, to ensure that policy proposals are taken forward and embedded in the national system, and to enable Turkish policymakers and stakeholders to take responsibility for reform.

As long as no agreement has been reached between Turkey and the European Union on the JAP and JIM, the ETF will not take specific initiatives in the field of social inclusion in Turkey in 2010, but will include Turkey in ETF's regional initiatives on social inclusion. The HRD Operational Programme has a strand for project support in this field.

The ETF will respond in the coming three years to four main policy challenges in Turkey described below.

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<sup>7</sup> [http://www.unicef.org/turkey/pr\\_2010/ge77.html](http://www.unicef.org/turkey/pr_2010/ge77.html)

## **I. Institutional capacity building through policy learning**

The need to find national solutions in a European - and global - context is the real challenge facing Turkey. European cooperation can support and inspire Turkey and there are good possibilities for shared learning, but the real efforts and the hard work will have to come from the country's own national priority setting and policy decisions. Policymakers and practitioners at all levels in Turkey therefore have to develop the capacity to become policy interpreters, as there is a choice of models, measures and practices available for achieving the same goal.

### **Diagnosis**

Turkey needs to strengthen its capacities to translate goals into nationally preferred practices and to manage the internal processes involved. There are a number of critical elements in the policymaking chain which must be identified and overcome. Turkey will, in the coming years, need further support for capacity building, so as to shape its own policies and overcome barriers to implementation. In short, efforts to intensify the organisation of policy learning platforms and to establish meaningful policy learning for key actors and stakeholders in Turkey are key to enabling the country take responsibility for its own VET and human capital development policies. The ETF provided targeted support to Turkey in 2007 and 2008 in a number of key policy learning areas with the main aim to bring the under SVET developed VET Strategy paper to implementation. Policy learning workshops were held with a wide variety of stakeholders to provide inputs to the drafting of a decentralisation and school autonomy strategy, to improving the quality and status of the apprenticeship system and to develop an implementation strategy for the Vocational Qualification Authority.

### **Measures**

The ETF will provide assistance to ensure:

- Better governance of the system (particularly by the Ministry of National Education), supportive institutional capacity building measures,
- Support for the development of social dialogue and other types of partnership through institutional capacity building programmes, aimed (at the provincial level) to local authorities, NGOs and social partners.
- Strengthening of the institutional capacity of the Turkish Employment Organisation (ISKUR), in particular at the provincial level.

### **Concrete steps**

(i) Through its support to the EU Delegation, the ETF will contribute to identifying priorities for institution building activities, promoting the continuity of networks created through the first generation of EU projects, and fostering bridging with the new generation of projects. In 2010 ETF will organise policy learning workshops in the capital and in the (mainly Eastern) regions to discuss with regional and local stakeholders the key findings of the SVET impact assessment and how to strengthen the implementation of the VET reforms and their sustainability.

(ii) The ETF will support activities to strengthen Turkey's awareness of, and participation in, EU Education and Training discussions and activities and to promote Turkish participation in Cedefop (European Centre for the Development of Vocational Training) networks.

(iii) The ETF will continue to support the Vocational Qualification Authority in developing an implementation strategy for the national qualification system, by providing direct advice, by supporting the EU project on VQA and by engaging the Authority in dialogue with 'sister-institutions' in other countries.

### **Outcomes**

- Active engagement of key stakeholders in policy learning activities and understanding of the facilitation role of the ETF.

- Identification and agreement on priorities for continuing VET reform by the national authorities, drawing on the positive outcomes of the SVET programme.
- Support delivered to the reformed Ministry of National Education structure that overcomes fragmentation and segmentation in VET management and delivery.
- Participation of networks of relevant partners (public institutions, social partner organisations, donors and NGOs) in policy dialogue with national authorities on the implementation of reform measures and ESF preparation.
- Continued recognition of the ETF as a partner in the HCD field and consultation of the ETF on a regular basis by competent authorities and by other donor organisations.

## II. Teacher training

Teacher training and modernisation of learning processes are currently high on the VET reform agenda in Turkey. The EC MVET project for teachers ended in 2006 and the EC SVET project for VET reform in December 2007. In autumn 2007, the ETF carried out an impact assessment of the MVET project, which aims at contributing to the debates on teacher training policies in Turkey. As one result Ministry of National Education (MoNE) and the Council of Higher Education (YÖK) established a VET Teacher Training Committee on 5 June 2008 to develop policies for restructuring the VET teacher training system and strengthen its capacities.

### Diagnosis

At the end of the project, sustainability is at risk because of a lack of strategic focus by the Ministry of National Education and considerable coordination difficulties between this body and the Council of Higher Education (YÖK). While the training of teacher educators at provider level has been quite successful, the white paper process at policy level has neither created a consolidated basis for new legislation nor delivered sufficient strategic guidelines for establishing an agreed concept on which a new coherent VET teacher training model can be built (based on initial education and continuous professional development for teachers). The current in-service training programme for VET school principals is not in line with the new leadership dimensions introduced through the SVET project that prepares school leaders for decentralised management. ETF has facilitated a broad discussion among relevant national and regional stakeholders on the recommendations of the MVET impact assessment report.<sup>8</sup> It seems there is a broad consensus to restructure the technical education faculties into technology faculties and to build a consecutive teacher training model of one or one and a half year of pedagogical training as a way to provide faculty graduates with a better profile for the labour market and to better match supply and demand of VET teachers.

### Measures

The ETF will monitor and when requested facilitate discussions leading to a reform of the VET Teacher Training system and strengthening of the expertise on teacher training. Where possible, follow-up activities to the MVET Impact Assessment results and recommendations will be initiated in order to ensure that policy documents, curriculum initiatives, and university faculty and teacher/educator training investments are taken forward.

### Concrete steps

(i) At the policy level, the ETF will participate as an observer in the VET Teacher Training Committee meetings. Through regular meetings with key stakeholders from Ministry of National Education and YÖK cooperation and progress in the implementation of the reforms will be monitored.

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<sup>8</sup> A full insight into MVET project results is provided in Varcin, R., Kiraz, E., Kärkkäinen, O., Nielsen, S., Vos, A., *Modernization of Vocational Education and Training Project in Turkey (MVET). Impact Assessment Analytical Report*. Ankara January 2008 (unpublished).

(ii) At the provider level, the ETF may on request support the VET teacher training faculties, with a view to ensuring coordination between VET teacher training providers, supporting the review of plans for faculty organisation change and curriculum development, and stimulating the application and dissemination of new learning methodologies developed through the MVET and SVET projects.

(iii) At the practitioner level, the ETF will support national monitoring of whether new methodologies have the envisaged impact in classroom teaching and will stimulate the involvement of selected schools in discussions on policy changes.

(iv) The ETF will promote Turkey's membership of Cedefop's TTnet.

#### **Outcomes**

- Support to the implementation of and awareness about policy options and financial, legal and administrative requirements for taking forward MVET impact assessment recommendations.
- Establishment of a framework (mechanism or protocol) for collaboration and knowledge sharing by university faculties that enables transfer from pilot institutions to all VET teacher training providers.
- Creation of capacity at the policy and (selected) school levels for monitoring innovation in teaching and learning, reinforced in particular through peer learning activities in regard to the impact of ongoing VET reform on schools.
- Organisation of an annual national teacher training network workshop in Turkey fully supported by the national authorities and Turkey participating in Cedefop's TTnet.

### **III. Lifelong learning**

The issues of lifelong learning and the development of a national qualifications framework (NQF), involving the Vocational Qualifications Authority (VQA), are currently high on the VET reform agenda in Turkey. Parliament has passed the necessary legislation, but the implementation challenge now has to be tackled. Among the ongoing Euro-Mediterranean Partnership (MEDA) projects, the SVET project came to an end in December 2007. The ETF provided some bridging support during 2008-09 focusing on supporting the implementation strategy. The new EU project for 'Support to the VQA' will benefit from this. The VQA has made a successful start in ensuring the active involvement of sectors and is advancing in the preparation of national occupational standards. The first national vocational qualifications will follow. This means that in the coming years we will be able to see the impact on the training provision, assessment and certification. At the same time as the higher education framework is established and VET and post-secondary education reforms advance, it is expected that the National Vocational Qualifications System will connect with higher education, post-secondary education and initial vocational education. A national strategy for a comprehensive overarching national qualifications framework will be developed and links with the EQF will be strengthened. The ETF will continue to support this process through a targeted content monitoring of the EU project and specifically support to the EQF referencing process.

Furthermore attempts will be made to ensure synergy with the EU projects for human resources development in Eastern Turkey and the lifelong learning project which will be operational in 2010.

#### **Diagnosis**

In order to cope with the challenge of designing and implementing an overall lifelong learning strategy, there is a need to continue, consolidate and expand the process of modernisation and innovation undertaken by the Ministry of National Education at various levels of the system, as follows:

- Increasing educational attainment at all levels (pre-school, primary, general secondary general, VET secondary, and higher education).

- Diversifying and raising the status and quality of post-secondary VET.
- Reforming the education system to facilitate easier transition through better links and pathways between different types and levels of education.
- Promoting higher participation rates and quality of adult learning.
- Developing a national qualifications framework.
- Increasing the quality and relevance of education and training institutions.
- Making the VET system a real and attractive option for students, including through vocational guidance and counselling.

### **Measures**

The ETF will establish follow-up activities to ensure that policy documents are taken forward in 2010-2012 and will support Turkey in its reporting on lifelong learning to the EC. The ETF will support the EC in developing specific actions and projects to address the lifelong learning challenge, as follows:

- Facilitating fundamental reforms in the role, mission and functions of the Ministry of National Education, including significant decentralisation to the level of provinces and schools.
- Assessing the impact of the new curricula implemented, modular approach, teaching methodologies in vocational education developed under SVET as a follow-up of the conference on the Implementation of the Modular Approach in Turkey of September 2009.
- Supporting the implementation strategy for the Vocational Qualification Authority, including implementing new student assessment and examination systems and alignment with the European Qualifications Framework (EQF).
- Promoting the transition to secondary education (in particular for girls) and fostering flexibility within the system in order to make VET more attractive.
- Promoting the modernisation of post-secondary VET.
- Expanding access to training for adults through the development of adult learning strategies and pathways between initial and continuing vocational education.

### **Concrete steps**

At the policy level, the ETF will provide, on request, policy support for Turkey's reports to the EC, in particular on discussing and implementing the lifelong learning strategy paper and possibly on the Joint Action Programmes (JAP) and the Joint Inclusion Memorandum (JIM). ETF will bring forward the discussion about impact of SVET and SBEP projects with national and regional stakeholders with a view to sustain VET reform results.

At project level monitor and support the implementation of the EU Lifelong Learning project, which will start mid 2010, and the EU National Qualification System project starting late 2009. The ETF will establish policy dialogue with all the relevant stakeholders, which will focus on policy implementation. Among others, the ETF will link previous career guidance analyses to the recent changes in education with the aim of defining challenges in this area.

The ETF will develop peer learning activities with national and regional representatives of government and social partners with a view to developing awareness about Education and Training strategies.

### **Outcomes**

- Progress towards developing and implementing a lifelong learning policy in Turkey monitored and advice provided to MoNE and YÖK and to EC Delegation.
- An operational Vocational Qualification Agency supported by EC funding which has adopted and implemented the concept of learning outcomes, and with staff and stakeholders fully aware of policy options and financial, legal and administrative requirements. Networking with sister agencies in South Eastern Europe strengthened.
- Key challenges discussed for EU project intervention to support a coherent career guidance strategy and implementation in Turkey, well coordinated with existing donor initiatives.

#### **IV. Employment and labour market policies**

The EU has played an important role in the field of employment, including during the recently finalised active labour market policy process worth €40 million. A follow-up project has been designed for implementation in 2009. Most of the interventions consist of grant schemes implemented as active employment measures. EU tools to monitor progress with the *acquis communautaire* in the field of employment and social inclusion (the JAP and JIM, respectively) are expected to be agreed in the course of 2010. Such an agreement would lead to an acceleration of activities in this area.

##### **Diagnosis**

The main challenge identified in the ETF country analysis for IPA programming relates to the development of a comprehensive strategy to integrate economic, employment and education policies. The following issues are a priority from the policy making perspective:

Creating more and better quality jobs in the economy and, considering recent trends in regard to low-value and poorly paid informal jobs in the services sector, the most urgent issue is to expand the services sector with better quality jobs.

- Increasing the employment rate through special activation measures (particularly among women and young people, and in the agricultural sector).
- Increasing the share of registered employment.
- Increasing the efficiency of labour market institutions (particularly ISKUR, the Turkish Employment Organisation) through better financial and human resources and institutional capacity building measures.
- Creating a more flexible and adaptable labour market by reforming labour market regulations and policies.
- Linking labour market reforms with an expanding social safety net for the whole population, given that social security reform is also an extremely important issue as far as the Turkish labour market is concerned.
- Increasing the involvement of all stakeholders (public institutions, social partners, NGOs, private organisations, etc.) in strategies that address the Lisbon goals.

##### **Measures**

The ETF will support the EC in developing specific actions and projects, as follows:

- Assistance to Turkish authorities through EU programmes, in the adoption and implementation of the JAP for employment policy priorities, focusing on the employment of certain population groups (women, young people, and those leaving the agricultural sector).

- Support the implementation of active employment measures, particularly those targeting gender equality and social cohesion for vulnerable groups.
- Support to labour market institutions by increasing their capacity to implement employment programmes and, in particular, their capacity for absorbing active measures.

### **Concrete steps**

(i) The ETF will facilitate policy learning among key stakeholders through dialogue, reviews and regional cooperation.

(ii) The ETF will provide input to IPA programming in the field of employment. DG Employment has asked the ETF to carry out a country analysis/progress report in the field of HCD in spring 2010.

(iii) The ETF will facilitate policy discussions based on a study on the flexicurity issue in Turkey within the framework of an ILP project on flexicurity. The study investigates the relevance and applicability of EU flexicurity approach in non-EU countries context.

### **Outcomes**

- Regular review of progress of human capital development policies in Turkey, including EU-funded active employment measures for certain population groups, and incorporation of lessons learned in major programme development.
- Provision of inputs to IPA programming through contributions to the elaboration of policy documents in line with national priorities.
- Strengthened policy learning capacities (in particular at the regional level) and social partner institution support for the implementation of ESF-type measures.
- A case study on flexicurity in Turkey supporting the country in further reforms of the labour market.

## 5. Work programme 2010: objectives, expected results and indicators

Title of ETF intervention	Expected results	Themes & functions being addressed	Activities being undertaken	Project outputs	Timetable for the activity
The European perspective is more concrete for partner countries in the area of HCD and in contributing to socioeconomic development through IPA assistance	<p>SVET/SBEP impact assessment results transformed into policy learning agenda</p> <p>National and regional stakeholders recommend policy action to increase impact of SVET/SBEP</p> <p>Comments on IPA projects design and implementation delivered to CFCU</p>	Theme A, B, C Function 1,2, 4	<p>Identification missions to Ankara and other regions</p> <p>Reacting on request from EC for inputs to project design and participation in monitoring missions</p>	<p>Input provided upon request</p> <p>Contribution and progress documented in mission reports</p> <p>2 Policy briefings</p>	<p>As requested</p> <p>March, May, October, November</p> <p>September</p>
Progress made in modernisation of teaching, learning and teacher training	<p>Progress made in the establishment of National VET TT Council (YÖK and MONE)</p> <p>Foundations for a national VET Centre at a university strengthened</p> <p>Results of LEARN project published and disseminated</p> <p>Capacity to decentralise school management strengthened</p>	Theme A Function 2, 4	<p>VET TT Council meetings</p> <p>Plan for establishing dedicated VET Centre to be drafted</p> <p>Project completion documented and disseminated</p>	<p>Contribution and progress documented in mission reports</p> <p>1 National seminar on post secondary VET</p> <p>1 National seminar on school boards (decentralisation)</p>	<p>March, May, October, November</p> <p>March</p> <p>October</p>
<p>Capacity building activities to strengthen policy expertise implemented in a Lifelong Learning context:</p> <p>a. Support to implementation strategy of Vocational Qualification Authority provided</p> <p>b. Decision making on quality promotion and quality assurance, tertiary professional education and adult learning in South Eastern Europe coached</p>	<p>The sustainability of the EU project results to strengthen the VQA and the NVQS is improved by providing the CFCU, VQA and EC DEL analysis of project documentation and other inputs on request.</p> <p>The VQA implementation strategy is monitored and supported through ETF advice.</p> <p>The EQF self-referencing process in Turkey is supported through ETF advice and the links between the NVQS and the higher education framework in Turkey are developed with ETF support.</p> <p>Turkey participates actively in the communities</p>	Theme A, B, C Function 2, 4	<p>Analysis of project documents.</p> <p>Participation in project related activities.</p> <p>Dialogue with VQA on implementation</p> <p>Joint activities between representatives from Board for higher education, universities, MoNE and VQA on the links between NVQS and HE framework, incl e.g. an analysis of level descriptors, the use of learning outcomes, validation of non-formal and informal learning and an analysis of progression routes</p>	<p>1 policy workshop on level descriptors</p> <p>1 policy seminar on development of vocational qualifications</p> <p>Contribution and progress documented in mission reports</p> <p>1 policy workshop on EQF referencing</p> <p>1 Workshop on NQF strategy</p>	<p>May</p> <p>June</p> <p>April, May, June, September,</p>

through mutual learning	<p>of practice and mutual learning activities</p> <p>New policy initiatives take account of mutual learning results</p>		<p>Identification of Turkish participants for communities of practice</p> <p>Stocktaking for Turkey done for three themes</p> <p>Promote mutual learning actions to national policy discussions</p>	<p>for HE qualification framework (EU Delegation Ankara/YOK, MoNE, Council of Europe, ETF)</p> <p>Seminar on Level 5</p>	<p>November</p> <p>October</p> <p>June</p> <p>March</p>
<p>Capacity building activities to strengthen policy expertise in employment:</p> <p>a. relevance of flexicurity concept analysed for Turkey</p> <p>b. Knowledge base on VET and capacities for evidence based policies strengthened</p>	<p>The final report on the Turkish labour market from the flexicurity perspectives and the role of lifelong learning with policy recommendations published</p> <p>Cross –country report on the labour markets from the flexicurity perspectives and the role of lifelong learning in Turkey, Morocco, Ukraine and Kazakhstan presenting Turkey in comparison with other countries is published</p> <p>The links between the flexicurity policy framework in employment and lifelong learning agenda in Turkey clarified</p> <p>The links between the flexicurity policy framework in employment and gender equality agenda forged</p> <p>Turkey's progress towards Copenhagen agenda documented</p> <p>Turkey' s education and business partnerships documented for all levels of the education systems</p>	<p>Theme A, B</p> <p>Function 2, 3, 4</p>	<p>Dissemination of the policy reports</p> <p>Regular meetings with stakeholders</p> <p>Through the Bruges/Torino process including the study on education and business</p>	<p>1 Workshop on relevance of training and employability of women (flexicurity)</p> <p>Contribution and progress documented in mission reports</p> <p>ETF Report</p> <p>1 Policy background update on employment and monitor developments in JAP and JIM</p>	<p>October</p> <p>May, September</p> <p>August</p> <p>December</p>