



WORKFORCE DEVELOPMENT

SABER Country Report

2012

Dimensions

Status

1. Strategic Framework

The Government of Turkey has demonstrated strong leadership and a vision for workforce development (WfD) that has benefited from an effective advocacy of the business community. The country has taken some modest steps towards fostering a demand-led approach, such as institutionalizing employer engagement at the local level and conducting assessments of national economic prospects and skills implications for a few key sectors. Legislation and agreements exist to promote coordination amongst WfD stakeholders, but strategic coordination efforts face implementation challenges.

Established



2. System Oversight

The rating reflects the challenges in ensuring efficiency and equity of funding for WfD. Turkey has established institutions for setting occupational standards, defined a qualifications framework, and specified regulations for testing and certification, but the number of occupational standards established and the testing and certification mechanisms lag behind.

Emerging



3. Service Delivery

Few measures are in place for quality assurance of training provision. All training providers are required to report administrative data which are occasionally used to assess institutional performance, but there are no explicit targets, and financial or non-financial incentives for performance are limited. Though some steps were taken to strengthen the links between training institutions and industry (i.e. UMEM project), such links are mostly limited to industry internships and training for trainees. Public access to data on labor market outcomes is still limited and gathered through a few ad hoc skills-related surveys or evaluations of specific targeted programs.

Emerging



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Executive Summary

Starting from early 2000s, the Turkish economy has been growing steadily except during the global financial crisis of 2007-09, accompanied by an increase in productivity. Turkey's overall population is young, and its working-age population has increased by over 10 percent during the last decade. This demographic transition in the labor force offers both opportunities and challenges. The findings of the SABER WfD exercise and this report suggest that improving relevant skills and employability is becoming one of the most important strategic objectives of the government and the private sector, which consider a skilled and active workforce to be a vital tool for growth. A number of steps are now being taken by all actors, and, when fully implemented, they have the potential to significantly improve workforce development (WfD) in Turkey.

The study benchmarked levels of support for WfD in Turkey and identified measures that have helped to progress WfD within the framework of human capital development. The study takes advantage of a new diagnostic tool (SABER-WfD) to assess Turkey's WfD for 2012. The tool is a part of the World Bank's initiative on Systems Assessment for Better Education Results (SABER), focusing on several policy domains including WfD. Three broad functional dimensions of WfD policies were assessed based on a wide range of primary and secondary evidence: strategic framework; system oversight; and service delivery.

Key WfD reforms have been championed by the Turkish government as the driving force of economic development, human development, and social inclusion. Between 2010 and 2012, the government has increased its efforts to strengthen the link between employment and vocational education and training (VET) with the help of an action plan. Several targeted training programs for the unemployed from different groups of society have been introduced after the economic crises in 2008-2009, and a wide range of ambitious projects have been initiated to improve the skills of the current and potential labor force (workers/unemployed, and students).

The government has increased the allocations for related ministries and agencies to enable them to achieve the desired objectives. In order to encourage financial contributions from employers and the private sector, the government has also been working on legislative arrangements to facilitate partnerships between training providers and employers.

Regarding diversifying pathways, the government has developed a wide range of training programs using a modular system for vocational and technical education (mostly at the secondary level) so that students can follow flexible pathways for skills acquisition. Moreover, the government started working on improving the quality and relevance of training programs, and taking steps to improve the public perception of VET through joint public awareness initiatives/campaigns with the private sector and NGOs. Despite initiatives to enhance the public image of VET, as of 2012 it was unclear whether the certificates obtained from the vocational and technical high schools and vocational colleges will be directly recognized by the National Qualifications Framework.

Although a wide range of public and private actors are active in training provision, at the time of the analysis, few measures are in place for quality assurance. Furthermore, the existence of explicit performance targets for public institutions and availability of incentives in place for performance are debatable.

The government makes efforts to improve the country's WfD system. However, it is not easy for WfD stakeholders to evaluate the effects of different programs and develop new initiatives. The government has been able to define most of the problems correctly and in a timely fashion (i.e. the lack of efficient coordination between WfD stakeholders, and the importance of non-state WfD stakeholders' participation in decision making). These deficiencies have been addressed in policy documents, but solid steps still need to be taken to ensure that they are fully implemented.

Turkey has adequate capacity for data collection, and has been able to develop strong MIS/IT systems. However, the poor collaboration among WfD stakeholders may result in duplication of effort in data collection and evaluation, insufficient monitoring and evaluation, and incomplete decision-making.

As a result of the latest reform initiatives, the quality, coverage, and efficiency of the Turkish WfD system may improve significantly. But these efforts must be carefully implemented (with immediate fine-tuning interventions when necessary) and documented in detail.

1. Introduction¹

Although Turkey experienced prosperous growth during the early and mid-2000s, similar success could not be achieved in increasing the employment rate. The Turkish economy, which had already started to slow down in 2007, was severely affected by the global economic crisis in 2008, and the global financial turmoil led to a sharp contraction starting in the last quarter of 2008. The recovery began in the last quarter of 2009 and was rapid, with growth reaching 9 percent in 2010 and 8.5 percent in 2011.

Despite a remarkable upturn after the crisis, the Turkish labor market continued to be characterized by persistently low employment rates—particularly among women and the youth—and low labor productivity. Since 2009, employment growth has averaged 5.5 percent per annum, a very high rate by any standard. Nonetheless, less than half of the working-age population (15-64 year olds) was employed as of mid-2012 (World Bank 2013b), and 35% of the young population is neither employed nor in education (OECD, 2013).

The reaction of the Government of Turkey to the undesirable labor market figures was to rely on Active Labor Market Programs (ALMPs) to (i) equip the labor force with the qualities required by the labor market in a short period of time; (ii) give the unemployed professional experience and work discipline; (iii) support those who wish to establish their own business; and (iv) fill the existing and potential vacancies in the labor market as quickly as possible. A structural transformation was initiated in 2008 with the provision of required resources from the Unemployment Insurance Fund to the Turkish Employment Agency (ISKUR) as part of a series of arrangements known as Employment Packages.

Successful development of the workforce requires a technical and vocational education and training (TVET) system that is aligned with the needs of the labor market. The “Strengthening Vocational and Technical Education and Training Project” (SVET), launched in 2005, aimed to address the mismatch between education and training programs and the needs of the labor market. Among

other achievements, the SVET program resulted in the establishment of the Vocational Qualifications Authority and the development of modular education programs with an emphasis on proficiency and specialization. Also, in 2010 the government initiated a combined approach to enable such alignment through the Action Plan for Strengthening the Linkages between Employment and Technical Vocational Education and Training (TVET).

Analytical Framework

To inform policy dialogue on these important issues, this report presents a comprehensive diagnostic of the country’s WfD policies and institutions. The results are based on a new World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank’s initiative on Systems Approach for Better Education Results (SABER)² whose aim is to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool encompasses initial, continuing and targeted vocational education and training that are offered through multiple channels, and focuses largely on programs at the secondary and post-secondary levels.

The tool is based on an analytical framework³ that identifies three functional dimensions of WfD policies and institutions:

- (1) *Strategic framework*, which refers to the praxis of high-level advocacy, partnership, and coordination, typically across traditional sectoral boundaries, in relation to the objective of aligning WfD in critical areas to priorities for national development;
- (2) *System Oversight*, which refers to the arrangements governing funding, quality assurance⁴ and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers and other stakeholders; and
- (3) *Service Delivery*, which refers to the diversity, organization and management of training provision, both state and non-state, that deliver results on the

¹ The analysis was conducted in 2011-2012 period, and the findings of this report reflects the WfD situation in Turkey as of 2012.

² For details on SABER see <http://www.worldbank.org/education/saber>; for acronyms used in this report, see Annex 1.

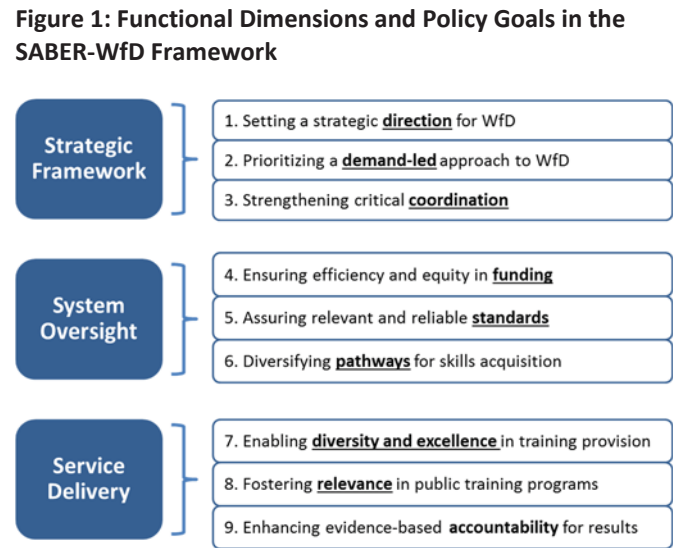
³ For an explanation of the SABER-WfD framework see Tan et al 2013.

⁴ In the report, external quality assurance is discussed as a part of the system oversight. The internal quality assurance, which is exercised by providers, is explained under the service delivery dimension.

ground by enabling individuals to acquire market- and job-relevant skills.

Taken together, these three dimensions allow for systematic analysis of the functioning of a WfD system as a whole. The focus in the SABER-WfD framework is on the institutional structures and practices of public policymaking and what they reveal about capacity in the system to conceptualize, design, coordinate and implement policies in order to achieve results on the ground.

Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (see Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more details about the system.⁵



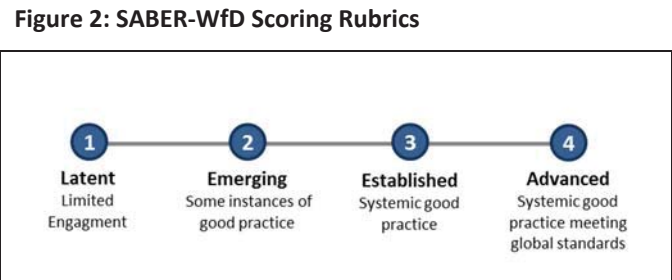
Source: Tan et al. 2013

⁵ See Annex 2 for an overview of the structure of the framework.

⁶ See Annex 3 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in Annex 4; and they are scored by the World Bank’s SABER-WfD team. See Annex 5 for the detailed scores and Annex 6 for a list of those involved in data gathering, scoring and validation and in report writing.

Implementing the Analysis

Information for the analysis is gathered using a structured SABER-WfD Data Collection Instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each Topic, the DCI poses a set of multiple choice questions which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (See Figure 2).⁶ Topic scores are averaged to produce Policy Goal scores, which are then aggregated into Dimension scores.⁷ The results are finalized following validation by the relevant national counterparts, including the informants themselves.



Source: Tan et al. 2013.

The rest of this report summarizes the key findings of the SABER-WfD assessment and also presents the detailed results for each of the three functional dimensions. To put the results into context, the report begins below with a brief profile of the country’s socioeconomic makeup.

⁷ Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule: 1.00 ≤ X ≤ 1.75 converts to “Latent”; 1.75 < X ≤ 2.50, to “Emerging;” 2.50 < X ≤ 3.25, to “Established;” and 3.25 < X ≤ 4.00, to “Advanced.”

2. Country Context

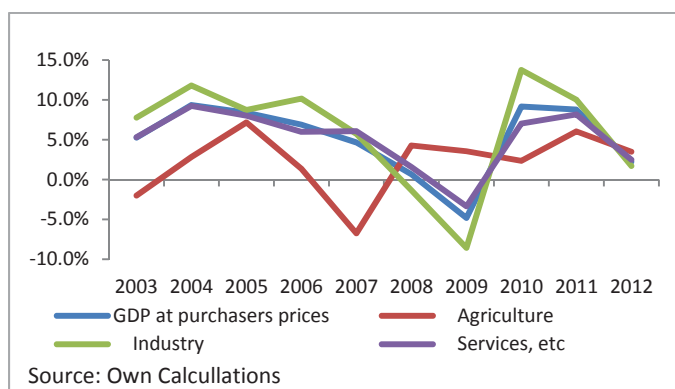
Turkey is an upper-middle income Muslim country with a pluralist secular democracy. It has long been a member of international organizations (i.e. OECD, and NATO), a G-20 member country from its establishment, and a candidate state for EU membership from 1999.

Turkey has a population of 73.6 million people (in 2012) and a per-capita GDP of \$10,524 (in 2011), which is significantly lower than the OECD average of \$36,994, but is much higher than its 2002 level.

Turkish economy

Turkey experienced erratic and fragile growth in the 1990s, with high inflation rates and public deficits, but following the crisis in 2001, a successful period of macroeconomic stability and high growth commenced. During this period, inflation fell significantly along with real interest rates, as a result of improvements in public finance and important structural reforms, namely the enactment of the Public Financial Management and Control Law, Public Procurement Law and Banking Law; establishment of regulatory and supervisory boards in the energy, telecommunication, and agriculture sectors; introduction of strategic planning in public institutions; and initiation of social security and universal health insurance reforms.

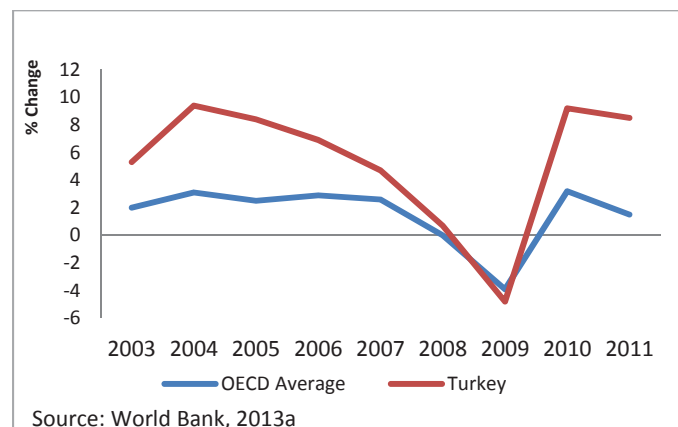
Figure 3: Sectoral Growth Rates



From 2002 to 2007, the Turkish economy grew at an average rate of 6.8% per annum. Industry and services sectors defined the overall growth trend, while the agricultural sector displayed a different growth path (due to agricultural shedding, negative climatic conditions, production variations, etc.) (see Figure 3). Starting in

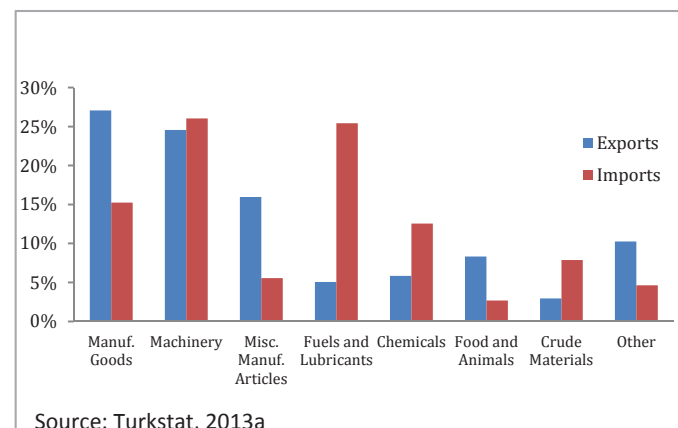
2007, growth began weakening and the Turkish economy was badly affected by the global financial crisis in 2008, with a negative impact on exports and a massive capital outflow. Turkey was among the 10 percent hardest-hit countries in 2009, but it was also one of the quickest to bounce back. The recovery was rapid, with growth reaching 9 percent in 2010 and 8.5 percent in 2011 (see Figure 4).

Figure 4: Turkey and OECD Annual Growth Rates



The EU is Turkey's main trade partner. Turkey's total foreign trade volume was 48.5% of GDP in 2011 and hit an all-time high for exports at \$135 billion. However, Turkey still imports far more than it exports, with energy (oil and natural gas) continuing to be the chief import for Turkey, comprising a quarter of all imports. Machinery is both a large import and export item. Manufactured goods like iron, steel and plastic, as well as woven or knitted articles, make up over a quarter of all exports (see Figure 5).

Figure 5: Foreign Trade in 2012 by Economic Classification



Demography and Labor Force

Turkey's population has been growing at an annual rate of 1.1% (as of 2011), which is much higher than the

OECD average of 0.63% (OECD Factbook). The country now has the third largest population in Europe.

Table 1: Population (Main Indicators)

Indicator (1000 people)	2004	2005	2006	2007	2008	2009	2010	2011	2012
Population	66,379	67,227	68,066	68,901	69,724	70,542	71,343	72,376	73,604
15+ Population	47,544	48,359	49,174	49,994	50,772	51,686	52,541	53,593	54,724
Youth Population (ages 15-24)	11,840	11,757	11,670	11,583	11,490	11,513	11,548	11,534	11,574
Labor force	22,016	22,455	22,751	23,114	23,805	24,748	25,641	26,725	27,339
- Men	16,348	16,704	16,836	17,098	17,476	17,898	18,257	18,867	19,147
- Women	5,669	5,750	5,916	6,016	6,329	6,851	7,383	7,859	8,192
- Youth	4,474	4,436	4,365	4,364	4,381	4,454	4,426	4,529	4,422
Labor Force Participation Rate (%)	46.3	46.4	46.3	46.2	46.9	47.9	48.8	49.9	50.0
- Men	70.3	70.6	69.9	69.8	70.1	70.5	70.8	71.7	71.0
- Women	23.3	23.3	23.6	23.6	24.5	26.0	27.6	28.8	29.5
- Youth	37.8	37.7	37.4	37.7	38.1	38.7	38	39.3	38.2

Source: Turkstat, 2013

Turkey has the highest ratio of young to total population in Europe, with 51% being below 30 years old, and 34% below 20. The 15–24 year-old group constitutes 11.5% of the population and 17% of the total labor force supply in Turkey. In 2011, the share of the population aged 65+ was 4% in Turkey, whereas the OECD average was 14.8% (Turkstat, 2012).

Despite its young population, overall labor force participation in Turkey is low, and has always been behind the level of developed countries. In 2010, the labor force participation of the 15–64 year-old group was 51.9% in Turkey and 71.0% in the EU (Eurostat, 2010).

Table 2: Population (International Comparison, 2010)

Indicator	Middle-Income Countries	High-Income Countries	Turkey
Population growth rate (annual %)	0.69	0.58	1.25
Youth Dependency Ratio (% of working age population)	30.82	25.80	38.96
0-14 age population (% share)	21.67	17.31	26.36
15-64 age population (% share)	70.3	67.1	67.65
65+ age population (% share)	8.0	15.57	5.97

Turkey does not perform as well as the EU in terms of the employment rate (46.3% against 64.2%). This is mainly due to low female labor force participation and employment levels. In 2010, women's labor force participation and employment rates were 30.2% and 26.2% in Turkey, while in the EU they were 64.5% and 58.2%, respectively.

Turkey experienced remarkable growth between 2002 and 2007 – averaging 6.8% per year – but it did not result in increased employment, which overall grew at only 1.2% per year. Increasing total factor productivity in the same period, as a result of structural reforms, also limited the increase in employment.

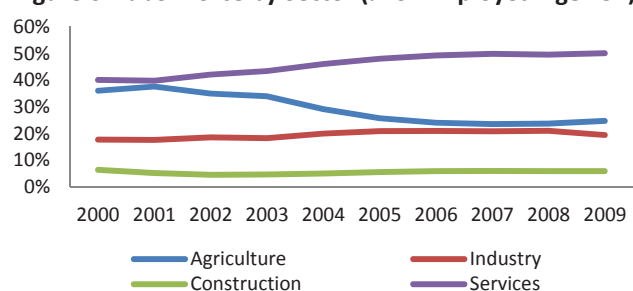
Table 3: Employment (Main Indicators)

Indicator	2004	2005	2006	2007	2008	2009	2010	2011	2012
Employment (1000 People)	19,632	20,067	20,423	20,738	21,194	21,277	22,594	24,110	24,821
- Men	14,585	14,959	15,165	15,382	15,598	15,406	16,170	17,137	17,512
- Women	5,047	5,108	5,258	5,356	5,595	5,871	6,425	6,973	7,309
- Youth	3,554	3,554	3,533	3,493	3,484	3,328	3,465	3,697	3,647
Employment Rate (%)	41.3	41.5	41.5	41.5	41.7	41.2	43	45	45
- Men	62.7	63.2	62.9	62.7	62.6	60.7	62.7	65.1	65.0
- Women	20.8	20.7	21.0	21.0	21.6	22.3	24	25.6	26.3
- Youth	30.0	30.2	30.3	30.2	30.3	28.9	30	32.1	31.5

Source: Turkstat, 2013

The services sector dominates sectoral employment in Turkey. The employment level of this sector started rising from 2000, as Turkey's economy began to shift away from agricultural production, with employment in agriculture declining in favor of services (see figure 6). Since 2001, the increase in employment in the services sector has nearly matched the decrease in agricultural employment, while industry and construction have remained constant. The share of employment in services increased from 38% in 1990 to 56% in 2011.

Unemployment has remained around 10% in the last decade, with the exception of 2009, when the economic crisis hit employment hard. In 2008, the most important effects of the global crisis were observed in the Turkish labor market. Rapidly shrinking global demand (specifically in the EU, Turkey's main trade partner) stunted manufacturing, especially in the industrial sector, and the decrease in manufacturing, as well as sustained uncertainties about the global economy,

Figure 6: Labor Force by Sector (% of Employed Age 15+)

Source: Turkstat, 2013b

brought rapid erosion in employment. Job losses and the increase in labor force participation triggered a hike in the unemployment rate, which peaked in February 2009. Youth unemployment has been much higher than the overall unemployment rate (9.6% above overall unemployment from 2004 to 2011). As a result of the crisis, youth unemployment reached 25.3% in 2009 before falling back to 18.4% in 2011.

Table 4: Unemployment (Main Indicators)

Indicator	2004	2005	2006	2007	2008	2009	2010	2011	2012
Unemployed (1000 People)	2,385	2,388	2,328	2,376	2,611	3,471	3,046	2,615	2,518
- Men	1,762	1,746	1,671	1,716	1,877	2,491	2,088	1,730	1,635
- Women	622	642	658	660	734	979	959	885	883
- Youth	919	881	832	871	897	1,126	961	832	775
Unemployment Rate (%)	10.8	10.6	10.2	10.3	11.0	14.0	11.9	9.8	9.2
- Men	10.8	10.5	9.9	10.0	10.7	13.9	11.4	9.2	8.5
- Women	11.0	11.2	11.1	11.0	11.6	14.3	13	11.3	10.8
- Youth	20.6	19.9	19.1	20.0	20.5	25.3	21.7	18.4	17.5

Source: Turkstat, 2013

Table 5: Labor Force and Employment (International Comparison)

Indicator	Year	Middle-Income Countries	High-Income Countries	Turkey
Labor force participation (%)	2009	68.55	60.72	46.8
Labor force participation, women (%)	2009	59.25	52.16	24
Labor force participation, men (%)	2009	77.8	69.63	69.6
Unemployment rate (% share of total employment)	2009	8.0*	8.04	14.0
Employment rate (% 15+ population)	2010	64.68	55.79	43.3
Employment rate women (% 15+ female population)	2010	55.98	48.1	24
Employment rate men (% 15+ male population)	2010	73.39	63.8	62.7
Agriculture (% share of total employment)	2010	31.42	3.38	25
Agriculture women (% share of female employment)	2010	9.3**	2.4	42.5
Industry (% share of total employment)	2010	26.3	24.01	20
Industry women (% share of female employment)	2010	18.9**	12.3	15
Services (% share of total employment)	2010	42.19	72.18	55
Services women (% share of female employment)	2010	71.7**	85.0	42.5
Non-agricultural female employment (% share of non-agr. emp.)	2010	44.6*	46.46	21.8

Source: Turkstat annual statistics, World Bank World Development Indicators, 2007,2010

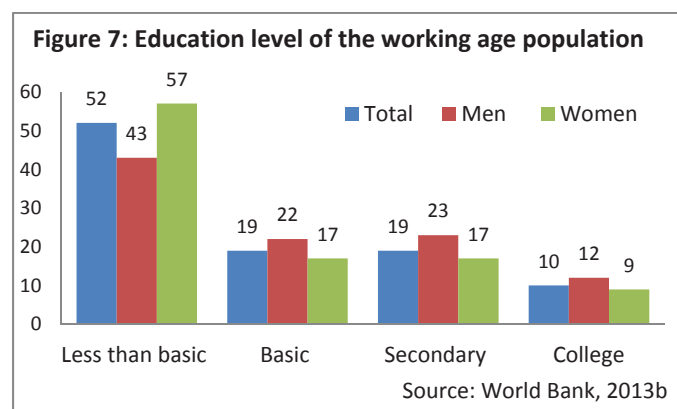
* data from 2006, ** data from 2007

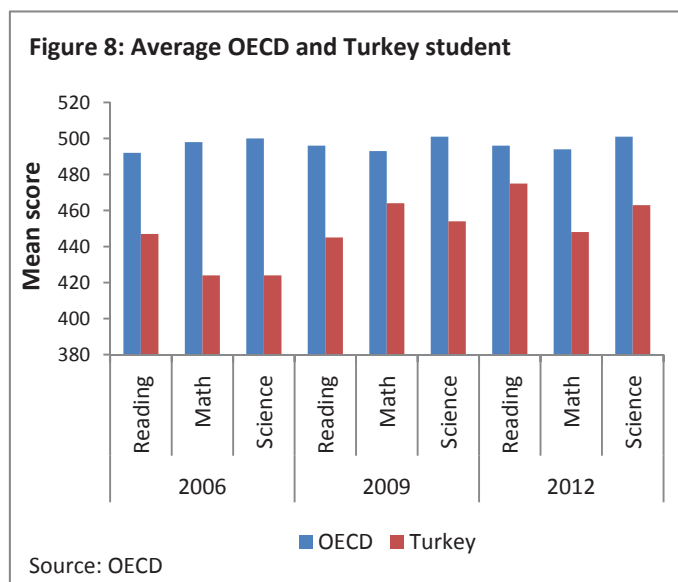
Although youth are becoming more educated and skilled, over half (52%) of the working age population (WAP) still has less than basic education (see Figure 7), accounting for 64% of the jobless and 65% of the informally employed. Better-educated adults are more likely to participate in the labor force (80% of college graduates, less than 50% of those without a high school diploma, and only 20% of illiterate adults) (World Bank, 2013b).

Around 650,000 new people make it into the non-agricultural labor force in Turkey per year. For Turkish firms to stay competitive in a global market, the ‘skills bar’ of new graduates (as well as the existing labor force) has to increase. However, recent studies suggest that there are indications of a mismatch between the skills profile of youth and the skills demanded by employers (McKinsey, 2012). In fact, 56% of employers in Turkey say they cannot find workers with the right skills (EBRD-World Bank BEEPS, 2008).

Turkey has taken measures to improve the quality and accessibility of education for many years. In 1997, targeted steps were taken with the implementation of legislation that increased compulsory schooling to 8 years. This has helped Turkey reach universal schooling at the primary level, with 98% of school-aged children

being enrolled in primary schools in 2012. With the recent legal amendment in 2012, secondary education also became compulsory. Thus, compulsory education is now composed of three 4-year segments of primary, lower secondary, and upper secondary.





Reform initiatives focused also on education outcomes—including curriculum reform, phased modernization of teaching and learning materials and practices, a stronger focus on measuring learning outcomes through large-scale national and international assessments, and enhanced monitoring and evaluation systems. The results of these initiatives are reflected in international

test scores (i.e. Program for International Student Assessment - PISA, and Trends in International Mathematics and Science Study - TIMSS), which show a narrowing of the gap between the performance of Turkish students and the average performance of students from OECD countries (see Figure 8). Notwithstanding this improvement, some challenges remain, and the performance of Turkey's average 15-year-old is still one full year behind the OECD average (World Bank, 2013c).

The Lifelong Learning Strategy was developed in 2006 to provide individuals with education outside the school system. In 2008 it also started to make extensive use of Active Labor Market Programs (ALMPs) to (i) equip the labor force with the skills required by the labor market in a short period of time, (ii) provide the unemployed with professional experience and work discipline, (iii) give support to those who wish to establish their own business, and (iv) fill the existing and potential vacancies in the labor market as quickly as possible.

The next section contains a substantive summary of the SABER-WfD findings and their policy implications by taking the summary of the country context into consideration.

3. Key Findings and Policy Implications

This chapter highlights findings from the assessment of Turkey's WfD system as of 2012 based on the SABER-WfD analytical framework and tool. The focus is on policies, institutions and practices in three important functional dimensions of policymaking and implementation—strategic framework, system oversight and service delivery. Because these aspects collectively create the operational environment in which individuals, firms and training providers, both state and non-state, make decisions with regard to training, they exert an important influence on observed outcomes in skills development. Strong systems of WfD have institutionalized processes and practices for reaching agreement on priorities, for collaboration and coordination, and for generating routine feedback that sustain continuous innovation and improvement. By contrast, weak systems are characterized by fragmentation, duplication of effort and limited learning from experience.

The SABER-WfD assessment results summarized below provide a baseline for understanding the current status of the WfD system in the country, as well as a basis for discussing ideas on how best to strengthen it in the coming years.

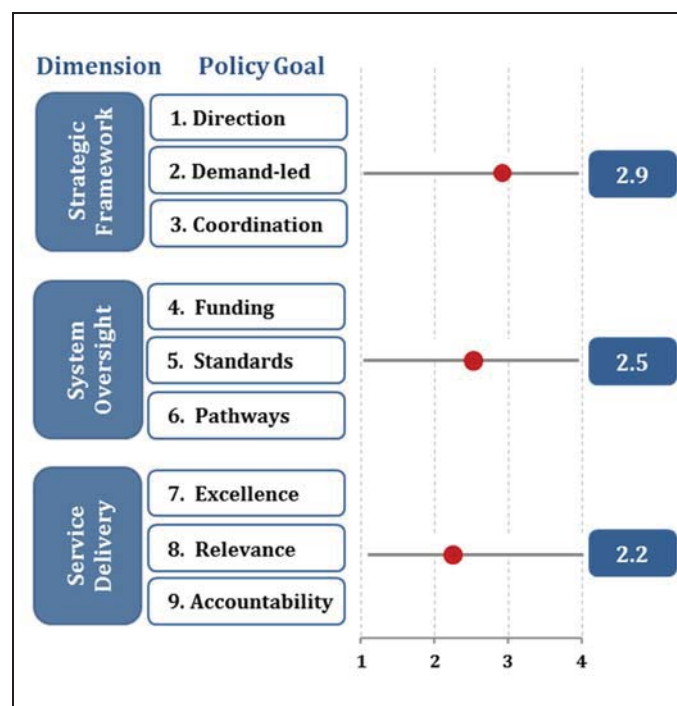
Overview of the SABER-WfD Assessment Results

Figure 9 shows the overall results for the three Functional Dimensions in the SABER-WfD framework.⁸ For the Strategic Framework dimension Turkey is rated at the **Established** level of development, while the score for System Oversight and Service Delivery is at the **Emerging** level. The findings suggest that Turkey's policies and institutions for WfD do not differ a lot in terms of performance and efficiency along the path from policy conceptualization to implementation.

Turkey's score at the **established** level for Strategic Framework reflects strength in terms of setting the strategic direction, but some gaps in regard to fostering a demand-led approach and strengthening coordination. The most positive finding was the awareness on the economic prospects that can be developed through improving skills. Government's leadership and vision for WfD is visible and there is effective advocacy of the business community on this matter. Turkey has taken

some positive, yet modest steps by institutionalizing employer engagement at the local level. However, the lack of adequate monitoring of incentives for employers to upgrade skills poses a challenge in terms of measuring the real life implications of the assessments. Legislation and agreements amongst stakeholders exist to promote coordination, and numerous committees and workshops have been convened; however, strategic coordination efforts face implementation issues and rarely lead to meaningful progress.

Figure 9: Turkey's Dimension-Level Scores



Source: based on analysis of the data collected using the SABER-WfD questionnaire. Note: See Figure 2 for an explanation of the scale on the horizontal axis.

In terms of System Oversight, Turkey receives an overall **emerging** rating. The rating is just below the **established level**, and can be upgraded if some developments are observed. The rating, mainly, reflects the challenges in strengthening the efficiency and equity of funding mechanisms of the different governmental agencies undertaking WfD activities. Turkey has established institutions for setting occupational standards, and specified regulations for qualifications framework, testing and certification, but the number of occupational standards established and the steps taken towards a functioning testing and certification mechanism lag

⁸ See Annex 6 for the full results.

behind as of 2012. Although there are established pathways for TVET at the secondary and post-secondary level, the certifications gained at this level do not yet directly relate to the National Qualifications Framework. There exists a clear policy attention is given to recognition of prior learning, however, the articulation of skills certification is at infancy level.

While Turkey is at the **emerging** level with regards to the Service Delivery dimension, the rating for this dimension is comparably lower than the other two dimensions. More specifically, although a wide range of public and private actors are active in training provision, public institutions provide the bulk of the training. Furthermore, few measures are in place for quality assurance, and there are no explicit performance targets, financial or non-financial incentives for performance. Though some steps were taken (i.e. UMEM Project) to strengthen the linkages between training institutions and industry, such linkages are mostly limited to industry internships and training for trainees; industry experts rarely have a role in influencing the curricula of training programs and have no role in providing input for the standards of facilities. Lastly, all training providers, state and non-state, are required to collect and report basic administrative data, which are occasionally used to assess institutional performance as well as to analyze system-level trends and issues. However, sources of data on labor market outcomes are still limited to a few ad-hoc skills-related surveys or evaluations of specific targeted programs, and public access to data is limited.

Policy Implications of the Findings

Over the past decade Turkish governments have made concerted efforts to establish strong linkages between education & training and employment, but the Turkish labor market still suffers from a mismatch between labor demand and skills supply.

Appropriate strategic WfD priorities and measures are clearly set and accompanied by well-formulated implementation plans, budgets and routine monitoring. However, actual implementation of those strategies and plans still has a long way to go before the intended outcomes are achieved. The suggested actions discussed in this report are aimed at initiating a constructive dialogue around further improving Turkey's WfD system, particularly the implementation of the government's strategies and plans. SABER-WfD findings imply that for strengthening the **Strategic Framework** dimension of

WfD policies and institutions in the country, both government and non-government leaders should exercise sustained advocacy for WfD, and rely on routine, institutionalized processes to collaborate on an economy-wide WfD policy agenda.

The main body for the Turkish WfD structure is the Board of Vocational Education (BVE), composed of the representatives of related ministries, public institutions and agencies, employers and workers. But reaching a mutual agreement between all parties at the BVE has proven to be highly unlikely. Government agencies generally prefer to operate within the clear scope of their organizational mandate, and non-state stakeholders are less vocal and seldom heard. It can be, nevertheless, said that industry and NGOs participate in the preparation of educational programs through their representatives. The strong organizational boundaries make it particularly hard for Turkey to establish a major apex-level body for WfD to ensure institutionalized and sustained leadership and coordination, but improved communication, coordination, and collaboration among stakeholders can still be achieved within the existing structure by defining clear and measurable targets for each stakeholder, and undertaking close monitoring of these targets.

As regards **System Oversight**, Turkey has benefited a great deal from the EU alignment process, and managed to establish clear and attainable standards for different aspects of WfD by developing a national qualifications framework. However, cooperation on strategic initiatives that may exemplify the fostering of linkages between employment and education & training is limited.

More information on the supply, demand (of firms) and labor market returns of technical, cognitive and behavioral skills in Turkey is needed, with a view to helping inform future policy making. Turkey has the capacity to collect relevant data, but needs to improve the evaluation of such data and use the information effectively. In this respect, Turkey needs to strengthen the evidence base needed for designing policies in these areas, compiling data and information and sharing them with key actors and stakeholders. With the strong leadership of the government and the support of international institutions (i.e., OECD, World Bank, EU), Turkey can establish a fully functioning system for evidence-based policy making. As Turkey has been partnering with such institutions for a long time, it may benefit from the international best practices identified

by these institutions in structured and continuous global and regional analyses.

To ensure the sustainability of funding from both public and private sources, the efficiency and equity of the system may be improved through (1) incorporating into the funding mechanism efficiency criteria such as the job-placement rate of training providers, and (2) periodically reviewing the outcomes of the funding mechanism. The government is seeking contributions from the private sector for the funding of WfD activities. Accompanying the decentralization of decision-making for WfD activities, partnerships at the local level should be prioritized and incentivized more strongly. During the last decade Turkey has successfully established new institutions through which testing and certification of occupational qualifications can be undertaken, but the transition to the new system is ongoing as of 2012. As Turkey develops its own National Qualifications Framework (NQF), building links between the NQF, the formal education system and prior (mostly non-formal) learning will be a major challenge.

For TVET students, Turkey has been working to establish flexible pathways for skills acquisition as well as improving public perception of TVET through efficient use of information seminars, career days, entrepreneurship conferences, lifelong learning seminars, establishment of VET Information Centers, etc. The Ministry of National Education's (MoNE) National Career Information System portal is a useful tool for general and TVET students and graduates as they pursue a career. TVET streams at the secondary level may be further enhanced to establish flexible pathways to university (6th level) and post-secondary vocational school (5th level) courses. Turkey may also benefit from international experience by giving VET students opportunities to choose academically or vocationally oriented programs at the university level.

In order to facilitate lifelong learning through skills certification and recognition of prior learning, most certificates for technical and vocational programs would need to be recognized by the NQF. The Vocational Qualifications Authority (VQA) has been promoting recognition of prior learning within the context of the law no 5544. Starting from 2009, applicants thinking they have adequate occupational proficiency in a related field and the minimum eligibility conditions can take the exams of accredited certification agencies to get

certified. However, as of 2012, Turkey should clarify whether the certificates obtained from vocational and technical high schools and vocational colleges will be directly recognized by the NQF, and whether VET graduates will be asked by the VQA to renew their certifications in the coming years. Reconciliation of the outputs of the education system with the requirements to be determined by the NQF is a priority. Efficiency in funding can be improved by increasing the schooling rates, providing adult workers with more opportunities for further training, and investing in early education.

Granting autonomy to public institutions is one approach taken by various countries to improve the performance of public institutions in terms of **Service Delivery**. Turkey could consider an approach to the management of public training institutions that combines incentives and autonomy, as was done in the school grants program under the Secondary Schools project, where school administrations were allowed to use allocated resources for procurement of goods and services.

Integrating industry and expert input into the design and delivery of public training programs would be an important step in the Turkish WfD system, as almost all industry and training institutions are willing to collaborate with the related government agencies. Turkey may boost system performance by strengthening the nature of the links between public training institutions and industry partners, and between training and research institutions. Currently, examples of such partnerships are limited.

In TVET, MoNE has efficient systems for evaluating performance. For example, Turkey has developed competency based and modular VET curricula, and improvements in the quality of the vocational-technical secondary education curricula were identified through an Assessment of the Beneficiaries of the Curriculum Reform of the Secondary Education Project. The study, undertaken in 2012 and aimed at assessing the secondary education curricula in Turkey, was conducted through an analysis and comparison of the existing and previous curricula, and a field survey. The revised curricula were generally judged appropriate with respect to the dimensions of teaching, learning process, measurement and evaluation, but a clearly defined philosophy and learning theory underlying the curricula reform was found to be lacking.

4. Aligning Workforce Development to Key Economic and Social Priorities

WfD is not an end in itself but an input toward broader objectives – of boosting employability and productivity; of relieving skills constraints on business growth and development; and of advancing overall economic growth and social wellbeing. This chapter briefly introduces Turkey's socio-economic aspirations, priorities and reforms before presenting the detailed SABER-WfD findings on Strategic Framework and their policy implications.

Socioeconomic Aspirations, Priorities and Reforms

Over the last three decades, Turkish governments have been giving utmost importance to WfD reforms to achieve and sustain economic development, human development, and social inclusion. The governments have continued the EU alignment process, and amended most of the laws in line with the EU acquis, and relied on an export based growth model focusing on the EU as the main trading partner.

Box 1 – Main WfD Legislation

- Primary Education and Training Law (No. 222, established in 1961, amended in 1997 with Law no. 4306)
- National Education Prime Law (No. 1739, established in 1973, amended in 1997 with Law no. 4306)
- Higher Education Law (No. 2547 established in 1981)
- Vocational Education Law (No. 3308, established in 1986, amended in 2001 with Law no. 4702)
- Vocational Qualification Authority Law (No. 5544, established in 2006)
- Private Education Institutions Law (No. 5580, established in 2007)

Five-year Development Plans constitute the main strategic vision and objectives of Turkey. The 8th (2001-2005), 9th (2007-2013), and 10th Development Plans (2014-2018) have underlined the overall scope of WfD under the Employment and Working Life, and Education chapters, in line with the macroeconomic situation and growth projections. Developing a skilled labor force has been a common goal of all development plans.

The legal framework for general and vocational & technical education has been changed from time to time to incorporate the strategic priorities and key reforms (see Box 1 for details of the main legislation).

The main apex-level body of the Government in TVET is the Board of Vocational Education (BVE), which was established by the Vocational Education Law. It comprises representatives from government, employees, employers and other social partners. After the amendment of the Vocational Education Law in 2001, MoNE issued a new regulation in 2002 (no: 2002/55) regarding implementation of the law, which focused on establishing a suitable environment and framework for better vocational and technical education in every region of the country. The regulation focused on the important role of the Provincial Vocational Education Boards in aligning education and employment activities at the provincial level with all stakeholders.

The government's increasing interest in initiating key WfD reforms led to the development of several important strategy documents: MoNE's VET Action Plan (2008-2012), MoNE's Lifelong Learning Strategy Document (2009-2013), MoNE's Strategic Plan (2010-2014), the Industry Strategy Document (2010-2014), and MoNE's VET Strategy Document (2013-2017).⁹

The conflux of these laws and strategy documents set out Turkey's WfD reform agenda, which was aimed at (i) improving the quality and accessibility of education for the whole population so as to build a competent labor force, and (ii) strengthening the link between education and employment to boost economic development. To strengthen completion rates and develop skills suitable

⁹ After 2012, a Vocational and Technical Education Strategy Document and Action Plan (for the 2014-2018 period) was developed with the participation of all relevant stakeholders under the coordination of MoNE. Aiming to define the necessary policies, measures and actions to create a rational and implementable VET system in Turkey, the Strategy is structured over three main axes: 1) "Accessibility of VET", which covers issues of awareness of the importance and accessibility to VET among the public (including disadvantaged groups), the development of transparent and flexible pathways to ensure

vertical and horizontal transfers, and the promotion of cooperation in R&D activities; 2) "Building Capacity in VET", which covers competencies in VET, national occupational standards, education programs in line with relevant proficiencies, vocational and career guidance, and quality assurance; 3) "VET and Employment", which focuses on improving the basic skills of VET students and graduates, facilitating workplace-based training, further enhancing creativity, innovation, occupational safety and security, and domestic and international mobility of the workforce.

for the labor market, the Government has focused on improving vocational education and training (VET) through various projects and programs that target key areas such as links with the labor market, teacher quality and curriculum design. Specific projects include Strengthening the Vocational Education and Training System (SVET) Project (2002-07), Modernization of Vocational Education and Training (MVET) Project (2003-06), and Improving Human Resources through Vocational Education and Training (IKMEP) Project (2008-10), Increasing the Schooling of Girls Project KEP (2011-2013), Strengthening School to Work Transition Project - SOS (2010-2012), Applied Training in Hotel management and Tourism Project -WEST (2011-2012), Project for Maritime Training and Related Recommendations (METALS) (2011-2013), Adaptation of ECVET Credit Transfer System in Rail Systems Operation Project (RAILVET) (2011-2013), Developing Vocational Skills Project (MESGEP)(2011-2015).¹⁰

In line with the priorities defined by the government, the Vocational Qualifications Authority (VQA) was established in 2006 with the task of determining the national qualifications based on the occupational standards in technical and vocational fields, and implementing activities related to audit, measurement and assessment, and certification. The main duty of VQA is to establish and operate the “national vocational qualifications system”.

Though developing a skilled labor force has been a common goal of all development plans and the main strategy documents, the economic crisis in 2008 made the government prioritize its efforts towards increasing labor force participation and employment, as well as improving labor productivity. The government responded to the crisis with a series of arrangements known as “employment packages”, which included monetary incentives for firms to keep the current workers on the payroll and recruit new ones. The Ministry of Labor and Social Security was given the main responsibility for implementing the employment packages and the Turkish Employment Agency (ISKUR) assumed the financing responsibility.

Maybe the major step taken by the government in recent years was the establishment of an Action Plan for Strengthening the Linkages between Employment and

Vocational Education in 2010. The Action Plan was prepared under the coordination of the Ministry of Labor and Social Security (MoLSS), and it is still operational. It aims at (i) providing vocational and technical training in accordance with the requirements of the labor market, (ii) strengthening the relationship between education and employment, (iii) establishing a clear understanding of lifelong learning in the labor market, and (iv) increasing the employability of the workforce by way of eliminating occupational illiteracy (see Box 2 for further details).

Box 2 – Priorities of the Action Plan for Strengthening the Linkages between Employment and Vocational Education

1. Drawing up the national qualifications framework,
2. Updating and bringing the curricula into conformity with the national occupational standards,
3. Making periodical analyses and assessments of the requirements of the labor market,
4. Improving the vocational and technical training environment, raising the quality of the teachers and designing a new school administration system,
5. Accreditation of vocational education and training institutions,
6. Cooperation in the implementation of instruments developed by the EU regarding mobility, qualifications and vocational education,
7. Strengthening cooperation in raising the effectiveness of vocational skills courses,
8. Developing incentive mechanisms for the employment of vocational and technical education graduates and Vocational Qualification Certificate holders; and providing incentives for them to start their own business, including by eliminating inconsistencies in the legislation for the start-up of businesses,
9. Improving cooperation within the scope of the memorandum on cooperation and understanding in the field of vocational knowledge, guidance and counseling services.

The recovery that started in the second quarter of 2009 (as a result of both the recovery of international markets and the positive effects of the employment packages), brought down the unemployment rate from 14% in 2009 to 11.9% in 2010 and 9.8% in 2011. To maintain the

¹⁰ An additional project for “Improving the Quality of VET in Turkey” was launched in late 2012 with an implementation schedule of two years.

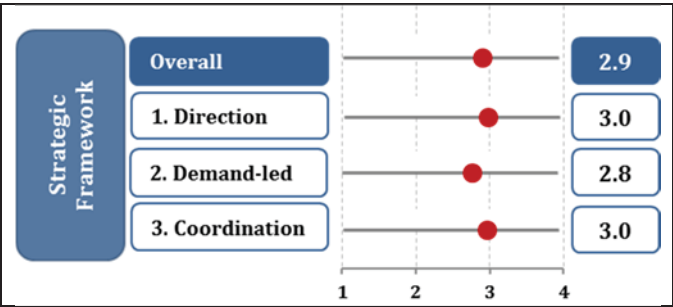
momentum, the government amended the relevant legislation for labor markets—with the bundled Laws No. 6111 (2011), and No. 6287 (2012)—to improve the capacity of the relevant institutions to implement the employment packages.

SABER-WfD Ratings on the Strategic Framework

In the SABER-WfD framework, the role of WfD in realizing Turkey’s socio-economic aspirations materializes through actions to advance the following three Policy Goals: (i) setting a strategic direction for WfD; (ii) fostering a demand-led approach in WfD; and (iii) ensuring coordination among key WfD leaders and stakeholders. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD questionnaire, Turkey receives an overall rating of 2.9 (**Emerging**) on the Strategic Framework dimension (see figure 10). This score is the average of the ratings for the underlying Policy Goals relating to: (i) Setting a Direction for WfD (3.0); (ii) Fostering a Demand-led Approach to WfD (2.8); and (iii) Strengthening Critical Coordination for WfD (3.0). The explanation for these ratings on the Policy Goals and their implications follow below. The scores reflect the fact that Turkey has been successful in articulating a strategic direction for WfD, in fostering a demand driven approach to WfD and in coordinating the roles and activities of WfD actors.

Figure 10: SABER-WfD Ratings of the Strategic Framework Dimension



Note: see figure 2 for an explanation of the scale on the horizontal axis. Source: based on analysis of the data collected using the SABER-WfD questionnaire.

Policy Goal 1: Setting a Strategic Direction for WfD

Leaders play an important role in crystalizing a strategic vision for WfD appropriate to the country’s unique circumstances and opportunities. Their advocacy and commitment attract partnership with stakeholders for the common good, builds public support for key priorities in WfD, and ensures that critical issues receive due attention in policy dialogue. Taking these ideas into account, Policy Goal 1 assesses the extent to which apex-level leaders in government and in the private sector provide sustained advocacy for WfD priorities through institutionalized processes.

Turkey is rated at the **Established** level on setting a strategic direction for WfD, with an overall score of 3.0. This score implies a sustained advocacy for WfD at the top leadership level, through articulating a strategic direction (3.0), and maintaining a strategic focus and decisions by the WfD champions (3.0). The rating is not at the advanced level because, even though the government has exercised sustained advocacy for WfD, the business community’s involvement in setting a strategic direction has been limited. The government has taken specific action on various strategic WfD priorities through a range of interventions, but these are not well integrated and their monitoring has been conducted through ad-hoc, rather than routine and systematic reviews.

Advocacy for WfD to support economic development comes from the government’s strategic focus and decisions by WfD champions from the public and private sectors. The Council of Ministers is the driving force in setting the strategy, but there is no single institution responsible in Turkey for WfD issues. Over the last decade, government leaders have enjoyed the benefit of a single party government elected for consecutive terms, thus providing ample opportunity for exercising sustained advocacy for WfD. The support from non-government leaders made collaboration on the WfD policy agenda possible for selected industries or economic sectors, but the advocacy exercised by the non-government champions for WfD activities has been ad-hoc and mainly project based.

As a result of the national consensus on improving the quality of the workforce, the government reactivated the BVE in 2001 at the central level (through Law no. 4702).

Provincial Vocational Education Boards (PVEBs)¹¹ that were established in all the 81 provinces (in accordance with Law no: 3308, dated 1986) were given a mandate to tackle the issue at the local level. Representatives of the private sector and trade unions participated in the BVE meetings at the central level, the PVEB meetings in the provinces, and the Sectoral Committee meetings of the VQA (as well as the board meetings of ISKUR), and contributed to the decision-making process.

Project based advocacy helped in the establishment of key institutions for WfD as well. As a result of studies initiated under the SVET project, the VQA was established in 2006 to lead the process of establishing an NQF, occupational standards, and structures for the testing and certification of skills. VQA has started setting the standards for a high quality workforce, with frequent interaction with the private sector and employee associations.

Although Turkey has managed to establish a solid framework and key institutions for WfD, monitoring of the implementation of the specific actions related to strategic WfD priorities has been mainly through ad-hoc reviews. One example is MoNE's comprehensive VET Workshop of 2012. Conducted with the participation of all stakeholders, including representatives of relevant government agencies and the private sector, academics, and NGOs, the workshop focused on defining problems in the implementation of policies and programs, but no rigorous follow-up was initiated thereafter.

Private sector WfD champions have also initiated activities, such as Koç Holding's 'Vocational School is a National Matter' Project, implemented between 2006 and 2013 in 250 secondary VET schools, covering 8,000 students. The project provided financial support, internships in companies, and coaching services, with the aim of promoting the VET system through raising awareness and developing a good model for more qualified and skilled VET graduates. The scope of the project was expanded before closing, and responsibility for project implementation was transferred to the Private Sector Volunteers Association.

Policy Goal 2: Fostering a Demand-led Approach to WfD

Effective advocacy for WfD requires credible assessments of the demand for skills, engagement of employers in shaping the country's WfD agenda and incentives for employers to support skills development. Policy Goal 2 incorporates these ideas and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) establish clarity on the demand for skills and areas of critical constraint; and (ii) engage employers in setting WfD priorities and enhancing skills-upgrading for workers.

Turkey is rated at the **Emerging** level for Fostering a

Demand-led Approach to WfD with an average score of 2.8. The scores for the policy topics vary as follows: (i) overall assessment of economic prospects and skill implications (4.0), (ii) identification of critical skills constraints in priority economic areas (3.0), (iii) recognition of the roles of employers and industry (3.0), (iv) provision of skills-upgrading incentives for employers (2.0), and (v) monitoring of incentive programs (2.0).

The high score for "overall assessment of economic prospects and skill implications" reflects the fact that both the government and other WfD stakeholders conduct routine assessments of the country's economic prospects and skill implications for key growth sectors, based on multiple data sources. A number of employment studies have been conducted independently on the links between employment and education, with the findings being reflected in the preparation of the national employment strategy.

In 2002, the Government initiated the five-year SVET project with support from the EU to design a new national vocational standards system developed in cooperation with the industrial sector and other social partners. SVET aimed to create (i) institutional development programs that provide high quality education for school administrators and teachers, and (ii) a new certification system to ensure consistency in the training standards (OECD 2007) (see Box 3). Under the SVET project, systematic monitoring of the demand for skills, qualifications and competencies in the provincial labor market was initiated through a Labor Market and Skills Needs Survey between 2005 and 2006.

¹¹ Provincial Vocational Education Boards were merged with Provincial Employment Boards in 2008 with Law no: 5763.

The SVET project was followed by the Modernization of Vocational Education and Training Project (MVET, 2003-06), which included initiatives to improve VET teacher quality, such as the introduction of VET teacher competencies; development of modular curricula based on competencies; seminars on student-centered education and basic skills in select provinces; and quality assurance based on the European Network System (OECD, 2013).

In 2010, to balance demand and supply in the job market, the Specialized Occupational Development Centers (UMEM) Project was initiated to design and implement VET programs in line with the demands of the private sector.¹² A formal assessment has been conducted by academics and think-tanks (TOBB University and the Economic Policy Research Foundation of Turkey—TEPAV) under the UMEM project, and labor market needs analyses were implemented in 19 pilot provinces.

Identification of critical skills constraints in priority economic sectors is at an emerging stage in Turkey. The government or WfD stakeholders tend to identify critical skills constraints in priority economic sectors on the basis of ad hoc assessments. In 2012, MoNE evaluated the VET system and identified the key problems through a comprehensive VET Workshop with the participation of all stakeholders, including representatives of relevant government agencies, the private sector, academics, and NGOs. The critical skills constraints were defined as the lack of relevant skill building activities under training programs, insufficient on-the-job training activities, and limited chances for the students to meet with experts in their field (MoNE, 2012a). Unfortunately, such initiatives have not been sustained, and there is still no unified and standardized process to identify skills constraints among different sectors.

The roles of employers and industry are clearly recognized, bringing Turkey to an established level. Employers help define WfD priorities on a routine basis and are making some contributions in selected areas to address the skills implications of major policy decisions. As for the role of employers and industry in defining strategic WfD priorities, employer organizations share their demands and priorities with local authorities by participating in regular meetings of provincial VET and

Box 3 - SVET - Strengthening the Vocational Education and Training System Project

The SVET Project has been implemented in a total of 145 pilot institutions in 30 provinces of Turkey, with the aim of establishing a more advanced vocational education and training (VET) system that meets EU standards. Within the framework of the project, which has a budget of 58.2 million Euros, various activities are conducted, ranging from developing training standards and VET modules to training school principals, teachers, and students, and establishing VET Information Centers. More than 5000 modules developed within the framework of SVET resulted in a wind of change in all the vocational education institutions. There were also training activities organized as part of SVET. School and training center principals and teachers attended training courses on curriculum and module development as well as on dissemination. Around 15,000 teachers of formal and non-formal VET institutions, as well as general high schools in the project's 30 pilot provinces including their sub-provinces, participated in the training. More than 20,000 people participated in the training activities organized within the framework of the project. The project provided the pilot institutions with the opportunity to cooperate and exchange knowledge with similar institutions established in the EU. Accordingly, around 1,500 people including school and training center managers, teachers, students and social partners visited 100 partner institutions.

employment boards. Employers are also represented in provincial employment and VET boards, and provide feedback to the labor market analyses of ISKUR. An example of the role played by employers and industry can be seen in the annual labor force training programs that the provincial ISKUR Directorates prepare. These programs and any changes to them must be approved by the PEVEBs. Employers and industry representatives are represented in these boards and are part of the decision making process. However, employers' and industry's contact with the government at the central level takes place on an ad-hoc basis. While government agencies almost always collect the comments and contributions of non-government WfD stakeholders on the plans and programs, and their implementation, the relevant ministries almost always take the final decisions,

¹² More than 160 thousand people across the country's 81 provinces have been trained under these programs between 2011 and 2014. About 95

thousand of the participants who successfully completed the program were employed as of June 2014

(usually) without taking the suggestions of other stakeholders into account.

While the Government started relying more on ALMPs in 2008 to upgrade the skills of the unemployed, no incentives have yet been provided to formal and informal sector employers to develop and upgrade the skills of their employees.

Policy Goal 3: Strengthening Critical Coordination for Implementation

Ensuring that the efforts of multiple stakeholders involved in WfD are aligned with the country's key socioeconomic priorities is an important goal of strategic coordination. Such coordination typically requires leadership at a sufficiently high level to overcome barriers to cross-sector or cross-ministerial cooperation. Policy Goal 3 examines the extent to which policies and institutional arrangements are in place to formalize roles and responsibilities for coordinated action on strategic priorities.

Turkey is rated at the **Emerging** level for Strengthening Critical Coordination for WfD with a score of 3.0, and the scores for all the components of this policy goal got the same score: (i) role of government and ministries (3.0), (ii) role of non-government WfD stakeholders (3.0), and (iii) coordination for the implementation of strategic WfD measures (3.0).

There are numerous government ministries and agencies that have legally-defined roles and responsibilities for WfD in Turkey but their mandates overlap in a few areas. Coordination of WfD strategies and programs occurs through BVE which has sometimes faced difficulties in improving communication and enhancing collaboration among ministries and agencies.

MoNE is the central authority for primary and secondary education. Vocational training policies and activities are mostly carried out by MoNE within the framework of VET Law (No. 3308), which came into force in 1986. The Law No. 4702 of 2001 amending the VET Law brought changes to the system, establishing new and strong links for co-operation with industry and commerce

MoLSS and the Ministry of Development also coordinate institutional strategies and prepare long-term development plans at the national level. The Turkish Employment Agency (ISKUR) is an affiliated institution to the MoLSS, implementing the unemployment insurance fund and ALMP activities. VQA, which is also affiliated to

the MoLSS, develops occupational standards and lays the groundwork for the vocational accreditation processes, during which it works with national institutions such as the Turkish Accreditation Board and Turkish Standards Institute.

In addition to these, the Council of Higher Education (CoHE) is a fully autonomous institution responsible for the planning, coordination, governance and supervision of higher education (including post-secondary VET programs).

Box 4 – Specialized Vocational Training Centers - UMEM Project

UMEM is a unique public, private, and university partnership project, aiming to provide vocational courses and on-the-job programs for the unemployed in line with the skill needs of the labor market.

The partners of the UMEM project are the Ministry of Labor and Social Security, Ministry of National Education, Turkish Employment Agency, Union of Chambers and Commodity Exchanges (TOBB), and TOBB University of Economics and Technology.

Courses for the unemployed are designed according to the requirements of the private sector, which is positioned at the center of the Vocational Training system through the Chambers of Industry and Commerce.

UMEM Project also focuses on capacity building for conducting effective labor market analyses, as well as for designing and implementing employment and VET policies. Local labor market analyses are being conducted for the first time in Turkey under UMEM. Labor market needs analyses were implemented in 19 pilot provinces. UMEM has a very flexible structure (like the ALMP activities) that allows firms to:

- get involved in the creation of the course curriculum
- choose the trainees they want to employ
- get their own foremen to be trainers for the courses,
- observe trainees during the entire process
- provide in-house training

As of January 2012, 10,445 firms had had 50,870 interns; 1,987 courses had started, with 35,001 unemployed applicants; 29,247 trainees had participated in the courses; and 17,842 of them had graduated from 1,434 of the courses. Successful graduates were employed.

While the target population of each of these agencies is defined, their responsibilities may overlap when the target population is moving to the territory of another agency or when they implement projects together (i.e.

the UMEM project that ISKUR, MoNE's Vocational and Technical Education General Directorate and Life-Long Learning General Directorate implemented together – see Box 4).

In Turkey, no non-government WfD stakeholder has a legally defined role or responsibility. Arrangements clarifying the roles of non-government WfD actors may help establish an environment for coordination among all stakeholders. Their roles, responsibilities and coordination mechanisms with government are defined to some extent, but the strong control of the government agencies over the WfD system remains. SWOT analyses of several reform initiatives and supporting documents underline the lack of effective coordination between stakeholders as a weakness of the system, but policy recommendations still do not include active measures to include non-governmental stakeholders in decision making and implementation (MoNE, 2013).

Strategic WfD measures are accompanied by an implementation plan and budget, but coordination in implementation and monitoring of progress occurs on an ad-hoc basis.

Implications of the Findings

SABER-WfD findings imply that strengthening of the Strategic Framework dimension of WfD policies and institutions in the country requires both government and non-government leaders to exercise sustained advocacy for WfD, and rely on routine, institutionalized processes to collaborate on an economy-wide WfD policy agenda.

The BVE continues to be the main body in the WfD structure; it takes decisions on the issues of implementation of VET programs at all formal, non-formal, and apprenticeship education institutions. While BVE's decisions are notified to MoNE, other institutions prefer to operate in their own territories to fulfill their own mandates rather than implementing a wider program under the direction of MoNE. Restating BVE's role as the apex-level body for WfD to ensure institutionalized and sustained leadership and coordination may not be a priority for Turkey due to the public administrative structure and strong organizational boundaries; however, improved communication, coordination, and collaboration among stakeholders can be achieved within the existing structure by defining clear and measurable targets for each stakeholder, and undertaking close monitoring of these targets.

The EU alignment process has been very beneficial for Turkey to establish clear and attainable standards for different aspects of WfD (i.e. developing a national qualifications framework), but still more information is needed on the supply of and demand (from firms) for technical, cognitive and behavioral skills in Turkey so as to help inform future policy making. Turkey needs to strengthen its processes to compile and share data in order to generate a strong evidence basis for the design of WfD policies. Turkish institutions (both public and private) have adequate capacities for collecting and evaluating data, and they have conducted in-depth studies where a large amount of valuable data was collected (e.g. Determining Human Resource Needs of Turkey, SETA, 2012). Turkey should be able to institutionalize these data collection mechanisms, conduct its own evaluation of such data, and share the collected data with internal and external stakeholders for further analysis, thereby cultivating an environment for evidence-based policy making. These efforts can be enhanced through integrated Labor Market and Educational Management Information Systems.

In connection with such efforts to improve data analysis, Turkey may consider further enhancing its cooperation with international institutions (i.e. OECD, World Bank, EU) to be a part of structured and continuous global or regional analyses that can be used in the policy-making process. The European Center for the Development of Vocational Training, for example, uses the detailed analyses conducted by member countries for policy development. As a part of the EU alignment process, Turkey can make better use of these mechanisms and experiences.

5. Governing the System for Workforce Development

An important function of WfD authorities is to foster efficient and equitable funding of investments in workforce development, to facilitate effective skills acquisition by individuals and to enable employers to meet their demand for skilled workers in a timely manner. The objective is to minimize systemic impediments to skills acquisition and mismatches in skills supply and demand. This chapter begins with a brief description of how the WfD system is organized and governed before presenting the detailed SABER-WfD findings on System Oversight and their policy implications.

Overall Institutional Landscape

Several bodies assuming different responsibilities for each segment of WfD (see Figure 11). Initial Vocational Education and Training (IVET) is provided at the secondary education level by Vocational and Technical High Schools and multi-program high schools, which are directly governed by MoNE.

The Vocational and Technical Education Directorate of MoNE (Girls Technical, Boys Technical GDs, Trade and Tourism Education GD and Health Affairs Department) were merged under Vocational and Technical General Directorate in 2011 which is in charge of formal

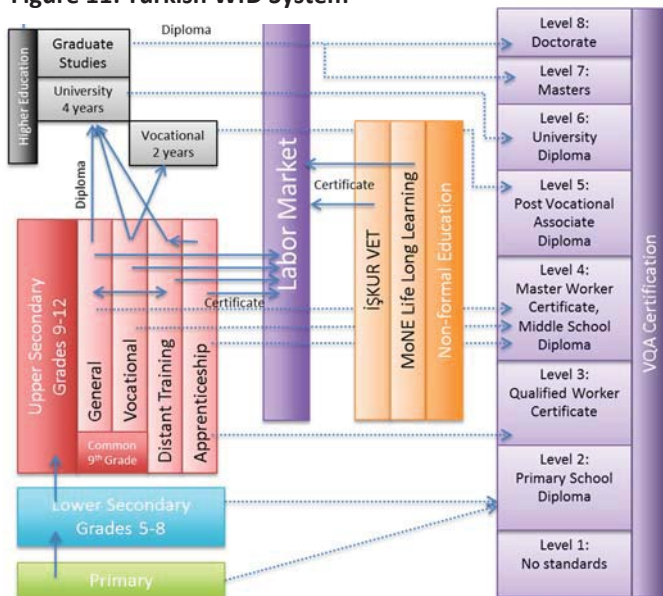
education; and the General Directorate for Apprenticeship and Non-Formal Education was restructured as the Life-Long Learning (LLL) General Directorate, which is in charge of non-formal education and apprenticeship training. MoNE also oversees Public Education Centers, which provide educational activities conducted outside of formal education institutions. These centers not only provide continuing vocational education and training (CVET) to people older than 17, but also offer socio-cultural courses and activities including literacy courses. ISKUR, which is affiliated with the MoLSS, is also responsible for ALMPs, and its activities are directed towards the employed and unemployed.

The processes for establishing occupational standards, the NQF, structures for testing and certification of skills and the responsibility of training accreditation are governed by the Vocational Qualifications Authority (VQA).

The European Qualification Framework (EQF), which consists of 8 reference levels¹³, was modelled as a part of Turkey's alignment process with the EU, and competency based modular VET curricula have been developed in accordance with these reference levels. The first 4 reference levels of the EQF are handled by MoNE and the rest are under the responsibility of CoHE. VQA, which was assigned the role of national coordination unit for the EQF, handles all 8 reference levels. VQA also works together with MoNE and CoHE as a coordinator institution to improve the NQF.

Governance at the sector level remains weak as the sector strategies have been updated very frequently, and independently by each of the stakeholders, which has made it harder to address the needs of the economy in a holistic manner. Though a strategic approach was initiated in 2011 with the Action Plan for Strengthening the Linkages between Employment and Vocational Education (displayed in Box 2), the plan is not supported by either an agreed timeframe or adequate human and financial resources. The overall WfD system still falls under the mandate of several ministries and public agencies regulated by different laws; decisions are fragmented across the Board of Education (for secondary level vocational education), the BVE (for VET training),

Figure 11: Turkish WfD System



Source: Author's construction

¹³ Level 6 refers to the bachelor's degree in four year university programs.

and CoHE (for community college and university level training).

Few actions are taken by the above-mentioned stakeholders to implement common strategies that are approved by BVE, which has not been able to effectively coordinate implementation of supply side policies at the sectoral level. There is a critical need to review roles and responsibilities to ensure a clear division of labor and complementarity among government agencies in terms of policymaking, funding, accreditation, quality control, curriculum development and hiring/up-skilling of trainers.

As of 2012 there are several types of upper secondary schools in Turkey (see Box 5). Students tend to choose more prestigious and rewarding programs both in general and vocational education (i.e. science and Anatolian upper secondary schools), as well as prestigious private schools. Students take a comprehensive test at the end of 8th grade. The test results and students' academic performance are taken into consideration when placing them in science, Anatolian, and/or prestigious private upper secondary schools. This selection process that streams students into different types of upper secondary schools according to their abilities is likely to have an effect on their subsequent academic achievement.

Box 5 –Different School structures in Upper Secondary¹⁴

General

- General High Schools (public & private)
- Anatolian High Schools (public)
- Science High Schools (public & private)
- Other High Schools (military, police, fine arts & sports, open education, multi-program)

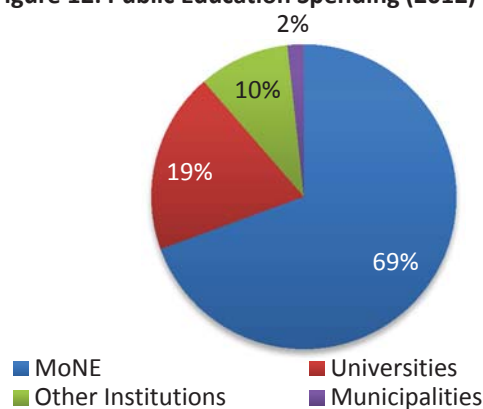
Vocational (public)

- Technical High Schools
- Anatolian Vocational High Schools
- Industrial Vocational High Schools
- Agricultural Vocational High Schools
- Anatolian Meteorological Vocational High Schools
- Anatolian Cadastral Vocational High Schools
- Commercial Vocational High Schools (+Anatolian)
- Anatolian Health Vocational High Schools
- Anatolian Hotel Management and Tourism Vocational High Schools
- Anatolian Mass Communications Vocational Schools

Vocational enrolment at the secondary education level has been growing in recent years but, due to the lack of prestige and the lower quality of education associated with this sector, few students choose VET voluntarily as an alternative to general education (even for the Anatolian vocational schools). Though mechanisms exist to change programs during upper secondary education, once students join the vocational and technical streams, it is very hard for them to change their fields of study in higher education as the pathways within the system are limited.

Funding for MoNE comes from general taxation, which is allocated to the Ministry, its high schools and training centers through annual budgeting. Institutions affiliated with MoNE are governed through a centralized and hierarchical governance structure, with limited participation from civil society and employers. In Turkey, public education spending is composed of the budget of MoNE, universities, other institutions, and municipalities; and the spending of ISKUR on ALMPs is kept separately. The state plays a leading role in funding the education system in Turkey, and public spending on education has increased steadily over the last decade (from 3.3% of GDP to 3.9% of GDP). However, Turkey still spends the least among OECD countries, which spend on average around 5% of their GDP on education) (TEPAV, 2012).

Figure 12: Public Education Spending (2012)



Source: MoF statistics

¹⁴ MoNE passed an internal mandate on April, 2014, to simplify the school variety in VET, and merged the VET schools under Special VET Anatolian High Schools and Vocational Distant Learning High School.

Around 70% of public education spending is channeled through MoNE (around TL 40 billion in 2012), while 19% goes directly to the universities (around TL 10 billion) (see Figure 12). MoNE's departments in charge of TVET receive around 17% of the total budget allocations of MoNE (14% for VET, and 3% for Life-Long Learning). Teacher salaries account for around 75% of the public budget, while goods and services take another 15% and capital expenditure 10%.

Public expenditure on education started to grow after 2005, with annual per capita public expenditure on education increasing in real terms by 7.4 % till 2012. As a result, by 2012, Turkey spent almost 80 percent more on education per capita in real terms compared to 2004. Though the ratio of public education expenditure to GDP continues to follow an upward trend, Turkey has not yet achieved equality in education. The expenditure per student was only about half the amount in less developed regions of Turkey, principally in the southeastern and eastern regions (World Bank, 2005; ETF, 2011). After conducting an efficiency analysis of public spending in primary and secondary education in Turkey, OECD reported that Turkey did not obtain the expected results from combined public and private spending on education (OECD, 2007). While the total of public and private education spending as a proportion of GDP was approximately 7% in 2005, the bulk of household expenditure on education was spent on private tutoring in preparation for university and college entrance examinations (World Bank, 2005).

ISKUR receives funds from the general budget and the Unemployment Insurance Fund (UIF), which consists of contributions from employers (50%), employees (25%) and the state (25%). Starting from 2009, ISKUR's budget allocations were significantly increased in order to improve the quality and quantity of ALMP programs, with around 30% of the UIF's previous year's premium revenues now being used for WfD activities under ISKUR's control each year. The total funds for ISKUR's vocational training programs were increased to TL 1.5 billion in 2012 (from TL 12 million in 2003). In 2012, ISKUR spent around TL 1.12 million on ALMPs.

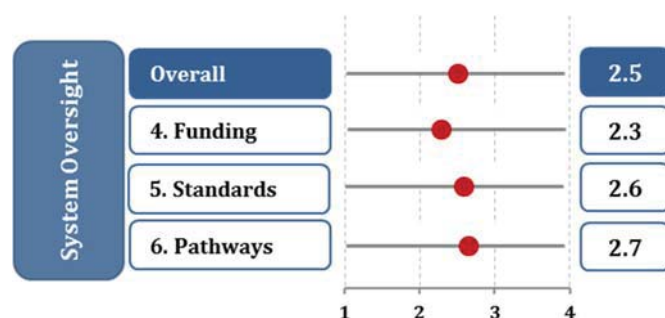
SABER-WfD Ratings on System Oversight

The SABER-WfD framework identifies three pertinent Policy Goals corresponding to oversight mechanisms for influencing the choices of individuals, training providers and employers: (i) ensuring efficiency and equity in

funding; (ii) assuring relevant and reliable standards; and (iii) diversifying pathways for skills acquisition. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD questionnaire Turkey receives an overall **Emerging** rating (2.5) for System Oversight (see Figure 13).

Figure 13: SABER-WfD ratings of the “System Oversight” dimension



Note: see figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

This score is the average of the ratings for the underlying policy goals, and it misses an Established rating due to the low score of one of policy targets: ensuring efficiency and equity of funding (2.3). Other policy goals under this dimension are rated as Established: assuring relevant and reliable standards (2.6), and diversifying pathways for skills acquisition (2.7). The explanation for these ratings and their implications follow below.

Policy Goal 4: Ensuring Efficiency and Equity in Funding

WfD requires a significant investment of resources by the government, households and employers. To ensure that these resources are effectively used it is important to examine the extent to which policies and institutional arrangements are in place to: (i) ensure stable funding for effective programs in initial, continuing and targeted VET; (ii) monitor and assess equity in funding; and (iii) foster partnerships with employers for funding WfD.

Turkey is rated at the **Emerging** level on Policy Goal 4. The rating reflects the challenges in strengthening the efficiency and equity of the funding mechanisms of the different governmental agencies undertaking WfD activities. These challenges are counterbalanced through the stability of the funding mechanisms, the frequent

large-scale projects designed to address the inequalities within the system, and the willingness of the public sector to increase the participation of the private sector. The ratings for each specific topic under this policy goal vary between 2.0 and 3.0 and they are presented in detail in Annex 2 and Annex 5.

The government relies on routine budgeting processes, based largely on the previous year's budget, to determine funding for IVET and CVET institutions and programs. Funding of the governmental agencies that provide WfD activities is quite stable in Turkey. Both MoNE, CoHE, and ISKUR receive allocations from the central government for their ongoing activities. In addition, ISKUR spends approximately 30% of the previous year's premium revenues of the UIF for its ALMPs. Allocations to institutions from general taxation are largely based on the budget of the previous year, the number of enrolled students/trainees, and the profile of the population groups served. While this ensures the stability of funding, other criteria that could improve efficiency, such as program completion rates or job-placement rates among graduates, are hardly used.

On the other hand, the government determines recurrent funding for IVET and CVET through a formal process of application and approval involving mainly the personnel costs funding for CVET includes government support for programs that foster on-the-job training for SMEs. The government agencies produce annual reports on IVET and CVET, but within a reasonable time lag.

The level of monitoring and enhancing of equity in funding for training varies for IVET, CVET and ALMP. For many years, the reviews on the impact of funding on training beneficiaries have focused mostly on training outcomes. A rigorous impact evaluation of the vocational training courses of ISKUR was conducted between 2010 and 2011. ISKUR used the results of the evaluation, as well as the lessons from international experience, to further strengthen its training programs and services. These improvements included: (i) improving the relevance of skills training; (ii) putting more emphasis on behavioral skills; (iii) encouraging a more comprehensive job search and expanding employment services; (iv) shifting the focus of resources and attention toward the hard-to-employ rather than the most educated jobseekers; and (v) increasing the share of ISKUR courses contracted out to private service providers and increasing competition among them, while ensuring the

quality of providers and making them accountable for results through performance-based contracts.

In addition to efficiency, equity is another important requirement that should be fulfilled by government agencies when allocating public funds to various WfD activities. In Turkey, for IVET and CVET activities, no formal review has been conducted on the impact of WfD funding on the beneficiaries of the training programs. Yet, for the IVET programs there is a concern that the quality of the public institutions that provide education and training activities is not consistent across the country. Measures are taken frequently by the government to address this issue, one of the most important being the Support to Human Development through Vocational Education and Training Project, which was implemented by CoHE in collaboration with MoNE. The government has also taken concerted action to overcome inequalities through large-scale programs and investment projects focusing on regional development such as the East Anatolia Development Project. ISKUR has also designed special ALMPs for people that need special policies (disadvantaged) such as former convicts, people with disabilities and people living in less developed areas (i.e. Southeastern Anatolia) to promote equity in service delivery.

In order to ensure the financial contribution of employers and the private sector, the government facilitates partnerships between training providers and employers. The partnerships usually take place at the national level, in line with the current structure of the WfD activities in Turkey, which are mainly administered by central governmental organizations in Ankara. Employers are invited to contribute to the content of the training and to the development of standards and curricula.

Policy Goal 5: Assuring Relevant and Reliable Standards

The WfD system comprises a wide range of training providers offering courses at various levels in diverse fields. An effective system of standards and accreditation enables students to document what they have learned and employers to identify workers with the relevant skills. For Policy Goal 5 it is therefore important to assess the status of policies and institutions to: (i) set reliable competency standards; (ii) assure the credibility of skills testing and certification; and (iii) develop and enforce

accreditation standards for maintaining the quality of training provision.

Turkey scores at the **Established** level (2.6) for this Policy Goal. The ratings for each specific topic under this policy goal vary between 2.0 and 4.0 and they are presented in detail in Annex 2 and Annex 5. The highest ranking is given to skills testing for major occupations (4.0).¹⁵

The country has established the institutions for defining occupational standards, setting a qualifications framework, and specifying and enforcing regulations for testing and certification. Yet, these institutional arrangements do not function at a desirable pace, and the number of occupational standards established and steps taken towards a functioning testing and certification mechanism lag behind.

After its establishment, the VQA started developing occupation standards and national competencies. The policy dialogue on occupation standards, national competencies and the NQF currently engages numerous stakeholders through institutionalized processes. The NQF covers a few occupations and a limited range of skill levels. VQA has signed protocols with relevant stakeholders for the development of over 700 occupational standards. By the end of 2012, 351 of them were published in the Official Gazette for implementation.¹⁶ Numerous stakeholders are engaged in setting competency standards for major occupations. For each occupation, VQA authorizes employer/industry occupations, labor unions and/or professional occupational bodies to develop competency standards, which are evaluated by sector committees and finalized by the Board of the VQA. Thus, the process for establishing occupational standards is participatory in Turkey. While labor unions and professional occupational bodies participate in the development of competency standards, the number of employer representatives has been much higher. Some training providers offer programs utilizing competency-based curricula aligned to the agreed standards.

On the other hand, in 2012 there were concerns about the pace of this process and the number of occupations for which standards established by the VQA can be implemented. VQA also works on the NQF, which is prepared in line with the requirements of the EQF. More

time is needed to increase the number of occupations for which standards are established and connections to the NQF are formed.

VQA is also responsible for testing and subsequent certification of national competencies which are prepared based on occupational standards. Certification has been ongoing from 2009. Certification agencies authorized by VQA (accredited in line with TS EN ISO/IEC 17024 standards) can hold theoretical and empirical examinations to the applicants who have adequate occupational proficiency in a given field. The applicant should meet the minimum eligibility conditions to take the exams. Successful applicants are provided with VQ certificates within the context of National Qualification Framework. While the Regulation for Occupational Proficiency Testing and Certification governs these procedures and principles, in 2012, however, the testing and certification was still in its infancy in Turkey, as it existed for only six occupations, and certificates are not required for practitioners of the occupations.

Accreditation of training providers and training programs is not mandatory, as VQA is yet to introduce relevant regulations. VQA aims to accredit all institutions and programs that provide training based on national competencies. In the near future independent accreditation institutions authorized by the VQA will undertake voluntary accreditation using national accreditation standards. The law no: 5544 specifies the establishment of a quality assurance system within the NQF, but the system has not been established as of 2012.

In sum, Turkey does have institutions through which testing and certification of occupational qualifications can be undertaken. However, these institutions are operating at a time when the system is still in the process of being established. Both professional documents, such as occupational standards, and legal documents, such as regulations, are currently being prepared. More political leadership and investment are required to hasten these processes, complete the infancy period and enter a more mature phase for standard-setting, testing and certification.

¹⁵ Please see Annex 3: Rubrics for Scoring the SABER-WfD Data for the definition of standards.

¹⁶ This number is 572 as of November 2014.

Policy Goal 6: Diversifying Pathways for Skills Acquisition

In dynamic economic environments workers need to acquire new skills and competencies as well as keep their skills up-to-date throughout their working lives. They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones. Policy Goal 6 therefore evaluates the extent to which policies and institutions are in place to: (i) enable progression through multiple learning pathways, including for students in TVET streams; (ii) facilitate the recognition of prior learning; and (iii) provide targeted support services, particularly among the people that need special policies.

Turkey scores at an **Established** level (2.7) for Policy Goal 6. The ratings for each specific topic under this policy goal vary between 2.0 and 3.0 and they are presented in detail in Annex 2 and Annex 5.

The NQF mapping process is different than the recognition of prior learning, as it focuses on the supply side, while the latter gives attention on the individual learner and his or her prior learning needs to be checked, mapped and certified.

Although there are established pathways for TVET at secondary and post-secondary level, the certifications gained at this level currently do not directly relate to the NQF. ISKUR has some programs for the people that need special policies and has started to offer job consultancy services in 2012, which is an important component of career development support.

In Turkey, vocational education at the secondary level starts after eight years of primary and secondary schooling and is offered in various vocational and technical high schools (see Box 5 for details). Graduates of these schools can pursue formal skills acquisition beyond the secondary level without having to pass the regular university entrance examination, but options are limited to mostly 2-year vocational oriented programs in the post-secondary level colleges or 4 year programs serving as continuation of their own domain. Graduates of secondary VET schools can also take the central university examination to enter four-year undergraduate

programs, but their success level is low when compared with the graduates of Anatolian and science secondary schools. In 2011, more than 50% of the graduates of private general high schools, science and Anatolian high schools enrolled in an undergraduate program, while the overall success rate for vocational school graduates was 6% (See table 6).

The government has also aimed at improving the quality and relevance of programs, and has undertaken joint public awareness initiatives/campaigns with the private sector and NGOs to improve the public perception of VET through information seminars, career days, entrepreneurship conferences, lifelong learning seminars and establishment of VET Information Centers under the Improving the Quality of VET in Turkey Project (METEK). The share of students in VET programs in the total number of students in secondary education has increased from 36% in 2005-2006 to 44% in 2011-2012; this suggests that these initiatives have worked well, yet the initiatives were not subject to a formal review for their impact on diversifying learning pathways.

The government has also developed a modular system in vocational and technical education (mostly at the secondary level) so that students can design flexible pathways for skills acquisition. MoNE has recently launched the National Career Information System portal for career guidance and counseling services. This system will be used for career planning purposes for all VET students and all individuals who are interested in participating in VET programs.

Table 6 : Applicants to Tertiary Education -2011

	Applicant	Undergrad. Programs (%)	Post-Secondary Programs (%)
Grand Total*	1,759,403	20	14
Total Applicants (High School)**	1,199,956	25	9
<i>General High (public)</i>	<i>768,400</i>	<i>21</i>	<i>10</i>
<i>Gen. High (private)</i>	<i>30,027</i>	<i>56</i>	<i>3</i>
<i>Anatolian</i>	<i>166,587</i>	<i>55</i>	<i>2</i>
<i>Science</i>	<i>8,742</i>	<i>61</i>	<i>0</i>
Total Applicants (Vocational)**	533,512	6	27
<i>Teacher training***</i>	<i>25,935</i>	<i>59</i>	<i>1</i>
<i>Commerce</i>	<i>87,150</i>	<i>4</i>	<i>38</i>
<i>Technical</i>	<i>49,621</i>	<i>12</i>	<i>33</i>
<i>Industry</i>	<i>161,664</i>	<i>2</i>	<i>33</i>
<i>Hotel M. & Tourism</i>	<i>10,300</i>	<i>16</i>	<i>30</i>

* 184,690 of the applicants were enrolled in open education (distance learning) programs (10%)

** Total applicants includes the new graduates from various general and vocational schools and students that were enrolled in an undergraduate program in the previous years

*** Teacher training programs at the tertiary level last 4 years

Source: MoNE, 2012b

Although there are initiatives to enhance the public image of VET, especially at secondary and post-secondary levels, it was unknown as of 2012 whether the certificates obtained from the vocational high schools and vocational colleges will be directly recognized by the NQF. There is an immediate need to reconcile the outputs of the education system with the requirements already determined or yet to be determined by the NQF and to address recognition of prior learning, which currently receives limited policy attention.

Implications of the Findings

Monitoring and enhancing equity in funding for training may not be easy for MoNE due to its highly centralized systems. However, ISKUR has continued to introduce reforms to address some of the challenges in enhancing equity and efficiency in funding for training. With the planned amendments in ISKUR's regulation defining the procedures and principles for ALMPs, ISKUR will continue selecting the service providers on the basis of specific quality and performance criteria as well as the cost. The new regulation will assign more weight to quality in the selection of providers and introduce modules to the training programs to increase employability. The regulation will also require training providers to provide

job placements for participants. The experiences of ISKUR can be taken into consideration for a system-wide evaluation.

Turkey may benefit from the experiences of other countries such as Singapore, which have successfully redirected VET students to academic or vocational programs, including at the university level. In Singapore, sizable investments in a high-quality TVET system over the years, coupled with sustained attention to the employability of graduates, have lowered social resistance to TVET programs that the less academically inclined students enter after 10 years of general schooling (Law, 2008).

To provide support services for skills acquisition by workers, jobseekers and the disadvantaged, Turkey may support a comprehensive menu of services for further occupational and career development, including online resources. ISKUR's ALMPs for disadvantaged people such as former convicts, people with disabilities and people living in less developed areas (i.e. Southeastern Anatolia) can be expanded to the beneficiaries of social assistance.

In order to facilitate life-long learning through articulation of skills certification and recognition of prior learning, most certificates for technical and vocational programs should be recognized by the NQF, and policymakers should pay sustained attention to the recognition of prior learning and provide the public with comprehensive information on the subject. Developing Vocational Skills Project (MESGEP) can be given as a good example.

There is strong justification for increased public investment in pre-primary, primary and secondary education, as early failings in the Turkish education system make later remediation difficult. Efficiency in funding mechanisms can be attained best when opportunities for early education are caught, as remediation is costly, and full remediation is often impossible. In addition, the system should also provide adult workers with more opportunities for further training.

Turkey's WfD strategies are targeted at achieving efficiency gains, but policy makers should be patient by waiting for the outcomes of the current reform initiatives before initiating new ones.

6. Managing Service Delivery

Training providers, both non-state and government, are the main channels through which the country's policies in WfD are translated into results on the ground. This chapter therefore provides a brief overview of the composition of providers and the types of services available in the system before presenting the detailed SABER-WfD findings on Service Delivery and their policy implications.

Overview of the Delivery of Training Services

Turkey's VET programs are primarily operated under MoNE and consist of formal and non-formal education aimed at providing training and education in line with the demands of the labor market to enhance skills and employability. The vocational education system includes: (i) Vocational and technical high schools providing training in more than 130 occupations and leading to the qualification of specialized worker and technician; (ii) Apprenticeship training, which is a combination of mainly practical training provided in enterprises and theoretical training provided in vocational education centers; and (iii) Informal education, which is provided primarily through vocational education centers.

In 2012 upper secondary VET schools include 9th to 12th grades and cover ages 14–17. Anatolian Vocational High Schools employ foreign language preparation classes in compliance with the objectives of the curriculum, and natural science and mathematics can be taught in a foreign language.

Formal VET comprises vocational and technical high schools that offer training in over 130 occupations, and make up 45% of the total secondary school enrollment. Following secondary education, some VET graduates apply for tertiary education programs, with the majority of those admitted being placed in 2-year post-secondary (associate) or 4-year distance education programs.

Upper secondary VET schools offer courses under a variety of branches such as industry, services, and social services. Notwithstanding the diversity of school types and branches, the 9th grades of all secondary education institutions teach the same (common) general education

courses. In Grades 11 & 12, students spend most of their time on On-the-Job Training activities. Efforts have been made to improve the quality of infrastructure, equipment and training materials in VET schools, as well as the teachers.

The Turkish higher education (tertiary) system consists of universities and higher technology institutes (ISCED 5A-B, 6).¹⁷ Universities and higher technology institutes are divided into two groups in regard to administration and financing as public and private (foundation) universities. All higher education institutions are affiliated to universities/ higher technology institutes, with the exception of some vocational schools at the post-secondary level that are run by foundations (ISCED 5B). Post-secondary VET schools implement 2-year programs leading to an associate degree and the graduates of secondary schools can continue to such programs to get graduated as a technician and they may then pursue further higher education by satisfying necessary conditions.

Non-formal education is delivered by MoNE's Public Education Centers. During the economic crisis in 2008, the government gave ISKUR primary responsibility for implementing ALMPs. The number of ISKUR's ALMP participants increased from 30,000 (in 2008) to 464,000 (in 2012), representing almost one-fifth of the registered unemployed.

ISKUR itself has been implementing 10 different targeted training programs for the unemployed from different groups of society such as those from Southeastern Anatolia, women, the disabled, convicts, ex-convicts and entrepreneurs (see Figure 14). In addition to ALMPs, ISKUR has increased the coverage and quality of its services by introducing Job and Vocational Counsellors, and linking receipt of social assistance benefits to registration in ISKUR.

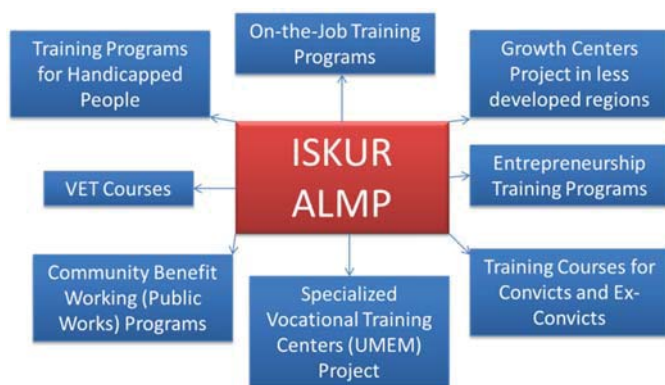
ISKUR has been working together with VQA to improve the quality of training through the development of the national vocational qualification system and, more recently, through the selection of training providers on the basis of specific quality and performance criteria. A new regulation (to be published after 2012) will introduce a number of initiatives to improve the effectiveness of vocational training, including: (i) the addition of new modules to training programs to

¹⁷ ISCED is the framework developed by UNESCO and used to compare statistics on the education systems of countries worldwide. It is an important

tool used to produce accurate data that reflect educational priorities and policies.

improve the employability of participants (e.g., job search skills, interview techniques, and basic skills); (ii) rewards for job placement performance and accreditation by the Vocational Qualification Institution, when awarding contracts to providers; and (iii) an increased job placement rate requirement for job-guaranteed courses.

Figure 14: ISKUR's Active Labor Market Programs



SABER-WfD Ratings on Service Delivery

The Policy Goals for this Dimension in the SABER-WfD framework focus on the following three aspects of service delivery: (i) enabling diversity and excellence in training provision; (ii) fostering relevance in public training programs; and (iii) enhancing evidence-based accountability for results. The ratings for these three Policy Goals are presented below and are followed by a reflection on their implications for policy dialogue.

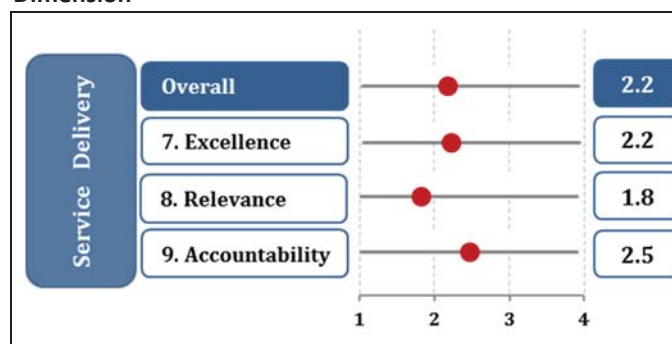
Based on data collected by the SABER-WfD questionnaire, Turkey receives an overall rating of **Emerging** (2.4) for the Service Delivery Dimension (see Figure 15). This score is the average of the ratings for the underlying Policy Goals: (i) enabling diversity and excellence in training provision (2.2); (ii) fostering relevance in public training programs (1.8); and (iii) enhancing evidence-based accountability for results (2.6). The explanation for these ratings and their implications follow below.

Policy Goal 7: Enabling Diversity and Excellence in Training Provision

Because the demand for skills is impossible to predict with precision, having a diversity of providers is a feature of strong WfD systems. Among non-state providers, the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure

quality and relevance. Among state providers a key concern is their responsiveness to the demand for skills from employers. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non-state provision of training, and (ii) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions.

Figure 15: SABER-WfD Ratings of the Service Delivery Dimension



Note: see figure 2 for an explanation of the scale on the horizontal axis.

Source: based on analysis of the data collected using the SABER-WfD questionnaire.

Turkey is rated at the **Emerging** level (2.2) for Policy Goal 7. The ratings for each specific topic under this policy goal vary significantly between 1.0 (for review of policies towards non-state training provision) and 4.0 (for scope and formality of non-state training provision). These ratings are presented in detail in Annex 2 and Annex 5.

A diversity of non-state providers is active in the training market, despite few government incentives to encourage non-state provision. While most of these providers are registered and licensed, few measures are in place for quality assurance. With regard to public training provision, the government grants limited autonomy to the institutions. There are, however, no financial/non-financial incentives for performance.

Non-state provision of training is regulated by the government. A diversity of non-state providers offer training and all of them have to be registered and licensed in line with Law no: 5508. All private and public training providers are generally subject to the same rules and regulations. However, private training providers (i)

have to renew their registration and license regularly; (ii) are expected to report to WfD authorities regularly; and (iii) are subject to regular audits. Private training providers failing in these audits may be placed under observation/probation or their licenses to operate may be suspended. With regard to the scope of non-state training provision, non-profit, for-profit, domestic and foreign providers are allowed to offer training. While this creates a highly diverse mix of providers, it has not resulted in the creation of an overarching association of private training providers.

The government provides a range of financial and nonfinancial incentives to encourage private training provision. However, these incentives form part of a wider incentive scheme, and are not solely directed to education. The government has recently launched a voucher scheme for private IVET providers established in organized industrial zones. These institutions are eligible to enroll students who are receiving tuition subsidies from the government. However, the scope of this scheme is currently very limited. MoNE offers some non-financial incentives for private training providers: (i) it conducts the registration, licensing and inspection of these institutions and informs them regularly of any relevant legal developments; and (ii) it recognizes certificates and diplomas issued by these institutions. Private training providers are also able to participate in national training/WfD decision-making bodies/agencies by invitation or via associations of private education institutions; and are eligible to compete for government-funded training contracts.

Limited measures are in place to assure the quality of private training provision. There is no systematic process for reviewing the policies on private training provision. Despite recent attempts, such as the Internal Audit Report of the Management Process of Vocational and Technical Education, it is not possible to state that such initiatives have had any impact on current policies.

Mechanisms to incentivize good performance of public training institutions are almost non-existent. However, MoNE declares its overall target for the desired WfD outcome, (i.e. enrollment rate in VET institutions) in its annual performance programs in line with its strategic plan. Thus, MoNE does not employ multiple performance indicators regarding WfD.

Public training institutions operating under MoNE have limited autonomy in decision-making. They report their

material, equipment and other needs to the central authorities for annual budget preparation and are allowed to purchase training materials and other inputs. These institutions are also permitted to generate income through revolving funds. However, as of the 2011-2012 school year, only 585 out of 5,456 VET high schools have a functional revolving fund and less than 2 percent of students in public VET high schools participate in the activities of revolving funds. Additionally, these schools do not have any say on the introduction and closure of programs, admission processes, or staff recruitment, replacement or remuneration. MoNE manages all of these functions centrally.

In addition to MoNE affiliated IVET and CVET programs, ISKUR has been implementing vocational training courses for the unemployed. These include vocational training courses for employees, the disabled, convicts and ex-convicts, as well as community benefit working (public works) programs, entrepreneurship training programs, on-the-job training programs, a regional development project (called GAP II) in the less developed areas of Southeastern Anatolia (which includes vocational training courses, OJT and entrepreneurship programs), and the UMEM Project.

The introduction of new programs follows a relatively complex process. Every year, Provincial Employment and Vocational Education Boards (PEVEBs) present to ISKUR provincial offices their plans for the training programs to be implemented in line with the labor market needs analyses in the coming year and employers' requests. ISKUR's General Directorate and provincial offices evaluate these needs, the performance of the programs implemented in previous years, and the priorities in their action plans, and agree on the programs for the coming year. However, other factors such as availability of training providers and financing also determine the introduction of new programs.

Similarly, assessment of system-wide resource utilization and staffing, consultation with relevant stakeholders, labor market analyses and evaluation of the performance of each training course by provincial directorates inform the decision-making process regarding closure of programs.

ISKUR prepares its annual performance programs and targets in line with its strategic plan. Specific targets include enrollment, graduation, job placement rates and trainee satisfaction. However, there is no incentive or

reward mechanism for ISKUR to achieve these targets. ISKUR has autonomy regarding the introduction and closure of programs as well as the procurement of services from public and private training institutions. Subcontracting institutions are bound by contractual requirements.

Policy Goal 8: Fostering Relevance in Public Training Programs

Public training institutions need reliable information on current and emerging skills demands in order to keep their program offerings relevant to market conditions. It is therefore desirable for public training institutions to establish and maintain relationships with employers, industry associations, and research institutions. Such partners are a source of both information about skills competencies and expertise and advice on curriculum design and technical specifications for training facilities and equipment. They can also help create opportunities for workplace training for students and continuing professional development for instructors and administrators. Policy Goal 8 considers the extent to which arrangements are in place for public training providers to: (i) benefit from industry and expert input in the design of programs and (ii) recruit administrators and instructors with relevant qualifications and support their professional development.

Turkey is evaluated at the **Emerging** level (1.8) of development for Policy Goal 8. The ratings for each specific topic under this policy goal vary between 1.0 and 2.75. These ratings are presented in detail in Annex 2 and Annex 5.

Informal and sporadic links exist between public training institutions and industry, with limited involvement of industry in curriculum design and the specification of standards for training facilities. Links between public training providers and research institutions are rare. The low score also reflects the fact that previous industry experience is not a criterion for the recruitment of instructors and administrators of public training institutions. Furthermore, despite formal provision of opportunities for professional development, instructors often face practical difficulties in accessing such opportunities.

Formal links between training institutions and industry are primarily embodied in VQA, which comprises representatives of ministries, public institutions, agencies, employers and workers. VQA takes decisions

on the issues of implementation of vocational and technical education programs at all formal, non-formal and apprenticeship education institutions. VQA decisions are reported to MoNE.

Industry provides inputs on an informal basis into the design of program curricula for publicly funded programs. Links between industry and IVET and CVET institutions operating under MoNE are not extensive, and predominantly take the form of industry internships or training courses. However, there are also rare cases of industry participation in governance or advisory bodies, industry training for instructors, donation of industry equipment and/or supplies, provision of scholarships for trainees, and industry participation in the design of curricula and assessment of trainees. Still, it is not possible to state that industry experts have any influential role in determining the standards of public IVET and CVET programs. Links between these training institutions and research institutions are non-existent.

The recruitment of the directors and instructors of these institutions is defined by explicit standards with legal regulations; however, these standards are only marginally different from those that regulate recruitment for general education institutions. The standards do not contain any requirements regarding professional experience in industry. Furthermore, participation in in-service training or professional development activities for directors as well as instructors of IVET institutions is only mandatory as an annual in-service training activity at the end of each school year. Directors and instructors are free to join other in-service training courses and professional development activities organized by MoNE or other stakeholders, but these are voluntary and participation is not encouraged.

The state of post-secondary colleges operating under CoHE is no different from IVET and CVET institutions in terms of the links with industry, in-service training and professional development, and requirements regarding recruitment. It may be claimed that formal links exist via VQA, but these links are available only for some of the institutions and mostly in the form of industry internships or training courses. There are explicit standards regulating recruitment, but these standards do not contain a requirement regarding professional industry experience and in-service training.

Regarding ALMP activities conducted by ISKUR, the PEVEBs in all 81 provinces constitute the formal link

between training institutions and industry. PEVEBs' primary aim is to mobilize local facilities and resources by providing collaboration and peer-learning between different institutions and organizations. PEVEBs offer important mechanisms and have the potential to produce "local solutions for local problems" through social dialogue. Thus, most of the training institutions have formal links with industry. These links are most prevalent in regard to governance and advisory issues, assessment of labor market needs, and collaboration on industry commissioned projects. Moreover, industry experts contribute informally to the design of curricula for training programs in some institutions, but they do not have any influence on facility standards. Institutions accredited by MoNE examine the facilities where the training programs will be held and evaluate whether they have adequate standards.

Policy Goal 9: Enhancing Evidence-Based Accountability for Results

Systematic monitoring and evaluation of service delivery are important for both quality assurance and system improvement. Accomplishing this function requires gathering and analyzing data from a variety of sources. The reporting of institution level data enables the relevant authorities to ensure that providers are delivering on expected outcomes. Such data also enable these authorities to identify gaps or challenges in training provision or areas of good practice. Additionally, periodic surveys and evaluations of major programs generate complementary information that can help enhance the relevance and efficiency of the system as a whole. Policy Goal 9 considers these ideas when assessing the system's arrangements for collecting and using data to focus attention on training outcomes, efficiency and innovation in service delivery.

Turkey is at the **Emerging** level (2.6) for Policy Goal 9. The ratings for each specific topic under this policy goal vary between 2.25 and 2.75. These ratings are presented in detail in Annex 2 and Annex 5

All training providers, state and non-state, are required to collect and report basic administrative data that are occasionally used to assess institutional performance as well as analyze system-level trends and issues. However, sources of data on labor market outcomes are limited to a few ad-hoc skills-related surveys or evaluations of specifically targeted programs. Public access to data is limited.

Public and private training providers operating under MoNE report specific data, and MoNE publishes annual activity reports and statistical yearbooks including administrative data and graduation statistics. While the latest school year for which system-wide IVET data are available is 2012-2013, for CVET institutions operating under MoNE, the latest school year for which such data are available is 2010-2011.

MoNE occasionally conducts surveys regarding IVET activities. For example, it has conducted evaluations of occupational courses in VET programs and of EU funded programs for the development of VET centers. However, these studies cannot be considered impact evaluation analyses.

MoNE has also been operating an e-graduate project to monitor the employment performance of VET graduates from public vocational and technical secondary education institutions from 2001 onwards through a tracer study supported by an electronic platform for the registration of graduates and employers. As of 2012 the system has reached 65,000 VET graduates and 6,600 employers willing to recruit VET graduates through targeted questionnaires and individual registration on the website database. Graduates are asked about their labor market experiences and employers about the training quality of graduates, so that the vocational schools can adjust better to employer expectations. The results achieved by the project are promising, though still limited, and the outreach of this program can be expanded to the whole target group. The results of the 2009 tracer study show that 33% of graduates were employed at the time of the survey, and 53% of the employed graduates found their jobs through social networks, while only 1.2% used ISKUR services. Information gathered through this program is publicly available but, as data entry is voluntary, the system does not include information about all graduates.

The data reported by public and private training providers, as well as those obtained via surveys, are used to provide feedback to institutions, identify good practices and innovations, and inform the design of policies for system-level improvements in service delivery. However, such data are rarely used to improve program and system performance for IVET and life-long learning operations. Public and private training providers operating under ISKUR are also required to report specific data. ISKUR publishes annual activity reports and statistical yearbooks including administrative data,

graduation statistics, job placements and client feedback. Additionally, ISKUR publishes very detailed monthly statistics on employment including information on ALMP programs. These data are provided in coordination with the Social Security Institution and they include only formal employment figures. The data collected from training providers are evaluated by ISKUR, and used as an input to the strategic planning process. Annual performance evaluation reports are prepared for the strategic objectives, planned activities, and spending. ISKUR also conducts occasional surveys, most notably for UMEM, implements projects and an impact evaluation studies for its VET courses (i.e. the study conducted together with the World Bank). Data collected via surveys and impact evaluations also contribute to the allocation of budget appropriations. Regarding the use of data to monitor and improve program and system performance, ISKUR has been implementing an EU-funded project (Strengthening of Public Employment Services) to improve its data collection capacity and capability. An institutional performance evaluation will be held in accordance with the M&E system under this project.

Implications of the Findings

Granting autonomy to public institutions is one approach taken by various countries to improve the performance of public institutions (i.e. Singapore Institute of Technical Education, which was constituted as a statutory board under the Ministry of Education). The Turkish authorities should consider the possibility and benefits of combining incentives and autonomy in the management of public training institutions. MoNE successfully implemented a school grants program under the Secondary Schools project, where school administrations were given full autonomy to use allocated resources for the procurement of goods and services (excluding staffing).

Integrating industry and expert input into the design and delivery of public training programs would be an important step in the Turkish WfD system (especially in TVET). In Turkey, formal links exist between almost all training institutions, and industry is willing to collaborate with the related government agencies, but public training institutions' links with industry partners, as well

as training and research institutions, remain informal, and do not always lead to joint decision making. MoNE underlines the need for the active participation of all WfD stakeholders in decision-making processes and the definition of education and training outputs together with related industry representatives (MoNE, 2013). Once full realization of such plans is achieved, Turkey will have an advanced level of development for service delivery.

In TVET, MoNE has efficient systems for evaluating its performance. For example, Turkey has developed competency based and modular VET curricula, with improvements in the quality of the vocational-technical secondary education curricula being evaluated through an Assessment of the Beneficiaries of the Curriculum Reform of the Secondary Education Project, undertaken in 2012. The revised curricula were generally judged appropriate with respect to teaching, learning process, and measurement and evaluation dimensions, but a clearly defined philosophy and learning theory underlying the curricula reform was found to be lacking.

Turkey has adequate tools and data for evidence-based policy making in TVET, which is another sign of a developed service delivery function. Related agencies keep administrative data, conduct timely research, and build efficient collaboration with research institutions and think-tanks. However, the sharing and utilization of data at all stages of policy making, implementation and monitoring are still not at desired levels. The importance of expanding the use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation is being underlined by policy makers, and this is reflected in strategic plans.

All WfD stakeholders should be vocal and continue expressing the need to establish strong mechanisms for data sharing and improve cooperation. In order to monitor overall performance of the WfD system as well as the individual agencies, the structure of government agencies should be more transparent. As research institutions and think-tanks are at the forefront of developing, adapting, and introducing new products and services, Turkey may benefit from their activities to gain useful insights into the future demand for skills.¹⁸

¹⁸ The METEK Project, launched in 2012 by MoNE's VET General Directorate, aims to improve the quality of VET through several mechanisms: a self-evaluation guideline, which has been implemented in 60 pilot schools at the secondary and post-secondary levels; a quality development strategy and action plan, which was accompanied by a quality management standards

guideline; a pilot reaching out campaign about quality standards in 21 provinces; and the establishment of a Quality Development Department under MoNE's VET General Directorate.

Annex 1: Acronyms

ALMPs	Active Labor Market Programs
BVE	Board of Vocational Education
CoHE	Council of Higher Education
CVET	Continuing Vocational Education and Training
DCI	Data Collection Instrument
EQF	European Qualification Framework
EU	European Union
GDP	Gross Domestic Product
IKMEP	Improving Human Resources through VET
ISKUR	Turkish Employment Agency
IVET	Initial Vocational Education and Training
LLL	Life-Long Learning
MoD	Ministry of Development
MoLSS	Ministry of Labor and Social Security
MoNE	Ministry of National Education
MVET	Modernization of Vocational Education and Training
NGO	Non-Governmental Organization
NQF	National Qualifications Framework
OECD	Organization for Economic Co-operation and Development
PVEB	Provincial Vocational Education Boards
PEVEB	Provincial Employment and Vocational Education Boards
PIAAC	Program for the International Assessment of Adult Competencies
PISA	Program for International Student Assessment
SABER	Systems Assessment for Better Education Results
SME	Small and Medium Enterprises
STEP	Skills toward Employment and Productivity
SVET	Strengthening the Vocational Education and Training System
TEPAV	Economic Policy Research Foundation of Turkey
TOBB	Union of Chambers and Commodity Exchanges
TVET	Technical Vocational Education and Training
UIF	Unemployment Insurance Fund
UMEM	Specialized Occupational Development Centers
VET	Vocational Education and Training
VQA	Vocational Qualifications Authority
WfD	Workforce Development

Annex 2: The SABER-WfD Analytical Framework

		Policy Goal	Policy Action		Topic
Dimension 1	Strategic Framework	G1	Setting a Strategic Direction	Provide sustained advocacy for WfD at the top leadership level	G1_T1 Advocacy for WfD to Support Economic Development
					G1_T2 Strategic Focus and Decisions by the WfD Champions
		G2	Fostering a Demand-Led Approach	Establish clarity on the demand for skills and areas of critical constraint	G2_T1 Overall Assessment of Economic Prospects and Skills Implications
					G2_T2 Critical Skills Constraints in Priority Economic Sectors
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	G2_T3 Role of Employers and Industry
					G2_T4 Skills-Upgrading Incentives for Employers
					G2_T5 Monitoring of the Incentive Programs
		G3	Strengthening Critical Coordination	Formalize key WfD roles for coordinated action on strategic priorities	G3_T1 Roles of Government Ministries and Agencies
					G3_T2 Roles of Non-Government WfD Stakeholders
					G3_T3 Coordination for the Implementation of Strategic WfD Measures
		G4	Ensuring Efficiency and Equity in Funding		G4_T1 Overview of Funding for WfD
				Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	G4_T2 Recurrent Funding for Initial Vocational Education and Training (IVET)
					G4_T3 Recurrent Funding for Continuing Vocational Education and Training Programs (CVET)
					G4_T4 Recurrent Funding for Training-related Active Labor Market Programs (ALMPs)
				Monitor and enhance equity in funding for training	G4_T5 Equity in Funding for Training Programs
				Facilitate sustained partnerships between training institutions and employers	G4_T6 Partnerships between Training Providers and Employers
Dimension 2	System Oversight	G5	Assuring Relevant and Reliable Standards	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G5_T1 Competency Standards and National Qualifications Frameworks
					G5_T2 Competency Standards for Major Occupations
				Establish protocols for assuring the credibility of skills testing and certification	G5_T3 Occupational Skills Testing
					G5_T4 Skills Testing and Certification
					G5_T5 Skills Testing for Major Occupations
					G5_T6 Government Oversight of Accreditation
				Develop and enforce accreditation standards for maintaining the quality of training provision	G5_T7 Establishment of Accreditation Standards
					G5_T8 Accreditation Requirements and Enforcement of Accreditation Standards
					G5_T9 Incentives and Support for Accreditation
		G6	Diversifying Pathways for Skills Acquisition	Promote educational progression and permeability through multiple pathways, including for TVET students	G6_T1 Learning Pathways
				Facilitate life-long learning through articulation of skills certification and recognition of prior learning	G6_T2 Public Perception of Pathways for TVET
					G6_T3 Articulation of Skills Certification
					G6_T4 Recognition of Prior Learning
				Provide support services for skills acquisition by workers, job-seekers and the disadvantaged	G6_T5 Support for Further Occupational and Career Development
					G6_T6 Training-related Provision of Services for the Disadvantaged
Dimension 3	Service Delivery	G7	Enabling Diversity and Excellence in Training Provision	Encourage and regulate non-state provision of training	G7_T1 Scope and Formality of Non-State Training Provision
					G7_T2 Incentives for Non-State Providers
					G7_T3 Quality Assurance of Non-State Training Provision
					G7_T4 Review of Policies towards Non-State Training Provision
				Combine incentives and autonomy in the management of public training institutions	G7_T5 Targets and Incentives for Public Training Institutions
					G7_T6 Autonomy and Accountability of Public Training Institutions
					G7_T7 Introduction and Closure of Public Training Programs
		G8	Fostering Relevance in Public Training Programs	Integrate industry and expert input into the design and delivery of public training programs	G8_T1 Links between Training Institutions and Industry
					G8_T2 Industry Role in the Design of Program Curricula
					G8_T3 Industry Role in the Specification of Facility Standards
					G8_T4 Links between Training and Research Institutions
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	G8_T5 Recruitment and In-Service Training of Heads of Public Training Institutions
					G8_T6 Recruitment and In-Service Training of Instructors of Public Training Institutions
		G9	Enhancing Evidence-based Accountability for Results	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	G9_T1 Administrative Data from Training Providers
					G9_T2 Survey and Other Data
					G9_T3 Use of Data to Monitor and Improve Program and System Performance

Annex 3: Rubrics for Scoring the SABER-WfD Data

Functional Dimension 1: Strategic Framework				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G1: Setting a Strategic Direction for WfD	Visible champions for WfD are either absent or take no specific action to advance strategic WfD priorities.	Some visible champions provide ad-hoc advocacy for WfD and have acted on few interventions to advance strategic WfD priorities; no arrangements exist to monitor and review implementation progress.	Government leaders exercise sustained advocacy for WfD with occasional, ad-hoc participation from non-government leaders ; their advocacy focuses on selected industries or economic sectors and manifests itself through a range of specific interventions; implementation progress is monitored, albeit through ad-hoc reviews.	Both government and non-government leaders exercise sustained advocacy for WfD, and rely on routine, institutionalized processes to collaborate on well-integrated interventions to advance a strategic, economy-wide WfD policy agenda; implementation progress is monitored and reviewed through routine, institutionalized processes.

Functional Dimension 1: Strategic Framework				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G2: Fostering a Demand-Led Approach to WfD	There is no assessment of the country's economic prospects and their implications for skills; industry and employers have a limited or no role in defining strategic WfD priorities and receive limited support from the government for skills upgrading.	Some ad-hoc assessments exist on the country's economic prospects and their implications for skills; some measures are taken to address critical skills constraints (e.g., incentives for skills upgrading by employers); the government makes limited efforts to engage employers as strategic partners in WfD.	Routine assessments based on multiple data sources exist on the country's economic prospects and their implications for skills; a wide range of measures with broad coverage are taken to address critical skills constraints; the government recognizes employers as strategic partners in WfD, formalizes their role, and provides support for skills upgrading through incentive schemes that are reviewed and adjusted .	A rich array of routine and robust assessments by multiple stakeholders exists on the country's economic prospects and their implications for skills; the information provides a basis for a wide range of measures with broad coverage that address critical skills constraints; the government recognizes employers as strategic partners in WfD, formalizes their role, and provides support for skills upgrading through incentives, including some form of a levy-grant scheme , that are systematically reviewed for impact and adjusted accordingly.

Functional Dimension 1: Strategic Framework				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G3: Strengthening Critical Coordination for Implementation	Industry/employers have a limited or no role in defining strategic WfD priorities; the government either provides no incentives to encourage skills upgrading by employers or conducts no reviews of such incentive programs.	Industry/employers help define WfD priorities on an ad-hoc basis and make limited contributions to address skills implications of major policy/investment decisions; the government provides some incentives for skills upgrading for formal and informal sector employers; if a levy-grant scheme exists its coverage is limited ; incentive programs are not systematically reviewed for impact.	Industry/employers help define WfD priorities on a routine basis and make some contributions in selected areas to address the skills implications of major policy/investment decisions; the government provides a range of incentives for skills upgrading for all employers; a levy-grant scheme with broad coverage of formal sector employers exists; incentive programs are systematically reviewed and adjusted ; an annual report on the levy-grant scheme is published with a time lag .	Industry/employers help define WfD priorities on a routine basis and make significant contributions in multiple areas to address the skills implications of major policy/investment decisions; the government provides a range of incentives for skills upgrading for all employers; a levy-grant scheme with comprehensive coverage of formal sector employers exists; incentive programs to encourage skills upgrading are systematically reviewed for impact on skills and productivity and are adjusted accordingly; an annual report on the levy-grant scheme is published in a timely fashion .

Functional Dimension 2: System Oversight				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G4: Ensuring Efficiency and Equity in Funding	<p>The government funds IVET, CVET and ALMPs (but not OJT in SMEs) based on ad-hoc budgeting processes, but takes no action to facilitate formal partnerships between training providers and employers; the impact of funding on the beneficiaries of training programs has not been recently reviewed.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET and CVET follows routine budgeting processes involving only government officials with allocations determined largely by the previous year's budget; funding for ALMPs is decided by government officials on an ad-hoc basis and targets select population groups through various channels; the government takes some action to facilitate formal partnerships between individual training providers and employers; recent reviews considered the impact of funding on only training-related indicators (e.g. enrollment, completion), which stimulated dialogue among some WfD stakeholders.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is routine and based on multiple criteria, including evidence of program effectiveness; recurrent funding for CVET relies on formal processes with input from key stakeholders and annual reporting with a lag; funding for ALMPs is determined through a systematic process with input from key stakeholders; ALMPs target diverse population groups through various channels and are reviewed for impact but follow-up is limited; the government takes action to facilitate formal partnerships between training providers and employers at multiple levels (institutional and systemic); recent reviews considered the impact of funding on both training-related indicators and labor market outcomes; the reviews stimulated dialogue among WfD stakeholders and some recommendations were implemented.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is routine and based on comprehensive criteria, including evidence of program effectiveness, that are routinely reviewed and adjusted; recurrent funding for CVET relies on formal processes with input from key stakeholders and timely annual reporting; funding for ALMPs is determined through a systematic process with input from key stakeholders; ALMPs target diverse population groups through various channels and are reviewed for impact and adjusted accordingly; the government takes action to facilitate formal partnerships between training providers and employers at all levels (institutional and systemic); recent reviews considered the impact of funding on a full range of training-related indicators and labor market outcomes; the reviews stimulated broad-based dialogue among WfD stakeholders and key recommendations were implemented.</p>

Functional Dimension 2: System Oversight				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G5: Assuring Relevant and Reliable Standards	<p>Policy dialogue on competency standards and/or the NQF occurs on an ad-hoc basis with limited engagement of key stakeholders; competency standards have not been defined; skills testing for major occupations is mainly theory-based and certificates awarded are recognized by public sector employers only and have little impact on employment and earnings; no system is in place to establish accreditation standards.</p>	<p>A few stakeholders engage in ad-hoc policy dialogue on competency standards and/or the NQF; competency standards exist for a few occupations and are used by some training providers in their programs; skills testing is competency-based for a few occupations but for the most part is mainly theory-based; certificates are recognized by public and some private sector employers but have little impact on employment and earnings; the accreditation of training providers is supervised by a dedicated office in the relevant ministry; private providers are required to be accredited, however accreditation standards are not consistently publicized or enforced; providers are offered some incentives to seek and retain accreditation.</p>	<p>Numerous stakeholders engage in policy dialogue on competency standards and/or the NQF through institutionalized processes; competency standards exist for most occupations and are used by some training providers in their programs; the NQF, if in place, covers some occupations and a range of skill levels; skills testing for most occupations follows standard procedures, is competency-based and assesses both theoretical knowledge and practical skills; certificates are recognized by both public and private sector employers and may impact employment and earnings; the accreditation of training providers is supervised by a dedicated agency in the relevant ministry; the agency is responsible for defining standards with stakeholder input; standards are reviewed on an ad-hoc basis and are publicized or enforced to some extent; all providers receiving public funding must be accredited; providers are offered incentives and limited support to seek and retain accreditation.</p>	<p>All key stakeholders engage in policy dialogue on competency standards and/or the NQF through institutionalized processes; competency standards exist for most occupations and are used by training providers in their programs; the NQF, if in place, covers most occupations and a wide range of skill levels; skills testing for most occupations follows standard procedures, is competency-based and assesses both theoretical knowledge and practical skills; robust protocols, including random audits, ensure the credibility of certification; certificates are valued by most employers and consistently improve employment prospects and earnings; the accreditation of training providers is supervised by a dedicated agency in the relevant ministry; the agency is responsible for defining accreditation standards in consultation with stakeholders; standards are reviewed following established protocols and are publicized and routinely enforced; all training providers are required as well as offered incentives and support to seek and retain accreditation.</p>

Functional Dimension 2: System Oversight				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G6: Diversifying Pathways for Skills Acquisition	Students in technical and vocational education have few or no options for further formal skills acquisition beyond the secondary level and the government takes no action to improve public perception of TVET; certificates for technical and vocational programs are not recognized in the NQF; qualifications certified by non-Education ministries are not recognized by formal programs under the Ministry of Education; recognition of prior learning receives limited attention; the government provides practically no support for further occupational and career development, or training programs for disadvantaged populations.	Students in technical and vocational education can only progress to vocationally-oriented, non-university programs ; the government takes limited action to improve public perception of TVET (e.g. diversifying learning pathways); some certificates for technical and vocational programs are recognized in the NQF; few qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education; policymakers pay some attention to the recognition of prior learning and provide the public with some information on the subject; the government offers limited services for further occupational and career development through stand-alone local service centers that are not integrated into a system; training programs for disadvantaged populations receive ad-hoc support.	Students in technical and vocational education can progress to vocationally-oriented programs, including at the university level ; the government takes some action to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality) and reviews the impact of such efforts on an ad-hoc basis; most certificates for technical and vocational programs are recognized in the NQF; a large number of qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education, albeit without the granting of credits ; policymakers give some attention to the recognition of prior learning and provide the public with some information on the subject; a formal association of stakeholders provides dedicated attention to adult learning issues; the government offers limited services for further occupational and career development, which are available through an integrated network of centers ; training programs for disadvantaged populations receive systematic support and are reviewed for impact on an ad-hoc basis.	Students in technical and vocational education can progress to academically or vocationally-oriented programs, including at the university level ; the government takes coherent action on multiple fronts to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality and relevance, with the support of a media campaign) and routinely reviews and adjusts such efforts to maximize their impact; most certificates for technical and vocational programs are recognized in the NQF; a large number of qualifications certified by non-Education ministries are recognized and granted credits by formal programs under the Ministry of Education; policymakers give sustained attention to the recognition of prior learning and provide the public with comprehensive information on the subject; a national organization of stakeholders provides dedicated attention to adult learning issues; the government offers a comprehensive menu of services for further occupational and career development, including online resources , which are available through an integrated network of centers ; training programs for disadvantaged populations receive systematic support with multi-year budgets and are routinely reviewed for impact and adjusted accordingly.

Functional Dimension 3: Service Delivery				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G7: Enabling Diversity and Excellence in Training Provision	There is no diversity of training provision as the system is largely comprised of public providers with limited or no autonomy ; training provision is not informed by formal assessment, stakeholder input or performance targets.	There is some diversity in training provision; non-state providers operate with limited government incentives and governance over registration, licensing and quality assurance; public training is provided by institutions with some autonomy and informed by some assessment of implementation constraints, stakeholder input and basic targets.	There is diversity in training provision; non-state training providers, some registered and licensed, operate within a range of government incentives, systematic quality assurance measures and routine reviews of government policies toward non-state training providers; public providers, mostly governed by management boards, have some autonomy; training provision is informed by formal analysis of implementation constraints, stakeholder input and basic targets; lagging providers receive support and exemplary institutions are rewarded .	There is broad diversity in training provision; non-state training providers, most registered and licensed, operate with comprehensive government incentives, systematic quality assurance measures and routine review and adjustment of government policies toward non-state training providers; public providers, mostly governed by management boards, have significant autonomy; decisions about training provision are time-bound and informed by formal assessment of implementation constraints; stakeholder input and use of a variety of measures to incentivize performance include support, rewards and performance-based funding.

Functional Dimension 3: Service Delivery				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G8: Fostering Relevance in Public Training Programs	There are few or no attempts to foster relevance in public training programs through encouraging links between training institutions, industry and research institutions or through setting standards for the recruitment and training of heads and instructors in training institutions.	Relevance of public training is enhanced through informal links between some training institutions, industry and research institutions, including input into the design of curricula and facility standards; heads and instructors are recruited on the basis of minimum academic standards and have limited opportunities for professional development.	Relevance of public training is enhanced through formal links between some training institutions, industry and research institutions, leading to collaboration in several areas including but not limited to the design of curricula and facility standards; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to opportunities for professional development.	Relevance of public training is enhanced through formal links between most training institutions, industry and research institutions, leading to significant collaboration in a wide range of areas; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to diverse opportunities for professional development, including industry attachments for instructors.

Functional Dimension 3: Service Delivery				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G9: Enhancing Evidence-based Accountability for Results	There are no specific data collection and reporting requirements, but training providers maintain their own databases ; the government does not conduct or sponsor skills-related surveys or impact evaluations and rarely uses data to monitor and improve system performance.	Training providers collect and report administrative data and there are significant gaps in reporting by non-state providers; some public providers issue annual reports and the government occasionally sponsors or conducts skills-related surveys; the government does not consolidate data in a system-wide database and uses mostly administrative data to monitor and improve system performance; the government publishes information on graduate labor market outcomes for some training programs.	Training providers collect and report administrative and other data (e.g., job placement statistics, earnings of graduates) and there are some gaps in reporting by non-state providers; most public providers issue internal annual reports and the government routinely sponsors skills-related surveys; the government consolidates data in a system-wide database and uses administrative data and information from surveys to monitor and improve system performance; the government publishes information on graduate labor market outcomes for numerous training programs.	Training providers collect and report administrative and other data (e.g., job placement statistics, earnings of graduates) and there are few gaps in reporting by non-state providers; most public providers issue publicly available annual reports and the government routinely sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a system-wide, up to date database and uses administrative data , information from surveys and impact evaluations to monitor and improve system performance; the government publishes information on graduate labor market outcomes for most training programs online .

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List of informants

Ministry of National Education (MoNE)

Mr. Omer Acikgoz, former Director General of VET
 Assoc. Prof. Dr. Mustafa Kemal Bicerli, Director General of LLL
 Ms. Sennur Cetin, Head of Social Partners and Projects Department
 Mr. Feridun Saka, Expert

Ministry of Development

Mr. Ahmet Alper Ege, Director General of Social Sectors (former Head of Education Department)
 Mr. Gokhan Guder, Head of Employment and Work Life Department
 Ms. Muserref Kucukbayrak, Senior Associate
 Mr. Serdar Polat, Associate

Turkish Employment Agency (ISKUR)

Mr. Asim Keskin, Deputy Director General
 Mr. Askin Toren, Head of External Relations and Projects Department
 Mr. Cagatay Gokay, Senior Associate
 Mr. Feridun Kaya, former Division Chief
 Ms. Candan Acar, Associate

Vocational Qualifications Authority (VQA)

Mr. Yakup H. Coskun, Examination and Certification Department, Associate

Think-Tanks, Academia, Civil Society

Ms. Aylin Gezguc, Koc Holding, External Relations & Corporate Responsibility Coordinator
 Ms. Burcu Gunduz, Koc Holding, Corporate Social Responsibility Associate
 Mr. Insan Tunali, Koc University, Associate Dean of College of Administrative Sciences and Economics
 Mr. Bekir Gur, SETA Foundation for Political, Economic and Social Research, Director
 ERG, Education Reform Initiative, Sabanci University
 TEPAV, Economic Policy Research Foundation of Turkey
 BETAM, Bahcesehir University Center for Economic and Social Research
 TUSIAD, Turkish Industry and Business Association
 TISK, Turkish Confederation of Employer Associations
 MESS Foundation, Turkish Employers' Association of Metal Industries
 Mr. Ibrahim Betil, Teacher Academy Foundation
 Dr. Serdar Sayan, TOBB University

International Organizations

Mr. Ozan Cakmak, ILO

Ms. Berna Bayazit, UNDP

Participants of the Validation WorkshopMinistry of National Education (MoNE)

Mr. Yusuf Cidem, Head of Monitoring and Evaluation Department

Mr. Feridun Saka, Expert

Ministry of Development

Ms. Muserref Kucukbayrak, Senior Associate

Ms. Asli Dolu, Associate

Ms. Feray Eldeniz, Associate

Turkish Employment Agency (ISKUR)

Mr. Volkan Oz, Senior Associate

Mr. Cagatay Gokay, Senior Associate

Mr. Oguzhan Kupeli, Senior Associate

Mr. Mehmet Bayhan, Senior Associate

Mr. Mustafa Ozen, Senior Associate

Mr. Oguzhan Cavdar, Associate

Mr. Fatih Kan, Associate

Ms. Sebnem Isik, Associate

Mr. Ismail Demir, Associate

Mr. Ramazan Begboga, Associate

Ms. Nuriye Dirik, Associate

Vocational Qualifications Authority (VQA)

Mr. Yakup H. Coskun, Senior Associate

Annex 5: SABER-WfD Scores

		Policy Goal		Policy Action		Topic	
Dimension 1	2.9	G1	3.0	Provide sustained advocacy for WfD at the top leadership level	3.0	G1_T1	3
						G1_T2	3
		G2	2.8	Establish clarity on the demand for skills and areas of critical constraint	3.5	G2_T1	4
						G2_T2	3
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	2.3	G2_T3	3
						G2_T4	2
				Formalize key WfD roles for coordinated action on strategic priorities	3.0	G2_T5	2
						G3_T1	3
Dimension 2	2.5	G4	2.3	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	2.3	G3_T2	3
						G3_T3	3
						G4_T1	info
						G4_T2	2
				Monitor and enhance equity in funding for training	2.3	G4_T3	2
						G4_T4	3
				Facilitate sustained partnerships between training institutions and employers	2.0	G4_T5_IVET	2
						G4_T5_CVET	2
						G4_T5_ALMP	3
		G5	2.6	Broaden the scope of competency standards as a basis for developing qualifications frameworks	3.0	G4_T6	2
						G5_T1	3
						G5_T2	3
				Establish protocols for assuring the credibility of skills testing and certification	3.0	G5_T3	2
						G5_T4	3
						G5_T5	4
		G6	2.7	Develop and enforce accreditation standards for maintaining the quality of training provision	2.0	G5_T6	info
						G5_T7	2
						G5_T8	2
				Promote educational progression and permeability through multiple pathways, including for TVET students	3.0	G5_T9	2
						G6_T1	3
						G6_T2	3
Dimension 3	2.2	G7	2.2	Encourage and regulate non-state provision of training	2.2	G6_T3	2
						G6_T4	3
				Combine incentives and autonomy in the management of public training institutions	2.2	G6_T5	2
						G6_T6	3
		G8	1.8	Integrate industry and expert input into the design and delivery of public training programs	1.8	G7_T1	4
						G7_T2	2
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	2.0	G7_T3	2
						G7_T4	1
		G9	2.5	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	2.5	G7_T5	2
						G7_T6	2
						G8_T1	2.8
						G8_T2	2.3
						G8_T3	1
						G8_T4	1
						G8_T5	2
						G8_T6	2
						G9_T1	2.8
						G9_T2	2.3
						G9_T3	2.5

Annex 6: Authorship and Acknowledgements

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The **Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all parties with a stake in educational results—from administrators, teachers, and parents to policymakers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of workforce development.

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