



# HUMAN RESOURCES DEVELOPMENT

## OPERATIONAL PROGRAMME

**CCI N° 2007TR05IPO001**



MINISTRY OF LABOUR AND SOCIAL SECURITY  
REPUBLIC OF TURKEY

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## LIST OF ABBREVIATIONS

|          |   |
|----------|---|
| ALMP     | Active Labour Market Programme  |
| BAGKUR   | Social Insurance Institution for the self-employed and self-employed in agriculture |
| CCT      | Conditional Cash Transfers  |
| ECVET    | European Credit Transfer System for VET   |
| ESF      | European Social Fund  |
| EU       | European Union  |
| EUROSTAT | The Statistical Office of the European Communities                                  |
| GDP      | Gross Domestic Product  |
| GNP      | Gross National Product  |
| HRD      | Human Resources Development   |
| HRD OP   | Human Resources Development Operational Programme                                   |
| IDP      | Internally displaced persons  |
| ILO      | International Labour Organisation   |
| IPA      | Instrument for Pre-Accession Assistance   |
| ISCED    | Classification on International Education Standards                                 |
| ISKUR    | Turkish Employment Agency   |
| IT       | Information Technologies  |
| JAP      | Joint Assessment Paper  |
| JIM      | Joint Inclusion Memorandum  |
| KOSGEB   | Small and Medium Sized Business Development Organization                            |
| KDRP     | Project of Return to Village and Rehabilitation                                     |
| LFPR     | Labour Force Participation Rate   |
| LFS      | Labour Force Survey   |
| LLL      | Life Long Learning  |
| MoNE     | Ministry of National Education  |
| MEDA     | The Euro-Mediterranean Partnership  |
| MIS      | Management Information System   |
| MoLSS    | Ministry of Labour and Social Security  |
| MPM      | National Productivity Centre  |
| NDP      | National Development Plan   |
| NQS      | National Qualification System   |
| NGO      | Non-Governmental Organisation   |
| NUTS     | Nomenclature of Territorial Units for Statistics (Regional Classification)          |
| OECD     | Organisation for Economic Cooperation and Development                               |
| OP       | Operational Programme   |
| PISA     | Program for International Student Assessment  |
| PPS      | Purchasing Power Standard   |
| RC OP    | Regional Competitiveness Operational Programme                                      |
| IPARD    | IPA Rural Development Programme   |
| SCF      | Strategic Coherence Framework   |
| SHÇEK    | General Directorate for Social Services and Child Protection                        |
| SME      | Small and Medium Sized Enterprises  |
| SPO      | State Planning Organization   |

|          |  |
|----------|--|
| SSK      | Social Insurance Institution for Employees                               |
| SVET     | Strengthening Vocational Education and Training System in Turkey Project |
| SYDGM    | General Directorate of Social Assistance and Solidarity                  |
| SYDV     | Social Assistance and Solidarity Foundation                              |
| TESK     | The Confederation of Turkish Artisans and Craftsman                      |
| TISK     | The Confederation of Turkish Employers' Organisations                    |
| TOBB     | The Union of Chambers and Commodity Exchanges of Turkey                  |
| TOKI     | Housing Development Administration                                       |
| TURK-IS  | The Confederation of Turkish Trade Unions                                |
| TURKSTAT | Turkish Statistical Institution  |
| UN       | United Nations   |
| UNDP     | United Nations Development Programme                                     |
| UNICEF   | United Nations Children's Fund   |
| VET      | Vocational Education and Training  |
| VOC-TEST | Vocational Standards Development, Testing and Certification Centres      |
| VQA      | Vocational Qualifications Authority                                      |
| YOK      | Higher Education Council   |

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## INTRODUCTION

The main objective of the Instrument for Pre-Accession Assistance (IPA) is to help the beneficiary countries to face the challenges of European integration and to implement the reforms needed to fulfil the Copenhagen criteria for EU membership.

Council Regulation No 1085/2006 constitutes the legal basis of IPA for Turkey and other candidate and potential candidate countries stated in the Regulation. Article 1 of the Regulation states that the Community shall assist the countries listed in their progressive alignment with the standards and policies of the European Union, including where appropriate the *acquis communautaire*, with a view to membership. Article 3, on the other hand, sets the components according to which assistance shall be programmed and implemented. The five components of IPA are

1. Transition Assistance and Institution Building
2. Cross-Border Cooperation
3. Regional Development
4. Human Resources Development, and
5. Rural Development.

While potential candidates can benefit only from the first two components, Turkey, as well as the other candidate countries, may benefit from all the components. Within this framework, the Ministry of Labour and Social Security (MoLSS) has been designated as the Operating Structure for the Human Resources Development (HRD) component and has been assigned to prepare the Operational Programme (OP).

The HRD OP sets out the programming basis for receiving assistance from IPA funds in human resources development. It aims to address the main challenges Turkey faces in the fields of employment, education and training, and social inclusion. It has been prepared in compliance with Turkey's 9<sup>th</sup> National Development Plan (NDP), Turkey's Multi-annual Indicative Planning Document (MIPD) and the Strategic Coherence Framework (SCF). The priorities and measures set out in HRD OP reflect the key problems and challenges identified in the NDP, the MIPD, the SCF, and the joint strategy papers, namely the Joint Inclusion Memorandum (JIM) and the Joint Assessment Paper (JAP). The SCF, the JIM and the JAP have been jointly elaborated by Turkey and the European Commission.

The programme has a seven-year duration but its financial envelope has been specified for a three-year period (2007-2009). It will be reviewed and updated annually in accordance with the MIPD and the Multi-annual Indicative Financial Framework (MIFF).

The overall objective of the Human Resources Development Operational Programme (HRD OP) is *“to support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion”*.

The HRD OP sets out five priorities, including technical assistance, and relevant measures for each of the priorities covering issues such as increasing labour force participation of women, improving administrative capacity of public employment services, enhancing the link between the labour market and education, the development of lifelong learning, improving quality of education, and integration of disadvantaged persons at risk of social exclusion.

The HRD OP has been prepared in line with the convergence approach emphasized in MIPD and SCF that aims at supporting measures contributing to decrease the existing regional disparities within Turkey. Therefore, support from the HRD OP will focus on 12 NUTS II regions out of the 26 NUTS II regions in Turkey. In these 12 regions GDP per capita is below 75 % of Turkey's average GDP per capita. Within the 12 NUTS II regions the SCF has identified 15 cities which have potential to become growth centres. These 15 "growth centres" will have a pivotal role in promoting developmental synergies in the selected 12 NUTS II regions. All the areas outside the growth centres within the 12 NUTS II regions will be referred to as "hinterlands".

The 12 eligible NUTS II level regions are marked with yellow below in this map of Turkey.

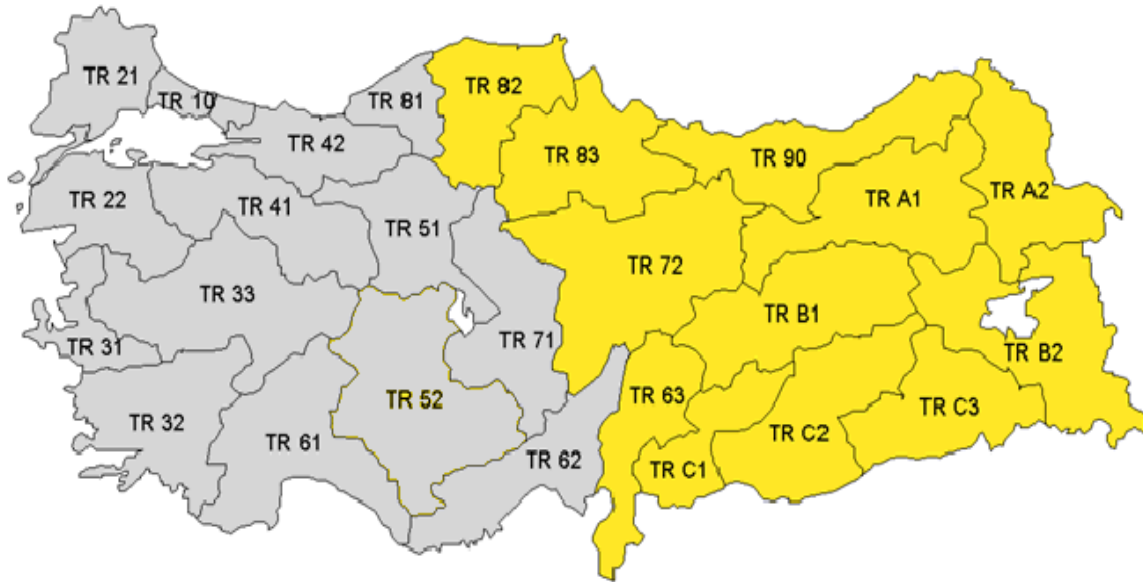


Table 1: List of eligible NUTS II Regions and cities designated as Growth Centres

| List of eligible NUTS II Regions                       | Growth Centres        | Hinterlands                            |
|--|-----------------------|--|
| TR A2: Ağrı, Kars, Iğdır, Ardahan                      | Kars                  | Ağrı, Iğdır, Ardahan                   |
| TR B2: Van, Muş, Bitlis, Hakkari                       | Van                   | Muş, Bitlis, Hakkari                   |
| TR C3: Mardin, Batman, Şırnak, Siirt                   | Batman                | Mardin, Şırnak, Siirt                  |
| TR A1: Erzurum, Erzincan, Bayburt                      | Erzurum               | Erzincan, Bayburt                      |
| TR C2: Şanlıurfa, Diyarbakır                           | Diyarbakır, Şanlıurfa |  |
| TR C1: Gaziantep, Adıyaman, Kilis                      | Gaziantep             | Adıyaman, Kilis                        |
| TR 72: Kayseri, Sivas, Yozgat                          | Kayseri, Sivas        | Yozgat                                 |
| TR 90: Trabzon, Ordu, Rize, Giresun, Artvin, Gümüşhane | Trabzon               | Ordu, Rize, Giresun, Artvin, Gümüşhane |
| TR B1: Malatya, Elazığ, Bingöl, Tunceli                | Elazığ, Malatya       | Bingöl, Tunceli                        |
| TR 82: Kastamonu, Çankırı, Sinop                       | Kastamonu             | Çankırı, Sinop                         |
| TR 83: Samsun, Tokat, Çorum, Amasya                    | Samsun                | Tokat, Çorum, Amasya                   |
| TR 63: Hatay, Kahramanmaraş, Osmaniye                  | Kahramanmaraş         | Hatay, Osmaniye                        |

The HRD OP has been prepared with a partnership principle enabling the incorporation of opinions and remarks by relevant stakeholders during the drafting phase.

The HRD OP consists of five chapters. The first chapter explains the national policy and socio-economic context with the community strategy framework, partnership process and ex-ante evaluation procedure. The second chapter includes a medium term needs assessment on human resources development in Turkey and sets out a SWOT analysis and the strategic priorities and approach of Turkey. The third chapter outlines the program strategy of the HRP OP, including a description of the five priority axes and related measures. It also refers to the horizontal issues (proposed by the MIPD as cross-cutting themes for all IPA programming in Turkey) explaining how they have been taken into account in the programming of assistance under component IV. This chapter also addresses synergies and complementarities with other forms of assistance. The fourth chapter includes, in accordance with the IPA MIFF, the financial allocations for the whole OP and for each priority and measure. The fifth chapter includes the implementation provisions, in agreement with the general rules set out in the IPA Implementing Regulation. It focuses on the specific implementing rules concerning the management of Component IV.

## **1. CONTEXT – CONSULTATION and COORDINATION**

### **1.1. NATIONAL POLICY AND SOCIO-ECONOMIC CONTEXT ON HRD**

#### **DEMOGRAPHIC SITUATION**

According to TURKSTAT figures, the total population of Turkey which was 71.1 million in 2004 is estimated to reach 76.5 million in 2010 and 84 million in 2020. The annual growth rate of population has a decreasing trend (2.5 % in 1980, 1.4 % in 2000, and 1.3 % in 2005). It is estimated that it will be 1.1 % in 2010 and 0.8 % in 2020.<sup>1</sup>

Table 2: Fertility and Population Growth Rates

|      | <b>Fertility Rate</b> | <b>Annual Growth Rate of Population (%)</b> |
|------|-----------------------|---|
| 1980 | 3.41                  | 2.49  |
| 1985 | 2.59                  | 2.17  |
| 1990 | 2.65                  | 1.83  |
| 2000 | 2.53                  | 1.41  |
| 2005 | 2.19                  | 1.26  |
| 2006 | 2.18                  | 1.24  |
| 2010 | 2.12                  | 1.11  |
| 2013 | 2.07                  | 1.01  |

Source: TURKSTAT

Despite the decreasing trend, Turkey still outperforms EU Member States in terms of both indicators. Turkey has a young population, whose median age is 26.6 as of 2004. According to 2000 Census, the rates of population at the age of 15 years and below, between 15-64 years and 65 years and over are 29.8 %, 64.5 % and 5.7 % respectively.<sup>2</sup> In addition to this favourable demographic structure, growth in the economically active population is greater than the growth in general population and the dependency rate has declined continuously following its peak in 1965. The decline in youth dependency has been much steeper. Turkey has a “demographic opportunity window”, which means that Turkey still has a relatively young population, which may provide a

<sup>1</sup> TURKSTAT, National Population Projections, 2005.

<sup>2</sup> TURKSTAT, Turkey’s Statistical Yearbook 2004, TURKSTAT Publication, Ankara, 2005.

chance to sustained economic development and convergence with the EU before the current population ages significantly.

Table 3: Population Projections for Turkey (million persons)

| Age Groups   | 2000          | 2010          | 2020          | 2025          |
|--------------|---------------|---------------|---------------|---------------|
| 0-4          | 7.152         | 6.626         | 6.485         | 6.442         |
| 5-14         | 13.056        | 13.696        | 13.067        | 12.932        |
| 15-24        | 13.456        | 12.975        | 13.619        | 13.110        |
| 25-64        | 30.134        | 38.411        | 44.594        | 47.353        |
| 65+          | 3.622         | 4.797         | 6.537         | 7.919         |
| <b>TOTAL</b> | <b>67.420</b> | <b>76.505</b> | <b>84.301</b> | <b>87.756</b> |

Source: TURKSTAT

On the other hand, life expectancy is increasing. In 2000, the life expectancy at birth is estimated to be 69.8, 71.9 and 67.7 on average, for women and for men respectively. While life expectancy in urban areas rises to 71.2, 73.8 and 68.6 respectively, it decreases to 67.7, 69.1 and 66.2 in rural areas. This means that in the coming decades Turkey will have a considerable percentage of old-age people which will put pressure on the young population and its economy to sustain a considerable pension burden.

In Turkey, migration from rural to urban areas has intensified since 1960s. While 44 % of the population was living in cities in 1980, this rate increased to 59 % in 1990 and to 65 % in 2000. Increase in urban population continued in the last decade reaching 67 % in 2005 and 68 % in 2007. In 2010, urban population is expected to reach 70 %. The population living in the five biggest cities comprises 32 % of the total population in Turkey. Population of the eligible 12 NUTS II regions and 15 growth centres are presented below.

Table 4: Eligible NUTS II Regions and Growth Centres' Population

| Census Year | NUTS II LEVEL |                                  | Population | Growth Centre | Population |
|-------------|---------------|----------------------------------|------------|---------------|------------|
| 2000        | TRA1          | Erzurum, Erzincan, Bayburt       | 1.349      | Erzurum       | 935        |
| 2000        | TRA2          | Ağrı, Kars, Iğdır, Ardahan       | 1.155      | Kars          | 326        |
| 2000        | TRB1          | Malatya, Elazığ, Bingöl, Tunceli | 1.765      | Malatya       | 849        |
|             |               |                                  |            | Elazığ        | 567        |
| 2000        | TRB2          | Van, Muş, Bitlis, Hakkari        | 1.941      | Van           | 869        |
| 2000        | TRC1          | Gaziantep, Adıyaman, Kilis       | 2.011      | Gaziantep     | 1.276      |
| 2000        | TRC2          | Şanlıurfa, Diyarbakır            | 2.782      | Şanlıurfa     | 1.428      |
|             |               |                                  |            | Diyarbakır    | 1.354      |
| 2000        | TRC3          | Mardin, Batman, Şırnak, Siirt    | 1.766      | Batman        | 453        |
| 2000        | TR63          | Hatay, Kahramanmaraş, Osmaniye   | 2.704      | Kahramanmaraş | 999        |
| 2000        | TR72          | Kayseri, Sivas, Yozgat           | 2.492      | Kayseri       | 1.057      |
|             |               |                                  |            | Sivas         | 756        |
|             |               |                                  |            | Kastamonu     | 377        |
| 2000        | TR82          | Kastamonu, Çankırı, Sinop        | 874        | u             | 377        |
| 2000        | TR83          | Samsun, Tokat, Çorum, Amasya     | 2.995      | Samsun        | 1.208      |

|       |      |   |        |         |        |
|-------|------|---|--------|---------|--------|
| 2000  | TR90 | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 3.122  | Trabzon | 969    |
| TOTAL |      |   | 24.956 |         | 13.423 |

Source: TURKSTAT

## MACROECONOMIC SITUATION

Economic policies of Turkey experienced a transition beginning in January 1980, with the introduction of an economic programme characterized by a transformation away from the import substitution industrialization policy (characteristic of the previous decades) towards a market-based and export-oriented neo-liberal model. In the last decade, Turkey was hit by several economic crises, the most influential ones being those of April 1994, November 2000, and February 2001. Several factors influenced these crises; however, the most important reason was the volatility of short-term capital flows caused by the liberalization of capital markets. Other reasons were the high current account and public sector deficits, domestic political and economic instability and exogenous incidents such as the Gulf Crisis in 1990-91 and the Russia Crisis in 1998.

The most destructive crisis was the one in February 2001 caused by the collapse of the exchange rate-based stabilization program introduced in December 1999. The crisis affected the financial sector at first instance and spreaded over the entire economy afterwards. The GDP shrank by 7.5 % in 2001. However, in 2002 Turkey entered a period of sustained growth as a result of both political and macroeconomic stability. The decisively implemented economic program and structural reform package raised confidence in the market and contributed to attracting considerable foreign investment.

As indicated in the table 5 below, the Turkish economy has kept sustained growth over 6 % in the last 5 years. According to economic forecasts of the European Commission, the growth in the economy will continue in 2007 and 2008 by 6.5 % for each year.<sup>3</sup>

Table 5: GDP by economic activity (1987=100), GDP growth rates, and GDP per capita

|                      | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  |
|----------------------|-------|-------|-------|-------|-------|-------|-------|
| Agriculture          | 3,8   | -6,0  | 7,5   | 2,4   | 2,0   | 5,7   | 2,9   |
| Industry             | 6,2   | -7,4  | 9,1   | 7,8   | 9,4   | 6,6   | 7,6   |
| Services             | 8,8   | -7,9  | 7,5   | 6,7   | 10,2  | 8,1   | 6,0   |
| GDP Growth Rate      | 7,4   | -7,5  | 7,9   | 5,8   | 8,9   | 7,4   | 6,1   |
| GDP Per Capita (YTL) | 1.847 | 2.600 | 3.987 | 5.088 | 5.997 | 6.761 | 7.898 |
| GDP Per Capita (\$)  | 2.941 | 2.146 | 2.622 | 3.412 | 4.187 | 5.016 | 5.482 |
| GDP Per Capita (€)*  | 3.203 | 2.366 | 2.775 | 3.005 | 3.376 | 4.030 | 4.367 |

Source: TURKSTAT

<sup>3</sup> European Commission, Economic Forecasts, Autumn 2006, [http://ec.europa.eu/economy\\_finance/publications/european\\_economy/2006/ee506en.pdf](http://ec.europa.eu/economy_finance/publications/european_economy/2006/ee506en.pdf)

\* All values provided in Euros are our calculation based on CBRT Euro exchange rates.

By 2006 GDP per capita had increased by 86.4 % since 2000 despite the considerable impact of the 2001 crisis. In the 9<sup>th</sup> NDP, it is foreseen that GDP growth rate will be 7 % on average in 2007-2013 period. GDP per capita, on the other hand, is estimated to reach 10.100 USD (8.450 €) with an average increase of 9.9 %.

On the other hand, average GDP per capita of Turkey corresponds approximately to less than one third of EU25 average. However, Turkey displays a highly dynamic economy with growth rates which are twice as high as those of EU Member States, thus providing an opportunity for sustained convergence over the next few years.

Table 6: GDP Per Capita in PPS and GDP Growth Rate

|        | GDP Per Capita in PPS |      |          | Real GDP Growth Rate |      |          |
|--------|-----------------------|------|----------|----------------------|------|----------|
|        | 2000                  | 2006 | 2007 (f) | 2000                 | 2006 | 2007 (f) |
| EU 25  | 100                   | 100  | 100      | 3,9                  | 2,9  | 2,8      |
| EU 15  | 109,7                 | 108  | 107,4    | 3,8                  | 2,8  | 2,7      |
| Turkey | 29,8                  | 28,4 | 28,3     | 7,4                  | 6,1  | 4,9      |

Source: EUROSTAT

The inflation rate<sup>4</sup> is in a downward trend, from 18.4 % in 2003, to 9.3 % in 2004 and 7.7 % in 2005. The Central Bank of the Republic of Turkey has shifted to explicit inflation targeting regime in the beginning of 2006 and announced the inflation target as 5 % for the year 2006. However, as a result of fluctuations in financial markets arising from the contraction in the liquidity flow in the international markets during May and June, the inflation target could not be achieved and inflation was 9.6 % in 2006. Please see a comparative table below.

Table 7: Inflation Rate

|           | Annual Average Rate of Change HICPs* |      |      |      |      |      |
|-----------|--------------------------------------|------|------|------|------|------|
|           | 2001                                 | 2002 | 2003 | 2004 | 2005 | 2006 |
| EU        | 2,2                                  | 2,1  | 2,0  | 2,0  | 2,2  | 2,2  |
| Euro area | 2,3                                  | 2,2  | 2,1  | 2,1  | 2,2  | 2,2  |
| Turkey    | 56,8                                 | 47,0 | 25,3 | 10,1 | 8,1  | 9,3  |

Source: EUROSTAT

<sup>4</sup> Inflation rate in terms of Consumer Price Index (TUFİ) announced by Turkish Statistical Institution (TURKSTAT)

From 2000 to 2006, the share of agriculture decreased by 4.6 % whereas the share of industry increased by 2 % and the share of services increased by 2.6 %. Thus, there is a rapid transformation in the economy from agriculture to industry and services.

Table 8: Sectors' Shares in GDP, 2000-2006

|                  | 2000       | 2001       | 2002       | 2003       | 2004       | 2005       | 2006       |
|------------------|------------|------------|------------|------------|------------|------------|------------|
| Agriculture      | 13,6       | 11,4       | 11,4       | 11,6       | 11,1       | 10,1       | 9,0        |
| Industry         | 22,5       | 24,2       | 24,3       | 23,8       | 23,8       | 24,4       | 24,5       |
| Services         | 63,8       | 64,4       | 64,4       | 64,6       | 65,1       | 65,6       | 66,4       |
| <b>Total GDP</b> | <b>100</b> | <b>100</b> | <b>100</b> | <b>100</b> | <b>100</b> | <b>100</b> | <b>100</b> |

Source: TURKSTAT

After the 2001 economic crisis, both inflation and interest rates started to decrease. However these developments, coupled with increasing growth rates, have not had positive effects on the labour market. The economy's ability to generate jobs has been limited. Although real GDP has been increasing recently, urban employment increased by only 14 % whilst rural employment declined leaving overall employment broadly static. Fast economic growth does not seem to translate into sufficient jobs and employment generation. The economic growth after the crisis was based on the increase of the capacity usage rate and capital stock increases supported with a low employment increase. This kind of growth based on productivity increase might have negative effects on employment in short term, however in long term positive effects are likely.

The highest contributions to growth come from services and industry sectors while the agriculture sector shows a tendency of decrease for longer term.

Table 9: Contribution of Production Factors to Growth

|   | 1990 -2000 | 2001 – 2004 | 2004       | 2005       | 2006       |
|---|------------|-------------|------------|------------|------------|
| Contribution of employment increase       | 23,5       | 4,3         | 21,7       | 24,9       | 27,0       |
| Contribution of capital stock increase    | 73,2       | 66,9        | 39,7       | 31,6       | 34,8       |
| Contribution of total factor productivity | 3,3        | 28,9        | 38,6       | 43,5       | 38,2       |
| <b>Total GDP</b>                          | <b>100</b> | <b>100</b>  | <b>100</b> | <b>100</b> | <b>100</b> |

Source: SPO

The 12 NUTS II regions where GDP per capita is below 75 % of Turkish average and growth centres are shown below. Among these regions TR 63 has the highest per capita income with 74.04 whereas TR A2 has the lowest with 34.02.

Table 10: GDP per capita expressed in terms of Turkey average in eligible NUTS II regions and Growth Centres, 2001

| NUTS II Region | Provinces (NUTS III Units) In The Region | GDP Per Capita | Growth Centres | GDP Per Capita |
|----------------|--|----------------|----------------|----------------|
| TRA2           | Ağrı, Kars, Iğdır, Ardahan               | 34,02          | Kars           | 41,29          |

|      |   |       |               |       |
|------|---|-------|---------------|-------|
| TRB2 | Van, Muş, Bitlis, Hakkari                       | 34,90 | Van           | 40,03 |
| TRC3 | Mardin, Batman, Şırnak, Siirt                   | 46,22 | Batman        | 56,66 |
| TRA1 | Erzurum, Erzincan, Bayburt                      | 50,37 | Erzurum       | 49,44 |
| TRC2 | Şanlıurfa, Diyarbakır                           | 53,87 | Diyarbakır    | 61,18 |
|      |   |       | Şanlıurfa     | 46,97 |
| TRC1 | Gaziantep, Adıyaman, Kilis                      | 65,14 | Gaziantep     | 74,23 |
| TR72 | Kayseri, Sivas, Yozgat                          | 66,26 | Kayseri       | 84,16 |
|      |   |       | Sivas         | 65,19 |
| TR90 | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 66,54 | Trabzon       | 70,18 |
| TRB1 | Malatya, Elazığ, Bingöl, Tunceli                | 66,59 | Malatya       | 66,03 |
|      |   |       | Elazığ        | 79,40 |
| TR82 | Kastamonu, Çankırı, Sinop                       | 69,76 | Kastamonu     | 82,99 |
| TR83 | Samsun, Tokat, Çorum, Amasya                    | 72,65 | Samsun        | 78,29 |
| TR63 | Hatay, Kahramanmaraş, Osmaniye                  | 74,04 | Kahramanmaraş | 73,81 |

Source: TURKSTAT

The disparities among NUTS II regions where GDP per capita is below 75 % of the average of Turkey are also observed for the NUTS II regions having a GDP per capita above 75 % of the average. These disparities among the NUTS II regions are shown below. As a clear proof of the stark regional disparities, the wealthiest Turkish region is six times richer than the poorest one.

Graphic 1: NUTS II regions GDP per capita, Turkstat 2001

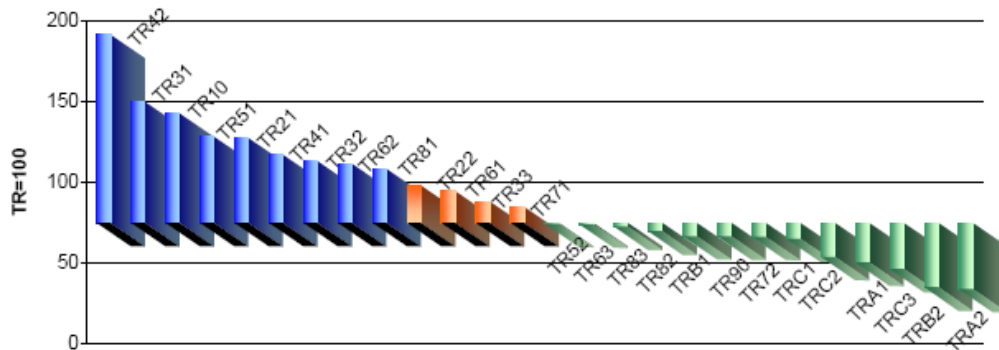


Table 11: GDP Per Capita in the 12 NUTS II Regions

| LEVEL II CODE | NUTS II LEVEL REGION             | GDP Per Capita With Current Prices (YTL) | GDP Per Capita With Current Prices (\$) | GDP Per Capita With PPP (\$) |
|---------------|----------------------------------|--|---|------------------------------|
| TRA1          | Erzurum, Erzincan, Bayburt       | 1.309                                    | 1.081                                   | 3.088                        |
| TRA2          | Ağrı, Kars, Iğdır, Ardahan       | 884                                      | 730                                     | 2.085                        |
| TRB1          | Malatya, Elazığ, Bingöl, Tunceli | 1.732                                    | 1.429                                   | 4.084                        |
| TRB2          | Van, Muş, Bitlis, Hakkari        | 908                                      | 749                                     | 2.141                        |
| TRC1          | Gaziantep, Adıyaman, Kilis       | 1.693                                    | 1.398                                   | 3.994                        |
| TRC2          | Şanlıurfa, Diyarbakır            | 1.400                                    | 1.156                                   | 3.302                        |
| TRC3          | Mardin, Batman, Şırnak, Siirt    | 1.203                                    | 993                                     | 2.837                        |
| TR63          | Hatay, Kahramanmaraş, Osmaniye   | 1.925                                    | 1.589                                   | 4.540                        |



|                       |   |       |              |       |
|-----------------------|---|-------|--------------|-------|
| TR72                  | Kayseri, Sivas, Yozgat                          | 1.722 | 1.422        | 4.062 |
| TR82                  | Kastamonu, Çankırı, Sinop                       | 1.813 | 1.497        | 4.276 |
| TR83                  | Samsun, Tokat, Çorum, Amasya                    | 1.889 | 1.559        | 4.454 |
| TR90                  | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 1.730 | 1.428        | 4.081 |
| <b>Turkey Average</b> |   |       | <b>2.123</b> |       |

Source: TURKSTAT

## 1.2. NATIONAL POLICY FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT

### 9<sup>th</sup> National Development Plan (NDP)

9<sup>th</sup> NDP covering the 2007 – 2013 period is the main policy document of Turkey identifying her priorities in economic, social and cultural fields with a holistic approach.

The priority axes of the NDP relevant to HRD OP are as follows:

- Increasing competitiveness,
- Increasing employment,
- Strengthening the human capital and social solidarity,
- Ensuring regional development, and
- Increasing quality and efficiency of public services.

The axes on “increasing employment” and “strengthening the human capital and social solidarity” are particularly relevant for the HRD OP as they define the overall national framework on human resources policies.

As regards “Increasing Employment” the NDP aims to

- improve labour market conditions
- establish a better linkage between education and labour market
- develop active labour market policies.

As regards “Strengthening the human capital and social solidarity” the Plan aims to

- Improve the education system
- Ensure an efficient health system
- Improve the income distribution, social inclusion and fight against poverty
- Improve the efficiency of the social security system
- Preserving culture, improving culture and strengthening social dialogue.

The HRD OP supports the aims of “Increasing Employment” under its first priority axis by means of special measures for improving public employment services, increasing female participation and employment, decreasing young unemployment and promoting registered employment. Establishing a better linkage between education and labour market and improving the education system have been taken under the second priority axis on education and vocational training. “Improvement on income distribution, social inclusion and fight against poverty” and “Improvement of the efficiency of the Social Security System” are met under the third priority axis. Since financial resources dedicated to the HRD OP are limited, improving the health care

system has been excluded from the 2007-2013 programming. In addition, “Ensuring Regional Development” axis of 9<sup>th</sup> NDP has been addressed by HRD OP the underlying principle of which is a regional development approach based on directing the funds to regions having a GDP per capita lower than 75 % of the Turkish average. Special attention will be given to the 15 growth centres defined in the SCF.

### **Medium – Term Programme 2007 – 2009**

The Medium Term Programme (2007-2009) prepared by the Undersecretariat of State Planning Organization (SPO) was issued by the Cabinet Decree No. 2006/10508 on 30.05.2006 and published in the Official Gazette No.26197 on 13.06.2006. It presents a coherent and consistent set of objectives, policies and priorities on various topics covering the basic development axes and main sectors in addition to macro policies.

In the programme, priorities to be focused on within a three year period have been determined to facilitate the achievement of long term objectives that have been outlined in 9th NDP.

The primary objective of the Medium-Term Programme is to improve the life quality of the Turkish people, caring for all segments of the society in an environment where Turkey's socio-economic development is accelerated on the road to the EU membership.

In order to contribute to the primary objective of the Programme, the main aims of the Medium – Term Programme 2007-2009 related with the HRD OP have been determined as

1. Improvement of Human Resources and Increasing Employability
2. Social Inclusion and Fight Against Poverty
3. Improvement of the Competitiveness of Enterprises
4. Regional Development and Reducing Regional Disparities
5. Good Governance in the Public Sector

The aim on “Improvement of Human Resources and Increasing Employability” has been addressed directly with the priorities 1, 2, and 3 of the HRD OP. Priority 1 is on employment and aims to improve the employability of the target groups (women, young unemployed) and to strengthen the capacity of public employment services. Priority 2 is on education and aims to improve enrolment rates especially for girls, thus enabling them to be more qualified and having better opportunity to enter in the labour market. At institutional level this priority supports activities enhancing the quality of education especially by improving the linkage with the labour market. Priority 3 is about Life Long Learning (LLL) and Adaptability. It serves this aim by promoting LLL through the development of the skills and competencies necessary for lifelong learning and through the strengthening of the linkage between LLL and formal education and labour market. The aim on “Improvement of the Competitiveness of Enterprises” is also addressed by priority 3 by supporting adaptability of employees, employers and enterprises. The aim on “Social Inclusion and Fight against Poverty” has been addressed by priority 4 that aims at improving coordination of the actors in the field, building mechanisms and connecting them with the labour market, and enhancing better access to social protection services.

### **Information Society Strategy**

The target of the Information Society Strategy that was published in the Turkish Official Gazette on 28.07.2006 is to ensure the sustainability of a competitive and information-oriented economic

and social development that will increase social welfare until 2010. In order to reach this target, efforts will be undertaken to increase the widespread usage of computer and internet, to narrow the numerical gap, to enhance the use of information and communication technologies in formal and non-formal education, to support qualified manpower through information and communication technologies, and to support the workforce serving for the information technologies sector.

The HRD OP aims to support this strategy by enabling trainings on ICT usage for workers and by improving ICT usage in education.

### **Joint Inclusion Memorandum (JIM)**

The purpose of JIM is to jointly identify the principal challenges, as well as the actual, or envisaged political measures in Turkey, in line with the European objectives to eradicate social exclusion and poverty. JIM includes a wide range of issues like employment, income distribution and monetary poverty, education, housing, health, transport, social security, social services and social assistances. The priorities identified in the JIM constituted the basis for drafting the HRD OP in which an agreed position between Turkey and the Commission has been adapted.

Drafting of the JIM was a joint exercise between the EU Commission and Turkey where the task has been carried out under the coordination of EU Coordination Department of MoLSS with the cooperation of all relevant public institutions, social partners, universities and non-governmental organizations (NGOs). In this scope, five dissemination seminars and several meetings where representatives of the relevant institutions and the EU Commission officials met have been organized in addition to the numerous thematic meetings both at political and technical levels on Turkish side.

There is still an ongoing discussion on JIM. However, as a result of the comprehensive work carried out in the process by the European Commission and Republic of Turkey, key challenges of Turkey in fight against poverty and social exclusion jointly determined have been decided as follows in the latest draft.

- Low coverage of the compulsory social insurance for unpaid family workers, self employed and daily waged employees, seasonal workers, those working in informal sector whose income is lower than the minimum wage,
- High incidence of poverty among the employed,
- Low labour force participation rate for women,
- High incidence of maternal and infant mortality in rural areas depending mainly on inadequate access to health care services,
- Regional as well as urban-rural disparities in the provision of health services with regard to the number of beds, doctors and nurses,
- Low quality of health care services,
- Inadequate number of teachers, equipment and schools,
- Gender disparities in access to education especially in rural areas,
- Insufficiency of the budget allocated to education,
- Domestic violence against women,
- High incidence of child poverty and intergenerational transmission of poverty,
- Children, exposed to violence both at home and on streets,
- Low access to employment, education and social services of people with disabilities.
- The inclusion of IDPs and vulnerable persons referred to in MIPD as "Roma",

- Lack of sufficient vocational qualifications and limited access to labour market of ex-convicts and ex-prisoners,
- Lack of efficient planning and provision in social protection, social assistance and social services,
- Unfavourable living conditions of people living in gecekondu areas in the suburbs of large cities, and their limited access to public services,

### **Joint Assessment Paper (JAP)**

The JAP aims to ensure that candidate countries define employment policies that will prepare them for membership of the EU and progressively adjust institutions and policies to allow them to fully participate in the EU wide employment policy coordination as from accession.

In line with the European Employment Strategy, the preparation process of the JAP started with the formulation of the Employment Background Report in 2003. There are still ongoing discussions on the JAP. The next step will be the preparation of a “National Reform Programme” in the areas covered by the JAP. Main findings of the draft JAP have been taken into account in drafting the HRD OP.

As a strategy paper prepared jointly by the European Commission and the Republic of Turkey, the JAP includes a wide analysis of the Turkish labour market together with the challenges, institutional framework and employment priorities. The main challenges outlined in the JAP are provided below.

- Declining trend in the labour force participation
- Low level of labour force participation and employment particularly among women
- Lack of investment and job creation
- Deterioration of the situation of youth in terms of access to employment
- Heavy tax and insurance burden on employers
- High level of unregistered employment
- Modernisation and strengthening of labour market institutions, notably employment services
- Appropriate management of economic migration
- Regional disparities in terms of labour force participation, employment, access to VET.
- Creating alternative employment opportunities for the rural population
- Highly segmented nature of the employment
- Weak linkage between VET system and labour market
- Lack of LLL strategy
- High number of early school leavers
- Responding to new needs, key competencies and future skills requirements (improve definition and transparency of qualifications, effective recognition, validation of non formal and informal learning)
- Raising and ensuring attractiveness, openness and quality standards of education and training, broadening supply of education and training opportunities, and ensuring flexible learning pathways
- Administrative capacity for policy planning, delivery and monitoring (structures, mechanisms, staff)

## **Human Resources Development Strategy**

Another sectoral strategy document on human resources is the Human Resources Development Study, a project output proposed in the EU-supported Active Labour Market Programmes Project implemented by ISKUR. The strategy has three components:

- Improving human resources and access to labour market by means of education, vocational education and training,
- Strengthening life long learning especially for facilitating social inclusion by increasing access to labour market
- Ensuring partnership with social partners.

Human Resources Development Strategy had been beneficial for the HRD OP both in terms of the content and of the studies and experience in the preparation process.

## **Life Long Learning (LLL) Strategy**

LLL Strategy has been prepared under the coordination of MoNE under the EU-supported SVET project. It addresses the current state of Life Long Learning in Turkey and sets out eight key areas for the development of lifelong learning strategy in Turkey. These key areas are:

1. Strengthening the System and Infrastructure of Lifelong Learning;
2. Increasing the Financing of Lifelong Learning;
3. The Collection and Use of Data for Monitoring and Decision-Making;
4. Achieving Decentralisation, Devolution, Civil Society and Collaboration;
5. Dissemination of Information, Advice and Guidance Services to Learners, and Developing a Culture of a Learning;
6. Developing Quality Assurance and Accreditation;
7. The Development of Staff Capacity;
8. Achieving International Co-operation

## **Strategic Coherence Framework (SCF)**

In order to provide a frame of reference for RC OP and HRD OP, the Strategic Coherence Framework (SCF) has been prepared under the coordination of the Strategic Coordinator, SPO, by including the contributions of relevant authorities, priorities defined in main strategy documents and contributions of the Commission. As a major strategic document, the SCF takes into account the priorities of the Republic of Turkey and the European Union as stated in major policy documents, especially in the Multi-annual Indicative Planning Document (MIPD). It aims to provide coherence and consistency between the two operational programmes for the 2007 – 2013 period. HRD OP has been prepared in line with the SCF. In order to provide coherence with the SCF, several consultation meetings have taken place between the Operating Structure (OS) and the Strategic Coordinator.

Key challenges defined in SCF are,

- Low labour participation rate for women
- High unemployment especially for young
- Problems stemming from decrease of agriculture sector
- Unregistered employment
- Low enrolment rates of girls
- Late enrolments, dropouts and problems of girls' access to education

- Low quality of education
- Mismatches of the labour market and education system
- Inefficient social assistances and social services
- Problems of access to employment, education and social services for disadvantaged persons

Accordingly, the SCF sets out four main priority axes that also constitute the basis for HRD OP. These axes are,

- Attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.
- Enhance investment in human capital by increasing the quality of education improving the linkage between education and labour market and raising and enrolment rates at all levels of education especially for girls.
- Increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting life long learning and encouraging investment in human resources by enterprises and workers.
- Promote an inclusive labour market with opportunities for disadvantaged persons in terms of their sustainable integration into the labour force and combat all forms of discrimination in the labour market.

Thus, the priority axes identified in the HRDOP are fully consistent with the SCF.

## PROJECT IMPLEMENTATION CAPACITY

Major HRD-related, EU-supported projects implemented in recent years are outlined below.

Table 12: Major HRD Projects

| Beneficiary    | Project Name   | Period     | Budget (€)  |
|----------------|--|------------|-------------|
| ISKUR          | Active Employment Measures and Support to Turkish Employment Organization at Local Level | 2007-2009  | 20 000 000  |
| ISKUR          | Active Labour Market Strategy  | 2003-2006  | 50 000 000  |
| MoLSS          | Preventing Worst Form of Child Labour  | 2006 -2007 | 5 300 000   |
| MoLSS          | Strengthening Social Dialogue for Change and Innovation in Turkey                        | 2006-2007  | 3 572 732   |
| MoNE           | Support to Human Resources Development through VET                                       | 2007-2009  | 15 500 000  |
| MoNE           | Strengthening the Administrative Capacity of MoNE  | 2007-2009  | 3 700 000   |
| MoNE           | Support to Basic Education   | 2002-2007  | 100 000 000 |
| MoNE           | The Strengthening of Vocational Education and Training in Turkey Project                 | 2002-2007  | 5 800 000   |
| MoNE           | The Modernisation of Vocational Education and Training in Turkey Project                 | 2003-2006  | 14 000 000  |
| SHÇEK          | Through Good Governance and Justice for the Children in Turkey                           | 2005-2007  | 6 000 000   |
| TESK           | Supporting Women Entrepreneurs Project I (DGIA-D/MEDTQ/01-98)                            |            | 1 300 000   |
| TESK<br>KOSGEB | Supporting Women Entrepreneurship (TR0502.09)  | 2007 -2009 | 4 800 000   |

In addition to these projects, other EU-supported Regional Development Projects played a positive role on human resources development in less developed regions and may have developed approaches and gained experience which may be useful for the implementation of the HRD OP in the 12 NUTS II regions.

Table 13: Regional Development Projects

| Beneficiary |  | Period     | Budget (€) |
|-------------|--|------------|------------|
| SPO         | Eastern Anatolia Development Programme                                     | 2004-2007  | 45 000 000 |
| SPO         | Regional Development Programme in Samsun Kastamonu Erzurum NUTS II Regions | 2003-2006  | 52 330 000 |
| SPO         | Regional Development in TRA2, TR72, TR52 and TRB1 NUTS II Regions          | 2004 -2007 | 90 670 000 |
| SPO         | Regional Development Programme in TR90 NUTS II Region                      | 2005-2007  | 24 000 000 |

### 1.3. COMMUNITY STRATEGIC FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT

#### IPA AND ESF REGULATIONS

Council Regulation No.1085/2006 on IPA defines the policy area of the Human Resources Development Component. According to Article 11 of the regulation, the HRD Component “*may in particular contribute towards the financing of the type of actions provided for under Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund*”.

The priority axes of the HRD OP comply with the intervention areas that can be supported by the ESF in accordance with Article 3 of Council Regulation No. 1085/2006 and with article 151 of the IPA Implementing Regulation on “*Areas and forms of assistance*”.

Table 14: ESF Areas and Forms and Assistance and HRD OP Measures

| ESF   |  | HRD OP   |                       |
|---|--|----------|-----------------------|
| Areas and Forms of Assistance   | Activities   | Priority | Measure               |
| Increase adaptability of workers, enterprises and entrepreneurs, with a view to improving the anticipation and positive management of economic change | Life long learning and increased investment in human resources by enterprises and workers; | 3        | 3.1<br>3.2<br><br>3.2 |

|  |   |        |                   |
|--|---|--------|-------------------|
| Enhance access to employment and sustainable inclusion in the labour market of job seekers and inactive people, prevent unemployment, encourage active aging and prolong working lives, increase participation in the labour market  | Creation, modernisation and strengthening of labour market institutions   | 1      | 1.4               |
|  | Implementation of active and preventive measures ensuring early identification of needs   | 1      | 1.4               |
|  | Improvement of access to employment and increase of sustainable participation and progress of women in employment                                   | 1      | 1.1               |
| Improvement of access to employment and increase of sustainable participation and progress of women in employment  | Pathways to integration and re-entry into employment for disadvantaged persons  | 1<br>4 | 1.4<br>4.1<br>4.2 |
|  | Acceptance of diversity in the workplace  | 4      | 1.1<br>4.1        |
| Expand and enhance investment in human capital, in particular by promoting   | Design, introduction and implementation of reforms in education and training systems, in order to develop employability and labour market relevance | 2      | 2.2               |
|  |   | 3      | 3.1               |
|  | Increased participation in education and training throughout the life-cycle   | 2<br>3 | 2.1<br>3.1        |
| Strengthen institutional capacity and the efficiency of public administrations and public services at national, regional and local level and, where relevant, the social partners and non-governmental organisations with a view to reforms and good governance in the employment, education and training, as well as social fields. |   | 1<br>5 | 1.4<br>5.1<br>5.2 |

## EUROPEAN EMPLOYMENT STRATEGY – LISBON STRATEGY

In March 2000, EU heads of state and government agreed on an ambitious goal: “*making the EU the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion*”. The Lisbon Strategy shows the main challenges of Europe and defines the strategy to deal with them.

In the Lisbon Strategy, it was agreed that in order to achieve this goal, an overall strategy should be applied aiming at:

- preparing the transition to a knowledge-based economy and society by better policies for the information society and R&D, as well as by stepping up the process of structural reform for competitiveness and innovation and by completing the internal market;
- modernising the European social model, investing in people and combating social exclusion;
- sustaining the healthy economic outlook and favourable growth prospects by applying an appropriate macro-economic policy mix.

In July 2005, the Commission presented a “Community Lisbon Programme” including eight “*key measures with a high European value-added*”:

- supporting knowledge and innovation;
- reform of state aid policy;
- simplification of the regulatory framework;
- completion of the internal market for services;



- global agreement on the Doha round;
- removal of obstacles to physical, labour and academic mobility;
- developing a common approach to economic integration;
- supporting efforts to deal with the social effects [e.g. job losses] of economic restructuring.

National policy papers such as 9<sup>th</sup> NDP and the Mid- Term Programme are prepared in accordance with the Lisbon Strategy.

The employment policy objectives of the Lisbon Strategy, which are also expressed in the European Employment Strategy, are full employment, better job quality, higher labour productivity, and strengthening social cohesion. The following specific milestones are targeted to be reached by 2010:

- Achievement of an overall employment rate of 70 percent,
- Achievement of an employment rate of 60 percent of women,
- Achievement of a 50 percent employment rate for workers over the age of 55,
- Achievement of an increase by five years of the effective average exit age from the labour market,
- Increase in the number of childcare facilities so as to provide childcare to at least 90 percent of children aged three years or over and to at least 33 percent of children under the age of three.

In order to strengthen social cohesion by 2010, the following goals were also defined:

- Reduce the proportion of early school leavers to 10 percent,
- Endeavour to reduce the number of persons at risk of experiencing poverty,
- Strengthen equal opportunities for persons with disabilities,
- Promote gender equality,
- Promote corporate social responsibility,
- Adapt social security systems such as care of the elderly and healthcare.

In line with the Lisbon Strategy, the overall objective of the HRD OP has been defined as “*to support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion*”.

The HRD OP aims at the convergence of Turkey’s human resources policies with Lisbon Strategy, thus its priorities are in line with the targets of Lisbon Strategy. European Employment Strategy has been taken as a framework for the main principles of employment policy in Turkey. The implementation of specific actions in priority areas will prepare the country for full participation in the implementation of European Employment Strategy.

## **EMPLOYMENT GUIDELINES**

The Employment Guidelines recommend supporting SME’s for employment creation, improving employability by education, further education, re-training and affirmative career planning, as well as improving individual and institutional adaptability, entrepreneurship and equal opportunities. The latest European Employment Guidelines have been taken into consideration in the preparation of the HRD OP and it will be in line with these recommendations.

As regards to the Integrated Employment Guidelines for 2005-2008, the HRD OP has identified employment, education and training, adaptability, and ensuring an inclusive labour market as priority axes. HRD OP directly addresses “*ensuring inclusive labour markets*” guideline with priority axis 1 and 4, “*implementing employment policies aiming at achieving full employment*” and “*improve matching of labour market needs*” guidelines with priority axis 1, “*expand and improve investment in human capital*” guideline with all four priority axes, particularly with the second one, and “*adapt education and training systems in response to new skill requirements*” with the priority axes 1 and 2.

## **STRATEGIC COMMUNITY GUIDELINES**

The Strategic Community Guidelines 2007-2013 put special emphasis on the development of education systems, focusing on the Lisbon objectives and the Integrated Guidelines for Growth and Jobs. The Community Guidelines aim to reduce regional and social disparities by means of structural funds. IPA regulation clearly states the purpose in supporting Turkey in human resources development and in the preparation for the implementation and management of the Community’s cohesion policy, in particular for the ESF. The aim is to enable effective ESF implementation by 2014.

Guidelines for Cohesion Policy 2007-2013 covering four main areas have been outlined below.

### 1. Making Europe and its regions more attractive places to invest and work:

The HRD OP will be implemented by focusing on the less developed 12 NUTS II regions in Turkey. This approach is expected to contribute to make these regions more attractive while in the convergence frame with more developed regions in Turkey.

### 2. Improving knowledge and innovation for growth

- Increase and improve investment in RTD
- Facilitate innovation and promote entrepreneurship
- Promote the information society for all
- Improve access to finance

This guideline is rather connected with the Regional Competitiveness Operational Programme (RC OP); however the HRD OP will be the basis for improving knowledge and innovation, by supporting investment in Human Capital. While the RC OP aims to promote entrepreneurship, the HRD OP envisages entrepreneurship as a tool to improve the employability of the unemployed target groups.

### 3. More and better jobs

- Attract and retain more people in employment and modernise social protection systems
- Improve adaptability of workers and enterprises and the flexibility of the labour market
- Increase investment in human capital through better education and skills
- Administrative Capacity

This guideline will be addressed under priority axes 1, 2 and 3.

## MULTI-ANNUAL INDICATIVE PLANNING DOCUMENT (MIPD)

The MIPD is the main programming document for IPA in Turkey. It already takes into consideration the *Community Strategic Guidelines on Cohesion, 2007 – 2013* as well as the draft *Joint Assessment Paper (JAP)* and *Joint Inclusion Memorandum (JIM)*. It states the three main intervention areas for the HRD OP as

- Employment
- Education and Training
- Social Inclusion

Under these intervention areas the MIPD defines four priority axes:

- Attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.
- Enhance investment in human capital by increasing the quality of education, improving the linkage between education and the labour market, and raising enrolment rates at all levels of education, especially for girls.
- Increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting lifelong learning and encouraging investment in human resources by enterprises and workers.
- Promote an inclusive labour market with opportunities for disadvantaged persons, with a view to their sustainable integration into the labour force and combat all forms of discrimination in the labour market.

The MIPD proposes four cross-cutting themes which should be integrated in all five IPA components. It emphasizes that *“for Component IV, the theme of equal opportunities for men and women should be accorded a particular attention in the implementation of its four main priorities”* and that *“increasing participation of Turkish women into the labour market, upgrading their human capital and providing them with more opportunities for social integration will be keys to the success”*.

Within the limitations implied by the level of funding to be provided by IPA, the MIPD has proposed that the priorities supported under the HRD component should contribute to the following results.

At the system level of the employment, education and social services:

- Modernisation and strengthening of public employment services able to effectively implement quality and widespread active labour market policies throughout the country.
- Improvement of the quality of education, particularly through the adaptation of education and training to the needs of the labour market; increase of the attractiveness of VET as an option for studies.
- Strengthening of policies for the social integration through employment and further training of disadvantaged women.
- Improvement of the coordination and effectiveness of social services providing education, training and employment opportunities to particularly disadvantaged persons, including day-care for children and the elderly, in order to facilitate women participation in employment.
- Strategic approach to regional disparities in the fields of labour market, education and training and social inclusion policies.

At the level of the final beneficiaries:

- Increase of participation rates in employment, particularly for women
- Reduction of the level of undeclared employment.
- Reduction of unemployment rates, particularly for young people.
- Increase of enrolment rates, and decrease of dropouts, particularly of girls in secondary/VET education.
- More equal access to education services.
- More alternative pathways of studies for graduates of secondary education.
- Better access to training and active labour market initiatives in both rural areas and those urban areas with more needs (gecekondu), particularly for unskilled labour force migrated from rural to urban areas.

The HRD OP has taken on board the expected results mentioned in the MIPD in the development of its programme strategy. The formulation of priority axes and expected results is explained in the second chapter and a comparative table has been annexed (Annex 4). The table outlines the coherence between priorities of ESF and the MIPD vis-à-vis the HRD OP and shows which activities will be financed to reach the expected results.

The MIPD states that *“The volume of funds available under the IPA budget for Turkey is not sufficient to have a significant, direct, macro-economic impact on Turkey’s development. It is essential therefore to ensure a strong sectoral and geographical concentration of IPA, in order to achieve some impact in the areas of intervention.”* Under the HRD OP IPA funds will be thus allocated mainly to the 12 NUTS II regions having a GDP per capita below 75 % of Turkish average GDP: Within these 12 regions specific priority will be given to the 15 growth centres selected by the SCF.

#### 1.4 PARTNERSHIP CONSULTATION

Applying the principle of partnership is a key element of all IPA interventions. The application of this principle will improve the mechanisms for experience and knowledge sharing among stakeholders, build up opportunities for more creative ways to address problems, allow a more effective management of actions based on multiple dimensions (involving a wide range of stakeholders or perspectives) and multiple levels of intervention (national, local) and guarantee high level of compliance of selected actions with real needs. The main goal of this principle is to ensure the participation of the social partners and other stakeholders in the preparation, implementation, monitoring and evaluation of IPA support.

As discussed under 1.1, the HRD OP takes into account several strategic documents such as the JIM, JAP, and LLL Strategy. All these aforementioned documents have been prepared in consultation with relevant public institutions, non governmental organisations, social partners, and universities. These consultations took place between 2004 and 2006 and its result has already had an impact on the content of the HRD OP.

In addition to this wide previous consultation, the partnership principle has been ensured during the HRD OP preparation by the following mechanisms:

- Social partners and NGOs from a variety of fields have been actively involved in developing the HRD OP.

- Two committees were formed in view of drafting the HRD OP. First, in order to provide strong awareness and ownership, a High Level HRD Committee was established with the participation of high ranking representatives of all relevant stakeholders. In addition, a Technical HRD Committee was set up, consisting of experts from all relevant stakeholders.
- One major public awareness activity has taken place during the drafting process of HRD OP: on 18-19 December 2006 a conference was organized with the support of the European Training Foundation in order to introduce IPA in general, and the HRD OP in particular, to several public institutions and social partners.

The partnership principle will be ensured at the level of HRD OP implementation by means of the following mechanisms:

- The Sectoral Monitoring Committee for HRD component will include main stakeholders.
- The ad-hoc evaluation committee which will be established under the HRD Monitoring Committee will consist of members of key institutions participating as well in the monitoring committee.
- In the course of individual action implementation, criteria will be used to evaluate proposals with incentives to partnership.
- Social partners and NGOs will be involved in the implementation of the measures.
- Technical Assistance Component of HRD OP targets to improve capacity on project design, implementation and policy making for an efficient programming.

The following relevant institutions and social partners have taken part in HRD OP preparations:

- Ministry of Finance
- Ministry of National Education
- Ministry of Health
- Ministry of Transport
- Ministry of Agriculture and Rural Affairs
- Ministry of Industry and Trade
- Ministry of Environment and Forestry
- State Planning Organization
- Undersecretariat of Treasury
- European Union Secretariat General
- DG on Social Services and Child Protection
- DG on Social Assistance and Solidarity
- DG on Foundations
- DG on Women Status
- DG on Family and Social Research
- TURKSTAT
- Council of Higher Education
- Housing Development Administration
- Administration for the Disabled People
- Small and Medium Sized Business Development Organization (KOSGEB)
- National Productivity Centre
- Confederation of Turkish Employer Organizations (TISK)
- Confederation of Turkish Employees (TURK-IS)
- Hak-Is Confederation (HAK-İŞ)
- DISK Confederation (DISK)

- KAMUSEN Confederation (KAMUSEN)
- KESK Confederation (KESK)
- MEMURSEN Confederation (MEMURSEN)
- BASK Confederation (BASK)
- The Union of Chambers and Commodity Exchanges in Turkey (TOBB)
- Confederation of Artisans and Craftsmen (TESK)

The process of partnership consultation started with the establishment of the High Level HRD Committee. The first meeting was organized on 8 May 2006 in which information was provided for the new programming period and IPA. The need of a strong partnership approach has been shared with the high-ranking representatives of the stakeholders. The need for active participation in drafting the HRD OP was underlined (See Annex 1 List of High Level HRD Committee Members).

The first Technical HRD Committee meeting was organized on 24 July 2006. The Technical HRD Committee meeting of 15 August 2006 established its internal operational rules, such as the sending off contributions of Technical HRD Committee members to the MoLSS via e-mail and correspondence to be done accordingly. Besides this, and in order to set up a rapid communication mechanism among the members of the Technical HRD Committee, an e-mail communication group was established (See Annex 2 List of Technical HRD Committee Members).

The Technical HRD Committee members were provided with information on the content of the OP and with a draft template to submit their proposals for measures and eligible actions. The first draft outline was composed with the feedback of the stakeholders with a bottom-up approach in September 2006 and sent to all stakeholders to obtain their comments.

During the revision of the HRD OP draft, close cooperation was maintained especially with MoNE by means of several bilateral meetings. The second draft of HRD OP was sent simultaneously to the Commission and the Technical HRD Committee Members. Afterwards, it has been sent to 43 Governorships in 12 eligible NUTS II regions on 10 August 2007. The respective opinions and comments have been integrated in the HRD OP. On the other hand, each province has appointed one IPA HRD OP contact person. (Annex 3)

As a result of the consultation of the governorships the following bullet points have been noticed and integrated or strengthened in the HRD OP.

- The priority areas and measures are in line with the requirements and comments of the local administrators
- The local administrators underline the need to create new workplaces while giving necessary trainings, the HRD OP will tackle this need by providing max. Collaboration with RC OP.
- Lack of administrative capacity on project designing and implementation has been emphasized, the technical assistance component will be used as a tool to tackle with this need.
- Awareness raising activities will be necessary in order to get a sufficient number of high quality projects and to explain the intervention areas of the different OPs. The Technical assistance component under the HRD OP has a separate measure in order to meet this need.

During the drafting process, other platforms have also been used for partnership consultation. A working group which was established under the EU-funded “*Strengthening Social Dialogue for Innovation and Change in Turkey*”. The project was used as a tool for cooperation with social partners. Five workshops were organised where main policy areas of the ESF and IPA process were discussed with social partners. As a result of this working group, four operation proposals in line with the priorities and measures of the HRD OP were prepared. The outputs of the working group were shared during an awareness raising conference on 24 May 2007.

In order to ensure complementarity and consistency with the other Operational Programmes, some representatives of the Social Dialogue Working Group mentioned above were nominated to take part in the studies of other OP’s. Moreover, close contact was established with the **Ministry of Industry and Trade** to ensure regular dialogue and exchange of information on the interventions of the RC OP and the HRD OP which require close cooperation. Within the framework of the Technical HRD Committee, three meetings have been organized to date (on 5<sup>th</sup> of October 2006, 3<sup>rd</sup> of November 2006 and 29<sup>th</sup> June 2007). Coordination with MoIT during the implementation phase of the two OPs will continue. As regards Rural Development Component, two meetings were organized with the **Ministry of Agriculture and Rural Affairs**.

MoLSS has also appointed coordinators for the **Transport and Environment OPs** and has been involved in the Steering Committee of the **IPA Rural Development Programme** to contribute to the preparation process of these OPs in a way to ensure complementarity and to define demarcation between the HRD OP and these OPs.

In order to improve the partnership mechanism, HRD OP envisages special provisions under the Technical Assistance component. The technical assistance component will help to inform the stakeholders and improve their capacity not only in project design and implementation but also in policy development for the next programming periods.

Table 15: Meetings and Activities on Partnership

| Date                    | Meeting  |
|-------------------------|--|
| 8 May 2006              | High Level HRD Committee Meeting   |
| 27-29 June 2006         | Trainings with Technical HRD Committee Members                                 |
| 2-8 July 2006           | Trainings with Technical HRD Committee Members                                 |
| 6 July 2006             | Social Dialogue Project Working Group Meeting                                  |
| 24 July 2006            | Technical HRD Committee Meeting  |
| 31 July 2006            | Technical HRD Committee Meetings on Employment, Education and Social Inclusion |
| 1 August 2006           |  |
| 15 August 2006          | Technical HRD Committee Meeting  |
| 19 September 2006       | Social Dialogue Project Working Group Meeting                                  |
| 5 October 2006          | Bilateral meeting with Ministry of Industry and Trade                          |
| 3 November 2006         | Bilateral meeting with Ministry of Industry and Trade                          |
| 21 November 2006        | Social Dialogue Project Working Group Meeting                                  |
| 17-18 December 2006     | Awareness raising conference   |
| January – February 2007 | Bilateral meetings with Ministry of Agriculture and Rural Development          |
| 21 February 2007        | Social Dialogue Project Working Group Meeting                                  |
| February 2007           | Bilateral meeting with MoNE  |
| 3 April 2007            | Social Dialogue Project Working Group Meeting                                  |
| 24 May 2007             | Awareness raising conference   |
| June –July 2007         | Bilateral meetings with MoNE   |
| 10 August 2007          | Consultation of 43 provincial governorships in the 12 NUTS II Regions          |

## 1.5 EX-ANTE EVALUATION

An ex-ante evaluation of HRD OP has been carried out in accordance with the Article 166 of the draft IPA Implementing Regulation.

The ex-ante evaluation has been conducted by the technical assistance project called “*Support to State Planning Organization to Build Capacity at Central; Regional and Local Level to Implement Economic and Social Cohesion Measures*”, by a consortium led by The Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).

Although the Project was prepared by the Strategic Coordinator- SPO, as it also covered the evaluation of the SCF and the OPs under component III, evaluation of the HRD OP has been carried out under the responsibility of the MoLSS through an interactive process based on a constructive dialogue between MoLSS staff and the independent expert.

Following an interim assessment report on the first draft of the OP delivered on 3 March 2007, the revised final ex-ante evaluation report was submitted on 5 October 2007 (see Annex 4). The current version of the OP was built on the results of the final ex-ante evaluation report which constitutes an integral part of the OP. During the evaluation and drafting process of the HRD OP, priorities and measures have been reviewed and downsized in order to establish synergies between measures and increase the overall impact of the programme.

The key points of the final ex-ante evaluation report (See Annex 4) and responses taken are provided below.

Table 16: Ex Ante Evaluation Findings and Actions Taken

| Ex Ante Evaluation Report |  | HRD OP   |
|---------------------------|--|--|
| Page                      | Finding  | Action   |
| 16                        | <p><b><u>Partnership Approach</u></b></p> <ul style="list-style-type: none"> <li>• The scope of institutions participating in the consultation process has to be significantly widened and must include NGOs, regional labour market actors and representatives of the target groups.</li> <li>• MoLSS should follow the advisory note on partnership building and thus shape the procedures of cooperation between and with stakeholders in a more coherent way.</li> <li>• MoLSS should widen the scope of consulted institutions by incorporating NGOs or NGO representatives, regional actors and boards as well as target group representatives.</li> </ul> | <ul style="list-style-type: none"> <li>• In order to integrate the comments of local administration, opinions of 43 province under 12 eligible NUTS II Regions have been taken</li> <li>• In order to build a more coherent partnership MoLSS has put activities under Technical Assistance component, which will assist both MoLSS and stakeholder to establish a better partnership.</li> <li>• In order to provide a better consultation mechanism with the NGO’s and ensure their presentation in the Monitoring Committee OS will support establishment of forum for NGO’s under Technical Assistance component.</li> </ul> |
| 24                        | <p><b><u>Analysis of The Current Situation</u></b></p> <ul style="list-style-type: none"> <li>• It is therefore recommended to add economic performance data for Turkish SMEs and data regarding the productivity of the Turkish economy which could be obtained from the RCOP analysis.</li> </ul>  | <ul style="list-style-type: none"> <li>• This recommendation has not been integrated in the HRD OP since it was a subject of the RC OP. As far as it interest the adaptability the necessary data has been taken under the measure from RC OP to provide coherent action between two OP’s.</li> </ul>  |



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| 29 | <ul style="list-style-type: none"> <li>Regarding the social inclusion part, there could be more explanations regarding the situation of the different target groups.</li> </ul>  | <ul style="list-style-type: none"> <li>Necessary information about the target groups for disadvantage person has been added to the text.</li> </ul>  |
| 57 | <p><b>Effectiveness of the planned strategy</b></p> <ul style="list-style-type: none"> <li>The Operating Structure should enrich the foreseen activities by emphasising a stronger involvement of social partners and private institutions and promote more comprehensive cooperation between the public and the private sector.</li> </ul>  | <ul style="list-style-type: none"> <li>The OS aims in any measure and activity the cooperation between private and public sector. Private and Public sector cooperation is selection criteria for all measures. Furthermore the finding derives mainly for the comments on measure 3.1, in order to strengthen the private sector involvement and 3.2 about the involvement of employers, in order to overcome the possible weakness' the activities have been revised accordingly.</li> </ul> |
| 61 | <ul style="list-style-type: none"> <li>For measure 1.2 it has been stated that "The measure does not foresee activities in relation to career planning which might open Turkish women's' eyes for the opportunities they have."</li> </ul>   | <ul style="list-style-type: none"> <li>Activities have been added under eligible actions in order to ensure career planning activities for target group women.</li> </ul>  |
| 63 | <ul style="list-style-type: none"> <li>For measure 3.2 it has been stated that "There is no training foreseen for employers. It will thus be difficult to get them involved, without which achievement of objectives seems almost excluded."</li> </ul>  | <ul style="list-style-type: none"> <li>Activities have been added under eligible actions in order to ensure the involvement of the employers.</li> </ul>   |
| 64 | <ul style="list-style-type: none"> <li><b>As far as the gecekondu issue is concerned, there should be a stronger focus on community centres to be erected within these areas which would take account of the often weak infrastructure and allow people to stay there and use public services on the spot.</b></li> </ul>  | <ul style="list-style-type: none"> <li>As regards to community centres on measure 4.2, activities under this measure envisage the usage of this centres as well, however it will be not possible to establish new community centres, while it will require an infrastructure investment which doesn't seem eligible and will cost much.</li> </ul>   |
| 69 | <p><b>Quantification of Objectives</b></p> <ul style="list-style-type: none"> <li>In general, the European Commission looks for a smaller set of indicators. According to Art. 155 No. 2 lit. d), the targets "shall be quantified, when appropriate, using a limited number of result indicators. These indicators shall make it possible to determine the progress for implementing the selected measures, including the effectiveness of the targets attached to the priority axis and measures".</li> <li>The Operating Structure should yet not try to cover all target regions and growth centres when it comes to studies and analyses. Achieving such a target is very likely to fail</li> </ul> | <ul style="list-style-type: none"> <li>Generally all the indicators of the HRD OP have been revised in line with the approach of the Commission.</li> <li>Activities for studies and analysis have been taken out from the HRD OP.</li> </ul>  |
| 71 | <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>New indicators should be added like number of childcare and elderly care</li> </ul>  | <ul style="list-style-type: none"> <li>Putting number of childcare and elderly care facilities is not meaningful due to the fact that</li> </ul>   |

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|       | facilities, number of women using the childcare and elderly care facilities  | investment and building a facility is not possible in HRD OP and accordingly it is not possible to put a target. Other related indicators have been revised already.  |
| 72    | <ul style="list-style-type: none"> <li>No operation regarding employment guaranteed courses. Either add an operation or delete indicators.</li> </ul>  | <ul style="list-style-type: none"> <li>Operation is added.</li> </ul>   |
| 73    | <ul style="list-style-type: none"> <li>Add indicator: Number of databases and information systems</li> </ul>   | <ul style="list-style-type: none"> <li>Related operation has been already deleted.</li> </ul>   |
| 74    | <ul style="list-style-type: none"> <li>Number of monitor mechanisms should be added, result indicator should be increased</li> </ul>   | <ul style="list-style-type: none"> <li>The comments are reflected to the indicators.</li> </ul>   |
| 75-79 | <ul style="list-style-type: none"> <li>Comments on the education and LLL indicators</li> </ul>   | <ul style="list-style-type: none"> <li>There has been already a comprehensive revision on the education indicators. The comment made is out of date.</li> </ul>   |
| 82    | <ul style="list-style-type: none"> <li>Indicator not consistent: “training systems” should be developed, but only “trainings” will be counted. Objective not reflected in an operation as far as work organisation is concerned. Indicator is not backed by an operation, only by the specific objective. Training for employers should be added.</li> </ul>   | <ul style="list-style-type: none"> <li>Training systems sentence is changed as trainings. Work organisation comment is reflected to the indicator. Training for employers is added.</li> </ul>  |
| 83-84 | <ul style="list-style-type: none"> <li>Indicator needed: number of programmes.</li> <li>Number of people benefiting from guidance and counselling service must be higher.</li> <li>Indicator needed: number of awareness raising actions (output) number of people reached (result).</li> <li>Add surveys to sources of verification.</li> <li>Ratio of 1:10 between trainings and participants seems rather low, should be enhanced.</li> </ul>   | <ul style="list-style-type: none"> <li>Programme based operation is deleted.</li> <li>Indicator is revised and the comment is reflected into it.</li> <li>The output indicator and result indicator approaches are different between Commission and Ex-ante evaluation team. Commission’s approach is followed.</li> <li>Surveys are added to s.o.v.</li> <li>It has been already revised.</li> </ul>   |
| 85-86 | <ul style="list-style-type: none"> <li>Indicator needed: number of staff trained on database usage.</li> <li>Indicators needed based on financial support of described activities.</li> <li>Additional indicators desirable for report requirements.</li> </ul>  | <ul style="list-style-type: none"> <li>It has been already reflected.</li> <li>The comment is not clear. No change.</li> <li>These have already been reflected.</li> </ul>  |
| 87-88 | <ul style="list-style-type: none"> <li>Indicators needed</li> </ul>  | <ul style="list-style-type: none"> <li>The comments are reflected to the tables. New indicators are added.</li> </ul>   |
| 91    | <p><b>Sustainability of Results</b></p> <ul style="list-style-type: none"> <li>A certain level of institutional and financial sustainability might be achievable if eligible activities listed in the TA chapter will be carried out. Yet, in relation to project promoters, the TA chapter is still quite weak and does not foresee targeted activities which might encourage any kind of sustainability-driven actions.</li> <li>The lack of a coherent mainstreaming strategy is a serious drawback for the process of achieving long term financial and – more important – policy sustainability.</li> </ul> | <ul style="list-style-type: none"> <li>In order to provide sustainability of results, project promoters will be asked to provide necessary data on how they will ensure sustainability in the frame of administrative, financial and activity based actions. This will be pre-requisite for the project selection. Furthermore, trainings will be given to project promoters on these issues as well under Technical Assistance component.</li> <li>In order to establish a mainstreaming strategy the Programming unit has been appointed. It will be the task of this unit to disseminate the results from the 12 NUTS II regions on national level and manage mainstreaming activities.</li> </ul> |
|       | <p>Absorption Capacities</p> <ul style="list-style-type: none"> <li>There are still doubts about grant</li> </ul>  | <ul style="list-style-type: none"> <li>MoLSS and its affiliated bodies and other public</li> </ul>  |

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|     | <p>schemes when it comes to measures where the participation of NGOs, private sector institutions and especially enterprises is foreseen. Even the growth centres will probably not have enough well-equipped institutions which could present eligible applications to the Operating Structure</p>  | <p>institutions are having enough experience on former Grant Scheme Programmes which have been successfully implemented. Furthermore MoLSS as OS will provide technical assistance support and consultancy for potential project promoters necessary activities are integrated under the TA component.</p>  |
| 129 | <p>Conclusions and Recommendations Regarding HRDOP Implementation</p> <ul style="list-style-type: none"> <li>• The foreseen division of units within the HRDOP OS should be revised and streamlined in the view of the recommendations on IPA structures formulated by the ESC project. Thus, instead of five units there should only be three (Programming, Monitoring &amp; Evaluation, Technical Assistance &amp; Implementation, and Quality Assurance &amp; Control).</li> <li>• Functions and staffing of the units' employees have to be described in detail at least in the Implementation Manuals</li> <li>• The institutions invited for membership to the Sectoral Monitoring Committee should be listed in detail.</li> <br/> <li>• The setup of the Monitoring Committee should ensure the representation of regional and local actors from the targeted 12 NUTS II regions and 15 growth centres. This does not mean that every target area should be represented, but the programme should avoid focussing only on central government and Ankara-based stakeholders.</li> <li>• The gender balance within the Monitoring Committee should be ensured by the OS by setting up clear regulations. Rules of procedure have to be set up as soon as possible.</li> <li>• The steering functions of the MIS for the achievement of programme objectives should be reflected within the OP. It is also needed to describe the cooperation with the other OSs in general and SPO in particular.</li> <li>• The establishment of a functional independent evaluation team should be avoided in order not to produce overlapping tasks with the Evaluation (sub-) Committee.</li> <li>• The roles and functions of institutions supporting the OS in the implementation of HRDOP should be formulated in detail with a view to the transfer to accredited Implementing Bodies.</li> <li>• The Selection Committee should be</li> </ul> | <ul style="list-style-type: none"> <li>• The foreseen structure has been developed in line with the consultation process with the NAO which will be responsible for the national accreditation. Regarding the functions and responsibilities of each unit the OS does not agree that Programming, Monitoring and Evaluating should gathered under one unit as well as technical assistance and Implementation Units.</li> <br/> <li>• In line with the ongoing training and work load analysis such information will be integrated on the manual and OP.</li> <li>• The institutions invited for membership are already mentioned under the partnership section. In order to avoid duplication, in the implementation section a different approach has been followed and they have been stated as groups.</li> <br/> <li>• The regional and local actors will be able to take part in the Monitoring Committee meetings with the new set up</li> <br/> <li>• Gender balance issues will be dealt in the Implementation manuals.</li> <br/> <li>• Such details will be dealt after their finalisation in the Implementation manuals.</li> <br/> <li>• The establishment of a functional independent evaluation team was a recommendation of the Commission. In order to</li> <br/> <li>• Such details will be dealt after their finalisation in the Implementation manuals.</li> <br/> <li>• Such details will be dealt after their finalisation in</li> </ul> |

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|  | <p>organised as a sub-committee of the Sectoral Monitoring Committee.</p> <ul style="list-style-type: none"> <li>• SPO should urge MoLSS to develop a transparent delivery mechanism and describe it in detail in chapter 5 of HRDOP.</li> <li>• MoLSS should enhance the communication strategy with elements directed at the final beneficiaries' active participation and develop a mainstreaming strategy in order to ensure the impact of HRDOP.</li> </ul> | <p>the Implementation manuals.</p> <ul style="list-style-type: none"> <li>• Such details will be dealt after their finalisation in the Implementation manuals.</li> <li>• Such details will be dealt after their finalisation in the Implementation manuals.</li> </ul> |
|--|--|---|

## 2. ASSESSMENT OF MEDIUM TERM NEEDS, OBJECTIVES AND STRATEGIC PRIORITIES

### 2.1. SOCIO-ECONOMIC ANALYSIS AND SWOT

#### CURRENT SOCIO-ECONOMIC SITUATION

#### LABOUR MARKET AND EMPLOYMENT

##### 1. General Overview of the Labour Market<sup>5</sup>

The first feature of the labour market in Turkey is the low labour force participation rate. LFS data for 1988-2006 reveal that the population between 15-64 years of age increased by 48 % whereas employment rate increased only by 24 %, reflecting nearly 50 % of labour force participation throughout the period.

The second feature is the limited job creation capacity of the economy despite high growth rates especially in the aftermath of the economic crisis in 2001. The fast economic growth trend especially after 2002 has not been reflected on similar employment growth rates. Since 2002, accumulated GDP growth has been 24 % whereas employment growth in urban areas has been 13 % and employment in rural areas has decreased by 7 %. Net job creation in the 2002-2005 period has been only around 750 thousand.

Table 17: Labour Force, 2000-2006 (15-64 years of age)

|                                     | 2000   | 2001   | 2002   | 2003   | 2004   | 2005   | 2006   |
|-------------------------------------|--------|--------|--------|--------|--------|--------|--------|
| Population at 15-64 years of age    | 42.614 | 43.457 | 44.226 | 44.977 | 45.813 | 46.622 | 47.392 |
| Labour Force                        | 22.330 | 22.732 | 23.117 | 22.964 | 23.609 | 23.928 | 24.196 |
| Labour Force Participation Rate (%) | 52,4   | 52,3   | 52,3   | 51,1   | 51,5   | 51,3   | 51,1   |
| Female (%)                          | 28,0   | 28,5   | 29,5   | 28,1   | 27,0   | 26,5   | 26,7   |

<sup>5</sup> Unless otherwise stated, the labour market data used is for working age population, i.e., 15-64 age group.

|                             |        |        |        |        |        |        |        |
|-----------------------------|--------|--------|--------|--------|--------|--------|--------|
| Male (%)                    | 76,9   | 76,1   | 75,1   | 74,0   | 76,1   | 76,2   | 75,5   |
| Employment                  | 20.836 | 20.771 | 20.659 | 20.475 | 21.117 | 21.413 | 21.754 |
| Employment Rate (%)         | 48,9   | 47,8   | 46,7   | 45,5   | 46,1   | 45,9   | 45,9   |
| Female (%)                  | 26,2   | 26,3   | 26,6   | 25,2   | 24,3   | 23,7   | 23,8   |
| Male (%)                    | 71,7   | 69,3   | 66,9   | 65,9   | 67,9   | 68,2   | 68     |
| Unemployed                  | 1.494  | 1.961  | 2.458  | 2.489  | 2.492  | 2.515  | 2.442  |
| Unemployment Rate (%)       | 6,7    | 8,6    | 10,6   | 10,8   | 10,6   | 10,5   | 10,1   |
| Rural (%)                   | 4,1    | 5,0    | 6,0    | 6,9    | 6,2    | 7,1    | 6,8    |
| Urban (%)                   | 8,9    | 11,6   | 14,3   | 13,9   | 13,7   | 12,8   | 12,2   |
| Young Unemployment Rate (%) | 13,1   | 16,2   | 19,2   | 20,5   | 19,7   | 19,3   | 18,7   |

Source: TURKSTAT

The third feature of the labour market is the transformation in the economy and consequently in employment away from agriculture. The decreasing share of agriculture in the economy and migration from rural to urban areas shape the labour market in urban areas. Unqualified labour force out of agriculture sector and migration towards cities causes especially women to leave the labour force.

The overall situation of the labour market in 12 NUTS II regions that constitute the base for HRD OP is provided below.

Table 18: Overall situation of the labour market in 12 NUTS II regions, 2006

|   | Turkey | NUTS II total | NUTS II Average | TR 63 | TR 72 | TR 82 | TR 83 | TR 90 | TR A1 | TR A2 | TR B1 | TR B2 | TR C1 | TR C2 | TR C3 |
|---|--------|---------------|-----------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Population 15 years and over              | 51,668 | 16.910        | 1.409           | 1.909 | 1.769 | 603   | 2.136 | 2.348 | 888   | 625   | 1.281 | 1.137 | 1.349 | 1.782 | 1.083 |
| Labour Force                              | 24.776 | 7.769         | 647             | 858   | 710   | 337   | 1.159 | 1.462 | 430   | 324   | 564   | 472   | 546   | 575   | 332   |
| Labour Force Participation Rate (%)       | 48     |               | 45,6            | 45    | 40,1  | 55,9  | 54,3  | 62,3  | 48,4  | 51,8  | 44,0  | 41,5  | 40,5  | 32,3  | 30,6  |
| Employed                                  | 22.330 | 7.044         | 587             | 754   | 630   | 320   | 1.083 | 1.378 | 406   | 307   | 487   | 431   | 463   | 505   | 280   |
| Agriculture (%)                           | 27,3   |               | 30,6            | 23,1  | 20,5  | 46,8  | 36,6  | 32,2  | 34,1  | 42,8  | 31,1  | 36,9  | 20    | 23,6  | 19,5  |
| Industry (%)                              | 25,4   |               | 19,3            | 27,7  | 26,4  | 13,8  | 20,2  | 18,4  | 11,7  | 8,2   | 17,7  | 13,4  | 37,7  | 17,7  | 18,7  |
| Services (%)                              | 47,3   |               | 50,1            | 49,1  | 52,9  | 39,4  | 43,3  | 49,4  | 54,1  | 49    | 51,3  | 49,7  | 42,6  | 58,4  | 61,9  |
| Employment Rate (%)                       | 43,2   |               | 41,4            | 39,5  | 35,6  | 53,1  | 50,7  | 58,7  | 45,8  | 49,1  | 38    | 37,9  | 34,3  | 28,4  | 25,8  |
| Unemployed                                | 2.446  | 722           | 60              | 104   | 80    | 17    | 76    | 84    | 23    | 17    | 77    | 40    | 83    | 69    | 52    |
| Unemployment Rate (%)                     | 9,9    |               | 9,7             | 12,1  | 11,3  | 5,0   | 6,6   | 5,7   | 5,4   | 5,2   | 13,7  | 8,5   | 15,1  | 12    | 15,7  |
| Unemployment Rate Outside Agriculture (%) | 12,6   |               | 14,1            | 16,4  | 14,6  | 11,2  | 12,4  | 11,1  | 9,2   | 11,1  | 21,8  | 15,2  | 16,3  | 12    | 17,8  |

Source: TURKSTAT

The first point that can be inferred from the figures above is that averages of 12 NUTS II regions are lower than Turkey's averages with regard to labour force participation, employment and

unemployment rates despite differences among regions themselves. Secondly, in the eligible regions, average share of agriculture in employment is higher than country averages and average share of industry in employment is lower than Turkish averages. In terms of employment in services sector, all 12 regions are around country averages.

Non agricultural unemployment is the highest in TRB1 and higher than the country average on average. This may be the result of high migration from rural villages and agricultural dissolution. In regions where the share of agriculture is high, labour force participation rate is high and unemployment rate is lower. Therefore, agriculture is a determining factor in labour market features in Turkey.

## **2. Labour Force Participation**

Labour force participation rate is low and has been decreasing in the last years. The labour force participation rate, that was 60.1 % in 1988, has decreased to 55.2 % in 1999. Following the economic crisis in 2001, it decreased further and reached 51.3 % in 2005.

Between 1988 and 2005 labour force participation rate decreased both in urban and rural areas, but the decrease was more evident in rural areas (from 70.5 % in 1988 to 56.9 % in 2005) than in urban areas (from 50.4 % in 1988 to 48.1 % in 2005) as a result of shrinking share of agriculture. Due to the partly still dominant agricultural subsistence economy, the labour force participation rate in rural areas continues to be higher than that in urban areas. To give comparative figures, for the 15-64 age group, the labour force participation rate in EU25 countries was 70.3 % whereas it was 51.3 % in Turkey in 2005.

Labour force participation of women is remarkably lower than that of men, both in urban and in rural areas. In 2005, the labour force participation rate was 78.2 % for men and 36.5 % for women in rural areas and 75.1 % and 20.6 % in urban areas, respectively. Therefore, the difference between male and female labour force participation rates is more evident in urban areas.

When the labour force participation rate is examined by age groups, it is observed that in all age groups the participation rate of men is close to EU25 averages whereas it is dramatically lower than EU25 averages for women. The difference is much more evident for women between the ages of 25-54 (75.4 % in EU25; 28.4 % in Turkey).

The primary reason for low participation rates is women's low participation into labour force. The primary reasons for the low labour force participation of women are their limited employability and the limited child and elderly-care facilities.

In spite of the increasing education level and decreasing fertility rate of women, the decrease in agricultural employment and increase in migration from rural to urban areas result in the withdrawal of women from the labour market. Women who are unqualified and whose education levels cannot meet the increasing demands of the labour market lose their hopes to find a job. Coupled with cultural barriers preventing women's labour participation and limited employment opportunities, women become "discouraged" and do not attempt to enter the labour market.

In comparison with EU25, low labour force participation rates of women are evident. The male labour force participation rate of 76.2 % is close to the EU25 average of 77.9 % whereas the female labour force participation rate of 26.5 % is substantially lower than the EU25 average of 62.9 %.

Between 1988 and 2005, the population not in labour force increased by 81 % and, in 2005, reaching a total of 22.6 million people, 5.5 million of which are men (1.8 million in rural and 3.7 million in urban areas) and 17.1 million women (5.5 million in rural and 11.6 million in urban areas). While the major part of the male population not in the labour force is composed of students and pensioners, 12.3 million housewives constitute the largest group among women.

In order to increase women’s participation in the labour market, several studies and projects are being carried out by both public and private institutions. In terms of legislation, “By-Law on the Working Conditions of Pregnant or Breastfeeding Women, Breastfeeding Rooms and Child Elderly Homes”, “By-Law on the Working Conditions of Female Workers at Night Shifts” and Prime Ministry Decree on “Application of the Principle of Equality in recruitment” are important regulations. One of the target groups of Active Labour Markets Project funded by EU is women. Besides, there are many projects run by public institutions, social partners and NGOs on women’s employment.

Regarding female labour force participation in the 12 NUTS II regions, limited educational attainment of the female population is evident as can be inferred from the table 19.

Table 19: Population not in labour force, female, 2006 (thousand persons)

| Regions | Illiterate | Lower secondary | Secondary & vocational secondary | University | Total |
|---------|------------|-----------------|----------------------------------|------------|-------|
| TR 63   | 197        | 451             | 93                               | 13         | 755   |
| TR 72   | 182        | 496             | 92                               | 10         | 780   |
| TR 82   | 43         | 127             | 20                               | 3          | 194   |
| TR 83   | 165        | 445             | 85                               | 9          | 705   |
| TR 90   | 154        | 304             | 115                              | 20         | 594   |
| TR A1   | 77         | 210             | 43                               | 4          | 333   |
| TR A2   | 90         | 119             | 21                               | 3          | 233   |
| TR B1   | 154        | 274             | 74                               | 8          | 510   |
| TR B2   | 230        | 242             | 31                               | 2          | 505   |
| TR C1   | 213        | 361             | 49                               | 6          | 629   |
| TR C2   | 449        | 355             | 55                               | 4          | 863   |
| TR C3   | 247        | 244             | 34                               | 4          | 529   |

Source: TURKSTAT

In all regions, except TRC2 and TRC3, women with an educational attainment lower than secondary school constitute the biggest group. Illiterate female population is most widespread in those regions.

### 3. Employment

The employment rate, which was always around 50 % since 1988, has fallen down after 1999. Following the economic crisis, it decreased to 45.9 % in 2006 (68 % for men and 23.8 % for women). As regards rural-urban employment, the employment rate is approximately 40 % in urban areas while it is approximately 50 % in rural areas, the latter being due to agricultural employment. Similar to labour force participation rates, while male employment is closer to EU25 averages, the employment rate of women is lower than the half of the EU25 average.

Table 20: Employment Rates, 2000-2006

|          | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 |
|----------|------|------|------|------|------|------|------|
| Turkey   | 48,9 | 47,8 | 46,7 | 45,5 | 46,1 | 45,9 | 45,9 |
| - Male   | 71,7 | 69,3 | 66,9 | 65,9 | 67,9 | 68,2 | 68   |
| - Female | 26,2 | 26,3 | 26,6 | 25,2 | 24,3 | 23,7 | 23,8 |
| Urban    | 42,3 | 40,9 | 40,1 | 39,8 | 40,6 | 42,0 | 42,4 |
| - Male   | 68,2 | 66,0 | 63,4 | 63,0 | 64,9 | 66,3 | 66,2 |
| - Female | 16,0 | 15,5 | 16,5 | 16,2 | 16,1 | 17,1 | 17,9 |
| Rural    | 59,2 | 58,9 | 57,5 | 55,0 | 55,4 | 52,9 | 52,3 |
| - Male   | 77,2 | 74,8 | 72,7 | 70,8 | 73,0 | 71,6 | 71,4 |
| - Female | 41,7 | 43,4 | 42,7 | 39,8 | 38,2 | 34,9 | 34,2 |

Source: TURKSTAT, LFS

The share of agricultural sector in total employment is constantly decreasing in the last two decades. While more than half of the population was employed in agriculture in 1980, this rate decreased to 46.8 % in 1990, 34.3 % in 2000 and 25.8 % in 2006. Approximately 5.6 million persons out of a total of 21.7 million employed work in agriculture.

While shares of construction and industry sectors remain constant in the 2000-2006 period, the decrease in employment in agriculture reflects itself as an increase in employment in services. In the 2000-2005 period, the share of agriculture in total employment decreased by 8.5 % and the share of services increased by 7.1 %. The share of service sector employment in Turkey is still low in comparative terms and there is room to increase its share especially in rural areas.

Table 21: Employment by Employment Status and Economic Activity, 2005-2006

|                          | Total |      | Male |      | Female |      |
|--------------------------|-------|------|------|------|--------|------|
|                          | 2005  | 2006 | 2005 | 2006 | 2005   | 2006 |
| <i>Employment Status</i> | 100   | 100  | 100  | 100  | 100    | 100  |
| Salary/Wage earner       | 48,3  | 50,5 | 51,3 | 53,5 | 39,4   | 42,2 |
| Daily waged              | 7,4   | 7,3  | 8,0  | 7,9  | 5,7    | 5,7  |
| Employer                 | 5,1   | 5,3  | 6,5  | 6,8  | 0,9    | 1,2  |
| Self Employed            | 23,4  | 22,3 | 27,0 | 25,7 | 13,1   | 12,7 |
| Unpaid family worker     | 15,9  | 14,5 | 7,2  | 6,1  | 40,9   | 38,3 |
| <i>Economic Activity</i> | 100   | 100  | 100  | 100  | 100    | 100  |
| Agriculture              | 27,9  | 25,8 | 20,1 | 18,3 | 50,2   | 47,2 |
| Industry                 | 19,9  | 20,2 | 21,6 | 22,1 | 14,9   | 14,7 |
| Construction             | 5,4   | 5,8  | 7,2  | 7,6  | 0,5    | 0,6  |
| Services                 | 46,8  | 48,2 | 51,1 | 52,0 | 34,3   | 37,4 |

Source: TURKSTAT

As Table 13 indicates, men work intensively in services sector and women in agriculture. In terms of employment status, almost all women working in agriculture are unpaid family workers. Nearly two fifth of the female employees and half of all male employees work as wage earners. These data reveal the need to direct women to the service sector in order to increase labour force participation and employment rates.



As regards employment in the 12 eligible NUTS II regions, firstly, the average of employment in agriculture in 12 eligible NUTS II regions is higher than the country average as can be inferred from Table 18. It is remarkably high in some regions like TR82, TR83, and TR A2. Secondly, the employment rate is generally lower than the country average except in regions where employment in agriculture is high. This reveals the limited job opportunities in the region on the one hand, and lack of qualifications of the labour force on the other.

#### 4. Unemployment

The unemployment rate which was approximately 8 % in the 1988-1995 period, decreased to 7 % on average in the 1995-1999 period and to 6.7 % in 2000. Following the economic crisis of 2000, unemployment rate increased and stayed almost constant for the last five years. Although the average unemployment rate is slightly higher than EU25 averages, unemployment rates outside agriculture, that were 12.7 % on average, 11.4 % for men and 18 % for women in 2006, are much higher than EU averages.

Table 22: Unemployment Rates

|          | 1990 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 |
|----------|------|------|------|------|------|------|------|------|
| Turkey   | 8,2  | 6,7  | 8,6  | 10,6 | 10,8 | 10,6 | 10,5 | 10,1 |
| - Male   | 8,0  | 6,8  | 8,9  | 11,0 | 11,0 | 10,8 | 10,5 | 9,9  |
| - Female | 8,7  | 6,5  | 7,8  | 9,8  | 10,5 | 10,0 | 10,6 | 10,6 |
| Urban    | 12,1 | 8,9  | 11,6 | 14,3 | 13,9 | 13,7 | 12,8 | 12,2 |
| - Male   | 9,6  | 7,8  | 10,3 | 13,1 | 12,6 | 12,6 | 11,7 | 11,0 |
| - Female | 23,7 | 13,0 | 16,7 | 18,7 | 18,4 | 18,0 | 17,1 | 16,4 |
| Rural    | 5,1  | 4,1  | 5,0  | 6,0  | 6,9  | 6,2  | 7,1  | 6,8  |
| - Male   | 6,2  | 5,2  | 6,8  | 7,7  | 8,3  | 7,7  | 8,5  | 8,0  |
| - Female | 3,5  | 2,2  | 1,8  | 3,1  | 4,4  | 3,3  | 4,3  | 4,5  |

Source: TURKSTAT, LFS

Table 22 reveals two major challenges as regards unemployment. Firstly, it is more widespread in urban areas than in rural areas where agricultural employment is abundant. This signals inadequate job creation in urban areas and mismatch between the skills supplied and demanded. Since job creation in the economy depends on various policies most of which are beyond the scope of the intervention proposed by means of IPA funds, measures related with labour supply will be focused throughout the HRD OP.

Secondly, the highest unemployment is observed among women in urban areas. In rural areas, employment in agriculture mainly in the form of unpaid family work results in low unemployment.

Another major challenge in the labour market that the HRD OP will tackle is youth unemployment (i.e., unemployment among 15-24 years of age). The disadvantageous position of the young in the labour market can be analysed in terms of four characteristics. Firstly, the youth unemployment rate is nearly twice as high as average unemployment rates (18.7 % and 10.1 % respectively in 2006). Secondly, it is increasing more rapidly than average unemployment. In the 2000-2005 period, there has been an increase in youth unemployment of 5.6 % while the average

unemployment rate increased by 3.4 %. Thirdly, it is higher in urban areas than in rural areas (21.5 % and 14.1 % respectively in 2006). Fourthly, it is more common among men in rural areas and women in urban areas. On average, female youth unemployment has increased more rapidly than male youth unemployment.

As regards to reducing youth unemployment, Turkey has recently joined ILO's initiative "Youth Employment Network (YEN)". ILO will prepare an analytical report on the current situation of youth unemployment till the end of 2007. Within this framework ISKUR in cooperation with ILO is expected to submit its national youth employment action plan.

Table 23: Unemployment in 15-24 Age Group

| Year | Average | Male | Female |
|------|---------|------|--------|
| 2000 | 13,1    | 13,7 | 11,9   |
| 2001 | 16,2    | 17,2 | 14,4   |
| 2002 | 19,2    | 20,3 | 17,1   |
| 2003 | 20,5    | 21,4 | 18,9   |
| 2004 | 19,7    | 20,1 | 18,8   |
| 2005 | 19,3    | 19,3 | 19,3   |
| 2006 | 18,7    | 18,2 | 19,7   |

Source: TURKSTAT, LFS

As regards to youth unemployment in eligible NUTS II regions it can be inferred from the table below that it is higher than country averages in TR63, TR72, TRA2, TRB1, TRB2, and TRC3. Therefore, these regions may be given priority in operations.

Table 24: Youth unemployment according to gender and education, 2006;  
(F: female, M: male)

| Regions |   | Illiterate | Lower secondary | Secondary and vocational secondary | University | Average | Average |
|---------|---|------------|-----------------|------------------------------------|------------|---------|---------|
| TR 63   | M | 29,3       | 15,0            | 23,1                               | 36,1       | 25,9    | 24,9    |
|         | F | 8,5        | 14,9            | 35,4                               | 36,6       | 23,9    |         |
| TR 72   | M | 0,0        | 22,0            | 27,6                               | 34,9       | 21,1    | 28,0    |
|         | F | 22,3       | 18,9            | 63,8                               | 34,2       | 34,8    |         |
| TR 82   | M | 0,0        | 9,5             | 16,4                               | 21,9       | 12,0    | 12,9    |
|         | F | 0,0        | 4,6             | 35,5                               | 15,4       | 13,9    |         |
| TR 83   | M | 0,0        | 11,6            | 18,2                               | 30,7       | 15,1    | 15,2    |
|         | F | 2,7        | 4,3             | 25,1                               | 28,9       | 15,3    |         |
| TR 90   | M | 0,0        | 18,5            | 20,1                               | 24,4       | 15,8    | 16,5    |
|         | F | 0,0        | 3,6             | 29,4                               | 36,2       | 17,3    |         |
| TR A1   | M | 45,5       | 14,6            | 14,7                               | 13,4       | 22,1    | 15,8    |
|         | F | 0,0        | 0,0             | 14,7                               | 23,1       | 9,5     |         |
| TR A2   | M | 19,3       | 12,0            | 22,9                               | 32,1       | 21,6    | 19,1    |
|         | F | 0,0        | 3,3             | 45,9                               | 16,9       | 16,5    |         |
| TR B1   | M | 23,0       | 24,2            | 48,3                               | 41,8       | 34,3    | 32,5    |
|         | F | 0,0        | 7,3             | 46,7                               | 68,8       | 30,7    |         |

|    |   |      |      |      |      |      |      |
|----|---|------|------|------|------|------|------|
| TR | M | 19,6 | 12,9 | 29,4 | 32,6 | 23,6 | 23,6 |
| B2 | F | 0,0  | 3,5  | 47,7 | 42,7 | 23,5 | 23,6 |
| TR | M | 51,7 | 23,1 | 23,7 | 11,8 | 27,6 | 15,4 |
| C1 | F | 0,0  | 2,5  | 0,0  | 10,0 | 3,1  | 15,4 |
| TR | M | 24,5 | 21,6 | 22,3 | 22,2 | 22,7 | 16,7 |
| C2 | F | 1,7  | 3,6  | 20,9 | 16,4 | 10,7 | 16,7 |
| TR | M | 16,1 | 24,6 | 36,8 | 34,9 | 28,1 | 30,6 |
| C3 | F | 14,8 | 27,5 | 48,3 | 41,6 | 33,1 | 30,6 |

Source: TURKSTAT

Secondly, youth unemployment has differences among regions according to gender and educational level. In regions TR63, TRA1, TRA2, TRB1, TRC1, and TRC2 unemployment rate is higher for men whereas it is higher for women in the other regions. As regards to education level, on the other hand, the correlation between unemployment and education level is much more evident for women. Although there is no constant correlation for all regions, it can be derived from the data that unemployment among women with secondary or higher level of education is much higher than unemployment among illiterate and lower secondary graduates. The main reason for this is the fact that labour force participation is positively related with education level in Turkey as explained in the part below.

For men, on the other hand, the positive relation between education level and unemployment is less visible. Although unemployment among university graduates is widespread, it is the highest for illiterate in TRA1 and in TRC1.

The reasons for high youth unemployment rates are threefold. Firstly, as a result of the fact that activity rates are positively related with the education level, highly educated young participate more in the labour market and become unemployed if the job creation is not adequate. Secondly, the link between the education system and labour market is not adequate which makes transition from school-to-work inefficient. This may result in staying in education or waiting for better positions. Thirdly, the mismatch between the skills of the labour force and skills demanded is valid for the young as well.

Every year, working age population is increasing by nearly 700-800 thousand. According to the LFS for 2006, non-agricultural employment increased compared to the same period of the previous year by 689 thousand while the increase in the working age population in the same period was 842 thousand. On the other hand, there was a decline in agricultural employment of 405 thousand.

## 5. Educational Attainment of the Labour Force

Educational attainment level of the labour force is low as compared to EU countries. In 2005, 62 % of the labour force had under secondary school level of education and only 12 % of total labour force is high school and university graduates. Labour force participation rate is positively related with education level and this relation is more striking for women. Labour force participation of women is 31 % for upper secondary school graduates where it rises to 70 % for high school and university graduates. The increase in the education level, coupled with the declining share of agriculture and rapid urbanization may lead to a rise in labour force participation rates in the coming years thus resulting in increased unemployment rates unless sound employment policies are formed accordingly.

Unemployment is more widespread for those with high educational attainment. The main reasons behind this are higher activity rates for the qualified as compared to those with lower educational attainment, higher demands of getting a job that corresponds to the education attained and inadequate capacity of the labour market to create qualified jobs. This implies a mismatch between the education system and the requirements of the labour market which needs measures on school-to-work transition, restructuring of the education system addressing the needs of the labour market and stimulation of more and better jobs. Especially higher unemployment rates among the vocational and technical education graduates and university graduates reveal the ineffectiveness in these three areas.

Table 25: Labour Force by Education Level, 2006

|                        | <b>Labour Force</b> | <b>Employed</b> | <b>Unemployed</b> | <b>Labour Force Participation Rate (%)</b> | <b>Unemployment Rate (%)</b> |
|------------------------|---------------------|-----------------|-------------------|--|------------------------------|
| <i>Total</i>           | <i>24.196</i>       | <i>21.754</i>   | <i>2.442</i>      | <i>51,1</i>                                | <i>10,1</i>                  |
| Illiterate             | 1.045               | 992             | 53                | 24,8                                       | 5,1                          |
| Under secondary school | 14.752              | 13.343          | 1.409             | 49,0                                       | 9,6                          |
| Secondary School       | 5.343               | 4.656           | 687               | 57,8                                       | 12,9                         |
| University             | 3.056               | 2.764           | 293               | 80,3                                       | 9,6                          |
| <i>Male</i>            | <i>17.870</i>       | <i>16.097</i>   | <i>1.773</i>      | <i>75,5</i>                                | <i>9,9</i>                   |
| Illiterate             | 326                 | 285             | 41                | 53,6                                       | 12,7                         |
| Under secondary school | 11.360              | 10.215          | 1.145             | 75,1                                       | 10,1                         |
| Secondary School       | 4.181               | 3.750           | 431               | 74,6                                       | 10,3                         |
| University             | 2.004               | 1.848           | 156               | 86,4                                       | 7,8                          |
| <i>Female</i>          | <i>6.326</i>        | <i>5.656</i>    | <i>669</i>        | <i>26,7</i>                                | <i>10,6</i>                  |
| Illiterate             | 718                 | 707             | 12                | 20,0                                       | 1,6                          |
| Under secondary school | 3.392               | 3.128           | 264               | 22,6                                       | 7,8                          |
| Secondary School       | 1.162               | 906             | 257               | 31,9                                       | 22,1                         |
| University             | 1.053               | 916             | 137               | 70,8                                       | 13,0                         |

Source: TURKSTAT, LFS

## 6. Unregistered employment

Undeclared work (or unregistered employment)<sup>6</sup> is another challenge of the Turkish labour market. It constitutes nearly the half of the employment, although there is a slight decline between

<sup>6</sup> According to the definition of TURKSTAT, it covers employees not registered to any social security institution

2000 and 2006. An insight to the figures presented in Table 26 reveals two main types of undeclared work in agricultural and non-agricultural sectors, which require two different types of intervention. It should be noted that the average rate of undeclared work is due to the agricultural sector where the rate of undeclared work is nearly 90 %.

Table 26: Employment Status and Registration to a Social Security Institution

|                        | 2000        | 2001        | 2002        | 2003        | 2004        | 2005        | 2006        |
|------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| <b>Total</b>           | <b>49.5</b> | <b>51.7</b> | <b>51.1</b> | <b>50.6</b> | <b>52.0</b> | <b>49.1</b> | <b>47.5</b> |
| Wage earner            | 14.7        | 15.6        | 19.4        | 18.9        | 21.1        | 22.9        | 22.9        |
| Daily waged            | 81.4        | 83.6        | 89.5        | 91.0        | 91.6        | 92.2        | 91.0        |
| Employer               | 14.5        | 15.6        | 18.1        | 17.6        | 22.1        | 24.2        | 25.1        |
| Self employed          | 62.5        | 66.3        | 63.5        | 64.0        | 64.0        | 63.6        | 63.5        |
| Unpaid family worker   | 93.5        | 97.6        | 98.1        | 98.0        | 96.4        | 95.2        | 95.0        |
| <b>Agriculture</b>     | <b>88.7</b> | <b>91.9</b> | <b>90.4</b> | <b>91.1</b> | <b>90.1</b> | <b>88.1</b> | <b>87.3</b> |
| Wage earner            | 17.9        | 36.7        | 35.3        | 32.6        | 49.2        | 52.3        | 47.7        |
| Daily waged            | 94.2        | 96.4        | 98.8        | 98.0        | 98.4        | 98.3        | 98.2        |
| Employer               | 65.8        | 63.1        | 67.9        | 70.4        | 73.5        | 66.4        | 63.9        |
| Self employed          | 79.2        | 81.7        | 77.7        | 81.2        | 79.4        | 77.5        | 76.4        |
| Unpaid family worker   | 96.1        | 99.7        | 99.7        | 99.6        | 98.4        | 97.9        | 97.8        |
| <b>Non-agriculture</b> | <b>29.1</b> | <b>29.3</b> | <b>31.6</b> | <b>31.4</b> | <b>33.8</b> | <b>34.0</b> | <b>33.7</b> |
| Wage earner            | 14.7        | 15.5        | 19.3        | 18.8        | 20.8        | 22.6        | 22.7        |
| Daily waged            | 78.8        | 81.0        | 87.1        | 89.4        | 89.8        | 90.2        | 88.5        |
| Employer               | 11.0        | 12.8        | 14.9        | 14.5        | 17.9        | 20.7        | 21.8        |
| Self employed          | 41.2        | 43.8        | 44.2        | 42.6        | 46.2        | 50.0        | 51.3        |
| Unpaid family worker   | 74.8        | 81.8        | 87.2        | 86.2        | 83.2        | 80.1        | 80.3        |

Source: TURKSTAT, LFS

In non agricultural activities undeclared work is increasing for the wage earners since 2000. Since non-agricultural employment is more widespread in urban areas, it can be concluded that the first target group in urban areas must be wage earners. The group of daily waged, on the other hand, is one of the most disadvantaged persons in both of the sectors with a remarkably low level of social protection.

In agriculture, almost all of the unpaid family workers are outside the coverage of the social security system. However, it must also be noted that, being outside of the social protection is a characteristic of agricultural employment in Turkey that can be inferred from strikingly high levels of undeclared work in agriculture throughout the period. Since social security legislation does not cover, or partly covers for some periods, the agricultural employees; they are outside the system and, they do not contribute to and benefit from the system.

For the daily waged, informality constitutes a general rule as well since entitlement to social insurance benefits has been limited because of the tight requirements in the legislation. Therefore, it seems more beneficial for the daily waged to accept the job offered in the short run.

As regards wage earners, informality is widespread for sectors (like textile sector) and positions with low qualification requirements, low productivity and thus low wages. Several studies reveal

the fact that big businesses hire high quality workers whose productivity and wages are higher as compared to the average labour force. Therefore, it can easily be concluded that informality continues to exist outside the agriculture for former agricultural employees, for those with low qualifications, and for those who have little prospects for retirement.

Tackling with undeclared work necessitates a commitment and actions should be planned in a long term perspective. It must be noted that measures and financial resources under the HRD OP are neither adequate nor relevant for such an action. By its very nature, activities under the HRD OP will only be complementary and limited in scope and impact. Thus, the aim under the programme will be facilitating the solution for undeclared work by focusing on unregistered employment among wage earners since unregistered employment in agriculture necessitates a wider range of policies.

As regards NUTS II regions, since the data on undeclared work is not available on this level, employment status will be used as an indication of undeclared work as presented.

Table 27: Employment status in eligible 12 NUTS II regions, 2006 (in thousands)

|                            | TR 63 | TR 72 | TR 82 | TR 83 | TR 90 | TR A1 | TR A2 | TR B1 | TR B2 | TR C1 | TR C2 | TR C3 |
|----------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| <b>Total</b>               | 754   | 630   | 320   | 1.083 | 1.378 | 406   | 307   | 487   | 431   | 463   | 505   | 280   |
| Wage earner                | 388   | 336   | 99    | 398   | 482   | 165   | 90    | 210   | 147   | 281   | 269   | 162   |
| Employer and Self employed | 259   | 200   | 114   | 334   | 514   | 120   | 115   | 167   | 156   | 139   | 191   | 99    |
| Unpaid family worker       | 108   | 94    | 107   | 351   | 382   | 122   | 102   | 110   | 129   | 43    | 46    | 19    |
| <b>Agriculture</b>         | 251   | 169   | 188   | 551   | 719   | 193   | 172   | 215   | 209   | 108   | 136   | 56    |
| Wage earner                | 37    | 6     | 2     | 18    | 16    | 4     | 3     | 8     | 7     | 18    | 30    | 8     |
| Employer & Self employed   | 123   | 82    | 85    | 213   | 345   | 75    | 75    | 102   | 88    | 56    | 73    | 38    |
| Unpaid family worker       | 91    | 81    | 101   | 320   | 358   | 114   | 94    | 106   | 114   | 34    | 33    | 9     |
| <b>Non-agriculture</b>     | 503   | 461   | 132   | 532   | 659   | 213   | 134   | 271   | 222   | 356   | 369   | 224   |
| Wage earner                | 351   | 330   | 97    | 380   | 466   | 161   | 86    | 203   | 140   | 263   | 239   | 153   |
| Employer & Self employed   | 135   | 118   | 29    | 121   | 168   | 45    | 40    | 65    | 68    | 83    | 117   | 61    |
| Unpaid family worker       | 17    | 13    | 6     | 31    | 24    | 8     | 8     | 4     | 15    | 10    | 13    | 10    |

Source: TURKSTAT

As the data indicates, wage earners dominate sectors outside agriculture. If assumed that unregistered employment rates in the eligible regions resemble the country averages, it can be derived that nearly one fifth of the wage earners are unregistered in the eligible regions. In addition, a higher figure can be expected in regions where most of the private sector is in the form of SMEs.

## 7. Employment Services

The Ministry of Labour and Social Security (MoLSS) is responsible for designing employment policy and programs at national, regional and sectoral levels, monitoring changes in the labour market, defining necessary measures to increase employment and the productivity of labour.

As an affiliated institution to the MoLSS, the Turkish Employment Organization (ISKUR), has duties like helping the establishment of national employment policy, the protection and the development of the employment, decreasing unemployment, managing the unemployment insurance system, collecting, analyzing and reporting labour market data at national and regional levels, coordinating the Labour Market Information and Consultation Board, making needs analyses of labour in order to define the demand for and supply of labour, making work and occupation analyses, guiding in job-selection, applying adaptation and vocational training programs to increase the employability of the labour force, and preparing in-training courses for the employed.

Since 2003, implementation of active labour market programmes and unemployment insurance has been given particular priority. By means of the EU funded Active Labour Market Programs (ALMP) Project, the institutional capacity of ISKUR has been strengthened ,approximately 50 thousand unemployed people were provided trainings and 9 thousand of them found employment as a result of the trainings undertaken. However, expenditure on ALMP is still very low.

As of July 2007, 766 thousand (nearly one third) of the unemployed are registered in ISKUR. The average education level of those registered is secondary school studies; 46 % have lower than secondary and 38 % have general and vocational secondary school level of education. Only 15 % of the registered are university graduates. Placement rate, on the other hand, is nearly 15 %. ISKUR cannot reach yet all unemployed persons through the delivery of appropriate public employment services. Services provided are still inadequate.

Institutional capacity of ISKUR has been improved especially after 2003. The EU-funded Active Labour Market Programs (ALMP) Project was especially important in strengthening the capacity in terms of the implementation of ALMPs. It will be continued by another EU funded project that will be implemented in 2007-2009 aiming at strengthening the institutional capacity of ISKUR offices and improving the employability of the women and the youth by grant schemes in the selected provinces.

Despite these improvements, the capacity of both the MoLSS and ISKUR is not adequate to provide public employment services. Lack of a multi dimensional, detailed and long term national employment strategy limits the effective implementation of services. Apart from the strategy, the scope and the quality of services provided by ISKUR and policy making capacity of MoLSS should be strengthened.

Provincial employment boards, regional bodies affiliated to ISKUR, are responsible for taking necessary measures to increase employment, to decrease and prevent unemployment, formulating provincial employment policies and managing labour market programmes at the provincial level. The Governor is the head of the board which is composed of representatives of public institutions and social partners.

## **EDUCATION AND VOCATIONAL TRAINING**

### **1. General Overview of Education and Vocational Training**

Education and vocational training is a key factor for taking the advantage of the “demographic opportunity window” as referred to in the previous section. Turkey has a young population whose median age was 26.6 in 2004. Any progress in education and training will contribute to Turkey’s social and economic development. However, Turkey has also the risk of missing this opportunity

unless necessary progress on education and training has been achieved due to the fact that Turkey has still problems particularly in terms of access to education, quality of vocational education and training (VET) and lifelong learning.

The education system in Turkey is composed of “formal education” and “non-formal education”. *Formal education* includes pre-primary education, primary education, secondary education and higher education. Pre-primary education is not compulsory in Turkey. Primary education, on the other hand, is compulsory and extended from five to eight years by the enactment of the 1997 Basic Education Law. The secondary education system in Turkey is classified as general secondary education and vocational and technical secondary education. Higher education includes two-year post secondary vocational education programs, four year programs providing bachelor degrees, master and PhD Programmes.

*Non-formal education* is provided by Public Education Centres affiliated to the General Directorate of Apprenticeship and Non formal Education of MoNE, public institutions, universities, NGOs and private organizations. It covers a wide range of fields; such as, teaching programs for reading and writing, scientific, technological, economic, social and cultural programs to make people acquire skills for increasing their employability and professional development.

In 2006-2007 educational years, the education system included 19.383 million students (except higher education), 14.875 million of which are in the formal education and 4.508 million of which are in non-formal education. In formal education, 641.849 students are in pre-primary education, 10.847 million students are in primary education, and 3.387 million students are in secondary education.

The education system in Turkey has a highly centralized structure. MoNE develops policies, sets goals for all levels of education, builds schools, designs and approves curricula, appoints teachers and provides funding. Provincial directorates coordinate and monitor regional activities in line with these national policies. The decisions of MoNE are followed up and executed by schools.

The centralized education system based on selecting and sorting students through national examinations, insufficient career guidance services and difficulties in horizontal and vertical transitions are main challenges for the education system. Students do not have many opportunities to have education in the programmes they choose in line with their abilities and interests.

MoNE and MoLSS including ISKUR are the main actors in Turkey’s career guidance system as well as the Higher Education Council (YOK), Vocational Qualification Authority (VQA), employers' organisations, trade unions and private companies. However, the career guidance in Turkey is not yet fully equipped to meet the demands of lifelong learning and labour market. According to the SWOT analysis of the current career guidance system in Turkey in the World Bank Report<sup>7</sup>, the main weaknesses are these:

- General guidance services within schools tend to focus mainly on personal and social counselling, and on educational guidance (related in particular to university entrance) and to pay less attention to career exploration and career guidance.

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<sup>7</sup> World Bank, Country Report on Turkey, Public Policies and Career Development, 2003



- Career services in universities are very limited and there is no networking structure to support them.
- Career information is limited, especially labour market information on present and projected future supply and demand by occupation and tends to be difficult for individuals to access.
- There is a lack of strategic leadership and co-ordination across the field as a whole.

To overcome these weaknesses, Turkey needs to develop a career guidance service in a consistent system by different stakeholders such as schools, higher education, public employment institutions and private and voluntary sectors. In practice, career guidance providers should be able to provide information on who uses which services, total customer demand, customers' appreciation of the services, cost of developing and offering the services, cost – benefit – analysis, etc.

In a recent document of a working group of MoNE, several activities are proposed for a better career guidance system. The activities are organised according to five goals:

1. Establish coordination between the units for the functioning of guidance and orientation services and practices in education.
2. Improve guidance and psychological counselling services in orientation.
3. Organize and support the transitions between levels of the secondary and higher education and practices for orientation to secondary education in a student centred and guidance centred manner.
4. Improve the education oriented guidance and orientation practices in preschool and primary education.
5. Improve the information, guidance and counselling services for LLL.

Turkey also aims to move towards a broader and more flexible vocational orientation within schooling in addition to the recent experience gained by ALMP projects of ISKUR.<sup>8</sup>

In terms of horizontal and vertical transitions, there is limited data on which students with which qualifications pass which programmes. This problem is closely related with the result that there is a tendency to orient students not according to their talents and interests, but according to their academic success. The education system needs a systematic, planned and continuous implementation based on knowing and orienting the individual in order to ensure integration in transfers at all levels of education from preschool to higher education and LLL opportunities.

MoNE is taking actions to tackle these challenges and to reduce the number of students who enter the labour market with inadequate skills. The main policy objectives are to ensure that all students whether they continue on higher education or not should have the skills necessary for the labour market as well as basic skills for life long learning opportunities.

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<sup>8</sup> SVET Report on “Stimulating Power for the Success of Turkey (Türkiye’nin Başarısı için İtici Güç)”, 2006

## 2. Enrolment rate by level of education

Adult population (25-64 years of age) has an average of 9.6 years of education<sup>9</sup>, lower than the OECD average of 12 years. There has been progress in the enrolment rate and attendance from primary to secondary education as a result of the amendment made in the Basic Education Law and projects and campaigns made. However, in terms of enrolment rate, there are regional and gender differences at all levels of education. 100 % enrolment rate target in primary school has not been achieved. Besides, targets for enrolment rate in secondary and vocational education especially for girls could not be reached.

According to the 2006-2007 Statistics of MoNE, enrolment rates by the level of education and educational year are provided below:

Table 28: Enrolment rate by the level of education and educational year (1997-2007) (%)

| Educational Year | Gross Net | Primary Education |        |        | Secondary Education |       |        | Higher Education |       |        |
|------------------|-----------|-------------------|--------|--------|---------------------|-------|--------|------------------|-------|--------|
|                  |           | Total             | Male   | Female | Total               | Male  | Female | Total            | Male  | Female |
| 1997-1998        | Gross     | 89,51             | 96,26  | 82,43  | 52,79               | 60,20 | 44,98  | 19,52            | 22,92 | 15,95  |
|                  | Net       | 84,74             | 90,25  | 78,97  | 37,87               | 41,39 | 34,16  | 10,25            | 11,28 | 9,17   |
| 1999-2000        | Gross     | 97,52             | 103,31 | 91,47  | 58,84               | 67,10 | 50,15  | 21,05            | 24,55 | 17,42  |
|                  | Net       | 93,54             | 98,41  | 88,45  | 40,38               | 44,05 | 36,52  | 11,62            | 12,68 | 10,52  |
| 2001-2002        | Gross     | 99,45             | 104,19 | 94,51  | 67,89               | 76,94 | 58,38  | 23,37            | 26,59 | 19,99  |
|                  | Net       | 92,40             | 96,20  | 88,45  | 48,11               | 53,01 | 42,97  | 12,98            | 13,75 | 12,17  |
| 2003-2004        | Gross     | 96,30             | 100,3  | 92,14  | 80,97               | 90,08 | 70,67  | 28,15            | 32,23 | 23,88  |
|                  | Net       | 90,21             | 93,41  | 86,89  | 53,57               | 58,08 | 48,43  | 15,307           | 16,61 | 13,93  |
| 2004-2005        | Gross     | 95,74             | 99,48  | 91,85  | 80,90               | 89,5  | 71,88  | 30,48            | 34,78 | 25,97  |
|                  | Net       | 89,66             | 92,58  | 86,63  | 54,87               | 59    | 50,51  | 16,60            | 18,03 | 15,10  |
| 2005-2006        | Gross     | 95,59             | 98,83  | 92,24  | 85,18               | 95,07 | 74,88  | 34,46            | 38,78 | 29,94  |
|                  | Net       | 89,77             | 92,29  | 87,16  | 56,63               | 61,13 | 51,95  | 18,85            | 20,22 | 17,41  |
| 2006-2007        | Gross     | 96,34             | 99,34  | 93,37  | 86,64               | 96,24 | 76,66  |                  |       |        |
|                  | Net       | 90,13             | 90,13  | 87,93  | 56,51               | 60,71 | 52,16  |                  |       |        |

Source: MoNE

In terms of **pre-primary education**, enrolment rate has reached 20 % in the 2005-2006 educational year and it is still considerably below the EU average (85 %). There is also a gender difference in enrolment rates of pre-primary education, 47.8 % of the population having pre-primary education consists of girls and 52.2 % consists of boys.

Enrolment rate in **primary education** increased significantly as a result of the 1997 Basic Education Law, related policy actions and projects. Net enrolment rate in the 2006-2007 educational year is 90.13 % in primary education. While net enrolment rate of girls having primary education was 78.97 % in the 1997-1998 educational year, it reached to 87.93 % in the

<sup>9</sup> OECD, Education at a Glance 2005; data 2003. Only formal education is considered.

2006-2007 educational year. However, the target is 100 % schooling ratio in primary education. The difference between net enrolment rates of boys and girls decreased from 11.2 % in the 1997-1998 educational year to 4.32 % in 2006-2007 educational year. It is clear that there is still need for increasing net enrolment rate of particularly girls to reach the 100 % target in primary education. According to the 2002 Household Budget Survey, 72.2 % of children who do not attend school are girls.

The campaign “The Support of the Enrolment of Girls – Girls, let’s go to school” was launched in 2003 in ten provinces in Eastern and South-eastern regions of Anatolia, where the enrolment rate was the lowest. This campaign has been gradually implemented all over Turkey and it was found that 273 thousand girls had not enrolled to school nationwide and 81 % of them were enrolled by this campaign. Although the target body of this campaign is girls, the boys at the rate of 1/3 of the girls are also schooled. The number of the girls enrolled to school by the project can be seen below:

Table 29: Impact of the Campaign “The Support of the Enrolment of Girls – Girls, let’s go to school

| 2003<br>10 provinces | 2004<br>33 Provinces | 2005<br>53 Provinces | 2006<br>Turkey | Total   | Known but<br>not enrolled<br>yet |
|----------------------|----------------------|----------------------|----------------|---------|----------------------------------|
| 40.000               | 73.200               | 62.251               | 47.349         | 222.800 | 50.647                           |

Source: MoNE web site

According to the findings of the project, the main barriers to girls’ education are as follows:

- Shortage of schools and classrooms;
- Schools are often situated far away from home and many parents do not want their children, especially girls, to travel far;
- Parents do not want to send their children to schools in a poor physical situation;
- Many families suffer economic hardship;
- Many parents want to increase domestic income by keeping children at home to work;
- The traditional gender bias of families and female role models in rural communities;
- Many parents consider the early marriage of their girls to be more important than their education

In order to monitor and sustain the schooling of girls, a unit which is composed of relevant public authorities has been established and “address based population registration system” of TURKSTAT will also be used to monitor the schooling of girls and their changing needs related to education after the campaign.

Moreover, the General Directorate of Social Assistance and Solidarity (SYDGM) is providing Conditional Cash Transfers (CCT) to poor families who send their children to school with an extra 20 % incentive for girls.

Enrolment rate in **secondary education** is still unsatisfactory. Net enrolment rate in secondary education in the 2006-2007 educational year is 56.51 %. It is clear that the difference between gross and net enrolment rates is highest in secondary education. This fact shows that a serious inefficiency exists in secondary education resulting in high drop-out rates. Lack of advanced VET programmes, efficient career and vocational services and difficulties in horizontal transitions

between different types of programs are the main reasons for dropping out in secondary education.

The gender difference in terms of enrolment rate in secondary education is greater than in primary education. The net enrolment rate for girls is 52.16 % while for boys it is 60.71 % in 2006-2007 educational year. Although there has been progress in the net enrolment rate at primary education, lower enrolment rate and higher school leavers rate for girls in secondary education are noteworthy. School leavers reflect the gender disparity; the rate of school leavers after primary education is 10.5 % for boys and 19 % for girls in the educational year of 2005-2006.

Another important issue in secondary education is the lower demand for vocational education than for general secondary education. In the 2005-2006 educational year, more than 3 million students are in secondary education, 36 % of them are in vocational education and 64 % of them are in general secondary education. These figures are far away from the targeted level in vocational education. Lack of effective orientation, vocational guidance, insufficient education-employment relation, lack of capacity of vocational schools, quality of education and the difficulty for finding jobs after graduation lead to the low rate of the students attending vocational secondary schools. There is no data broken down by gender in vocational and technical education. As tendency, while women go to the training institutions for care and handwork predominantly, men prefer technical subjects.

Net enrolment rate in **higher education** is 26.3 %, including postgraduate students. Only 356 thousand students out of 1.9 million nominees (i.e. 18.8 %) who took the university entrance examination found a place in a formal education institution. There is a problem of lack of capacity in terms of higher education. The remaining 1.5 million young people, who have not acquired a professional skill during their high school education, usually experience employment difficulties after their graduation. Gender gap in schooling rate at university level is relatively small (20.22 % and 17.41 % for boys and girls respectively) in the 2005-2006 academic year.

As it can be seen from the general figures at different educational levels at national level, the first problem is the low enrolment rate and high drop-out rates in secondary education, particularly at vocational secondary education. The second problem is the differences in enrolment rates and high drop-out rates of girls, particularly at secondary education. According to the EUROSTAT data stated below, the rate of early school leavers in Turkey is much higher than EU and youth education attainment level is much lower that in EU-10:

Table 30: Early school leavers in the EU and Turkey

| <b>Early school leavers</b> | <b>2005</b> | <b>2006</b> |
|-----------------------------|-------------|-------------|
| EU (27 countries)           | 15.6        | 15.4        |
| EU (25 countries)           | 15.2        | 15.1        |
| EU (15 countries)           | 17.3        | 17          |
| Turkey                      | 51.3        | 50          |

Source: EUROSTAT

<sup>10</sup> This indicator refers to persons aged 18 to 24 in the following two conditions: the highest level of education or training attained is ISCED 0, 1, 2 or 3c short and respondents declared not having received any education or training in the four weeks preceding the survey.

Table 31: Youth education attainment level in the EU and Turkey

| Youth education attainment level | 2004 | 2005 |
|----------------------------------|------|------|
| EU (27 countries)                | 77   | 77.4 |
| EU (25 countries)                | 77.1 | 77.5 |
| EU (15 countries)                | 74.2 | 74.6 |
| Turkey                           | 42   | 44   |

Source: EUROSTAT

These problems are more severe in the 12 NUTS II Regions. The level of enrolment rate is lower in the 12 eligible NUTS II regions than in other NUTS II regions. As can be seen from the table below, this difference is severe at secondary education for girls in growth centres and in the 12 NUTS II regions. In addition, enrolment rates are at the lowest levels in some other provinces in the 12 NUTS II regions such as Muş, Bitlis, Tunceli and Şırnak.

Table 32: Enrolment rates by province and level of education, 2001-2002

| A. Total       | B. Male         | C. Female         |               |              | D. Gross            |              | E. Net (%)   |
|----------------|-----------------|-------------------|---------------|--------------|---------------------|--------------|--------------|
| Growth Centres | Schooling Ratio | Primary education |               |              | Secondary education |              |              |
|                |                 | A                 | B             | C            | A                   | B            | C            |
| Malatya        | D               | 82,34             | 83,05         | 81,56        | 58,22               | 68,55        | 47,14        |
|                | E               | 77,89             | 78,00         | 77,77        | 41,30               | 46,35        | 35,88        |
| Elazığ         | D               | 94,13             | 96,83         | 91,18        | 60,64               | 75,29        | 45,11        |
|                | E               | 88,06             | 90,06         | 85,87        | 43,55               | 51,92        | 34,68        |
| Erzurum        | D               | 91,15             | 92,54         | 89,59        | 39,79               | 53,94        | 25,08        |
|                | E               | 84,30             | 85,16         | 83,34        | 26,45               | 34,82        | 17,75        |
| Van            | D               | 80,97             | 95,93         | 64,38        | 27,73               | 43,60        | 12,46        |
|                | E               | 76,59             | 90,37         | 61,29        | 16,78               | 24,81        | 9,06         |
| Gaziantep      | D               | 106,72            | 111,64        | 101,53       | 49,02               | 60,89        | 36,20        |
|                | E               | 100,00            | 100,00        | 98,21        | 34,05               | 41,34        | 26,19        |
| Diyarbakır     | D               | 87,62             | 95,84         | 78,64        | 36,21               | 46,28        | 25,66        |
|                | E               | 82,92             | 90,36         | 74,80        | 22,25               | 27,52        | 16,73        |
| Şanlıurfa      | D               | 78,39             | 88,44         | 66,95        | 21,93               | 31,09        | 11,75        |
|                | E               | 74,43             | 83,16         | 64,49        | 13,39               | 18,60        | 7,60         |
| Samsun         | D               | 104,84            | 107,62        | 101,97       | 64,23               | 75,22        | 53,70        |
|                | E               | 99,85             | 100,00        | 97,86        | 47,02               | 54,27        | 40,09        |
| Trabzon        | D               | 77,08             | 77,92         | 76,19        | 57,43               | 62,43        | 52,31        |
|                | E               | 72,62             | 72,95         | 72,28        | 42,90               | 45,33        | 40,40        |
| Kayseri        | D               | 104,81            | 107,15        | 102,39       | 73,59               | 84,41        | 62,33        |
|                | E               | 98,88             | 100,00        | 97,34        | 52,39               | 57,88        | 46,68        |
| Sivas          | D               | 86,51             | 88,09         | 84,84        | 53,68               | 66,88        | 40,21        |
|                | E               | 81,80             | 82,64         | 80,91        | 40,27               | 48,37        | 32,00        |
| Kars           | D               | 98,80             | 104,36        | 92,77        | 42,59               | 53,98        | 31,32        |
|                | E               | 92,44             | 96,56         | 87,96        | 29,58               | 36,07        | 23,15        |
| Batman         | D               | 95,42             | 105,53        | 84,34        | 37,27               | 52,98        | 20,99        |
|                | E               | 88,88             | 96,71         | 80,30        | 20,85               | 28,76        | 12,66        |
| Çankırı        | D               | 66,79             | 66,50         | 67,11        | 47,42               | 57,57        | 36,12        |
|                | E               | 62,63             | 61,68         | 63,67        | 31,31               | 34,98        | 27,21        |
| Kahramanmaraş  | D               | 93,24             | 95,26         | 91,08        | 48,20               | 59,96        | 35,51        |
|                | E               | 80,19             | 81,35         | 78,95        | 34,56               | 41,35        | 27,23        |
| <b>TURKEY</b>  | <b>D</b>        | <b>99,45</b>      | <b>104,19</b> | <b>94,51</b> | <b>67,89</b>        | <b>76,94</b> | <b>58,38</b> |

|  |   |       |       |       |       |       |       |
|--|---|-------|-------|-------|-------|-------|-------|
|  | E | 92,40 | 96,20 | 88,45 | 48,41 | 53,01 | 42,97 |
|--|---|-------|-------|-------|-------|-------|-------|

Source: TURKSTAT, 2001-2002

In the 12 NUTS II regions, boarding and bussed education facilities are also provided. Primary regional boarding schools (YİBOs) target students living in areas where the population is too dispersed. The government pays all expenses for these schools. The number of YİBOs is 603 and the number of students in these schools is 282.132 in the 2006-2007 educational year. The rate of boys in these schools is 60 %. In total, 695.000 students were transported and educated via 6.420 central bussing schools, 364.000 of which are boys and 331.000 of which are girls. Bussed education is also used in many provinces in some of the 12 NUTS II Regions; especially in the Northern and South-Eastern part of Turkey. The highest number of students transported in the 2006-2007 educational year is found in Samsun (26,004), Trabzon (22,244), Sanliurfa (38,840), Diyarbakır (27,761), Van (19,010). Another interesting figure is the gender difference in the number of transported students in many provinces in the South-Eastern part of Turkey; such as, Van, Sanliurfa, Diyarbakır. Insufficient capacity and imbalanced distribution of Regional Boarding Primary Education Schools in some provinces and the difficulties of bussed education are some of the problems contributing to the non-attendance of girls in primary and secondary schools in these areas as they are not allowed by their families to go to boarding schools or to take buses to reach schools.

Secondary education enrolment rate in the 12 NUTS II regions is also at the lowest level. According to the TUIK Statistics (2001-2002), the lowest net enrolment rates are seen in Sirnak (10.78), Agri (11.98), Muş (11.23), Şanlıurfa (13.39 %), Bitlis (14.73 %) Van (16.78 %), Mardin (18.43 %) and Hakkari (19.16 %). The gender differences are seen clearly in the 12 NUTS II Regions. In the 2005-2006 educational year, rates of girls are 43.2 % in secondary school while these rates are 56.8 % for boys in East and Southeast Anatolia. The problem in some provinces in the 12 NUTS II is severe. For instance the net enrolment rate for girls is only 6.1 % in Mus, 7.58 % in Bitlis, 10.2 % in Mardin and 10.66 % in Siirt. Children of families living in these areas, especially girls, have some difficulties in access to secondary education, mainly due to the effect of traditions, lower socio-economic levels of families and inadequate number of schools and classrooms and lack of attractive and advanced VET Programmes.

Enrolment rates in higher education are also low in the 12 NUTS II Regions. In the 12 NUTS II regions the highest ratio of graduates of higher education is found in TR90 (Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane) while the lowest is TRC-3 (Mardin, Batman, Şırnak and Siirt).

Table 33: Ratio of Graduates in 12 NUTS II Regions

| YEAR | LEVEL II CODE | NUTS II LEVEL                    | Ratio of Graduates of Higher Education |
|------|---------------|----------------------------------|--|
| 2000 | TRA1          | Erzurum, Erzincan, Bayburt       | 3,8                                    |
| 2000 | TRA2          | Ağrı, Kars, Iğdır, Ardahan       | 2,4                                    |
| 2000 | TRB1          | Malatya, Elazığ, Bingöl, Tunceli | 4,3                                    |
| 2000 | TRB2          | Van, Muş, Bitlis, Hakkari        | 2,2                                    |
| 2000 | TRC1          | Gaziantep, Adıyaman, Kilis       | 2,9                                    |
| 2000 | TRC2          | Şanlıurfa, Diyarbakır            | 2,4                                    |
| 2000 | TRC3          | Mardin, Batman, Şırnak, Siirt    | 2,1                                    |
| 2000 | TR63          | Hatay, Kahramanmaraş, Osmaniye   | 3,5                                    |
| 2000 | TR72          | Kayseri, Sivas, Yozgat           | 3,8                                    |

|      |      |   |     |
|------|------|---|-----|
| 2000 | TR82 | Kastamonu, Çankırı, Sinop                       | 3,4 |
| 2000 | TR83 | Samsun, Tokat, Çorum, Amasya                    | 3,6 |
| 2000 | TR90 | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 4   |

Source: TURKSTAT, 2000 Census of Population

#### 4. Vocational Education and Training (VET)

In formal education, vocational and technical education includes different kinds of schools, mainly technical high schools for girls, technical high schools for boys, trade and tourism schools, imam and preachers' high schools, and health vocational high schools. Most of these schools are affiliated to MoNE. In addition, there are 2-years post secondary higher vocational schools and technical and vocational education faculties coordinated by universities. The vocational and technical education has such a complex system that there are at least 19 different kinds of schools in vocational and technical secondary education. According to MoNE statistics, there are 4029 vocational and technical high schools in the 2005-2006 educational year.

The main problem in terms of formal vocational and technical education is low enrolment rate, as mentioned before. Only 36 % of the students in secondary education are in vocational education. Lower secondary education coefficients for the vocational high school graduates are applied in university entrance exam scores since the graduates of these schools are expected to be employed directly after the graduation or to continue in the same field to their education. The graduates of vocational secondary education have the right to continue their education in the existing 2 years post secondary higher vocational schools without examination. However, there is a tendency to continue with higher education among graduates of vocational high schools with the expectation of finding better jobs and higher social status. On the other hand, only 3.5 % of graduates of vocational and technical education schools are placed into university providing bachelor's degree.

This low enrolment rate is mainly resulted from the challenges in the VET system. *The first challenge* is a well functioning coordination and collaboration between private sector and vocational schools. The establishment of modular structures allowing for involvement of all related parties to ensure closer links with the needs of regional and local labour market is needed. Under the Strengthening Vocational Education and Training System in Turkey Project (SVET) funded by the EU, many modular programmes were prepared and curriculum in VET was revised. , The VET modules for grades 10, 11 and 12 for 17 selected job areas were developed and finalised with the support of the SVET Programme and started to be used in all VET institutions across Turkey. Moreover, revising and modularization of the curriculum work has been continuing under the scope of same project. It is important to expand modular programmes in other occupations to be in line with the developments in socio-economic context. Moreover, assessing the impact of the new curricula implemented in vocational education and adjusting them whenever necessary and continuing to produce learning material for the new curricula is needed for the sustainability of the SVET Programme.

*The second challenge* is the lack of vocational and career guidance services in the education system. General and vocational guidance services at schools are very limited and mainly provided by the school's guidance and psychological counselling service. These services mostly focus on personal and social counselling and pay less attention to career and vocational guidance. ISKUR also provides vocational and career guidance services. Alongside the 81 employment offices across the country, Job and Career Counselling Services are provided in 18 provincial directorates and there are 43 Career Information Centres operating in 39 provincial directorates. These centres offer information about jobs, training and working life to those who need such information. In 2006, 67.223 students and 601 schools were provided guidance services by ISKUR.

However, in schools, the focus is on young people that are about to leave school, and need to decide on which occupation or which tertiary education programme to choose. Career guidance in public employment services focuses on unemployed with immediate job decisions. In both cases, the career guidance services are dominated by information services and immediate decisions and do not encourage learners to develop the motivation to learn and the skills to manage their own learning.

Under the SVET programme, VET Information Centres in Istanbul and Trabzon were established as career and vocational guidance and information centres. Moreover, introduction and orientation courses were introduced at Grade 9 to provide students with opportunity to choose between general secondary education and vocational secondary education in September 2005. In addition to these, MoNE signed a protocol on “Cooperation in Vocational Information, Guidance and Counselling” with MoLSS, SPO, TURKSTAT, YOK, ISKUR, KOSGEB, MPM, TOBB, TISK, TESK and TURKIS. The aim of the protocol is to systematize vocational guidance services in education, employment and labour market, to ensure an inter institutional cooperation to achieve the standards defined, to restructure the lifelong guidance services so that they comprise the social partners and all relevant parties in line with the principle of LLL.

Although the protocol envisages an active participation and collaboration of the parties to achieve the objectives defined in the protocol, the implementation needs further activation and motivation. Implementation of this protocol will be carried out through MEDAK (Career Counselling Commission).

The *third challenge* which should be tackled to increase the participation rates in VET education is easing vertical and horizontal transition between various levels of VET. Thus, flexibility within the system will make the VET more attractive. According to the Regulation put into force in 2005, horizontal transition is possible at the Grade 9 without any condition and at the Grade 10 with some conditions between different kind of schools and programs at secondary education. Introduction to the occupations and guidance services are given through the “Introduction of Occupations and Vocational Guidance Lessons” in the first class of secondary education (9th grade) according to the talents and interests of students. The new system allows transfers from general secondary education to VET until the beginning of the 11th grade. Moreover, a system was also introduced so that maximum 10 % of graduates of Post secondary VET Schools will have the opportunity of vertical transfer to 4-year university programmes in their own fields with an entrance exam. However, inconsistencies between the programmes make these transitions difficult and implementation of this regulation is questionable.

The *fourth challenge* is the quality of the human resources, particularly of teachers and school guidance counsellors. In the Project Modernisation of Vocational Education and Training (MVET) funded by European Union and ended in 2006, many activities for strengthening the capacity to organise and deliver a modern system of pre-service and in-service vocational education and training (VET) teacher training were carried out. 9 pre-service and 3 in-service modular curriculum for VET teachers were prepared by the participation of all relevant parties and started to be implemented in some VET faculties in 2004-2005 educational years. 14 VET faculties were provided with supplies under the project. The sustainability of the project depends on ensuring the coordination between MoNE, High Education Council (YOK) and related partners and preparing new in-service and pre-service modules. As mentioned before, the quality of school guidance counsellors need pre-service and in-service trainings for better guidance services in schools.



The *fifth challenge* is to prepare VET graduates for further education and training. At present the access to universities is limited and also post secondary higher vocational schools are problematic. In 2001, transition from vocational and technical secondary schools to post-secondary higher vocational schools without examination became possible. As a result, considerable increases were observed in the number of post secondary higher vocational schools students. Foundations also have been given the right to establish non-profit-making post-secondary higher vocational schools in order to train the skilled labour force required by the economy. According to the YOK Post Secondary higher Vocational Schools Report, there are 612 Post Secondary higher Vocational Schools and only 474 of them are functioning and only 10 % of these schools have adequate resources (teaching staff, physical capacity and laboratories. In addition to the post secondary higher vocational schools established by state universities, there are also 28 higher post secondary vocational schools established by the Foundations. In 2006, out of 1.678.326 applicants for the University exam (OSS), only 191.498 (11.4 %) have been placed into the post secondary higher vocational schools. Although the graduates of the secondary VET schools are accepted to these schools without any entrance exam, the programmes and the curricula applied by these schools are not consistent with each other. Application of similar curricula in post secondary higher VET schools –in some cases even a lower level - to those applied at secondary VET schools, along with insufficient infrastructure and lack of qualified teaching staff cause high drop out rates. Further to this, as the graduates entering the higher vocational schools fail to present the required level of basic skills and knowledge, they find it difficult to cope with the learning environment and prefer to drop out.

Table 34: Number of Post Secondary Higher Vocational Schools affiliated to Universities in Growth Centre

| Name of the University              | Number of Post Secondary Vocational Schools |
|-------------------------------------|---|
| Atatürk University                  | 10  |
| Cumhuriyet University               | 12  |
| Dicle University                    | 22  |
| Erciyes University                  | 7   |
| Fırat University                    | 11  |
| Gaziantep University                | 7   |
| Gaziosmanpaşa University            | 12  |
| Harran University                   | 9   |
| İnönü University                    | 10  |
| Kafkas University                   | 6   |
| Kahramanmaraş Sütçü İmam University | 10  |
| Karadeniz Teknik University         | 7   |
| Mustafa Kemal University            | 7   |
| 19 Mayıs University                 | 12  |
| Yüzüncü Yıl University              | 11  |
| <b>Total of 15 Growth Centres</b>   | <b>153</b>                                  |

Source: YOK 2007

As can be seen from Table 34, all the growth centres in the 12 NUTS II Regions have post secondary higher vocational schools. In these growth centres, it is difficult to provide an attractive environment for the teaching staff and the students. Functioning of these schools need to be reformed as they are poorly linked to labour market needs and have important problems in terms of physical infrastructure, quality of curricula, and quality of teaching staff and delivery of

practical employable skills. There is a necessity to make need analysis for these schools to benefit from them efficiently.

Another problem is related with insufficient quality and number of teaching staff. According to the YÖK report, the number of students per teacher is 72 in post secondary higher vocational schools. The second problem is the programmes in these schools which are not in line with labour market needs and secondary VET programmes. These programmes and secondary VET programmes are not complementary to each other. Because of these reasons, the quality of the courses at these schools and job opportunities of the graduates are certainly questionable.

In 2002-2003 educational years, MoNE and YÖK began a project called “Developing Programmes in Post Secondary Higher Vocational Schools”. Under this project, 15 programmes were prepared by taking into consideration the local needs and being implemented in post secondary higher vocational schools. YÖK and MoNE are committed to revise and develop new programmes in post secondary higher vocational schools to ease transition between vocational secondary schools and post secondary higher vocational schools. Developing suitable programmes for these schools in line with local needs and increasing their cooperation with business life is extremely important.

In terms of VET technical faculties, graduates of these faculties have important problems in finding jobs as teachers, which stands at 5 %. In general, education faculties base their student intake on capacity rather than demand. The faculties are under the supervision of the Higher Education Council, which regulates the supply, whilst the Ministry of National Education, as potential employer, represents the demand. The lack of dialogue between the two institutions jeopardises the efficiency of the vocational teacher training system.

According to the Law on Vocational Training, companies employing 20 or more staff shall provide practical training to vocational and technical high school students in a ratio of 5 to 10 % of their total number of employees. In addition, companies offering skills trainings to ten or more students must establish a training unit. However, it must be pointed out that since the above regulations were only introduced in 2001, there is as yet no feedback regarding their impact.

These problems at general level are also severe in the 12 NUTS II Regions. Because of the lowest enrolment and employment rates in these regions, it is urgent to increase the quality of vocational and technical education and make it attractive. As can be seen below, there exists capacity in terms of school existence in these regions. In the 12 NUTS II regions, the number of vocational schools is the highest in the TR-90 (263 schools) and TR-83 (208 schools) among 12NUTS II regions. However, the capacities of the schools and their attractiveness are not at satisfied level. As the ratio of graduates from higher education is at a lower ratio in the 12 NUTS II Regions, for example, the ratio is 2.1 % in TRC 3 (Mardin, Batman, Şırnak, Siirt), 2.2 % in TRB 2 (Van, Muş, Bitlis, Hakkari), it is an alternative solution to increase the quality and flexibility of post secondary vocational higher schools in these regions for their integration into the labour market.

Table 35: Number of schools and students in Vocational Secondary Education

| YEAR | LEVEL II CODE | NUTS II LEVEL                    | Number of Vocational Secondary Education Schools | Number of Students |
|------|---------------|----------------------------------|--|--------------------|
| 2006 | TRA1          | Erzurum, Erzincan, Bayburt       | 88   | 17655              |
| 2006 | TRA2          | Ağrı, Kars, Iğdır, Ardahan       | 57   | 10049              |
| 2006 | TRB1          | Malatya, Elazığ, Bingöl, Tunceli | 98   | 21117              |
| 2006 | TRB2          | Van, Muş, Bitlis, Hakkari        | 84   | 18973              |

|      |      |   |     |       |
|------|------|---|-----|-------|
| 2006 | TRC1 | Gaziantep, Adıyaman, Kilis                      | 96  | 26541 |
| 2006 | TRC2 | Şanlıurfa, Diyarbakır                           | 68  | 21059 |
| 2006 | TRC3 | Mardin, Batman, Şırnak, Siirt                   | 74  | 19856 |
| 2006 | TR63 | Hatay, Kahramanmaraş, Osmaniye                  | 147 | 41314 |
| 2006 | TR72 | Kayseri, Sivas, Yozgat                          | 178 | 43114 |
| 2006 | TR82 | Kastamonu, Çankırı, Sinop                       | 112 | 16751 |
| 2006 | TR83 | Samsun, Tokat, Çorum, Amasya                    | 208 | 52050 |
| 2006 | TR90 | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 263 | 61611 |

Source: TURKSTAT

Under the SVET Project, out of 30 pilot provinces, 13 provinces<sup>11</sup> are in the 12 NUTS II Regions and 2 growth centres (Gaziantep and Trabzon) were also project region centres and many institutions and schools, vocational training centres and public education centres in these and near provinces were supported under the scope of that Project. In addition to the measures at national level, it is also important to disseminate the activities through all 12 NUTS II regions.

Higher unemployment rates among the vocational and technical education graduates reveal the ineffectiveness of the educational system. According to the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2006) made in 31 provinces including 13 provinces in the 12 NUTS II Regions; 74 % of the companies indicated that they have not recruited any graduates of vocational and technical schools in the last 12 months. The ratio of companies that hired graduates of VET is only 2 % in the Trabzon Region (Erzurum, Kars, Samsun, Trabzon, and Van) and 6 % in the Gaziantep Region (Adana, Diyarbakir, Elazig, Gaziantep, Malatya, Mardin, Mersin, Mus, and Sanliurfa).

A functioning apprenticeship system is a mechanism that facilitates the transition from school to work and an alternative way to gain a vocation not necessarily by attending the formal education system. Apprenticeship training is a dual training system in which theoretical training is given in vocational and technical education schools and vocational training centres and practical training is given in enterprises. The period of apprenticeship training is 2-4 years depending on the professions. Those who complete apprenticeships follow a process including examinations and required work experience to get to the foremanship and the master's qualifications. According to the Law on Vocational Training, persons of at least 15 years of age and at least primary education graduates are allowed to participate in apprenticeship training. By means of the amendment made in the Apprenticeship Training Act in 2001, the upper age limit of 19 years for admittance into apprenticeship training has been abolished so that young adults can participate in the program as well. Despite this change, the program still mainly attracts younger individuals who have dropped out of the schooling system after the completion of basic compulsory education.

According to the MoNE Statistics, 178.279 students participated in apprenticeship trainings in 300 vocational education centres in the 2006-2007 educational year. Apprenticeship education is provided in nearly 133 occupations and the Ministry of National Education extends the occupations in which apprenticeship education is provided. A functioning apprenticeship is also important due to the limited capacity of universities. However, this system has important challenges that hamper its functioning. Overall, demand for formal apprenticeship training is low.

<sup>11</sup> Kayseri, Diyarbakir, Elazig, Gaziantep, Malatya, Mardin, Mus, Sanliurfa, Erzurum, Kars, Samsun, Trabzon, Van

The first challenge is the commitment of the private sector in the apprenticeship system. Further support from employers is necessary for the sustainability of the apprenticeship system. There exist many protocols between MoNE and companies, municipalities including apprenticeship programmes. It is necessary to disseminate such kind of protocols and projects between the Ministry, private sector and also social partners.

Another challenge in the apprenticeship system is the quality of practical training in companies. Vocational Centres founded by chambers for practical trainings may be an innovative way for tackling this challenge. The horizontal and vertical transition between the apprenticeship and other formal-non formal vocational training programmes should be made easier. Lastly, the prestige for apprenticeship is low in society and it is necessary to increase awareness on apprenticeship as well as increasing its quality.

Non-formal vocational training is provided by different actors like public institutions, municipalities, NGOs, companies. However, it is difficult to monitor these activities and have accurate figures due to its fragmented structure. There are different trainings provided by different institutions for the same certification in the same fields. There is no standard for certification, thus this situation creates inefficiency in non-formal vocational training and makes the transition from training to work difficult.

Social partners and foundations are inevitable actors in the Vocational Education and Training system. The projects of employers' and employees' at sectoral levels on establishing vocational centres, the protocols among the Ministries and social partners are good examples of their successful contributions to the VET. Moreover, Tradesmen and Craftsmen Chambers (TESK) is also one of the chambers trying to increase VET quality by focusing on mainly apprenticeship. TESK established a Vocational Training Fund to support vocational training activities. Another example is the Vocational Education and Small Scale Industries Foundation (MEKSA) as it offers practical vocational education to apprentices, experienced apprentice workmen/-women and master workmen/-women in 22 training centres.

Another important issue in VET is related with the establishment of the national qualification system. The Law of "Vocational Qualifications Authority" (VQA) was accepted by Grand National Assembly of Turkey in September 2006. This legal arrangement is a turning point for a national qualification system. This authority is the responsible body to establish and execute the national qualifications system in a trilateral dialogue as an affiliated body of Ministry of Labour and Social Security.

The establishment of the National Qualification System was supported by many activities under the SVET Project. The project focused on overall NQS piloting strategy, institutional accreditation criteria and procedures, an implementation plan for accreditation pilot by involved stakeholders, training for the institutional accreditation pilot, development of a template integrating the current formats for occupational and training standards (qualifications), and finally establishment of Vocational Qualification Authority. With the support of the SVET Programme, 31 occupational standards were revised and 34 new occupational standards were developed. Under this scope, the main outputs of the SVET programme are Handbooks on Levelling and Credit-rating, Criteria and Procedures for the Accreditation of Training Institutions based on pilot exercise, Sample Qualifications based on Occupational Standards, Development Plan for the Joint Task Force on Qualifications, Criteria and Procedures for the Validation of Qualifications, Procedures for the Validation of Prior Learning, Procedures for the Operation of Examination Commissions, Handbook on Evaluating Prior to Certification, VQA Handbook (including finalisation of NQS Functions Flowchart).

In the newly established system, occupational standards are prepared by the institutions and organizations, namely Vocational Standards Development, Testing and Certification Centres (VOC-TEST) accredited by the VQA and examined in sector committees in which social partners also exist. Vocational qualification level is determined by the examination to be made by the personnel certification institutions and organizations accredited by the VQA. Those who succeed in the examinations are awarded documents or certificates showing the level of vocational qualification approved by the VQA. Regulations on the principles and procedures regarding examination and certification are still in the process of preparation. Social partners, who are members of General Assembly and Executive Board of VQA, are extremely important for a well functioning qualification system. Sectoral dialogue structures are important for ensuring the social recognition of qualifications nation-wide, particularly by employers.

## 5. Life-Long Learning (LLL)

Illiteracy is still a problem and an important challenge for developing basic skills for life long learning opportunities in Turkey, particularly for women in the 12 NUTS II regions. According to the 2000 Census, the percentage of illiterate population aged 15 and above is 12.6 %; 3 % of which are men and 9.6 % are women. Literacy rate is 93.9 % for men and 80.6 % for women.

As regards to 12 NUTS II regions<sup>12</sup>, literacy rate is the lowest in TRC2 (Şanlıurfa, Diyarbakır) and TRB2 (Van, Muş, Bitlis, Hakkari) with the rate of 68.7 % and 69.6 % respectively.

Table 36: Illiterate and Literate Population by NUTS II Regions (Population 6 years of age and over)

| NUTS II Region                          | Illiterate |         |         | Literate  |         |           |
|---|------------|---------|---------|-----------|---------|-----------|
|   | Men        | Women   | Total   | Men       | Women   | Total     |
| TRA1 (Erzurum, Erzincan, Bayburt)       | 44 182     | 135 322 | 179 507 | 566 521   | 430 273 | 996 794   |
| TRA2 (Ağrı, Kars, Iğdır, Ardahan)       | 62 844     | 174 634 | 237 478 | 437 977   | 205 174 | 643 151   |
| TRB1 (Malatya, Elazığ, Bingöl, Tunceli) | 68 394     | 202 703 | 271 097 | 730 151   | 557 524 | 1 287 675 |
| TRB2 (Van, Muş, Bitlis, Hakkari)        | 129 959    | 349 931 | 479 890 | 692 230   | 404 359 | 1 096 589 |
| TRC1 (Gaziantep, Adıyaman, Kilis)       | 73 590     | 227 282 | 300 872 | 779 399   | 627 310 | 1 406 709 |
| TRC2 (Şanlıurfa, Diyarbakır)            | 202 008    | 517 829 | 719 837 | 972 528   | 603 139 | 1 575 667 |
| TRC3 (Mardin, Batman, Şırnak, Siirt)    | 117 703    | 313 648 | 431 351 | 622 669   | 370 520 | 993 189   |
| TR52 (Konya, Karaman)                   | 50 237     | 160 983 | 211 220 | 1 013 523 | 896 087 | 1 909 610 |

<sup>12</sup> 2000 Census of Population, TURKSTAT

|   |                  |                  |                  |  |                   |                  |                   |
|---|------------------|------------------|------------------|--|-------------------|------------------|-------------------|
| <b>TR63</b> (Hatay, Kahramanmaraş, Osmaniye)                  | 84 370           | 264 923          | 349 293          |  | 1 084 651         | 905 891          | 1 990 542         |
| <b>TR72</b> (Kayseri, Sivas, Yozgat)                          | 65 646           | 217 148          | 282 794          |  | 1 032 053         | 876 914          | 1 908 967         |
| <b>TR82</b> (Kastamonu, Çankırı, Sinop)                       | 33 959           | 95 931           | 129 890          |  | 355 748           | 304 538          | 660 286           |
| <b>TR83</b> (Samsun, Tokat, Çorum, Amasya)                    | 97 857           | 283 608          | 381 465          |  | 1 201 718         | 1 065 172        | 2 266 890         |
| <b>TR90</b> (Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane) | 81 714           | 314 871          | 396 585          |  | 1 309 834         | 1 087 452        | 2 397 286         |
| <b>TOTAL</b>  | <b>1 112 463</b> | <b>3 258 813</b> | <b>4 371 276</b> |  | <b>10 799 002</b> | <b>8 334 353</b> | <b>19 133 355</b> |

Source: TURKSTAT, 2000 Census of Population

Although the term "LLL" refers to both initial and continuing education and training, the general perception of LLL in Turkey is more about continuing vocational training.

Lifelong learning activities in Turkey are carried out by Public Training Centres affiliated with the General Directorate of Apprenticeship and Non formal Education of the MoNE, public institutions, social partners, universities, NGOs and private organizations. However, data on lifelong learning activities of NGOs and private sector are not provided systematically.

A draft life-long learning policy document was prepared in 2006 under the coordination of MoNE as a sub-component of the SVET project and addresses the current state of LLL opportunities in Turkey and sets out some recommendations how to develop LLL strategies and policies.

According to Eurostat statistics stated below, Turkey is far away from the EU average in terms of the participation rate in "Life-long learning"<sup>13</sup>. It is clear that adults' participation rate in LLL is very low.

Table 37: Adult Participation in Trainings in the EU and Turkey

| <b>Adult Participation in Trainings</b> | <b>2004</b> | <b>2005</b> |
|---|-------------|-------------|
| EU (27 countries)                       | 9.3         | 9.7         |
| EU (25 countries)                       | 9.9         | 10.2        |
| EU (15 countries)                       | 10.7        | 11.2        |
| <b>Turkey</b>                           | <b>1.1</b>  | <b>1.9</b>  |

Source: EUROSTAT

The first provider of life long learning in Turkey is the public institutions. A non-formal Educational Institutions Decree has recently been approved in 2006 by the MoNE to regulate the activities of the non-formal educational institutions attached to The Directorate General of Apprenticeship and Non-Formal Education of MoNE. This covers the establishment, administration, education, production, counselling, inspection and coordination activities of all

<sup>13</sup> Life-long learning refers to persons aged 25 to 64 who stated that they received education or training in the four weeks preceding the survey.

courses to be opened by Public Education Centres (PEC) or by any other institution in cooperation or with the approval of PECs, outside of private educational institutions.

The most common non-formal education is provided by public education centres. The courses are mainly literacy courses, vocational and technical courses and social and cultural courses. There are also special courses for the people with disabilities to contribute to their integration into society. The trainers who complete the courses successfully are awarded certificates which were approved by the Ministry of National Education. According to the legislation, equivalence is possible for the certificates awarded in certain courses last at least 256 hours on occupational branches which are under apprentices' scope. Moreover, it is also possible to get the foremanship exam after having the certificate from public education centres and having necessary practical experiences. In this sense, an opportunity for transition to the apprenticeship system is possible from public education centres on certain conditions.

According to the statistics of MoNE (2005-2006), the number of public education centres throughout Turkey is 924 and 1.674.358 people participated in 79.635 courses between 2005 and 2006. In 2005-2006 years, 894.406 people participated in vocational and technical courses, 585.347 people participated in social and cultural courses and 194.605 people participated in literacy courses.

The efforts to make Public Education Centres more functional are continuing. In the “Support to Basic Education Programme”, 100 revised or new modular programmes for Public Education Centres were prepared and support has also been provided to help improve the capacity of Public Education Centres to monitor and to self-evaluate their own performance. 204 modular programmes in 2006 were prepared for the Public Education Centres. The process of preparation of new modular programmes and in-service trainings are still continuing.

According to the evaluation study carried out with the support of the “Support to Basic Education Programme”, the context and programs provided in public education centres are far away from the local needs and public education centres are lacking qualified teachers and equipments. Moreover, it is pointed out that public know very little about the services of the Public Education Centres. In the monitoring reports for evaluating the impact of new modular reports in Public Education Centres, it is stated that there exist problems in terms of adaptability of teachers to new modular programmes in centres and they are in need to have in-service trainings for the new modular programmes

As can be seen below, there exist Vocational Education Centre and Public Education Centre in each of the 15 growth centres. However, the number of students per teacher indicates the inefficiency of the courses provided in these centres. Moreover, there is a great gender difference in participation in both Vocational Training Centres and Public Education Centres.

Table 38: VTC’s and PEC’s and number of teachers in Growth Centres (VTC: Vocational Training Centre, PEC: Public Education Centre)

| Growth Centres | Institutions | Number of Institutions | Number of Participants | Number of Teachers | Number of Students Per Teacher |
|----------------|--------------|------------------------|------------------------|--------------------|--------------------------------|
| Kars           | VTC          | 2                      | 643                    | 10                 | 64                             |
|                | PEC          | 8                      | 1.401                  | 32                 | 44                             |
| Van            | VTC          | 2                      | 1.696                  | 28                 | 60                             |
|                | PEC          | 12                     | 24.789                 | 38                 | 652                            |

|               |     |    |        |     |       |
|---------------|-----|----|--------|-----|-------|
| Batman        | VTC | 1  | 1.158  | 19  | 60    |
|               | PEC | 6  | 8.896  | 37  | 240   |
| Erzurum       | VTC | 2  | 1.449  | 25  | 58    |
|               | PEC | 19 | 24.104 | 48  | 502   |
| Diyarbakır    | VTC | 3  | 2.517  | 30  | 84    |
|               | PEC | 14 | 32.422 | 65  | 498   |
| Şanlıurfa     | VTC | 5  | 4.692  | 2   | 2.346 |
|               | PEC | 11 | 18.337 | 46  | 399   |
| Gaziantep     | VTC | 5  | 5.633  | 63  | 89    |
|               | PEC | 9  | 16.328 | 70  | 233   |
| Kayseri       | VTC | 8  | 7.359  | 111 | 67    |
|               | PEC | 16 | 20.709 | 48  | 431   |
| Sivas         | VTC | 2  | 2.666  | 34  | 78    |
|               | PEC | 17 | 6.336  | 48  | 132   |
| Trabzon       | VTC | 4  | 4.031  | 44  | 92    |
|               | PEC | 18 | 24.396 | 53  | 460   |
| Malatya       | VTC | 2  | 2.282  | 50  | 46    |
|               | PEC | 14 | 19.590 | 30  | 653   |
| Elazığ        | VTC | 1  | 1.719  | 24  | 72    |
|               | PEC | 11 | 14.609 | 58  | 252   |
| Kastamonu     | VTC | 6  | 1.942  | 33  | 59    |
|               | PEC | 20 | 8.837  | 57  | 155   |
| Samsun        | VTC | 6  | 7.543  | 103 | 73    |
|               | PEC | 15 | 28.655 | 76  | 377   |
| Kahramanmaraş | VTC | 4  | 3.920  | 83  | 47    |
|               | PEC | 10 | 19.760 | 59  | 335   |

Source: TURKSTAT 2004-2005

These centres have great potential as long as they coordinate with social actors and enterprises and continue to revise their programs in line with the local needs and have qualified trainers. These centres should have a demand-side structure rather than supply-side. According to the LLL Policy document, subjects on high demand in these centres are technical training courses, sales and marketing courses, coaching and training courses, ICT courses, management courses and language courses.

ISKUR plays also an important role in LLL activities for unemployed by providing vocational courses, Career Information Guidance and Counselling Services and Active Labour Market Policies.

The Small and Medium Industry Development Organisation (KOSGEB), a non-profit, semi-autonomous organisation linked to the Ministry of Industry and Trade, offers consultancy and training services to contribute to the creation of self-employment through business start-up trainings to SMEs. KOSGEB is one of the major providers of consultancy and training services to SMEs and potential entrepreneurs. KOSGEB is also implementing the Developing Young Entrepreneurs Programme (DYEOP) under the World Bank Privatisation/Social Support Project. The target group of this programme is the students in formal and non-formal education after secondary level.



Municipalities are also responsible for organising courses aimed at assisting individuals in acquiring skills and finding jobs. Municipalities in good financial condition carry out activities similar to those of the Vocational Education Centres and Public Education Centres.

In addition to the public institutions, employers' associations (TOBB, TISK, TESK and TÜSIAD), and workers' and civil servants' trade union confederations (TURK-IS, HAK-IS, DISK and KESK, KAMU-SEN, MEMUR-SEN, BASK) are also important providers of LLL by common projects and protocols as mentioned in the VET section.

There are nearly 36 protocols between the MoNE and companies, chambers and relevant stakeholders for providing non-formal education. Involvement of the social partners in preparation and implementation of Lifelong Learning Strategies is extremely important. There are many platforms to involve the social partners in this process. In accordance with the amendments brought about by the Law no 4702 on Vocational Education, "Vocational Education Board" and "Provincial Vocational Education Board" which are composed of representatives of the Government, employees, employers and other social partners at the central organisation and provinces are established. "Provincial National Education Advisory Boards" which also include the representatives of non-governmental organisations have been established within the Provincial Directorate of National Education.

At all levels of the education system, there also exist distance-learning opportunities (open-school programs) for the needs of those who dropped out of the formal schooling system but wish to get a certain school degree. Distance learning requires by its very nature independent or autonomous learning and it needs infrastructure for web based and computer based training. MoNE conducts planning, research and strategy work for e-learning. Quite innovative programmes are already in operation. For example, open education offered at almost all levels; year-round and round-the-clock (all-day) education concepts and limited practices; using varying length of semester; applied school industry relations (dual system); local needs assessments, planning and implementation together with stakeholders; widespread practices of sponsorship, and protocols for delivering non-formal education programme. Also, it is possible to establish service protocols at local and national levels in order to meet the training needs of various institutions and enterprises and trainees in vocational courses are provided with similar supports given to Apprentices trainees.

In terms of in-firm trainings, many institutions like KOSGEB, MPM (National Productivity Centre), TESK, TOBB and trade unions carry out training programs. ISKUR also provides trainings for companies. In 2006, 9.782 company trainings were provided by ISKUR. However, the number of trainings and scope of training activities need to be extended in a systematic way in order to increase the adaptability of employees and employers.

The National Productivity Centre (MPM) provides trainings for the companies by focusing on upper and middle-level managers of private and public sector organizations, the engineers, technicians, specialists and employees in the accounting, quality, human resources and training departments.

According to the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2006) 44 % of the companies indicated that they face problems with "key" skills; such as, social and communication skills (27 %), management skills (13 %), elementary and basic skills (13 %), work planning skills (11 %) and ICT skills (10 %). In addition to problems with key competences, 17 % of the companies face technical skill problems. Most of these problems refer

to skills required by the content of an occupation or to “theoretical competencies”, implying that employees do not have enough knowledge to carry out their job.

The problems with technical skills differ between occupational groups; occupations at intermediate educational level (for which a VET education is required) face most skill problems, high skilled or lower skilled occupations hardly face any. In the 12 months before this survey, employees from 39 % of all companies participated in training activities. The main focus was on technical training courses related to a specific subject or occupation (27 %), followed by courses on sales and marketing (15%), coaching & training (15 %), ICT (11 %), management (10 %) and personnel management (7 %).

In terms of international mobility programmes, Turkey participated in the Community Programmes Leonardo da Vinci (VET), Socrates (General education) Youth for period 2004-2006 and Lifelong Learning Programme and Youth in Action Programme for the period 2007-2013. Lifelong Learning Programme gives support for education and teaching of all the people and consists of four sub-programmes: Comenius Programme for school education, Erasmus Programme for higher education, Leonardo da Vinci Programme for VET and Gruntvig Programme for adult education.

The most important problem in non-formal education is its very fragmented structure. Thus, it is somewhat difficult to provide a complete picture of the current status of lifelong learning policies and actions and get the number of beneficiaries in a given year in Turkey. Moreover, it is difficult to monitor the quality of education and certification provided.

Key issues and areas that need policy attention and development in terms of lifelong learning concept include accessibility and flexibility, regionalisation, partnership and quality assurance in Turkey. Self-directed distance (e-learning) delivery methods may be appealing for a large country with limited resources. Also, curriculum renewal is an important area, together with creating an effective national credit framework which offers opportunities for modularity, and the collecting and transfer of credit for learning in a new qualifications system so that more personalised learning becomes possible across the lifetime. Lastly, it is very important for effective comparison, monitoring and development to have access to international data, indicators and benchmarking.

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

- Increasing educational attainment at all levels (pre-school, primary, general secondary general, VET secondary, and higher education).
- Reforming the education system to facilitate easier transition through better links and pathways between different types and levels of education.
- Ensuring a high quality education system that provides students with key LLL competences.
- Adoption and implementation of a NQF.
- Increasing the quality and relevance of education and training institutions.

In order to strengthen and improve the quality of LLL in Turkey, “Valuing Learning” is seen as a pre-requisite. This proposal focuses on the identification, assessment and recognition of non-

formal and informal learning as well as on the transfer and mutual recognition of formal certificates and diplomas. Information, guidance and counselling may be considered as a second priority for a healthy functioning LLL system. All VET schools and workplaces should be encouraged to become learning organisations for the development of effective local learning centres to bring learning and learners together as a response to the local needs of the labour market. Finally, the new roles for teachers and learners (innovative pedagogy) should be defined according to the LLL strategies and applications. Establishment of the European Credit Transfer System for VET (ECVET) for formal and non-formal VET is crucially important for the recognition of the certificates and therefore to achieve horizontal and vertical transitions between formal and non formal VET training institutions. By initiating the NQS with the establishment of the VQA, Turkey has already prepared the necessary infrastructure and legislation for this application, but it needs to be put in practice and strengthened the system.

The issues of lifelong learning and the development of a national qualifications framework (NQF), including the Vocational Qualifications Authority will be addressed by a new project designed under component I of NP 2007. Moreover, an Adult Training Survey 2007 and a Continuing VET Survey 2008 will be made by TURKSTAT within the statistics of Lifelong Learning. Within the statistics of non-formal education, TURKSTAT will make a study to consolidate the non-formal education activities of foundations, NGOs, municipalities, ministries and other institutions which were not included to the statistics until today.

## 6. ICT in Education

There is a need to rapidly increase the training of teachers and opportunities for students to utilise and integrate the potential of ICTs in teaching and learning. Given this reality, the importance of utilising ICT in life-long learning and learning how to integrate it into daily learning activities will be critical. ICT also offers opportunities for improvement of the educational and occupational information, preferably linked to (self-) assessment instruments.

Today, all schools with more than eight classrooms have ICT classes. Asymmetric Digital Subscriber Line (ADSL) Internet access has been provided to 28.813 schools and institutions affiliated to Ministry of National Education. Thus, 85 % of the students in primary education and 97 % of the students in secondary education have access to the Internet. In the framework of the European Union MEDA Support to Basic Education Project, a total of 380 teachers have been trained as trainer in disadvantaged provinces (Ardahan/42 teachers; Muş/25 teachers; Sakarya/314 teachers). In addition to these, ICT classes have been established in all cities of Turkey under the Basic Education Project supported by the World Bank and the Education Framework Project supported by the European Investment Bank. The table shows results of these projects for NUTS II level.

Under the Support to Basic Education Project supported by MEDA funds of EU, a total of 380 teachers (41 in Ardahan, 25 in Muş, 312 in Sakarya) in disadvantaged provinces where the project is being implemented have been trained as trainer in IT.

Table 39: The Establishment of ICT Classes under Basic Education Project supported by the World Bank and Education Framework Project supported by European Investment Bank

| <b>NUTS II LEVEL</b> | <b>The Establishment of ICT Classes under Basic Education Project supported by the World Bank</b> | <b>The Establishment of ICT Classes under Education Framework Project supported by European Investment Bank</b> |
|----------------------|---|---|
|----------------------|---|---|

|              |                       |                     | The Number of Schools | The Number of ICT Classes | The Number of PC | The Number of Schools | The Number of ICT Classes | The Number of PC |
|--------------|-----------------------|---------------------|-----------------------|---------------------------|------------------|-----------------------|---------------------------|------------------|
| TRA1         | Erzurum, Bayburt      | Erzincan,           | 78                    | 84                        | 1578             | 36                    | 36                        | 864              |
| TRA2         | Ağrı, Ardahan         | Kars, Iğdır,        | 71                    | 76                        | 1429             | 20                    | 20                        | 480              |
| TRB1         | Malatya, Bingöl,      | Elazığ, Tunceli     | 95                    | 127                       | 2317             | 45                    | 45                        | 1080             |
| TRB2         | Van, Hakkari          | Muş, Bitlis,        | 96                    | 113                       | 2096             | 45                    | 45                        | 1080             |
| TRC1         | Gaziantep, Adıyaman,  | Kilis               | 97                    | 145                       | 2611             | 58                    | 58                        | 1392             |
| TRC2         | Şanlıurfa,            | Diyarbakır          | 95                    | 155                       | 2765             | 49                    | 49                        | 1176             |
| TRC3         | Mardin, Şırnak,       | Batman, Siirt       | 84                    | 100                       | 1852             | 49                    | 49                        | 1176             |
| TR63         | Hatay, Kahramanmaraş, | Osmaniye            | 83                    | 107                       | 1961             | 74                    | 74                        | 1776             |
| TR72         | Kayseri, Yozgat       | Sivas,              | 109                   | 132                       | 2439             | 97                    | 97                        | 2328             |
| TR82         | Kastamonu, Çankırı,   | Sinop               | 71                    | 71                        | 1349             | 24                    | 24                        | 576              |
| TR83         | Samsun, Çorum,        | Tokat, Amasya       | 172                   | 212                       | 3908             | 64                    | 64                        | 1536             |
| TR90         | Trabzon, Giresun,     | Ordu, Rize, Artvin, | 170                   | 204                       | 3774             | 56                    | 56                        | 1344             |
| <b>TOTAL</b> |                       |                     | <b>1221</b>           | <b>1526</b>               | <b>28079</b>     | <b>617</b>            | <b>617</b>                | <b>14808</b>     |

Source: MoNE Project Coordination Centre – Procurement Section

Table 40: Computer and Internet usage by gender and education level (%)

|   | Total number of individuals |            | Computer use |       | Internet use |       |
|---|-----------------------------|------------|--------------|-------|--------------|-------|
|   | Female                      | Male       | Female       | Male  | Female       | Male  |
| Literate without a diploma                          | 5 940 219                   | 1 911 064  | 0,39         | 1,35  | 0,18         | 1,05  |
| Primary school                                      | 10 817 801                  | 10 009 931 | 1,22         | 4,78  | 0,34         | 3,11  |
| Secondary school and vocational school at secondary | 2 383 615                   | 4 013 042  | 16,95        | 24,03 | 9,76         | 18,33 |

|                                 |           |           |       |       |       |       |
|---------------------------------|-----------|-----------|-------|-------|-------|-------|
| school level                    |           |           |       |       |       |       |
| High school                     | 3 702 986 | 5 848 094 | 35,79 | 45,65 | 27,14 | 36,52 |
| University/Master/<br>Doctorate | 1 382 663 | 2 169 246 | 64,85 | 73,04 | 57,88 | 65,67 |

Source: MoNE Statistics 2006-2007 on Formal and Non-Formal Education

As can be seen from the table, the percentage of computer and internet users is increasing as the level of education increases. Moreover, it is easy to see the gender difference at all educational levels in usage of internet and computer.

Although most of the schools have access to internet, the activities for increasing abilities of students and teachers to use ICT resources should be expanded. MoNE provides computer literacy education in curriculum to improve computer skills in formal and non-formal education institutions. Computer courses are also provided in Public Education Centres, however, some centres can not meet the demand for computer courses due to lack of equipment and qualified teachers. There are many projects and activities being implemented by MoNE to boost the use of ICT resources by both teachers and students in education. For example, “Microsoft-Cooperation in Education” is a distance-learning training programme to increase teachers’ computer skills. By 2006, 263.420 teachers had certificates after completing these courses. Moreover, by 2006, more than 30.000 teachers and 1.800 students had trainings on use of ICT in “Intel –Education for Future” Project.

The Ministry of National Education opened 29,264 ICT classes in 28.813 schools for public use. According to the permissive attitude of MoNE, schools are free to use their ICT classes as internet cafes and get money out of that activity. The MoNE aims at taking students and people away from the illegal internet cafes and attracting them to schools' ICT classes instead. However, ICT classes are not used in an effective way.

TTnet (Training of Trainers Network) for VET teachers and trainers which functions in EU countries is being established in Turkey with the support of ETF. This is a European forum where key players and decision-makers in the field of training of teachers and trainers can share good examples of practice, knowledge and expertise. TTnet web site prepared for that purpose is available on “[www.mete.meb.gov.tr](http://www.mete.meb.gov.tr)”. MoNE implements all of the exam services within the context of e-transformation project. The target audience of the project consists of the students of the primary and secondary schools linking to the MoNE, the teachers, the personnel and directors of the Ministry head organization and all citizens.

The project of Access to Knowledge Portal prepared within the context of “The Protocol of Developing Knowledge and Communication Technology in schools linking to The MoNE” which is signed between MoNE and Microsoft, is carried out as a pilot scheme in 120 schools. The user services for students, teachers, directors and parents are available in this Portal. The parents will be able to learn all of the written and oral exam results of their children and the teacher comments by using this service. Besides, e-library, news, sample surveys and related links will take place in this constantly updated portal.

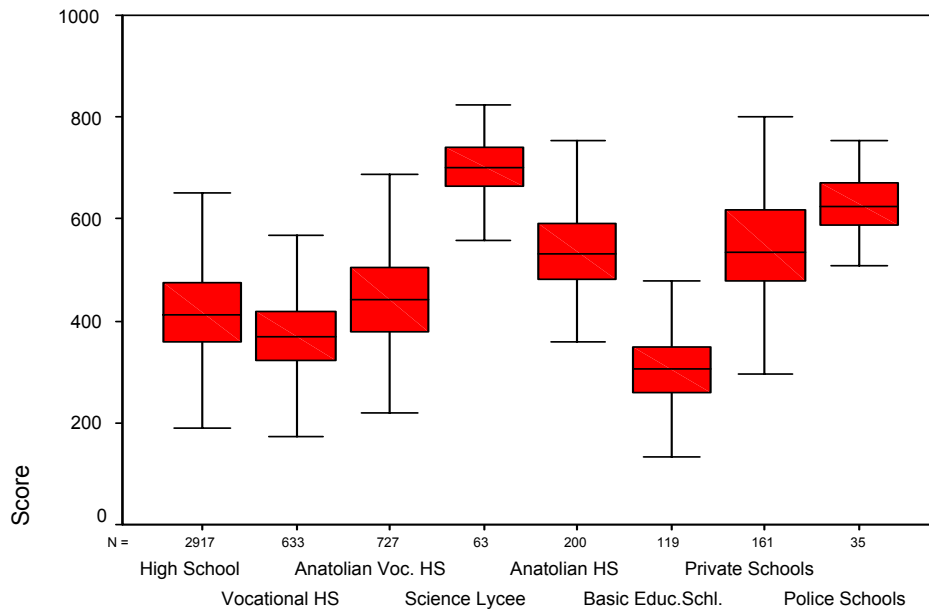
## 7. Quality in Education

Different international student evaluations revealed disappointing results for the quality of the Turkish education system. Turkey participated in the Progress in International Reading Literacy Study (PIRLS) for fourth graders measuring literacy achievement in 2003. According to the

results of PIRLS, in 2001 Turkish students performed below international and EU average with 448 points in literacy reading and 452 points in informational reading.

Turkey also participated in Term II PISA studies including the years 2000-2003 within the framework of the Programme for International Student Assessment (PISA) carried out by OECD. According to the results of PISA 2003 Project, Turkey takes place on last ranks with average 423 points in maths, 441 in literacy and 434 in science. By these averages, Turkey lags behind EU Member States which participated in PISA Study. Moreover, one of the noteworthy results of PISA was the differences in student performance level among types of schools. Figures also represent that the education system in Turkey should place more emphasis on reducing the achievement gap between different school types, particularly by directing more resources and greater effort to raising student learning achievement in general secondary and vocational schools.

**Graphic 3: PISA 2003 Score by School Type, Turkey**



*Source:* PISA, 2003. (World Bank Report)

Factors such as curriculum not updated and not responding to local and labour market needs, inadequacy of teachers, equipment and schools especially in rural areas, lack of career and guidance services and the insufficiency of the budget allocated to education, form the basis of the difficulties regarding the quality of education.

There are efforts to update the curriculum in primary and secondary education. In the educational year of 2005-2006, new primary education curricula have been put into practice nationwide; 230.000 teachers attended in-service training; pilot practices for secondary education curricula were launched. Programmes are intended to meet the regional needs, raise awareness on the lifelong learning awareness and to furnish with life skills. There is also a need to evaluate these curriculum changes, train teachers in line with these changes and update them systematically. Work on developing quality assurance system is still in progress.

There are also problems in terms of number and distribution of **teachers**. When we look at the *number of students per teacher* in 2005-2006 educational year, it is seen that there is inadequacy of teachers especially in primary education in some 12 NUTS II regions, TRB2, TRC3 and TRC2.

Table 41: Number of students per teachers in 12 NUTS II Regions

| YEAR | LEVEL II CODE | NUTS II LEVEL                                   | Primary Education | General Secondary Education | Vocational Secondary Education |
|------|---------------|---|-------------------|-----------------------------|--------------------------------|
| 2005 | TRA1          | Erzurum, Erzincan, Bayburt                      | 24                | 19                          | 12                             |
| 2005 | TRA2          | Ağrı, Kars, Iğdır, Ardahan                      | 36                | 25                          | 13                             |
| 2005 | TRB1          | Malatya, Elazığ, Bingöl, Tunceli                | 23                | 18                          | 10                             |
| 2005 | TRB2          | Van, Muş, Bitlis, Hakkari                       | 40                | 27                          | 18                             |
| 2005 | TRC1          | Gaziantep, Adıyaman, Kilis                      | 31                | 22                          | 14                             |
| 2005 | TRC2          | Şanlıurfa, Diyarbakır                           | 39                | 27                          | 14                             |
| 2005 | TRC3          | Mardin, Batman, Şırnak, Siirt                   | 40                | 31                          | 19                             |
| 2005 | TR63          | Hatay, Kahramanmaraş, Osmaniye                  | 26                | 19                          | 14                             |
| 2005 | TR72          | Kayseri, Sivas, Yozgat                          | 24                | 18                          | 12                             |
| 2005 | TR82          | Kastamonu, Çankırı, Sinop                       | 19                | 14                          | 10                             |
| 2005 | TR83          | Samsun, Tokat, Çorum, Amasya                    | 22                | 16                          | 12                             |
| 2005 | TR90          | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 21                | 16                          | 13                             |

Source: TURKSTAT

The physical capacity is also important in terms of quality of education. Inadequacies of the buildings, their small size in comparison with the number of students, the lack of enough classrooms and laboratories have negative impact on the overall quality of the education provided. In the 2006-2007 educational year, the number of schools, teachers and students at national level are given below:

Table 42: Number of schools, teachers and students in Turkey

| EDUCATIONAL YEAR | LEVEL OF EDUCATION              | Number of Schools | Number of Teachers | Number of Students |
|------------------|---------------------------------|-------------------|--------------------|--------------------|
| 2006-2007        | Pre-primary education           | 20 675            | 24 775             | 640 849            |
| 2006-2007        | Primary school                  | 34 656            | 402 829            | 1 0846 930         |
| 2006-2007        | General High School             | 3 609             | 103 389            | 2 142 218          |
| 2006-2007        | Vocational and Technical School | 4 244             | 84 276             | 1 244 499          |

Source: MoNE Statistics 2006-2007

One of the main indicators for the physical capacity problem is the number of students per classroom. In the 12 NUTS II regions, the number of students per classroom is at the highest level in both primary and secondary education in TRC2, TRC1 and TRC3 regions. The number of students per classroom in primary education, general and vocational secondary education in the 12 NUTS II regions is given below:

Table 43: Number of students per classroom by 12 NUTS II Regions, 2005-2006

| LEVEL II CODE | NUTS II LEVEL                                   | Primary Education | General Secondary Education | V&T Secondary Education |
|---------------|---|-------------------|-----------------------------|-------------------------|
| TRA1          | Erzurum, Erzincan, Bayburt                      | 27                | 28                          | 20                      |
| TRA2          | Ağrı, Kars, Iğdır, Ardahan                      | 34                | 36                          | 20                      |
| TRB1          | Malatya, Elazığ, Bingöl, Tunceli                | 31                | 39                          | 21                      |
| TRB2          | Van, Muş, Bitlis, Hakkari                       | 44                | 44                          | 28                      |
| TRC1          | Gaziantep, Adıyaman, Kilis                      | 46                | 47                          | 27                      |
| TRC2          | Şanlıurfa, Diyarbakır                           | 57                | 51                          | 23                      |
| TRC3          | Mardin, Batman, Şırnak, Siirt                   | 46                | 49                          | 23                      |
| TR63          | Hatay, Kahramanmaraş, Osmaniye                  | 37                | 37                          | 27                      |
| TR72          | Kayseri, Sivas, Yozgat                          | 27                | 33                          | 22                      |
| TR82          | Kastamonu, Çankırı, Sinop                       | 20                | 23                          | 19                      |
| TR83          | Samsun, Tokat, Çorum, Amasya                    | 26                | 32                          | 26                      |
| TR90          | Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane | 24                | 28                          | 22                      |

Source: TURKSTAT Statistics, 2005-2006

## 8. Education Expenditure

In the 2001-2005 period, the share of public expenditure on education in GDP increased from 2.9 % to 4.2 %. According to the 2002 Turkey Educational Expenditure Survey, average education expenditure allocated per student is 181 € for pre-primary education, 517 € for primary education, 1,018 € for general secondary education, 1,403 € for vocational secondary education, and 2,385 € for higher education.<sup>14</sup> Besides, 62.7 % of educational expenditure is met by central government and 34.6 % by households.

In Turkey, the share of public expenditure for education in total expenditure constitutes only 60 %, which is lower than in European countries. Public spending on education is 4.34 % of the GNP. Given the fact that the country has a young population, with 0-15 age group constituting 30.7 % of the total, this obviously constitutes a serious drawback.

As can be seen in the table below representing the distribution of expenditure on education according to the service provider in 2002, most of spending on education is for formal education and the ratio of spending on non-formal Education and Research and Development is low.

Table 44: Distribution of education expenditure

| Service Providers    | (%)           |
|----------------------|---------------|
| <b>Total</b>         | <b>100,00</b> |
| Formal Education     | 92,69         |
| Non-formal Education | 1,86          |
| Service-in           | 0,22          |
| Debt services        | 0,52          |
| Private schoolrooms  | 3,09          |

<sup>14</sup> Central Bank of the Republic of Turkey rate for 2002 is 1 € = 1.4366.



|   |      |
|---|------|
| R&D   | 0,24 |
| Graduate of secondary Education and preparing for university exam | 1,38 |

Source: TURKSTAT

Table 45: The amount and distribution of education expenditure by financial sources, 2002

| Financial Sources                             | The amount of total expenditure | (%)           |
|---|---------------------------------|---------------|
| <b>Total</b>                                  | <b>20 155 207 668 725 300</b>   | <b>100,00</b> |
| Central Government                            | 13 062 138 408 263 000          | 64,81         |
| Local Administrations                         | 141 042 192 628 948             | 0,70          |
| Private and juristic persons and institutions | 313 006 080 551 370             | 1,55          |
| Households                                    | 6 620 064 983 244 140           | 32,85         |
| International Resources                       | 18 956 004 037 845              | 0,09          |

Source: TURKSTAT, 2002

The statistics on education expenditure include total education expenditure consisting of the amount and distribution of education expenditure by service providers and financial sources. The data to be published by TURKSTAT on education expenditure of provincial special administrations, municipalities and higher education institutions will be collected from the analytical budget database of the Ministry of Finance as from the year 2008. At the end of 2008, MoNE will provide the UOE (UNESCO, OECD, and EUROSTAT) with the missing data on education expenditure.

Table 46: The amount and distribution of education expenditure by service providers, 2002

| Service Providers  | The amount of expenditures (YTL) | (%)           |
|--|----------------------------------|---------------|
| <b>Total</b>   | <b>20 155 207 669</b>            | <b>100,00</b> |
| Formal Education   | 18 682 430 396                   | 92,69         |
| Non formal Education   | 373 953 093                      | 1,86          |
| On the job training  | 43 971 612                       | 0,22          |
| Debt Services  | 105 067 038                      | 0,52          |
| Special Training Centres   | 623 191 660                      | 3,09          |
| R & D Expenditures   | 49 182 221                       | 0,24          |
| Graduates from high school and preparing themselves for universities | 277 411 649                      | 1,38          |

Note: In formal education, open education (open education primary schools, high schools and open education faculty) are included.

## COMBATING POVERTY AND SOCIAL EXCLUSION

### 1. Poverty and Income Distribution

Unequal distribution of income is one of the most crucial problems in Turkey although the Gini coefficient has a decreasing trend. Though the values are not known between 1994 and 2002, the Gini coefficient, which was 0.49 in 1994, has decreased to 0.44 in 2002 and this downward trend has continued afterwards. The macroeconomic stability sustained especially after 2001, the decreasing trend in inflation rate, increasing rate of social transfers towards low-income groups

and improvements in sectoral policies especially in education and health can be listed as reasons for this improvement. Although there is a downward trend in the Gini coefficient that reflects a less unequal distribution of income, income distribution is more unequal in Turkey than in the EU.

Table 47: Distribution of disposable income by quintiles, 2002-04

|                      | 2002  | 2003  | 2004  | 2005  |
|----------------------|-------|-------|-------|-------|
| Total                | 100.0 | 100.0 | 100.0 | 100.0 |
| 1 <sup>st</sup> 20 % | 5.3   | 6.0   | 6.0   | 6.1   |
| 2 <sup>nd</sup> 20 % | 9.8   | 10.3  | 10.7  | 11.1  |
| 3 <sup>rd</sup> 20 % | 14.0  | 14.5  | 15.2  | 15.8  |
| 4 <sup>th</sup> 20 % | 20.8  | 20.9  | 21.9  | 22.6  |
| 5 <sup>th</sup> 20 % | 50.1  | 48.3  | 46.2  | 44.4  |
| Gini Coefficient     | 0.44  | 0.42  | 0.40  | 0.38  |

Source: TURKSTAT Household Budget Surveys.

Income quintile share ratio, the ratio of total income received by the 20 % of the population with the highest income (top quintile) to that received by the 20 % of the population with the lowest income (lowest quintile) is 9.9 in Turkey and 4.6 in EU25.<sup>15</sup> Thus, income distribution is highly unequal as compared to the EU Member States.

The risk-of-poverty rate is 26 % on average for Turkey, which is highly above the EU25 average of 16 %. Although the risk-of-poverty rates for women (26 %) and men (25 %) are close, it is because these calculations are based on household surveys that assume an equal share of the resources. Poverty risks according to age groups are the highest for 0-15 age group (34 %; EU average is 19 %) whereas the poverty risks of all other age groups are close to or lower than average poverty rate. Old-aged poverty, or the risk-of-poverty rate for 65 years of age and over, is 21 % in Turkey, i.e., much lower than the average poverty and child poverty.

The risk of poverty rates before and after pensions and social transfers indicate that the effects of pensions and social transfers in redistribution of income in Turkey is the lowest as compared to EU25. In Turkey, pensions reduce the poverty rate only by 1 %. The risk of poverty rate before any social transfers (including pensions and survivors' benefits) and after all transfers is 40 % and 16 % respectively in EU25 whereas it is 31 % and 25 % respectively in Turkey.<sup>16</sup>

A national survey called "poverty study" is conducted by TURKSTAT since 2002. The methodology used depends on the determination of persons below the thresholds (food poverty threshold and poverty threshold) calculated depending on consumption expenditure. The results of the poverty studies since 2002 are outlined in the table. It must be noticed that poverty in rural areas are nearly twofold of that in urban areas.

<sup>15</sup> The data used in comparisons with the EU is for the year 2003, the most recent processed data available for Turkey.

<sup>16</sup> Eurostat, Statistics in Focus, Population and Social Conditions, 13/2005, p.4, Figure 5..

Table 48: Poverty Rates (%)

|                             | Turkey |       |       |       | Urban |       |       |       | Rural |       |       |       |
|-----------------------------|--------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
|                             | 2002   | 2003  | 2004  | 2005  | 2002  | 2003  | 2004  | 2005  | 2002  | 2003  | 2004  | 2005  |
| Food Poverty                | 1.35   | 1.29  | 1.29  | 0.87  | 0.92  | 0.74  | 0.62  | 0.64  | 2.01  | 2.15  | 2.36  | 1.24  |
| Poverty (Food and non-food) | 26.96  | 28.12 | 25.60 | 20.50 | 21.95 | 22.30 | 16.57 | 12.83 | 34.48 | 37.13 | 39.97 | 32.95 |
| Below 1\$/per day           | 0.20   | 0.01  | 0.02  | 0.01  | 0.03  | 0.01  | 0.01  | 0.00  | 0.46  | 0.01  | 0.02  | 0.04  |
| Below 2,15 \$/per day       | 3.04   | 2.39  | 2.49  | 1.55  | 2.37  | 1.54  | 1.23  | 0.97  | 4.06  | 3.71  | 4.51  | 2.49  |
| Below 4,3 \$/per day        | 30.30  | 23.75 | 20.89 | 16.36 | 24.62 | 18.31 | 13.51 | 10.05 | 38.82 | 32.18 | 32.62 | 26.59 |

Source: TURKSTAT Poverty Studies.

In Turkey, poverty is negatively related with the education level and positively related with the number of dependant children. Besides, poverty risk of the daily waged, self-employed and unpaid family workers is higher than the country average. Together with the unemployed, these groups of the society have the priority of action.

Table 49: Poverty rates according to employment status

|   | Turkey |       |       |       | Urban |       |       |       | Rural |       |       |       |
|---|--------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
|   | 2002   | 2003  | 2004  | 2005  | 2002  | 2003  | 2004  | 2005  | 2002  | 2003  | 2004  | 2005  |
| Total                                   | 26,96  | 28,12 | 25,60 | 20,50 | 21,95 | 22,30 | 16,57 | 12,83 | 34,48 | 37,13 | 39,97 | 32,95 |
| <b>Members aged 15 years &amp; more</b> |        |       |       |       |       |       |       |       |       |       |       |       |
| - Employed                              |        |       |       |       |       |       |       |       |       |       |       |       |
| <i>Wage/Salary Earners</i>              | 13,64  | 15,28 | 10,35 | 6,57  | 12,24 | 14,27 | 8,79  | 4,92  | 18,31 | 19,03 | 16,71 | 12,78 |
| <i>Daily Waged</i>                      | 45,01  | 43,09 | 37,52 | 32,12 | 44,82 | 40,24 | 28,65 | 27,08 | 45,29 | 47,29 | 47,15 | 38,61 |
| <i>Employer</i>                         | 8,99   | 8,84  | 6,94  | 4,80  | 6,73  | 8,14  | 3,82  | 2,07  | 15,26 | 10,58 | 15,58 | 12,55 |
| <i>Self employed</i>                    | 29,91  | 32,38 | 30,48 | 26,22 | 21,75 | 24,36 | 16,13 | 11,04 | 33,38 | 35,98 | 37,04 | 33,04 |
| <i>Unpaid family workers</i>            | 35,33  | 38,51 | 38,73 | 34,52 | 27,94 | 18,59 | 11,30 | 10,76 | 36,67 | 41,01 | 41,79 | 37,53 |
| - Unemployed                            | 32,44  | 30,97 | 27,37 | 26,19 | 22,99 | 28,20 | 22,74 | 20,92 | 62,56 | 38,84 | 38,12 | 43,43 |
| - Economically inactive persons         | 22,15  | 22,82 | 20,95 | 15,92 | 18,53 | 19,32 | 14,10 | 11,08 | 30,14 | 30,58 | 36,59 | 27,65 |
| <b>Members younger than 15</b>          | 34,55  | 37,04 | 34,02 | 27,71 | 30,59 | 30,43 | 24,22 | 19,51 | 41,10 | 46,44 | 49,34 | 40,60 |

Source: TURKSTAT, Poverty Studies.

In spite of the high incidence of poverty, Turkey has no national integrated strategy on combating poverty and social exclusion. The lack of a national strategy leads to the ineffective provision of services within a fragmented institutional structure in which services are provided by several institutions. Thus, the overall impact of policies on poverty reduction remains limited.

## **2. Social Protection**

According to the new Social Security Reform, the social protection system in Turkey will consist of four strands: social insurance, general health insurance, social services and social assistances. Social services and social assistances are financed by general budget, while social insurance and general health insurance are based on contributions.

“Law on Social Security and General Health Insurance No. 5510” prepared in the context of Social Security Reform with the aim to establish a unique retirement insurance regime and General Health Insurance in order to finance equal, preventive and curatory health services for all population was approved on 31 May 2006. However, the implementation of the law was postponed till 1 January 2008 because the Constitutional Court had taken a decision for cancellation of the articles concerning the civil servants. The efforts for restructuring related to the law are ongoing taking into account the decision of the Constitutional Court.

### **2.1 Social Insurance**

By 2005 in Turkey, there are approximately 13 million active people paying premiums and old age pension is paid to approximately 5 million people; invalidity pension<sup>17</sup> and widow and orphan pension<sup>18</sup> are paid to approximately 2.5 million people. A significant difference exists between women and men covered by social insurance as parallel to the structure of employment. According to the results of Household Income and Consumption Survey 2002, while 50.9 % of men are under the coverage of social insurance, this rate decreases to 24 % for women.<sup>19</sup>

The Social Security Reform, unifying three current social insurance institutions and implementations except for unemployment insurance, envisages establishing a system including equal rights and liabilities for all citizens. The aim of the reform is to ensure the establishment of a new service-focused, citizen-oriented, equal, fair and standardized system and to diminish the burden of the social security system on the economy as a result.

Unemployment coverage remains limited as only employees duly registered and fulfilling certain conditions such as a certain period of time depending on the wage earned and employment period are entitled to unemployment benefits.

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<sup>17</sup> This pension is paid to insured people who are not able to work resulting from work accident, occupational disease or any disease after working a certain time during their lives.

<sup>18</sup> This pension is awarded to the widows and orphans of insured person while they work or take monthly salary and to their parents whom they have to care of.

<sup>19</sup> Dependants benefiting from sickness, widow and orphan pension by having this right thanks to their parents are not included in this ratio.

## 2.2 General Health Insurance

Health insurance is provided in accordance with the working status by three social security institutions. By the reform<sup>20</sup>, Turkish citizens and all foreigners who reside in Turkey more than one year and who are out of the coverage of the health insurance in their own country will be included in General Health Insurance. Besides, as an important step taken under the General Health Insurance system, all children will be covered for free up to the age of 18.

After the reform is put into effect, the general health insurance premium rate is 12.5 % of the wage (5 % for employees, 7.5 % for employers). The state will contribute to the general health insurance system by 3 % of the total premium collected. The premiums of those who can not afford to pay their general health insurance premiums, in other words, whose average monthly per capita income is under € 63.40, including the self employed, unpaid family workers, and seasonal workers will be paid by the State. Besides, there is no relationship between the amount of premium and the health service provided.

## 2.3 Social Services and Social Assistance

Social services are composed of services such as protection and care, treatment, rehabilitation, counselling and training, especially provided for children, the old aged, people with disabilities and women.

“Community Centres” are established in regions where there is high immigration, in gecekondur regions, in regions given priority for development and in other places where there is need in relation with rapid social changes, urbanization and problems stemming from migration.

Table 50: Number of people benefited from the community centres of SHCEK

| Year           | Number of community centres | Number of people benefited from the programmes and projects of community centres |
|----------------|-----------------------------|--|
| 1994-1995-1996 | 9                           | -  |
| 1997           | 11                          | 3.371  |
| 1998           | 20                          | 7.348  |
| 1999           | 28                          | 8.919  |
| 2000           | 38                          | 16.607   |
| 2001           | 51                          | 32.352   |
| 2002           | 58                          | 29.834   |
| 2003           | 57                          | 39.205   |
| 2004           | 59                          | 37.029   |
| 2005           | 63                          | 45.008   |
| 2006           | 66                          | 40.028   |

Source: SHCEK Statistics

<sup>20</sup> According to the Decision of the Constitutional Court, civil servants shall not be included in the General Health Insurance System which will be re-regulated in parallel to this decision.

Currently, a total of 90 community centres are established in 37 provinces<sup>21</sup> .

Table 51: Number of community centres in growth centres

| Province      | Number of community centres |
|---------------|-----------------------------|
| Kars          | 1                           |
| Van           | 1                           |
| Batman        | 3                           |
| Erzurum       | -                           |
| Diyarbakır    | 1                           |
| Şanlıurfa     | 1                           |
| Gaziantep     | 1                           |
| Kayseri       | -                           |
| Sivas         | -                           |
| Trabzon       | 1                           |
| Malatya       | -                           |
| Elazığ        | -                           |
| Kastamonu     | -                           |
| Samsun        | 2                           |
| Kahramanmaraş | -                           |

Source: SHCEK Statistics

The target group of the centres are people living in disadvantaged regions of urban areas and facing the problem of access to resources, particularly women, children, youth, people with disabilities that are effected mostly by poverty and rapid urbanisation.

The centres are aiming at improving skills of the population in that region especially to children, women and youth, creating opportunities for employment and income resources; helping people to improve their self-confidence for working together and strengthening their participation capacity; raising awareness on environment. In this context, services provided by these centres are related to awareness raising in particular for improving the status of women in family and society; improving their productivity, information on health, nutrition, child development and education, family planning, household economics; trainings for women, children and youth on civil rights, human rights, children rights linked with Children Rights Convention, and how to use these rights; various guidance services; providing participation of the society via promoting different interest fields. It is clearly observed that the women participating in these activities are informed about their legal rights and they claim for their rights, they are more tolerant and flexible for the education of girls, they begin to follow the media and criticize, they are strong enough in activating the institutions and they begin to question these institutions.

Besides, in 38 “Family Counselling Centres”, services are provided to the family members, that approximately 10 thousand persons have benefited from these services in the period of January-August 2006.

<sup>21</sup> These provinces are Adana, Adıyaman, Ağrı, Ankara, Antalya, Ardahan, Aydın, Batman, Bitlis, Bolu, Bursa, Çanakkale, Diyarbakır, Edirne, Erzincan, Eskişehir, Gaziantep, Hakkari, Iğdır, İstanbul, İzmir, Karaman, Kars, Kırıkkale, Kırklareli, Kocaeli, Manisa, Mardin, Mersin, Muş, Sakarya, Samsun, Siirt, Şanlıurfa, Trabzon, Van, Yozgat

There are nearly 12 thousand old aged in 217 nursing homes where they benefit from long-term care services. However, the number of the old-aged staying in these nursing homes is under their capacity. This is mainly a result of children feeling themselves responsible for taking care of their old-aged family members in traditional Turkish family structure.

There are 5 old-aged solidarity centres providing support services to assist the daily life of old-aged (over 1.000 members) in 4 provinces. The Solidarity Centres affiliated to SHCEK aim to help to the old aged persons to spend their leisure-time, to improve their life conditions, to help them in the daily life activities, to provide guidance and vocational counselling services, to provide support services on the subjects which they can not meet by themselves and to increase their social relations and activities.

Besides, the old-aged generally prefer to live in their familiar social environment. In fact, the results of Turkey Demographic and Health Survey (TNSA) 1998<sup>22</sup> indicate that 7 of each 10 old aged live with their children in the same house or in the same building. On the other hand, as the sources of income are observed, pensions are found to be the main source of income. Since the pensions, which are generally insufficient and the main income, the old-aged face some difficulties in access to services in economic and social life. On the other hand, it is known that currently most of the old-aged do not face a risk of social exclusion due to family solidarity and services of social protection service providers.

According to the 2000 Census of Population, population at the age of 65 and over is 3.9 million which constitutes 5.7 % of the total population. 45.3 % of old-aged are men and 54.7 % are women. It is estimated that the share of the population at the age of 65 and over will reach 6.4 % in 2012 and 13.7 % in 2039<sup>23</sup>. These population projections based on the 2000 Census of Population state that the population will gradually be aging while the fertility rates will keep on decreasing in 2020 and 2050. As the old-aged population is increasing gradually and family structure is transformed in a nuclear family way from crowded families, the services to be furnished for the old-aged gain much more importance and in this regard, healthy ageing programs and care services to be planned for the old-aged will have to be taken into consideration as one of the prior issues for future policies and implementations. Another challenge for the old-aged is that those who are working as unregistered nowadays will not have the opportunity for benefiting from social security services such as pensions and health care which may increase the risk of their social exclusion in their elderly period.

This situation brings forth two dimensions for the next years. Firstly, there will be a need for better planned care services for the old-aged especially for facilitating employment of women, as women are mostly responsible for care of the old-aged in the family. In other words more and better care services in public and private institutions or at home provided by professional care givers will affect the increase in employment rate of women. Secondly, as women are mostly the responsible ones for the old-aged care in the society, they can be directed to work as professional care givers by providing support to strengthen their skills.

On the other hand, residential care, rehabilitation, counselling and awareness raising services are provided to approximately 3 thousand people with disabilities via 37 residential institutions and more than 2 thousand people with disabilities and their families via 32 “family counselling and

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<sup>22</sup> Hacettepe University, Institute of Population Studies and Macro International Inc., 1999, Turkey Demographic and Health Survey 1998, Hacettepe University Institute of Population Studies, Ankara.

<sup>23</sup> TURKSTAT, National Population Projections, 2005.

rehabilitation centres<sup>24</sup> and approximately 4 thousand people with disabilities are waiting their turn to benefit from such services. Besides, approximately 30 thousand people with disabilities and their families benefit from rehabilitation and counselling services provided by 512 private rehabilitation centres.

Social assistances are provided through benefits in kind (coal, food, clothing and education materials etc.) and benefits in cash. Unfortunately, since people who have to benefit from social assistances provided by different institutions are not determined commonly on the basis of objective criteria at the national level; it is hard to evaluate the coverage and the effectiveness of these services.

A research project funded by the state budget was launched aiming at evaluating the effect of social assistances and supports provided from projects carried out by General Directorate of Social Assistance and Solidarity (SYDGM) in cooperation with the Social Assistance and Solidarity Foundations (SYDV) in provinces and other relevant public institutions; determining the effect of activities of SYDGM on eliminating the poverty, and according to the results having new strategies and policies in order to make the current implementations more effective as regards to combating poverty. The project is expected to be finalized by the end of 2007.

There is no application for minimum income support for the people in need. However; people with disabilities, the old aged people in need, children in need of protection, persons and families in economic and social deprivation are entitled to receive social assistances. However, the coverage is low as compared to the people in need.

A monthly lifelong benefit is awarded to old aged people who completed 65 years of age, have no income either in the form of pensions or wages and are in need as well as all people with disabilities at any age, who are not able to work. There is no data on whether there is any old aged or people with disabilities who are not able to benefit from social assistances. Benefits in cash are provided to some families who are in need and have no income or monthly salary from other institutions.

Implementations for conditional cash transfers (CCT) were launched first with the credit of World Bank in 2003. This credit of World Bank was fully used, but the CCT implementations were continued as an initiative of Turkish Government and the transfers are being paid from the resources of Social Assistance and Solidarity Fund from May 2006. During 2003-2006, approximately an amount of 100 million Euros were used for CCT implementations and the amount used from the resources of Social Assistance and Solidarity Fund is about 90 million Euros. CCT implementations are ongoing and the payments are being made directly on a monthly basis to mothers who make their children continue their primary and secondary education, obtain adequate pre-natal care, basic health and nutrition services for their children at 0-6 age group.

On the other hand, people in need are provided one meal every day by serving directly at home and monthly food assistance.

### **3. Promoting Social Inclusion of Disadvantaged Persons**

In Turkey, disadvantaged persons in particular people with disabilities, ex-prisoners and ex-convicts, poor people living in gecekondu areas are excluded from economic and social life in

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<sup>24</sup> Designed only for people with disabilities



relation with poverty or being at risk of poverty. Although each group has different specific problems; the common problems for all groups are limited access to labour market, education, health and social security.

### 3.1 People with Disabilities<sup>25</sup>

According to the 2002 Disability Survey made by TURKSTAT and the Administration for Disabled People, there exist approximately 8.4 million people with disabilities in Turkey.

Table 52: Population share of people with disabilities (%)

|   | Total | Male  | Female |
|---|-------|-------|--------|
| People with disabilities  | 12.29 | 11.10 | 13.45  |
| People with orthopaedic, mental, speech and language, hearing and visual disabilities | 2.58  | 3.05  | 2.12   |
| People with chronic illnesses   | 9.7   | 8.5   | 11.33  |

Source: TURKSTAT, 2002 Disability Survey

In terms of labour force participation, only one out of five people with disabilities at working age 15-64 participate in labour force. The labour force participation of people with disabilities is approximately a half of the average labour force participation rate, while the labour force participation rate of women with disabilities decreases to one fourth of the average.

Table 53: Labour Force Participation and Unemployment Rate of People with orthopaedic, mental, speech and language, hearing and visual disabilities

|               | Labour Force Participation Rate | Unemployment Rate | Population out of Labour Force |
|---------------|---------------------------------|-------------------|--------------------------------|
| <b>Turkey</b> | 21.71                           | 15.46             | 78.29                          |
| Urban areas   | 25.61                           | 17.43             | 74.39                          |
| Rural areas   | 17.76                           | 12.58             | 82.24                          |
| Male          | 32.22                           | 14.57             | 67.78                          |
| Female        | 6.71                            | 21.54             | 93.29                          |

Source: TURKSTAT, 2002 Disability Survey

Table 54: Labour Force Participation and Unemployment Rate of People with chronic illnesses

|               | Labour Force Participation Rate | Unemployment Rate | Population out of Labour Force |
|---------------|---------------------------------|-------------------|--------------------------------|
| <b>Turkey</b> | 22.87                           | 10.77             | 77.13                          |
| Urban areas   | 23.08                           | 12.72             | 76.92                          |
| Rural areas   | 22.48                           | 7.08              | 77.52                          |
| Male          | 46.58                           | 10.28             | 53.42                          |
| Female        | 7.21                            | 12.84             | 92.79                          |

Source: TURKSTAT, 2002 Disability Survey

<sup>25</sup> In Law on People with Disabilities adopted on 07.07.2005, people with disabilities are defined as “the people who have difficulties in adapting to social life and in meeting daily needs due to the loss of physical, mental, psychological, sensory and social capabilities at various levels by birth or by any reason thereafter and who therefore need protection, care, rehabilitation, consultancy and support services”.

The low labour force participation rate of people with disabilities stems from their low level of education and job related qualifications, barriers restricting their employment and mobility, and insufficient employment opportunities. Such problems in participating in the labour force faced by people with disabilities result in social exclusion and poverty risk.

In order to increase the employment rate of people with disabilities, general vocational training opportunities need to be diversified for the people with different levels and types of disability. It is also necessary to create new training programs and employment of the disabled should be diversified in parallel. There is a need to develop specific programs which ensure transition between school and the first job pose, to develop specific transition programs for vocational training and rehabilitation to re-employment, to carry out specific form of training programs for independent living and to take related measures to promote the de-institutionalization and community based alternatives.

ISKUR provides vocational training courses for people with disabilities from which 2.653 people with disabilities benefited during 2001-2005.

According to the Labour Law, a quota system is applied for employment of people with disabilities only in workplaces with at least 50 or more employees. Although there are people with disabilities waiting for placement, there are still vacant quotas. By the end of 2005, while there was a total of 24.814 vacant quotas (2.990 of which were from the public sector and 21.824 of which were from the private sector); a total of 69,526 people with disabilities (59,829 are men and 9,716 are women) are in the waiting list for placement. This challenge is mainly stemming from the inadequate vocational qualifications of people with disabilities which are not meeting the demands in the labour market (skills mismatch). On the other hand as the labour market does not have a regular and planned development in Turkey, the quotas are mostly intensified at certain provinces. In parallel to this, the number of people with disabilities seeking for job might be less in these regions and this situation brings forth the problem of mobility in the labour market. Although there are more vacant places in other provinces, as people with disabilities want to stay with or nearby their families, they are not willing to move to another place for job. Furthermore, the social assistances in cash and in kind provided by several institutions have increased in the recent years which are about the same amount they will get if they work. But in order to be entitled to get these assistances, there is a conditionality that people with disabilities should be registered to ISKUR for job placement. People with abilities are registered to ISKUR for being entitled for the social assistances, but are unwilling to seek for a job. This situation clearly points out the need for better functioning and coordination among labour market and social protection system.

Table 55: Figures as regards to quota system for people with disabilities, 2005, by growth centres

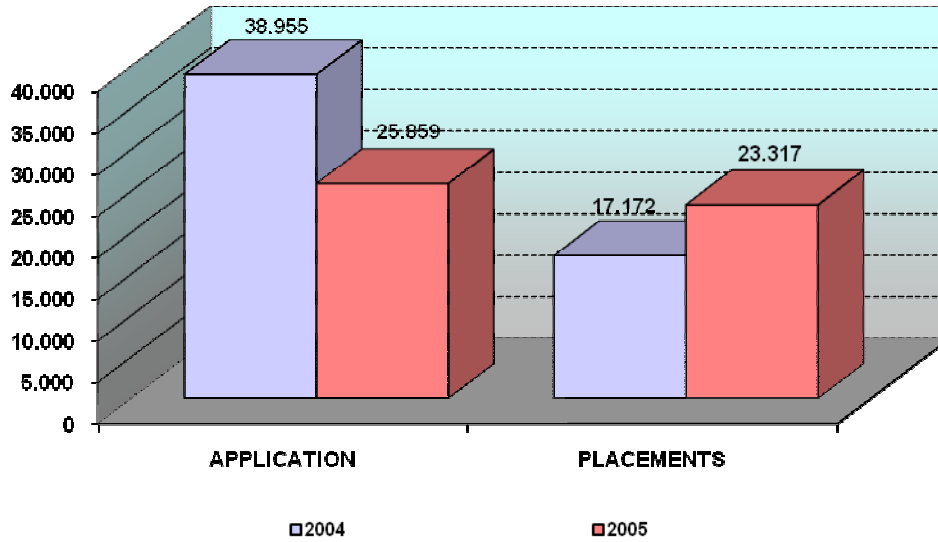
| Provinces  | Number of workplaces which have to employ people with disabilities |         |       | Vacancies |         |       |
|------------|--|---------|-------|-----------|---------|-------|
|            | Public   | Private | Total | Public    | Private | Total |
| Batman     | 10   | 5       | 15    | 13        | 1       | 14    |
| Diyarbakır | 30   | 20      | 50    | 68        | 21      | 89    |
| Elazığ     | 19   | 35      | 54    | 13        | 13      | 26    |
| Erzurum    | 26   | 27      | 53    | 18        | 19      | 37    |
| Gaziantep  | 17   | 171     | 188   | 15        | 292     | 307   |
| Kars       | 12   | 8       | 20    | 6         | 3       | 9     |

|               |              |               |               |              |               |               |
|---------------|--------------|---------------|---------------|--------------|---------------|---------------|
| Kastamonu     | 15           | 27            | 42            | 9            | 0             | 9             |
| Kayseri       | 21           | 197           | 218           | 67           | 121           | 188           |
| K.Maraş       | 29           | 127           | 156           | 5            | 0             | 5             |
| Malatya       | 27           | 73            | 100           | 28           | 65            | 93            |
| Samsun        | 33           | 76            | 109           | 28           | 39            | 67            |
| Sivas         | 23           | 41            | 64            | 82           | 36            | 118           |
| Ş.Urfa        | 31           | 49            | 80            | 22           | 16            | 38            |
| Trabzon       | 23           | 66            | 89            | 43           | 90            | 133           |
| Van           | 11           | 6             | 17            | 13           | 4             | 17            |
| <b>TURKEY</b> | <b>1.567</b> | <b>11.517</b> | <b>13.084</b> | <b>2.990</b> | <b>21.824</b> | <b>24.814</b> |

Source: ISKUR Statistics, 2005

According to the statistics of ISKUR, by the end of 2005, a total of 23.317 people with disabilities (20.274 of whom are men and 3.043 of whom are women) found jobs via ISKUR. Existing ISKUR data do not correctly reflect the labour market situation of all people with disabilities, but only the situation of those who are registered to ISKUR.

Graphic 4: Labour market situation of people with disabilities, 2004-2005



Source: ISKUR Statistics

Table 56: Employment Services for people with disabilities, 2005 (by growth centres)

| Provinces    | Applications |            |              | Placements   |            |              |            |           |              | Those waiting their turns by the end of the year |               |              |               |
|--------------|--------------|------------|--------------|--------------|------------|--------------|------------|-----------|--------------|--|---------------|--------------|---------------|
|              |              |            |              | Total        |            |              | Public     |           | Private      |  |               |              |               |
|              | Male         | Female     | Total        | Male         | Female     | Total        | Male       | Female    | Male         | Female   | Male          | Female       | Total         |
| Batman       | 93           | 13         | 106          | 27           | 5          | 32           | 18         | 4         | 9            | 1  | 571           | 60           | 631           |
| Diyarbakır   | 266          | 27         | 293          | 62           | 6          | 68           | 10         | 4         | 52           | 2  | 1.237         | 112          | 1.349         |
| Elazığ       | 181          | 20         | 201          | 76           | 9          | 85           | 10         | 2         | 66           | 7  | 1.179         | 122          | 1.301         |
| Erzurum      | 227          | 24         | 251          | 87           | 7          | 94           | 17         | 2         | 70           | 5  | 924           | 65           | 989           |
| Gaziantep    | 444          | 33         | 477          | 529          | 23         | 552          | 1          | 1         | 528          | 22   | 1.223         | 140          | 1.363         |
| Kars         | 44           | 7          | 51           | 27           | 0          | 27           | 1          | 0         | 26           | 0  | 189           | 25           | 214           |
| Kastamonu    | 72           | 19         | 91           | 59           | 11         | 70           | 9          | 2         | 50           | 9  | 338           | 77           | 415           |
| Kayseri      | 413          | 46         | 459          | 464          | 46         | 510          | 18         | 5         | 446          | 41   | 915           | 148          | 1.063         |
| K.Maraş      | 365          | 35         | 400          | 305          | 25         | 330          | 39         | 3         | 266          | 22   | 715           | 68           | 783           |
| Malatya      | 158          | 26         | 184          | 122          | 19         | 141          | 6          | 0         | 116          | 19   | 1.062         | 161          | 1.223         |
| Samsun       | 185          | 48         | 233          | 155          | 33         | 188          | 40         | 8         | 115          | 25   | 1.125         | 258          | 1.383         |
| Sivas        | 199          | 32         | 231          | 103          | 9          | 112          | 33         | 0         | 70           | 9  | 799           | 118          | 917           |
| Ş.Urfa       | 242          | 20         | 262          | 194          | 12         | 206          | 54         | 0         | 140          | 12   | 864           | 58           | 922           |
| Trabzon      | 157          | 25         | 182          | 64           | 15         | 79           | 22         | 4         | 42           | 11   | 700           | 128          | 828           |
| Van          | 175          | 19         | 194          | 32           | 0          | 32           | 19         | 0         | 13           | 0  | 624           | 46           | 670           |
| <b>TOTAL</b> | <b>3.221</b> | <b>394</b> | <b>3.615</b> | <b>2.306</b> | <b>220</b> | <b>2.526</b> | <b>297</b> | <b>35</b> | <b>2.009</b> | <b>185</b>                                       | <b>12.465</b> | <b>1.586</b> | <b>14.051</b> |

Source: ISKUR Statistics

According to the 2002 Disability Survey, the rate of people with disabilities benefiting from social security services is 47.55 % for people with orthopaedic, mental, speech and language, hearing and a visual disability, while this rate is 63.67 % for people with chronic illnesses.

Table 57: People with Disabilities Benefiting from Social Security Services (People with orthopaedic, mental, speech and language, hearing and visual disabilities)

|               | Social security |         | Registered    |           |
|---------------|-----------------|---------|---------------|-----------|
|               | With            | Without | Self-employed | Employees |
| <b>Turkey</b> | 47.55           | 52.45   | 45.21         | 54.79     |
| Urban areas   | 59.27           | 40.73   | 44.86         | 55.14     |
| Rural areas   | 35.15           | 64.85   | 45.84         | 54.16     |
| Male          | 44.84           | 55.16   | 67.96         | 32.04     |
| Female        | 51.41           | 48.59   | 17.04         | 82.96     |

Source: TURKSTAT, 2002 Disability Survey

Table 58: People with Disabilities Benefiting from Social Security Services (People with chronic illnesses)

|               | Social security |         | Registered    |           |
|---------------|-----------------|---------|---------------|-----------|
|               | With            | Without | Self-employed | Employees |
| <b>Turkey</b> | 63.67           | 36.33   | 44.36         | 55.64     |
| Urban areas   | 70.80           | 29.20   | 45.23         | 54.77     |
| Rural areas   | 50.28           | 49.72   | 42.06         | 57.94     |
| Male          | 62.40           | 37.60   | 86.42         | 13.58     |
| Female        | 64.56           | 35.44   | 15.89         | 84.11     |

Source: TURKSTAT, 2002 Disability Survey

People with disabilities are entitled to early retirement. Besides, dependants with disabilities (disabled orphans of the insured) are entitled to the Death Pension. On the other hand, as of September 2006, a monthly assistance of approximately € 100 is provided to 230 thousand people with disabilities who do not have social security and are in need depending on their age and degree of disability. The health care and rehabilitation expenditure of people with disabilities who are not under the coverage of the social security system are covered by the State. In addition to the benefits in cash, people with disabilities are benefiting from rehabilitation centres providing residential and daily care services.

In terms of literacy ratio, 63.67 % of the people with orthopaedic, mental, speech and language, hearing and visual disabilities and 75.19 % of the people with chronic illnesses are literate. Education expenditure of children with special education needs regardless of having social security or not has been covered by MoNE.

Early childhood and pre-primary education for people with disabilities are the parts of compulsory education. Children with disabilities have education under the general education system in normal classes or specialized education classes in accordance with the type and level of disability or benefit from private special education schools and centres.

The law on People with Disabilities prohibits discrimination against people with disabilities in education and employment, accepts international disability classification, adopts provision of services also by private sector, brings job analysis according to types of disability and application of the results in preparing education and rehabilitation services for people with disabilities, establishes new departments for people with disabilities in metropolitan municipalities.

The “Employment Action Plan” was prepared for the period of 2005-2010 proposing several actions as eliminating discrimination in employment, establishing policies aiming at increasing employment of people with disabilities with the coordination of all parties including people with disabilities themselves, raising awareness in order to increase employment of them, supporting the quota system with different incentives for the employers, supporting entrepreneurship and increasing their labour productivity.

### 3.2 Ex-Convicts and Ex-Prisoners

According to the Labour Law, a quota system is also applied for the employment of the ex-prisoners in workplaces with at least 50 or more employees. Although there are ex-convicts and ex-prisoners waiting for placement, there are still vacant quotas. By the end of 2005, while there was a total of 16.228 vacant quotas (1.738 of which were from the public sector and 14.490 of

which were from the private sector), the number of the ex-prisoners who were waiting to be employed are approximately 25.358. This challenge is mainly stemming from the inadequate vocational qualifications of ex-convicts and ex-prisoners which are not meeting the demands in the labour market (skills mismatch). On the other hand as the labour market does not have a regular and planned development in Turkey, the quotas are mostly intensified at certain provinces. In parallel to this, the number of ex-convicts and ex-prisoners seeking for job might be less in these regions and this situation brings forth the problem of mobility in the labour market.

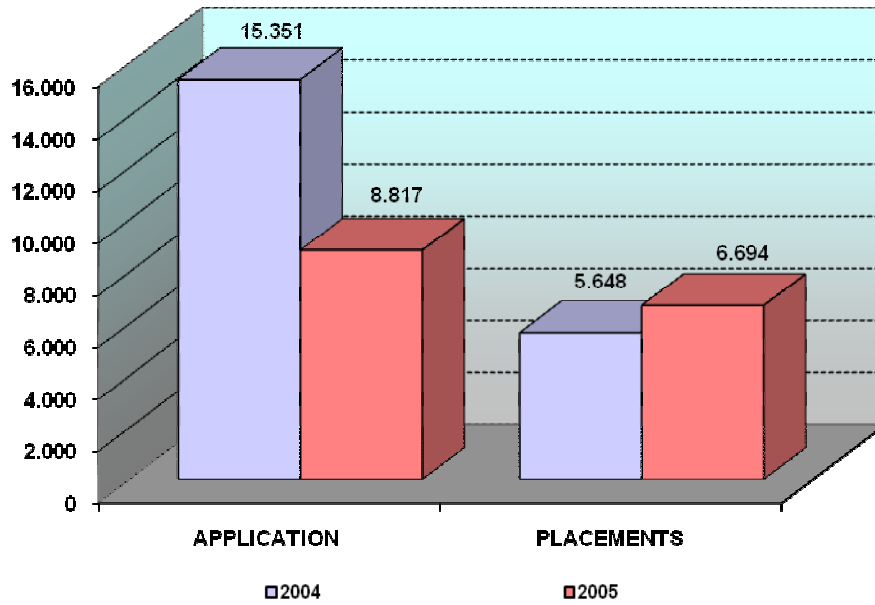
Table 59: Figures as regards to quota system for ex-convicts, 2005, by growth centres

| Provinces     | Number of workplaces which have to employ ex-convicts |               |               | Vacancies    |               |               |
|---------------|---|---------------|---------------|--------------|---------------|---------------|
|               | Public  | Private       | Total         | Public       | Private       | Total         |
| Diyarbakır    | 30  | 20            | 50            | 4            | 9             | 13            |
| Elazığ        | 18  | 34            | 52            | 4            | 16            | 20            |
| Erzurum       | 26  | 18            | 44            | 27           | 18            | 45            |
| Gaziantep     | 17  | 163           | 180           | 15           | 95            | 110           |
| Kars          | 12  | 8             | 20            | 10           | 1             | 11            |
| Kastamonu     | 15  | 27            | 42            | 0            | 0             | 0             |
| Kayseri       | 21  | 203           | 224           | 30           | 168           | 198           |
| K.Maraş       | 29  | 127           | 156           | 0            | 0             | 0             |
| Malatya       | 27  | 73            | 100           | 18           | 17            | 35            |
| Samsun        | 32  | 74            | 106           | 4            | 13            | 17            |
| Sivas         | 23  | 41            | 64            | 22           | 17            | 39            |
| Ş.Urfa        | 31  | 49            | 80            | 13           | 6             | 19            |
| Tokat         | 18  | 16            | 34            | 0            | 11            | 11            |
| Van           | 11  | 6             | 17            | 7            | 7             | 14            |
| <b>TURKEY</b> | <b>1.526</b>  | <b>11.423</b> | <b>12.949</b> | <b>1.738</b> | <b>14.490</b> | <b>16.228</b> |

Source: ISKUR Statistics, 2005

According to ISKUR figures, in 2005, 76 % of the ex-prisoners (6.694 persons) who applied to ISKUR have been employed. Existing ISKUR data does not correctly reflect the labour market situation of all ex-convicts and ex-prisoners, but only the situation of those who are registered to ISKUR.

Graphic 5: Labour market situation of ex-prisoners, 2004-2005



Source: ISKUR Statistics

Table 60: Employment Services for ex-convicts, 2005 (by growth centres)

| Provinces  | Applications |        |       | Placements |        |       |        |        |         | Those waiting their turns by the end of the year |      |        |       |
|------------|--------------|--------|-------|------------|--------|-------|--------|--------|---------|--|------|--------|-------|
|            |              |        |       | Total      |        |       | Public |        | Private |  |      |        |       |
|            | Male         | Female | Total | Male       | Female | Total | Male   | Female | Male    | Female   | Male | Female | Total |
| Batman     | 46           | 1      | 47    | 6          | 0      | 6     | 0      | 0      | 6       | 0  | 141  | 1      | 142   |
| Diyarbakir | 90           | 2      | 92    | 11         | 1      | 12    | 0      | 0      | 11      | 1  | 500  | 5      | 505   |
| Elazığ     | 65           | 0      | 65    | 46         | 0      | 46    | 8      | 0      | 38      | 0  | 461  | 3      | 464   |
| Erzurum    | 74           | 0      | 74    | 25         | 0      | 25    | 5      | 0      | 20      | 0  | 330  | 0      | 330   |
| Gaziantep  | 173          | 1      | 174   | 215        | 1      | 216   | 0      | 0      | 215     | 1  | 593  | 1      | 594   |
| Kars       | 14           | 0      | 14    | 11         | 0      | 11    | 1      | 0      | 10      | 0  | 139  | 0      | 139   |
| Kastamonu  | 32           | 1      | 33    | 16         | 1      | 17    | 7      | 1      | 9       | 0  | 152  | 8      | 160   |
| Kayseri    | 137          | 2      | 139   | 132        | 0      | 132   | 5      | 0      | 127     | 0  | 478  | 12     | 490   |
| K.Maraş    | 114          | 2      | 116   | 120        | 3      | 123   | 2      | 0      | 118     | 3  | 234  | 2      | 236   |
| Malatya    | 82           | 5      | 87    | 60         | 2      | 62    | 3      | 0      | 57      | 2  | 484  | 8      | 492   |
| Samsun     | 163          | 5      | 168   | 76         | 2      | 78    | 21     | 0      | 55      | 2  | 664  | 8      | 672   |
| Sivas      | 82           | 2      | 84    | 23         | 1      | 24    | 0      | 0      | 23      | 1  | 214  | 2      | 216   |
| Ş.Urfa     | 165          | 0      | 165   | 79         | 0      | 79    | 14     | 0      | 65      | 0  | 387  | 0      | 387   |
| Trabzon    | 153          | 1      | 154   | 63         | 0      | 63    | 38     | 0      | 25      | 0  | 271  | 5      | 276   |
| Van        | 64           | 2      | 66    | 11         | 0      | 11    | 6      | 0      | 5       | 0  | 267  | 3      | 270   |

|              |              |           |              |            |           |            |            |          |            |           |              |           |              |
|--------------|--------------|-----------|--------------|------------|-----------|------------|------------|----------|------------|-----------|--------------|-----------|--------------|
| <b>TOTAL</b> | <b>1.454</b> | <b>24</b> | <b>1.478</b> | <b>894</b> | <b>11</b> | <b>905</b> | <b>110</b> | <b>1</b> | <b>784</b> | <b>10</b> | <b>5.315</b> | <b>58</b> | <b>5.373</b> |
|--------------|--------------|-----------|--------------|------------|-----------|------------|------------|----------|------------|-----------|--------------|-----------|--------------|

Source: ISKUR Statistics

By the end of December 2005, 1.844 of the convicts are non-educated, 2.499 literate, 31.129 graduated from primary school, 8.531 graduated from secondary school, 6.995 graduated from high school, 334 attending Open University or higher education, 1.057 graduated from university and the number of convicts released on probation is 4.936. Existing data does not correctly reflect the labour market situation of all people with disabilities, but only the situation of those who are registered to ISKUR.

Vocational courses are organized in punishment enforcement institutions in order to enable ex-prisoners to learn a vocation to earn their livings and achieve their lives after the release. 20,650 prisoners and convicts, of whom 1,299 were women, have attended these courses. 11.138 of these prisoners and convicts, 602 of whom were women, have completed the courses successfully and were entitled to get a certificate. (Some of the courses were completed in the first months of 2006, so that the number of prisoners and convicts who got certificates from these courses is not included in total).

Ex-prisoners face the risk of exclusion after the release. They are hardly adapted to the social structure that they participate again after a long period. The main challenges they face are that ex-prisoners released from prison do not have vocational qualifications, the society does not take it into consideration as a social responsibility, and economic inadequacy of ex-prisoner can not be eliminated rapidly, prejudices and discriminative treatments in workplaces. In order to minimize the ex-prisoners' risk of committing crimes again and to enable their social inclusion, studies should be carried out on their re-entrance to the labour market by eliminating the obstacles they are facing is gaining great importance.

### **3.3 Internally Displaced Persons (IDPs)<sup>26</sup>**

During the 1980s and 1990s, people living in the Eastern and South Eastern Anatolia regions in dispersed village/hamlet settlements were displaced as a result of security problems stemming mainly from terrorism and lack of security as well as economic reasons, earthquakes and natural disasters.

According to the Ministry of Interior, the number of IDPs in the cities of Eastern and South Eastern Anatolia Regions<sup>27</sup> is 386.360. The Turkish Migration and Internally Displaced Population Survey (TGYONA)<sup>28</sup>, carried out by the Hacettepe University Institute of Population Studies, estimate the number of IDPs as to be between 728 thousand and 946 thousand.<sup>29</sup>

<sup>26</sup> In accordance with the generally recognized definition of UN in the scope of International Humanitarian Law; Internally Displaced Persons (IDPs) are defined as “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border”.

<sup>27</sup> The mentioned cities are Batman, Bingöl, Bitlis, Diyarbakır, Elazığ, Hakkari, Mardin, Muş, Siirt, Şırnak, Tunceli, Van, Adiyaman and Ağrı.

<sup>28</sup> For more information, [http://www.hips.hacettepe.edu.tr/english/tgyona\\_eng.htm](http://www.hips.hacettepe.edu.tr/english/tgyona_eng.htm)

<sup>29</sup> The Ministry of Interior takes as a base the persons who apply KDRP or Social Assistance programmes, while TGYONA Survey was conducted according to UN Guiding Principles.



In general, the problems for the IDPs are the obstacles for return, limited integration into the host society, and inadequate access to housing and access to employment.

The most urgent problems of the IDPs after migration are decent housing and employment. The rate of home ownership decreased from 89.2 % to 24.2 % as a result of migration. Half of the migrants from rural areas have found permanent housing right after the migration, while in one quarter of migration this took more than 6 months. One fourth of the IDPs still do not have permanent residence.

In terms of employment, 11 % of the IDPs found a job immediately whereas 17.2 % still have not found any job. When the duration for IDPs to find a job is examined, it is seen that this rate is higher for men and for those who migrate to urban areas. Before migration, IDPs were working as unpaid family workers or self-employed in the agricultural sector without sufficient income. As regards to employment of women, the results of the study show that women mainly working as self-employed or unpaid family worker in the agricultural sector before migration are mostly becoming unemployed when they migrate from their hometown. While the registered employment is increased, employment seems to be deteriorated on average for both men and women. When the changes in employment and welfare are assessed in accordance with the findings of the study, it is observed that the migration increases the gap in employment of both men and women, while it also causes poverty in the households. This gap is mainly stemming from their inadequate skills which are not meeting the demands of the labour market in urban areas particularly for those coming from agricultural sector. Therefore, it is important to take some measures as providing new skills, vocational education in relation with the demands in services and industry sectors in order to increase their employability.

On the other hand, the displacement has brought positive changes in terms of education of the children and access to health services. The results of TGYONA reveal that the migration process has positively effected the education of IDP children exactly in half of the migrations. As regards to health, the number of people (both men and women) benefiting from health services has increased significantly. The rate of women benefiting from health services increased from 5.5 % to 69.1 % while the rate of men increased from 9.3 % to 65.1 %. This change stems mainly from Green Card applications (three IDPs out of four have health access via the Green Card). However, the figures reveal the fact that the IDPs have lower access to education and health services as compared to the rest of the urban population where they live.

As TGYONA results revealed there is an urgent need to increase economic activities and employment opportunities through economic incentive measures. It is also necessary to determine the poorest part of IDPs for implementing benefits in cash, and micro-credit and to define the IDPs who are unwilling to return as the prioritized groups in public housing and employment.

The Return to Village and Rehabilitation Project (KDRP), designed especially for IDP's, is being implemented in 14 above mentioned provinces where the migration as a result of terrorism was most. In the provinces where the project is implemented, 151.469 people returned to their villages as of August 2007.

KDRP aims at providing housing either around their villages or in other suitable lands, establishing the necessary social and economic infrastructure and providing sustainable living conditions in these settlements. Till 2007, within the scope of this aim, several assistances for infrastructure as construction equipments, housing, road, drinking water, sewer system, electricity; assistances for reparation of schools and village clinics; and also some other

assistances for food, clothing, coal, animal and agricultural products. On the other hand, there were trainings in vocational training courses. Within the scope of a new decision taken in 2007, different from the previous implementations, the appropriations will be directly sent to governorships and will be spent on the basis of projects. The governorships had started to work on projects which will generally include guidance, consultation and rehabilitation activities and planned to be launched in particular in 2008. As these projects are not fully functional, there are yet no data on guidance, consultation and rehabilitation services.

### 3.4 Poor persons living in “Gecekondu” areas

Turkey is experiencing a movement of migration to urban areas, which has started in 1950s, and has become gradually more evident within the last two decades. The lack or insufficient housing supply caused people with low incomes to build shanty houses named “gecekondu”. These kinds of settlement areas are mostly out-of-plan, illegal, and not supported by engineering and social services.

Although there is no official definition or data for gecekondu; different researches and studies on gecekondu have been carried out at the academic level. According to the study on “Gecekondu Problem in Turkey”<sup>30</sup>, it is estimated that the number of gecekondu houses has increased from 50.000 in 1955 to 240.000 in 1960s, 600.000 in 1970s, 1 million in 1980s and around 2.5 million in 2000s. 30 % of the urban population, in other words around 12 million people, is estimated to be living in gecekondu areas.<sup>31</sup> The lack of official data on housing, particularly on unlicensed construction and gecekondu houses, makes the policy making difficult.

Being included in the migrating population in the city does not lead to the integration of this population to the city culturally and socially, in other words, to urbanizing process. These problems are more intense in some regions (East and South-eastern Anatolia) and in gecekondu regions in big cities. It is observed that urgent housing shortage and consequently housing need<sup>32</sup> is concentrated in the East and Southeast Anatolia Regions.

Most of the people migrating from rural areas live in gecekondu regions in the urban areas. As these persons were working as agricultural workers in rural areas, their skills are inadequate for the demands in the labour market in urban areas particularly for industry and services sectors. This results in unemployment, risk of poverty and some difficulties in access to education, social protection services. Among these, child labour turns out to be an important challenge stemming from especially low income levels in the households in urban areas. All the researches and studies conducted indicate that poverty is the main reason of child labour especially in the urban areas where children work in industry, commerce and service sectors, and in streets mainly as a result of migration. Factors such as insufficient income, economic difficulties and unemployment make families to direct their children to work. The reasons of working in economic jobs for children aged 6-17 are firstly contributing to income of the household (38.4 %), secondly helping the economic activities of the household (19.8 %) and thirdly because their family wants them to work (15.9 %). The earnings of children lead to an increase of 17 % in household incomes. On the other hand, the number of working children decreases as the household income increases. This clearly shows the linkage between child labour and poverty and puts forth the need for

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<sup>30</sup> Keleş Ruşen, Gecekondu Problem in Turkey, December, 2003.

<sup>31</sup> Prime Ministry Administration on Family and Social Research, Ankara, 1998.

<sup>32</sup> Housing need in Turkey *does not indicate homelessness* but determines that quality of the existing housing units is far from being adequate.

eliminating child labour especially via supporting actions aiming at increasing employment and also income level among parents.

### **3.5. Vulnerable persons, referred to in MIPD as "Roma"**

Vulnerable persons referred to in the MIPD as "Roma" may be at a disadvantage in terms of access to formal employment, education, housing and social security. They face problems related to inadequate conditions of living, low level of education, early marriages, irregular temporary employment and segregated patterns of living.

There are no official figures of their population. They live mostly in Western Anatolia and Thrace Regions, especially in Edirne, Kırklareli, Ankara, İstanbul, İzmir, Düzce and İzmit, but also in the cities of Zonguldak, Kahramanmaraş, Diyarbakir and Adana. They have either been settled in cities or live as travellers by continuing their traveller traditions and live in warmer areas in winter and suburbs of cities in summer.

From a legislative point of view, every kind of discrimination is forbidden by the Turkish Constitution and is heavily punished by laws. Turkish constitutional system grounds on the principle of equality before laws. Discriminatory expressions that had existed in legislation and dictionaries have been started to be eliminated since 2004. In this context, offending terms have started to be taken out from all kinds of documents.<sup>33</sup>

However, although increasingly integrated within the communities they live in, they continue to face problems related to inadequate conditions of living, housing, low level of education, early marriages and irregular temporary employment. Unemployment, poverty, illiteracy and lack of social security, in parallel with difficulties in living conditions, are among the most crucial problems, especially of those living in big cities. They share many of these problems with other people living in *gecekondu* areas.

Prejudices limit the opportunities of employment open to the members of this group and cause the latter settle in marginal economic activities. They hold temporary, irregular jobs with no social security or are engaged in occupations such as flower-selling, basket-weaving, garbage collection and making music. Very few have formal, registered employment. Irregular employment implies lack of access to health security coverage. Although they can benefit from health services through a "Green Card" application they rarely seek or able to obtain access to such means-tested health assistance.

Their literacy rates are also very low and their children have difficulty in accessing basic education as some cannot afford the economic requirements of education adequately due to economic deprivation and poverty. In addition, adults often are less than enthusiastic about their children's schooling both because they have little faith in upward mobility through education and because their own marginalized existence allow little room for parental supervision and discipline.

Several associations, researchers and civil society associations are active and address the problems specific to this particular group. Further research will help to better understand their situation including size of population and will help better tailor measures addressed to them For

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<sup>33</sup> For instance, Law of Settlement has been amended to eliminate "nomadic gypsies" as among those who will not be admitted to Turkey as migrants.

example, attention starts being paid to support the education of their children. For this reason, education and then employment will be the main focus for the integration into the society of vulnerable persons, referred to in the MIPD as "Roma".

#### **4. Institutional Capacity**

The services and policies for disadvantaged persons are regulated by different legislation to be implemented via several institutions mostly organised at national and local level. Services and institutions for disadvantaged persons in particular those facing poverty or at risk of poverty vary according to needs of these people and needs at national, regional and local level.

The public institutions are providing services for disadvantaged persons in order to promote their inclusion via facilitating their access to education and training, rehabilitation and care services, social services and social assistances. In addition to public institutions, local authorities in particular governors and municipalities, universities, NGOs and international organisations such as European Commission, ILO, UNICEF, UNDP are carrying out several activities and projects aiming at promoting social inclusion of the disadvantaged persons.

In terms of service providers; common problems are limited scope of the services, inadequate policy making capacities and lack of coordination between institutions, policies and practices. On the other hand, the target groups are identified differently by each institution according to their policies and legislation. As there is no common definition and no common objective criteria for benefiting from these services, several problems occur in the implementation phase.

**As regards employment**, the Ministry of Labour and Social Security (MoLSS) is the main institution for designing employment policy and programs at national, regional and sectoral levels; monitoring changes in the labour market; defining necessary measures to increase employment and the productivity of labour. The Ministry has 23 regional labour offices (covering all the provinces in Turkey) at the local level.

The Turkish Employment Organization (ISKUR), an affiliated institution of MoLSS, is in charge of assisting establishment of national employment policy, protection and development of employment, decreasing unemployment, managing unemployment insurance system, collecting, analyzing and reporting labour market data at national and regional levels, coordinating Labour Market Information and Consultation Board, making needs analyses of labour in order to define the demand for and supply of labour, making work and occupation analyses, guiding in job-selection, applying adaptation and vocational training programs to increase employability of labour force and preparing in-training courses for the employed. It provides these services mostly for the disadvantaged persons such as unemployed, women, people with disabilities, ex-convicts. ISKUR has provincial directorates in every province at local level and has in total 3420 staff, 2477 of whom are working at local level and 943 of whom are working at central level.

**As regards social protection**, there are several institutions providing services for the disadvantaged persons.

The Social Security Reform gathered social insurance services under the Social Security Institution as of January 2007<sup>34</sup>. One of the main improvements of the reform as regards to human

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<sup>34</sup> Social insurance services except unemployment insurance have been provided by three institutions in accordance with the employment statues of the insured until May 2006. These were Retirement Fund (ES)

resources is increasing the number of inspectors in charge of preventing unregistered employment from 326 to 3.400 at the end of the transition period foreseen. Unemployment insurance, not included in the scope of this reform, is implemented by the Turkish Employment Agency (ISKUR).

The Social Security Institution is organised at local (provincial directorates and contact offices in towns) and central level.

**General Directorate for Social Services and Child Protection (SHCEK)** is organized at the provincial and town level where necessary countrywide. Since it is serving to a vast area, SHCEK has gained a great experience on social services. SHCEK, in addition to its services mainly for children in need of protection, provides several services for women, old-aged and people with disabilities via “Community Centres”, “Family Counselling Centres”, elderly homes, old-aged care and rehabilitation centres and solidarity centres.

Table 61: Institutional Capacity of SHCEK in Growth Centres

| Growth Centres | Provincial Directorate                        | Community Centres | Care and Rehabilitation Centres for People with Disabilities / Family Counselling Centres | Nursing Homes / Old-aged Care and Rehabilitation Centres | Children's Homes  | Orphanages                              |
|----------------|---|-------------------|---|--|---|---|
| Kars           | ✓   | 1                 | -   | -  | 1<br>(capacity of 45 children)                                    | 1<br>(capacity of 80 persons)           |
| Van            | ✓<br>(also a directorate in one of its towns) | 1                 | -   | -  | 1<br>(capacity of 80 children aged 7-12)                          | 1<br>(capacity of 120 girls)            |
| Batman         | ✓   | 3                 | -   | -  | 1<br>(capacity of 100 children aged 0-12)                         | -                                       |
| Erzurum        | ✓   | -                 | 1<br>(residential, capacity of 30 people with disabilities)                               | -  | 1<br>(capacity of 170 children aged 0-12)                         | 2<br>(capacity of 70 persons+ 80 girls) |
| Diyarbakır     | ✓   | 1                 | -   | -  | 2<br>(capacity of 50 children aged 0-6 and 50 children aged 7-12) | 1<br>(capacity of 150 persons)          |
| Şanlıurfa      | ✓   | 1                 | 1<br>(residential, capacity of 80 people with mental disabilities)                        | -  | 1<br>(capacity of 80 children aged 7-12)                          | 1<br>(capacity of 64 girls)             |

for the civil servants; Social Insurance Institution (SSK) for the employees and agricultural employees; Social Insurance Institution for the self-employed and self-employed in agriculture (BAGKUR).

|                      |   |   |   |                                      |  |  |
|----------------------|---|---|---|--------------------------------------|--|--|
| <b>Gaziantep</b>     | ✓                                       | 1 | 1<br>(daily/residential, capacity of 100 men with mental disabilities)                                    | 1<br>(capacity of 84 old-aged)       | 2<br>(capacity of 80 children aged 0-6 and 100 children aged 7-12) | -  |
| <b>Kayseri</b>       | ✓                                       | - | 1<br>(residential, capacity of 50 men with disabilities)  | -                                    | 1<br>(capacity of 200 children aged 0-12)                          | 2<br>(capacity of 70 persons+ 64 girls)  |
| <b>Sivas</b>         | ✓                                       | - | -   | -                                    | 2<br>(capacity of 36 children aged 0-6 and 93 children aged 7-12)  | 2<br>(capacity of 100 persons+ 40 girls) |
| <b>Trabzon</b>       | ✓                                       | 1 | 1<br>(Daily, capacity for women with disabilities )   | 1<br>(capacity of 203 old-aged)      | 2<br>(capacity of 100 children aged 0-6 and 80 children aged 7-12) | 1<br>(capacity of 80 persons)            |
| <b>Elazığ</b>        | ✓                                       | - | -   | 1<br>(capacity of 54 old-aged)       | 1<br>(capacity of 60 children aged 7-12)                           | 1<br>(capacity of 120 persons)           |
| <b>Malatya</b>       | ✓                                       | - | -   | 1<br>(capacity of 100 old-aged)      | 2<br>(capacity of 67 children aged 0-6 and 75 children aged 7-12)  | 2<br>(capacity of 100 persons+ 80 girls) |
| <b>Kastamonu</b>     | ✓                                       | - | -   | 1<br>(capacity of 133 old-aged)      | 1<br>(capacity of 80 children aged 0-12)                           | 2<br>(capacity of 100 persons+ 64 girls) |
| <b>Samsun</b>        | ✓<br>(also directorates in its 2 towns) | 2 | 2<br>(residential, capacity for 70 people with physical disabilities. Children with mental disabilities ) | 3<br>(capacity of 46+30+60 old-aged) | 1<br>(capacity of 250 children aged 0-12)                          | 2<br>(capacity of 120 persons +50 girls) |
| <b>Kahramanmaraş</b> | ✓                                       | - | -   | 1<br>(capacity of 85 old-aged)       | 1<br>(capacity of 160 children aged 0-12)                          | 2<br>(capacity of 80 persons+ 72 girls)  |

Source: SHCEK Statistics

**General Directorate of Social Assistance and Solidarity (SYDGM)** is one of the main institutions providing social assistances in cash and in kind to people in need. “The Management Information System” of SYDGM, aiming to systematize the countrywide social assistances and projects as well as ensuring the objectivity, is expected to be finalized by the end of 2007. “Improving Cooperation in the Field of Social Assistances Project” run by SYDGM and UNDP

aiming at improving the cooperation among all actors started in October 2005 and finalized on 31 March 2007. SYDGM recruited 26 social assistance experts in order to improve its institutional capacity as of end of 2005.

931 **Social Assistance and Solidarity Foundations (SYDV)**, the affiliated bodies of the SYDGM in every province and town, give the opportunity to determine and meet the needs of the individuals and groups swiftly at local level. The applicants who have no income from social security institution and no regular income to satisfy their basic needs are provided assistance depending on the approval of decision making organs of SYDV.

Table 62: Institutional Capacity of SYDGM as regards SYDVs at local level and CCT implementation in 12 NUTS II regions.

| <b>NUTS II Regions</b> | <b>Number of SYDVs (in city centres and towns / growth centres)</b> | <b>Number of children benefited from CCT for health</b> | <b>Number of children benefited from CCT for education</b> | <b>Number of mothers benefited from CCT for pregnancy/health</b> |
|------------------------|---|---|--|--|
| <b>TR 63</b>           | 29 (10 in K.Maraş)  | 39.299  | 81.453   | 1.472  |
| <b>TR 72</b>           | 48 (17 in Kayseri and 17 in Sivas)                                  | 15.726  | 40.067   | 366  |
| <b>TR 82</b>           | 41 (20 in Kastamonu)  | 5.232   | 9.847  | 106  |
| <b>TR 83</b>           | 48 (15 in Samsun)   | 31.113  | 64.403   | 458  |
| <b>TR 90</b>           | 73 (18 in Trabzon)  | 28.267  | 62.092   | 747  |
| <b>TR A1</b>           | 31 (20 in Erzurum)  | 37.449  | 52.785   | 686  |
| <b>TR A2</b>           | 26 (8 in Kars)  | 54.504  | 86.486   | 1.251  |
| <b>TR B1</b>           | 41 (14 in Malatya and 11 in Elazığ)                                 | 37.284  | 70.585   | 1.257  |
| <b>TR B2</b>           | 29 (12 in Van)  | 186.649   | 209.885  | 5.702  |
| <b>TR C1</b>           | 23 (10 in Gaziantep)  | 68.418  | 130.680  | 1.467  |
| <b>TR C2</b>           | 25 (11 in Şanlıurfa and 14 in Diyarbakır)                           | 88.213  | 194.582  | 1.410  |
| <b>TR C3</b>           | 30 (6 in Batman)  | 172.152   | 225.259  | 4.738  |
| <b>TOTAL</b>           | <b>444</b>  | <b>764.306</b>  | <b>1.228.124</b>   | <b>19.660</b>  |

Source: SYDGM Statistics, 2003-2006 (cumulative)

Social services are also provided by local administrations and non-governmental organisations (NGOs).

Table 63: Institutional Capacity of local administration and private institutions

| <b>Growth Centres</b> | <b>Number of Private Care and Rehabilitation Centres for People with Mental Disabilities</b> | <b>Number of Private Care and Rehabilitation Centres for People with Hearing and Speech Disabilities</b> | <b>Number of Nursing Homes of Municipalities*</b> |
|-----------------------|--|--|---|
| <b>Kars</b>           | -  | -  | -   |
| <b>Van</b>            | 5  |  |   |
| <b>Batman</b>         | 5  | -  | -   |
| <b>Erzurum</b>        | 5  | -  | 1<br>(capacity of 26 old-aged)                    |
| <b>Diyarbakır</b>     | 1 (for spastic children);<br>6 (for people with mental disabilities)                         | 1  | -   |
| <b>Şanlıurfa</b>      | 2  | 1  | 1<br>(capacity of 40 old-aged)                    |
| <b>Gaziantep</b>      | 12   | 5  | -   |
| <b>Kayseri</b>        | 5  | 1  | 1<br>(capacity of 200 old-aged)                   |
| <b>Sivas</b>          | 3  | -  | 1<br>(capacity of 100 old-aged)                   |
| <b>Trabzon</b>        | 3  | 1  | -   |
| <b>Elazığ</b>         | 2  | 1  | -   |
| <b>Malatya</b>        | 3  | 1  | -   |
| <b>Kastamonu</b>      | -  | -  | -   |
| <b>Samsun</b>         | 3  | -  | 1<br>(capacity of 60 old-aged)                    |
| <b>Kahramanmaraş</b>  | 9  | 1  | -   |

\* There are no nursing homes of public institutions, foundations, associations and private sector in 15 growth centres.

Source: SHCEK Statistics

As regards services for people with disabilities, different actors such as Administration for the Disabled, Ministry of Health, MoNE, MoLSS, Ministry of Transportation, Ministry of Public Works and Settlement, SHCEK, ISKUR, SYDGM, TOKI, universities, local administrations, and Turkish Confederation for People with Disabilities with its 342 affiliates are the main service providers.



The Administration for the Disabled People established in 1997 is the main responsible public institution for the implementation of policies concerning people with disabilities. The Administration has two consultant committees namely “Executive Committee for People with Disability” and “Council for People with Disabilities” with members from public institutions, NGOs, social partners and universities. The Administration prepared an “Employment Action Plan” for the period of 2005-2010 proposing several actions as eliminating discrimination in employment, establishing policies aiming at increasing employment of people with disabilities with the coordination of all parties including people with disabilities themselves, raising awareness in order to increase employment of them, supporting the quota system with different incentives for the employers, supporting entrepreneurship and increasing their labour productivity. On the other hand, the Administration is currently working on “Action Plan on Combating Discrimination” for the period of 2006-2010.

Care services are guaranteed in public care centres, private institutions or a home for people with disabilities without social security and for those in need of such services. The care expenditure<sup>35</sup> of disabled that are paid by their families will be reimbursed by SHCEK according to the new legislative arrangements. On the other hand, residential care, rehabilitation, counselling and awareness raising services are provided by SHCEK to people with disabilities via residential institutions and “family counselling and rehabilitation centres”. Besides, people with disabilities and their families benefit from rehabilitation and counselling services provided by private rehabilitation centres, which satisfy the conditions defined in the legislation and are opened depending on the permission given by MoNE. A total of 110,000 disabled children benefit from both public and private special education schools and centres affiliated to MoNE and SHCEK. In spite of the increase in recent years in the number of public and private institutions providing education and rehabilitation services for people with disabilities, shortcomings in this field are still existent. The General Directorate of Higher Education Credit and Hostels Institution gives priority to university students with disabilities in awarding scholarships.

Regarding housing for people with disabilities, TOKI sets up some special quotas in some housing projects. TOKI also makes special adjustments according to different disabilities. However, there is no national policy for people with disabilities to have houses and intended for adjustable housing construction.

Although NGOs seem to be working actively to defend the rights of people with disabilities, their works are not sufficient in terms of institutional capacity, cooperation between themselves and other public and private institutions.

**As regards services for ex-convicts and ex-prisoners,** to ensure the integration of ex-convicts and to prevent them from committing crime after release, 133 centres are established in 2005 to provide rehabilitation and consultancy services as well as vocational training courses.

1,032 certified vocational training courses in cooperation with MoNE were opened in 441 punishment execution institutions in order to provide a profession to the prisoners and convicts in order to enable them to earn their livings and achieve their lives after release. After these courses carried out by master trainers and vocational education teachers who are provided by public education directorates, MoNE awards the successful ones with Vocational Training Certificates in the scope of protocols among the Ministry of Justice, MoNE, Small and Medium Industry

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<sup>35</sup> Care expenditure is up to twice as much as the minimum wage which is 475 Euro as of 31 January 2006.

Development Organization (KOSGEB) and ISKUR. It is important to broaden these courses which have useful results for the ex-prisoners after release.

**As regards services for poor people living in gecekondu areas,** the Turkish Constitution emphasizes that the State shall take measures to meet the needs of housing of middle and low income groups. To that aim, TOKI was established in 1984 to determine the basic principles for the housing policy. TOKI has been acting effectively in providing affordable housing for the low and middle-income groups through innovative financial mechanisms. 80 % of the houses produced are for the low and middle income and disadvantaged persons such as the old-aged, widows and orphans, the poor, people with disabilities. TOKI sells the houses without any profit in general and under cost in the South-East and Eastern Anatolia. In these regions, TOKI also meets the costs of the estate, infrastructure and social environment.

“Community Centres” affiliated to SHCEK are established in regions where there is high immigration, in gecekondu regions, in regions given priority for development and in other places where there is need in relation with rapid social changes, urbanization and problems stemming from migration. The target group of the centres are people living in disadvantaged regions of urban areas and facing the problem of access to resources, particularly women, children, youth, people with disabilities that are effected mostly by poverty and rapid urbanisation. In this context, services provided by these centres are related to awareness raising in particular for improving the status of women in family and society; improving their productivity, information on health, nutrition, child development and education, family planning, household economics; trainings for women, children and youth on civil rights, human rights, children rights linked with Children Rights Convention, and how to use these rights; various guidance services; providing participation of the society via promoting different interest fields. In 2006, 12,584 people in total have benefited from the services provided in 14 NUTS II provinces where there is a community centre.

On the other hand, people in need are provided one meal every day by serving directly at home and monthly food assistance via DG for Foundations.

The local administrations especially municipalities and NGOs also have some facilities for poor people living in gecekondu areas such as social assistances in cash and in kind (food, coal, stationery, cloth etc.)

## **KEY POINTS OF SOCIAL & ECONOMIC ANALYSIS**

Findings derived from the socio-economic situation analysis in the previous sections are as follows:

### **Employment**

- Limited job creation capacity of the economy despite high growth rates
- Low labour force participation rate particularly for women formerly employed in agriculture
- Low employment rate particularly for women
- High disparities in labour force participation between cities and rural areas
- High unemployment rate particularly for women in urban areas
- High unemployment rate of young particularly for young with higher educational attainment
- Unemployment caused by agricultural dissolution

- High rate of unregistered employment particularly for the agriculture sector
- Low educational attainment of the labour force
- Inadequate institutional capacities of public service providers, especially in local level

### **Education**

- Highly centralized structure of the education system
- Insufficient career guidance services and difficulties in horizontal and vertical transitions
- Weak connection between labour market and education system
- Low pre-primary enrolment rate
- Low enrolment rate of girls particularly in secondary education
- High drop out rates particularly for girls
- Low enrolment rate in vocational secondary education
- Low quality of education in primary, secondary and post secondary level
- Imbalances between supply and demand for higher education
- Fragmented structure of non formal education
- Lack of LLL policy implementations
- Lack of utilization of ICT opportunities

### **Social Inclusion**

- Inadequate social services and social assistances for the disadvantaged
- Fragmented structure of social protection
- Strong need for coordination among institutions
- Lack of holistic approach for combating poverty
- Inadequate housing for poor people living in gecekondu areas
- Limited coverage of the social security system
- Low employment and labour force participation rate of disadvantaged persons

In the light of these findings, the assessment of the existing situation defined the intervention areas for Human Resources Development. In line with the MIPD and SCF, analysis focused on three intervention areas, namely employment, education and training and social inclusion. The issues in the scope of the HRD OP have been assessed not only for the whole of Turkey but also for the 12 NUTS II Regions and 15 Growth Centres in accordance with the geographical and sectoral concentrations and eligibility criteria of MIPD and SCF.

Where there is a lack of studies and data on the 12 NUTS II regions, issues have been elaborated from a national perspective, while an analysis is provided for the 12 NUTS II regions where data was available. It has been concluded that the main findings on key problems are in general severe in the 12 NUTS II regions.

Horizontal issues which are valid for all the intervention areas and the common issues for the 12 NUTS II regions can be summarized as below:

### **Horizontal Issues**

- Regional disparities
- Internal migration
- Lack of analysis on employment, education and social inclusion in the 12 NUTS II regions
- Lack of monitoring systems of policy implementations
- Lack of coordination between relevant public institutions

- Lack of cooperation between public and private sector

#### **Common issues for 12 NUTS II Regions**

- High share of agricultural sector in employment (Table 18)
- Low educational attainment rate for the women labour force particularly in TRC2 and TRC3
- High illiteracy rate, particularly for TRB2, TRC2
- Low enrolment rates especially in secondary school in the regions TRB2, TRC3 (Muş, Bitlis, Tunceli and Şırnak)
- Higher poverty rates

### **MEDIUM TERM NEEDS – KEY CHALLENGES**

As a result of those assessments, a set of medium-term needs and objectives for Turkey can be identified as follows:

#### **Horizontal**

- Strengthening institutional capacities for designing and implementing policy actions and measures in HRD through effective participation of social partners and civil society organisations
- Reducing regional and territorial disparities
- Developing monitoring and impact analysis on policy implementation in order to ensure sustainable policy development
- Increasing the involvement of all stakeholders

#### **Employment**

- Increasing labour force participation of women
- Increasing female employment rates in line with the Lisbon Strategy
- Tackling unemployment caused by agricultural dissolution
- Decreasing unemployment rate especially for the young
- Decreasing the share of informal sector in the economy and employment
- Increasing registered employment
- Improving quality and extension of public employment services
- Developing and coordinating regular systematic labour market analyses

#### **Education**

- Decreasing drop outs in primary and secondary education
- Increasing enrolment rates in pre-primary education
- Increasing enrolment rates of girls particularly in secondary education
- Increasing occupational guidance services in primary and secondary education
- Enhancing the links between the labour market and education
- Increasing quality of education particularly in VET
- Making VET system a real and attractive option for the majority of students
- Ensuring economic growth through higher competitiveness of the work-force
- Continuing the reform of education and training within a LLL strategy improving access, quality and meeting the requirements of the changing labour markets
- Adopting and implementing a National Qualifications Framework
- Increasing number and scope of trainings to increase adaptability of employees and enterprises

- Promoting tools in the education system to provide easier transition through better links and pathways between different types and levels of education.

### Social Inclusion

- Ensuring social cohesion for disadvantaged persons and in less developed regions
- Providing a stronger integration of disadvantaged persons into labour market, education and social services.
- Coordinating social services and social assistances with social insurance system
- Establishing linkage between social services/assistances and labour market institutions

## SWOT ANALYSIS

Table 64: SWOT Analysis

| STRENGTHS   | WEAKNESSES  |
|---|---|
| <ul style="list-style-type: none"> <li>• Young and dynamic population</li> <li>• High and sustainable growth rates</li> <li>• High level of economic activity</li> <li>• Increasing share of industry and services in employment</li> <li>• Former ALMP experience of ISKUR</li> <li>• Entrepreneurship and adaptability capability</li> <li>• Increasing enrolment rates at all education levels</li> <li>• Widespread ICT infrastructure in formal education</li> <li>• Widespread further education system</li> <li>• Increasing share of education in national budget</li> <li>• Existence of at least one university in each of the 12 NUTS II regions</li> <li>• Social solidarity and assistance culture</li> <li>• Unified social security institution</li> </ul> | <ul style="list-style-type: none"> <li>• Significant regional disparities</li> <li>• Limited capacity of public institutions, local administrations and NGOs on policy making and implementation</li> <li>• Low labour force participation and employment rate particularly for women</li> <li>• High level of unemployment particularly for young</li> <li>• High rate of unregistered employment</li> <li>• Low educational attainment of the labour force</li> <li>• Low enrolment rate in pre-primary and primary education</li> <li>• Low enrolment rate in secondary education especially for girls</li> <li>• Lack of adaptability to technological changes</li> <li>• Weak link between education and employment</li> <li>• Inadequate quality of education</li> <li>• Fragmented structure of non formal education</li> <li>• Absence of national qualification framework</li> <li>• Low level of public and private investments in education</li> <li>• Low level of ICT usage</li> <li>• Absence of LLL implementations</li> <li>• Inefficiency in provision of social services and social assistances.</li> </ul> |
| OPPORTUNITIES   | THREATS   |
| <ul style="list-style-type: none"> <li>• Demographic opportunity window</li> <li>• Increasing competitiveness</li> <li>• Information society</li> <li>• EU accession process</li> <li>• Increasing demand for qualified work force</li> <li>• Increasing foreign direct investments</li> </ul>  | <ul style="list-style-type: none"> <li>• Internal migration</li> <li>• Dissolution of agricultural sector</li> <li>• Imbalance in income distribution</li> <li>• Brain drain</li> <li>• Economic and political instability risks</li> <li>• Global political and economic risks</li> </ul>  |

## 2.2. STRATEGIC PRIORITIES

Considering the assessment of the socio – economic analysis and the SWOT table, all problems and challenges can be concentrated on two pillars:

The first one is the key challenge of the demographic feature of the population, which is almost 72 million people as of 2005, out of which 20 million are in the age group 0-14 years. The population projections (Table 3) up to the year 2020 prognosticate that, by that time, 40 million people will be in the age group 15-44 and 10 million in the age group 45-64. This implies that almost 70 % of the population will be in the working age 15-64. The second challenge is improving the overall competitiveness of Turkey and reducing regional and territorial disparities.

While the increase of working age population represents a unique opportunity for Turkey both for its economic and social developments, provided that there is a substantial increase in human resources development through adequate investment in education and training and through effective social inclusion policies. The utilization of the demographic opportunity window will be also the key on improving the overall competitiveness of Turkey since the focus on activities will be given in less developed regions of Turkey aiming at reducing internal regional disparities and improving human resources in these 12 NUTS II regions will contribute on external competitiveness of Turkey.

Considering that the concentration of assistance under MIPD is on NUTS II Regions having a per capita income below 75 % of Turkish average, and the majority of geographical concentration is on 15 Growth Centres according to the SCF, the medium term needs and challenges were elaborated as system level needs and target group based needs:

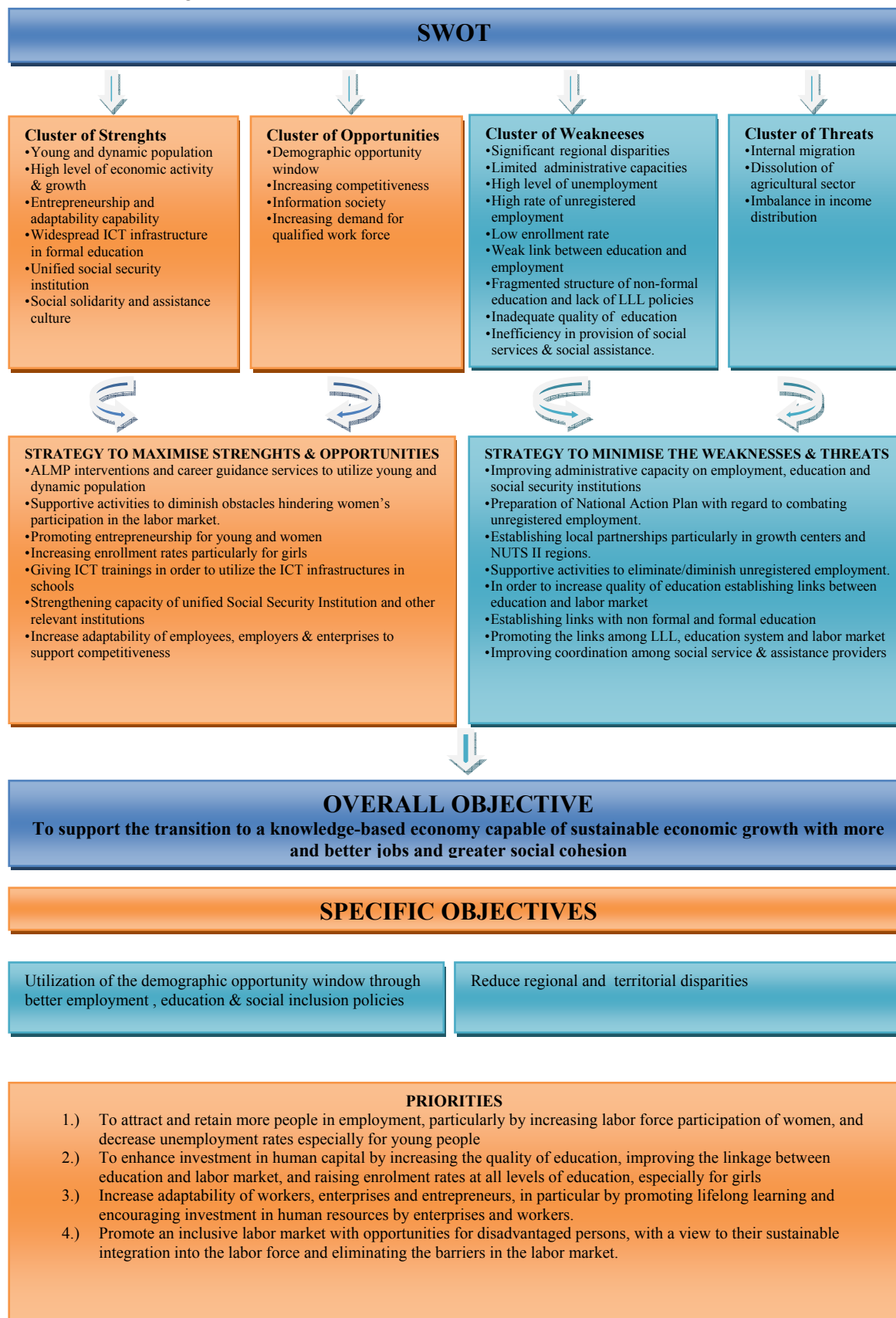
- System level needs require mainly nation wide policy interventions where policy will be developed for all the country but implementations will focus on 12 NUTS II regions.
- Interventions based on needs of target groups will be focused on 12 NUTS II Regions.

Based on the SWOT analysis, the strategies to maximise opportunities and to minimise threats have been translated into objectives (please see Table 65).

The global objective of the HRD OP is *“To support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion”*. Under this Global Objective, the specific objectives of the HRD OP, which have been developed in the light of issues emerged from socio-economic and SWOT analysis have come out as follows:

- Take advantage of Turkey's demographic opportunity window through better employment, education and social inclusion policies
- Reduce regional and territorial disparities.

Table 65: Flow Diagram



## **Concentration Strategy of the HRD OP**

The HRD OP identifies a global objective and a set of specific objectives addressing the diagnosis derived from the socio-economic and the SWOT analyses and accordingly a set of priorities, measures and eligible actions in compliance with the “Ninth Development Plan”, strategy papers (JIM, JAP, LLL), European Employment Strategy, Lisbon Strategy and the Community Guidelines as well as the strategies and objectives defined in the MIPD and the SCF documents.

The volume of fund available under the HRD OP for Turkey is not sufficient to have a direct macro-economic impact on Human Resources Development of Turkey. Thus, it is essential to ensure a strong sectoral and geographical concentration to achieve the highest impact in the areas of intervention. As it has been also clearly stated in the MIPD, impact is expected to be observed in longer term by establishment of structures on better policy implementations. In addition, a more 'inclusive' approach of HRD OP will be essential for promoting access to education, training and the labour market, especially for the disadvantaged and low qualified.

In order to achieve a visible impact, all intervention areas are elaborated with their connection and contribution to employment. Thus increasing employment and employability is the cross cutting issue for all four priorities under the HRD OP.

Since job creation in the economy depends on various policies most of which are beyond the scope of the intervention proposed by means of IPA funds, measures related with labour supply will be focused throughout the HRD OP.

The strategic priorities and measures of the HRD OP have been defined according to the SWOT analysis in the framework of the EU and National Policies. In the following tables, the cascading approach can be inferred. In addition, conformity of the priorities of the HRD OP with the strategy papers as well as ESF Regulation, MIPD, SCF priorities can be observed. (See Annex 4)

The 9<sup>th</sup> National Development Plan (NDP) sets the main frame for policy making as regards “Increasing Employment” The Plan aims to

- improve labour market conditions
- establish a better linkage between education and labour market
- develop active labour market policies.

As regards “Strengthening the human capital and social solidarity”, the plan aims to

- Improve the education system
- Ensure an efficient health system
- Improve the income distribution, social inclusion and fight against poverty
- Improve the efficiency of the social security system
- Preserving culture, improving culture and strengthening social dialogue

The HRD OP is generally in line with the 9<sup>th</sup> NDP. However, due to limited sources, areas like health and preserving culture are out of the scope of the HRD OP. The strategy of the 9<sup>th</sup> NDP



underlines that the competitiveness of the economy and improved human resources are mutually reinforcing. A competitive economy raises the demand for skills and knowledge while also contributing to an increase in employment and the activity rate. At the same time, the successful integration of people in the labour market and the improvement of their skills promote economic competitiveness and higher value added activities. As a result, promoting employment through investing in human capital will significantly contribute to both a more competitive economy and a better use of human resources. The strategic priorities and measures of the HRD OP are in line with this strategy of NDP as well as the priorities of the MIPD.

Addressing regional labour market disparities is a prerequisite to ensure a more balanced regional development as well as promoting a better use of human resources at regional and local level. In addition, improving access to education and social services in less developed regions will also contribute to a reduction in regional disparities. The geographical approach of the HRD OP which focuses on the NUTS II regions having a GDP per capita below 75 % of the Turkey average, especially on the growth centres is in line with the NDP objective.

The objectives of the HRD OP are also in line with the objectives of the strategy papers JAP and JIM. In this context, the HRD OP represents an important instrument in seeking to increase the overall employment rate in line with the objectives set out in the JAP as well as to decrease the 'gap' with the EU average rate. With regards to JIM, which has a more holistic approach on tackling social inclusion issues, the HRD OP is more focused on coordination among social service and assistance providers in system level, and employment and employability in the sense of target groups.

### 9<sup>th</sup> Development Plan Vision

Turkey, which grows in stability, shares its income equitably, has global competitiveness, has transformed into information society and completed its harmonization with EU membership.

### 9<sup>th</sup> Development Plan Axes

- Increasing the competitiveness
- Increasing employment
  - The development of the labour market
  - Establishing better linkage between education and labour market
  - The development of active labour market policies.
- Strengthening the human capital and social solidarity
  - Improvement of the Education System
  - Ensuring an efficient Health System
  - Improvement on income distribution, social inclusion and fight against poverty
  - Improve the efficiency of the Social Security System
  - Preserving culture, improving culture and strengthening social dialogue.
- Ensuring regional development
- Increasing quality and efficiency of public services.

### MIPD

The introduction of EU regional, human resources and rural development instruments will be supported under components III, IV, and V, with the aim of assisting Turkey to address the needs of its economic development, such as increasing competitiveness; convergence with the EU; reduction of regional disparities; increasing employment; improving social inclusion; and modernisation of the agricultural sector.

### MIPD HRD Priorities

- Attract and retain more people in employment, particularly by increasing the employment rate for women.
- Invest in human capital through better education and skills, especially for women, and a closer link with a long life learning perspective between education and the labour market.
- Promote an inclusive labour market with opportunities for all disadvantaged persons in society.

### SCF Overall Objective

To participate to the economic and social development of Turkey both at national and regional level by diminishing regional disparities and improving the human resources”.

### SCF HRD Priorities

- Attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.
- Enhance investment in human capital by increasing the quality of education improving the linkage between education and labour market and raising and enrolment rates at all levels of education especially for girls
- Increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting life long learning and encouraging investment in human resources by enterprises and workers
- Promote an inclusive labour market with opportunities for disadvantaged persons, with a view to their sustainable integration into the labour force and combat all forms of discrimination in the labour market.

### HRD OP

To support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion

### HRD OP Strategic Priorities

- To attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates especially for young people
- To enhance investment human capital by increasing the quality of education, improving the linkage between education and labour market, and raising enrolment rates at all levels of education, especially for girls
- Increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting lifelong learning and encouraging investment in human resources by enterprises and workers.
- Promote an inclusive labour market with opportunities for disadvantaged persons, with a view to their sustainable integration into the labour force and eliminating the barriers in the labour market.

## 3. HUMAN RESOURCES DEVELOPMENT OPERATIONAL PROGRAM STRATEGY OF TURKEY

### 3.1 PRIORITY AXES AND MEASURES

#### EMPLOYMENT

#### PRIORITY AXIS -1

**To attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.**

#### **Aim:**

The aim of this priority is to tackle the three major challenges of Turkish labour market, namely increasing female labour force participation, increasing youth employment, as well as promoting registered employment. This requires a wide range of policies including education, training and awareness-raising. In addition, public employment services have an important role in providing more quality services and in implementing more efficient labour market policies. Thus, improving the quality of the public employment services is also an aim under this priority axis.

#### **Specific Objectives:**

1. Promote labour force participation and employment of women, including those formerly employed in agriculture.
2. Increase youth employment.
3. Promote registered employment.
4. Improve public employment services.

**Rationale:**

Labour force participation rate is below 50 % which mainly results from women's low labour force participation rate. Female labour force participation rate is low in rural areas (35.8 %) where agricultural employment is widespread. However, it is even lower in urban areas (21.4 %). As a result of limited job opportunities and decreasing share of agriculture, migration from rural to urban areas increases, which is especially prevalent in the growth centres. This situation affects women at first place, especially those with low level of education. Moreover, patriarchal family structure and traditional perception of women that puts the responsibility of child care and care of family members in need on women, and inadequacy of affordable child care facilities make the situation harder for women in urban areas.

Unemployment among young people is significant in the growth centres, as is the case all over Turkey. The reasons for high youth unemployment rates, among others, especially in growth centres, are problems faced in transition from school to work, skills mismatch, lack of job opportunities, and lack of efficient employment services.

The high rate of unregistered employment is another challenge for Turkey, constituting nearly half of the employment. An insight to the figures presented in Table 26 reveals two main types of unregistered employment: in agricultural and non-agricultural sectors. In agriculture, almost all of the employment is in the form of unpaid family work which is unregistered to a large extent. Registration to social insurance system is not compulsory in Turkey for those who work in agriculture. Therefore, intervention in this type of unregistered employment requires actions beyond the scope of HRD OP. As noted earlier, the main focus of HRD OP will be on increasing registered employment in non-agricultural sectors in which the impact of the actions is expected to be more visible in the short run.

Public employment services, on the other hand, are crucial in reaching these objectives. Previous projects have contributed to improve the institutional capacity of ISKUR, which is the only institution providing public employment service in Turkey. However, institutional capacity at the regional and local levels still needs to be supported in order to make such services more accessible to the target groups in the 12 NUTS II regions.

**Description:**

In terms of actions, this priority will address the obstacles for female employment and women's participation in labour force, youth unemployment and unregistered employment. Actions for increasing female participation into labour market include measures on education, vocational training, active labour market policies and affordable child care facilities, grouped with respect to educational attainment of the female population not in labour force in eligible NUTS II regions. As can be inferred from table 19, lower secondary school graduates constitute the biggest group in all regions except TRC2 and TRC3 where the number of illiterate women is significantly high. Therefore, ALMPs shall be directed towards those with minimum lower secondary level of education whereas illiterate women shall be directed to measures under priority 2.

Actions for increasing the employment of the young include ALMPs including counselling and guidance services in general. For those with low educational attainment, the focus will be on internships, vocational courses that will be organised in the existing VET institutions in a LLL perspective. For those with lower qualifications, actions aiming at improving employability will be supported. For all of the young unemployed, targeting will be especially in growth centres and sectors that will be supported through RC OP.

As regards to unregistered employment, actions should be directed towards regions where share of wage earners is high. Therefore, priority will be given to four regions, namely TR63, TR72, TR83 and TR90. Since there is no sectoral/occupational data on the current situation of unregistered employment at NUTS II level, this priority should be supported by relevant research and analysis as well.

Improving institutional capacity of public employment services requires strengthening the capacity of ISKUR offices at the regional level. In order to reach a visible impact, the priority will be given to ISKUR offices in the growth centres and/or the offices where the other measures have been carried out. Since inadequate analysis of the labour market at regional and provincial levels is a factor limiting the formation of relevant policies, activities under this objective will be supported by researches and studies where necessary.

**Targeting:**

This priority targets

- Women out of labour force
- Women and young unemployed
- Former agricultural employees, especially women, currently out of the labour force due to internal migration and agricultural dissolution
- Unregistered employees
- Institutions providing public employment and social security services

Regarding geographic concentration, the majority of activities under this priority will focus mainly on the 12 NUTS II regions having a per capita income below 75 % of Turkish national average according to EUROSTAT data. Parallel to the SCF approach, activities will focus on the 15 growth centres in these regions. Improvement of public employment services and policy formation capacity may be implemented at central level and/or regional offices of the Ministry of Labour and Social Security and ISKUR.

**Measures:**

1. To promote women's participation into the labour market, and increase female employment, including those formerly employed in agriculture

The aim of this measure is to improve employability of women and to support women entrepreneurship as well as to diminish cultural and other obstacles that hinder women's participation into labour market.

2. To increase employment of young people

The aim of this measure is to promote integration of young people into the labour market through supporting them by ALMPs. This measure should be taken into account together with measures improving transition from school to work, professional qualifications, education and vocational training measures and activities expanding apprenticeship opportunities.

3. To promote registered employment.

The aim of this measure is to promote registered employment through strengthening the capacity of social security institution, coordination among relevant public institutions and social partners.

#### 4. To improve the quality of public employment services

The aim of this measure is to improve the quality and efficiency of public employment services especially by strengthening administrative capacity.

#### **Delivery:**

- A clear demonstration of the relationship between the project and the strategic aims of the OP HRD
- Demonstration that the project promoter fulfils competency requirements
- Quantification of outputs and a statement of attainable goals
- Existence of a properly prepared budget that includes co-financing
- A clear demonstration of how horizontal issues have been taken into account
- Demonstration of linkage between activities and measures under the priorities

#### **Targets and Indicators:**

- Number of vocational trainings and ALMPs provided to target groups
- Number of people benefiting from public employment services.
- Number of people benefiting from vocational training and ALMPs.
- Reduction in number of unemployed persons in targeted regions and groups
- Increase in number of women participating in the labour market in targeted regions
- Increase in the number of registered workers in the targeted regions.

**Source of Community contribution:** IPA

**Overall indicative budget of priority:** 82.150.589 €

**Financial share of priority within the Operational Programme:** 44 %

**Maximum IPA intervention rate:** 85 %

#### **MEASURE 1.1:**

To promote women's participation into the labour market, and increase female employment, including those formerly employed in agriculture

#### **Specific Objectives:**

- To improve employability of women
- To support women entrepreneurship
- To diminish cultural and other obstacles that hinder women's participation in labour market

#### **Rationale:**

Women's participation into the labour market and female employment are the key challenges in the Turkish labour market. The main obstacle is the inadequate employability of women. Educational attainment of more than half of the female labour force in the eligible 12 NUTS II regions is lower than secondary school. Lack of skills and vocational qualifications hinder women's participation into labour market and put them in a high risk poverty and social exclusion. Female employment is one of the target areas of the Lisbon Strategy. Female

employment is a priority especially in the urban areas that are recipients of internal migration. Therefore, to support female employment, actions contributing to the removal of prejudices against women, traditional gender roles putting the responsibility of child and elderly care on women and family structure will be supported. As per female employment, the focus will be on urban areas of eligible regions of HRD OP.

Women entrepreneurship shall be supported as an alternative to regular employment. Especially for women who formerly employed in agriculture shall be directed towards small scale entrepreneurial activities to be determined depending on characteristics of the region.

Traditional gender roles in the society that puts the responsibility of child and elderly care on women, patriarchal family structure and existing discrimination against women in especially the poorer regions of the society constitute the main obstacles against education, employment and participation of women into social and economic life. Therefore, in all of the NUTS II regions, and particularly in growth centres, actions aiming at diminishing obstacles that hinder women's participation will be supported.

### **Description:**

This measure aims at improving employability of women by all relevant means including training, retraining, adult education and active labour market programmes. ALMPs will be implemented especially for women in growth centres. Sectors and firms determined through NDP and RC OP will be the basis for the formulation of these trainings and ALMPs.

In parallel with Priority 2 of RC OP, which is “*to strengthen enterprise capacity and foster entrepreneurship*”, business start-ups will be assisted through entrepreneurship trainings and ALMPs especially for women.

As regards diminishing cultural and other obstacles that hinder women's participation in economic and social life, awareness raising activities will be carried out, with a focus on the participation of both men and women in order to maximise their impact.

To support female employment, child and elderly care services will be facilitated. To that aim, women shall be directed towards employment in care services, and care services shall be supported in growth centres especially in organized industrial zones and in other firms supported by RC OP.

The priority will be implemented in growth centres and their hinterlands (NUTS II). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. The data will be measured through the interim evaluation and annual monitoring reports.

### **Eligible Actions:**

Actions which may be funded are,

- Labour market analyses in required regions and/or sectors with a view to guide the operations to be implemented under this measure.
- Activities to diminish obstacles hindering target group of women's participation in the labour market.
- Active labour market measures for target group of women out of labour force, as well as those formerly employed in agriculture.

- Support to childcare and elderly care facilities, particularly for the target group of women taking part in above mentioned actions.
- Actions to provide child and elderly care facilities by training target group of women on such care services
- Actions to provide carrier guidance service to target group of women
- Supporting target group of women entrepreneurship through consultancy services and training

**Selection Criteria:**

- Demonstration of linkage between activities of the projects and partly guaranteed increase in female employment and/or women’s labour force participation.
- Demonstration of how the priority for entrepreneurship under RC OP has been taken into account
- Demonstration on how the project will focus on the targeted group in regards to educational attainment

**Final Beneficiaries**

- MoLSS (Directorate General of Labour)
- ISKUR
- Social partners
- Educational institutions
- NGOs, including chambers of trade and industry
- Local authorities

**Target Groups**

- Long term unemployed women due to care responsibilities
- Women out of labour force living in urban areas including those formerly employed in agriculture

**Monitoring Indicators**

**Total Spent** : 27.150.589 € (2007-2009)

**EU Funding** : 23.078.000 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator  | Baseline (2006)  | Target (2009) | Source of Verification                             |
|--------------------|--|--|---------------|--|
| Output             | Number of women participated in entrepreneurship courses for women | 2751 women ( 1781 people by ISKUR and 970 people by KOSGEB) in NUTS II regions | 4000          | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of women participated in child / elderly care trainings     | N.A. (Data will be collected when the measure implemented)                     | 1200          | MoLSS Programme Reports, Final Beneficiary Reports |

|        |   |  |       |  |
|--------|---|--|-------|--|
|        | Number of women participated in employment guaranteed courses for women   | Total 25813 women (for these 2 indicators there is just one integrated baseline.                             | 12000 | MoLSS Programme Reports, Final Beneficiary Reports   |
|        | Number of women benefited from guidance and counselling services  | Women participated in employment guaranteed courses, guidance and counselling in NUTS II region for 3 years) | 18000 | ISKUR Records, MoLSS Programme Reports, Final Beneficiary Reports                            |
| Result | Increased rate of women having entered into labour market (having the qualification and motivation to seek a job) after participating in courses or counselling | 88 % (According to ISKUR AIP Project Data for 3 years)   | 95 %  | ISKUR Job Seeking Records, MoLSS Programme Reports, Final Beneficiary Reports                |
|        | Increased rate of women employed through the courses and counselling  | 27 % (According to ISKUR data for 3 years in NUTS II regions)  | 35 %  | ISKUR Job Placement Records, SSI Records, MoLSS Programme Reports, Final Beneficiary Reports |
|        | Increased rate of women entrepreneurs   | 25.6 % (According to KOSGEB and ISKUR data)  | 30 %  | KOSGEB Records, SSI Records, MoLSS Programme Reports, Final Beneficiary Reports              |

Note: There is no coverage ratio for this measure because of the fact that it is not possible for now to define the number of those belonging to the target group.

**MEASURE 1.2:**

To increase employment of young people

**Specific Objective:**

- To promote integration of young people into the labour market

**Rationale:**



Youth unemployment, which is defined as unemployment among those between 15-24 years of age, is significant in growth centres as well as all over Turkey. Young people have difficulties in entering the labour market mainly due to the weak link between the education system and the labour market, mismatch of qualifications and lack of skills.

**Description:**

Supporting young unemployed requires a sub-classification due to different characteristics of each group among “the young”. Although there may be further divisions, “the young” under this priority will be divided into three sub-groups as new university graduates, secondary school graduates (vocational and general secondary schools) and those with lower educational attainment.

For new university graduates, ALMPs including counselling and guidance services will be the main actions. For vocational secondary school graduates and vocational higher schools, the focus will be on internships. For the graduates of the general secondary schools who could not succeed in entering in a higher education institute, vocational courses will be organised in the existing VET institutions in a LLL perspective. These courses will lead the individual for a qualification needed by the local labour market and even if the individual continues to follow the courses organised in a systemic way, s/he may be eligible to get a diploma equivalent to the graduate of a formal VET institution. For those with lower qualifications, actions aiming at improving employability will be supported. For all of the above mentioned people, targeting will be especially in growth centres and sectors that will be supported through RC OP.

Developing sustainable cooperation between public institutions, social partners, private employment agencies and all relevant stakeholders in the target regions will be promoted with this measure.

The priority will be implemented in growth centres and their hinterlands (NUTS II). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. The data will be measured through the interim evaluation and annual monitoring reports.

**Eligible Actions:**

Actions which may be funded are,

- Labour market analyses in required regions and/or sectors with a view to guide the operations to be implemented under this measure.
- Implementing ALMPs, including counselling and career guidance services, employment guaranteed courses for all groups of young unemployed people.
- Supporting young people to become entrepreneurs through consultancy services and training for all groups of young unemployed people.
- Supporting the organisation and implementation of vocational courses for the graduates of general secondary schools according to the needs of labour market and LLL strategies.
- Promoting internships especially for graduates of vocational secondary schools and vocational higher schools.

**Selection Criteria:**

- Demonstration of how the priority for entrepreneurship under RC OP has been taken into account
- A clear demonstration of the relationship between the project and increase in the number of young employed.

- Demonstration on how the project will focus on the targeted group with regards to educational background.

**Final Beneficiaries:**

- Ministry of Labour and Social Security
- Ministry of National Education
- ISKUR
- Social partners
- NGOs
- Educational institutions
- Governorships, municipalities and other relevant regional public institutions

**Target Group:**

- Young unemployed people as new university graduates
- Young unemployed people as secondary school graduates
- Young unemployed people with lower educational attainment
- Early school leavers
- Young people who are still in school
- Young unemployed women with lower educational attainment

**Monitoring Indicators:**

**Total Spent** : 23.000.000 € (2007-2009)

**EU Funding** : 19.550.000 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006)  | Target (2009) | Source of Verification                             |
|--------------------|---|--|---------------|--|
| Output             | Number of young people who participated in entrepreneurship courses               | 970 people in NUTS II regions  | 1500          | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of young people who participated in employment guaranteed courses          | Total 8562 young people (for these 3 indicators there is just one integrated baseline. young people participated in employment guaranteed courses, internship programmes and guidance and counselling) | 6000          | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of young people who participated in internship and apprenticeship programs |  | 9000          | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of young people having benefited from guidance and counselling             |  | 9000          | MoLSS Programme Reports, Final Beneficiary Reports |

|        |  |   |      |  |
|--------|--|---|------|--|
| Result | Increased rate of young people employed following the courses, internship and counselling activities | In average 22.3 % according to the ISKUR data in NUTS II regions. | 30 % | ISKUR Job Placement Records, SSI Records, MoLSS Programme Reports, Final Beneficiary Reports |
|        | Increased rate of young entrepreneurs  | 7.5 % According to KOSGEB data in NUTS II regions                 | 15 % | MoIT Records, SSI Records, MoLSS Programme Reports, Final Beneficiary Reports                |

Note: Coverage ratio for this measure is 6 %. It means that the target group population is 6 % 420.811 young unemployed people in NUTS II regions.

**MEASURE 1.3:**

To promote registered employment.

**Specific Objective:**

- This measure aims to promote registered employment through strengthening the capacity of social security institution, provision of awareness raising and ensuring coordination among relevant public institutions and social partners.

**Rationale:**

Unregistered employment is one of the key challenges of the Turkish labour market. Almost all of the employment in agriculture and nearly one third of the employment outside agriculture are unregistered. In agriculture, main employment status is unpaid family work whereas in sectors outside agriculture wage earners have the biggest share.

In Turkey, social insurance legislation covers employees, self employed and civil servants. MoLSS is the responsible organization for the registration of the employment of the self employed and wage earners through the Social Security Institution.

There is no data for unregistered employment at NUTS II level. However, it can be expected that the situation in the 12 eligible NUTS II regions resemble the country averages.

**Description:**

The measure will support increasing registered employment through coordination between public institutions, social partners and employers, strengthening the capacity of the Social Security Institution, particularly the Inspection Board. Target group of the measure will be mainly wage-earners and self employed.

The priority will be implemented both in national level (regarding the national strategy paper) and in growth centres and their hinterlands (NUTS II). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. The data will be measured through the interim evaluation and annual monitoring reports.

**Eligible Actions:**

Actions which may be funded are,

- Field study/labour market analyses on unregistered employment in required regions and/or sectors with a view to guide the operations to be implemented under this measure.
- Preparation of National Strategy to promote registered employment
- Establishing local employment partnerships to jointly promote registered employment, particularly in the 15 growth centres and 12 NUTS II regions.
- Trainings for the SSI staff and social partners on the implementation of the National Strategy and to improve awareness on the importance of the registered employment.
- Strengthening inspection capacity of central/local offices of the Social Security Institution and other relevant institutions such as Ministry of Finance, MoLSS Labour Inspection Board, and Ministry of Industry and Trade.

**Selection Criteria:**

- A clear demonstration of the relationship between the scope of the project and an increase of registered employment
- Demonstration on how the project will focus on the targeted group.

**Final Beneficiaries:**

- MoLSS (relevant departments)
- Ministry of Finance
- Social Security Institution
- ISKUR
- Social partners
- NGOs

**Target Groups:**

- Unregistered workers and their dependants
- Unregistered women workers with low level of education
- Staff of relevant institutions
- Social partners

**Monitoring Indicators:**

**Total Spent** : 15.000.000 € (2007-2009)  
**EU Funding** : 12.750.000 € (2007-2009)  
**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator  | Baseline (2006)   | Target (2009)          | Source of Verification  |
|--------------------|--|---|------------------------|---|
| Output             | Number of established local partnerships   | N.A. (There was no such holistic partnership approach before) | 15 (in Growth Centres) | MoLSS Programme Reports, Final Beneficiary Reports  |
|                    | Number of SSI staff at central and local level who participated in trainings                                       | 827   | 1200                   | MoLSS Programme Reports, Final Beneficiary Reports  |
|                    | Number of staff from social partners who participated in trainings on National Strategy                            | N.A. (The strategy is a new one)                              | 600                    | MoLSS Programme Reports, Final Beneficiary Reports  |
| Result             | Decrease in the rate of complaints (advice slip) on the unregistered employment to the Insurance Inspection Board  | 2432 individual advice slips                                  | - 15 % = 2067          | SSI Insurance Inspection Board Records,, MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Increase in the number of bilateral projects on promoting registered employment between the relevant partners      | N.A. (Data will be collected when the measure is implemented) | 12                     | MoLSS Programme Reports, Final Beneficiary Reports  |
|                    | Increase in the rate of registered people in 43 city centres through the bilateral projects and local partnerships | 66.3 %  | 66.6 %                 | MoLSS Programme Reports, Final Beneficiary Reports  |

Note: Coverage ratio for this measure is 6 %. It means that the target group population is 6 % of 2,373,828 people are 142,429 people. It is planned to reach such amount of people. And the registration rate is estimated as 15 %.

**MEASURE 1.4:**

To improve the quality of public employment services

**Specific Objective:**

- To improve the quality and efficiency of public employment services especially by strengthening administrative capacity.

**Rationale:**

This measure will support to develop an efficient job matching system, guidance services for job and labour force seekers. The Turkish Employment Agency (ISKUR) has taken substantial steps to improve its administrative capacity in the recent years, both by legal framework and projects implemented. However, implementation of labour market programmes should be supported, a labour market information system should be formed and policy making capacity of the MoLSS and ISKUR should be strengthened especially at the regional level.

**Description:**

In order to improve the quality and efficiency of the services provided by ISKUR, special focus will be given on establishment of a labour market information system in order to monitor the developments in the labour market. Currently, only part of the unemployed is registered to ISKUR. Therefore, all the unemployed should be registered to ISKUR and labour market programmes as well as job brokering services must be provided at provincial and regional levels. Job seekers and employers should be brought together in an integrated system of labour supply and demand. ISKUR and its branch offices have been started to be equipped with an integrated electronic registering system, as well as with a self-service computerised information system which will be the basis of a national networking allowing a better job matching.

Conducting labour market research at national, regional and provincial levels will be the basis for policy making. To this end, the capacity of the Ministry of Labour and Social Security together with its regional offices and İŞKUR will be strengthened.

In order to ensure the coordination of the education system and the labour market, a sustainable cooperation between the Ministry of National Education and Ministry of Labour and Social Security including ISKUR will be established.

The priority will be implemented both in national level and in growth centres and their hinterlands (NUTS II). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. Data will be measured through the interim evaluation and annual monitoring reports.

**Eligible Actions:**

Actions which may be funded are,

- Strengthening the capacity of the Ministry of Labour and Social Security together with its regional offices and ISKUR through labour market analyses in the 12 NUTS II regions

- and 15 growth centres regarding sectors and target groups of not covered first three measures under this priority.
- Establishment of mechanisms to monitor conditions of people who benefited from various types of ALMPs.
  - Training for staff on job matching services, labour market analyses, and career guidance services based in provincial directorates of ISKUR.
  - Supporting the development of labour market information systems within ISKUR.
  - Increasing the capacity of provincial employment committees with a view to formulating and implementing provincial/local employment action plans.

**Selection Criteria:**

- A clear demonstration of the relationship between the project and requirements for the solution of problems related to improving public employment services
- Demonstration on how the project will focus on the targeted group.

**Final Beneficiaries:**

- MoLSS (DG of Labour)
- Turkish Employment Agency – ISKUR
- Relevant public institutions such as TURKSTAT, Social Security Institution

**Target Groups:**

- Staff of MoLSS and Turkish Employment Agency – ISKUR
- Members of provincial employment committees
- Social Partners

**Monitoring Indicators:**

**Total Spent** : 17.000.000 € (2007-2009)

**EU Funding** : 14.450.000 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006) | Target (2009)        | Source of Verification   |
|--------------------|---|-----------------|----------------------|--|
| Output             | Number of Monitoring Mechanisms                         | 0               | 1                    | The mechanism itself, MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of ISKUR staff who participated in PES trainings | 301             | 1000                 | MoLSS Programme Reports, Final Beneficiary Reports                       |
|                    | Increase in the number of unemployed people counselled  | 18654           | M: 11000<br>F: 11000 | ISKUR Records, MoLSS Programme Reports, Final Beneficiary Reports        |

|        |  |        |    |  |
|--------|--|--------|----|--|
| Result | Increase in the placement rates of ISKUR | 22.3 % | 30 | Surveys, Polls, MoLSS Programme Reports, Final Beneficiary Reports |
|--------|--|--------|----|--|

## EDUCATION

**PRIORITY AXIS 2: To enhance investment in human capital by increasing the quality of education, improving the linkage between education and the labour market, and raising enrolment rates at all levels of education, especially for girls**

### **Aim:**

The aim of this priority is to increase the access and quality of education especially in vocational and technical education, to provide people with knowledge and skills in line with the labour market needs and to raise enrolment rates especially for girls, to enable them to acquire advanced competencies and skills with a view to decrease unemployment and provide thus socio-economic development.

### **Specific Objectives:**

1. To increase enrolment rates particularly for girls at all levels of education and vocational training
2. To increase the quality of education especially in vocational education and training
3. To develop innovative approaches to improve linkage between education and labour market
4. To promote a “partnership approach” to modernize VET system

### **Rationale:**

This priority intends to address the needs identified in the analysis of education particularly in the 12 eligible NUTS II Regions. However, where possible it will address education systemic issues, that are relevant nationwide.

The first challenge in enhancing human capital is the low enrolment rates especially for girls at all levels of education, particularly in secondary education and VET. As mentioned in the socio-economic analysis chapter, significant disparities in enrolment rates exist between genders at secondary education in the 12 NUTS II regions. Although it is a necessity to increase enrolment rates of girls at all level of education, secondary vocational education will be focused under this Operational Programme due to the fact that the enrolment rate of girls is at the lowest in secondary education and there exists a direct linkage between vocational education and labour market. The main reasons for the lower enrolment rates of girls especially in the 12 NUTS II regions are lack of attractive modular VET programmes, lower socio-economic levels of families, traditions that do not value education for girls among parents, lack of cooperation among the different actors. Moreover monitoring systems to monitor girls enrolment rates need to be improved.

Because there is no efficient monitoring system, this causes a problem in measuring especially schooling rates of girls and therefore developing policies accordingly.

The second and important challenge is the VET system which is not so flexible and attractive, so that students have a tendency to head towards general secondary education and universities. The



limited number of enterprises in the region and therefore the limited need for trained workforce may also be a reason for the tendency for preferring general secondary education

A well-functioning VET system will play an important role in providing enhancement of the qualified labour force trained in line with the needs of the labour market and opportunities for both young population and adults to enter into labour market in the 12 NUTS II Regions.

Moreover, innovative models for cooperation between vocational education and training, private sector, universities and NGOs is needed to improve the linkage between education and labour market and make transition from school to work easier.

### **Description:**

**The first measure of this priority** will focus on increasing enrolment rates at all levels of education, particularly girls in order to increase their employability and ease their entrance into the labour market. The regional focus of this measure will be all 12 NUTS II Regions because of the fact that the enrolment rates of girls at secondary education is at its lowest level not only the growth centres but also in the hinterlands of the growth centres of the 12 NUTS II Regions, particularly in rural areas.

**The second measure of this priority** will focus on increasing the quality of formal Vocational Education and Training, both secondary vocational schools and post-secondary higher vocational schools. The regional focus of this measure will be the 12 NUTS II Regions.

Under both measures, some country-wide actions may also be supported in order to support changes in education and training policies or curricula. These initiatives may benefit the 12 NUTS II regions but will be carried out at national level.

This priority is targeted at these groups in the programme's target regions:

- Students who dropped out or at risk of dropping out of education, particularly girls
- Parents of girls who are against the girls' education and/or cannot afford it
- Students, teachers and counsellors in vocational secondary and post-secondary vocational education

### **Measures:**

Measure details are given hereunder, including aims and objectives, eligible activities, and intervention rates. In summary, they are:

1. To increase enrolment rates particularly for girls with a view to developing female human resources and access to labour market.

This measure will support activities to improve access to education at secondary education and VET for girls and to increase awareness about importance of girls' education.

2. To improve the content and quality in Vocational and Technical Education

This measure will support activities to improve content and quality in Vocational and Technical Education, particularly addressing the needs of the labour market

**Delivery:**

Delivery Principles include:

- A clear demonstration of the relationship between the project and the strategic aims of the OP HRD
- Demonstration that the project promoter fulfils competency requirements
- Quantification of outputs and a statement of attainable goals
- Existence of a properly prepared budget that includes co-financing
- A clear demonstration of how horizontal issues have been taken into account
- Demonstration of linkage between activities and measures under the priorities

**Targets and Indicators:**

- Number of attractive modular VET programs developed, assessed and revised
- Number of awareness raising campaigns and trainings for parents on importance of girls' education
- Number of students, particularly girls returned to school as a result of awareness raising activities
- Number of VET teachers as recipients of in service trainings.
- Number of students provided with vocational and career guidance services at schools
- Number of enterprises cooperating with VET schools.

**Source of Community contribution:** IPA

**Overall indicative budget of priority:** 36.011.764 €

**Financial share of priority within the Operational Programme:** 19.35 %

**Maximum IPA intervention rate:** 85 %

**MEASURE 2.1:**

To increase enrolment rates particularly for girls with a view to developing female human resources and access to labour market

**Specific Objectives:**

- To increase enrolment rates particularly for girls in secondary education and VET
- To decrease drop-outs particularly for girls
- To increase vocational skills and competences of labour force, particularly of girls and women
- To promote awareness-raising for parents on importance of education, especially for girls.

**Rationale:**

This measure will contribute to the increasing enrolment rates particularly for girls in secondary education and vocational training and awareness of the importance of girls' education.

Although there has been important progress in access to education especially at the level of primary education, thanks to Basic Education Law, many projects and campaigns, there is still need for increasing net enrolment rates of particularly girls to reach the 100 % target in primary education. However, the enrolment rate in secondary education for girls is more severe than primary education. The girls who do not continue their education after primary education have difficulties in entering labour market.

At national level, the enrolment rate of girls is lower than that for boys at secondary education. School leavers reflect the gender disparity; the rate of school leavers after primary education was 10.5 % for boys and 19 % for girls in 2005-2006 educational years. Moreover, the figures provided in the socio-economic analysis indicate that the enrolment rates for girls at secondary education are lower in the 12 NUTS II Regions than other regions. The average of net enrolment rates for girls at secondary education in the 15 Growth Centres is 26.4 %, whereas it is 42.97 % at the national level in 2001-2002. The problem in some provinces in the 12 NUTS II Regions is severe. For instance net enrolment rates for girls in secondary education are only 6.1 % in Mus, 7.58 % in Bitlis, 10.20 % in Mardin and 10.66 % in Siirt.

There is a growing need to increase the skills and competences of girls in targeted areas through enhancing access to education for girls to secondary education and VET and increasing awareness of their parents. Therefore, actions that will promote and ease the continuation of girls after primary education in secondary and VET will be supported under this measure.

**Description:**

The thematic focus of this measure will be schooling of girls at secondary education, particularly VET to ease their entering into the labour market.

The regional focus of this measure will be all 12 NUTS II Regions because of the fact that the enrolment rates of girls at secondary education is at lowest level not only in growth centres but also in the hinterlands of the growth centres in the 12 NUTS II Regions

The measure is composed of two components. The first component of the measure will support continuation of girls at secondary education and VET through promoting monitoring services, vocational guidance services and preparation of attractive VET Programmes. The second component will support activities for families in lower socio-economic situation in the 12 NUTS II regions to make them support girls' education. In the framework of this component, activities promoting cooperation among central government, municipalities, universities and NGOs will be supported.

The main logic behind this measure is to increase the knowledge and abilities of girls facilitate their integration into the labour market. Collaboration between social partners, private sector, schools and local authorities is extremely important for the success of this measure. In general, the roles of relevant partners for this measure can be awareness raising campaigns cooperation in vocational guidance services and returning girls to the school.

**Eligible Actions:**

Actions which may be funded are:

- Introducing detection and monitoring services for students particularly for girls under the risk of dropping out or who already have dropped out at primary and secondary schools
- Promoting incentives for families, students particularly for girls to return to school
- Increasing the quality and quantity of vocational guidance services at schools
- Developing training programmes and awareness raising campaigns for parents and NGOs to promote education
- Promoting cooperated activities with public institutions, social partners, municipalities, universities and NGOs for supporting education of girls with a view to developing female human resources and access to labour market.
- Improving the quality of psychological and guidance services especially at boarding schools

- To implement projects for making local administrations, NGOs and the media feel more responsible on girls' education.

**Selection Criteria:**

- A clear demonstration of the relationship between the project and the aim of raising awareness of the importance of education and increase enrolment for developing human resources particularly for girls and access to labour market
- Demonstration on how the project will focus on the target group and 12 NUTS regions

**Final Beneficiaries:**

- MoNE
- Educational Institutions
- Social partners
- NGOs
- Local Authorities

**Target Groups:**

- Students, particularly girls at the age of secondary education (14-...) who dropped out or under risk of dropping out in education Students, particularly girls who cannot access secondary education due to cultural obstacles
- Parents of girls who are not willing to send their children to school and/or cannot afford it
- Teachers, especially those providing psychological and vocational guidance to students.

**Monitoring Indicators:**

**Total Spent** : 16.011.764 € (2007-2009)

**EU Funding** : 13.609.999 € (2007-2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006)   | Target (2009) | Source of Verification  |
|--------------------|---|---|---------------|---|
| Output             | Number of educational staff having participated in vocational guidance services trainings | 0 (There was no such a collective training except some individual ones) | 1720          | Participant List MoLSS Programme Reports, Final Beneficiary Reports |

|        |  |  |                |   |
|--------|--|--|----------------|---|
|        | Number of parents who are given trainings  | 8.248 parents have been reached between 2001-2006 (in Adiyaman, Bingol, Diyarbakır, Erzurum, Şanlıurfa, Hatay) | + 10750        | Attendance Sheets,, MoLSS Programme Reports, Final Beneficiary Reports                      |
|        | Number of NGO members having participated in trainings   | NA   | 2150           | Participants List, MoLSS Programme Reports, Final Beneficiary Reports                       |
|        | Number of protocols between local administrations enterprises schools NGOs and social partners in order to increase girls' enrolment rates | NA (There was no such holistic protocols)  | 43             | Protocols signed between local administrations enterprises schools NGOs and social partners |
|        | Number of families individually visited to persuade to send their daughters to school  | NA (It will be determined after the measure is implemented)  | 20000          | Attendance sheets, MoLSS Programme Reports, Final Beneficiary Reports                       |
| Result | Increased percentage of girls accessing to education particularly secondary education as a result of programme intervention.               | 77 %   | 80-85 %        | School enrolment rates MoNE statistics, MoLSS Programme Reports, Final Beneficiary Reports  |
|        | Reduction in the number of girls dropping out of secondary education and VET   | NA(It will be determined after the measure is implemented)   | 15 % reduction | School enrolment rates MoNE statistics, MoLSS Programme Reports, Final Beneficiary Reports  |
|        | Increase in the number of girls graduating from secondary education and VET  | NA (It will be determined after the measure is implemented)  | 15 % increase  | School enrolment rates MoNE statistics, MoLSS Programme Reports, Final Beneficiary Reports  |

**Note: Coverage ratio will be determined at a later stage due to the lack of statistical information.**

## **MEASURE 2.2:**

To improve the content and quality of Vocational and Technical Education.

### **Specific Objectives:**

- To increase the quality of vocational and technical education and training addressing curriculum, teachers, learning environment and school managers
- To increase flexibility of the education system by facilitating vertical and horizontal transitions between different types of programmes in the VET system
- To make VET an attractive option for students
- To promote cooperation between social partners, schools and VET centres and private sector

### **Rationale:**

This measure will contribute to improving the content and quality of vocational and technical education.

VET is crucial for improving the linkage between the education system and the labour market and for boosting the economy. Improving the quality of VET and making the system an attractive option for students will facilitate access to labour market. In this sense, a successful VET system will play an important role in providing opportunities for both young population and sectors that are in need of skilled personnel in the 12 NUTS II Regions.

As elaborated in the socio-economic analysis chapter, the VET system faces various challenges at national level and in the 12 NUTS II regions. Under the EU funded projects, important progress has been achieved by conducting labour market and skill analyses, revising curriculum, preparing modular programmes, providing in-service and pre-service training for teachers in VET. However, the sustainability of these projects and innovative actions are very important for a continuous functioning VET system.

Moreover, it is important to extend the modular programmes to other occupations which are not covered by previous projects in order to align them with the continuous changes in the labour market. There is a need to establish a central analysis mechanism for planning content of VET curriculum and modular programs in Turkey by developing industry branch and technology studies with a focus on emerging competence needs. Moreover, assessing the impact of the new curricula implemented in vocational education and adjusting them whenever necessary and continuing to produce learning materials for the new curriculum is needed for sustainability.

In terms of human resources in VET, the sustainability of the SVET project highly depends on the continuation of coordination between MoNE, YOK and related partners. There is a need to continue developing in-service and pre-service modules for teachers. Moreover, school guidance counsellors are not sufficiently qualified and they need pre-service and in-service trainings for providing better guidance services at schools.

In terms of vocational counselling and career guidance, the career guidance services are dominated by information services and ad-hoc decisions, which are not provided in a systematic and therefore do not encourage learners to develop the motivation to learn and the skills to manage their career. The efforts should be increased, as increasing vocational guidance services in quality and quantity in the 12 NUTS II Regions is critical for making VET programmes

attractive and for facilitating transition from school to work. Career and vocational guidance services should be developed on a consistent system by different stakeholders, such as, schools, public employment services and private sector.

Moreover, difficulties in vertical and horizontal transition in the VET system also make the VET System less flexible and non-attractive. Although there are improvements in terms of legislation, inconsistency between programs in VET, particularly between post secondary vocational schools and secondary vocational schools render transitions difficult and duplications cause waste of resources, which in turn causes high drop out rates in the post secondary higher VET schools. Developing suitable programs in post-secondary higher vocational schools, as continuity of the secondary VET schools, in line with local needs is an absolute necessity.

The main challenge in the apprenticeship system, a mechanism that facilitates transition from school to work and an alternative way to gain a vocation not necessarily by attending the formal education system; is the lack of a systematic approach in terms of matching the demand for and supply of apprentices in the market. Further cooperation between schools and employers is necessary for the sustainability of apprenticeship system and to increase the quality of the practical trainings at enterprises.

As elaborated in the social-economic analysis, post secondary higher vocational schools are also problematic in terms of physical infrastructure, quality of curricula, and quality of teaching staff and delivery of practical employable skills throughout Turkey including the 12 NUTS II Regions. When the low ratio of graduates in the 12 NUTS II Regions (Table 23) from higher education and the existence of post secondary vocational schools are taken into consideration, these schools can be seen as an opportunity to increase vocational knowledge and skills of young people living in the 12 NUTS II Regions. Functioning of these schools need to be reformed as they are poorly linked to labour market needs and have important problems. There is an urgent need to increase their cooperation with business life.

**Description:**

The thematic focus of this measure will be increasing the quality of formal vocational education and training. In other words, secondary vocational schools and post-secondary higher vocational schools will be focused under this measure.

The regional focus of this measure will be all 12 NUTS II Regions with a specific focus on the 15 growth centres. As it can be seen from the figures provided in the socio-economic analysis chapter, there is no problem in the availability of vocational schools and teachers (Table 24 and Table 28) in 12 NUTS II Regions. The dissemination of products and experience developed under SVET to the priority regions will be part of this measure.

This measure is composed of two main components. The first component will include activities for ensuring continuity of previous projects for improving VET such as making competence analysis, revision of modular programs by assessing the new programs, developing a systematic structure/model for in-service trainings of vocational schools for teachers and counsellors, increasing cooperation between schools in VET and private sector, disseminating apprenticeship and developing monitoring of graduates of vocational schools. The second component will be providing equipments for the Post Secondary Vocational Schools in 15 Growth Centres. Although the secondary vocational schools also are in need of equipment support, post secondary higher vocational schools will be focused under this programming because of the limit of 15 % of funding set at the level of the priority axis.

All the actions under this priority will be realized by taking on board the “partnership approach”. This partnership approach can be seen for each action in the table:

Table 66: Partnership Approach in 12 NUTS II Regions for Priority 2 of HRD OP

| <b>Actions</b>   | <b>MoNE-Provincial Directorate of MoNE</b>  | <b>Employers Organizations</b>   | <b>Trade Unions</b>   | <b>Companies</b>   |
|--|---|--|---|--|
| Making Analysis on Competence Needs  | Initiates forecasts in sectors in 12 Growth centres in cooperation with Provincial Directorate of İŞKUR MoNE  | Provide inputs for the needs of employers  | Provide inputs for the needs of sectors   | Provide inputs for the emerging sectors<br>-   |
| Revising curriculum and developing new modular programs  | Revise curriculum and new modular programs (in collaboration with YOK for post secondary vocational education)<br><br>Approve them<br>Disseminate them  | Provide support in context of curriculum<br><br>Comment on draft   | Provide support in context of curriculum<br><br>Comment on draft  |  |
| Developing a systematic structure/model for in-service trainings   | Develops scheme for in service training   | Comment on draft   | Comment on draft  |  |
| Improving physical capacity of the Post Secondary Vocational Schools                                     | YOK initiates analysis for determining needs of Post Secondary Vocational Schools   | Provide comments on needs of Post Secondary Vocational schools in terms of equipments  | Provide comments on needs of Post Secondary Vocational schools in terms of equipments   |  |
| Increasing vocational guidance and career guidance services at schools                                   | Provide data and evaluation of guidance services at schools in terms of councillors<br><br>Process proposals and strategies for vocational guidance models at schools in cooperation with İŞKUR and YOK | Propose models for vocational guidance models at schools<br><br>Initiate cooperation between schools and enterprises                                     | Propose models for vocational guidance models at schools  | Propose models for vocational guidance models at schools<br><br>Initiate cooperation between schools and enterprises |
| Improving apprenticeship by increasing cooperation between MoNE and private sector in 12 NUTS II Regions | Making protocols with private sector<br><br>Initiate cooperation between Vocational Education Centre and Private Sector   | Making protocols with MoNE<br><br>Initiate cooperation between Vocational Education Centres<br><br>Increasing practical training capacity in enterprises | Provide support in practical training in enterprises<br><br>Initiate cooperation between Vocational Education Centres and employers | Making protocols with MoNE<br><br>Initiate cooperation between Vocational Education Centres                          |
| Organizing career days, seminars, conferences that   | Develop initiatives in coordination with YOK  | Participate in activities at schools   | Participate in activities at schools  | Increasing practical training capacity in  |



|   |  |  |                     |  |
|---|--|--|---------------------|--|
| enable students at secondary and post-secondary higher vocational schools to meet with private sector                               |  | Organize seminars, conferences and Career Days |                     | Enterprises<br>Participate in activities at schools<br>Arrange study visits in companies by students |
| Developing monitoring systems for the graduates of vocational and technical secondary schools and post secondary vocational schools | MoNE together with YOK:<br>Provide data on graduates<br><br>Initiate graduate surveys<br><br>Prepare a web-site and database | Identify vacancies                             | Support cooperation | Identify vacancies<br><br>Using the web-site and database  |

### Eligible Actions:

Actions which may be funded are:

- Making analyses in cooperation with social partners for early determination of emerging competence needs
- Continuation of revising curriculum and developing new modular programs in secondary and post secondary vocational schools and in line with developed occupational standards and emerging competence needs in cooperation with private and social partners
- Developing a systematic structure/model for in-service trainings for teachers in line with the newly updated curriculum in secondary and post secondary higher vocational schools and training teachers through this structure/model
- Feasibility studies for improving capacities of the Post Secondary VET Schools
- Improving equipment capacity of 45 pilot vocational schools
- Increasing vocational guidance and career guidance services in primary, secondary and post secondary schools
- Using innovative practical training centres for theoretical trainings in apprenticeship system and increasing cooperation between MoNE and private sector in 12 NUTS II Regions
- Organizing career days, seminars, conferences that enable students at secondary and post-secondary higher vocational schools to meet with private sector
- Developing monitoring systems for the graduates of vocational and technical secondary schools and post secondary vocational schools
- Establishing partnership mechanisms between vocational institutions, social partners and the private sector.

### Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for the improvement of quality of education particularly VET.
- A clear demonstration of the relationship between the project and its contribution to the cooperation between vocational schools, private sector and social actors.

### Final Beneficiaries:

- MoNE

- Educational Institutions
- YOK
- KOSGEB
- Social partners
- Relevant NGOs
- Local Authorities

**Target Groups:**

- Students in vocational secondary and post secondary vocational education
- Teachers, school managers and counsellors in vocational secondary and post-secondary vocational education
- Students who cannot continue higher education
- Graduates of vocational secondary and post-secondary education
- Employers, employees and NGOs representing business life

**Monitoring Indicators:**

**Total Spent** : 20.000.000 € (2007-2009)  
**EU Funding** : 17.000.000 € (2007–2009)  
**Maximum IPA Intervention Rate:** 85 %

Note: 38.6 % of 3001 VET schools are in 12 NUTS II Region

| Type of Indicators | Indicator  | Baseline (2006)  | Target (2009)           | Source of Verification  |
|--------------------|--|--|-------------------------|---|
| Output             | Number of developed/revised and implemented modular programs in secondary and post secondary vocational schools  | 42 ISCED-97 vocational/educational fields and 192 vocational branches developed under SVET | 250 vocational branches | Programmes approved by Board of Education and YOK, MoLSS Programme Reports, Final Beneficiary Reports   |
|                    | Number of comprehensive and scheduled awareness raising events organised with the cooperation of private sector to increase awareness among the sector | 0 (except voluntary campaigns conducted by NGOs or private companies nationwide).          | Min. 30                 | Conference reports Seminar reports Attendance sheets MoLSS Programme Reports, Final Beneficiary Reports |

|        |   |   |  |  |
|--------|---|---|--|--|
|        | Number of partnership protocols between vocational institutions, social partners and the private sector in 12 NUTS II Regions   | N.A (There is no such collective protocols except individual attempts which might be determined when the measure is implemented). | 30   | MoLSS Programme Reports, Final Beneficiary Reports   |
|        | Number of secondary and post-secondary VET schools with improved capacity and programs (2 Secondary Vocational School and 1 Higher Vocational School will be chosen from each of 15 Growth Centres) | N.A.  | 45   | MoNE Records of higher VET schools of the related regional universities , MoLSS Programme Reports, Final Beneficiary Reports |
| Result | Increasing the satisfaction of teachers, students and entrepreneurs regarding the content and quality of Vocational and Technical Education.  | N.A.(Baseline data will be determined when the measure implemented)   | 50 %<br>(satisfaction of teachers, students and entrepreneurs will be increased to 50 % after the implementation of measure in 45 pilot institutions)  | Surveys, MoLSS Programme Reports, Final Beneficiary Reports  |
|        | Increasing demands for 45 pilot vocational schools  | N.A. (It is not possible to measure it at the moment)   | Min. 20-25 % increase in enrolment for each individual supported vocational school (demands for 45 pilot vocational schools will be increased to 20-25 % after the implementation of the project in 45 pilot institutions) | Student pre-registration records, MoLSS Programme Reports, Final Beneficiary Reports   |
|        | Teacher Training in line with the newly updated curriculum  | N.A.  | 1500 Teachers  | MoLSS Programme Reports, Final Beneficiary Reports   |

## ADAPTABILITY BY PROMOTING LIFELONG LEARNING

### **PRIORITY AXIS – 3**

**To increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting lifelong learning and encouraging investment in human resources by enterprises and workers**

#### **Aim:**

To expand and improve the opportunities of life-long learning and to increase the adaptability of employees, employers in SMEs and self-employed.

#### **Specific Objectives:**

- To promote Life Long Learning (LLL) Opportunities under a LLL Strategy
- To improve quality of non-formal trainings
- To increase adaptability of employees
- To increase adaptability of employers in SMEs
- To promote well-functioning of the National Qualifications System

#### **Rationale:**

This priority will contribute to promote LLL and to increase adaptability of employees, employers in SMEs and self-employed.

Certain conditions are necessary to promote LLL. Firstly, basic skills and competences are the foundations of lifelong learning and also of successful integration to the society and participation in the labour market. When 12 NUTS II Regions are taken into consideration, this problem becomes a great challenge for developing LLL opportunities particularly for women. Secondly, capacity and quality of public education centres is a great challenge in terms of non-formal trainings in 12 NUTS II Regions. Thirdly, LLL opportunities need to be supported by National Qualification system and establishing the new system needs to be supported by sectoral social dialogue.

Moreover, employees and employers of SMEs are constantly facing challenges posed by the need to acquire abilities for rapidly changing technology and innovation. This situation also reveals the fact that a huge share of Turkey's employees does not have any perspective to develop their skills and adaptability. In order to overcome this challenge, the main tool will be used under this measure will be trainings in selected SMEs in sectors that Regional Competitiveness OP refers and capacity building for increasing training capacity of the social partners in 15 Growth Centres.

#### **Description:**

The first measure of this priority will focus on development of skills and competencies necessary for lifelong learning thematically. The focus of this measure will be all 12 NUTS II regions for all actions except actions regarding facilitating fundamental reforms in the role, mission and functions of the MoNE and supporting National Qualification System and VOC-TEST Centres. These actions will be implemented at national level.

The second measure of this priority will focus on adaptability of employees and employers, raising workplace-relevant skills and the competencies. The regional focus of this measure will be 15 Growth Centres because of limited funds. Moreover, the SMEs where the actions will be

implemented under this measure will be those that are operating in the sectors selected in Regional Competitiveness Operational Programme.

**Targeting:**

This priority targets the following groups in the programme's target regions:

- Students and teachers in VET institutions
- Illiterate women in 12 NUTS II Regions
- Employees and employers in SMEs in specified sectors in RC-OP
- Social partners representing business life particularly in 15 Growth Centres
- Unemployed adults particularly women

**Measures:**

1. To promote the development and implementation of coherent and comprehensive strategies for lifelong learning

The aim of this measure is to assist policy making, the building blocks for coherent and comprehensive strategies to provide basic skills and competences especially for disadvantaged persons and women, to improve quality of non-formal training in line with the LLL perspective. This measure also aims to support establishment of Vocational Standards Development, Testing and Certification Centres (VOC-TEST) as accredited bodies of vocational standard development, testing and certification under the monitoring and supervision of Vocational Qualifications Authority, to support the establishment of National Qualification System, to promote the linkage between LLL, education system and labour market

2. To increase adaptability of employees and employers by investing more in human capital

The aim of this measure is to improve the adaptability of employees in SMEs by facilitating the access for workers, in particular for low skill workers, to training; to improve adaptability of employers by designing and dissemination of innovative and sustainable forms of work organization, which support labour productivity and quality at work; to increase training capacities of Social partners, NGOs, VET Institutions and public bodies.

**Delivery:**

Delivery Principles include:

- A clear demonstration of the relationship between the project and the strategic aims of the HRD OP
- A quantification of outputs and a statement of attainable goals
- The drafting of a properly prepared budget that includes co-financing
- Demonstration of linkage between activities and life-long learning opportunities for adults
- Demonstration of linkage between activities and adaptability of employees and enterprises

**Targets and Indicators:**

- The number of training for all levels
- The number revised curriculum in VET Institutions and in-service training

- The number of networks among formal and non-formal training providers, business life, NGOs and social partners
- The number of sectoral dialogue platforms
- The number of trainings for employees and employers
- The number of qualifications & certificates that employees and employers attained

**Source of Community contribution:** IPA

**Overall indicative budget of priority:** 20.000.000 €

**Financial share of priority within the Operational Programme:** 10.75 %

**Maximum IPA intervention rate:** 85 %

### **MEASURE 3.1**

Promoting the development and implementation of coherent and comprehensive strategies for lifelong learning

#### **Specific Objectives:**

- To provide basic skills and competences especially for the disadvantaged and women
- To improve quality of non-formal training in line with the LLL perspective
- To develop a comprehensive new approach to valuing learning to build bridges between different learning context and learning forms and to facilitate access to individual pathways of learning.
- To strengthen the existing VET institutions for organizing VET courses in line with LLL strategies and according to the ECVET principles.
- To support establishment of Vocational Standards Development, Testing and Certification Centres (VOC-TEST) as accredited bodies of vocational standard development, testing and certification under the monitoring and supervision of Vocational Qualifications Authority.
- To support the establishment of National Qualification System
- To promote the linkage between LLL, education system and labour market

#### **Rationale:**

This measure will contribute to promote the development of skills and competencies necessary for Lifelong learning.

First of all, basic skills and competences are the foundations of lifelong learning and also of successful integration to the society and participation in the labour market. As explained in the socio-economic analysis, the number of illiterate women is at the highest level in 12 NUTS II Regions. Therefore, the first step for the integration of illiterate women living in these regions to the society and labour market is trainings on literacy and improving basic skills. This measure aims to provide disadvantaged target groups especially women with these basic skills in order to enable their integration to the labour market.

Secondly, the success of LLL is highly depended on a functioning National Qualifications System. The LLL opportunities should be supported by recognized qualifications and certificates to facilitate to enter into the labour market and to ease mobility in the labour market. The newly established VQA is responsible for establishing and executing the national qualifications system in a trilateral dialogue as an affiliated body of Ministry of Labour and Social Security. Therefore, the recognition of the social partners of national qualifications is critically important for ensuring

success of the system. Therefore, it is necessary to establish sectoral dialogue structures in 12 NUTS II Regions.

**Description:**

The thematic focus of this measure will be development of skills and competencies necessary for Lifelong learning. In fact, non-formal trainings for increasing basic level of women for increasing their opportunities for lifelong learning, public education centres, facilitating fundamental reforms in the role, mission and functions of the MoNE and supporting National Qualification System and VOC-TEST Centres by establishing dialogue among social partners at sectoral level will be focused under this measure.

The focus of this measure will be all 12 NUTS II regions for all actions except actions regarding facilitating fundamental reforms in the role, mission and functions of the MoNE and supporting National Qualification System and VOC-TEST Centres. These two actions will be implemented at national level. There is a capacity of LLL opportunities in all 12 NUTS II regions; however, it is important to use all existing capacity in cooperation of all partners at maximum level for increasing employability.

The first component will be training activities in different formal and non-formal institutions provided by different actors for the women who do not have basic skills. The main category of the trainings will be literacy trainings for the targeted group.

The second component will be Public Education Centres. Developing modular programmes and in-service trainings for the teachers of these centres on demanded areas will be provided under this measure. According to the LLL Policy document of SVET Project, subjects on high demand in these centres are:

- Technical training courses
- Sales and marketing courses,
- Coaching and training courses
- ICT courses, management courses and language courses
- Care service courses, both for children and for old persons

The third component will focus on social partnership at sectoral level for supporting the establishment of National Qualification System.

“Partnership approach” in all actions under this measure will be used by taking into consideration contributions of social partners and private sector.

**Eligible Actions:**

Actions which may be funded are:

- Providing trainings on basic skills and further development of basic skills for the adults particularly for women in formal and non-formal vocational institutions in 12 NUTS II Regions
- To facilitate fundamental reforms in the role, mission and functions of the MoNE, including significant decentralization to the level of provinces and schools in line with the National Qualifications System

- To support Vocational Qualifications Authority (VQA) and VOC-TEST Centres in implementing a fully functional National Qualifications System complementary with European Qualifications Framework.
- Continuing developing modular programs in VET institutions on needed and demanded subjects.
- Establishing networks among formal and non-formal education providers, business life, NGOs and social partners providing courses for employability in 12 NUTS II Regions in line with LLL strategies.
- Strengthening the capacity of the existing VET institutions to enable them to organize new developed VET courses in line with the LLL strategies according to the needs of the local labour market,
- Establishing a comprehensive framework supporting the overall transfer of qualifications and competencies, either between the levels of formal and non-formal education and training or across institutional and sectoral borders based on EQF and ECVET.
- Providing sectoral dialogue among social partners and relevant public bodies for the recognition of national qualifications
- Developing and adopting new methods of monitoring, evaluation and measurement for LLL and; training teachers to apply these new methods
- Developing a model to enable teachers to get technical training in the sector in order to disseminate LLL culture in the country.

**Selection Criteria:**

- A clear demonstration of the relationship between the project and requirements for promoting the development of skills and competencies necessary for Lifelong learning

**Final Beneficiaries:**

- MoNE
- VQA
- KOSGEB
- Universities
- Educational Institutions
- Social Partners
- Relevant NGOs
- Local Authorities

**Target Groups:**

- Students and teachers in VET Institutions
- Illiterate adults especially unemployed women in 12 NUTS II Regions
- Unemployed adults particularly women
- Staff of MoNE
- Staff of VQA

**Monitoring Indicators:**

**Total Spent** : 15.000.000 € (2007-2009)  
**EU Funding** : 12.750.000 € (2007-2009)  
**Maximum IPA Intervention Rate:** 85 %



| Type of Indicators | Indicator  | Baseline (2006)  | Target (2009)                               | Source of Verification   |
|--------------------|--|--|---|--|
| Output             | Participants certified and tested in terms of vocational knowledge and skills in 10 VOC-TEST | 0  | 5.000 Participants (50 % Female, 50 % male) | Enrolment statistics<br>Attendance rates, MoLSS Programme Reports, Final Beneficiary Reports               |
|                    | Number of Vocational Standards developed by VOC-TEST Centres and endorsed by VQA             | 0  | Min. 11                                     | MoNE records, VQA records, vocational standards issued, MoLSS programme reports, final beneficiary reports |
|                    | Number of participants certified on basic skills courses                                     | 84662  | 15000                                       | Certificates issued, MoLSS Programme Reports, Final Beneficiary Reports                                    |
|                    | Number of people having participated in employability courses provided by networks           | NA (There was no such a network before)                  | M: 900<br>F: 900                            | Participant List, MoLSS Programme Reports, Final Beneficiary Reports                                       |
|                    | Number of teachers having participated in the technical training in the sector               | NA (Data will be collected when the measure implemented) | 900   | Participant List   |

|   |   |                          |   |
|---|---|--------------------------|---|
| <p>Number of people who participated to internships provided by these networks (60-65 % of participants are female, 40-35 % are male.20-25 % of participants are graduates of primary education, 80-75 % are secondary education)</p> | <p>NA (There was no such a network before)</p>                          | <p>M: 600<br/>F: 600</p> | <p>MoNE Records, Work Place Records, MoLSS Programme Reports, Final Beneficiary Reports</p>   |
| <p>Number of teachers trained on new methods of monitoring, evaluation and measurement for LLL</p>  | <p>NA (Innovative approach for Turkey, there is no meaningful data)</p> | <p>900</p>               | <p>Attendance sheets<br/>Surveys, MoNE Reports, MoLSS Programme Reports, Final Beneficiary Reports</p>  |
| <p>Number of additional training activities on basic skills and further development of basic skills for the adults particularly for women</p>   | <p>5127</p>   | <p>860 +</p>             | <p>Attendance sheets<br/>Surveys, MoLSS Programme Reports, Final Beneficiary Reports</p>  |
| <p>Number of networks among formal and non-formal education providers, business life, NGOs and social partners providing courses for increasing employability of people</p>   | <p>0</p>  | <p>60</p>                | <p>Protocols signed<br/>Courses opened<br/>Statistics on employed trainees (comparisons between before and after the courses), MoLSS Programme Reports, Final Beneficiary Reports</p> |

|         |   |   |   |  |
|---------|---|---|---|--|
| Results | Share of primary education and secondary education graduates among participants certified and tested in terms of vocational knowledge and skills in 10 VOC-TEST Centres |   | 30 % to be graduates of primary education;<br>70 % to be graduates of secondary education | Enrolment statistics<br>Attendance rates, MoLSS Programme Reports, Final Beneficiary Reports |
|         | Increased percentage of participants who obtained a certificate in vocational knowledge and skills  | 313.584 (2005 data from Public Education Centres) | 10-15 % increase  | Enrolment statistics<br>Attendance rates, MoLSS Programme Reports, Final Beneficiary Reports |
|         | Increased percentage of participants who obtained a certificate in basic skills   | 84.662 (2005 data from Public Education Centres)  | 15-20 % increase  | Enrolment statistics<br>Attendance rates, MoLSS Programme Reports, Final Beneficiary Reports |
|         | Percentage of those who found work after completing an employability course   | NA  | 10-15 %   | Enrolment statistics<br>Attendance rates, MoLSS Programme Reports, Final Beneficiary Reports |

### **MEASURE 3.2:**

To increase adaptability of employees and employers by investing more in human capital

#### **Specific Objectives:**

- To improve adaptability of employees in SMEs by facilitating their access to training, in particular for low-skilled workers,
- To improve adaptability of employers in SMEs by designing and disseminating innovative and sustainable forms of work organization, which support labour productivity and quality at work,
- To increase training capacities of social partners, NGOs, VET Institutions and public bodies in order to establish capacity to facilitate adaptability of the employees and employers.

#### **Rationale:**

This measure aims at increasing adaptability of employees and employers in SMEs, raising workplace-relevant skills and the competencies.

Adaptability is the capacity of the labour market to adjust to changes in economic circumstances, increasing globalization, closer economic integration and the increased pace of technological advancement. The competitiveness and growth opportunities of small and medium-sized enterprises are strongly influenced by the skills, strategic thinking, and openness to innovation. Although there are many means for adaptation to these, only trainings will be focused under this measure.

Firstly, the main tool for improving adaptability for workers is training. As mentioned in socio-economic analysis, many institutions; like Turkish Employment Agency, KOSGEB, National Productivity Centre (MPM), TESK, TOBB and trade unions carry out training programs for the employees and employers. However, the number of trainings and scope of training activities need to be extended in a systematic way in order to increase the adaptability of employees and employers.

In this sense, first of all, it is a necessity to make assessment of local labour market demand and supply in sectors and assessment of training needs. The main training needs of companies were determined in the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2005) made in 31 provinces including 13 provinces in 12 NUTS II Regions. Due to the limited fund, only some major training needs of companies will be supported under this measure.

Secondly, it is essential to mobilize social partners to create a new partnership approach to the establishment of a new framework for modernization of work organization and to support their capacity building in training. The employees and employers' trade unions in 15 Growth Centres will be supported for increasing their capacities to provide trainings to their members.

**Description:**

The thematic focus of this measure will be increasing adaptability of employees and employers in SMEs, raising workplace-relevant skills and the competencies.

The regional focus of this measure will be the 15 Growth Centres because of limited funds. Moreover, the SMEs under this measure will be selected among the SMEs that are operating in the selected sectors of the Regional Competitiveness Operational Programme. In addition to the tourism sector, the main sectors which the RC OP will concentrate in the 15 Growth Centres as the priority sectors are the following:

Table 67: Prioritized Sectors in Growth Centres

| Growth Centres | 1 <sup>st</sup> Prioritized Sector  |
|----------------|---|
| Malatya        | Manufacture of food products and beverages  |
| Elazığ         | Manufacture of food products and beverages, marble industry   |
| Erzurum        | Manufacture of food products and beverages, handicrafts   |
| Van            | Manufacture of food products and beverages, handicrafts   |
| Gaziantep      | Manufacture of textiles and textile products, manufacture of food products and beverages, machinery industry, handicrafts |
| Diyarbakır     | Manufacture of food products and beverages, handicrafts   |
| Şanlıurfa      | Manufacture of food products and beverages, handicrafts   |
| Samsun         | Manufacture of food products and beverages  |

|               |  |
|---------------|--|
| Trabzon       | Manufacture of food products and beverages, handicrafts, jewellery   |
| Kayseri       | Manufacture of Furniture, Manufacture of food products and beverages   |
| Sivas         | Manufacture of other non-metallic mineral products, handicrafts  |
| Kars          | Manufacture of other non-metallic mineral products, Manufacture of food products and beverages                         |
| Batman        | Manufacture of food products and beverages, handicrafts  |
| Kastamonu     | Manufacture of food products and beverages   |
| Kahramanmaraş | Manufacture of textiles and wearing appeals, Manufacture of food products and beverages, handicrafts, silver jewellery |

Due to the limited funds and being complementary with the RC OP, the SMEs in these sectors will be supported in terms of trainings under this measure.

The first component of the programme is making analysis to determine specific training needs of employees and employers and providing trainings. According to the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2005) made in 31 provinces including 10 provinces with Growth Centres, the main training needs are: social and communication skills (27 %), Technical Skills (17 %), management skills (13 %), elementary and basic skills (13 %), work planning skills (11 %), ICT skills (10 %). Complementary surveys will be realized for the focused sectors which are defined in the table 66 in growth centres, determining training needs of SMEs in certain sectors, ensuring coherence and continuity with the results of previous analysis already undertaken.

The second component of the programme is supporting training capacities of the social partners in the 15 Growth centres. Training capacities of social partners will be supported by training of trainers, consultancy and awareness raising activities.

The priority will be implemented both in national level and in growth centres. Targets in both output and result indicators will be measured at the level of participants in IPA measures only. Data will be measured through the interim evaluation and annual monitoring reports.

### **Eligible Actions:**

Actions which may be funded are:

- Carrying out complementary surveys of employees and employers for the specification of training demands in determined sectors in the 15 Growth Centres.
- Developing continuous trainings for employees in SMEs by providing incentives to the employers
- Developing trainings for employers on the designation of innovative and sustainable forms of work organisation.
- Developing networks between SMEs and continuous training centres and research centres of universities, public and private VET Institutions, NGOs, social partners, public bodies and enterprises
- Providing support for increasing training capacity of social partners, universities, public and private VET Institutions, NGOs, public bodies and enterprises

- Promoting activities for employers to invest more in human capital

**Selection Criteria:**

- A clear demonstration of the relationship between the project and requirements for adaptability of employee and employers
- A clear demonstration of the relationship between the project and requirements for increasing training capacities of social partners
- Projects in the targeted sectors (food products and beverage in growth centres) of Regional Competitiveness Operational Programme will be given priority

**Final Beneficiaries:**

- KOSGEB
- MPM
- VQA
- Educational Institutions
- Social Partners
- SMEs in the selected sectors

**Target Groups:**

- Employees and employers in SMEs in specified sectors in RC-OP
- Social partners in 15 Growth Centres and in 12 NUTS II Regions

**Monitoring Indicators:**

**Total Spent** : 5.000.000 € (2007-2009)

**EU Funding** : 4.250.000 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator  | Baseline (2006) | Target (2009) | Source of Verification                                    |
|--------------------|--|-----------------|---------------|---|
| Output             | Number of employees who participated in trainings on work organisation following training needs analysis | N.A.            | 1200          | Records of Final Beneficiaries<br>MoLSS Programme Reports |
|                    | Number of employers who participated in trainings organized following a training needs analysis          | N.A.            | 1200          | Records of Final Beneficiaries<br>MoLSS Programme Reports |
|                    | Number of social partner staff participated in training for trainers                                     | N.A.            | 600           | Records of Final Beneficiaries<br>MoLSS Programme Reports |

|        |  |      |      |  |
|--------|--|------|------|--|
|        | Number of consultancy services on the improvement of the adaptability of employers and employees for social partners, universities, public and private VET Institutions, NGOs, public bodies and enterprises               | N.A. | 50   | Records of Final Beneficiaries<br>MoLSS Programme Reports          |
| Result | Increased training activities on the requirements of adaptability given by social partners to their members  | N.A. | 20 % | Records of Final Beneficiaries<br>MoLSS Programme Reports          |
|        | Increased adaptability of workers in terms of having extra skills or abilities related to their position (percentage of participants increasing their salary or being promoted or having extra responsibilities)           | N.A. | 15 % | Surveys, Records of Final Beneficiaries<br>MoLSS Programme Reports |
|        | Increased adaptability of employers in terms of having extra skills or abilities in order to be competitive enough (percentage of participants increasing their salary or being promoted or having extra responsibilities) | N.A. | 15 % | Surveys, Records of Final Beneficiaries<br>MoLSS Programme Reports |

Note: Adaptability measure is an innovative one. Accordingly there is no meaningful baseline data.

## **SOCIAL INCLUSION**

### **PRIORITY AXIS – 4**

**To promote an inclusive labour market with opportunities for disadvantaged people, with a view to their sustainable integration into the labour force and combat all forms of discrimination in the labour market**

#### **Aim:**

The aim of this priority is promoting inclusion of disadvantaged persons into labour market by facilitating their access to labour market and social protection, and by eliminating the barriers in accessing the labour market.

#### **Specific Objectives:**

- To facilitate sustainable integration of the disadvantaged into the labour market
- To improve the functioning and coordination of institutions and mechanisms in the field of labour market and social protection, particularly in order to facilitate the integration of disadvantaged persons into the labour market.

#### **Rationale:**

Increasing the employability of disadvantaged persons, eliminating the barriers for disadvantaged persons in access to labour market and facilitating their access to public employment and social protection services are prerequisites for an inclusive labour market.

In terms of service providers, on the other hand, common problems encountered are limited scope of the services provided to target groups, inadequate policy making capacities and lack of coordination between institutions, policies and practices.

Facilitating access to labour market and providing equal opportunities are important for those, who are out of the labour market. Supporting disadvantaged persons through public employment and social protection services will facilitate their inclusion into the labour market. Since employment is the main factor for elimination of poverty and social exclusion, this will also have a positive impact on the efforts to combat poverty. Moreover, ensuring better coordination and cooperation among all relevant actors is necessary not only for improving the coverage of services provided but also for increasing the quality of services provided.

#### **Description:**

This priority will support specific ALMPs for disadvantaged persons aiming at their integration to labour force and will develop and promote actions related to specific rehabilitation programmes, counselling and guidance services for disadvantaged persons in relation with employment and social protection services taking into account the labour demands at the local level. Such eligible actions will be supported in 15 growth centres at the first instance for years 2007-2009, but then also as a further step to be taken for 12 NUTS II regions after 2009.



On the other hand, the capacity and functioning of the institutions will be improved through better coordinated mechanisms at national level at the first instance between 2007-2009 period, but at the second stage, after a common, better functioning and coordinated system is set up among institutions, the implementations will be also spread through local level in 15 growth centres and also the 12 NUTS II regions.

Information about the situation of the disadvantaged persons in the NUTS II regions is not available. The figures on labour market situation of people with disabilities, ex-convicts and ex-prisoners are available only for those who are registered to ISKUR.

**Targeting:**

This priority aims at promoting inclusion of disadvantaged persons with limited access to labour market. The disadvantaged persons can be identified as;

- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in *gecekond* areas
- Internally displaced persons (IDP)
- Ex-convicts and ex-prisoners
- Vulnerable persons, referred to in MIPD as "Roma"
- Parents of working children

The institutions related with this priority are:

- Ministry of Labour and Social Security
- Ministry of National Education
- Ministry of Interior
- Ministry of Justice
- Social Security Institution
- Turkish Employment Agency (ISKUR)
- TURKSTAT
- General Directorate for Social Services and Child Protection (SHCEK)
- General Directorate of Social Assistance and Solidarity (SYDGM)
- Administration for the Disabled
- Housing Development Administration (TOKI)
- Small and Medium Industry Development Organization (KOSGEB)
- Turkish National Police
- Social partners
- NGOs working on disadvantaged persons
- Local authorities / municipalities – governors
- Universities

**Measures:**

1. To increase the employability of disadvantaged persons, facilitate their access to labour market, and eliminate barriers for their entrance into the labour market

The aim of this measure is to promote inclusion of disadvantaged persons into labour market through providing them more efficient and specific ALMPs and social protection

services, increasing awareness for the services available, and eliminating the barriers in access to employment.

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

The aim of this measure is to improve the institutional capacity of public service providers in their employment-related services and the functioning of existing mechanisms, to ensure better coordination among them, and better linkage between central and regional/local authorities.

**Delivery:**

- A clear demonstration of the relationship between the project and the strategic aims of the HRD OP
- Demonstration that the promoter of the project fulfils competency requirements
- Quantification of outputs and a statement of attainable goals
- Existence of a properly prepared budget that includes co-financing
- Demonstration how horizontal issues have been taken into account
- Demonstration of linkage between activities and social inclusion of targeted groups

**Targets and Indicators:**

- Number of people with disabilities benefited from specific ALMPs, rehabilitation programmes, counselling and guidance services
- Number of people who are in poverty or at risk of poverty, including those living in gecekondu areas benefited from specific ALMPs, counselling and guidance services
- Number of ex-convicts and ex-prisoners benefited from specific ALMPs, rehabilitation programmes, counselling and guidance services
- Number of IDPs benefited from specific ALMPs, counselling and guidance services
- Number of vulnerable persons, referred to in MIPD as "Roma" benefited from specific ALMPs, counselling and guidance services
- Number of other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, parents of working children).

**Source of Community contribution:** IPA

**Overall indicative budget of priority:** 37.341.177 €

**Financial share of priority within the Operational Programme:** 20 %

**Maximum IPA intervention rate:** 85 %

**MEASURE 4.1:**

To increase employability of disadvantaged persons, facilitate their access to labour market, and eliminate barriers for their entrance into labour market

**Specific Objectives:**

- To increase employment and labour force participation rate of disadvantaged persons
- To facilitate disadvantaged persons' access to labour market
- To eliminate barriers for disadvantaged persons' entrance into labour market

**Rationale:**

The main reason for disadvantaged persons having higher unemployment rates than average is because these people generally do not have the required skills, which leads to their exclusion from the labour market. In Turkey, disadvantaged persons face difficulties in accessing the labour market due to, among others, lack of information about available services, prejudices against them, and lack of efficiency of public services. This also causes long term unemployment of disadvantaged persons.

**Description:**

By this measure; employment and labour force participation rate of disadvantaged persons, their access to labour market will be increased and barriers for their entrance into labour market will be eliminated through actions aiming to improve their skills by ALMPs and special rehabilitation programmes, raising their awareness on how to benefit from these services and how to claim their rights; combating prejudices against them, and promoting employment of the disadvantaged persons. The eligible actions to be supported under this measure will be given priority in 15 growth centres at the first instance, but then also as a further step to be taken in 12 NUTS II regions.

All activities will be linked to the labour market. All beneficiaries falling under the target group will be registered to the databases of public employment services

The priority will be implemented in growth centres and their hinterlands (NUTS II regions). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. Data will be measured through the interim evaluation and annual monitoring reports.

**Eligible actions:**

Actions which may be funded are:

- ALMPs and vocational trainings for all groups of disadvantaged persons aiming at increasing their employability.
- Rehabilitation programmes for people with disabilities, ex-convicts and ex-prisoners with a view to facilitating their access to labour market.
- Awareness raising actions for elimination of prejudices against disadvantaged persons.
- Awareness raising actions for informing disadvantaged persons about means to access public employment and social protection services.
- Provision of guidance and counselling services to disadvantaged persons.

**Selection Criteria:**

- A clear demonstration of the relationship between the project and requirements for the creation of new jobs for those in danger of social exclusion or the retention of existing ones
- A clear demonstration of the relationship between the project and requirements for the social integration of specific groups and for equal opportunities.

**Final Beneficiaries:**

- Ministry of Labour and Social Security
- Ministry of National Education
- Ministry of Interior
- Ministry of Justice
- Social Security Institution
- Turkish Employment Agency (ISKUR)
- General Directorate for Social Services and Child Protection (SHCEK)
- General Directorate of Social Assistance and Solidarity (SYDGM)
- Administration for the Disabled
- Social partners
- Relevant NGOs

**Target Groups:**

- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in gecekondü areas
- Ex-convicts and ex-prisoners
- IDPs
- Employers and other employees at the workplace
- Vulnerable persons, referred to in MIPD as "Roma"
- Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, parents of working children).

**Monitoring Indicators**

**Total Spent** : 30.341.177 € (2007-2009)

**EU Funding** : 25.790.000 € (2007-2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006)  | Target (2009)      | Source of Verification                             |
|--------------------|---|--|--------------------|--|
| Output             | Number of people having participated in guidance and counselling services | Ex-prisoner and ex-convicts = 188 for 3 years (There is no helpful data on the people with disabilities)   | M: 2000<br>F: 2000 | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of people having benefited from rehabilitation programmes          | Ex-prisoner and ex-convicts 114 people for 3 years<br>1712 people with disabilities regarding SHCEK rehabilitation centres for 3 years in NUTS II regions. | M: 1500<br>F: 1500 | MoLSS Programme Reports, Final Beneficiary Reports |

|        |  |  |   |  |
|--------|--|--|---|--|
|        | Number of people having participated in courses in scope of ALMPs  | 395 women with disabilities, 1015 men with disabilities, 12 women ex-prisoners, 93 men ex-prisoners for 3 years under ALM Project.   | 1185 women with disabilities, 3045 men with disabilities, 36 women ex-prisoners, 279 men ex-prisoners | MoLSS Programme Reports, Final Beneficiary Reports   |
|        | Number of people who are reached through the awareness raising activities  | 651 people are reached in Adiyaman, Çankırı, Gaziantep, Kahramanmaraş, Kastamonu, Kayseri, Malatya, Sinop, Şanlıurfa in the scope of Awareness Raising activities of Administration for the Disabled in 2007 | 100000  | Surveys, MoLSS Programme Reports, Final Beneficiary Reports                                  |
| Result | Increased rate of disadvantaged persons entered into labour market (having the qualification and motivation to seek a job) following the rehabilitation programmes, courses and counselling. | 90 %   | 95 %  | ISKUR Job Seeking Records, MoLSS Programme Reports, Final Beneficiary Reports                |
|        | Increased rate of disadvantaged persons employed following the courses and counselling services.   | 20 % people with disabilities<br>13 % ex-prisoners   | 30 % people with disabilities<br>19.5 % ex-prisoners  | ISKUR Job Placement Records, SSI Records, MoLSS Programme Reports, Final Beneficiary Reports |

Note: Coverage ratio for this measure is 5.57 %. It means that the ratio is 111.545 / 2.000.000 approximately, particularly due to awareness-raising actions targeting a bigger share of the disadvantaged population.

There are no official figures on some disadvantaged persons such as the IDPs or vulnerable persons, referred to in MIPD as "Roma". Therefore it has not been possible to set out targets (or coverage ratio) for each of them. However, their participation in activities under this measure will be reported through the monitoring system.

#### **MEASURE 4.2:**

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

#### **Specific Objectives:**

- To improve the institutional capacities of public service providers to disadvantaged persons in their employment related services, and the functioning of existing mechanisms,
- To ensure better coordination among public service providers to disadvantaged people, including between central and regional/local authorities and in cooperation with NGOs, in employment related services

#### **Rationale:**

Services and institutions for disadvantaged persons vary according to needs of these people and needs at national and local-regional level. The services and policies for disadvantaged persons are regulated by different legislation to be implemented via several institutions mostly organised at national and local levels.

In terms of service providers, common problems are the limited scope of services, inadequate policy-making capacities and lack of coordination between institutions providing mostly the same services for the same disadvantaged persons. On the other hand, target groups are identified differently by each institution according to their respective policies and piece of legislation regulating the institution. As there is no common definition and no common objective criteria for benefiting from these services, several problems occur in the implementation phase. On the other hand, NGOs work actively to defend the rights of disadvantaged persons. However, their contribution is not sufficient in terms of their relatively weak institutional capacity and the need to enhanced cooperation between themselves and with other public and private institutions. Thus all these problems lead to insufficient services and inefficient use of resources.

#### **Description:**

This measure aims to ensure better functioning and improve coordination among the existing institutions and mechanisms in the field of labour market and social protection particularly in order to facilitate the integration of disadvantaged persons into the labour market. The services and definitions for disadvantaged persons vary due to the existing policies and implementations of different public institutions, NGOs and local authorities working in the field of social protection. The services as regards social protection and employment of disadvantaged persons include a wider field and this requires better functioning and improved mechanisms at the first instance at central level but then also at local level among the existing institutions, NGOs and local authorities. Besides, better functioning and improved mechanisms will result in more

efficient and qualified services, efficient use of resources and providing more services to more people in a wider scope.

Better functioning of and improved mechanisms among the existing public bodies and NGOs requires increasing the quality of services, establishing common databases and ensuring regular data collection to have crosschecks for the efficiency and quality of services. Moreover, it also requires the prevention of misuse of services and resources, as well as ensuring better skilled staff.

The eligible actions to be supported under this measure will be given priority at national level at the first instance, but at the second stage, after a common, better functioning and coordinated system is set up among institutions at central level, the implementations will be also spread through local level in 15 growth centres and also NUTS II regions gradually.

The priority will be implemented both in national level (regarding databases), growth centres and their hinterlands (NUTS II). Targets in both output and result indicators will be measured at the level of participants in IPA measures only. Data will be measured through the interim evaluation and annual monitoring reports.

**Eligible actions:**

Actions which may be funded are:

- Staff training on provision of quality public employment and social protection services to disadvantaged persons, in line with EC best practices.
- Establishing a common database, monitoring and analysis systems at central/local level where the flow of information from all existing databases with regard to situation of disadvantaged persons vis-à-vis the labour market (registration to social insurance and health system, benefiting from social services or not, education level, age, vocational skills etc.) will be consolidated in one database. This common database will be used by all relevant institutions including NGOs and local authorities in order to make crosschecks and to increase the efficiency of services and resources and also preventing misuses.
- Staff training on the formation, usage and implementation of common database.
- Creation of partnerships in central and local levels among the social protection institutions, NGOs and local administrations.
- Staff training on the communication skills and NLP in order to establish better relationships and provide qualified services for disadvantaged persons.

**Selection Criteria:**

- A clear demonstration of the relationship between the project and requirements for the development of better functioning of social protection services
- A clear demonstration how established mechanisms will be linked to the labour market

**Final Beneficiaries:**

- Relevant departments of MoLSS
- Social Security Institution
- ISKUR
- General Directorate for Social Services and Child Protection (SHCEK)
- General Directorate of Social Assistance and Solidarity (SYDGM)
- Administration for the Disabled

- NGOs
- Local Administrations

**Target Groups:**

- Staff of relevant public institutions, related NGOs, local administrations,
- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in gecekondü areas
- Ex-convicts and ex-prisoners
- IDPs
- Employers and other employees at the workplace
- Vulnerable persons, referred to in MIPD as "Roma"
- Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, parents of working children).

**Monitoring Indicators**

**Total Spent** : 7.000.000 € (2007-2009)

**EU Funding** : 5.950.000 € (2007-2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006)  | Target (2009)  | Source of Verification                             |
|--------------------|---|--|----------------|--|
| Output             | Number of staff of social protection institutions and NGOs who participated in trainings on services related to the disadvantaged persons                   | N.A. (There are no meaningful data. Data will be collected when the measure is implemented)  | 1500           | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of common monitoring and analysis system established   | 0.   | 1              | MoLSS Programme Reports, Final Beneficiary Reports |
|                    | Number of staff of related institutions and NGOs in that area who participated in trainings on the formation, usage and implementation of central database. | 2069 staff in SYDGM in central and local level.<br>222 staff in SSI in central level.<br>1394 staff in ISKUR.<br>20 staff in Administration of Disabled. | 5500 in total. | MoLSS Programme Reports, Final Beneficiary Reports |



|        |   |  |                                 |   |
|--------|---|--|---------------------------------|---|
|        | Number of disadvantaged persons registered to central database, monitoring and analysis systems.  | 683.269 disadvantaged persons in SSI database in NUTS II level<br>161.097 disadvantaged persons in SYDGM project database.<br>20.626 people with disabilities in the database of Administration for Disabled in NUTS II regions. | 1.250.000 disadvantaged persons | MoLSS Programme Reports, Final Beneficiary Reports          |
| Result | Increased satisfaction on the services both in institutional and target group level (by staff of institutions and by disadvantaged persons) | N.A. ( Data will be collected when the measure implemented)  | 25 %                            | Surveys, MoLSS Programme Reports, Final Beneficiary Reports |

Note: The coverage ratio for this measure is 62.5 %. The ratio is that 1.250.000 / 2.000.000 approximately.

#### **PRIORITY AXIS 5: TECHNICAL ASSISTANCE**

##### **Aim**

To improve the coordination, control and implementation of HRD OP and to assist the Operating Structure and relevant institutions in the further programming, monitoring, evaluation and implementing tasks.

##### **Specific Objectives**

- Strengthening the necessary capacity at central level to efficiently develop, implement, evaluate, monitor and control the IPA funds in the period 2007-2009 within the framework of HRDOP and improving the information about the ESF structures and best examples, providing assistance in the transition to Decentralised Management without Ex-ante controls of the EC Delegation.
- Increasing the absorption capacity of the final beneficiaries and administrative capacity of stakeholders which may get more responsibilities in the upcoming period.
- Increasing the information and public awareness with respect to the preparation for and effective use of the IPA funds in Turkey in line with the HRDOP.

##### **Rationale**

Effective and efficient use of IPA funds needs serious absorption and administrative capacity both at central and local levels. There are three pillars of the capacity building process for the IPA.

Firstly; the Operating Structure has to have strong administrative capacity which includes high quality of human resources and technical infrastructure and equipment in order to ensure better management for the IPA funds. Furthermore, there is a necessity to receive consultancy services in order to conduct evaluations by an independent authority until the Operating Structure has enough capacity to conduct it itself accurately. Secondly; the main stakeholders who are likely to undertake more responsibilities in the IPA process should be able to harmonize its own structures and human resources with the possible upcoming needs. Lastly, absorption capacity of the final beneficiaries should be increased in order to have sound project pipelines.

Moreover, it is very important to publicise all steps of the 2007-2009 programming period in order to achieve public awareness on the works that will be done. It is also a useful tool for raising the importance of horizontal issues among people.

### **Description**

Technical assistance will support the implementation of the OP in order to maximise the impact of the programme through establishment of efficient implementation arrangements. In order to ensure an effective management and administration of the programme, activities under this priority will include capacity building and facilitation, network development, assisting the HRD Sectoral Monitoring Committee in its operations, selection of project applications, provision of advice and guidance, training of the experts, monitoring, visibility and publicity, evaluation, preparation of strategies and annual reports, partnership buildings, researches, studies and dissemination activities.

The priority will also support the implementation of horizontal principles by providing information and training for the members of the relevant organisations and bodies involved in the implementation process. Monitoring related to equal opportunities between women and men, will, as a horizontal issue, require the development of guidelines and appropriate indicators, as well as research and studies, and training and information activities.

Activities aimed at strengthening the capacities of beneficiaries (including NGOs) as well as the facilitation of partnership and co-operation between all the relevant national and local players acting in the field of employment, education and training, and combating poverty and social inclusion will also be supported. In addition, technical assistance activities will include evaluation activities as well as the preparation of studies and analysis.

### **Measures**

- Measure 1: Support for Management, Implementation, Monitoring, Control, Evaluation and Dissemination Activities
- Measure 2: Support for Development of Absorption Capacity of Final Beneficiaries
- Measure 3: Information and Publicity Activities

### **Delivery of Priority**

This priority will be delivered by provision of training, consultancy and expertise, technical equipment, support for setting up and/or improving of computerised system for the Operating Structure and the main stakeholders, expert support for selection and assessment of applications, financing the activities of the monitoring of the programme and Monitoring and Project Selection Committees, providing funds for information, dissemination and promotion activities and expert support for the monitoring and evaluation activities.

**Source of Community contribution:** IPA  
**Overall indicative budget of priority:** 11.202.355 €  
**Financial share of priority within the Operational Programme:** 6.0 %  
**Maximum IPA intervention rate:** 85 %

### **Measure 1:**

Support for Programming, Management, Implementation, Monitoring, Control, Evaluation and Dissemination Activities

### **Specific Objectives**

The main aim of this measure is to provide support to the OS in different steps of the IPA process and to increase the capacity of the relevant central and local partners in the related issues.

### **Rationale**

The implementation, management, monitoring, evaluation and control of the IPA Funds utilisation require an extensive and professional administrative framework. This applies both to the HRD OP Operating Structure within the MoLSS, and the institutions involved in the HRD OP implementation.

MoLSS should have strong capacity both in terms of human resources and technical information not only to manage all the process but also to feed new independent Financial Contracting Unit (FCU) because of the fact that it is decided that every Operating Structure will have its own FCU after a transition period in order to ensure better management of IPA funds.

Moreover it is clear that there is a strong need for knowledge accumulation and proactive approach for the possible future use of European Structural Funds by Turkey following accession to the EU. However activities regarding transition from IPA to ESF should not overlap with the activities under IPA component I. In line with the MIPD, technical assistance directly linked to the development and implementation of projects and the management of programmes that should be financed under Component IV will be financed under the HRD OP. This will include support for establishing a fully fledged OS carrying out the functions as per Article 28 of IPA implementing regulation Other assistance and capacity building provided to the institutions involved in the implementation of Component IV will be covered under Component I, providing it is acquis-related and reflects Accession partnership priorities.

### **Description**

Within the framework of this measure there will be 5 headings in which related activities will be carried out; project selection and assessment, programming and management, monitoring – evaluation and control, establishment and maintenance of ICT-MIS and assistance for accreditation process and transition from decentralised management with ex-ante controls to decentralised management without ex-ante controls.

### **Eligible Actions:**

#### **Project Selection and Assessment**

- Providing expertise for development of project selection criteria
- Supporting project selection and assessment process by giving trainings to the members of the Monitoring/Project Selection Committee

- Covering expenditures, related with selection and assessment (if necessary by external assessors) of projects co-financed under the Programme
- Providing support for the development of project selection manual / guidelines, checklist templates and selection grids and training of assessors, building upon already existing materials
- Providing support for the preparation of calls for tender and calls for proposals documents

#### Programming and Management

- Providing assistance in the central, regional and local levels for improving project management capacities.
- Conducting training need analysis including surveys covering all relevant institutions and social partners
- Interpretation, translation – to ensure a smooth relationship and a high quality of operation with the partners involved in the implementation of the HRD OP, all the mentioned actions, if relevant, will be accompanied by interpretation and translation activities financed by the HRD technical assistance measure
- Awareness raising and networking activities for the coordination of the relevant stakeholders.
- Training of the experts and staff of the relevant institutions at central level on the programming and management, tendering, contracting and contracting management, grant schemes.
- Development of a mainstreaming strategy in order to carry over the lessons learned in the current programming period for the next programming periods as well as disseminating them from 12 NUTS II regions to national level.

#### Monitoring, Evaluation and Control

- Providing “assistance for improvement” and “training for development” of monitoring and evaluation indicators
- Expenditures related with monitoring of operations co financed under the Programme
- Expenditures of meetings of the Monitoring Committee (and, if relevant, its subcommittees or working groups), including costs for translation and interpretation. This expenditure may also include the costs of experts and other participants in such committees
- Conducting evaluation activities regarding the implementation of HRD OP
- Performing audits, on-the-spot checks of operations, monitoring visits.
- Preparation of monitoring manuals building upon the existing ones.

#### Establishment and maintenance of ICT – MIS

- Establishment, improvement and maintenance of MIS for the HRD OP Operating Structure, built upon previously established MIS. The MIS should be co-ordinated and complementary with MIS of different OS and SPO.
- Acquisition and installation of computerised systems for management, monitoring and evaluation.
- Installation and upgrading of the computerised monitoring system, taking into account specific characteristics of the HRD OP measures;
- Brief trainings on central and local levels on the usage of MIS
- Providing technical support and equipment in order to provide and improve the security of the ICT/MIS.

- ✎ Assistance for accreditation process and transition from decentralised management with ex-ante controls to decentralised management without ex-ante controls
- Assistance on preparation for documents necessary for accreditation process
- Training for the staff of the Operating Structure to improve their knowledge and practice of IPA.
- Assessment of IPA structure and gap analysis for transition to decentralised management without ex-ante controls

### **Monitoring Indicators**

**Total Spent** : 6.202.355 € (2007-2009)

**EU Funding** : 5.272.001 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006) | Target (2009) | Source of Verification   |
|--------------------|---|-----------------|---------------|--|
| Output             | Minimum number of trainings for the staff of the Operating Structure related to improvement of knowledge and practice of IPA. | N.A.            | 24            | MoLSS Programme reports  |
|                    | Minimum number of trainings on the usage of MIS   | N.A.            | 9             | MoLSS Programme Reports  |
|                    | Minimum number of trainings for OS staff to improve their knowledge on the IPA-ESF and differences between them               | N.A.            | 15            | MoLSS Programme Reports  |
|                    | Minimum number of site visits for the monitoring of the projects  | N.A.            | 80            | MoLSS Monitoring and Information System, project and programme reports |
|                    | Minimum Number of evaluation activities   | N.A.            | 2             | MoLSS programme reports  |
|                    | Minimum number of prepared analyses, studies, strategy papers, manuals etc.   | N.A.            | 10            | MoLSS Programme Reports  |

**Measure 2:**

Support for development of absorption capacity of final beneficiaries

**Specific Measures**

The main aim of this measure is to improve absorption capacity of the final beneficiaries in order to develop a project pipeline in the framework of HRD OP.

**Rationale**

Lack of necessary information at the local level and accordingly lack of concrete project pipeline is a challenge to get maximum benefit from IPA funds.

Furthermore, there is a need for training and support for developing project related documentation and managing projects at the local level.

### Description

The main types of activities for this measure are provision of expertise, training and consultancy services necessary for the abovementioned goals.

### Eligible Actions:

- Capacity building and project generation activities (trainings, workshops, best examples etc.) and development of project pipelines for the HRD OP 2007 -2009 priorities and measures as well as for the upcoming programming period
- Providing training and assistance for the experts and staff of the relevant institutions, at national, regional and provincial levels for the improvement of project management capacities.
- Providing training and assistance for the integration of horizontal issues (gender equality, sustainable development and environmental protection etc) into the project documents
- Training on the preparation of supplementary documents for the projects
- Training of the experts and staff of the relevant institutions at regional and local level on the tendering, contracting and contract management, grant schemes, PRAG rules, etc.
- Providing technical assistance for final beneficiaries regarding designing operations.
- Providing training and assistance for the relevant institutions, at national, regional and provincial levels on establishing sustainable structures on project implementation under HRD OP.

### Monitoring Indicators

**Total Spent** : 3.000.000 € (2007-2009)

**EU Funding** : 2.550.000 € (2007-2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator  | Baseline (2006) | Target (2009) | Source of Verification  |
|--------------------|--|-----------------|---------------|-------------------------|
| Output             | Minimum number of capacity building activities (trainings, workshops etc.) | Available       | 90            | MoLSS Programme reports |

### Measure 3:

Information and publicity activities

### Specific Objectives

The objective of this measure is to assist the implementation of obligations arising from Article 62 of IPA Implementing Regulation concerning the promotion of the HRDOP and its operations and informing entities interested in receiving support from the HRDOP, as well as the general public, about the opportunities provided by the assistance and its outcomes.

### Rationale

In order to make the public more aware about the assistance given under the HRDOP, information about the Programme should be disseminated to the all interested parties and effective information distribution channels should be established by the Operating Structure.

### Description

Under this measure, partners, potential and final beneficiaries of the HRDOP operations will be informed about the content, selection criteria and eligibility rules of the assistance offered by HRDOP through information events (such as conferences, seminars, fairs and exhibitions), publications (such as booklets, leaflets, brochures, reports, newsletters), electronic means (websites, databases, computerised digital media systems), audio-visual systems and developing a communication plan for the upcoming events.

### Eligible Actions:

- Development of HRD OP website and database for potential beneficiaries;
- Preparation and dissemination of information materials, brochures, reports, newsletters and project collections, in particular on “best practices”, for the general public as well as potential and final beneficiaries;
- Organisation of publicity events such as conferences, seminars, fairs and exhibitions;
- Organization of information events on horizontal issues (gender equality, sustainable development and environmental protection etc)
- Specific information activities targeting regional and local authorities as well as other competent public authorities, social partners and business circles, non-governmental organisations as well as potential beneficiaries.
- Acquisition and installation of computerised digital media systems and audio-visual equipments for information and publicity.
- Providing support for developing a communication plan.
- Activities to disseminate outputs of the HRD OP programme at national level.

### Monitoring Indicators

**Total Spent** : 2.000.000 € (2007-2009)

**EU Funding** : 1.700.000 € (2007–2009)

**Maximum IPA Intervention Rate:** 85 %

| Type of Indicators | Indicator   | Baseline (2006) | Target (2009) | Source of Verification  |
|--------------------|---|-----------------|---------------|-------------------------|
| Output             | Minimum number of information events (seminars, workshops etc.) | Available       | 50            | MoLSS Programme reports |

### 3.3. HORIZONTAL ISSUES

The Operational Programme implementation will contribute to the fulfilment of the main horizontal principles of the IPA support for the period 2007-2013, in line with the MIPD for Turkey. These include:



- Equal Opportunities for Men and Women – a mandatory integral part of all policies and practices financed under the structural support;
- Sustainable Development & Environmental Protection
- Participation of Civil Society
- Geographic, Sectoral and Thematic Concentration
- Concerns of Disadvantaged persons
- Good governance.

All stated principles have been transversally incorporated in the drafting of the Operational Programme. They will also be integrated in the implementation of the OP and will be reported upon through monitoring and evaluation systems.

## **EQUAL OPPORTUNITIES FOR MEN AND WOMEN**

Gender equality is of substantial importance for general EU policies, and Operational Programmes. The Integrated Guidelines for Growth and Jobs 2005-2008, as well as the Community Strategic Guidelines 2007-2013, being an integral part of the Lisbon Strategy, point out that anti-discrimination and support to gender equality are crucial to achieving the goals of full employment, increased economic activity and reduced unemployment. In this context, the main goal under this horizontal priority is to ensure the principle of gender equality at all stages of the project cycle management – programming, design, implementation, monitoring and evaluation.

Gender equality is a horizontal issue taken into account in each HRD OP priority axis. It is also dealt with specifically under measure 1.1 as regards to women's participation to labour market and measure 2.1 as regards to increasing the enrolment rate of girls. Besides, all actions aimed at enhancing economic activity, employment, education, qualification and social inclusion contain elements of gender equality and are in compliance with principles of gender equality in all phases of the project cycle.

In order to guarantee that the OS has the capacity to effectively implement the principle of equal opportunities, the following procedures are to take place:

- In the monitoring and reporting of the HRD OP implementation, data on monitoring and evaluation indicators will be broken down, where appropriate, by gender.
- The principle of equal opportunities is to be monitored and evaluated at the levels of the individual project, of the particular operational objective and relevant priority axis.
- Project selection criteria regarding to individual projects are determined with an integrated equal opportunities approach valid for each priority axis and measure.
- Special studies and assessing the effectiveness and impact of horizontal principles, including equal opportunities;
- Trainings on the role of principle of equal opportunities in the context of the HRD OP. These trainings will target participants at different levels – Operating Structure, target groups, Monitoring Committee members, the social partners, NGOs, final beneficiaries;
- Development and dissemination of various best practices manuals and core principles of equal opportunities;
- Consulting beneficiaries on forms and ways to incorporate the principle of equal opportunities in their proposals;

- Incorporating the principle of equal opportunities in the process of selection and award of projects/activities to be funded under HRD OP.

## **SUSTAINABLE DEVELOPMENT AND ENVIRONMENTAL PROTECTION**

The term ‘sustainable development’ means development addressing current needs, without harming the potential for satisfying the needs of future generations. Sustainable development will be achieved, with the correct use and management of the available resources.

Sustainable development focuses to a large extent on problems related to the restrictions in the field of nature conservation and the protection of the natural resources. One should however keep in mind the existing economic and social barriers, such as long-term recession or poverty and social exclusion. The activities aiming to ensure sustainable development must take into consideration both the well-being of the natural environment and of the society and the economy as well as their reciprocal influences. A more efficient exploitation of the available resources is also an opportunity to develop entrepreneurship and improve competitiveness. The education and training co-financed from the resources of the IPA Fund will contribute to the achievement of sustainable development and the strengthening of the long-term protection. The HRD OP takes sustainable development and environmental protection as horizontal issue that should be taken into consideration in each measure and therefore is looking among its project selection criteria how horizontal issues have been taken into account.

Final Beneficiaries (Project Promoters) will be asked how they will ensure that there will be no negative impact on environmental issues. Relevant institutions and social partners will be supported under the technical assistance priority of the HRD OP in order for them to integrate sustainable development and environmental protection into their operations.

## **PARTICIPATION OF CIVIL SOCIETY**

Social partners have been involved in the preparation process of the HRD OP from the very beginning. The Operational Programme is based on strategy documents (JIM, JAP, and LLL) which have been drafted with the involvement of the civil society. Furthermore social partners were involved in the drafting process from the very first stage, the measures and activities of the HRD OP have been defined according to their opinions.

The list of social partners involved in the drafting process of the HRD OP is given below:

- Three main Trade Union Confederations ( TURK-IS, HAK-IS, DISK)
- The Confederation of Turkish Employers’ Organisations (TISK)
- The Union of Chambers and Commodity Exchanges of Turkey (TOBB)
- Turkish Artisans and Craftsmen Confederation (TESK)

Wider involvement of civil society will be ensured by the following activities:

- The HRD Monitoring and the Sub Evaluation Committee for HRD will include the members defined in chapter 5 "Implementing Provisions"
- Involvement and participation of civil society and local administrations in the 12 NUTS II regions, including provinces and municipalities, will be ensured. To that purpose, technical assistance may be used by the MoLSS as OS to establish coordination mechanisms and advisory forums.

- NGO's and Social Partners will be grant scheme beneficiaries on the implementation of the measures.

## GEOGRAPHIC, SECTORAL AND THEMATIC CONCENTRATION

According to geographical concentration principle in the MIPD, the HRD OP will concentrate the resources on the 12 NUTS II Regions having a per capita income below 75 % of Turkish national average. According to the SCF, the majority of geographical concentration will be on 15 Growth Centres which are selected among these 12 NUTS II Regions. In this context "15 growth centres" refer to the 15 cities which have been selected first in the SCF, whereas the expression "hinterlands" refer to the areas, within the 12 NUTS II regions, outside these 15 cities: i.e. all the territory, both rural and urban areas, which is not part of this list of 15 designated cities. The geographical concentration will be provided by a financial allocation that will aim at providing:

- up to 20 % of the overall OP funding for actions at National Level;
- 45 – 55 % of funding will target the 15 Growth Centres and
- 25 – 35 % of OP funding will target the "hinterland" areas of the 12 NUTS II regions outside the 15 growth centres.

In terms of thematic concentration, the HRD OP will focus on three intervention areas

- Employment will focus on increasing employability of women, increasing employment of the young and promoting registered employment.
- Education will focus on the enrolment rates of persons especially girls, the quality and content of vocational and technical education, lifelong learning and adaptability of employees and employers.
- Social Inclusion will concentrate on labour market integration of disadvantaged persons and better functioning and coordination among mechanism and institutions.

Table 68: Geographical Concentration

| Geographical Concentration for HRD OP |             |                |                |             |
|---------------------------------------|-------------|----------------|----------------|-------------|
| Priority                              | Measure     | National Level | Growth Centres | Hinterlands |
| Priority I.                           | Measure 1.1 |                | X              | X           |
|                                       | Measure 1.2 |                | X              | X           |
|                                       | Measure 1.3 | X              | X              | X           |
|                                       | Measure 1.4 | X              | X              | X           |
| Priority II.                          | Measure 2.1 |                | X              | X           |
|                                       | Measure 2.2 | X              | X              | X           |
| Priority III.                         | Measure 3.1 | X              | X              | X           |
|                                       | Measure 3.2 | X              | X              |             |
| Priority IV                           | Measure 4.1 |                | X              | X           |
|                                       | Measure 4.2 | X              | X              | X           |

Measure 1.1 and 1.2, which are related to employment for young and women will be implemented through ALMP activities and supportive activities which will be carried out mainly in Growth Centres and their hinterlands.

Measures 1.3 and 1.4, which focus on promoting registered employment and improving public employment services, include activities which will develop national policy instruments such as development of a strategy against unregistered employment and activities that will support a more active labour market implementation. The implementation of the strategy and developed policies will be focused on the growth centres and the hinterland areas respectively.

Measure 2.1, which focuses on increasing enrolment rate for girls, will be implemented on the growth centres and the hinterlands areas.

Measure 2.2, which is about increasing the quality of education, will have a national policy development aspect. Tools which will be developed under national policies will be implemented in growth centres and hinterlands.

Measure 3.1, which focuses on LLL, will have a national policy development aspect. Tools which will be developed under national policies will be implemented in growth centres and hinterlands.

Measure 3.2, which deals with adaptability, will support the development of national policies to promote adaptability. It will be implemented only in the growth centres on the thematic areas which are in line with the RC OP.

Measure 4.1, which focuses on the integration of disadvantaged persons into the labour market, will be implemented on growth centres and hinterlands areas.

Measure 4.2, which focuses on the development of effective coordination mechanisms, will be implemented first at national level. Tools which will be developed under national policy activities will be implemented afterwards in the growth centres and the hinterlands areas.

The financial allocation for the national level will be up to a maximum of 20 % of total HRD OP funding while growth centres will get 45-55 % and the hinterlands areas will get 25-35 %.

The geographical concentration principle will be implemented for all measure by taking the financial allocation into account on the project selection phase. The OS will announce on the call for project the indicative allocation for funds for each measure and project promoters shall ensure how much funds will be used on national level, growth centres and hinterlands by showing clear links with activities and funds usage.

## **CONCERNS OF DISADVANTAGED PERSONS**

Regional concentration proposed in the HRD OP ensures addressing the specific problems of the people living in less developed regions of the country. These regions are at the same time the regions where specific problems in terms of inclusion into economic and social life have been experienced more widely. Common problems faced by in these regions and by different parts of the society depending on the regional characteristics and the characteristics of these groups themselves are limited access to education, labour market, and social services and social assistances, which have been dealt with the priorities 2, 1, and 4 respectively. Limited participation in the labour market and inadequate public services have been taken into account specifically in priority 4. In addition to this, concerns of the disadvantaged persons will be taken into account in all activities supported by the HRD OP and those who are in a disadvantaged

position in different spheres of economic and social life will be given priority in the determination of target groups and activities directed to them.

## **GOOD GOVERNANCE**

Aims on regional development and good governance have been taken as horizontal issues in the HRD OP. The OS will ensure transparent, objective and impartial implementation of IPA funds in the HRD OP, particularly in the selection of project proposals.

The OS will provide:

- Promotion of accountability and financial transparency of EU Funds
- Continuous evaluation and improvement of the administrative process quality,
- Participation in monitoring of how the EU funds are spent
- Openness of information
- Establishment of Control mechanisms

In the context of the HRD OP, sustainability of operations is regarded as a part of good governance and is elaborated in these three aspects:

- Institutional
- Financial
- Political

Institutional Sustainability means that institutions promoting a programme or project find ways of **incorporating** its **results** into their every day work and culture. In that regard final beneficiaries (project promoters) will be asked how they take this horizontal issue into consideration with a view of

- Continuity of staff
- Transfer of lessons
- Internal information and promotion activities

Financial Sustainability is established when successful programme or project activities are maintained and carried on after the end of the funding. In that regard final beneficiaries (project promoters) will be asked how they take this horizontal issue into consideration with a view of

- How will activities continue after funding

Political Sustainability is achieved if lessons and results are being transferred to and adopted by policy decision makers. In that regard final beneficiaries (project promoters) will be asked how they take this horizontal issue into consideration with a view of

- How results of the projects will be taking into consideration in the policy area at the end of the project

### 3.4. COMPLEMENTARITIES AND SYNERGIES WITH OTHER FORMS OF ASSISTANCE

Table 69: Complementarities and Synergies with the other forms of assistance

|        |                      |             | IPA I | RCOP | EOP | TOP | RDOP |
|--------|----------------------|-------------|-------|------|-----|-----|------|
| HRD OP | Priority I.          | Measure 1.1 |       | X    |     |     | X    |
|        |                      | Measure 1.2 |       | X    |     |     |      |
|        |                      | Measure 1.3 |       | X    |     |     |      |
|        |                      | Measure 1.4 |       | X    |     |     |      |
|        | Priority II.         | Measure 2.1 |       | X    |     |     |      |
|        |                      | Measure 2.2 |       | X    |     |     | X    |
|        | Priority III.        | Measure 3.1 |       | X    |     |     |      |
|        |                      | Measure 3.2 |       | X    |     |     | X    |
|        | Priority IV          | Measure 4.1 | X     | X    |     |     |      |
|        |                      | Measure 4.2 | X     | X    |     |     |      |
|        | Technical Assistance | Measure 5.1 | X     |      |     |     |      |
|        |                      | Measure 5.2 | X     |      |     |     |      |
|        |                      | Measure 5.3 |       |      |     |     |      |





As stated in Article 6 of the Council Regulation No 1085/2006, assistance under the “Transition Assistance and Institution Building” component (component I) shall assist countries in the attainment of the objectives set out in Article 2, in capacity and institution building, and in participation in Community programmes and agencies.

Priorities defined in the HRD OP have close links with component I especially in terms of capacity and institution building and adoption and implementation of the *acquis communautaire*. In line with the scope outlined in Article 2 of the Regulation, complementarities within component I are expected to be realized in gender equality, social inclusion and non-discrimination which have direct relationships with the priorities of HRD OP.

Capacity and institution building, on the other hand, is an indispensable part of the success in HRD OP since one of the main challenges in all four priority axes is the inadequate capacities of public institutions especially at the local level. For the social inclusion priority specifically, the coordination among social service providers is of crucial importance.

Regional development component is highly related area with HRD OP. All priority axes under the HRD OP have synergies and complementarities with RC OP. In particular, under the adaptability measure (3.2), enterprises in the growth centres will be supported in field of food products and beverage which will create synergies with both RC OP and RD OP (Priority 1). As mentioned in the description of this measure, projects in the targeted sectors of the RC OP will be given priority. In this framework, a **Technical Committee** has been established with the **Ministry of Industry and Trade** to ensure regular dialogue and exchange of information on the interventions of the HRDOP and the RCOP. This Committee will also be responsible for ensuring coordination during the implementation phase of the two OPs. The further interaction and synergy with the HRD OP are given under Table 70.

Table 70: Complementarities with HRD OP and RC OP

| COMPLEMENTARITIES WITH HRD OP and RC OP  |  |  |  |   |
|--|--|--|--|---|
| Priority / Measure   | Explanation  |  | Priority / Measure   | Explanation   |
| P1: Improvement of Business Environment<br>M1.1: Development of Industrial Infrastructure          | The measure will serve to improve employment by increasing the occupancy ratio inside the business sides. Women, young unemployed & disadvantaged persons are mentioned under the project selection criteria and will be favoured. | <br>     | P1: Attract and retain more people in employment<br>Measure 1.1 ; 1.2; 1.3;1.4 | Improving the employability of the target groups (women, young unemployed & disadvantaged persons) will assist on the improvement of Business environment by providing a more skilled labour force. The improvement of public employment services will serve Business Centres and OIZ's by facilitating to meet their labour force needs. Promoting registered employment will also serve for a better business environment by reducing unfair competitiveness among enterprises. |
| P1: Improvement of Business Environment<br>M1.2: Creation and Development of Financing Instruments | The measure will enable the start up of new business and to increase the employment capacity of the existing ones by providing the necessary financial instruments. As a result will serve on the increase of employment.          | <br> | P1: Attract and retain more people in employment                               | The creation and development of financing instruments will provide the target group of HRD OP women, young unemployed, former agriculture workers, and disadvantaged persons) to have more access on the financial instruments for a start up.  |

|  |  |  |   |  |
|--|--|--|---|--|
| <p>P1: Improvement of Business Environment<br/>M.1.3: Improvement of R&amp;D, Innovation and Technology and ICT Environment and Infrastructure</p>                   | <p>The measure will strengthen the links between business and universities, while creating skill demanding jobs. As a result will contribute to the HRD OP which aims to establish better links between the labour market and education and increase the employment.</p> |  | <p>P1: Attract and retain more people in employment (M.1.2)<br/>P 2: Improve the linkage between education and labour market (M 2.2)<br/>P 3: Increase adaptability of workers, enterprises and entrepreneurs (M 3.2)</p> | <p>One main target group under the employment priority of the HRD OP is the young unemployed. Figures show that the labour market is not creating qualified jobs sufficiently. Measure 1.3 of the RC OP will help to create more qualified jobs in that sense and will meet the needs of the university graduates. Priority 2 of the HRD OP aims to improve the linkage between education and labour market and will enable the necessary basis to train the labour force needed in the field of R&amp;D, Innovation and Technology and ICT. The target group for priority 3 measure 3.2 will also benefit by the activities carried out for ICT in the sense of adaptability.</p> |
| <p>P1: Improvement of Business Environment<br/>M1.4:Improvement of Tourism Infrastructure</p>  | <p>The measure will increase the employment opportunities in the tourism sector in applied regions. Thus will serve the HRD OP which will provide vocational trainings in the Tourism area for the unemployed target groups.</p>   |  | <p>P1: Attract and retain more people in employment (M 1.1; 1.2)</p>  | <p>Measure 1.1, 1.2 under P1 enable vocational training for the target groups, vocational trainings on tourism sector will be focus on the regions where RC OP improves the tourism infrastructure.</p>  |
| <p>P2: Strengthening Enterprise Capacity &amp; Foster Entrepreneurship<br/>M2.1: Providing Basic Information, Consultancy and Investment Support for Enterprises</p> | <p>The measure aims to improve the entrepreneurial skills of SMEs and to assist the new establishment of works, this will create more employment opportunities which will contribute to the HRD OP.</p>  |  | <p>P1: Attract and retain more people in employment (M 1.1; 1.2)<br/><br/>P3: P 3: Increase adaptability of workers, enterprises and entrepreneurs (M 3.2)</p>  | <p>The HRD OP includes entrepreneurship trainings for the target groups under the employment priority. The trained target groups would be able to be supported by the RC OP to start up their business and on the development of the business plans. In order to avoid duplication the HRD OP will only provide entrepreneurship trainings to the specific unemployed target groups and won't take any activities such as seminars etc. The activities under P3 M3.2 aiming improvement of adaptability of workers, enterprises and entrepreneurs will support RC OP on improvement of entrepreneurial skills of SMEs</p>  |

With regards to the operational programs for environment and transport it can be stated that the interaction with this OP's will be limited. As a conclusion the HRD OP can be regarded as neutral against the Environment OP and Transport OP.

With regard to the IPA Rural Development Programme (IPARD), the HRD OP will complement IPARD's first priority and in particular the measure "Measure 1.2: investments in the processing and marketing of agricultural and fishery products to restructure and upgrade to Community standards" by providing training, networking opportunities etc. foreseen under priority 3 of the



HRD OP (and in particular measure 3.2) to beneficiaries who are potentially eligible for IPARD investment support under this measure. Moreover, the HRD OP will also complement the third IPARD priority: “*Development of the rural economy*” by providing training under ALMP activities which will be carried out under measure 1.1. These activities will be implemented in the growth centres as well as the hinterlands, so that people in rural areas as well as those who have migrated from rural areas will be able to benefit and gain new skills which will facilitate their integration into the labour market. Measure 2.1 of the HRD OP will also complement actions under that OP as it will benefit rural population, particularly by promoting girls' training.

#### 4. FINANCIAL TABLES

According to the Multi Annual Financial Framework (MIFF) 158.7 million Euros have been allocated to the HRD OP for the period 2007 – 2009.

Table 71: Financial Allocation for HRD OP

| IPA COMPONENTS              | 2007 |              | 2008 |              | 2009 |              | Total        |
|-----------------------------|------|--------------|------|--------------|------|--------------|--------------|
|                             | %    | million Euro | %    | million Euro | %    | million Euro | million Euro |
| Regional Development        | 100  | 167.5        | 100  | 173.8        | 100  | 182.7        | 524.0        |
| Regional Competitiveness OP | 25   | 41.9         | 25   | 43.5         | 30   | 54.8         | 140.1        |
| Environment OP              | 40   | 67.0         | 40   | 69.5         | 37   | 67.6         | 204.1        |
| Transportation OP           | 35   | 58.6         | 35   | 60.8         | 33   | 60.3         | 179.7        |
| Human Resources Development | 100  | 50.2         | 100  | 52.9         | 100  | 55.6         | 158.7        |
| Total                       | -    | 217.7        |      | 226.7        |      | 238.3        | 682.7        |

\* MIFF

According to article 153.2 of the IPA Implementing Regulation, the Community contribution shall not exceed the ceiling of 85 % of the eligible expenditure at the level of the priority axis. No operation shall benefit from a higher co-financing rate than the one relating to the priority axis concerned. A national co-financing rate of 15 % and a Community co-financing rate of 85 % will be applied for all priority axes of the HRD OP.

Table 72: Financial allocations of Total IPA Fund

| EU IPA 2007 - 2009   | CC NATIONAL PUBLIC 2007 – 2009 | IFI        | TOTAL IPA FUND 2007 – 2009 |
|----------------------|--------------------------------|------------|----------------------------|
| 158 700 000          | 28 005 885                     | -          | 186 705 885                |
| EU IPA + CC National | 2007                           | 2008       | 2009                       |
| Total                | 59 058 824                     | 62 235 295 | 65 411 766                 |

According to the MIPD this amount will be distributed among the areas of intervention as follows:

Table 73: Financial Allocations for the Priority Areas in the HRD OP

| <b>Component IV (Human Resources Development)</b> |      |            |
|---|------|------------|
| Employment  | 44 % | 82 150 589 |
| Education   | 30 % | 56 011 764 |
| Social Inclusion                                  | 20 % | 37 341 177 |
| Technical Assistance                              | 6 %  | 11 202 355 |

The regional concentration with regards to financial allocation to national level, growth centres and hinterlands will be implemented following the criteria below:

Table 74: Regional Concentration of HRD OP

| <b>Regional Concentration of HRD OP</b>   |   |   |
|---|---|---|
| <b>National Level: 20 %</b>   | <b>12 NUTS II Regions 80 %</b>                          |   |
| <i>Up to 20 % of the funding of the IPA HRD OP may be spent in actions at national level.</i> | <i>45-55 % of total OP funding" for growth centres.</i> | <i>25-35 % of total OP funding for the "hinterland" areas</i> |

Table 75: Financial Allocation for each priority and measure

| Year<br>2007-2009       | Total Public Expenditure (€)<br>(1)=(2)+(3) | Public Expenditure (€)                  |   | IPA co-financing rate (%)<br>(4)=(2)/(1) | For Information<br>Other (IFI, etc) (€)<br>(5) |
|-------------------------|---|---|---|--|--|
|                         |   | Community Contribution (IPA) (€)<br>(2) | National Public Contribution (€)<br>(3) |  |  |
| <i>Priority Axis 1</i>  | <b>82.150.589</b>                           | <b>69.828.000</b>                       | <b>12.322.589</b>                       | <b>85 %</b>                              |  |
| Measure 1.1             | 27.150.589                                  | 23.078.000                              | 4.072.589                               | 85 %                                     | 0  |
| Measure 1.2             | 23.000.000                                  | 19.550.000                              | 3.450.000                               | 85 %                                     | 0  |
| Measure 1.3             | 15.000.000                                  | 12.750.000                              | 2.250.000                               | 85 %                                     | 0  |
| Measure 1.4             | 17.000.000                                  | 14.450.000                              | 2.550.000                               | 85 %                                     | 0  |
| <i>Priority Axis 2</i>  | <b>36.011.764</b>                           | <b>30.609.999</b>                       | <b>5.401.765</b>                        | <b>85 %</b>                              |  |
| Measure 2.1             | 16.011.764                                  | 13.609.999                              | 2.401.765                               | 85 %                                     | 0  |
| Measure 2.2             | 20.000.000                                  | 17.000.000                              | 3.000.000                               | 85 %                                     | 0  |
| <i>Priority Axis 3</i>  | <b>20.000.000</b>                           | <b>17.000.000</b>                       | <b>3.000.000</b>                        | <b>85 %</b>                              |  |
| Measure 3.1             | 15.000.000                                  | 12.750.000                              | 2.250.000                               | 85 %                                     | 0  |
| Measure 3.2             | 5.000.000                                   | 4.250.000                               | 750.000                                 | 85 %                                     | 0  |
| <i>Priority Axis 4</i>  | <b>37.341.177</b>                           | <b>31.740.000</b>                       | <b>5.601.177</b>                        | <b>85 %</b>                              |  |
| Measure 4.1             | 30.341.177                                  | 25.790.000                              | 4.551.177                               | 85 %                                     | 0  |
| Measure 4.2             | 7.000.000                                   | 5.950.000                               | 1.050.000                               | 85 %                                     | 0  |
| <i>Priority Axis 5</i>  | <b>11.202.355</b>                           | <b>9.522.001</b>                        | <b>1.680.354</b>                        | <b>85 %</b>                              |  |
| Measure 5.1             | 6.202.355                                   | 5.272.001                               | 930.354                                 | 85 %                                     | 0  |
| Measure 5.2             | 3.000.000                                   | 2.550.000                               | 450.000                                 | 85 %                                     | 0  |
| Measure 5.3             | 2.000.000                                   | 1.700.000                               | 300.000                                 | 85 %                                     | 0  |
| <b>TOTAL 2007 -2009</b> | <b>186.705.885</b>                          | <b>158.700.000</b>                      | <b>28.005.885</b>                       | <b>85 %</b>                              | <b>0</b>                                       |

Table 76: Financial Allocation for 2007

| Year<br>2007           | Total Public Expenditure (€)<br>(1)=(2)+(3) | Public Expenditure (€)                  |   | IPA co-financing rate (%)<br>(4)=(2)/(1) | For Information             |
|------------------------|---|---|---|--|-----------------------------|
|                        |   | Community Contribution (IPA) (€)<br>(2) | National Public Contribution (€)<br>(3) |  | Other (IFI, etc) (€)<br>(5) |
| <i>Priority Axis 1</i> | <b>32.080.000</b>                           | <b>27.268.000</b>                       | <b>4.812.000</b>                        | <b>85 %</b>                              |                             |
| Measure 1.1            | 17.080.000                                  | 14.518.000                              | 2.562.000                               | 85 %                                     | 0                           |
| Measure 1.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 1.3            | 15.000.000                                  | 12.750.000                              | 2.250.000                               | 85 %                                     | 0                           |
| Measure 1.4            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 2</i> |   |   |   |  |                             |
| Measure 2.1            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 2.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 3</i> | <b>15.000.000</b>                           | <b>12.750.000</b>                       | <b>2.250.000</b>                        | <b>85 %</b>                              |                             |
| Measure 3.1            | 15.000.000                                  | 12.750.000                              | 2.250.000                               | 85 %                                     | 0                           |
| Measure 3.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 4</i> | <b>7.000.000</b>                            | <b>5.950.000</b>                        | <b>1.050.000</b>                        | <b>85 %</b>                              |                             |
| Measure 4.1            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 4.2            | 7.000.000                                   | 5.950.000                               | 1.050.000                               | 85 %                                     | 0                           |
| <i>Priority Axis 5</i> | <b>4.978.824</b>                            | <b>4.232.000</b>                        | <b>746.824</b>                          | <b>85 %</b>                              |                             |
| Measure 5.1            | 2.478.824                                   | 2.107.000                               | 371.824                                 | 85%                                      | 0                           |
| Measure 5.2            | 1.500.000                                   | 1.275.000                               | 225.000                                 | 85%                                      | 0                           |
| Measure 5.3            | 1.000.000                                   | 850.000                                 | 150.000                                 | 85%                                      | 0                           |
| <b>TOTAL 2007</b>      | <b>59.058.824</b>                           | <b>50.200.000</b>                       | <b>8.858.824</b>                        | <b>85 %</b>                              |                             |

Table 77: Financial Allocation for 2008

| Year<br>2008           | Total Public Expenditure (€)<br>(1)=(2)+(3) | Public Expenditure (€)                  |   | IPA co-financing rate (%)<br>(4)=(2)/(1) | For Information             |
|------------------------|---|---|---|--|-----------------------------|
|                        |   | Community Contribution (IPA) (€)<br>(2) | National Public Contribution (€)<br>(3) |  | Other (IFI, etc) (€)<br>(5) |
| <i>Priority Axis 1</i> | <b>40.000.000</b>                           | <b>34.000.000</b>                       | <b>6.000.000</b>                        | 85 %                                     |                             |
| Measure 1.1            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 1.2            | 23.000.000                                  | 19.550.000                              | 3.450.000                               | 85 %                                     | 0                           |
| Measure 1.3            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 1.4            | 17.000.000                                  | 14.450.000                              | 2.550.000                               | 85 %                                     | 0                           |
| <i>Priority Axis 2</i> | <b>16.011.764</b>                           | <b>13.609.999</b>                       | <b>2.401.765</b>                        | 85 %                                     |                             |
| Measure 2.1            | 16.011.764                                  | 13.609.999                              | 2.401.765                               | 85 %                                     | 0                           |
| Measure 2.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 3</i> |   |   |   |  |                             |
| Measure 3.1            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 3.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 4</i> |   |   |   |  |                             |
| Measure 4.1            | 0   | 0                                       | 0                                       | 0  | 0                           |
| Measure 4.2            | 0   | 0                                       | 0                                       | 0  | 0                           |
| <i>Priority Axis 5</i> | <b>6.223.531</b>                            | <b>5.290.001</b>                        | <b>933.530</b>                          | 85 %                                     |                             |
| Measure 5.1            | 3.723.531                                   | 3.165.001                               | 558.530                                 | 85 %                                     | 0                           |
| Measure 5.2            | 1.500.000                                   | 1.275.000                               | 225.000                                 | 85 %                                     | 0                           |
| Measure 5.3            | 1.000.000                                   | 850.000                                 | 150.000                                 | 85 %                                     | 0                           |
| <b>TOTAL 2008</b>      | <b>62.235.295</b>                           | <b>52.900.000</b>                       | <b>9.335.295</b>                        | 85 %                                     |                             |

Table 78: Financial Allocation for 2009

| Year<br>2009           | Total<br>Public Expenditure<br>(€)<br>(1)=(2)+(3) | Public Expenditure (€)                        |  | IPA co-<br>financing<br>rate<br>(%)<br>(4)=(2)/(1) | For<br>Information<br>Other (IFI,<br>etc) (€)<br>(5) |
|------------------------|---|---|--|--|--|
|                        |   | Community<br>Contribution<br>(IPA) (€)<br>(2) | National Public<br>Contribution (€)<br>(3) |  |  |
| <i>Priority Axis 1</i> | <b>10.070.589</b>                                 | <b>8.560.000</b>                              | <b>1.510.589</b>                           | <b>85 %</b>  |  |
| <b>Measure 1.1</b>     | 10.070.589  | 8.560.000                                     | 1.510.589                                  | 85 %   | 0  |
| <b>Measure 1.2</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 1.3</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 1.4</b>     | 0   | 0   | 0  | 0  | 0  |
| <i>Priority Axis 2</i> | <b>20.000.000</b>                                 | <b>17.000.000</b>                             | <b>3.000000</b>                            | <b>85 %</b>  |  |
| <b>Measure 2.1</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 2.2</b>     | 20.000.000  | 17.000.000                                    | 3.000.000                                  | 85 %   | 0  |
| <i>Priority Axis 3</i> | <b>5.000.000</b>                                  | <b>4.250.000</b>                              | <b>750.000</b>                             | <b>85 %</b>  |  |
| <b>Measure 3.1</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 3.2</b>     | 5.000.000   | 4.250.000                                     | 750.000                                    | 85 %   | 0  |
| <i>Priority Axis 4</i> | <b>30.341.177</b>                                 | <b>25.790.000</b>                             | <b>4.551.177</b>                           | <b>85 %</b>  |  |
| <b>Measure 4.1</b>     | 30.341.177  | 25.790.000                                    | 4.551.177                                  | 85 %   | 0  |
| <b>Measure 4.2</b>     | 0   | 0   | 0  | 0  | 0  |
| <i>Priority Axis 5</i> | <b>0</b>  | <b>0</b>                                      | <b>0</b>                                   | <b>0</b>   |  |
| <b>Measure 5.1</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 5.2</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>Measure 5.3</b>     | 0   | 0   | 0  | 0  | 0  |
| <b>TOTAL 2009</b>      | <b>65.411.766</b>                                 | <b>55.600.000</b>                             | <b>9.811.766</b>                           | <b>85 %</b>  |  |

## 5. IMPLEMENTATION PROVISIONS

This chapter of the operational programme describes the systems and arrangements in place as they are known at the time of the drafting of the operational programme. However, decisions regarding structures and responsibilities as well as management and information systems will be reviewed in the context of the accreditation for conferral of decentralised management, which follows a different timing from the adoption of the operational programme. To this end, the Framework Agreement as well as the Financing Agreement will set out detailed provisions regarding management and control systems. The provisions in this chapter must therefore be understood as subject to latter adaptations by the applicable provisions of these agreements, where required.

### 5.1 MANAGEMENT AND CONTROL STRUCTURES

This chapter lays down the implementation arrangements for the Human Resources Development Operational Programme (HRD OP). It describes the general framework for implementation, management, monitoring, evaluation, selection of operations, monitoring as well as information and publicity activities of the HRD OP. The information provided here is in accordance with the following pieces of EU and national legislation:

- Council Regulation *No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA)*;
- Commission Regulation No 718/2007 of 12 June 2007 implementing Council Regulation No 1085/2006 (henceforth called "IPA Implementing Regulation");
- Prime Ministry Circular designating the main structures and authorities for IPA management and implementation tasks

According to Article 10 of IPA Implementing Regulation, IPA assistance will be implemented through decentralised management initially with ex-ante controls by the Commission for Component III and IV. Until the Commission allows decentralised management without ex-ante controls, the Commission (through the EC Delegation in Turkey) will execute these controls in all the areas laid down in the Commission Decision on conferral of management powers. The controls will essentially cover all aspects of tendering of contracts, launch of calls for proposals and the award of contracts and grants.

#### 5.1.1. Bodies and authorities

In order to ensure effective and efficient management of the interventions co-funded from national and IPA resources, the structures and authorities as well as their functions and responsibilities are described in this section in compliance with the relevant provisions of the IPA Implementing Regulation (Articles 21 to 31) These authorities and structures must be effectively in place, operationally ready and accredited before the Commission can confer decentralized management.

Based on the IPA Implementing Regulation, the Turkish Government will adopt its own legal act/s, which will designate specific bodies for IPA management and implementation roles.

Under the management and control provisions of the Regulation, the following individuals / bodies are designated/established:

- National IPA Coordinator
- Strategic Coordinator for the regional development and the human resources development components
- Competent Accrediting Officer
- National Authorising Officer
- National Fund
- Audit Authority
- Operating Structures

With the exception of the Operating Structure, these bodies essentially perform tasks that are generally applicable to all IPA components; their functions are specified in the relevant articles of the IPA Implementing Regulation and in Annex A of the Framework Agreement to be concluded between the Commission and Turkey.

Within this framework, only the functions of the Operating Structure responsible for management and implementation of the HRD OP will be described in this chapter.

### **Operating Structure (OS)**

By Prime Ministry Circular the Ministry of Labour and Social Security is designated as Operating Structure for the HRD Component.

#### **Functions:**

The HRD OP will be managed by the Ministry of Labour and Social Security, which in compliance with Article 28 of the IPA Implementing Regulation will be responsible for the following functions:

- a. drafting the annual or multi-annual programmes;
- b. programme monitoring and guiding the work of the HRDOP monitoring committee as defined in Article 59, notably by providing the documents necessary for monitoring the quality of implementation of the HRDOP;
- c. drawing up the sectoral annual and final implementation reports defined in Article 61(1) and, after their examination by the HRDOP monitoring committee, submitting them to the Commission, to the national IPA co-ordinator and to the national authorising officer;
- d. ensuring that operations are selected for funding and approved in accordance with the criteria and mechanisms applicable to the HRDOP, and that they comply with the relevant Community and national rules;
- e. setting up procedures to ensure the retention of all documents required to ensure an adequate audit trail, in accordance with Article 20;
- f. arranging for tendering procedures, grant award procedures, the ensuing contracting, and making payments to, and recovery from, the final beneficiary;
- g. ensuring that all bodies involved in the implementation of operations maintain a separate accounting system or a separate accounting codification;
- h. ensuring that the national fund and the national authorising officer receive all necessary information on the procedures and verifications carried out in relation to expenditure;
- i. setting up, maintaining and updating the reporting and information system;



- j. carrying out verifications to ensure that the expenditure declared has actually been incurred in accordance with applicable rules, the products or services have been delivered in accordance with the approval decision, and the payment requests by the final beneficiary are correct. These verifications shall cover administrative, financial, technical and physical aspects of operations, as appropriate;
- k. ensuring internal audit of its different constituting bodies;
- l. ensuring irregularity reporting;
- m. ensuring compliance with the information and publicity requirements.

In addition to the above-mentioned responsibilities resulting from the Article 28(2) of IPA Implementing Regulation, the Operating Structure will also be responsible for:

- managing the Secretariat of the HRDOP Monitoring Committee;
- ensuring the evaluations of the HRDOP;
- implementing the measures under Technical Assistance of the HRDOP.

### **Composition**

The MoLSS is designated as Operating Structure for the HRD Component by Prime Minister Circular.

The European Union Coordination Department (EUCD) of MoLSS will function as the IPA Management Department, assigned by a Ministerial Decree.

The HRD Operating Structure will be composed of the following bodies:

- 1- IPA Management Department
  - 1.1. Programming Unit
  - 1.2. Monitoring and Evaluation Unit
  - 1.3. Information, Publicity and Technical Assistance Unit
  - 1.4. Technical Implementation Unit
  - 1.5. Quality Assurance and Control Unit

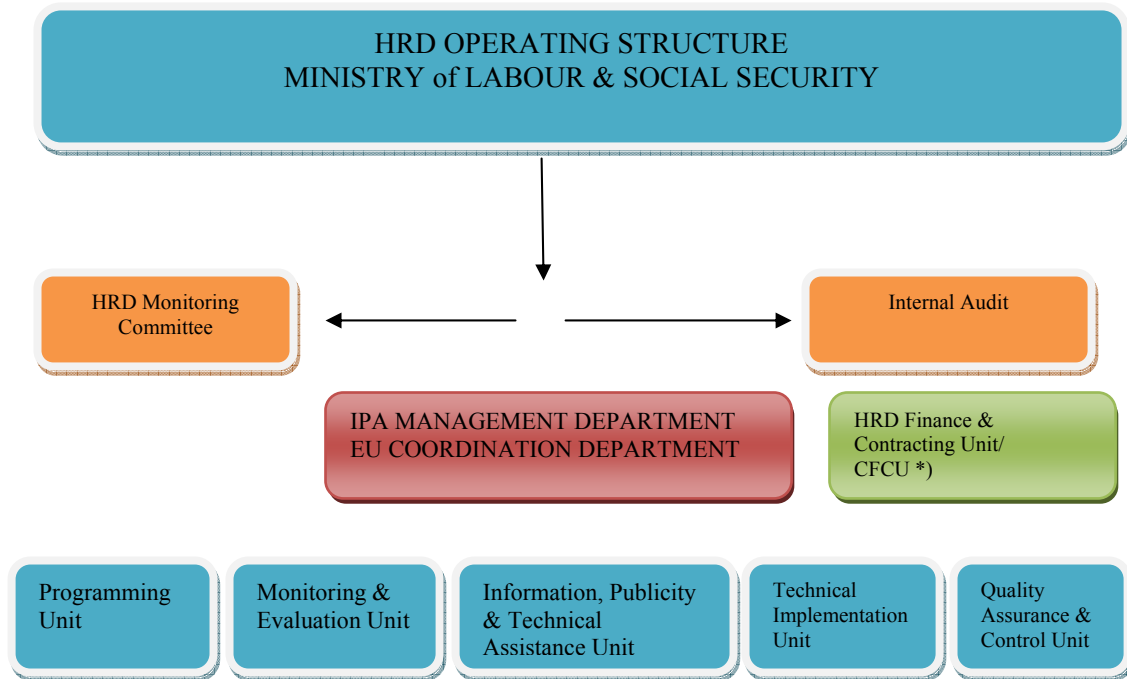
2- Internal Audit

3- HRD FCU\*

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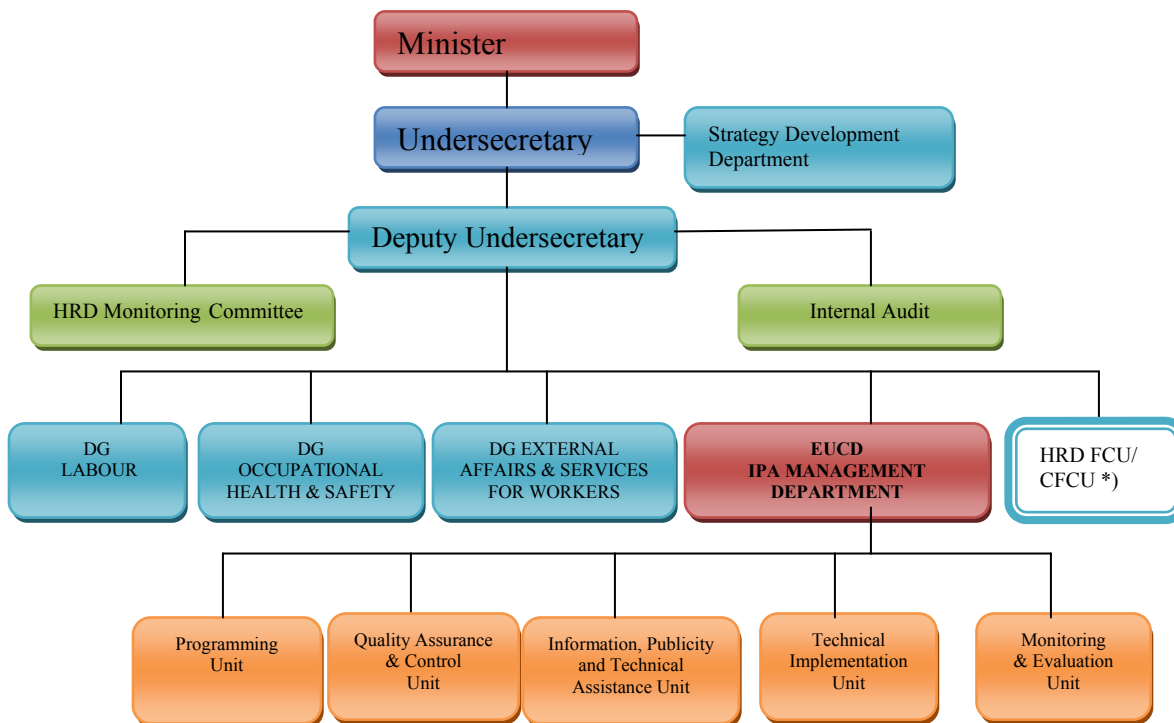
\* During the transition period, tendering, contracting, payments, accounting and financial reporting aspects of the procurement of services, supplies, works and grants in the context of the HRDOP will be carried out by Central Finance and Contracts Unit (CFCU). After the transition period, a Finance and Contracts Unit for the HRDOP in the MoLSS will be established.

Graphic 6: Organisation of HRD Operating Structure (OS)



The organigram for the OS is given below:

Graphic 7: The HRD OS within the MoLSS organigram



**The heads of the bodies:**

The Deputy Undersecretary, who is responsible for EUCD and acts as the Permanent Contact point for the European Commission, will act as the Head of Operating Structure in the meaning of Article 167 (3) of the IPA Implementing Regulation.

The head of the operating structure will be responsible for managing and implementing the HRD OP in accordance with the principle of sound financial management.

The Head of Operating Structure must ensure that the related departments/units delegated to perform tasks of the Operating Structure are assigned enough qualified staff members for the management of HRDOP.

The Head of Operating Structure will, together with a representative from the European Commission, co-chair the HRD OP Monitoring Committee; under this task he/she shall ensure inter-institutional co-ordination between DIS bodies, all relevant stakeholders, monitoring committee members and EC Delegation (ECD).

The head of EUCD and IPA Management Department will be responsible for assisting Head of Operating Structure in his/her responsibilities in relation to efficient and effective management of the HRDOP. He/She will be in charge of management of programming, monitoring and evaluation, technical assistance and information, technical implementation, quality assurance and control units.

The internal audit unit which is directly affiliated to the Deputy Undersecretary has a control function.

Heads of the bodies, which constitute the Operating Structure, are given below

|   |   |
|---|---|
| <b>Head of Operating Structure</b>  | Name:<br><br>Deputy Undersecretary for the EUCD<br>Address: Calisma ve Sosyal Guvenlik Bakanligi Inonu<br>Bulvari No:42 PK:06100 Emek<br>Phone: +90 312<br>Fax: +90 312<br>E-mail:  |
| <b>Head of EU Coordination Department<br/>and IPA Management Department</b> | Cafer YILMAZ<br>Head of EU Coordination Department<br>Address: Calisma ve Sosyal Guvenlik Bakanligi Inonu<br>Bulvari No:42 PK:06100 Emek<br>Phone: +90 312 212 64 68<br>Fax: +90 312 212 11 48<br>E-mail: calisab@csgb.gov.tr |
| <b>Head of Internal Audit Unit</b>  | Name: Cengiz ULUTAS<br>Head of Internal Audit   |

|  |   |
|--|---|
|  | Address: Calisma ve Sosyal Guvenlik Bakanligi Inonu<br>Bulvari No:42 PK:06100 Emek<br>Phone: +90 312<br>Fax: +90 312<br>E-mail: |
|--|---|

**Distribution of functions:**

**The HRD Programming Unit has a management function and will execute the following tasks:**

- Drafting of the HRD OP
- Developing work plans and implementing schedules for the HRD OP
- Ensuring that operations are selected for funding in accordance with the criteria and mechanism applicable to the HRD OP and that they comply with applicable Community and national rules
- Establishment of Project Selection Committees and selection of members
- Managing and providing support to the Project Selection Committees
- Preparing and updating implementation manuals
- Defining a mainstreaming strategy how
  - to identify good practice and results
  - to validate their potential for transfer to other regions of Turkey
  - to organise this transfer process on horizontal as well as vertical levels

**The HRD Information, Publicity and Technical Assistance Unit has a management function and will execute the following tasks:**

- Providing technical assistance to all relevant institutions including social partners and NGOs in their management of IPA funds.
- Managing the activities foreseen under the technical assistance component
- Setting up, maintaining and updating the monitoring and information system (MIS)
- Ensuring compliance with information and publicity requirements
- Defining an information and communication strategy and implementing the communication and information action plan

**The HRD Technical Implementation Unit has a management function and will execute the following tasks:**

- Preparation of call for proposals.
- Preparation of Operational Agreements
- Preparation of tender documents
- Technical management of contracts
- Technical and physical verification of operations upon payment requests
- Preparation of guidelines for Grant Scheme Applications
- Regular meetings with final beneficiaries and contractors on the overall picture of the implementation of the projects.

**The HRD Quality Assurance and Control Unit has a management function and will execute the following tasks:**

- Workload and sensitive post analysis
- Checking the quality of operation identification sheets and compliance with selection criteria
- Checking the quality of tender documents
- Control of technical implementation unit operations
- Ensuring flow of information to the MIS
- Risk management policy
- Ensuring that irregularity reporting system is working properly.

**The HRD Monitoring and Evaluation Unit has two separate functions:**

The Monitoring function will assist the Head of Operating Structure in the management of the programme and it includes in particular the following tasks

- Programme monitoring and guiding the work of the HRD OP monitoring committee
- Providing administrative support to the HRD OP monitoring committee meetings
- Drawing up the sectoral annual and final implementation reports and submitting the reports to the relevant authorities
- Providing inputs to next programming, identification and formulation phases on the basis of lessons learned during the implementation of monitoring exercises

- Reviewing, consulting and finalizing activities related to monitoring of grant schemes such as;
  - Establishment of monitoring teams for HRD OP operations
  - Preparation of monitoring reports on the implementation of grant schemes
  - Detailed design of the monitoring schedule and coordinating regular monitoring visits and spot check
  - Draft annual monitoring visit plans
  - Implementation of corrective actions
  - Non-compliance and irregularity reports

The Evaluation function does not carry out any management related task. It will execute the following tasks:

- Ensuring the evaluations of the HRD OP.
- Co-ordination of activities related to evaluation of performance and achievements of the grant schemes of the HRD OP.

With a view to ensure adequate segregation of duties, the Monitoring and Evaluation Unit will take the necessary organisational steps so as to ensure the independence between (a) the monitoring and (b) the evaluation function.

**The Internal Audit Unit which is directly affiliated to the Deputy Undersecretary has a control function and will execute the following tasks:**

- Establishing and fulfilling an annual audit work plan which encompasses audits aimed at verifying:
  - Effective functioning of the management
  - Ensuring reliability of accounting information provided to the Commission.
  - Submitting the following to the Audit Authority:
    - An annual audit activity report
    - An annual opinion following the model set out in the framework agreement as whether the management of the HRD Component is in line with the EU Regulations
    - An opinion on any final statement of expenditure
    - Further specific requirements for the annual audit work plan

During the transition period, tendering, contracting, payments, accounting and financial reporting aspects of the procurement of services, supplies, works and grants in the context of the HRD OP will be carried out by the Central Finance and Contracts Unit (CFCU). Within this framework, a

protocol will be concluded between the MoLSS, being the Operating Structure overall in charge of the HRD Component ("OS"), and the CFCU in order to clearly define the functions to be carried out by both sides during the transition period (2007-2010). In this transitional period, a "shadow" HRD FCU will be established to prepare the Ministry to fulfil its future responsibilities. In this respect, the CFCU will execute the following functions in the transition period:

- Ensures, as its major objective and responsibility, the compliance with the procurement rules laid down in the Practical Guide to Contract Procedures Financed from the General Budget of the European Communities in the context of the external actions (PRAG) and/or in compliance with any later amendments published by the EC, and other relevant documents for Turkey with respect to implementation of projects under the pre-accession assistance to Turkey, in conducting procurement for Projects under the Operational Programmes;
- Prepares the form of detailed procurement plan and its complementary instructions, coordinates and make amendments to the detailed plans of implementation of Projects under the Operational Programmes prepared by the beneficiary in consultation with the OS or prepared by OS on behalf of the beneficiary and submitted by the OS to the CFCU; forwards a the final version of the procurement plan to the OS for relevant actions; and to the NF/NAO for information;
- Approves and publishes procurement forecast notices and procurement notices prepared by the Beneficiary in consultation with the OS or prepared by OS on behalf of the Beneficiary and submitted by the OS to the CFCU;
- Forwards to the OS standard forms of documents required to plan for, execute, monitor and report on the implementation of Projects under the Operational Programmes as well as standard supply, service and works tender dossiers and grant guidelines for applicants related to the implementation of IPA programme;
- Advises the OS on the use of the above forms of documents and standard tender dossiers prepared by the CFCU;
- Approves supply, service and works tender dossiers and grant guidelines for applicants notices that are prepared by the Beneficiary in consultation with the OS or prepared by OS on behalf of the Beneficiary and submitted by the OS to the CFCU;
- Cooperates with the OS regarding clarification of tender dossier, circulates or publishes clarifications to the prospective tenders;
- Establishes the evaluation committee (EvC) for tendering projects and/or grant scheme programmes under the Operational Programmes in close cooperation with the OS, appoints the [non-voting] chairperson and secretary to the evaluation committee from the CFCU officers, organizes the activity of the Committee in accordance with the PRAG rules;
- Approves the decisions made by the evaluation committee [the Evaluation Report], confirms the decision regarding the awarding of the project from IPA funds, or decides to cancel the procurement and inform the tenders;
- Informs the OS, Beneficiary and the tenders about the results of the tenders;
- When necessary in consultation with the OS and Beneficiary, examines claims and complaints submitted by the tenders and, following consultation with the ECD, replies;

- Informs unsuccessful tenders about the awarded contract;
- Prepares/signs the contract, as well as any addenda thereto and sends to the ECD for endorsement, and then to the successful tender for signature;
- Informs the OS, beneficiary, and the European Commission on the completed cycle of signatures of the Contract and forwards them a copy thereof;
- Makes payments and maintains accounting systems and records in accordance with the EU regulations; ensures that any unused funds are returned through the NF to the Commission and in relation to misused IPA funds ensure that these are properly accounted for in Debtors' Ledger, treated as irregularities and are immediately recovered, the necessary irregularity reports submitted to the NF/NAO, and implements the decision requested from the NAO and Commission as to reallocation [if any] to the programme;
- Informs the OS in the case of suspected fraud or irregularity without delay;
- Participates in the overall project monitoring carried out under the responsibility of OS, in the Monitoring Committee for Projects under the Operational Programmes, carries out financial control, approves appropriate reports, acceptance certificates and other documents required for making payments from IPA funds at the CFCU level;
- Participates in, by desk and on-the-spot checks of projects under the Operational Programmes, carried out under the responsibility of the OS;
- Keeps financial management records/accounts of IPA funds, files and keeps documentation related to the financial management and the use of IPA funds in accordance with approved security standards, and delivers them on request only to persons authorized, in writing, to check them;
- Submits to the NAO and OS simultaneously monthly financial reports on the use of IPA funds;
- As regards IPA HRD Component and for the tasks it executes on behalf of the OS, the CFCU (pro-actively) assists the OS in responding, in accordance with best international practice of good governance, to the audit findings, conclusions and recommendations of auditors from BoTC [as Audit Authority for IPA], the auditors of Commission Services, the EC Court of Auditors, the internal audit of the OS and any other audit or inspection bodies assigned by order of the NAO.
- The CFCU also responds, in accordance with best international practice of good governance, to the findings, conclusions and recommendations of internal auditors of the CFCU and the Turkish Sayıştay;
- Provides any information on tendering, contracting, payment and accounting aspects of the implementation of the projects under the Operational Programme, as requested by the OS.

This list of functions to be undertaken by the CFCU during the transitional period will be reviewed and may be subject, if necessary, to modification in the context of the accreditation process for conferral of decentralised management, which follows a different timing from the adoption of the operational programme.



### **5.1.2. Separation of functions**

In accordance with the Article 21.2 of the IPA Implementing Regulation and the Article ...of the Prime Ministry Circular, the appropriate segregation of duties will be ensured between and within the designated bodies.

#### **Separation of functions between the bodies**

Clear division of tasks has been ensured among the designated IPA bodies. MoLLS as Operating Structure guarantees that management (programming, monitoring, evaluation, publicity & information, technical implementation), tendering, contracting and payment; and audit function are dedicated to different bodies.

Different divisions of the Operating Structure in MoLSS will perform verifications, controls, and evaluations, while the Undersecretariat of the Treasury, which has been appointed as the National Fund, shall be particularly in charge of organising the bank accounts, requesting funds from the Commission, authorising the transfer of funds received from the Commission to the MoLSS or to the final beneficiaries, and the financial reporting to the Commission.

Moreover, a clear separation between the audits carried out by the Audit Authority and the implementation and payment procedures is guaranteed through the differentiation of the bodies responsible for executing these tasks. System level audits will be carried out by the Board of Treasury Controllers, which acts as Audit Authority; internal audit units will perform audits on the implementation of the HRD OP. The relationship between the audit authority and internal audit units is described in the implementation manual of HRD OP. While audit functions will be carried out by these bodies, implementation and payment procedures will be performed by the IPA Management Department and the CFCU.

#### **Separation of functions within the bodies**

The principle of separation of functions has been taken into account in the organizational structure of the bodies and their internal management and control procedures. As stated above, all the units in the Operating Structure has definite responsibilities. In the definition of the tasks of the each body constituting the Operating Structure, adequate separation of functions has been ensured. In this regard, before an operation is authorized, operational and financial aspects of the operation will be verified by the staff of the Quality Assurance and Control Unit, while operation will be initiated or implemented by the staff of the other units. (This part will be revised when an improvement happened in the accreditation process).

## **5.2 MONITORING AND EVALUATION**

### **5.2.1. Monitoring Arrangements**

#### **MONITORING COMMITTEES**

In order to ensure coherence and coordination for implementing IPA components, programmes and operations as well as the progress in the implementation of IPA assistance, the following monitoring committees will be established:

- ✚ IPA Monitoring Committee covering all IPA components
- ✚ Sectoral Monitoring Committees for each OP
- ✚ National Coordination Structures
  - Financial Cooperation Board
  - Regional Development and Human Resources Development Coordination Committee for 3<sup>rd</sup> and 4<sup>th</sup> components of IPA

### **IPA Monitoring Committee:**

According to the Article 58 of the IPA Implementing Regulation, Turkey shall, within six months after the entry into force of the first financing agreement, set up an IPA Monitoring Committee, in agreement with the NIPAC and the Commission, to ensure coherence and coordination in the implementation of the IPA components.

The IPA monitoring committee shall satisfy itself as to the overall effectiveness, quality and coherence of the implementation of all programmes and operations towards meeting the objectives set out in the financing agreements as well as in the MIPD. For this purpose, it shall base itself on the elements given by the sectoral monitoring committees.

The IPA Monitoring Committee may make proposals to the Commission, the NIPAC and the NAO for any actions to ensure the coherence and co-ordination between the programmes and operations implemented under the different components, as well as for any cross-component corrective measures needed to ensure the achievement of the global objectives of the assistance provided, and to enhance its overall efficiency. It may also make proposals to the Monitoring Committee for HRD OP for decisions on any corrective measures to ensure the achievements of programme objectives and enhance the efficiency of assistance provided under the HRD OP.

The IPA Monitoring Committee shall adopt its internal rules of procedure in compliance with a monitoring committee mandate established by the Commission, and within the national institutional, legal and financial framework. The IPA monitoring committee shall include among its members representatives of the Commission, the NIPAC, the NAO, representatives of the Operating Structures, and the strategic co-ordinator. A representative of the Commission and the NIPAC shall co-chair the IPA Monitoring Committee meetings.

The IPA Monitoring Committee shall meet at least once a year. Intermediate meetings may also be convened, in particular on a thematic basis.

### **HRD OP Monitoring Committee:**

The Head of the Operating Structure for HRD OP will establish a Sectoral Monitoring Committee within 6 months after the entry into force of the IPA Implementing Regulation.

The HRD OP Monitoring Committee will be co-chaired by the Deputy Undersecretary of MoLSS who is responsible for EU Coordination & IPA Management Department and by a representative of the European Commission.

The members of the HRD OP Monitoring Committee will include:

- The National IPA Coordinator or his/her representative;

- A representative of the Commission
- A representative of the Strategic Coordinator for Components III and IV
- Representatives of public institution involved in HRD issues
- Representatives of the CFCU and the units of the MoLSS involved in the implementation of the HRD OP.
- Representatives from the civil society and socio-economic partners
- The National Authorizing Officer
- A representative of the National Fund

The composition of the HRDOP Monitoring Committee can be reviewed and extended by the Head of the Operating Structure in agreement with the Commission in order to guarantee sufficient representation and membership. In some cases on measure related issues the monitoring committee can invite external experts. The monitoring committee can also form sub committees on specific issues.

The HRD OP monitoring committee will be assisted by a permanent secretariat provided by the Operating Structure for the preparation of papers for discussion by the committee or for clearance by written procedure. The HRD OP Monitoring Committee shall be co-chaired by the head of the Operating Structure and the Commission. Secretariat and administrative support of the Committee will be provided by the Monitoring and Evaluation Unit. The Monitoring and Evaluation Unit will be responsible of the Programme monitoring and guiding the work of the HRDOP monitoring committee and providing administrative support to the HRDOP monitoring committee meetings.

The HRDOP Monitoring Committee will report to the IPA Monitoring Committee. Its tasks will include to:

- (a) consider and approve the general criteria for selecting the operations and approve any revision of those criteria in accordance with programming needs;
- (b) review at each meeting progress towards achieving the specific targets of the HRDOP on the basis of documents submitted by the operating structure;
- (c) examine at each meeting the results of implementation, particularly the achievement of the targets set for each priority axis and measures and interim evaluations, it shall carry out this monitoring by reference to the indicators agreed;
- (d) examine the sectoral annual and final reports on implementation, including HRD OP summary tables
- (e) be informed of the annual audit activity report or of the part of the report referring to the HRD OP;
- (f) examine any proposal to amend the financing agreement of the HRD OP and propose to the operating structure any revision or examination of the programme likely to make possible the attainment of the HRD OP's objectives or to improve its management, including its financial management, as well as to oversee the cross cutting themes and publicity measures.

The HRD OP Monitoring Committee shall confirm or make proposals to the Head of the Operating Structure, to the Commission, the Strategic Co-ordinator and the National IPA Co-ordinator to revise the programme following where relevant an evaluation, including the results, output and financial indicators to be used to monitor the assistance.

The Committee will meet at least twice a year and upon request by the Commission. Intermediate meetings may also be convened as required.

As a principle the HRD OP Monitoring Committee will aim to take decisions by reaching consensus.

### **Evaluation Committee**

HRD OP Monitoring Committee will designate an ad-hoc committee to assist the Operating Structure in its evaluation activities. The assistance will take place at all stages of the evaluation (guidance, planning, implementation, communication of result). Relevant stakeholders will also be able to contribute. The OS will provide representation of main stakeholders (mandate of the evaluation unit, review of evaluation plans, of terms of reference, of reports etc...) and also demand evaluations when the monitoring reveals significant departure from the goals initially set or when proposals are made for the revision of programmes.

### **National Coordination Structures**

Overall coherence for financial cooperation with EU as well as participation to Community Programmes shall be ensured through internal mechanisms by the involvement of all key actors (NIPAC, NAO, and Strategic Coordinator) under political ownership. Accordingly, identification of two new structures is envisaged: Financial Cooperation Board (FCB) and Regional Development and Human Resources Development Coordination Committee.

#### **Financial Cooperation Board**

The Financial Cooperation Board is envisaged to upgrade the current Financial Cooperation Committee and will be established under the chairmanship of the State Minister in charge of EUSG with the involvement of NIPAC, NAO, Strategic Coordinator, the Undersecretary of Ministry of Foreign Affairs and the Undersecretary of Ministry of Finance.

This Board will ensure overall coherence for financial cooperation with EU as well as participation to Community Programmes through political ownership and inter-ministerial coordination.

This Board will be responsible for;

- Monitoring and steering of general financial cooperation process,
- Assessment of overall and annual breakdown of the funds among IPA components,

#### **Regional Development & Human Resources Development Coordination Committee**

As a part of the institutional set-up under IPA, a Regional Development and Human Resources Development Coordination Committee for SCF will be established. The Committee will be composed, under the chairmanship of the Strategic Coordinator, of the Undersecretaries of the Ministry of Foreign Affairs, and the Treasury, the Heads of the Operating Structures responsible

for each OP and the General Secretary of EUSG. The Secretariat of the Coordination Committee will be provided by the Strategic Coordinator.

The tasks and responsibilities of the Regional Development and Human Resources Development Coordination Committee will be as follows:

- To steer the management of SCF
- To secure OP's compliance with SCF
- To review the progress being made towards achieving objectives and targets on the OP base
- To propose to the Operating Structure any revision of the programme for the attainment of the programmes' objectives and improvement of its management
- To consider and approve any proposal to amend the financing agreement of the programme

### **5.2.2 Management Information System (MIS)**

The head of the OS will be responsible for the efficiency and correctness of management and implementation and in particular for setting up, maintaining and updating regularly a reporting and information system to gather reliable financial and statistical information on implementation, for the monitoring indicators and for evaluation and for forwarding this data in accordance with arrangements agreed between the NIPAC and the Commission.

The Information, Publicity and Technical Assistance Unit will be responsible for the establishment and maintenance of the MIS for HRDOP. All relevant data will be entered into the system. The OS and other bodies involved in control and implementation of the HRDOP will use this system.

Different actors of the HRD OP implementation will have different level of access to the system. The MIS will be a comprehensive tool, serving all the relevant units of the IPA Management Department, Internal Audit as well as Final Beneficiaries. The system will be designed in compatible with the other national monitoring systems and the Information System for Financial Monitoring and Controlling of the Structural Funds and the Cohesion Fund (SIMIK).

Main tasks of the MIS will include:

- Provision of assisting programming activities
  - To serve as a tool for call for operations
  - To serve as a tool for gathering operation proposals and assessment of operation proposals
  - To serve as a tool for the preparation of the necessary documents ( Log Frame etc)
- Provision of proper, efficient and transparent management of the IPA funds and national Resources
  - To serve as a tool to provide input for the web site of the HRDOP
  - To serve as a tool to provide efficient and proper information flow between the OS and all relevant institutions and the European Commission
- Provision to the Operating Structure with the necessary IT tools that will enable them:
  - To carry out and monitor financial indicators and effects of the tasks performed within the SCF and Operational Programmes,
  - To ensure the reporting requirements on the implementation of the HRDOP.

- To monitor and manage the implementation of operations throughout their implementation process

### **5.2.3. Monitoring System and Indicators**

The quantitative and qualitative progress made in implementing the HRDOP as well as its efficiency and effectiveness in relation to its objectives will be measured by the use of evaluation and monitoring indicators related to the results and outputs of the individual measures.

The Head of the OS is responsible for programme monitoring. In this context, the OS will collect performance data (outputs, results and expenditure) from operations and projects. It will establish, maintain and update the reporting and information system by taking this project-level data and aggregate it to measure, priority axis and whole OP levels. Data on individuals who are the ultimate beneficiaries must be collected for each project and used for aggregation at measure and priority level. On this basis the OS will assess the progress of the OP at each level against objectives and targets, prepare reports to the HRDOP Monitoring Committee, draft the sectoral annual and final reports on implementation and to launch interim evaluations if required. These reports should include the filled in OP summary table.

In the context of monitoring and for the purpose of using indicators, the role of the Operating Structure will also be to ensure that:

- a) monitoring requirements are built into the calls for tender and proposals documents (application forms and guidelines for applicants);
- b) project applications (when appraised and selected) include proposed outputs and results, as well as data on individuals, that are consistent with the HRD OP indicators for the appropriate measure;
- c) provision of data is built into the contract with beneficiaries as an obligation, and that performance data is provided systematically and in a timely manner by beneficiaries alongside the project reimbursement claim;

### **5.2.4. Selection of Operations**

All service, supply, works and grant contracts shall be awarded and implemented in accordance with the rules for external aid contained in the Financial Regulation and in accordance with the "*Practical Guide to contract procedures for EC external actions*" (*Practical Guide*) as published on the Europe Aid website at the date of the initiation of the procurement or grant award procedure.

All operations shall be agreed with the European Commission prior to launching any procurement process. The Operating Structure shall coordinate the preparation of "Operation Identification Sheets" with all relevant stakeholders which will then be submitted to the European Commission for approval.

According to the IPA IR Article 158, "all operations which are not major projects and which are implemented by final beneficiaries other than national public bodies shall be selected through

calls for proposals. The selection criteria drawn up by the operating structure (programming unit and monitoring committee) shall be published with the call for proposals.”

The OS will set up a selection committee for each call for proposals launched for the selection of operations financed under a specific measure. The HRD Monitoring Committee will define the general criteria for project selection.

The selection committees shall be responsible for

- **Assessment of project proposals:** Initial review of the projects and identify points which need to be clarified.
- **Selection of the project proposals:** To evaluate projects in compliance with the Project selection criteria and rank the projects accordingly.
- **Preparing report for the Operating Structure:** A form assessing each project with marks is filled in by the Project Selection Committee (PSC) and signed by all the members of the Committee. A list of projects ranked according to assessment carried out is made by the PSC.

The selection committee will appraise project applications in compliance with the selection criteria and methodologies agreed by the HRD OP Monitoring Committees and published in the call for proposals documents. The applications will first be screened for their compliance with eligibility and administrative criteria meeting the relevant eligibility requirements set out in the relevant measures (completeness, accuracy, etc) and thereafter will be evaluated according to their quality. The selection committee will then make recommendations to the operating structure, in compliance with Article 158 of the IPA Implementing Regulation.

Members of the Selection Committee will be the most appropriate officials and experts with technical competence to undertake a qualitative appraisal of project applications. The Programming Unit established under the EU Coordination and IPA Management Department will be responsible for the establishment of these selection committees. The selection committee will be established by using the standard procedures of the Practical Guide among:

- The staff of the Operating Structure
- The staff of the public administration that will be implementing the projects
- Independent experts (In case high number of project applications).

In case of external assessors, the cost shall be covered by the technical assistance component. In the process of selection of members for the Selection Committee, the gender equality principle will also be taken into consideration.

Procurement shall also follow the above mentioned contract award procedures. Tender selection committees will be established for the evaluation of service, works and supply tenders.

### **5.2.5 Sectoral annual and final reports on implementation**

Sectoral annual and final reports on implementation will be prepared by the Operating Structure in accordance with article 169 of the IPA Implementing Regulation. These reports will assess the implementation progress covering the attainment of set objectives, the problems encountered in managing the programme and the measures taken, the financial execution as well as monitoring and evaluation activities carried out. These reports will include an up to date OP summary table.

They will be discussed at least at the second HRDOP Monitoring Committee meeting of each year.

## **5.2.6 Evaluation Arrangements**

Evaluations are a tool for assessing the relevance, efficiency and effectiveness of the financial assistance as well as the impact and sustainability of the expected results. As a minimum, an ex-ante evaluation and an interim evaluation will be carried out under the responsibility of the Head of the Operating Structure in accordance with the principles laid down in the IPA Implementing Regulation and guidance provided by the Commission.

The evaluation arrangements and activities of the programme will fully respect the principle of proportionality.

### **Types of Evaluations**

#### **Ex Ante Evaluation**

Under the responsibility of the Operating Structure, ex ante evaluation of the HRD OP has been carried out by independent experts within the framework of the EU-supported technical assistance project “*Support to the SPO to Build Capacity at Central, Regional and Local Level to Implement Economic & Social Cohesion Measures*”. SPO had the overall responsibility for over-seeing and coordinating the ex-ante evaluation process, together with the OSs for the OPs under Components III and IV.

In this respect, the ex ante evaluation report of the HRD OP has been elaborated by the independent experts. The ex-ante evaluation report is annexed to the HRD OP (see Annex 4).

The main purposes of the ex ante evaluation were to:

- assess whether the overall programme is an appropriate means for addressing the issues confronting Turkey
- check whether the programme has well defined strategic axes, priorities and objectives that are relevant to Turkey’s needs and are achievable
- advise on the quantification of objectives and the establishment of a basis for both monitoring and future evaluation work
- review the adequacy of the implementation and monitoring arrangements and help with the design of project selection procedures and criteria

The main conclusions and recommendations of the ex ante evaluation report can be found in section 1.5 of this OP.

#### **Interim Evaluation**

During the implementation of the programme, interim evaluations complementing the monitoring of the HRD OP will be carried out, in particular where this monitoring reveals a significant departure from the goals initially set or where proposals are made for the revision of the programme. At any rate, evaluations will be planned to provide data on indicators agreed upon in the OP that cannot be obtained through the monitoring system. In addition, strategic evaluations or thematic evaluations can be carried out under the responsibility of the operating structure. The results will be sent to the ad-hoc committee on evaluations, to the HRD OP Monitoring Committee and to the Commission.



### **Ex post Evaluation**

Ex post evaluation of the implementation of the HRD OP shall be the responsibility of the Commission.

### **Evaluation Function**

The Head of the Operating Structure is responsible for ensuring that adequate evaluations of the HRD OP are carried out. The evaluations will be carried out by external experts or bodies, functionally independent from the management and control system.

In order to ensure the evaluation requirements laid down in the IPA Implementing Regulation, a separate team for the evaluation functionally independent from the management and control structures will be set up under the Monitoring and Evaluation Unit under the IPA Management Department of the Operating Structure. Inside the unit, adequate staff members, in charge of commissioning, managing and communicating the evaluation contracts and their results will be designated. A Coordinator and several numbers of experts will be responsible in this Unit for evaluations. The coordinator and experts of the Evaluation Team can not work in the Programming Team or other teams involved in the management and control of the HRDOP. In order to increase the human resources capacity of this team, trainings related to the evaluation and evaluation methods will be provided to its staff under the Technical Assistance priority of the HRD OP.

Functions of the Evaluation Unit are given below:

- Ensuring the evaluations of the HRD OP ,
- Co-ordination of activities related to evaluation of performance and achievements of the HRD OP,
- Provide inputs to next programming, identification and formulation phases on the basis of lessons learned during the implementation of evaluation exercises.

Evaluations will be published in the website of the HRD OS regularly and will be sent to the related partners when needed.

### **Evaluation Activities and Timing**

| <b>Indicative Evaluation Activities</b> | <b>Timing</b>   |
|---|---|
| Ex-Ante Evaluation of the HRD OP        | Parallel with the drafting process of the HRDOP. From the beginning of the programming process till the approval of the OP. |
| Interim Evaluation of the HRD OP        | 2009  |
| Ex-Post Evaluation of the HRD OP        | Not later than three years after the end of the programming period.   |

## 5.3 INFORMATION AND PUBLICITY

### 5.3.1 Introduction

Information and publicity are important aspects of pre-accession assistance and in particular to the successful design and delivery of the HRD OP, given the partnership basis on which they are undertaken. Communicating for a successful management and implementation of the HRD OP is broken down into a series of information and publicity activities.

Article 62, 63 and 169(3) (e) of the IPA Implementing Regulation, *Commission Regulation 1828/2006 European Parliament and Council Regulation 45/2001, Council Regulation 1605/2002, as amended* are setting out certain requirements regarding the information to be provided and publicity of programmes and operations financed by the Community, addressed to citizens and beneficiaries with the aim of highlighting the role of Community funding and ensuring transparency.

The information to be provided by the operating structures should include *inter alia* the publication of the list of final beneficiaries, the names of the operations and the amount of Community funding allocated to operations.

The Commission must also ensure the publication of the relevant information on tenders and contracts in the official Journal of the European Union and other relevant media and websites.

According to the Article 63 of the IPA Implementing Regulation, the Commission and the relevant authorities of Turkey shall agree on a coherent set of activities, to be funded from the TA priority of the operational programme, to make available and publicise information about IPA assistance.

In accordance with the above provisions; the Information, Publicity and Technical Assistance Unit in the MoLSS shall be responsible for the information and publicity activities under the HRDOP. The information will be addressed to the citizens of Turkey and to European citizens in general, and to the (potential) beneficiaries. It shall aim to highlight the role of the Community and ensure that IPA assistance is transparent.

Regarding that IPA aims a decentralized management structure, MoLSS will be responsible as an Operating Structure for:

- Providing information on and publicise programmes and operations by *highlighting the role of the Community* and ensuring that IPA assistance is transparent.
- Organising the publication of the list of the final beneficiaries, the names of the operations and the amount of Community funding allocated to operations.

### 5.3.2 Requirements

The information and communication requirements with respect to the HRDOP pursue two major goals:

- rendering the IPA assistance delivered through the OP and its impact on the citizens of the beneficiary country visible in order to ensure public awareness of EU action and to create a consistent image of the operations concerned in the beneficiary country (i.e. visibility);
- highlighting the role of the Community to the citizens and ensuring transparency, i.e. ensuring that the funds of the OP are taken up and used as effectively as possible, while at the same time guaranteeing equal opportunity to all potential beneficiaries (i.e. information and publicity).

In compliance with Article 63 of the IPA Implementing Regulation the Operating Structure of the HRD OP will prepare a communication action plan (CP) to provide a strategic coherence to the set of activities to publicise information about IPA assistance. This communication action plan will cover the entire period 2007-2013.

The Information, Publicity and Technical Assistance Unit in Operating Structure of the HRD OP will submit a draft of the communication action plan to the Commission within four months of the date of signature of the Financing Agreement covering the operational programme. As a minimum the communication action plan shall include the following points:

- The aims and target groups
- The strategy and content
- The indicative budget
- The administrative departments
- The criteria used for evaluation

### 5.3.3 Activities

The Information, Publicity and Technical Assistance Unit *shall* ensure that the information and publicity measures are implemented in accordance with the communication action plan aiming at the broadest possible media coverage using all suitable forms and methods of communication at the appropriate territorial level.

The Information, Publicity and Technical Assistance Unit will be responsible for organising at least the following information and publicity measures:

- A major information activity publicizing the launch of HRD OP, even in the absence of the final version of the communication action plan,
- The publication (electronically or otherwise) of the list of beneficiaries, the names of the operations and the amount of Community and national funding allocated to the operations.

The Information, Publicity and Technical Assistance Unit shall provide potential beneficiaries with clear and detailed information on at least the following:

- the possibility of financing opportunities offered jointly by the Community and the beneficiary country through the OP;
- the conditions of eligibility to be met in order to qualify for financing under the operational programme;

- a description of the procedures for examining applications for funding and of the time periods involved;
- the criteria for selecting the operations to be financed;
- the contacts at national, regional or local level that can provide information on the operational programmes.

#### **5.3.4. Indicative Budget**

The indicative budget for the Communication Action Plan for the period 2007 – 2009 is **2 million** Euros allocated from the Technical Assistance budget of the HRD OP, to cover the costs for the publicity and information measures. The budget allocation per years as well as the indicative amounts necessary for the period 2010-2013 will be presented in the communication action plan

#### **5.3.5. Management and Implementation**

Within the Ministry, information and communication activities will be carried out by the Information, Publicity and Technical Assistance Unit established under the IPA Management Department of the Operating Structure. The Unit will be composed of the experts involved in the preparation process of the HRD OP as well as the officials from the Press and Public Relations Counsellorship of the Ministry.

The Unit will support the Head of Operating Structure in the performance of the following functions and responsibilities:

- Discuss the Communication Action Plan with the Commission;
- Coordinating with the information and publicity activities under other IPA funded programmes;
- Elaboration, implementation and assessment of the HRDOP Communication Action Plan;
- Represent the HRDOP in the relevant national and Commission information networks;
- Handling enquiries from beneficiaries;
- Monitoring and control on the fulfilment of the publicity and information requirements from the beneficiaries;
- Development, production and distribution of information materials; preparation and implementation of public events;
- Development and maintaining the contents of programme website;
- Liaison with the IT regarding technical maintenance;
- Management of out-sourced services;
- Elaboration and monitoring annual Communication Action Plans and coordination of internal events and trainings.

Some of the information and publicity measures will almost certainly require out-sourcing for professional services (such as design and pre-print, web page, printing, advertising, photography and opinion pools). It will be the responsibility of the information and publicity Unit to manage such services and ensure they are contracted in accordance with public procurement rules.

### **5.3.6. Monitoring, evaluation and reporting**

Monitoring, evaluation and reporting are compulsory requirements for the implementation of the publicity measures included into the communication action plan of HRD OP.

The progress made in the implementation of the communication action plan will be reported during the meetings of the HRDOP Monitoring Committee. The head of the Operating Structure will inform the HRD OP Monitoring Committee of the information and communication measures carried out and the means of communication used. The Head of the Operating Structure will provide the HRD OP Monitoring Committee with examples of communication measures carried out.

The annual and final reports on implementation of the HRD OP shall include the following information:

- Examples of information and communication measures for the operational programme undertaken in implementation of the communication action plan;
- The arrangements for the information and publicity measures concerning the publication electronically or otherwise of the list of beneficiaries, the names of the operations and the amount of public funding allocated to the operations;
- The content of major amendments to the communication action plan.

A set of indicators for evaluation of the publicity measures will be included in the communication action plan and represent the essential part of the plan with regard to the assessment of the efficiency and effectiveness of the implemented publicity activities.

The yearly results of the qualitative and quantitative analysis will be used for the elaboration of the Annual communication action plans and if there is a need for the modification of the communication action plan.

### **5.3.7. Partnership and networking**

Bodies that can act as relays for the HRD OP and disseminate the information concerning the general public are the following:

- Professional and trade associations and organizations;
- economic and social partners;
- Trade Unions
- NGOs;
- educational institutions;
- organisations representing business;
- operators;
- information centres on Europe and Commission representations in Turkey;
- other main stakeholders of each priority.

The Operating Structure will work in close cooperation with the above-mentioned bodies for the dissemination of information regarding the HRDOP and IPA pre-accession assistance strategy.

#### **5.3.8. Internet**

The website of the HRDOP will be linked to the IPA, ECD, DG ELARG, DG EMPL and DG REGIO websites and preferably as well with the websites of the other programmes. It will be created according to the following principles:

- Accessibility to as many users as possible – ensuring the site has a simple address; registering it on main search engines so it can be found easily; designing it to be viewable with low specification screens and software; ensuring it is quick to download.
- Prioritizing fast access to rich information – the site should be clearly organized so users can find what they are looking for quickly and easily; the information should be available as downloadable pdf documents, where possible.
- Visual appeal – strong visual identity through logos, use of colours etc. without limiting the clarity, speed and simplicity
- Developing as an ongoing resource
- Interactive content, exploiting the unique strengths of websites