Public Policies and Career Development: 
A Framework for the Design of Career Information, Guidance and Counselling Services 
in Developing and Transition Countries

COUNTRY REPORT ON TURKEY

Füsun Akkök

and

A.G. Watts

World Bank

March 2003
INTRODUCTION

This report describes how Turkey organizes, manages and provides information, guidance and counseling services, and what are perceived to be the key challenges which this country is facing to improve such services. In 14 OECD countries, similar reports have been prepared for a similar purpose: this report aims to complement those studies.

Using a format adapted from the OECD studies, the relevant information has been collected with the collaboration of a national steering committee established to support this process (see Appendix A). This committee had several meetings to discuss the information and issues arising from it. The report also draws from visits made by the authors to a number of career guidance services, and from meetings with policy-makers, administrators and guidance practitioners (see Appendix B). The views expressed in the report are those of the authors, based on the information and opinions supplied to them.

The report is designed to contribute to the development and modification of policies and practices in career information, guidance and counseling services in Turkey. It also provides a basis for comparison with policies and practices in other countries.

Professor Fusun Akkok is Professor of Psychology at Middle East Technical University, Ankara, and Local Consultant for Turkey on the World Bank project.

Professor Tony Watts is Senior Fellow and Life President of the National Institute for Careers Education and Counselling, Cambridge, England, and Lead Consultant on the World Bank project.
CONTENTS

1. Context ................................................................. 6
2. Overview ................................................................. 8
3. Policy Framework ..................................................... 11
4. The Main Guidance Services ....................................... 19
   4.1 Schools .......................................................... 19
   4.2 Tertiary education ............................................... 24
   4.3 The public employment services .......................... 25
   4.4 Employment-based guidance services ............... 26
   4.5 The private (for-profit) sector ......................... 28
   4.6 Other organizations .......................................... 29
   4.7 Gaps ............................................................. 30
   4.8 General note .................................................. 30
5. Staffing .................................................................... 33
6. Career Information .................................................... 38
7. Assuring Quality ....................................................... 43
8. The Evidence Base .................................................... 46
9. Leadership................................................................. 50
   9.1 Key stakeholders ............................................. 50
   9.2 Coordination ................................................... 52
   9.3 Strategic leadership .......................................... 53
10. Conclusions and Recommendations ............................ 54
   10.1 Policy context .................................................. 54
   10.2 SWOT analysis ............................................... 55
   10.3 Recommendations ............................................ 56
References ................................................................. 60
Appendix A: Members of the National Steering Committee 62
Appendix B: Visit Program ............................................. 63
TABLES

Table 1    Actual and projected number of students
Table 2    Unemployment insurance reimbursements
Table 3    Share of educational expenses in the general budget
Table 4    Employment patterns estimated for Turkey: 1990-2025 (x000 persons)
Table 5    Assumed sectoral employment growth rates
Table 6    Services provided by RAMs (no. of students)
Table 7    Psychological counseling services provided by school guidance services (no. of students)
Table 8    Job and career counseling activities of ISKUR
Table 9    Career Counseling Center activities of ISKUR
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AIESEC</td>
<td>Association for International Student Exchange</td>
</tr>
<tr>
<td>AU</td>
<td>Ankara University</td>
</tr>
<tr>
<td>BILDEMER</td>
<td>Computer-Aided Career Guidance</td>
</tr>
<tr>
<td>EFQM</td>
<td>Perfection Model</td>
</tr>
<tr>
<td>EGITEK</td>
<td>General Directorate for Education Technologies</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GYTB</td>
<td>General Aptitude Test Battery</td>
</tr>
<tr>
<td>IDDG</td>
<td>Workplace Supervision and Counseling Groups</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labor Organization</td>
</tr>
<tr>
<td>IPEC</td>
<td>International Program on Ending Child Labor</td>
</tr>
<tr>
<td>ISKUR</td>
<td>Turkish Employment Organization</td>
</tr>
<tr>
<td>KOSGEB</td>
<td>Directorate for Developing and Supporting Small and Medium Scale Industrial Enterprises</td>
</tr>
<tr>
<td>MBRD</td>
<td>Career Information Guidance and Counseling Services</td>
</tr>
<tr>
<td>MEDAK</td>
<td>Occupational Standards Commission</td>
</tr>
<tr>
<td>MESS MEV</td>
<td>Metal Industrial Unions Education Foundation</td>
</tr>
<tr>
<td>METARGEM</td>
<td>Research and Development Center for Vocational and Technical Education</td>
</tr>
<tr>
<td>METEF</td>
<td>Vocational and Technical Education Fairs</td>
</tr>
<tr>
<td>MLO</td>
<td>Curriculum Laboratory Schools</td>
</tr>
<tr>
<td>MLSS</td>
<td>Ministry of Labor and Social Security</td>
</tr>
<tr>
<td>MONE</td>
<td>Ministry of National Education</td>
</tr>
<tr>
<td>MPM</td>
<td>National Productivity Center</td>
</tr>
<tr>
<td>ODTÜ</td>
<td>Middle East Technical University</td>
</tr>
<tr>
<td>ÖME</td>
<td>Student-Centered Education</td>
</tr>
<tr>
<td>OPQ</td>
<td>Occupational Personality Questionnaire</td>
</tr>
<tr>
<td>ORGM</td>
<td>General Directorate for Special Education, Guidance and Counseling Services</td>
</tr>
<tr>
<td>ÖSYM</td>
<td>Student Selection and Placement Center</td>
</tr>
<tr>
<td>PDRDER</td>
<td>Turkish Psychological Counseling and Guidance Association</td>
</tr>
<tr>
<td>POGM</td>
<td>Planned School Development Model</td>
</tr>
<tr>
<td>RAM</td>
<td>Guidance and Research Centers</td>
</tr>
<tr>
<td>SEM</td>
<td>Continuous Education Center</td>
</tr>
<tr>
<td>SIS</td>
<td>State Institute of Statistics</td>
</tr>
<tr>
<td>TESK</td>
<td>Turkish Tradesmen and Craftsmen Confederation</td>
</tr>
<tr>
<td>TISK</td>
<td>Turkish Confederation of Employer Associations</td>
</tr>
<tr>
<td>TKY</td>
<td>Total Quality Management</td>
</tr>
<tr>
<td>TOBB</td>
<td>Turkish Association of Chambers and Bars</td>
</tr>
<tr>
<td>TODAIE</td>
<td>Turkey-Middle East Public Affairs Administration Institute</td>
</tr>
<tr>
<td>TÜRK-IS</td>
<td>Turkish Workers Unions Confederation</td>
</tr>
<tr>
<td>TÜSSIDE</td>
<td>Turkish Industrial Management Institution</td>
</tr>
<tr>
<td>YÖK</td>
<td>Board of Higher Education</td>
</tr>
<tr>
<td>YÖRET Foundation</td>
<td>Foundation for Introducing Guidance and Training Guides in Higher Education</td>
</tr>
<tr>
<td>YURT-KUR</td>
<td>University Students Accommodation Institute</td>
</tr>
</tbody>
</table>
1. CONTEXT

Please provide a brief (no more than two pages) outline of the main features of the education and training system in your country, and the economy, social structure and culture, which are likely to influence (a) the way in which individuals’ career decisions are made and (b) the role of career information, guidance and counseling (MBRD) services.

Education

At the 2000 census, the population of Turkey was 67,803,927. It is the second largest country in Europe in terms of population. More than 60% of the population resides in cities. The rate of population growth is approximately 1.5%. 70% of the population is below 35 years of age.

Table 1 shows the number of students in private and public institutions from preschool to higher education. Students constitute 25.3% of the population. The number of teachers in preschools, basic and secondary education schools is 528,738.

Table 1: Actual and projected number of students

<table>
<thead>
<tr>
<th>Education levels</th>
<th>1996-97</th>
<th>2000-01</th>
<th>2004-05a</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-primary education (age 3-5)</td>
<td>Number of students</td>
<td>174,710</td>
<td>258,706</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>6.8</td>
<td>10.7</td>
</tr>
<tr>
<td>Basic education</td>
<td>Number of students</td>
<td>9,011,654</td>
<td>10,460,219</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>88.9</td>
<td>102.2</td>
</tr>
<tr>
<td>Upper secondary education (total)</td>
<td>Number of students</td>
<td>2,138,298</td>
<td>2,606,994</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>54.7</td>
<td>67.2</td>
</tr>
<tr>
<td>General upper secondary education</td>
<td>Number of students</td>
<td>1,158,095</td>
<td>1,704,279</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>30.8</td>
<td>43.9</td>
</tr>
<tr>
<td>Vocational and technical education</td>
<td>Number of students</td>
<td>980,203</td>
<td>902,715</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>23.9</td>
<td>23.3</td>
</tr>
<tr>
<td>Higher education (total)</td>
<td>Number of students</td>
<td>1,303,188</td>
<td>1,607,388</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>22.4</td>
<td>28.7</td>
</tr>
<tr>
<td>Formal higher education</td>
<td>Number of students</td>
<td>839,993</td>
<td>1,091,805</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>14.4</td>
<td>19.5</td>
</tr>
<tr>
<td>Open higher education</td>
<td>Number of students</td>
<td>463,195</td>
<td>515,583</td>
</tr>
<tr>
<td></td>
<td>Schooling ratio (%)</td>
<td>8.0</td>
<td>9.2</td>
</tr>
</tbody>
</table>

¹ Targets of the Eighth Five-Year Development Plan

Sources:
MoNE: National Education Quantitative Data (1996-97, 2000-01), Ankara

According to the Basic Law on National Education No.1739, the Turkish education system comprises three main structures: pre-school education; basic education; and general secondary education and vocational secondary education. These include both public and
private educational institutions. The Ministry of National Education (MONE) which is responsible for the services concerned consists of two main organizational structures: central and provincial. The administrative structure of the Ministry is centralized, like other public institutions in Turkey. However, regulations have been made recently to delegate authority on some topics to provincial directorates of national education, and this administrative approach is becoming increasingly prevalent. Within this system, guidance services and special education services are organized under the General Directorate for Special Education, Guidance and Counseling Services (ORGM) (MONE, 2001). The program structure of the Turkish education system has been criticized on the grounds that its lack of flexibility and its being heavily content-based make it difficult to address the individual interests and talents of students. Accordingly, in its 2001-05 Operational Program, MONE has made provision for arranging more flexible and student-based vertical and horizontal transfers between general and vocational/technical secondary education programs and for developing career orientation and guidance services.

Parallel with the rapid social change, the idea that the main form of education is school has changed. In line with this, MONE has been giving emphasis to developing, extending and restructuring the non-school education and learning system in the context of lifelong education, and shifting the focus of education from formal education to continuous learning. The 16 non-formal institutions affiliated to MONE provide people of all age groups with various types of services, including literacy courses, apprenticeships, vocational courses, and distance education.

Social structure, culture and economy

In Turkey, the cultural value attached to education is considerable. Compulsory education was extended to 8 years (ages 6-14) in 1997. It is known that about 7.2 million people in the general population are illiterate. Given the fact that the age balance of the population is young, the overall educational level is low, and the society is a rapidly changing one, the population at the age of formal education needs guidance to explore themselves better and to develop their talents and abilities. MBRD services are being developed and spread in the light of this fact. The large population creates various difficulties in this respect. Individuals now have fewer opportunities than in the past to become familiar with careers by observing, practicing and experiencing them. People at the point of choosing a career do not have the chance to observe the practices of many professionals. This is exacerbated by the pace of technological advances, the changes in socio-economic life and in the division of labor, changing values, and the conflict between various psychological needs whether conscious or unconscious, all of which prevent the individual from seeing the opportunities that are currently available. Accordingly, development and implementation of career counseling services are necessary to enable individuals to come to realistic decisions about the selection of a job and career.

For adults, too, the need for career information and guidance is growing. But this need has not yet been widely converted into demand. The role of public employment services is not widely known or understood. Information on the diversity of career opportunities and in particular on relatively new career paths has not been widely disseminated.

A further problem in Turkey is the extent of the informal economy. It was estimated by Altug (1994) that the revenue from this sector represented 34% of the country’s business revenue, as compared with about 10% in developed countries. Many children and adults work in this sector – including agriculture, construction, piecework at home, the textile industry and street work – as their main source of livelihood, with long hours, low wages, and no social security or trade-union protection (Karabulut, 1998).
After Turkey entered the European Union (EU) Customs Union in 1996, manufacture and industry exports increased, and with it the need in these industries for labor competent to work with modern machines at international standards (particularly European standards). The need for professional skills required by international markets has also increased.

The 8th Five-Year Development Plan, within the framework of harmonization with the EU, proposes that the quality of the manpower in Turkey should be improved in line with technological advances and that its employment potential should be developed. In the context of this plan, a growing understanding has recently developed that orientation and career guidance services comprise one of the catalysts that will ensure the balancing and integration of society, economy, education and the individual. In dynamic developing societies like Turkey, intensive changes can be observed in the labor market and in jobs and careers. These changes, particularly in qualification requirements, can cause career maladjustments and require individuals to gain extra qualifications if they are to succeed. Discrepancies can grow between the education and training system and the actual requirements of the labor market. A need thus arises to regulate the provision of education and training opportunities so that they respond more effectively to demand. However, the size of Turkey and the significant differences between regions complicate and slow down this process of regulation.

The number of unemployed people has recently increased following the economic crisis of 2000 and reached 2,217,000 in the year 2002. The unemployment rate for 2002 was 9.6% in the country as a whole and 13.9% in non-agricultural sectors (as compared with 6.9% and 10.7% respectively in the previous year). 21.9% (486,000 people) of the unemployed were people who had been made redundant; 15.2% (337,000 people) were people seeking their first employment. The rates of unemployment in urban areas were 13.5% in the general population, 12.5% among men and 17% among women; the rates in rural areas were 4.5%, 5.9% and 2.3% respectively. In order to provide job opportunities to unemployed people, career information and guidance are needed (SIS, 2002).

Since choices of job and career as well as of training are not made through a systematic process of orientation in Turkey, many individuals have jobs which they have chosen unwillingly or by chance. This leads to such problems as frequent job changing, job dissatisfaction, lack of job motivation, and reduced productivity. These problems not only affect negatively the enterprise for which the individual works, the sector and the country’s economy, but also reduce national competitiveness.

The Turkish economic growth that began in March 2002, following the binding agreements signed with the IMF after the economic crisis, has continued. With the 7.8% increase in national revenue in the third three-month period of 2002, total growth reached 6.2% for the first nine months of the year. This supports the estimate that the year 2002, at the beginning of which a growth rate of 3% was targeted, would end with a growth rate of over 6%. With such economic growth, it may be expected that employment, and therefore the need for career information and guidance, will increase as well.

2. OVERVIEW

Please give a brief (no more than two pages) overview of the national structure for MBRD services in your country.

- Briefly outline the history of career guidance services in your country: when they started, and major changes which have taken place since then.
In Turkey, MBRD services are carried out in various contexts by MONE, by the Turkish Employment Organization (ISKUR) which is an affiliated institution of the Ministry of Labor and Social Security (MLSS), by universities, by the private sector, and by trade unions and employer associations.

**History**

MONE and ISKUR provide most of the current services. The first significant development in relation to guidance services was the resolutions of the Board of Public Affairs in 1898 regarding training sufficient numbers of qualified labor. Guidance initiatives within education began in the 1950s with the founding of the Testing and Research Bureau in MONE in 1953/54, the beginning of guidance programs in two secondary schools in Ankara in 1955, and the establishment of Guidance and Research Centers (RAM) in six cities in 1959. Within the “planned development” approach adopted in the 1960s, recognition of the role of education in training manpower paved the way for guidance services to acquire increased importance.

The National Education Summits that submit recommendations for the development of the Turkish national education system first addressed the topic of guidance in 1961; guidance has been a topic of interest at all subsequent summits. Specifically, the VIIth, VIIIth, IXth, Xth, XVth and XVIth summits all discussed guidance services and the importance of the qualifications of the staff in these services; the XVth summit recommended that orientation should focus strongly on the 9th grade. The decisions of these summits were accepted as recommendations and created pathways for policy development.

The objective of improving the educational system and the problems caused by the large number of students seeking to enter university led to the establishment of guidance services in all schools in the academic year 1970/71. This has led to such developments as the designation of the 9th grade as the orientation grade (at the end of which courses are chosen according to the interests, abilities and success levels of students), the utilization of testing and assessment techniques in guiding students to higher education and to working life, and supporting this process with guidance activities. Another important development is the resolution stating that guidance services should be staffed by those who have a degree in the field of guidance and psychological counseling.

ISKUR, another important public institution, also has a principal role in the delivery of MBRD services. ISKUR began career orientation activities in 1951 on the basis of the principles of Career Orientation Letter of Recommendation No.88, approved by the International Labor Organization. Within the context of a Turkish Labor Institution Reorganization Project which aimed at providing a more active and modern structure for ISKUR and was carried out in collaboration with the German public employment services, Job and Career Information Centers were founded in five cities in 1992. This was linked to a policy of systematizing information resources and transferring them to relevant units. The first full Job and Career Counseling Service was set up in 1993 in Ankara. In a loan agreement signed between the Ministry and the World Bank, steps were taken to make job and career counseling services more active and to extend them to other cities within the context of the third part of the Employment and Education Project conducted by ISKUR. Currently, alongside the 81 employment offices across the country, there are 43 Career Information Centers (MDM) operating in 39 provincial directorates, and 17 Job and Career Counseling Services (IMD) operating in 16 provincial directorates: these centers and services cover 41 of the 81 provinces. They offer information about jobs, training and working life to those who need such information. The 17 services offer more comprehensive services including individual and group activities, whereas in the 43 centers only documents and
written materials are provided. The services were set up according to the availability of the necessary physical amenities and also of qualified personnel with relevant undergraduate degrees and with in-service training provided by Ankara University as part of the World Bank project.

- **Describe the principal current service providers, indicating the extent to which the provision of career information, guidance and counseling overlaps with or is integrated with other services.**

The guidance and psychological counseling services in MONE integrate educational, vocational and personal/social guidance services. Vocational guidance services at schools are thus mainly provided by the school’s guidance and psychological counseling service. RAMs in cities undertake coordination responsibilities with respect to guidance services, including vocational guidance services. The Provincial Directorate for National Education Special Education and Guidance Services Branch, the Provincial Directorate for National Education, and MONE’s ORGM, are the structures that ensure provision of these services. MONE is currently the main MBRD service provider.

MONE’s MBRD services are coordinated with the career guidance and information services offered by ISKUR. The work is conducted within the framework of a “Protocol for Cooperation in Career Counseling Services” agreed by MONE and MLSS in 1992.

The employment and career counseling services carried out by ISKUR include matching the qualifications of individuals with job requirements, and helping to solve problems in a process through which the individual chooses the career that best fits their inclination and situation, acquires the educational qualifications required for this career, is placed in a job and adjusts to it.

Universities, too, have Guidance and Psychological Counseling Centers. Three universities also have career planning centers.

Among public institutions, the Turkey-Middle East Public Affairs Administration Institute (TODAIE), the Turkish Industrial Management Institute under MONE and the Turkish Scientific and Technical Research Institution (TÜSSIDE), the National Productivity Center (MPM), the Directorate for Developing and Supporting Small and Medium Scale Industrial Enterprises (KOSGEB) and the Continuous Education Center (SEM), in cooperation with MONE, provide non-formal education services to their employees to help their career development. These services do not currently, however, include significant career guidance components.

- **Indicate how responsibility both for managing and for funding information, guidance and counseling services is divided: between different ministries (e.g. MONE and MLSS), between different levels of government and between government and other providers.**

How the services are provided by the two ministries involved has been explained above. Parts of institutional budgets at different levels of government are allocated to MBRD services. Provision of such services, and preparation of the necessary information resources, require cooperation between various public and private institutions.

MONE is responsible for funding services in its schools and institutions.

Universities make disbursements for their guidance services from the budgets allocated to them by the State.

ISKUR is limited by the budget allocated to it by the state. From this budget it allocates funds to developing, disseminating and updating career information sources, to job
and career counseling services and to the staff costs of personnel working at MDMs and IMDs.

3. POLICY FRAMEWORK

- **How important is legislation in steering information, guidance and counseling services in your country? Please briefly describe the main pieces of legislation that directly affect information, guidance and counseling services, quoting any short key extracts that are particularly important.**

All guidance services in Turkey are carried out on a formal legal basis and via institutional structures based on this legislation. The main pieces of legislation related to the relevant MONE services are as follows:

- **The Basic Law on National Education, No.1739**
  
  Article 2: The overall objectives of Turkish National Education are to educate all individuals of the Turkish nation so as to develop their interests, talents and abilities and prepare them for life by providing them with the necessary knowledge, skills and behaviors and with the habit of working together and to enable them to have an occupation which will make them happy and contribute to the happiness of society; …

  Article 6: During their education individuals shall be oriented towards various programs or schools to the extent and in the direction of their interests, talents and abilities. The National Education System shall be organized so as to ensure such orientation in all respects. Services of guidance and objective methods of measurement and assessment shall be used in orientation and in measuring success.

  Other articles related to MBRD services are Articles 23, 27, 28 and 30.

- **Law on Eight-Year Compulsory Education, No.4306**
  
  The law states: “In the second semester of the last academic year of basic education, introductory information shall be given as to the schools and programs students can attend in secondary education, the occupations they can choose after completing such programs, the living standards these occupations can provide them with and the business life; necessary efforts shall be made by the guidance services to help them give the correct decision when selecting an occupation.” Particular emphasis is laid on orientation services.

- **Vocational Training Law, No.3308 (amended by Law No.4702)**
  
  This law has a fundamental place in the regulation of vocational training.

Other relevant policy documents include:

- **European Union (EU) standards**
  
  Turkey aims at reaching EU standards in the field of education in the shortest time possible through projects and programs like the Project on Modernization of Vocational and Technical Education Institutions supported by the European Union, the Basic Education Project supported by the World Bank, and the Project on Strengthening the Vocational and Technical Education and Training System approved by EU and its Socrates, Leonardo and Youth for Europe Programs. The Improvement of Vocational and Technical Education Project is being conducted with a view to ensuring coordination between vocational education and the qualified work force demanded by the private sector, filling the gap between the two and making the changes required to conform to EU standards.

- **National Program**
The National Program provides the general framework for Turkey’s vision of the efforts to be undertaken in the process of harmonization with the EU. It includes, under the subtitle “Education and Vocational Training”, a draft “Law on National Occupational Standards”. The draft regulates vocational standards and provides for the establishment of an Occupational Standards Institution (with representation from employee, employer and state institutions, to ensure mutual recognition of vocational qualifications and to set standards for vocational education and training. However, the draft has not yet become law. The draft is available at www.iskur.gov.tr.

- **Eighth Five-Year Development Plan (2001-05)**
  According to this plan, National Education will become a system that teaches ways and methods of acquiring information within an approach of continuous lifelong learning for everyone, that provides efficient guidance services, and that enables vertical and horizontal transfers at all levels of education. National Education will be reorganized so as to be appropriate for occupational standards in the labour market, prioritizing education geared towards production, and observing equality of opportunity for all students without exception. An efficient orientation system will be set up and the system will be based on student assessment techniques through computerized guidance at all levels of education, beginning from the later stages of basic education, and focusing on the development of the unique interests and abilities of the students.

- **Decree having the force of law on special education**
  The principles of special education are regulated by this decree (1997). Article 22 of the decree reads as follows: “Guidance and psychological counseling services set up in educational institutions to deliver guidance and psychological counseling services to individuals attending formal and non-formal educational institutions provide these services to individuals who need special education in accordance with their needs and properties.” This article regulates guidance provision for children and adults who need special education.

- **MONE guidance and psychological counseling services regulations**
  These regulations state all the principles and properties of the services to be provided in this field, the nature of the services themselves, the tools to be used in the provision of services and the principle of families’ participation in the process. Operation of the services in both formal and non-formal education is included in the regulations. Services in secondary education concentrate on: orientation to higher education and occupations; development of efficient learning and study skills; raising awareness about occupations and the requirements of occupations, careers and working life; evaluation of individual traits and raising self-awareness; sustaining individual and social development; and preparation for adult life. Guidance and psychological counseling services in non-formal education cover: orientation to a job or career; preparation for working life; and support for individual and social development.

- **Vocational and technical secondary education regulations**
  According to these regulations, guidance and psychological counseling services are established to offer guidance services and the tools required are prepared for use.

- **Basic education regulations**
  These regulations outline the aims of basic education. They include provision that will: help students to explore their interests and talents; facilitate their career choice; help the students to get prepared for a career that will enable them to earn a living through production and contribute to economic development; and enable them to acquire the behaviors that will make it easier to have a career and to adjust to it.

- **Secondary education regulations for passing a class**
  These regulations stress the principles of ensuring that each student is oriented to develop and progress in accordance with their interests, talents and achievement level, and
that class teachers work in close cooperation with the school guidance service. It is also stated in these regulations that programs will be conducted with a view to preparing students for both higher education and careers, for both life and work.

- **Vocational and technical education regulations**

In these regulations it is stated that programmed school visits shall be organized by directorates of vocational and technical education for schools and institutions; that workshops and laboratories shall be shown; that seminars, conferences and symposiums shall be organized to explain the relationship of vocational and technical education to the workforce and to employment; that visits to vocational and technical education fairs shall be arranged; that career fields shall be introduced with posters, pamphlets and audio-visual educational tools; and that surveys shall be made to discover the vocational tendencies of students, with a view to orienting students in the eighth grade of basic schools to vocational and technical education.

Principles governing the establishment, operation and supervision of formal apprenticeship schools and non-formal vocational and technical training schools are regulated through the provisions in the Basic Law on National Education No.1739, the Law on the Organization and Duties of Ministry of National Education No.3797, and the Law on Vocational Training No.3308. The functions of special vocational and technical education institutions are regulated by the provisions of the Law on Special Education Institutions No.625, in addition to the laws outlined above.

ISKUR provides career orientation services in accordance with:

- A decree having the force of law on the Establishment and Duties of the Turkish Employment Organization, No.617. Article 3 paragraph (i) includes provision “to perform career orientation services, to provide job and career counseling services, to implement education programs aiming at developing job-search skills, to provide psychological counseling services via career counseling centers…”.
- Article 10 of the same law includes provision “…to expand and enlarge career orientation system gradually, to provide and improve guidance service, to offer employment and counseling services, to implement educational programs towards developing job-search skills”.
- Paragraph (i) of article 6 of the Career Orientation Letter of Recommendation No.88, approved by the International Labor Organization (ILO), includes provision “to register job applicants; to note their occupational qualifications, experiences and inclinations; to ask them questions for job placement; to examine their physical and occupational qualifications, if necessary; to help them in career orientation, career development and career re-adjustment, if necessary”.
- Article 3 of the Agreement on the Place of Career Education and Orientation in Assessment of Human Resources, No.142, states that: “Each member shall gradually make career guidance services, including continuous supply of employment information, more widely available in order to ensure that guidance is as accessible as possible and to provide extensive information to all children, youth and adults, including special programs for all people with disabilities. This information and guidance shall include levels of responsibility in career choice, career education and learning opportunities, expectations of employment, promotion opportunities, working conditions, occupational security, hygiene, economic, social and cultural activities and other aspects of the various sectors of working life”.
- Article 9 of Part 1 of the European Social Charter states that: “Each individual is entitled to appropriate career orientation opportunities which will help them choose a career that is appropriate for their personal interests and talents”.
- Article 4 of Part 2 of the European Charter states that: “The contracting parties undertake provision and improvement of appropriate career orientation, education and rehabilitation services to ensure that the right to work is actively enjoyed”.

The Turkish Employment Organization is established by a decree with the force of law issued in the Official Gazette No.24190 dated 4 October 2002. Article 30 and the ensuing articles of this decree regulate the establishment, duties, authority and responsibilities of private employment agencies. These articles, which were expected to enter into force on 1 September 2002, did not do so, and have not been implemented because of their annulment by the Constitutional Court and because no other legal arrangement has been made.

In accordance with the Law on Unemployment Insurance No.4447, Career Development, Change and Insertion Regulations relating to the unemployed came into force on 23 December 2000 after being published in the Official Gazette. These regulations arrange provisions about the education and job placement of insured unemployed in careers needed by the labor market, facilitating their process of job search and providing services to help them set up their own business. Reimbursements of unemployment benefits in the most recent nine months for which data are available are given in Table 2. As can be seen by comparing these figures with the total number of unemployed people (Section 1), the proportion of the unemployed who are entitled to such benefits is still low.

| Table 2: Unemployment insurance reimbursements (March-November 2002) |
|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|            | March       | April       | May         | June        | July        | August      | September   | October     | November    |
| Number of people receiving unemployment reimbursement | 5,710       | 13,126      | 20,463      | 26,472      | 32,902      | 36,068      | 39,333      | 39,692      | 40,637      |
| Amount of reimbursement (billion TL) | 1,254.87    | 2,413.77    | 3,212.91    | 3,842.78    | 4,914.75    | 5,150.41    | 6,204.26    | 6,391.67    | 6,566.11    |

Source: www.iskur.gov.tr

- **What are the key objectives and goals of national policies for information, guidance and counseling services in your country? Please indicate any differences in objectives and goals that might exist between Ministries.**

The MBGD policies of MONE are closely linked to the overall policies, aims and objectives of education. As noted earlier in this section, it was stated in the Eighth Five-Year Development Plan (2001-05) that in order to provide a lifelong learning perspective in education, education shall be re-arranged so as to: include efficient guidance services; enable vertical-horizontal transfers in secondary education; be appropriate to vocational standards in the labour market and be geared towards production; and observe equality of opportunity for all students. As for career guidance, an efficient orientation system shall be set up and the system shall be based on student assessment techniques through computerized guidance at all levels of education and shall also prioritize the development of talent.

Policies which especially influence career guidance services provided by MONE include the identification of employment-education needs on a sectoral basis in the short, medium and long term, establishment of an equilibrium between education and employment, and sustaining a lifelong learning approach. In this context, the basic aims of the career guidance services are to help students to plan and choose their careers at the appropriate time and in accordance with their talents, to support them in their career development, to ensure the establishment and use of information-communication systems in career guidance services,
and to foster the preparation of students for working life through orientation and vocational training related to the needs of the labor market.

The aims of ISKUR include providing career guidance services to students and employment counseling and placement services to adults (see next sub-section).

The National Program which provides a general framework for the views of Turkey about the efforts it will undertake in the process of harmonization with EU is the principal road map for the country’s legal and institutional structures in the near future. There are no discrepancies between the aims and objectives of the two Ministries. Coordination between them gained a formal status through the “Protocol for Cooperation in Career Guidance Services” signed in 1992 between MONE and MLSS. Working groups have been set up to implement this protocol. These groups identify the schools to which services will be provided and the work to be carried out. Within the protocol, orientation work can be conducted within the school structure. A Follow-Up, Evaluation and Implementation Commission formed in accordance with the protocol convenes biannually and evaluates the reports and programs of the working groups, identifying what is needed for more efficient cooperation.

- Are services targeted at particular groups (e.g. school students; young people; tertiary education students; unemployed people; those receiving social welfare services; refugees; members of ethnic minorities)? What is the rationale for such targeting? How are such priorities or targets expressed? Give details, for example, of any legislation that provides rights or entitlements to services for particular groups; or of active strategies used to ensure access to services from the targeted groups.

The target group of MONE’s career guidance services consists of all students in formal education, including pre-school, basic education and secondary education. A recent item on MONE’s agenda is structuring these services so that they are appropriate for all trainees in non-formal education as well. This approach is based on the notion of lifelong career services as an extension of lifelong learning, and also on data and suggestions about the educational needs of the society. The Basic Law on National Education, No.1739, determines the selection of target groups.

The chief strategy of MONE in making career guidance services available to its target groups is to set up units for providing services to local educational institutions (like guidance and psychological counseling services in schools) and to assign qualified staff to these units. The close relationship now identified between guidance services and teaching is allocating new roles and duties to teachers. Class teachers now play a significant role in the process, providing the necessary services to address the problems of their students in consultation with the guidance practitioner at their school, including relations with parents, and guidance including career guidance. Given the insufficient number of guidance counselors, this approach is being found to be both necessary and useful for disseminating developmental guidance services.

Centers affiliated to the General Directorate for Apprenticeship and Non-Formal Education inform apprenticeship candidates, apprentices, students and trainees about careers and carry out career guidance and training activities in relation to them.

The target group of ISKUR is composed of: students who are at the point of choosing a career, namely basic school students who are about to graduate and secondary school students; young people who want to participate in working life after basic education and who can be oriented to apprenticeship training; as well as adults who have difficulty in finding a job, who cannot adjust to work life, who want to enter a job/career, who want change their job/career and who want to progress in their career. Job and career counseling services
provided by ISKUR aim at systematically helping individuals to utilize educational opportunities, to relate their qualifications to the requirements of jobs, to choose the job or career that is appropriate for their inclinations and talents, to find employment and to adjust to the job. Thus ISKUR operates to enable young people to choose the right career and to work in environments conducive to their vocational development. Conferences and sessions are organized to provide guidance on how to develop necessary skills for finding a job. These activities are also targeted to senior students of vocational high schools and universities, and to soldiers who are about to complete their military service (all males are expected to serve in the military for 18 months or, in the case of university graduates, 8 months). In addition, MBRD services are conducted with the unemployed within the context of the Law on Unemployment Insurance, No. 4447, mentioned in previous sections. ISKUR also helped Turkish people who emigrated from Bulgaria between 1989 and 1993 to acquire vocational skills and find jobs.

The Turkish Confederation of Employer Associations (TISK) founded the TISK Working Children Bureau to provide health and education services to working children and to institutionalize the projects it has been carrying out since 1993. These include guidance services. Information on all TISK projects directed towards working children is available at www.TISK.org.tr.

The Labor General Directorate of MLSS has carried out significant activities since 1992, when Turkey joined the ILO/IPEC program. These efforts are directed towards children working in industry, in rural areas, in domestic service, and in the streets, and aim at ensuring cooperation and coordination, setting up a national policy, conducting research, forming an institutional structure, conducting awareness raising and sensitizing activities, carrying out educational activities and providing examples. Detailed information about the projects is available at www.calisancocuklar.gov.tr.

Some municipalities and NGOs also have programs for street children, some of which include guidance components.

- What are the major social, educational and labor market influences that are currently shaping national MBRD policies?

In all resolutions and efforts connected with career guidance services as an extension of its general education policies, MONE asks the opinions of and takes suggestions from various sections of the society, such as the institutions and organizations concerned and other non-governmental organizations.

Adoption of the following approaches and policies put forward in the 2001-05 MONE Operational Program under the Eighth Five-Year Development Plan fosters the development of career guidance services in the system:

- Planning of lifelong learning in relation to labor market effects.
- Regulation of secondary education in a way that prioritizes integrated vocational and technical education.
- Vocational education being viewed as a basis for employment.
- Student-centered and aptitude-based education.

In the context of EU policies issued in relation to the EU transition period and Turkey’s National Program for harmonization with the EU, the structuring of career guidance services in the direction of EU resolutions and standards, and the systematization of these services in education, have been put on the agenda and efforts to address them initiated.
MONE’s Directorate of the Board of Research, Planning and Coordination collects data, opinions, suggestions and evaluations from the entire organization before each term for the term’s development plans and operational, and arranges them as a whole. These are reflected in the country’s development plans and in the Ministry’s operational program in each new term.

Another important source in this respect is the National Education Summits that convene at different periods according to conditions in the country. Representatives of universities, labor market organizations, public and private education institutions, other relevant public institutions and non-governmental organizations, all take part in these summits both in the preparation of preliminary reports before the summit and in developing conclusive resolutions during the summit. Several summits have paid attention to guidance services (see Section 2).

- Which method(s) does the government use to fund MBRD?

According to the arrangements made by Article 32 of the Law on Vocational Education, (1) the profits from revolving fund managements within the Ministerial structure, (2) revenues obtained from the sale of goods produced by education and teaching in institutions affiliated with MONE, and (3) donations, aids and all other kinds of revenues, are all deposited in the account of the MONE Central Accounting Office to be used to finance services and activities that aim at developing and spreading apprenticeships and other forms of vocational and technical training. These amounts are recorded as a special revenue to the general budget by the Ministry of Finance on the one hand, and as a special allowance to arrangements in the budget of MONE on the other.

Amounts that are registered in this way are utilized in order to make vocational and technical education more widespread through formal apprenticeships and non-formal education and training, to improve the quality and quantity of manpower, and to carry out activities that will increase the productivity of programs related to in-service training and preliminary vocational and technical training.

Expenses of the job and career counseling services that have been improved and spread by ISKUR since 1991, and expenditure on materials and on meeting the training needs of staff, are met by the “Project for Reorganization of Turkish Labor Organization” and the “Project for Employment and Education” which were mentioned earlier. No specific resources are allocated from the general budget approved annually by the Turkish Grand National Assembly to ISKUR to be used specially for MBRD services. Therefore, expenditures on MBRD services and staff are met from ISKUR’s own general resources.

- Are individuals required to meet some of the costs of government MBRD services? If so, what sorts of clients are asked to pay, and what is the typical level of fees charged?

MONE does not demand any payment from individuals for the provision of MBRD services. ISKUR job and career counseling services are also free of charge.

- Describe what cost and expenditure data are available to government – for example, on the relative costs of different delivery methods, or the cost of achieving particular outcomes, or the costs of providing services to particular types of clients – when making policies for MBRD services.

No information is available on this topic.
Provide the best available estimates of the cost (most recent year) to governments of providing MBRD services. If possible, provide information on: the ways in which the cost is divided between different Ministries and between different levels of government; trends in cost over time; and costs broken by type (for example: staff costs; information production costs; capital and equipment costs). If such data are not available, indicate why.

These kinds of data are not available. This is because the sources allocated to ministries from the state budget are spent by ministries as general items covering a variety of services. Criteria and cost items are not divided according to service types in the MONE budget procedures. The items and criteria valid in schools are students, classes, buildings, stationery, movables, fuel etc. Table 3 below shows the share of educational expenses in the general budget.

Table 3: Share of educational expenses in the general budget

<table>
<thead>
<tr>
<th>Year</th>
<th>Share of educational expenses in the general budget</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MONE</td>
</tr>
<tr>
<td>1992</td>
<td>2.75</td>
</tr>
<tr>
<td>1993</td>
<td>2.88</td>
</tr>
<tr>
<td>1994</td>
<td>2.41</td>
</tr>
<tr>
<td>1995</td>
<td>1.73</td>
</tr>
<tr>
<td>1996</td>
<td>1.71</td>
</tr>
<tr>
<td>1997</td>
<td>1.74</td>
</tr>
<tr>
<td>1998</td>
<td>2.34</td>
</tr>
<tr>
<td>1999</td>
<td>2.70</td>
</tr>
<tr>
<td>2000</td>
<td>2.70</td>
</tr>
<tr>
<td>2001</td>
<td>2.64</td>
</tr>
</tbody>
</table>

Source: MONE, National Education 2001

It is not possible to provide data on the special budget and expenses for MBRD services within the budget and investment operations of MONE. ORGM budget figures (covering special education, and guidance and psychological counseling services) may, however, give an idea of their extent:

- MONE 2001 fiscal budget: 4,046,305,625,000,000 TL (US$2,528,940,000)
- ORGM budget: 26,890,500,000,000 TL (US$16,806,000)
- ORGM share of MONE budget: 0.66%

- MONE 2002 fiscal budget: 7,400,301,000,000,000 TL (US$4,625,000,000)
- ORGM budget: 57,112,000,000,000 TL (US$35,695,000)
- ORGM share of MONE budget: 0.77%

These amounts and rates also cover the RAMs, which are sub-provincial units undertaking ORGM guidance services across a number of schools (see Section 4.1 below), and private education schools and institutions. Within this amount, the RAMs annually receive an average of a quarter of the ORGM allowances. Guidance and psychological
counseling services within educational institutions are dependent on the budgets of schools/institutions, and their costs are included in the total school/institution budget. The general budget items used are:

100 - Staff expenses
200 - Travel allowances
300 - Purchase of services
400 - Purchase of consumption goods and materials
500 - Purchase of movables
600 - Machinery, equipment and vehicle purchases
700 - Building, construction, facility services and maintenances
800 - Representation, entertainment (rarely used)
900 - Boarding school, pension expenses

- Describe any ways in which MBRD professionals are involved in the development of policy: for example, through formal roles for professional associations in policy formation; or through providing feedback to opportunity providers (e.g. educational planners) on unmet needs evident from the guidance process.

Almost all of the employees working in the MBRD field are employed as public workers. Therefore they express their opinions through the channel of the ministry under which they work, within the organizational structures of their institution. There are also associations and foundations with which workers in the sector are associated. However, non-governmental organizations operating in this field do not have an active role in the formation of policy. This is due to the lack of active participation channels between public institutions and these organizations, and also to the lack of realistic recommendations and goals proposed by these organizations. There is no authorized professional institution (like the chamber of doctors or the bar) founded by law in the field of career guidance. As for the work conducted by the Ministry, cooperation with associations and foundations concerned with guidance in terms of aims and activities (the Turkish Psychological Counseling and Guidance Association (PDRDER), the Turkish Psychologists Association, and the YÖRET Foundation – see Section 5) is initiated when this is considered necessary.

4. THE MAIN GUIDANCE SERVICES

4.1 Schools

- At what stages within schools are key decisions made between levels and fields of study? To what extent are these decisions made by schools on the basis of tests and other assessments, or by students and parents supported by guidance? Where the latter is the case, how is the guidance provided and by whom?

- Preschool education

Preschool education programs include such objectives as raising awareness in terms of careers, raising awareness in terms of the jobs and careers of family members, introducing jobs and careers that attract the attention of the individual, and raising awareness about various roles in life. Guidance services in preschool education programs are provided by teachers. The number of teachers in public and private institutions in this sector is 14,525.
• **Basic education**

Children enter basic education at the age of 6 and usually remain there until the age of 14. The average class size is 42. MBRD services in the 1st-5th grades are provided by guidance services in cooperation with the class teacher within the framework of the curriculum and the “school guidance services operational program”. From the 6th grade, there is some curricular differentiation for different groups of students. Most teachers in the 6th, 7th and 8th grades are assigned at the beginning of the academic year to act as class guidance teachers. The school guidance counselor in basic education works in a School Guidance Services Unit. This unit provides information to students in the second term of the 8th grade on which careers can be pursued after which secondary education programs and what standard of life can be expected from these careers.

An Academic Self Concept Scale is used to help 8th grade students to discover their interests and talents and to help them choose the most appropriate academic program, including the choice between general secondary education and vocational/technical education, and the choice between science/mathematics, literature and social sciences in the general secondary education programs. Tests and techniques (see Section 4.8) are employed to help students know themselves better and to decide on the education programs they wish to attend. Cooperation between school guidance services and class guidance teacher is necessary for the implementation of these tests and techniques. The responsibility for choosing the academic program that will be attended lies ultimately with the parents and the student.

• **General secondary education**

In secondary education, there is a total of 1,489,865 students (54% boys and 46% girls) aged 14-17 in a total of 2,111 schools. Of these schools, 1,580 are general high schools, 425 are Anatolian high schools, 58 are science high schools, and 48 are fine arts high schools. The students of the last three schools are chosen through an examination. In general secondary education, career guidance services are provided at each grade, except the foreign language preparatory grade. Students are guided to one of the following fields: sciences, social sciences, Turkish, mathematics, foreign languages, arts (painting/music) and sports.

Career guidance is mainly focused around entry to higher education. Pressure to gain university places is intense; schools are ranked in public league tables in terms of their level of success in the university entrance examinations (see Section 4.2). The relationship of the main fields of study to higher education is presented in the 9th grade (which is regarded as an orientation grade); examination and evaluation of possible careers is covered in the 10th grade; and information about higher education choices, and preparation for entry to jobs and careers, are given in the 11th grade. Instruments administered by guidance counselors include the Academic Self-Concept Scale, the Career Maturity Scale, the Self-Exploration Questionnaire, and BILDEMER 2000 (prepared by the Student Selection and Placement Center (ÖSYM) to help the students to explore their interests and abilities and match their self-assessments to various program alternatives). Career guidance services are provided to parents and to children on demand, as much as resources allow. The ultimate decision is usually made either by the parents or jointly by the parents and the student; some students make the decision on their own. Career guidance services in secondary schools are provided by guidance counselors and by class guidance teachers. They are included in more general guidance and psychological counseling services.

• **Vocational and technical education**

Orientation in vocational and technical education may be carried out by the assistant principal, class teacher, guidance counsellor, or others. Students are guided to fields/branches
in the 9th, 10th and 11th grades according to the level, type and properties of the programs implemented in vocational and technical schools and institutions.

- General comments
  The quality and quantity of these services vary in public and private schools. It is a fact that the number of guidance counselors is higher, and that guidance and psychological counseling practices are implemented more extensively, in private than in public schools. This is true in relation both to basic and to general secondary education. Class sizes, too, tend to be lower in the private schools; many public schools still operate on a split-day basis, with some class groups coming in the morning and some in the afternoon.

  Where schools do not have a guidance counselor on their staff, specialist guidance services may be available from the local RAM (see below).

- Do schools have teachers or other staff with a specific responsibility for career education and guidance? What is their role? How much time do they need to carry out this role?

  Guidance counselors and class guidance teachers cover career education and guidance as part of their wider guidance responsibilities. For more detailed information on these roles, see Section 5.

- Do any specialist career guidance professionals visit the school from outside? What services do they offer? How much time do they spend within the school?

  Visits are organized for basic and secondary school groups to Career Counseling Centers in areas where such centers are available. Here ISKUR gives, in cooperation with schools, detailed explanations to students about the importance of choosing a career, its relationship to educational choices, and the sources from which career information can be obtained. These explanations are supplemented by videotapes and films. ISKUR also has a “library/resource centre” where students can make use of the career files, which include information about the definition of careers and their tasks, qualifications required to perform these tasks, work environments and working conditions, vocational training, fields of work, employment opportunities, income, and promotion opportunities during and after training; there are also printed documents (books, articles, pamphlets) which give detailed information about opportunities for vocational training and about the labor market.

  Within the context of the protocol (see Section 3), ISKUR also organizes class discussions and group discussions within both general and technical/vocational secondary education schools. Class discussions which take at least one class hour address such topics as the importance of choosing a career, points to consider when choosing a career, and the job and career counseling services provided by ISKUR. Group discussions focus on vocational training alternatives after graduation, careers and working life. Conferences or sessions aim at developing job-search skills. Interview techniques and some tools of testing and assessment are used in individual counseling sessions. Another activity is meetings with parents which aim at enabling parents to adopt more conscious approaches in helping their children in career choices. However, ISKUR is not currently resourced to provide such services on an extensive scale.

  Support is also provided to school guidance services by 127 Guidance and Research Centers (RAMs). These have three main functions:
    - to offer specialist diagnostic services for students with special needs;
- to deliver individual and group guidance services in schools which do not have a guidance counselor on their staff;
- to offer a more general support resource to guidance services within schools.

In the second of these roles, they provide around 6% of the total individual and group services delivered across all schools, including career guidance services (for detailed figures, see Section 8). In relation to the third role, they are not equipped to provide much support in the career guidance area beyond organizing some seminars and meetings for local guidance counselors (to which ISKUR staff may also be invited), and indicating to ISKUR which schools do not have guidance counselors so that they can take this into account when deciding to which schools to allocate their resources. At least one RAM has also produced radio programs for students, parents and the general public on career issues. In general, the RAMs have serious limitations in terms of their number, the quality of their expert staff, and the technical equipment and hardware that they have to support their work. These problems currently prevent the RAMs from activating their full institutional potential.

- Are separate career education lessons a normal part of the school curriculum? If so, for each school grade, please indicate whether or not such lessons are required and the usual number of hours per year.

Career education is included as part of class guidance programs in all types of school, integrated with personal and social education. For the 9th, 10th and 11th grades of secondary education, class guidance programs have been developed in order to ensure congruity in terms of class/group activities to be performed by class guidance teachers in weekly guidance hours at secondary education institutions throughout the country, and to prevent the use of these hours for other purposes. Teacher handbooks were introduced in 2000/01 to guide teachers through in-class activities; support is also offered by the school’s guidance counselor(s). On average, half of the guidance program and handbooks cover educational and career guidance topics and activities.

In basic education schools, there is currently no national policy regarding class time or MONE resources for group guidance, though some schools do make regular class time available.

- If separate career education lessons are not provided, are policies in place to integrate career education into other subjects?

Strong emphasis is laid on career guidance in the aims of basic education. Curricular objectives include explanations regarding the implementation of the program and expectations from the curriculum. Work and handcrafts education, the natural and social sciences and science courses also include some information about related career opportunities. In addition, timetabled time for extra-curricular activities provides opportunities for students to develop a wider range of abilities and interests which may be linked to possible career goals.

In general secondary education institutions, general knowledge, field knowledge, field elective and elective courses cover, though not fully, units and subjects which can affect the career knowledge and career development of students and also behaviors that the students need to master in relation to career development.

In vocational schools, as required by the nature of vocational training, students work in workshops and laboratories with the teacher of the vocational course/field teacher and thus have the opportunity to share vocational, educational and individual problems with the teacher in a comfortable environment. This gives workshop/vocational course teachers the
chance to observe the strengths and weaknesses of students. The results obtained from such observations may prove very positive and beneficial, when evaluated with guidance teachers.

- **Are periods of work experience required as part of the secondary school curriculum? For each school grade, please indicate whether or not such work experience is mandatory, and how many days per year are usual. If it is not mandatory, or confined to certain types of schools, please indicate (or estimate) the proportion of students who undertake such work experience.**

The Apprenticeship and Vocational Training Act of 1986, Law No.3308, requires any company with 50 or more employees to provide occupational training for students at a rate not less than 5% nor more than 10% of their employees. As a result, work experience programs are commonly included in technical and vocational courses for skill training purposes, often on the basis of three days per week at work and two days in school (METARGEM, 2000). Work experience programs are not however available in general education for career exploration purposes.

- **What is the extent of access for school students to other types of MBRD services (e.g. one-to-one counseling; careers fairs; career libraries; internet or computer-based programs)?**

People who are well-known in their careers may be invited to schools and asked to give information about their careers to students. Visits to related institutions, organizations and workplaces are sometimes organized for interested students. Parents are sometimes involved in these activities. However, currently there are no systematic practices or guidelines regarding communication and cooperation between the school and the family, and in particular regarding the participation of the family in orientation programs. Processes for encouraging family participation in programs have been initiated, but are still inadequately developed (Akkök, 2000).

The MONE Vocational and Technical Training Career Fair Regulation states that “in order to make vocational and technical education known and to orient students to these careers, necessary steps are taken to ensure that public and students, primarily the students in basic education in that city, are scheduled to visit the fair in groups”. Orientation services that are conducted to orient basic education school students in the 8th grade to vocational and technical education include arranging school visits, introducing workshops and laboratories, organizing seminars, conferences and symposiums, explaining the relationship between vocational and technical education and employment opportunities, ensuring that students visit the Vocational and Technical Education Fair, introducing career fields through posters, pamphlets and audio-visual educational materials, and making surveys to discover the vocational inclinations of students. Vocational and technical education fairs are organized in all cities to demonstrate teacher and student products which show the advances made in vocational and technical education and to make this field of education more widely known among the public.

Other opportunities like career fairs, career clubs, Internet or computer-based programs are offered according to the environment and possibilities of the school. Most of the schools and institutions affiliated to MONE have access to the Internet. Sources and documents about careers are sent to school libraries for the use of students. School administrators take initiatives to enable their students to utilize the vocational libraries of institutions and organizations in the vicinity of their schools. They also make use of ISKUR’s career files on the Internet.
4.2 Tertiary education

In completing this section, please — if appropriate — provide separate descriptions of services in university-level institutions and non-university-level institutions such as community colleges.

- Please describe MBRD services that are provided within higher education: on entry, during courses and on exit.

In Turkey, university entrance is based on an objective and impersonal competitive system administered by the Student Placement and Selection Center (OSYM). Going through the processes explained in Section 4.1, and also in some cases taking advantage of special support from private university entrance preparation courses, students enter university entrance examinations upon completion of their secondary education. Higher education choices are made by filling out a common application form after the examinations. Students use career guidance support at their schools throughout the whole process. Much of this is concerned with choosing the maximum of 18 courses that can be listed on the common application form, taking account of the information published by OSYM on the examination and grade-point-average scores of successful applicants in the previous year. Places are allocated to the best-qualified candidates on the basis of clear and mechanically applied rules. Many students who fail to gain a place retake the examinations in the subsequent year.

Vocational and technical secondary education programs are arranged so as to prepare students for careers and higher education, working life and fields of work. Law No.4702 entitles graduates of vocational and technical schools to continue their education in vocational higher education institutions (2-year courses) without having to enter the university entrance examination so long as they remain in the same field: up to 10% may then have the opportunity to transfer from these 2-year courses to university. Vocational and technical secondary education institutions provide the necessary career guidance to their students about the higher education programs they can attend.

In Turkey, university programs are strictly defined and the only variation is through elective courses. In only one of the universities do students take basic and social sciences in their first two years and choose their specific fields at the end of the second year. When students choose elective courses at their university, they receive help from academic staff appointed as academic advisors.

Students may also get information and opinions from their departments about fields of careers presented in career information sources, opportunities of employment, levels of income after graduation, opportunities of promotion, similar careers and possible changes to careers in the future. They may in addition be able to attend conferences and sessions which aim at developing students’ job-search skills. Where students are not certain which career they will choose, they can go through a career counseling process operated by guidance and psychological counseling services, and in some cases by career planning centers at the universities (see below).

- Are they a normal and standard service within higher education or are they only provided in some institutions?

All universities are required by law to provide guidance and psychological counseling services for their students. Although the objective is set to make these services standard in the 54 state and 22 foundation universities, this is not currently the case. Services tend to be more
efficiently provided in state and foundation universities which have education faculties and/or academic programs in psychological counseling and guidance within their structures.

- Are career guidance services normally provided separately from or together with personal and study counseling services?

Guidance and Psychological Counseling Centers within universities carry out individual and group activities to support individual and career development. In practice, however, they focus more on psychological counseling than on career guidance. Their services are generally provided in an integrated form, with the exception of three universities, namely Middle East Technical University (METU), Bogazici and Bilkent, which provide them separately. These universities have career planning centers which provide services for explaining job opportunities and offering job placement. More detailed information about METU can be obtained from http://www.metu.edu.tr, Career Planning page. METU is also in the process of setting up an entrepreneurship center. In a few other universities, student organizations run some career activities, including liaison with employers.

- Are they normally provided separately from or together with job placement and graduation recruitment services?

See previous paragraph. Students may also use ISKUR’s job placement services, which include special provision for university graduates: its formal current monopoly of such services may have inhibited the growth of more systematic services within universities themselves.

4.3 The public employment services

- What MBRD services are provided by the public employment service? Do they include career guidance services?

As previously mentioned, ISKUR provides career counseling services to students, and employment counseling and placement services to job seekers. These services contribute to the process which consists of relating the qualifications of the individual to the requirements of the job, identification of the job or career that best fits the inclinations and talents of the individual, and helping the individual to make use of the training opportunities for the job or career concerned, to find a job and to adjust to the job.

From an ISKUR perspective, however, its employment counseling services are not at present functioning adequately. There are problems in ensuring cooperation between different departments within the institutional structure. This is partly due to the negative image of the former Turkish Employment Agency, caused by the low productivity of its services in relation to job placement, career counseling, and job skills. The job counseling services being developed by ISKUR could contribute to changing this negative image by offering better and more comprehensive services, but this will require a sufficient number of qualified staff (see Section 5). There is also scope for moving towards a stronger self-service approach within employment offices (vacancies are now placed on the ISKUR website, but employment offices have not yet been redesigned to take advantage of this).

- What types of clients typically seek/receive assistance from such services? To what extent are the services accessed by employed as well as unemployed people?
ISKUR’s target groups comprise young people at the point of choosing a career and adults who want to have a career, to change jobs, or to advance in their careers, or who are experiencing adjustment problems in their jobs. Within the process of career counseling, individual counseling sessions aim at orienting and/or placing individuals to suitable jobs, informing them about vocational training opportunities in cases where additional competencies are needed, and helping them acquire job-search skills and make employment plans.

The Law on Unemployment Insurance, No.4447, addresses other items as well, including general services and MBRD services for working children.

ISKUR cooperates with various universities and municipalities, and organizes programs to help young people acquire vocational skills. The target group of municipality programs consists of unemployed young people, housewives and young women. However, these courses are not provided systematically.

- **Are some clients required to take part in guidance and counseling activities in order to retain access to unemployment and/or social welfare benefits? If so, who?**

It is not compulsory to use guidance services. As noted earlier, the proportion of unemployed people who are entitled to state benefits is currently low.

- **How are these services related to overall national labor market and employment policies? If possible, give examples of such links.**

During the process of preparing career information sources in ISKUR, employers are visited and employment opportunities are discussed.

**4.4 Employment-based guidance services**

- **To what extent do employers provide career development services for their employees? Which kind of employers provide such services? What form do they take?**

Employers who are members of the Turkish Confederation of Employer Associations (TISK) fulfill their obligations arising from Law No.3308 to provide in-service training to employees. Managements also organize training programs to meet their specific needs and hold “Development and Adjustment Courses”. In particular, employers who believe in the importance of training and creating a learning culture in their organization may give priority to career development services. They make their qualified or unqualified employees take vocational training in the form of courses. Unqualified new beginners are given basic training, while qualified employees who have experience but lack a theoretical background are provided with training at higher levels. In general, decisions about the training in which employees engage is based on employers’ needs assessments: individual employees tend not to be closely involved in such decisions. Some larger companies, however, have introduced development review processes which may include career guidance elements.

“Training Centers” set up within the structure of employer organizations and “Foundations” also provide training. Some training is given on a collective basis; some on an in-company basis. TISK also contributes with its publications for affiliated organizations on training a qualified workforce. Various organizations affiliated to TISK offer consultancy services and training courses on different topics.

An organization affiliated to TISK has set up an education foundation (the Tekstil and MESS foundation) which aims at producing the workforce needed in the construction and
installation services sector and also providing employment opportunities to them, offering vocational training, and informing them about worker health and occupational security, as well as motivating workers and contributing to the sector and the national economy. Work has been started to set up training centers in different cities. Until these centers are established, the foundation has been providing training services in cooperation with other institutions, universities, associations, unions and foundations. The foundation has signed cooperation protocols with MONE and ISKUR concerning its educational efforts. It has joint projects with various public institutions and universities regarding organizing training programs for employers. It also carries out projects on working children and on school-industry cooperation (EDE). Sometimes it organizes courses with an employment guarantee and thus provides employment opportunities to unemployed people who successfully complete the courses.

The Metal Industrial Unions Education Foundation (MESS MEV), within the organizations of one of the employers’ unions, organizes educational activities on topics related to management free of charge for all staff at workplaces that are members of the employers’ union concerned. Educational activities about careers are conducted at many workplaces and all staff can participate in them on a voluntary basis. Moreover, human resource centers within the larger companies offer training to their employees.

Some foundations affiliated to TISK give practical training opportunities to scholarship students. In the agricultural sector, foreign students are also given practical training opportunity via the Association for International Student Exchanges (AIESEC).

Other employer associations and affiliated workplaces provide education on topics like worker health and occupational security, total quality management, first aid, computer literacy, family planning and industrial relations, in addition to management education. They organize joint conferences and seminars with universities and with other national and foreign organizations. These educational activities are designed and conducted by education directorates within the organizations, but help from academic staff and education companies is sought where necessary.

The awareness that education cannot be confined to school education has led employers to engage in forms of school-industry cooperation in addition to the educational services they provide. The main objective of school-industry cooperation is to reduce the discrepancy between the skills needed now and in the future in the industry and those acquired at schools, and to increase the efficiency and productivity of the current system. In other words, the major aim is to prepare a highly qualified workforce with competitive power in the international labor market. Various projects and activities are carried out for this purpose. As noted earlier, students in vocational and technical education schools may be given the opportunity to take practical on-the-job training. Students in vocational higher schools may also take practical training in the context of the Project for Industry-Based Education (EDE).

- To what extent are trade unions involved in providing career development services for their members, or in negotiating for such services in collective bargaining agreements?

The Turkish Confederation of Workers Unions (TÜRK-IS) and its affiliated unions provide education and training services to members which mainly cover the topics of worker health and occupational security. They are also interested in vocational training. Thus, for instance, TÜRK-IS brings workplace doctors and health board members together with employer representatives and administrators, identifies problems, tries to activate parties to ensure the provision of needed educational programs, and schedules joint educational activities. Training services offered by TÜRK-IS are provided within this framework, but
articles about training are not currently given much importance in collective bargaining agreements.

Trade unions provide various education services to administrators and employees of member management with a view to meeting the need for a qualified and well-educated workforce. For example, 100,000 workers received education within the context of one particular project: a project of this size is rare in the world. Another example is the education program organized jointly by Textile Industry Employers Association and Workers Union as a result of the Group Collective Bargaining Agreement, which aims at giving vocational training to workers.

4.5 The private (for-profit) sector

- What is known about MBRD services provided by the private (for-profit) sector, e.g. outplacement services or private career guidance practitioners? How extensive are such services? To what extent have they grown/declined in recent years?

There has been a significant increase in career development services provided by the private sector in Turkey. A large number of consultancy organizations conduct consultancy activities related to career development in large and medium-scale enterprises. Most of these are headhunting companies providing services in relation to career training and job placement. Recently there has been an increase in outplacement services as well. Many organizations make use of some private human resources companies, especially in the placement of higher and medium-rank managers.

One of the members of TISK uses the Internet for job placement purposes. The Internet is used both for promoting detailed information about the company and for announcing job openings (see www.tekadres.com.tr): a subscription is necessary to use the latter. The Occupational Personality Questionnaire, developed by a commercial company (SHL), is used to supplement interview techniques in the selection of the appropriate candidates.

In the career counseling services provided by ISKUR, employer demands are taken into consideration and the employers are offered counseling services as well. Assistance is given to employers in defining the jobs and determining whether applicants have the required qualifications or not. Activities aiming at developing job-search skills include researching into the employers’ recruitment methods and employer expectations.

In Turkey, employment services were given solely by the Turkish Employment Agency from 1946 to 2000. The Turkish Employment Organization (ISKUR) was founded by a decree having the force of law which was issued in issue 24190 of the Official Gazette, dated 4 October 2002. Article 30 and the ensuing articles of this decree regulated the establishment, duties, authority and responsibilities of private employment agencies, to provide job placement, counseling and guidance services. These articles, which were expected to enter into force on 1 September 2002, are invalid in practice because of the annulment resolution given by the Constitutional Court, and no other legislation has been made since then. But it is a fact that despite the present legal gap, there are many organizations that provide job placement, counseling and guidance services under various names.

- What are their client base, the level of their fees, and the sorts of services they provide?

The main clients are employers. Although the client base is thought to be large, there are no data and no standards regarding the content, quality and fees of the service provided.
• Has government taken any steps to try to encourage private (for-profit) organizations to provide MBRD services or to regulate the ways in which such services are provided (e.g. by providing vouchers that can be used to purchase services; by contracting out services; by setting staff qualification levels; by regulating fees that can be charged)?

Due to the legal situation explained above, it is not yet possible to say that the government encourages private organizations to provide guidance and counseling services. Once private employment agencies are legalized, ISKUR will consider whether it wishes to contract out some of its services, and if so, which. The current policy, stimulated by IMF, to restrict the number of government employees may encourage it to move in this direction.

• What is the relationship, if any, of such private guidance agencies to private employment agencies? How many of the latter are there? Are they licensed, and if so, by whom?

As private employment agencies have not legally started operating, it is not yet possible to discuss the relationship between institutions providing guidance services and these agencies.

4.6 Other organizations

• What role do other organizations – e.g. charitable and other organizations in the community sector – play in providing MBRD services?

Some non-governmental organizations arrange educational programs in cooperation with public institutions (especially MONE) within the context of non-formal education. For example, the Vocational Education and Small Scale Industries Foundation (MEKSA) has been conducting projects since 1985 under the name of the Literacy and Women Labor Education Project. These projects are financed from abroad and have provided educational opportunities to many people, including women and people who have suffered from earthquakes. In addition, a “4-6 years old children and mother training program” and “literacy activities” have been conducted in conjunction with AÇEV (Mother and Child Education Foundation) since 1993. Guidance on child-rearing practices is provided to adults within this context. In general, however, the career guidance activities included in these services are limited or nil.

• What types of clients do they serve? What types of needs do they attempt to meet?

See above.

• Has government attempted to increase their role (e.g. by contracting out services)? If so, why? Has it attempted to regulate the ways in which they provide services?

See above.
4.7 Gaps

- Please describe the major gaps, if any, in the provision of guidance services. Which groups are underserved, or not served at all?

In consideration of the current legal situation and suggestions put forward in several studies on this topic, there seems to be a tendency to address orientation as a service that is to be conducted and completed only in certain classes. The laws, decrees and regulations discussed in Section 3 provides details of these practices. This is not consistent with the “student-centered approach” put forward by MONE in its work and resolutions. Orientation is a lifelong process that begins in preschool education, continues into basic and secondary education, and is sustained thereafter. Although it is frequently stressed that this approach has been adopted, the operations and implementations of MONE continue to be administrative and program-centered instead of student-centered.

Current educational programs and their implementation, school education experiences, physical conditions, teacher attitudes and the communication between teacher and student do not allow sufficiently for discovering and recognizing the personal properties and talents of students. The fact that horizontal transfer between school types, and particularly between general secondary education and vocational-technical secondary education, is either restricted or not allowed at all leads students frequently to make wrong choices and wrong decisions. This can lead to students failing their courses and to loss of time and money. As for vertical transfers, there is either no or very little data that can shed light on which students with which qualifications can pass to which programs. The National 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. Closely related to this problem is the tendency to orient students not according to their interests and talents but according to academic success.

The present gaps in career guidance services lead to problems in the utilization of these services by adults who are not of school age, and by women who are not currently engaged either in education or in the labour market. Although Turkey is a country where there is extensive immigration, the current services make no specific provision for immigrants. The same is largely true for young people and adults in need of special education.

Guidance services in non-formal education are badly needed but have not yet been established. Services also tend to be weak in post-secondary vocational colleges (two-year colleges).

4.8 General note

Within each of the sub-sections 4.1-4.6 above, please include information where possible about the use made of various delivery methods. To help you here a list of some of the ways in which MBRD services can be delivered is given below:

- Batteries of psychological tests
- Telephone MBRD
- CD-ROM-based self exploration and job-search packages
- Internet-based self exploration and job-search packages
- Careers fairs and exhibitions
- Educational experiences such as transition years
- Group guidance and counseling sessions
- Individual face-to-face interviews
• The systematic use of community members such as employers, parents or alumni: for example as sources of career information or as mentors and role models
• Career information libraries
• Paper-and-pencil self-assessment techniques: e.g. the Holland Self Directed Search
• Organized workplace or community experience

The main delivery methods in career orientation in Turkey can be summarized as follows:

• Batteries of psychological tests
Tests and techniques currently used in basic and secondary education institutions for the purpose of career orientation include:

(1) Kuder Interest Inventory: translated into and adapted to Turkish to help individuals to find out about their interest areas (Ozoglu, 1977).
(2) Edward Inventory of Personal Preference: consists of fifteen sub-scales and 210 pairs of items. Used for self-exploration and orientation to a career. Translated into Turkish and adapted to Turkish context by Kuzgun (1989).
(3) Self-Exploration Questionnaire: developed to enable students test their talents, interests and career values; can be used by the student him/herself (Kuzgun, 1988).
(4) Academic Self Concept Scale: developed for 8th and 9th grade students to have a clear and realistic concept of their talents and interests (Kuzgun, 1996).
(5) Career Maturity Scale: adapted to Turkish in order to help students find out their level of career maturity and the extent to which they can fulfill the career development tasks expected of them. Results obtained from the scale help to identify the career guidance needs of students and enable group career guidance activities to be conducted.
(6) Thurstone General Aptitude Test (7th-11th grades): adapted to Turkish in 2001 to be used by RAMs and school guidance services in educational and career guidance activities. Basic education guidance practitioners are offered in-service training to use the test. Utilized to test the talents of students and provide them with educational and career guidance. Further versions currently being developed are: General Aptitude Test (6th to 8th grades). General Aptitude Test (9th to 12th grades).
(7) Computer-Aided Career Guidance Program (BILDEMER): prepared in cooperation with ÖSYM; matches extensive self-assessments to educational/career fields for high school students/graduates at the point of choosing a higher education program. Set-up diskette and user’s manual (Kuzgun, 2000) have been distributed to all secondary education schools.
(8) General Aptitude Test Battery (GYTB): taken from the USA Ministry of Labor and adapted by ISKUR. A norm-based testing and assessment tool, it consists of 12 parts, eight of them using pen-pencil and four of them using instruments. Measures aptitudes in clerical perception, numerical aptitude, verbal aptitude, space perception, motor coordination and hand and finger capability.

Of these, (3), (4) and (7) are widely used in schools by guidance counselors; (8) tends to be used by ISKUR staff. In general, however, psychological and educational testing and assessment tools which are considered to be necessary in identifying and evaluating scientifically all characteristics of the individual and in making them known to the individual are not at present available in sufficient quality, quantity and variety. Production and use of these techniques, methods and tools in all schools throughout the country has not been structured, and institutions to operate such a structure have not been set up.

31
• **Telephone career guidance**
Two RAMs in Ankara provide guidance services on the phone, answering callers’ questions.

• **Internet-based self-exploration and job-search packages**
The career files of ISKUR are available on the Internet. An ÖSYM catalogue giving information on universities and their programs can also be accessed through the Internet: students can get career information from the website and make university applications and choices interactively (for more detailed information, see [www.osym.gov.tr](http://www.osym.gov.tr)). Access to the Internet in Turkey is growing, but is still limited by European standards.

• **Vocational and Technical Education Fairs (METEF)**
Vocational and technical education fair (METEF) regulations were issued in 1999. The fairs are designed to demonstrate students’ and teachers’ products which show advances in vocational and technical education; to ensure information exchange and continuous cooperation between formal and non-formal vocational and technical education institutions affiliated to MONE; to inform the general public about vocational and technical education; and to carry out activities that will arouse interest in this field of education. A fair is organized for at least a week before the end of each academic year, in each city throughout the country.

• **Group guidance and counseling sessions**
Guidance counselors and class guidance teachers in basic and secondary education schools conduct career guidance activities with groups of students. These activities are designed to inform students and to introduce careers to them.

    ISKUR also holds information meetings with groups of students, in addition to individual counseling sessions, to explain the importance of choosing a career, the range of career alternatives, and educational opportunities after graduation and/or careers.

• **Individual face-to-face interviews**
Guidance counselors in basic and secondary education schools carry out career guidance activities with individual students.

    ISKUR also helps the individual’s self-exploration process through individual counseling services delivered by job and career counseling services personnel.

• **Interviews with experts**
Guidance practitioners in basic and secondary education schools organize interviews with people specializing in careers: the choice of such people is linked to the interests, inclinations and talents of the students and physical and social environment of the school. These people give talks to students about their careers and present knowledge and skills required for the career, often with the help of visual tools (video, slides, CD, etc.). In addition, families can participate in this process, and serve as information sources in the program developed by Akkök (2000).

• **Career information libraries**
The ISKUR Career Counseling Center has documents that provide information on careers. Efforts to prepare internet-based self-exploration and job-search packages are at the planning stage in MONE and ISKUR.
5. STAFFING

In answering this section, please describe the differences between staff in the different settings in which MBRD services are provided: for example, schools, higher education, community organizations, public employment services.

- What types or categories of staff are employed to provide MBRD services in your country (e.g. information librarian, careers teacher, school counselor, employment counselor)?

In MONE:
- **Guidance counselors**
  Psychological counselors, school counselors and guidance counselors working in the schools and in the RAMs are all officially titled as “guidance teachers” in the educational system and expected to have the qualifications specified (see below). Since however they do not work as teachers, they are generically titled as “guidance counselors” in the present report. They tend to spend much of their time on personal and social counseling of students with behavioral or learning difficulties. Current policy debates are however seeking to place more emphasis upon their educational and career guidance role for all students.
- **Class guidance teachers**
  All class teachers in the 6th to 8th grades of basic schools and in all grades of secondary schools undertake the duties of a class guidance teacher for their class. These teachers carry out the necessary functions in relation to the problems of students in their class, and the relations between the school administration and the students/parents, and conduct class guidance activities including career guidance, in coordination and consultation with the guidance counselor at their school. While teachers teaching the 1st to 5th grades in basic education did not previously have such duties, regulations put into effect in 2001 gave them too the responsibility of providing necessary guidance services.
- **Occupational training teachers in basic education**
  Occupational or technical training courses that are offered from the 4th grade in basic education include units and applications relating to career fields, jobs and working life. Thus teachers of these courses also have duties and responsibilities in the provision of MBRD services.
- **Other staff**
  Guidance counselors working in the school guidance and psychological counseling departments of RAMs help class guidance teachers at schools which do not have their own guidance counselors.

In higher education institutions:
  Psychologists, psychological counselors and psychiatrists work at Health and Guidance Centers and in Psychological Counseling and Guidance Units of higher education institutions. Career centres and career planning activities, in the universities where they exist, are staffed with the graduates of psychology and counseling departments, and some graduates of management and statistics departments are also hired. In METU, such staff are considered as academic rather than administrative staff.

In ISKUR:
  Since ISKUR does not yet have formal approval for the title of career/employment counselor, the staff concerned are currently defined as career and employment counseling
services personnel. Draft legislation has however been prepared to give a legal status to ISKUR’s career counselors, employment counselors and labor market officers.

- **How many staff in each of these categories are employed to provide MBRD services in your country (please provide precise data if possible; if not, provide estimates)?**

In MONE:

- Guidance counselors (total): 7,687 (RAM 805 + bas. edu. 3,725 + sec. edu. 3,157)
- Occupational training teachers: 4,073

No data exist on the proportion of basic and secondary schools which do not have a guidance counselor on their staff. The aim is to have at least one guidance counselor in each basic school, and one for every 500 students in secondary schools. In practice, the 3,725 guidance counselors in basic schools in 2001/02 served a total school population of 10.5 million students (a ratio of 1:2,836), while the 3,157 guidance counselors in secondary schools served over 2.8 million students (a ratio of 1:905) – the ratio is lower in general secondary schools than in technical and vocational secondary schools. The number of specialist guidance counselors needed until the year 2010 is estimated by MONE to be 40,000.

The duties of a class guidance teacher are undertaken by all teachers throughout the country, depending on the number of classes/sections at the school.

ISKUR has 5 personnel with the title of psychologist. They work in the planning of activities, preparing projects and reviewing the need for additional services. As noted earlier, ISKUR currently has 43 Career Counseling Centers in 39 provincial directorates, and 17 Job and Career Counseling Services in 16 provincial directorates. There are 24 service personnel in job and career counseling services: 4 in the Ankara provincial directorate, 3 in Bursa, 3 in Izmir, and one in each of the rest of the provincial directorates. Of the 5 psychologists, 3 work in the General Directorate, and one in each of Ankara and Izmir provincial directorates. The total number of job/career counseling personnel is 43.

- **What education and training qualifications are the different types or categories of MBRD staff required or preferred to have?**

In MONE:

- **Guidance counselors**

  Guidance counselors must have at least a bachelor’s degree in guidance and psychological counseling or in psychology. Courses in guidance and psychological counseling are offered by 16 universities. Students enter them on entry to the university. They include some attention to career guidance, but focus mainly on psychological counseling. In recent years, graduates of other branches of educational sciences have also been appointed as guidance counselors after taking additional courses. The desirability of this practice is disputed. Guidance counselors can decide whether or not to pursue graduate education. Those who have completed graduate studies are preferred in some special projects, depending on the nature of the activity.

- **Class guidance teachers**

  Courses in guidance and in educational and developmental psychology are compulsory within the “pedagogical formation” courses that every teacher must take at university in addition to the courses of their own specialist subject. Courses in class management, behavior management, communication skills and practical guidance have also recently been included in teacher education. Some teachers who undertake graduate studies take supplementary guidance courses in addition to courses in their own subjects.
• **Basic school occupational training teachers**

These teachers must have at least a bachelor’s degree in industrial technology teaching, in occupational and technical teaching, or in art teaching. Some also take graduate courses.

All these teachers can participate in in-service programs covering guidance which are run annually according to the resources allocated and plans made by MONE.

In ISKUR, job and career counseling services are provided by expert personnel educated in the fields of psychology, management, business economics and other social sciences. In the process of strengthening its guidance services, officials chosen from personnel who had completed an eight-month employment and counseling services course provided by Ankara University’s Faculty of Political Sciences, within the context of the Employment and Education Project signed by Turkey and the World Bank and conducted by ISKUR, were appointed to newly established job and career counseling services after a one-month applied training, and their activities were supervised for three years. In later periods, undergraduates were employed following additional training. In the year 2003, it is planned to organize educational programs for the development of job-search skills and for the use of the General Aptitude Test Battery. Educational programs are determined by ISKUR in the light of the opinions and suggestions of the staff. In cases where services are being changed or extended, or new services being introduced, in-service training and/or relevant information and support are provided. Once the roles of career and employment counselor are given an official status (with improved salaries and employment rights), a more systematic recruitment and training policy is likely to be introduced. Use may also be made of courses like the new master’s degree in Human Resource Management and Career Counseling provided by Ankara University’s Faculty of Political Sciences (the first course of its kind in Turkey) and the same faculty’s proposed new certification program for career development. These courses are also designed to prepare people to work in the private sector.

• **Where qualifications are required, is it government or a professional association that requires them? Please describe the relevant professional licensing bodies.**

There are as yet no legally licenced professional associations in the field of education or guidance in Turkey. Therefore, the qualifications required are determined by formal employment institutions (like MONE) functioning in the area of service concerned (such as education, health, social services etc.). However, in this process, suggestions are taken from universities, associations working in the field and the units where the personnel concerned will serve.

Participants of all types of in-service educational activities organized by MONE receive certificates at the end of the activities, according to their level of success. Increasingly, tools used in psychological testing and assessment services, particularly in the field of guidance, are not used by personnel other than guidance practitioners who have received certificates after successfully completing in-service training. There are also some associations or institutions that organize educational programs in exchange for a fee.

• **What, typically, are the types of competencies (or knowledge and skills) that these different types or categories of workers are expected to have?**

MONE has general teacher requirements for all staff working in teaching within education. All teachers, including those with duties in career guidance, have to meet these requirements.
The general categories of competencies, prepared jointly by universities, experts and representatives of stakeholder groups, include:

General knowledge
Field knowledge (subject competency)
Educating/teaching skills
Knowing the student
Planning skills
Materials development
Classroom management skills
Testing and assessing success
Providing guidance
Developing basic skills
Providing services to students who need special education
Educating adults
Participating in out-of-class activities
Self-development
School development
Developing the relationship between the school and its environment

Studies concerning the identification of guidance counselor competencies within the context of the present study and the study on general teacher competencies will start in 2003.

People working in ISKUR are required to:

- have at least a bachelor’s degree
- have a high level of general and verbal ability
- be able to reason logically
- have the ability to engage in abstract thinking and to express thoughts orally and in writing
- have empathy and be able to communicate well with others
- be consistent, patient and tolerant
- be open to cooperation
- have a developed interest in the social sciences and social services
- have powers of self-expression and persuasion
- be eager for self-development and be enthusiastic and creative.

- **How are the competencies or knowledge and skills required of those who provide MBRD services changing, and why? What is being done to meet those changing knowledge and skill needs?**

In Turkey, the knowledge and skills of personnel providing MBRD services, especially guidance practitioners, change in accordance with the changes in undergraduate and graduate programs of universities. MONE tries to develop in-service education and training activities in the light of these changes, as well as of the changing demands and needs arising in schools and the community – which often outpace the program changes. Seen in the long term, changes in policies and goals regarding service provision also affect both the knowledge and skills of guidance teachers and the content of pre-service and in-service training programs.

Regarding job/career counseling services provided by ISKUR, studies and projects conducted in relation to changes in knowledge and skills have been explained in Section 2.
What opportunities exist for MBRD service staff to update their knowledge and skills?

In MONE, opportunities to update knowledge and skills are provided to MBRD staff through in-service training. The units concerned prepare annual plans for such activities in the light of the available budget and goal priorities. These activities tend to cover general guidance topics rather than being specialized courses and seminars on career guidance.

Another opportunity provided in this context consists of publications. Teacher handbooks for guidance activities in the 9th, 10th and 11th grades comprise a noteworthy example (see Section 4.1). The handbooks support class guidance teachers by outlining a range of in-class activities.

Guidance practitioners or teachers who apply for graduate or university programs for self-development tend to be appointed to cities where the university is, to ensure that they are able to continue their education. In addition, “formative teachers”, who are specifically trained to help class and subject teachers and educational administrators to acquire the necessary understanding with respect to guidance and psychological guidance services, give seminars to such teachers and administrators in order to contribute to the improvement and more efficient provision of guidance and psychological counseling services. They remain based in their schools but are given time for this role.

Universities also organize fee-charged courses and seminars via continuous education centers, which public and private organizations can use to train their staff.

Please provide details of any professional groups, bodies or associations of MBRD services workers in your country?

There is a limited number of non-governmental organizations to which MBRD service providers can belong.

Turkish Psychological Counseling and Guidance Association (PDRDER)
This Association aims at: creating professional solidarity among school guidance counselors and others working in the field of psychological counseling and guidance; ensuring the development of psychological counseling and guidance in Turkey; helping the social, scientific, professional and cultural development of practitioners in the field; and protecting and defending the rights of practitioners. It has been working with these aims since 1989.

Turkish Psychologists Association
This Association was established in 1976: to create unity and solidarity among psychologists; to ensure that psychology as a branch of science and as a career is promoted, improved and used to the benefit of the community; to enhance the contributions of psychology to health, education, industry, management, justice, the military and security forces, mass communication, publication services, religion, language, communication, social services, art and other fields of application related to psychology; and to ensure the protection of the standards and rights of psychologists. In 1997 it gained the formal status of an association beneficial to the community.

YÖRET Foundation (Foundation for Introducing Guidance and Training Guidance Practitioners in Higher Education)
The aims of the YÖRET Foundation, founded in 1972, are to make careers in guidance and psychological counseling known among the public; to run short courses for guidance practitioners; and to find solutions to the orientation and adjustment problems which students experience at university, linked to the work of the Guidance and Psychological Counseling...
Centers. The Foundation invites foreign specialists to Turkey and performs awareness-raising activities.

- **Trade unions**
  
  There are a number of unions which all teaching personnel can join:
  
  - Egitim-Sen
  - Türk Egitim-Sen
  - Egitim-Bir Sen
  - Ulusal Egitim Sen

6. CAREER INFORMATION

Is comprehensive information available on the following topics:

(a) **Post-compulsory education and training opportunities**

  MONE, ISKUR and ÖSYM have various sources and publications on this topic.

(b) **Occupations**

  For information on this, see below.

(c) **Job vacancies**

  Detailed information and statistical data can be obtained from the address [www.iskur.gov.tr](http://www.iskur.gov.tr).

(d) **Likely future labor market trends**

  Within the framework of the National Employment Policy Recommendations of ISKUR’s 1st General Assembly Resolutions (2001), four prioritized employment policies recommended by the EU at the beginning of 2000 are being implemented. These are: to develop the competence of the workforce through vocational training; to prioritize developing the competence of the unemployed; to create new job opportunities and encourage entrepreneurship; and to conduct employment projects for special groups (young unemployed people, women, the handicapped, ex-convicts, people who have been unemployed for a long time, and employees in large and small-scale enterprises).

  Current trends indicate a decrease in employment in agriculture and an increase in women’s participation in the workforce. Women who are classified as unpaid family workers in rural areas are expected to join the workforce. Employment growth is expected to be concentrated in the lower-paid commercial and social services sectors. The proportion of employment in agriculture, which was 50% in 1988, dropped to 35% in 2001, but is still high by European standards. Employment in the manufacturing sector has leveled off at 16-18% and is not expected to rise further. The level of employment in commerce has caught up with that in manufacturing, and may be receiving the flow from agriculture. Employment rates in other sectors have stabilized. It is estimated that the increase of the workforce in the long run will not be employed by the manufacturing sector. Table 4 gives the expected employment pattern, and Table 5 the assumed rates of employment increase upon which employment estimates are based, according to gender and sector.
Table 4: Employment patterns estimated for Turkey: 1990-2025 (x000 persons)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Men</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>4,644</td>
<td>5,074</td>
<td>4,975</td>
<td>5,126</td>
<td>5,260</td>
<td>5,366</td>
<td>5,464</td>
<td>5,519</td>
</tr>
<tr>
<td>Industry</td>
<td>3,298</td>
<td>3,782</td>
<td>4,453</td>
<td>4,989</td>
<td>5,589</td>
<td>6,250</td>
<td>6,935</td>
<td>7,694</td>
</tr>
<tr>
<td>Services</td>
<td>5,096</td>
<td>5,597</td>
<td>6,409</td>
<td>7,097</td>
<td>7,797</td>
<td>8,567</td>
<td>9,412</td>
<td>10,341</td>
</tr>
<tr>
<td>Total</td>
<td>13,038</td>
<td>14,453</td>
<td>15,836</td>
<td>17,211</td>
<td>18,647</td>
<td>20,183</td>
<td>21,810</td>
<td>23,553</td>
</tr>
<tr>
<td><strong>Women</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>4,466</td>
<td>4,805</td>
<td>4,102</td>
<td>4,021</td>
<td>3,933</td>
<td>3,836</td>
<td>3,729</td>
<td>3,619</td>
</tr>
<tr>
<td>Industry</td>
<td>447</td>
<td>577</td>
<td>675</td>
<td>768</td>
<td>877</td>
<td>1,007</td>
<td>1,157</td>
<td>1,335</td>
</tr>
<tr>
<td>Services</td>
<td>749</td>
<td>1,000</td>
<td>1,283</td>
<td>1,599</td>
<td>1,993</td>
<td>2,483</td>
<td>3,095</td>
<td>3,856</td>
</tr>
<tr>
<td>Total</td>
<td>5,662</td>
<td>6,382</td>
<td>6,060</td>
<td>6,388</td>
<td>6,803</td>
<td>7,326</td>
<td>7,981</td>
<td>8,811</td>
</tr>
<tr>
<td>Total</td>
<td>18,700</td>
<td>20,835</td>
<td>21,896</td>
<td>23,599</td>
<td>25,450</td>
<td>27,509</td>
<td>29,792</td>
<td>32,364</td>
</tr>
<tr>
<td>Unemployment</td>
<td>8%</td>
<td>7%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Men workforce</td>
<td>14,774</td>
<td>16,843</td>
<td>18,447</td>
<td>20,036</td>
<td>21,788</td>
<td>22,847</td>
<td>23,741</td>
<td>24,455</td>
</tr>
<tr>
<td>Women Total</td>
<td>5,957</td>
<td>20,731</td>
<td>6,826</td>
<td>23,669</td>
<td>7,960</td>
<td>26,407</td>
<td>9,055</td>
<td>31,647</td>
</tr>
<tr>
<td>Unemployed men</td>
<td>1,345</td>
<td>1,957</td>
<td>2,136</td>
<td>2,309</td>
<td>2,582</td>
<td>2,058</td>
<td>1,276</td>
<td>195</td>
</tr>
<tr>
<td>Unemployed women</td>
<td>465</td>
<td>635</td>
<td>2,082</td>
<td>2,859</td>
<td>3,260</td>
<td>3,503</td>
<td>3,561</td>
<td>3,753</td>
</tr>
<tr>
<td>Unemployment (%)</td>
<td>Men 9.1%</td>
<td>11.6%</td>
<td>11.6%</td>
<td>11.5%</td>
<td>11.8%</td>
<td>9.0%</td>
<td>5.4%</td>
<td></td>
</tr>
<tr>
<td>Women 7.8%</td>
<td>9.3%</td>
<td>26.2%</td>
<td>31.6%</td>
<td>33.1%</td>
<td>33.0%</td>
<td>31.5%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total 8.7%</td>
<td>11.0%</td>
<td>16.0%</td>
<td>17.8%</td>
<td>18.5%</td>
<td>16.6%</td>
<td>13.8%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Figures for 1990-95 are from SIS-HIA. Figures for subsequent years are estimates.

Note: SIS-HIA sector totals are rounded.

Table 5: Assumed sectoral employment growth rates

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Men</strong></td>
<td>Agriculture</td>
<td>1.0%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Industry</td>
<td>2.5%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Services</td>
<td>2.1%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Women</strong></td>
<td>Agriculture</td>
<td>-0.4%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Industry</td>
<td>2.5%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Services</td>
<td>4.2%</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: Data for 1995 are calculated from SIS-HIA (1989-98 logarithmic trends)
If current economic trends continue, unemployment in Turkey is expected to increase to reach a peak in about 2010-15, and thereafter to fall with the mitigation of demographical pressures. It is estimated that levels comparable with the overall EU unemployment rates will be reached with respect to men, but that continuing problems will be experienced in relation to women’s unemployment (Akpinar & Ercan, 2002).

No systematic information is currently available on projected future labour market demand, by occupation and/or education/training field, in a form which can be used in career guidance.

- **Who is responsible for collecting and distributing this information?**

  MONE provides information on education and training opportunities after compulsory education, and schools can make use of this information through various publications. Each unit in MONE is responsible for collecting and distributing such information in relation to its school type and level.

  The main source of information on occupations is ISKUR (see below). Some RAMs in cities and districts, and guidance and psychological counseling services in schools, also collect and distribute such information within the limits of the resources available to them.

  The “Directive on Setting Up Job-Placement and Follow-Up Units in Vocational and Technical Education Schools and Institutions”, issued in 2002, aims at following up graduate students in their working life, collecting information on their destinations, and using this for the improvement of educational provision and of career guidance. Information that will be obtained in the coming years from such activities will be useful in supplying improved labor market information.

  MONE does not yet have a legal regulation regarding the collection and distribution of career information.

  The career information files of ISKUR are explained in detail below.

- **What is the public sector’s role in producing career information? Which Ministries are responsible for its production? How is it produced? Is it produced on a national level or at a regional/provincial level? Does government legislate to control how information is classified, distributed and stored?**

  ISKUR career counseling centers provide individuals with information on careers and vocational training places, which is an important contribution in the process of choosing a career. Job and career counseling service staff prepare data on careers using career information forms. The information collected from managements, vocational education institutions and professional organizations using these forms is converted into career information files. Job/career counseling service staff are supported by consultants from universities in this process.

  The career information files are examined by MEDAK to ensure that the information is accurate and in a standard form. MEDAK is formed from representatives of ISKUR, MONE, YÖK, ÖSYM, SIS, MPM, KOSGEB, TOBB, TÜRK-IS, TISK and TESK. Member organizations investigate careers through the appropriate units in their organizational structures. With such extensive participation, the career information files undergo a multi-faceted evaluation. After all points of view have been evaluated, a joint resolution is taken and each career file is finalized. The career files used in the career counseling centers have all been approved by MEDAK. 465 career files have been approved to date.
• **What forms does career information take (e.g. comprehensive printed guides; individual leaflets or information sheets; CD-ROMs; Internet-based services)?**

Career counseling centers have career information files and briefs, information files on general and regional education and training opportunities, booklets on career fields in engineering, teaching and health, and related documents.

Career information files are, as noted above, sources of information prepared by ISKUR. They include short texts on career definitions, tasks, qualifications, working conditions and environment, related vocational education, fields of work, job opportunities, income during and after education, and promotion opportunities, and are available for use by individuals from all sections of society. These career files are also available on the Internet.

Career information briefs are one-page documents prepared by the Ankara MDM. They include very short texts on career definitions, tasks, equipment and materials used, qualifications required, working conditions and environment, fields of work, employment opportunities, promotion opportunities, places giving vocational education, duration and content of education, scholarships available, and credit and income opportunities. The briefs are open for use by all individuals who want to get information about the career concerned. 256 career information briefs have been prepared so far, 100 of which relate to intermediary careers and 156 to careers requiring higher education. Updates of career information files are extended to the briefs as well.

ISKUR has prepared 42 education and training information files that cover such topics as entrance requirements of educational institutions, application conditions, any quotas for male and female students, educational content, and opportunities for practical experience. In addition to information files on education and training at the general level, there are also regional files which cover information not only on formal provision but also non-formal provision such as apprenticeship training, general public education centers, and women’s practical art schools.

There are also booklets on the career groups in the engineering, teaching and health fields. These booklets cover topics like the definition and practice of the career, working conditions and educational requirements. Similar booklets on other fields are planned.

Career briefs on intermediary-level careers prepared by ISKUR were published in 1998 in the form of a book titled “Guide to Vocational and Technical Education Institutions and Careers” which was distributed to all provincial directorates of education. Videocassettes about occupations were also distributed in the same way.

In addition, there are posters and pamphlets giving information about the services offered by the Career Counseling Centers.

University catalogues and programs prepared by ÖSYM are also available on the net. Students can choose and apply to universities electronically in the final stages of the university entrance examination procedures.

• **Which client groups is it aimed at (e.g. school students; tertiary education students; public employment service clients; the general public)?**

The primary target group of MONE’s information on education and training opportunities consists of students in basic and secondary education and their parents and guardians. Teachers comprise another target group as intermediaries for reaching the students. As a result of the recent integration of formal and non-formal vocational education, provision of information services to groups who use MONE’s non-formal education opportunities has now also been put on the agenda.
All resources developed by ISKUR are available for use by: people who are at the stage of choosing a career; students and graduates of basic and secondary education schools; young people who cannot continue their education and want to enter a career, for example through apprenticeship training; adults who want to enter or change careers or to advance in their careers; officials working at schools, private schools and special preparatory schools affiliated to MONE; guidance or subject teachers; parents and guardians of students; employers; people who want to continue in vocational education; students and teachers of vocational high schools; and university students, research students and instructors; as well as ISKUR staff.

- **What methods are used to gather it?**

In collecting career information for use by educational institutions, the publications of MDM, career promotion files and information on the net are all important sources. Guidance services may also collect for their own use, as much as their resources allow, information in their regions from professional chambers, the private sector and public institutions. Central and provincial education and training units may gather and disseminate career information particularly in vocational education, in accordance with their teaching types and/or fields and subject branches.

- **What steps are taken to ensure that it is accurate and timely?**

Career information files in ISKUR are systematized in a standard format and care is taken to ensure that the information is up-to-date. Despite the efforts made, the major problem is the lack of a formal and integrated system for ensuring the gathering, standardization, updating, dissemination and utilization of information based on clear analyses of needs. Efficient means and procedures for transferring data and information on the labor market to educational institutions have not yet been established.

- **What steps are taken to ensure that it is user-friendly and oriented to user needs?**

See above.

- **How is it typically distributed (e.g. to schools and tertiary institutions; through career information centers; through public libraries; through community organizations)?**

Some ISKUR materials are distributed to schools, but others are available only in ISKUR career information centers.

- **What role does the private (both for-profit and not-for-profit) sector play in providing career information? Please give examples and an indication of the size and nature of such provision in relation to publicly-provided information.**

As explained earlier in this section, the private sector participates in the work of MEDAK and also provides its own career information.

- **Has government sought to increase the role of the private sector in providing career information (e.g. by contracting out the production of material)? If so, how?**
There is no legislation yet about how the private sector can work in this field.

- What kinds of labor market data are included in career information (e.g. data on unemployment rates and earnings; data on regional variations in employment and unemployment for particular occupations; results of course satisfaction and graduate employment surveys)?

Information on this topic has been given earlier in this section. Unemployment rates, divided according to career field, age and levels of education, are available at www.iskur.gov.tr. The household workpower database of the State Institute of Statistics also investigates unemployment and labor force information in terms of several criteria. This database is available at www.die.gov.tr.

7. ASSURING QUALITY

Please describe the steps, if any, that the government has taken to maintain and increase the quality of MBRD services.

Efforts to increase the quality of MBRD services in MONE have begun very recently. ORGM, which provides guidance services at the national level, has initiated activities to evaluate the current situation in its own operations according to the EFQM “Perfection Model” criteria. Standards of service have not yet been established but efforts in this direction are in progress. In addition, mission statements upon which employment of personnel working in central organizational units can be based are being identified, and within this context mission statements for administrative and expert staff working in MBRD services are being determined.

Guidance and psychological counseling services in educational institutions and schools carry out activities to improve their quality within their own structures. The Planned School Development Project (POGM), within the context of the Project for Developing National Education initiated in 1990s by MONE with the support of the World Bank, has been the most important factor in initiating quality activities in schools. This process is designed to ensure participation, strategic planning, mapping studies to reveal the current situation, continuous improvement, supporting human resources through in-service training, team work and cooperation, as well as systematization in the activities of schools. In order to add a technological quality to education, importance is attached to the use of education technology in the Curriculum Laboratory Schools (MLO), and this has been adopted as a principle in the MLO model.

- The Curriculum Laboratory Schools (MLO) model
  The MLO model specifies all standards that a modern school should have and minimum qualifications for all personnel and inspectors working in schools. It is based on the principle of student-centered education in relation to all its features, principles and standards. It covers an extensive area, including the physical structures of the school, administration, guidance and inspection approaches, and priorities in the use of technology and other school resources.

- Work conducted within the context of Total Quality Management (TQM) implementation in schools
An in-service training seminar was given in 1999 to MLO principals to introduce the philosophy and principles of Total Quality Management. Following this seminar, self-evaluation training was given in 2000. Feasibility work for preparation for the “National Quality Award for the Year 2002” was started in 2001. Four out of 208 schools participated in the National Quality Award for the year 2002 after 10 voluntary MLOs had made self-evaluations and received EFQM Model training in cooperation with the Quality Association. The schools concerned were given necessary guidance and support in the award process. Within the framework of the feedback received, the MLO model and the POGM were revised in accordance with the TQM philosophy.

- Pilot process for the school performance management model
  Before the School Performance Management Model was developed, a study entitled “Performance Evaluation and Record Reports of Teachers” was conducted, in 2000. Performance evaluation criteria for school administrators and teachers were based on the findings of this study, and a record form specific to the field was prepared. Opinions and suggestions taken from field experts, non-governmental organizations, education unions, administrators and inspectors at MLO regarding this draft model were reflected in the model. In the 2002/03 academic year, a pilot application of the “School Performance Management Model (Draft)” was started in 208 MLO schools in 23 cities.

- Planned school development
  The POGM developed by the MONE research and development department aims at establishing a planned working system in schools and to ensure continuous improvement with the participation of all elements of the school community in the process.
  A developmental guidance model was developed and piloted in 3 Curriculum Laboratory Basic Schools in the 2002/03 academic year. Career development is one of three main domains, the others being personal and social development, and educational development. It is planned to finalize the model in the 2003/04 academic year and to make it available throughout the system.
  A course in Total Quality Management has been included in the curriculum of apprenticeship education offered at vocational training centers. A Guide to the Application of the Planned Center Development Model has been prepared for vocational training and general public education centers and put to use there.

- Student-Centered Education (OME) Application Model
  The OME application model, which places students and their needs at the center of the educational system and aims to help students acquire a wide array of skills, comprises an important step towards increasing quality in education. The OME application model provides for the efforts in this field to be evaluated under four headings, as follows:
  (a) to emphasize information, methods and techniques that will enable students in educational programs to acquire the skills defined in the model;
  (b) to support students with out-of-class activities to help them acquire the above-mentioned skills (school is a place that not only teaches knowledge, but also provides education on behaviors an individual needs to be a happy, productive and successful member of the society to which s/he belongs; the extent to which this goal as set by educational programs is realized will be closely related to the school atmosphere and the importance attached to out-of-class activities);
  (c) to systematically structure the use of educational technology and of equipment and materials needed in the class to support out-of-class activities;
(d) to evaluate the student not at certain periods but throughout the process, by putting modern approaches into use when and where classical approaches of testing and assessment prove insufficient and ineffective.

In consideration of the demands and expectations of those to whom services are provided, ISKUR has also adopted an administrative system aiming at Total Quality Management, enhancing the quality and client-centered service awareness of staff in order to increase service efficiency and productivity. ISKUR received a Service Quality certificate from TSE in 2002. Its Quality Management System entails monitoring and evaluating the expectations and satisfaction of clients who make use of the services provided. ISKUR then seeks to improve its services in accordance with the opinions and suggestions offered by customers in these evaluations.

- **Do standards exist for the delivery of MBRD services? How and by who were these developed? What status do they have? Do they differ between providers?**

As yet, there are no standards worth noting specifically in relation to MBRD services in the context of quality activities. However, this does not mean that there are no principles in operation regarding these services. Article 8 of the MONE Guidance and Psychological Counseling Services Regulations has a particular emphasis on career development and guidance, stating that: “This is a process starting from preschool, and the child’s age level and characteristics need to be taken into consideration; the students and the parents will be informed about the world of work and occupations; and this process should be based on the student’s own choices”. This, together with the plans to identify guidance competencies for all teachers within teacher competencies (see Section 5), and the efforts made to establish mission statements for central organization staff (see earlier in this section), are all evidence of a developing understanding of the need for services to be provided according to defined principles and standards. Further work in this direction is in progress.

- **Do standards exist for the competencies required by MBRD services staff? If so, how and by who were these developed? What status do they have? Do they differ between providers? (Where relevant, cross-refer to Section 5 here).**

Staff who will be employed in job and career counseling services are subject to evaluation by educators in consideration particularly of their performance in applied training. Information on this topic, and on the plans to identify guidance competencies for teachers, have been presented in Section 5.

- **Do any guidelines exist on information quality standards to help groups such as tertiary education industry associations and individual enterprises in producing career information?**

ISKUR has adopted the principles of developed countries (notably Germany) in the provision of job and career counseling services, including information. The efforts made in this direction have been explained above.
8. THE EVIDENCE BASE

In preparing this section, please refer to national qualitative or quantitative evidence where this is available, rather than to studies conducted in other countries.

- What information is available about the extent to which MBRD services are used? What is known about differences in levels of use and access as a function of factors such as: socio-economic status and family background; geographical location; gender; age; educational level; and levels of disadvantage? Do regular national statistical collections monitor access? Have access and usage levels changed over time?

The number of students making use of services provided by RAMs and schools according to RAM end-of-year operational reports for the 2001/02 academic year is given in Tables 6 and 7.

**Table 6: Services provided by RAMs (no. of students)**

<table>
<thead>
<tr>
<th>Service</th>
<th>Basic education</th>
<th>Secondary education</th>
<th>Out-of-school</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individual psychological counseling services</td>
<td>4,252</td>
<td>4,247</td>
<td>987</td>
</tr>
<tr>
<td>Group psychological counseling services</td>
<td>975</td>
<td>1,093</td>
<td>164</td>
</tr>
<tr>
<td>Individual educational guidance services</td>
<td>3,507</td>
<td>4,066</td>
<td>1,000</td>
</tr>
<tr>
<td>Group educational guidance services</td>
<td>12,397</td>
<td>12,261</td>
<td>2,017</td>
</tr>
<tr>
<td>Individual career guidance services</td>
<td>1,507</td>
<td>7,895</td>
<td>1,537</td>
</tr>
<tr>
<td>Group career guidance services</td>
<td>16,240</td>
<td>11,565</td>
<td>1,797</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>38,878</strong></td>
<td><strong>41,127</strong></td>
<td><strong>7,502</strong></td>
</tr>
</tbody>
</table>

**Table 7: Services provided by school guidance counselors (no. of students)**

<table>
<thead>
<tr>
<th>Service</th>
<th>Basic education</th>
<th>Secondary education</th>
<th>Out-of-school</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individual psychological counseling services</td>
<td>309,973</td>
<td>18,364</td>
<td>19,707</td>
</tr>
<tr>
<td>Group psychological counseling services</td>
<td>94,422</td>
<td>80,859</td>
<td>7,939</td>
</tr>
<tr>
<td>Individual educational guidance services</td>
<td>246,333</td>
<td>160,613</td>
<td>13,018</td>
</tr>
<tr>
<td>Group educational guidance services</td>
<td>377,340</td>
<td>206,742</td>
<td>29,152</td>
</tr>
<tr>
<td>Individual career guidance services</td>
<td>169,780</td>
<td>173,149</td>
<td>14,398</td>
</tr>
<tr>
<td>Group career guidance services</td>
<td>211,313</td>
<td>211,105</td>
<td>19,159</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,409,161</strong></td>
<td><strong>850,832</strong></td>
<td><strong>103,373</strong></td>
</tr>
</tbody>
</table>

Tables 8 and 9 show ISKUR’s activities over recent years. As far as can be understood from numerical data, the rate of service utilization is high. Nonetheless, comparing the number of schools served in 2002 (610) to the total number of general secondary schools (2,111) (leaving aside the number of basic schools and technical and vocational secondary schools) indicates that many schools are not currently being served. Moreover, since there are no joint policies between ISKUR and MONE regarding placement to educational institutions,
it is unclear how far such placements are related to students’ career choices. This makes it difficult to evaluate the service’s success in terms of outcomes.

Table 8: Job and career counseling activities of ISKUR

<table>
<thead>
<tr>
<th>Years</th>
<th>Number of work-places visited by ISKUR staff</th>
<th>Number of career/education fields researched</th>
<th>Individual interviews</th>
<th>Career counseling (students)</th>
<th>Job counseling (adults)</th>
<th>Number of schools served</th>
<th>Number of students served (mainly visits and group sessions)</th>
<th>Number of talks to parent associations</th>
<th>Number of career files updated</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991</td>
<td>482</td>
<td>-</td>
<td>104</td>
<td>28</td>
<td>32</td>
<td>8,139</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1992</td>
<td>1,560</td>
<td>209</td>
<td>801</td>
<td>357</td>
<td>57</td>
<td>19,578</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1993</td>
<td>1,150</td>
<td>123</td>
<td>1,199</td>
<td>225</td>
<td>92</td>
<td>29,310</td>
<td>4</td>
<td>9</td>
<td>209</td>
</tr>
<tr>
<td>1994</td>
<td>1,926</td>
<td>44</td>
<td>1,223</td>
<td>223</td>
<td>119</td>
<td>46,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1995</td>
<td>2,155</td>
<td>62</td>
<td>1,617</td>
<td>552</td>
<td>122</td>
<td>39,448</td>
<td>3</td>
<td>225</td>
<td></td>
</tr>
<tr>
<td>1996</td>
<td>2,154</td>
<td>-</td>
<td>1,036</td>
<td>1,554</td>
<td>177</td>
<td>32,218</td>
<td>6</td>
<td>244</td>
<td></td>
</tr>
<tr>
<td>1997</td>
<td>857</td>
<td>26</td>
<td>615</td>
<td>357</td>
<td>138</td>
<td>18,313</td>
<td>349</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1998</td>
<td>925</td>
<td>7</td>
<td>971</td>
<td>862</td>
<td>169</td>
<td>21,391</td>
<td>4</td>
<td>471</td>
<td></td>
</tr>
<tr>
<td>1999</td>
<td>982</td>
<td>37</td>
<td>1,660</td>
<td>1,850</td>
<td>166</td>
<td>18,865</td>
<td>2</td>
<td>271</td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td>760</td>
<td>44</td>
<td>1,061</td>
<td>2,818</td>
<td>172</td>
<td>21,160</td>
<td>19</td>
<td>286</td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>2,935</td>
<td>79</td>
<td>4,896</td>
<td>3,618</td>
<td>734</td>
<td>82,302</td>
<td>28</td>
<td>75</td>
<td></td>
</tr>
<tr>
<td>2002*</td>
<td>2,665</td>
<td>35</td>
<td>4,428</td>
<td>4,172</td>
<td>610</td>
<td>79,160</td>
<td>12</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>18,551</td>
<td>666</td>
<td>19,611</td>
<td>16,616</td>
<td>2,588</td>
<td>415,884</td>
<td>87</td>
<td>2,134</td>
<td></td>
</tr>
</tbody>
</table>

Source: ISKUR, 2002

Table 9: Career Counseling Center activities of ISKUR

<table>
<thead>
<tr>
<th>Years</th>
<th>Individual</th>
<th>Group</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Students</td>
<td>Teachers</td>
<td>Job applicants</td>
</tr>
<tr>
<td>1998</td>
<td>4,604</td>
<td>1,615</td>
<td>1,691</td>
</tr>
<tr>
<td>1999</td>
<td>7,827</td>
<td>1,817</td>
<td>3,226</td>
</tr>
<tr>
<td>2000</td>
<td>9,948</td>
<td>2,666</td>
<td>3,406</td>
</tr>
<tr>
<td>2001</td>
<td>14,290</td>
<td>3,101</td>
<td>4,055</td>
</tr>
<tr>
<td>2002</td>
<td>13,756</td>
<td>2,078</td>
<td>5,049</td>
</tr>
<tr>
<td>Total</td>
<td>50,425</td>
<td>11,277</td>
<td>17,427</td>
</tr>
</tbody>
</table>

Source: ISKUR, 2002
• *How is the level of community need and demand for MBRD services established (e.g. by use of surveys, rates of service usage, waiting lists)? What is known about the expectations that clients have of services?*

In the process of reporting the performed activities to the General Directorate, ISKUR Provincial Directorates take into consideration the opinions and suggestions as well as unmet demands of individuals. This kind of feedback may influence future activities. In addition, opinions and suggestions of educators are gathered when working groups formed within the context of the “Protocol for Cooperation in Career Counseling Services”, mentioned in Section 3, evaluate the activities performed.

• *What criteria are normally used to judge the benefits or outcomes of MBRD services?*

According to principles and procedures stated in circulars, regulations and laws, Guidance and Psychological Counseling Services and all other services of MONE are inspected by Ministry inspectors. All services without exception are inspected in this way. ISKUR evaluates its work through numerical data, through operational reports, and through opinions and suggestions collected from its clients and through its collaborative activities.

• *Please provide details of any recent (last five years) studies that have been conducted of:*

  - The costs of providing MBRD services
  - How costs vary as a function of the type of service delivered and the characteristics of clients
  - How the outcomes or benefits of MBRD services relate to their costs
  - How the benefits or outcomes of MBRD services are related to the type of service provided and the characteristics of clients.

• *Please provide details of any recent studies or pilot projects that have been designed to provide insight into: the impact of careers services on individuals’ career choices; the ability to use career information; the impact of services upon the development of a learning society.*

• Structuring of career guidance services in accordance with development objectives and EU standards

  In accordance with the 2001-05 Operational Program, MONE has made the necessary applications within the process of membership to the EU TAIEX Office to make use of various support programs in order to
  - restructure the institutional organization, service model, methods, and rules and regulations of career guidance services,
  - systematize services at schools so as to help students make and implement career plans that are consistent with their qualifications at appropriate periods in the education process,
  - initiate the process of using information and communication technologies in school-based services, and
  - provide support at the guidance level for the attainment of educational goals regarding preparation for career and working life during vocational training for the purpose of developing the workforce.

Responses to these applications are awaited. In addition, a draft project proposal including four subcomponents/projects was prepared in accordance with the aims stated above.
- Project for career guidance and preparing students for life within basic education

This project aims at ensuring that students: explore their interests and talents; use their creative work efficiently; cooperate with their classmates; use their time and supplies economically; use the available sources in the best possible way; know about working life and careers; realize the importance of jobs and careers; and contribute to educational, cultural and artistic activities in their environment. The project is also designed to guarantee that students in all basic education schools in cities and districts learn about an occupation consistent with their interests and inclinations.

- Teacher handbook on orientation in basic education

Work has been started to prepare a “Teacher Handbook on Orientation in Basic Education” which will serve as a source book for class teachers, subject branch teachers, class guidance teachers and school administrators who take an active part in the efficient and continuous operation of the orientation process.

- Study examining guidance services in terms of orientation in basic education

In a study conducted by MONE, the opinions of guidance teachers, class and subject branch teachers, students and parents were collected on guidance services in basic education (Yilderim, 2000). The findings of the study show that the level of cooperation between stakeholders (teachers, parents, administrators, guidance counselors, etc.) is not satisfactory. It is evident that techniques to assess the students are not used adequately. The study also reveals that career guidance activities are not performed in a sufficiently systematic way.

- Directive on basic education orientation

A directive has been issued to establish the authorities, duties and responsibilities for orienting basic education students to higher education or to specific education and job/career fields consistent with their interests, inclinations, talents and personalities.

- Career attainment with open education

A project carried out between 1999 and 2001 by the General Directorate for Educational Technologies (EGITEK) aimed at enabling citizens to have a career in one of a variety of fields through distance education and face-to-face education programs.

- Foreign language teaching and vocational training by distance education

This project conducted by EGITEK covers the period 2001-03 and is directed to open basic education and secondary school students, as well as other Turkish citizens at home and abroad. The project aims at teaching a foreign language and programs geared towards career attainment, ensuring that citizens who want to change their careers can secure certificates in conformity with international standards.

- Studies related to working children

Examples of the studies conducted by the MLSS General Directorate for Labor about working children include:
- To investigate the working conditions of girls working in household services.
- To orient girls working in household services to basic education.
- To educate members of Workplace Supervision and Counseling Groups (IDDG) to ensure that children who are working and taking vocational training at the same time are trained under appropriate conditions and by competent trainers.
- To improve the working conditions of children working in the streets of Ankara.
Job placement and registration to Apprenticeship Training Centers of children who are given vocational training.

A “Project for Education from Children to Other Children” was successfully implemented at vocational training centers in 50 cities, through cooperation between MONE’s General Directorate for Apprenticeship and Non-Formal Education and UNICEF.

A study was carried out on risks awaiting apprentices in apprenticeship training and motor-related occupational fields. The results were used in guidance practice.

In accordance with the protocol between MONE and ILO, a scientific research study was conducted on 19,338 students in eight major career fields at 47 vocational training centers in 35 cities. The aim of the study was to discover the efficiency of apprenticeship training in terms of the social status and occupational risks of vocational training. The results of the study were used in guiding employers.

- Do any research centers specialize in MBRD services? Do they specialize in evaluative and policy studies; or do they mainly focus upon guidance methods and techniques?

There is no center that has fully specialized in MBRD services. The MONE Research and Development Center for Vocational and Technical Education (METARGEM) fulfills this purpose to a certain extent. Some studies, research and projects performed by METARGEM are stored in a computer milieu and converted into a databank for easier access. The computer network that covers the whole center enables data to be compiled in the main computer. A copy of data is stored as printed text. At later stages it is aimed to make the data accessible through the Internet.

ISKUR specializes in collecting and systematizing information about careers. MEDAK provides a national identity for this work by providing an environment conducive to cooperation between public and private institutions.

A research center on Human Resource Management and Career Counseling is currently being set up by Ankara University's Faculty of Political Sciences.

- How useful has government found the work of research centers in developing policy for MBRD services?

No information or data are available on this topic.

- Has government taken steps to increase the evidence base for MBRD services through support for relevant research centers?

No information or data are available on this topic.

9. LEADERSHIP

9.1 Key Stakeholders

Here the aim is to gather information on the roles played by some stakeholders other than government Ministries in influencing the provision of MBRD services.

Employer Organizations
What role do employer organizations play in articulating the need for improvements in, or in regulating/funding, MBRD services (e.g. by issuing reports on career guidance provision; by participating in advisory and co-ordination bodies; by contributing to common funds for MBRD services; through providing employee leave to take part in career guidance; or through participation in programme management committees)?

TISK has contributed to setting standards in 250 occupations. The standards are prepared by the Occupational Standards Commission (MEDAK) via its experts in workplaces. TISK, which is a member of MEDAK, takes an active part in the preparation of vocational guides for basic and secondary high school students and for the unemployed. It is also represented on ISKUR’s General Board and Executive Board, and, as required by Law No.3308, on Provincial Employment Boards and Provincial Boards of Vocational Education.

What initiatives do employer organizations take to help provide MBRD services for student and other non-employees (e.g. involvement in career information programs in schools and tertiary education; participating in career fairs and exhibitions; producing career information)?

Many employer organizations participate in career information programs organized at schools and higher education institutions for the provision of MBRD services. TISK joins career days and/or career fairs of major universities and informs university students about companies and career opportunities. It organizes promotion meetings in career fairs, distributes company pamphlets on career days, and also gives job application and vocational training forms to those who are interested. Not only students but also alumni participate in these events and the contacts made there sometimes result in job placements.

Trade Unions

Do trade unions play a role in articulating the need for improvements in, or in regulating/funding, information, guidance and counseling services (e.g. by issuing reports on career guidance provision; or by participating in advisory and co-ordination bodies, or in programme management committees)?

Since its foundation, TÜRK-IS has included among its 24 principles the importance of vocational and technical training and of its work in this field. The relevant principle states that “TÜRK-IS acknowledges the principle of ensuring justice and equality of opportunity in education, enabling children in villages to have vocational education free of charge, enabling talented children of fixed- and low-income families to have the help and support of the state until the end of higher education, and implementing theoretical and practical on-the-job training to enable workers to adjust to vocational and new technologies, and accepts it as its duty to work in this direction.” TÜRK-IS is a member of MEDAK and actively contributes to the preparation of ISKUR career information files.

In accordance with the relevant article in the Apprenticeship and Vocational Training Act, No.3308, issued in 1986 and amended by Law No.4702 in 2001, TÜRK-IS has representatives in various institutions concerned with vocational development, and contributes to efforts designed to ensure that the unemployed and those without careers can have access to vocational training in various branches of work, and that the employed can improve their occupational skills and have access to in-service training. TÜRK-IS also agrees cooperation
protocols with universities and helps workers to improve themselves via vocational training courses.

- What initiative do trade unions take to help provide information, guidance and counseling services for people other than their members (e.g. involvement in career information programs in schools and tertiary education; participating in career fairs and exhibitions; or producing career information)?

TÜRK-IS devotes efforts to providing career information, guidance and counseling services to people other than its members. Within the framework of the International Program for Ending Child Labor (IPEC) undertaken by TÜRK-IS in cooperation with ILO, various projects have been undertaken in the last 10 years with a view to sensitizing trade unions to the problems of child workers and solutions to these problems, making them take an active part in improving the working conditions of child workers, providing education and vocational education to child workers, and ensuring that child workers continue their education. These efforts may be summarized as ensuring access to formal vocational education for children under 15 working in industry, and placement of children working in the streets in Regional Basic Boarding Schools under MONE. Within this framework, children working in industry are directed towards formal education or Apprenticeship Training Centers according to their age and branch of activity, thereby ensuring the rights of children and youth to healthy work and education and contributing to their vocational education and career attainment.

TÜRK-IS has been organizing symposiums on “Problems of Young Workers and Possible Solutions” in the last 25 years. Through these symposiums it attracts public attention to the problems of organized and unorganized young workers on topics like unemployment, education, employment, vocational training and in-service training. TÜR Kỳ-IS has included the problems of working children in these symposiums in the last ten years, under the title “Problems of Young and Child Workers and Possible Solutions”.

Other Stakeholders

- Please describe any ways in which policies encourage other stakeholders – such as parents, associations of students, alumni, community organizations, educational institutions or the end-users of services – to play a role in information, guidance and counseling services (e.g. through roles there are expressed in legislation; through policies to contract service provision to non-government organizations; through membership of advisory bodies; through membership of program management committees)

No information or data are available on this subject.

9.2 Coordination

- What mechanisms, if any, exist for coordinating information, guidance and counseling services: between different Ministries; between different levels of government; between governments and other parties such as employers, trade unions, the private sector, and community groups; between services for youth and adults; and between the different agencies that provide services?
Efforts are being made to develop more effective cooperation between public institutions and the private sector, through the protocol mentioned in Section 3, through MEDAK, and through jointly organized courses and seminars. However, there are still limits on the extent of coordination.

- **What barriers exist to coordination of services and networking among providers?**

Although an understanding of MBRD has been legally present for a long time, development, establishment and extension of attitudes and services in accordance with this understanding have been slower to emerge. Given the youthfulness of the population, and their needs, the number of educated experts in this field is insufficient. In addition, teamwork is a newly developing concept in Turkish culture. The fact that IT communication networks have not yet been fully diffused creates difficulties in ensuring coordination.

**9.3 Strategic Leadership**

*This section aims at acquiring information on how some stakeholders other than Ministries affect MBRD services.*

- **Which bodies currently exert most influence over the development of career information, guidance and counseling provision?**

MONE is one of the leading institutions in developing MBRD services. According to data for the 2001/02 academic year, MONE is the institution responsible for providing MBRD services to the largest group: 13,707,395 students in formal education and 3,211,278 students and trainees in non-formal education. It also has the highest number of MBRD staff, with 7,687 employees who are directly engaged in guidance services (guidance teachers). It has been pioneering the development of guidance services since the 1950s.

ISKUR is another major institution which conducts career orientation services with a contemporary approach. ISKUR ensures that information sources are prepared systematically and extensively in the career counseling centers which form the main infrastructure of services in the community. The implementation of unemployment security has been initiated within this framework. ISKUR is in the process of acquiring a model structure for preventing unemployment and producing active employment policies. Accordingly, it has to be active in career counseling, vocational guidance and career orientation services. Individuals who make realistic decisions in choosing a career are more likely not only to succeed in vocational education but also to encounter fewer difficulties in finding and maintaining employment. This will prevent problems like dissatisfaction with one’s job, frequent changes of job, and inability to progress in one’s profession. The educational direction of MONE gains significance in this context. MONE has to play a role in the process of providing and regulating general vocational training opportunities by considering the current and future demands of employers.

A few universities in Turkey are making pioneering efforts in the field of career planning.

The private sector has made significant efforts towards effective education and employment through various education centers and foundations in recent years.

- **If such provision is to develop further in the future, from which bodies might leadership be expected to come?**
The most effective way to improve these services is likely to be through improved cooperation and coordination between the institutions described above. The major institutions that are expected to provide coordination in improving MBRD services are MONE and ISKUR.

- Is any new body/mechanism needed within your country to provide strategic leadership in this field?

Labor market, social, economic and educational policies interact with each other. This makes it necessary for institutions and organizations in these fields to work in close coordination with one another. Cooperation between basic and secondary education institutions, universities, professional organizations, social services, institutions for the protection of children, the Ministry of Justice, and employee and employer institutions, is very important both for information gathering and for service provision. New models are needed to ensure more effective strategic leadership in the field.

10. CONCLUSIONS AND RECOMMENDATIONS

10.1 Policy context

The current policy context for career guidance services in Turkey has three main features. The first is the move towards lifelong learning, focused particularly on raising the skill levels of the workforce. It is recognised that this requires more flexible methods of learning. But it is also increasingly being recognized that in addition it requires individuals to manage their progression in learning, on a lifelong basis, taking account of the needs of the labor market. This in turn requires lifelong access to high-quality career guidance. MONE clearly has a key role to play here, with other partners.

The second is the move towards a more flexible labor market, making it easier for people to move between jobs, between companies and between occupations, in response to the pace of change driven by global competition and technological progress. The unemployment benefit system needed to underpin such flexibility is beginning to be introduced. ISKUR has a key role to play, both in administering this system and also – with other partners – in providing the career counseling, employment counseling and job placement services required to facilitate occupational and job mobility both for unemployed and for employed individuals.

The third is the move towards a stronger but broader and more flexible vocational orientation within schooling. Currently this is framed mainly in terms of encouraging more students to enter technical and vocational secondary schools at the end of the 8th grade. Institutional reforms are being introduced to facilitate this, including opening up avenues to higher education from such schools which can avoid the university entrance examinations. Career guidance is important in supporting and lubricating this policy. In addition, discussions are under way about introducing more flexibility within the education system generally, including a common program for both general and vocational/technical secondary schools in the 9th grade, and broader and more flexible pathways beyond that. Career guidance would have an even stronger play in supporting and lubricating such policies as they are introduced.
10.2 SWOT analysis

A. **Strengths**

1. Well-established structure of general guidance services in the school system, based on professional guidance counselors.
2. Emerging career guidance expertise within ISKUR, with strengthened career information, and with prospects for a formal professional status for its career and employment counseling staff.
3. Strong examples of innovative practice to provide models for development (examples included in the project visit – see Appendix B – were the guidance program at Ankara College, the career center at Middle East Technical University, and the new courses for career counselors being introduced by Ankara University).

B. **Weaknesses**

1. General guidance services within schools tend to focus mainly on personal and social counseling, and on educational guidance (related in particular to university entrance), and to pay less attention to career exploration and career guidance.
2. Career services in universities are very limited, and there is no networking structure to support them.
3. Career information is limited, especially labor market information on present and projected future supply and demand by occupation, and tends to be difficult for individuals to access (information for school students, for example, is kept in guidance counselors’ offices or in remote ISKUR centers rather than in open-access resource centers).
4. There is lack of clarity about the respective roles of ISKUR and of the RAMs in supporting career guidance in schools.
5. The career guidance services for adults are very limited.
6. There is a lack of strategic leadership and co-ordination across the field as a whole.

C. **Opportunities**

1. ICT offers opportunities for improving the quality of educational and occupational information, integrating it in an effective way, linking it with assessment instruments and self-assessments, and making it much more directly accessible to individuals.
2. The World Bank Secondary Education Project offers opportunities for significant development work in the career guidance field, linked to secondary school reform, but with wider applicability to other sectors too.
3. The working group convened to support this report has demonstrated the value of cross-sectoral collaboration in this field, and has forged some of the relationships required to develop and sustain such collaboration.
D. Threats

The main threat is that these opportunities will not be grasped.

10.3 Recommendations

A. Inter-agency collaboration

1. A cross-sectoral body should be established to provide co-ordination and leadership for the development of career guidance services on a lifelong basis in Turkey. This should include representatives from MONE, ISKUR, and organizations like TISK and TURK-IS. In considering the composition and form of such a body, the experience of previous and existing cross-sectoral groups, including the national steering committee convened for this report (see Appendix A), should be taken into account. Meanwhile, this committee could usefully provide the basis of the advisory group for the guidance component of the World Bank Secondary Education Project.

2. A clearer policy is needed for the role of ISKUR in relation to guidance programs in schools (including visits by groups of students to ISKUR information centers, and by ISKUR staff to schools) to avoid misunderstandings, overlap and inefficient use of resources. More specific guidelines should be included in the protocol agreed between MONE and ISKUR, related realistically to the resources available. These guidelines should permit some flexibility at local level. Detailed agreements should then be included in school guidance plans (see item E6 below), which should be signed by the appropriate ISKUR representative and the school principal, and reviewed annually.

3. Structures need to be established to support the active involvement of employers in school guidance programs, particularly in enabling students in basic and general secondary schools to gain active experience of workplaces (see E3 below). Pilots should be established in the formation of education-business partnerships for this purpose (possibly building upon the roles of the Provincial Apprenticeship and Vocational Training Councils). Links with parents should also be exploited, as part of wider strategies for the involvement of parents in schools.

B. Career information and guidance resources

1. The potential of e-learning in career education and guidance should be fully harnessed. Integrated systems should be developed to include self-assessments, databases of educational and occupational information, and matching programs. These should be designed in a flexible form to encourage self exploration and career exploration. They should also include some materials and activities that could be used in group guidance programs within schools (see E1 below). Account should be taken of existing international work, as well as of existing Turkish systems (notable BILDEMEN): care should be taken to design a system appropriate for Turkey. As far as possible, such systems should be made available on the Internet to encourage usage in homes as well as in schools, and by adults as well as students.

2. ISKUR should be fully involved in the development of computerized guidance systems for use in schools and elsewhere, and should have particular responsibility for the occupational and labor market information incorporated in such systems.
3. A clear and sustainable policy should be developed for the collection and maintenance of such information, and particularly – in collaboration with the State Institute of Statistics – for information on present and projected future demand for specific occupations in the labor market. Such information should be actively disseminated in accessible and user-friendly forms to enable it to be used in career guidance at all ages.

4. The information published by OSYM on college entrance should be presented in a more user-friendly form, to enable it to be understood by students without mediation from guidance counselors, so making it possible for guidance counselors to focus more on what and where students want to study, and why, rather than (as at present) focusing predominantly on the tactics of university entry.

5. All information resources should wherever possible be made directly available to individuals on an open-access, self-service basis in schools, universities, employment offices, and other relevant locations.

C. Infrastructure

1. The role of the guidance counselor in schools should be redefined, with more emphasis on career education and guidance.

2. Clear targets should be set for staff-student ratios for guidance counselors in all types of school. A timetable should be set to achieve the present targets (one per school at primary level; 1:500 at secondary level), and the targets should be reduced (in the case of secondary schools, to 1:400) as soon as possible.

3. The physical facilities for guidance services in schools should be improved, with private and soundproofed space for individual interviews, and with resource centers – possibly within school libraries – to enable students to have direct access to all relevant educational and career information. Standards for such amenities should be developed, applied as far as possible in existing school buildings, and incorporated fully in all new school buildings.

4. All universities should be encouraged by YOK to set up career centers to provide career exploration, career counseling and job placement services for their students.

5. YOK should also undertake a feasibility study for developing a network structure between such career centers to avoid unnecessary duplication in the development of web-based and other resources which could be used in all universities, and to facilitate links with employers that would provide students with greater equity of access to the labor market, regardless of their university of origin.

6. In the development of its services for adults, ISKUR should be encouraged to develop services for employed as well as unemployed adults, linked to national strategies for lifelong learning.

7. Legislation to provide a legal status for private employment agencies should be passed as soon as possible. Once this has been done, the significance of such agencies and of private-sector HRD consultancy agencies to national strategies for lifelong guidance and lifelong learning should be recognized. ISKUR should be encouraged to sub-contract services to such agencies where appropriate.

8. Employers, with the support of trade unions, should be encouraged to establish processes to involve employees actively in their career development, including the development of learning plans. This should include regular development review processes. Relevant bodies, including MONE, TISK and TURK-IS, should explore strategies through which small and medium-sized as well as large employers might be supported in developing such processes.
9. Research and development programs should be established to underpin the development of effective career guidance services in all sectors. These should include the development of psychometric instruments standardized for Turkey, research into the factors that influence individuals’ career development, studies of the effectiveness of career guidance interventions, and career follow-up studies. METARGEM, and the new research center at the University of Ankara, provide possible bases for such research.

D. Staff development

1. More attention should be given to career guidance within university programs in guidance and psychological counseling (from which school guidance counselors are recruited). In addition, in-service programs to extend the competences of existing guidance counselors in this area should be mounted, including the new training program for career development facilitators (see D4 below). As a first step, targets should be set for ensuring that, within a given period of time, all schools have at least one guidance teacher who has been on such a course.

2. The guidance competences required of all teachers in their classroom guidance teacher roles, including both group and individual guidance, should be reviewed and defined more clearly. Improved training and support should be provided to develop such competences. Some of this should be provided by guidance counselors within the school or in RAMs; some by ISKUR; some in web-based form by MONE.

3. In-service programs should be established for school principals to ensure that they are aware of the nature and importance of guidance programs, including the career education and guidance components of these programs, so that they can offer leadership and support in the incorporation of such programs within planning and quality-improvement processes across their school.

4. Legislation should be passed as soon as possible to provide a legal status for professional staff within ISKUR, including career and employment counselors. Training programs for such staff should then be developed, building upon the programs being initiated, for example, by Ankara University through its new Master’s program in human resource development and career counseling, and its planned internationally-accredited program for career development facilitators. Other universities should be encouraged to develop similar programs.

E. Curriculum

1. The practice of devoting an hour per week to group guidance, already introduced in grades 9-11, should be extended to grades 1-8, with MONE curriculum guidelines to support it. These guidelines should include attention to career education. Use should be made of e-learning (see B1 above) as ICT resources within schools develop.

2. Linked to these programs, more opportunities should be offered for students to explore the world of work both in basic and in secondary schools, not only through talks, career days and fairs within schools and through visits to universities, but also through visits to workplaces, including work shadowing and work experience (at present such opportunities are confined to technical and vocational schools, and linked to skill training rather than career exploration).
3. Alongside the group guidance curriculum, opportunities should be sought to include elements of career education in other parts of the curriculum – e.g. the work crafts/technology course in basic schools – and their relevance to the guidance program should be made explicit.

4. The opportunities provided in extra-curricular activities for students to explore and develop a wider range of abilities and interests should be linked more clearly to the guidance program.

5. Alongside the guidance record systems in schools, pilot projects should be established in the use of student-owned portfolios, with supporting processes – involving classroom guidance teachers supported by guidance counselors – through which students can be helped regularly to record and reflect on what they are learning both inside and outside the formal curriculum and its relevance to their present and future roles, to review their longer-term goals, and to set targets for their learning related to these goals.

6. All schools should be required to develop school guidance plans, to include not only the activities of guidance departments but all of the elements outlined in E1-5 above, with clear allocation of roles and responsibilities, so that guidance programs are owned not just by school guidance departments but by the school as a whole. Such plans should include the role of ISKUR (see A2 above). The development of these plans should be integrated into whole-school planning processes as part of total quality management (TQM): students, parents and employers should be included in these processes, and also in inspection processes designed to monitor the implementation of the plans.

7. Career education and guidance programs should be redesigned for technical and vocational schools, with more attention to the specific requirements of such schools.
REFERENCES


## APPENDIX A:
MEMBERS OF THE NATIONAL STEERING COMMITTEE

<table>
<thead>
<tr>
<th>Name and Surname</th>
<th>Affiliation</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mehmet TEMEL</td>
<td>MEB</td>
<td>Deputy Undersecretary</td>
</tr>
<tr>
<td>Esat SAGCAN</td>
<td>General Directorate for Apprenticeship and Non-Formal Education</td>
<td>General Director</td>
</tr>
<tr>
<td>Mehmet ÇAKIREL</td>
<td>ORGM</td>
<td>General Director</td>
</tr>
<tr>
<td>Hayrunnisa SALDIROGLU</td>
<td>ORGM</td>
<td>Unit Head</td>
</tr>
<tr>
<td>Cevdet OKSUZ</td>
<td>General Directorate for Trade and Tourism Education</td>
<td>Assistant General Director</td>
</tr>
<tr>
<td>İEthem YAMAN</td>
<td>General Directorate for Secondary Education</td>
<td>Branch Head</td>
</tr>
<tr>
<td>Medine KARAPINAR</td>
<td>General Directorate for Secondary Education</td>
<td>Unit Head</td>
</tr>
<tr>
<td>Yahya TURKELI</td>
<td>General Directorate for Basic Education</td>
<td>Branch Head</td>
</tr>
<tr>
<td>Osman Nuri DEMIREL</td>
<td>Research, Development and Coordination Center Board of Education</td>
<td>Branch Head</td>
</tr>
<tr>
<td>Sami ÖNAL</td>
<td>Board of Education</td>
<td>Branch Head</td>
</tr>
<tr>
<td>Naile SEVER</td>
<td>General Directorate for Preschool Education</td>
<td>Teacher</td>
</tr>
<tr>
<td>Selen KILIÇ</td>
<td>General Directorate for Preschool Education</td>
<td>Teacher</td>
</tr>
<tr>
<td>Ali KOZBEK</td>
<td>General Directorate for Educational Technologies</td>
<td>Consultant</td>
</tr>
<tr>
<td>Saliha KARASIRAY</td>
<td>General Directorate for Educational Technologies</td>
<td>Teacher</td>
</tr>
<tr>
<td>Sevket ALP</td>
<td>General Directorate for Boys’ Technical Education</td>
<td>Unit Head</td>
</tr>
<tr>
<td>Hülya Ceylan KORKMAZ</td>
<td>Research and Development Center at MONE</td>
<td>Teacher</td>
</tr>
<tr>
<td>Mehmet BAL</td>
<td>METARGEM</td>
<td>Teacher</td>
</tr>
<tr>
<td>Sule ÖZKUZUALAN</td>
<td>TURK_IS</td>
<td>Specialist</td>
</tr>
<tr>
<td>Hüseyin AZMAZ</td>
<td>ISKUR</td>
<td>Unit Head</td>
</tr>
<tr>
<td>Deniz KARTAL</td>
<td>ISKUR</td>
<td>Psychologist</td>
</tr>
<tr>
<td>Hakki KIZILOGLU</td>
<td>TISK</td>
<td>Consultant</td>
</tr>
<tr>
<td>Zübeyde ÇELEBIOGLU</td>
<td>TISK</td>
<td>Research Specialist</td>
</tr>
<tr>
<td>Bilge NAZIKIOGLU</td>
<td>Project Coordination Center (PCC)</td>
<td>Assistant Head</td>
</tr>
<tr>
<td>Toper AKBABA</td>
<td>Project Coordination Center (PCC)</td>
<td>Unit Head</td>
</tr>
</tbody>
</table>
APPENDIX B:
VISIT PROGRAM

Monday 20 January 2003

9:00-10:00 Initial project team meeting
10:30-12:30 Initial briefing from the National Coordinator and meeting at the Ministry of National Education (MONE) with key policy makers
14:30-15:45 Visit to Middle East Technical University (METU) Career Planning Center
16:00-17:30 Visit to University Entrance Examination Center (OSYM)

Tuesday 21 January 2003

9:30-16:00 Seminar with the National Steering Committee

Wednesday 22 January 2003

9:30-12:30 Visit to ISKUR and meeting with key policy makers
11:30-14:00 Visit to ISKUR career information center and employment office
14:30-16:00 Visit to Ankara University

Thursday 23 January 2003

9:00-14:00 Visits to two schools
14:30-15:30 Visit to a Research and Guidance Center (RAM)
16:00-18:00 Meeting with TISK and TURK-IS representatives

Friday 24 January 2003

14:00-16:00 Debriefing with the National Coordinator and with MONE and ISKUR representatives