

# Turkish Cypriot Community

## WORKFORCE DEVELOPMENT

SABER Report  
2016

### Strategic Framework

While political support for workforce development (Wfd) as an asset for economic progress is strong, and the roles and responsibilities of key stakeholders are clear, the influence of businesses and industries in shaping and implementing workforce development priorities is limited. Though the Turkish Cypriot community (TCc) has been partnering with international donors to improve its workforce development system, assessments are not conducted routinely on the community's economic prospects and their implications for skills. Besides, the law does not provide for skills upgrades in the informal sector.

### Status



### System Oversight

Equity and efficiency of funding is an issue for the community, as no strong linkages exist between the allocation of funds and the performance of service providers. Besides, the funding of educational institutions has generally not been supplemented by other sources. While competency standards exist for most occupations, the community should continue benefitting from European Union alignment, and institutionalize clear and attainable standards for domestic quality-assurance systems.



### Service Delivery

Performance targets for public training providers and corresponding incentives for meeting those targets are currently underutilized. Bad performers are not informed or incentivized to improve their functioning. The availability and use of policy-relevant data is very limited, and monitoring and evaluation are not given the deserved attention. Establishing an integrated Management Information System for employment and education inputs and outcomes could serve as a first step toward developing an evidence-based, strategic-thinking environment for the Turkish Cypriot community.





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## Executive Summary

For the last 50 years, the Turkish Cypriot community (TCC) has remained outside the effective control of the Government of the Republic of Cyprus (RoC). The community displays typical characteristics and challenges of a small island economy, and after years of rapid growth and income convergence, it is unlikely to replicate its pre-2009 economic performance in the medium term. While the overall unemployment rate declined to 8.4 percent in 2013, labor market indicators such as employment rates and participation have not benefitted enough from the period of high growth and convergence, and some vulnerabilities have emerged. The community's public sector, which accounts for about 30 percent of total employment, provides employees with generous benefits and thereby attracts large number of well-educated Turkish Cypriots. However, the private sector tends to generate low-paying, low value-added jobs, mostly in small, family-run firms, making it a fairly unattractive option to the large pool of local unemployed youth, recent graduates, and inactive people.

Sound macroeconomic policies and structural reforms, thus, become all the more crucial if the community is to regain the growth momentum of the early-2000s and address some of the labor market issues described above. Structural reforms should, among other things, aim to remove barriers to an expanding private sector, and strengthen domestic and external market competitiveness. To do this, the Turkish Cypriot community needs to better align its workforce and workforce development (WfD) policies to the needs of the labor market and of the private sector in particular.

The study benchmarks policies and practices in the community's workforce development system against international good practices. Specifically, it assesses policies, practices and institutional arrangements, and identifies measures that contributed to workforce development. The study takes advantage of the World Bank's workforce development diagnostic tool, which is part of the Systems Approach for Better Education Results (SABER) initiative. The SABER-WfD assessed three broad functional dimensions of the community's workforce development policies based on a collection of primary and secondary evidence on performance in these three areas: strategic framework; system oversight; and service delivery.

The strategic framework dimension is concerned with setting the direction and overall authorizing environment for workforce development. While political support is strong for viewing workforce development as an asset for economic progress, and the roles and responsibilities of key stakeholders are clear, businesses and industries have limited influence in shaping and implementing workforce development priorities in the Turkish Cypriot community. Employers are only involved in defining such priorities on an ad hoc basis. Community administrations have been partnering with international donors to improve the system, but assessments of the community's economic prospects and their implications for skills are not conducted routinely. Besides, laws and regulations make it impossible for informal sector workers to participate in any skills-upgrading program.

System oversight refers to the standards and quality assurance that guide the functioning of the system. The results reveal that equity in funding is an issue for the community, as no strong linkages exist between the allocation of funds to education institutions and their performance. Besides, funding of educational institutions has generally not been supplemented by other sources. Competency standards exist for most occupations. However, domestic quality-assurance systems need improvement.

Service delivery refers to how training is conducted to equip individuals with market and job-relevant skills. The influence of "non-public" stakeholders over training curricula is ad hoc, and almost no incentives exist for public and private service providers to meet quality standards. The availability and use of policy-relevant data are very limited, and Monitoring and Evaluation (M&E) activities are not given the deserved attention. Establishing an integrated Management Information System for employment and education inputs and outcomes could comprise the first step toward developing an evidence-based, strategic-thinking environment for the TCC.

The main challenges facing the community in the coming years will be linking WfD to broader socioeconomic goals, and strengthening mechanisms for funding and quality assurance, as well as M&E programs and policies.

**Note to Reader:** The contents of this document are the sole responsibility of its authors and should in no way be taken to reflect the official views of the World Bank or the European Commission financing this report. The term “Turkish Cypriot community” refers, solely for the purposes of this study, to the areas in which the Government of the Republic of Cyprus does not exercise effective control. If reference is made in the report to any “ministries,” “departments,” “services,” “bodies,” “organizations,” “institutions,” or “authorities” (quotation marks used) in the areas not under the effective control of the Government of the Republic of Cyprus, or respective acronyms or abbreviations are used, this is done to allow a clear factual understanding of the administrative structures in the Turkish Cypriot community, without intention to support any claims based on international law. Similarly, comparisons between the areas where the Government of Republic of Cyprus exercises effective control and those areas where it does merely reflect de facto operations.

## Acronyms

ALMPs	Active Labor Market Programs
CEENQA	Central and Eastern European Network of Quality Assurance Agencies in Higher Education
CVET	Continuing Vocational Education and Training
DCI	Data Collection Instrument
ENQA	European Association for Quality Assurance in Higher Education
EQF	European Qualifications Framework
EU	European Union
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
INQAAHE	International Network for Quality Assurance Agencies in Higher Education
IVET	Initial Vocational Education and Training
LFP	Labor Force Participation
LLL	Lifelong Learning
M&E	Monitoring and Evaluation
METGE	Developing Technical Vocational Education and Training (Mesleki ve Teknik Egitimin Gelistirilmesi)
“MoLSS”	“Ministry of Labor and Social Security”
“MoNE”	“Ministry of National Education”
NGO	Non-governmental Organization
NQF	National Qualifications Framework
OECD	Organisation for Economic Co-operation and Development
OJT	On-the-job Training
OLE	Observatorio Laboral para la Educacion
RoC	Republic of Cyprus
SABER	Systems Assessment for Better Education Results
SME	Small and Medium Enterprises
SNIES	Sistema Nacional de Informacion de la Education Superior
SPO	State Planning Organization
STEP	Skills Toward Employment and Productivity
TCC	Turkish Cypriot Community
TVET	Technical Vocational Education and Training
VET	Vocational Education and Training
VETLAM	Development and Promotion of TVET Systems (VET-Labor Market)
VQA	Vocational Qualifications Authority
WISE	Workforce Improvement Skills Enhancement
WfD	Workforce Development
YODAK	Higher Education, Planning, Evaluation, Accreditation, and Coordination Council

## 1. Introduction

**For the past 50 years, the Turkish Cypriot community (TCc) has remained outside the effective control of the Government of the Republic of Cyprus (RoC).** The TCc economy, valued at an estimated US\$3.9 billion in 2013, is equivalent to about one-fifth that of the government-controlled areas of RoC. Slightly more than half of this disparity is explained by the difference in population: According to the latest census in 2011, the TCc population totaled more than 286,000, about one-third the size of the RoC's total population. The rest reflects the difference in per capita income between the two sides; the TCc average of US\$13,280 in 2012 was slightly more than half that of the RoC. Still, that puts the TCc in the high-income group, according to World Bank classifications. Despite the size difference between the two economies, incomes in the TCc have risen much faster than those in RoC since the early-2000s. However, much of this difference was driven either by unsustainable events in the TCc or crisis in the RoC. Before the global financial crisis hit in 2008-09, rapid income convergence was fueled by a construction boom sparked by unification talks under the Annan plan. Continued income convergence occurring after the global financial crisis reflected the effects of a banking crisis in the RoC, which significantly slowed down its economy.

**Effectively shut out of international markets except Turkey's, the TCc displays typical characteristics and challenges of a small island economy.** After years of rapid growth and income convergence, the community is unlikely to replicate its pre-2009 economic performance in the medium term, given the moderate growth prospects of Turkey, on which the TCc's economy is heavily reliant.

**Labor market indicators have not benefitted enough from the period of high growth and convergence.** The overall unemployment rate declined to 8.4 percent in 2013 from 12.4 percent in 2009 (LFS 2014), but the trend masks some vulnerabilities in the economy. In 2013, youth unemployment totaled 23 percent, while joblessness among women reached 34.7 percent, up from 32.3 percent in 2011 and three times higher than the 28-country European Union's rate of 11 percent. Labor force participation remained stubbornly low at 48

percent, down from the 49.8 percent recorded in 2011 and considerably below EU average of about 58 percent. The low participation rate can be attributed largely to poor female labor force participation. The employment rate is also low and declining, settling at 44 percent in 2013, from 45 percent in 2011.

**Moreover, the TCc seems to suffer from a "dual labor market."** The public sector, which accounts for more than 30 percent of total employment, provides well-paying jobs with strong benefits. The large number of well-educated Turkish Cypriots consider such jobs the most appealing option. The hope of finding a public sector job likely resulted in an excess supply of college degree graduates, and in a shortage of TVET graduates and youth with technical skills. On the other hand, the World Bank team found<sup>1</sup> that small firms tend to be engaged in low-productivity lines of work, featuring mostly low-paying, informal jobs that remain fairly unattractive options for local unemployed youth, recent graduates, and inactive people.

**Sound macroeconomic policies and structural reforms thus become all the more crucial to help the community regain the growth momentum of the early-2000s,** and address some of the labor market issues described above. Structural reforms should, among other things, aim to remove barriers to an expanding private sector, and strengthen domestic and external market competitiveness. To do this, the TCc needs to better align its workforce and its workforce development (WfD) policies to the needs of the labor market and of the private sector in particular.

**This study aims to assess the TCc's overall WfD system.** Where shortcomings are identified, the study offers suggestions on how to improve the quality and relevance of the skills produced by the community's workforce system, including TVET at the secondary and post-secondary level, and on-the-job learning.

## Analytical Framework

**This report presents a comprehensive diagnostic of a Workforce Development (WfD) system's policies and institutions.** The results are based on a World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank's initiative on Systems

<sup>1</sup> Information was collected through focus groups with employers, employees, unemployed and students as part of the "Barriers to SYSTEMS APPROACH FOR BETTER EDUCATION RESULTS

employability" study financed under the trust fund "Supporting Economic Convergence of the Turkish Cypriot Community with the EU".

Approach for Better Education Results (SABER).<sup>2</sup> Its aim is to provide systematic documentation and assess the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool focuses on initial, continuing, and targeted vocational education and training offered through multiple channels, and concentrates largely on programs at the secondary and post-secondary levels.

The tool is based on an analytical framework<sup>3</sup> that identifies three functional dimensions of WfD policies and institutions:

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

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

Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more details about the system.<sup>4</sup>

**Figure 1: Functional dimensions and policy goals in the SABER-WfD framework**



Source: Tan et al. 2013.

## Implementing the Analysis

**Information for the analysis is gathered using a structured SABER-WfD data collection instrument (DCI).**

The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each Topic, the DCI poses a set of multiple choice questions, which are answered based on documentary evidence and interviews with experts. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (Figure 2).<sup>5</sup> Topic scores are averaged to produce Policy Goal scores, which are then aggregated into dimension scores.<sup>6</sup> The results are finalized following validation by the relevant national counterparts, including the experts themselves.

**Figure 2: SABER-WfD Scoring Rubrics**



Source: Tan et al. 2013.

<sup>2</sup> For details on SABER, see <http://www.worldbank.org/education/saber/>; for acronyms used in this report, see the acronyms list on page 6.

<sup>3</sup> For an explanation of the SABER-WfD framework, see Tan et al. 2013.

<sup>4</sup> See Annex 1 for an overview of the structure of the framework.

<sup>5</sup> See Annex 2 for the rubrics used to score the data. As in other countries, a national principal investigator and his or her team gather the data, based on the sources indicated in Annex 4. The data is then scored by the World Bank's SABER-WfD team. See Annex 3 for the detailed scores, and the

Acknowledgement section for a list of those involved in data-gathering, scoring, and validation, and in report writing.

<sup>6</sup> Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule:  $1.00 \leq X \leq 1.75$  converts to "Latent";  $1.75 < X \leq 2.50$ , to "emerging";  $2.50 < X \leq 3.25$ , to "established;" and  $3.25 < X \leq 4.00$ , to "advanced."

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

## 2. Context<sup>7</sup>

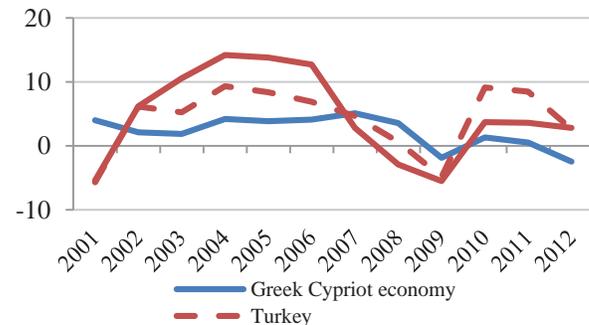
A small, closed economy, the TCC had a population of 286,000 in 2011, and enjoyed high growth throughout much of the 2000s. Between 2002 and 2006, its economy expanded at an average annual rate of 11.5 percent much faster than the rate of the Greek Cypriot economy, or of the European Union. This period of high growth came to a halt in 2007-2008, due to the global financial crisis. Despite slower growth rates in the late-2000s and early-2010s, the TCC's per capita gross national income (GNI) rose to US\$14,942 in 2014, from US\$4,350 in 2001, placing the economy in the group of high-income countries, as defined by the World Bank.<sup>8</sup>

The overall positive economic performance of the TCC over the last decade or so nevertheless masks deep structural problems, resulting in part from the "Cyprus issue," making sustainable growth over the long run very challenging. Though the TCC and the RoC initiated a new process to find a mutually acceptable solution to the Cyprus issue, the current situation restricts the community's access to international markets for goods and services. Moreover, banks in the TCC can only gain limited access to the international financial system and only via Turkish institutions. Mostly because of these constraints, over the last decade, economic development in the TCC has been highly uneven, with rapid growth periods followed by abrupt slowdowns. While volatility is somewhat common for small island economies, this pattern is considerably more accentuated in the TCC than in the Greek Cypriot economy or Malta.<sup>9</sup>

A further complicating factor, is the TCC's reliance on Turkey. As shown in Figure 3, growth in the TCC has followed Turkey's economic developments in an amplified way. Turkey remains the main destination for the limited exports of the TCC, and it also serves as the

economy's main access point to the international financial system and market. On average, between 2000 and 2012, exports from the TCC accounted for only 3.2 percent of its gross domestic product, with 7.5 percent of that going to the European Union and half going to Turkey. Since 2004, the economy has been running a continuous current account deficit, largely financed via transfers from Turkey. However, such close economic ties with Turkey, in the form of trade, transfers, and tertiary education students moving to the TCC and vice versa--and the ensuing lack of diversification of economic partners--mean that the TCC economy closely follows that of Turkey during both boom and bust periods.

Figure 3: Real GDP growth (% annual)



Source: World Bank staff, based on State Planning Organization data

In 2014, the working age population in the TCC was 231,424, and the labor force participation rate totaled 48.6 percent.<sup>10</sup> About 3,500 new entrants join the community's labor force each year. With an employment rate of 44.6 percent, 103,145 TCC residents were working in 2014 (representing an increase of 5,282 from 2013). The unemployment rate in the TCC has been declining, dropping from 12.4 percent in 2009 to 9.7 percent in 2011 and 8.3 percent in 2014. The unemployment rate for women, at 12.1 percent, is higher than the 6.3 percent rate for men. While in line with EU figures at an aggregate level, the overall unemployment rate masks stubbornly high youth unemployment, which totaled 23 percent in 2013.<sup>11</sup>

<sup>7</sup> Drawn from the World Bank's TCC Macroeconomic Monitoring Note, January 2015.

<sup>8</sup> RoT, Aid Committee, Economic Situation in 2014, www.yhb.gov.tr.

<sup>9</sup> World Bank 2014, "Investment Incentives for Private Sector in the Turkish Cypriot Community: A Critical Overview."

<sup>10</sup> This figure includes informal workers but omits foreign university students living in the community, some of who may be working informally.

<sup>11</sup> RoT, Aid Committee, Economic Situation in 2014, www.yhb.gov.tr.

**Table 1: Population and labor market in the TCC**

	2010	2011	2012	2013	2014
Population at employment age	213,954	215,784	215,009	221,419	231,424
Labor force	106,121	107,461	105,884	106,724	112,465
Employment	93,498	97,103	96,539	97,867	103,149
Agriculture (%)	5.7	3.7	4.0	5.0	
Industry (%)	9.0	7.2	6.9	6.1	
Services (%)	77.0	81.8	81.6	81.6	
Construction (%)	8.3	7.3	7.5	7.3	
Unemployed	9,713	9,522	9,174	8,929	9,320
Participation in labor force (%)	49.6	48.7	49.2	48.2	48.6
Employment rate (%)	43.7	45.0	44.9	44.2	44.6
Unemployment rate (%)	11.9	9.7	8.7	8.4	8.3
Unemployment rate - male (%)	8.9	8.0	7.2	6.3	5.8
Unemployment rate - female (%)	17.5	13.1	11.4	12.1	12.8
Unemployment rate - youth (%)	24.8	23/1	24.0	23.0	20.3

Source: Author's rendering, based upon the State Planning Organization's (SPO's) "Mid-Term Program 2016-18" and "2010-2013 Macroeconomic and Sectoral Developments," and the Republic of Turkey's "Aid Committee, Economic Situation in 2014."

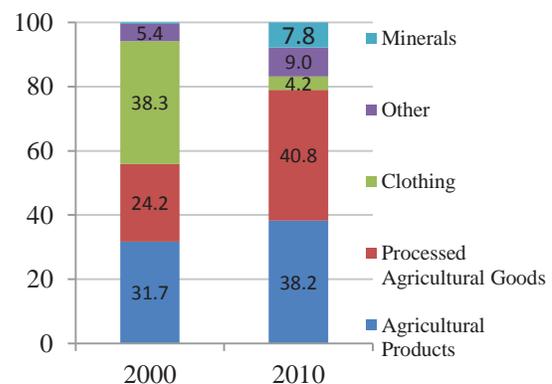
**Labor force participation (LFP) is extremely low, mostly due to limited female participation.** Participation of men in the labor force, at 66.6 percent, is twice that of women, at 33.4 percent. Students compose 30 percent of those not participating in the labor force, followed by retirees, at 20 percent, and women who opt to stay at home.

**The education level of the labor force is high in the TCC.** As of October 2014, the employed population was composed mainly of higher-education graduates (30.6 percent) and graduates of upper secondary schools (32.5 percent). Only about 37 percent of the employed achieved eight years of education or less—10.4 percent completed lower secondary (middle) school; 1.9 percent completed basic education; 21.0 percent completed primary school; and 3.6 percent had not completed primary school, or never attended school at all). The education level of female workers is higher than that of men in the TCC. While only 26.5 percent of male workers had university and graduate degrees in 2014, 38.6 percent of female workers had an equivalent degree.<sup>12</sup>

**The TCC's economy is dominated by the services sector, which includes the public sector, trade, tourism, and education.** The agricultural sector, which represents 5 percent of total employment, accounts for the bulk of exports originating from the TCC; agricultural and processed agricultural goods account for about 40 percent of exports. Reflecting the decline of the industrial sector, which in 2010 accounted for less than 10 percent of total employment in the community, clothing exports fell as a percentage of total exports, to

less than 5 percent in 2010, from almost 40 percent in 2000 (Figures 4 and 5, and Table 1).

**Employment in the TCC is mostly concentrated in the service sector (80 percent), and in particular, in the "public" sector:** State Planning Organization (SPO) figures show that in addition to its dominant role in generating value added, the TCC's "public" administration is the largest employer, accounting for 18.9 percent of total employment in 2014.

**Figure 4: Composition of exports (% of total)**

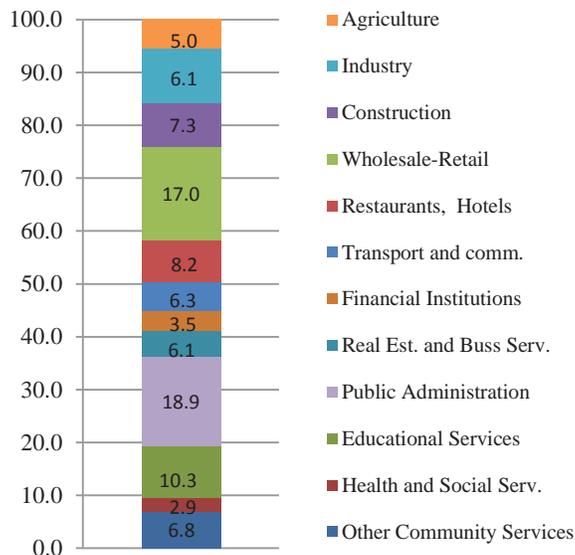
Source: World Bank staff, based on SPO information.

**Including the education and health sectors, the "public sector" accounts for almost one-third of total employment.** Jobs in the "public sector" are widely viewed to pay well and to provide good benefits. This

<sup>12</sup> SPO, LFS 2014

makes public sector jobs the most attractive employment option for the TCc.

**Figure 5: Employment by sector in the TCc (% of total) - 2013**



Source: SPO, "Macroeconomic Indicators 2015."

**The TCc's private sector is relatively small and focused on low value-added production, mostly concentrated in the service sector (Figure 5), and made up of family-run micro and small enterprises.** Working conditions differ considerably in the private and public sectors, with the former characterized by infrequent application of labor regulations and little use of contracts. Low-skilled jobs in the private sector are mostly taken up by foreigners (most from Turkey); according to Labor Force Survey data, foreigners account for about one-third of the TCc workforce. The contraposition of the large, well-paying "public" administration with the low-productivity, small and medium-sized enterprises in the private sector contributes to an image of the TCc's labor market as a dual one in which human capital is not allocated in the most productive way.

**The generally high level of education among the TCc's youth likely worsens the duality, by further reducing the appeal of the private sector.** Evidence suggests that Turkish Cypriot youth and their families invest heavily in education in general. According to the State Planning Organization, enrollment rates in tertiary education are

high but evidence on student performance and educational achievements is limited.

**As of 2014-15, some 50,000 students were enrolled in public and private basic education and secondary education institutions (excluding private, non-formal education).** If students in the tertiary education system are included, the total reaches 125,000. The "public sector" is the dominant service provider in primary and secondary education, controlling approximately 85 percent of the market.

**While enrollment in basic and secondary education remains steady, tertiary education enrollment increases every year. One reason is because TCc universities offer attractive conditions for national and international students, and tertiary education has become a major export good.** In fact, only 20 percent of students in tertiary education are from the TCc, with students from Turkey and other countries largely accounting for the increase.

**TVET is provided only by public training institutions.**<sup>13</sup>

Twelve secondary TVET schools operate in the community, with about 4,000 students and 19 fields of study offered. The two programs with the highest number of TVET students in 2014 were accounting, finance and marketing (470 students), and electricity and electronics (430 students). As most TVET graduates want to continue to a university program with the expectation of finding better jobs, the number of TVET graduates doesn't cover the needs of the TCc.

**Non-formal education covers apprenticeship training, school of art, and training courses for women in villages.** Though a clear need exists for more apprentices, only 400 students participated in "public" apprenticeship training programs in 2014. More than 1,500 participated in courses for women in villages, but these programs do not aim to improve skills development or increase women's participation in the labor force.

**The bulk of the education budget goes to tertiary education, with only about 10 percent spent on initial vocational education and training (IVET) activities.** No budget allocation exists for the monitoring and evaluation of initial vocational education programs, and

<sup>13</sup> Detailed explanation is provided under overall institutional landscape section.

less than 5 percent of the budget allocations are used for investments in such programs.

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

**Table 2: Number of students in the education system**

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Pre-Primary (Public)	4127	4254	4290	4297	4137	4021
Pre-Primary (Private)	1657	1975	1996	2203	2379	2739
Pre-Primary (Total)	5784	6229	6286	6500	6516	6760
Special (Public)	200	189	164	180	209	178
Primary (Public)	15450	15464	15049	14891	15229	15462
Primary (Private)	2247	2619	2863	3092	3340	3425
Primary (Total)	17697	18083	17912	17983	18569	18887
Lower Secondary (general, public)	9325	9237	9333	9037	8669	8344
Lower Secondary (general, private)	1187	1250	1263	1458	1475	1501
Lower Secondary (vocational)					194	303
Lower Secondary (Total)	10512	10487	10596	10495	10338	10148
Upper Secondary (general, public)	6164	6401	6406	6674	6578	6364
Upper Secondary (general, private)	1285	1385	1452	1484	1527	1611
Upper Secondary (vocational)	3315	3080	2877	3089	3396	3515
Upper Secondary (Total)	10764	10866	10735	11247	11501	11490
Non-formal (Apprenticeship, Public)		234	378	562	657	378
Non-formal (Practical Arts, Public)	1586	1418	1414	1517	1600	1556
Non-formal (Private)	1454	1749	1900	2165	2320	2398
Tertiary Education (associate)				1548	2427	4129
Tertiary Education (bachelors)				46785	52361	59618
Tertiary Education (masters)				6152	6432	8307
Tertiary Education (doctorate)				1009	1506	1839
Tertiary Education (Total)				55494	62726	73893

Source: "MoNE" Education Statistics Yearbook 2014-2015.

### 3. Key Findings and Policy Implications

**This chapter highlights findings from the assessment of the TCC's WfD system based on the SABER-WfD analytical framework and tool.** The focus is on policies, institutions, and practices according to three important functional dimensions of policymaking and implementation: strategic framework, system oversight, and service delivery. These aspects collectively create the operational environment in which individuals, firms, and training providers, both "public" and private, make decisions with regards to training, and they exert an important influence on observed outcomes in skills development. According to the SABER framework, strong WfD systems are characterized by institutionalized processes and practices for reaching agreement on

priorities, for collaborating and coordinating, and for generating routine feedback that sustains continuous innovation and improvement. By contrast, weak systems are characterized by fragmentation, duplication of effort, and limited learning from experience.

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

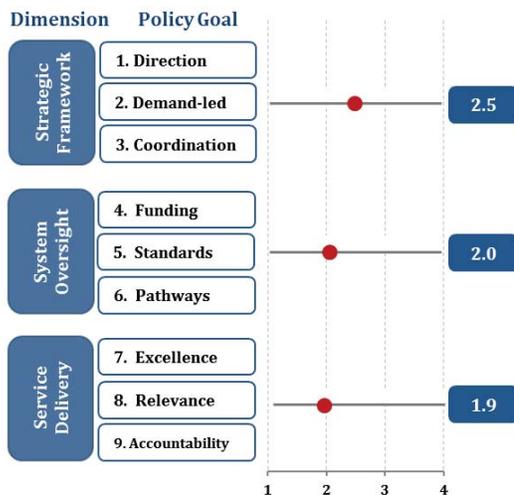
#### Overview of the SABER-WfD Assessment Results

**For the three Functional dimensions of the SABER-WfD framework--strategic framework, system oversight and**

**service delivery--the TCc is rated at the emerging level,** with scores of 2.5, 2.0, and 1.9, respectively (Figure 6).<sup>14</sup>

**The strategic framework dimension is concerned with policies aimed at setting the direction and overall authorizing environment for WfD.** Political support for this issue is strong in the TCc and workforce development is considered an asset for economic progress. The roles and responsibilities of key stakeholders in this field are clear. However, businesses and industries have limited influence in shaping and implementing WfD priorities. Moreover, lack of monitoring of the incentive programs is the weakest part of the strategic framework.

**Figure 6: SABER-WfD ratings of the strategic framework dimension**



**System oversight refers to the standards and quality-assurance processes that guide the functioning of the system.** The results revealed that equity in funding is an issue for the TCc. While its budget includes contributions from Turkey, and some projects are implemented with support from international donors, such as EU, USAID (U.S. Agency for International Development), and the British Council, efficiency is limited because of inertia in the allocation of budget funds. The funding for IVET follows routine budgeting processes determined largely on the basis of the previous year's budget. Funding for continuing vocational education and training (CVET) and active labor market programs (ALMPs) is largely used for promoting new recruitments, rather than improving skills. No strong linkage exist between the allocation of funds to institutions and their performance. Reviews of the impact of funding on the beneficiaries of WfD programs consider only training-related indicators. The

mechanisms for skills testing for major occupations and certifications are strong and utilized efficiently. The TCc administration has taken solid steps to establish accreditation standards. While students in technical and vocational education can progress to academically or vocationally oriented programs, including at the university level, the hope of finding a “public” sector job likely results in an excess supply of college graduates, and a shortage of TVET graduates and youth with technical skills.

**Service delivery refers to the way that training is conducted to equip individuals with market and job-relevant skills.** The scope and formality of private training provision in IVET is clear, but no private initiatives provide services at the secondary level. Policies toward private training provision are not reviewed. The “Ministry of National Education” develops training curricula based on occupational standards. Though all stakeholders--including sector representatives and universities--are invited to all meetings on occupational standards, employers and other private stakeholders have minimal influence over the design of training curricula, and participation by stakeholders tends to be low and ad hoc. Few incentives exist to encourage public institutions to meet quality standards in providing training services. The monitoring and evaluation systems are not well developed and are unable to offer insights into the quality of services provided, or their impact on labor market outcomes.

Linking WfD to broader socioeconomic goals; strengthening efficiency of funding and the quality-assurance system; and establishing sound mechanisms for M&E including rigorous impact evaluations of WfD programs, will be among the main challenges for the TCc in the coming years.

## Policy Implications of the Findings

**The unique conditions of the TCc make it very difficult to adopt international examples and models as recommendations and guidelines for the TCc.** Peculiar characteristics of its economy include that the TCc is not recognized as a sovereign state; it has very limited opportunities to attract foreign direct investment (FDI); and the service sector and “public sector” dominate the labor market. Country-specific examples of good practices from places such as Singapore, South Korea,

<sup>14</sup> See Annex 3 for the full results.

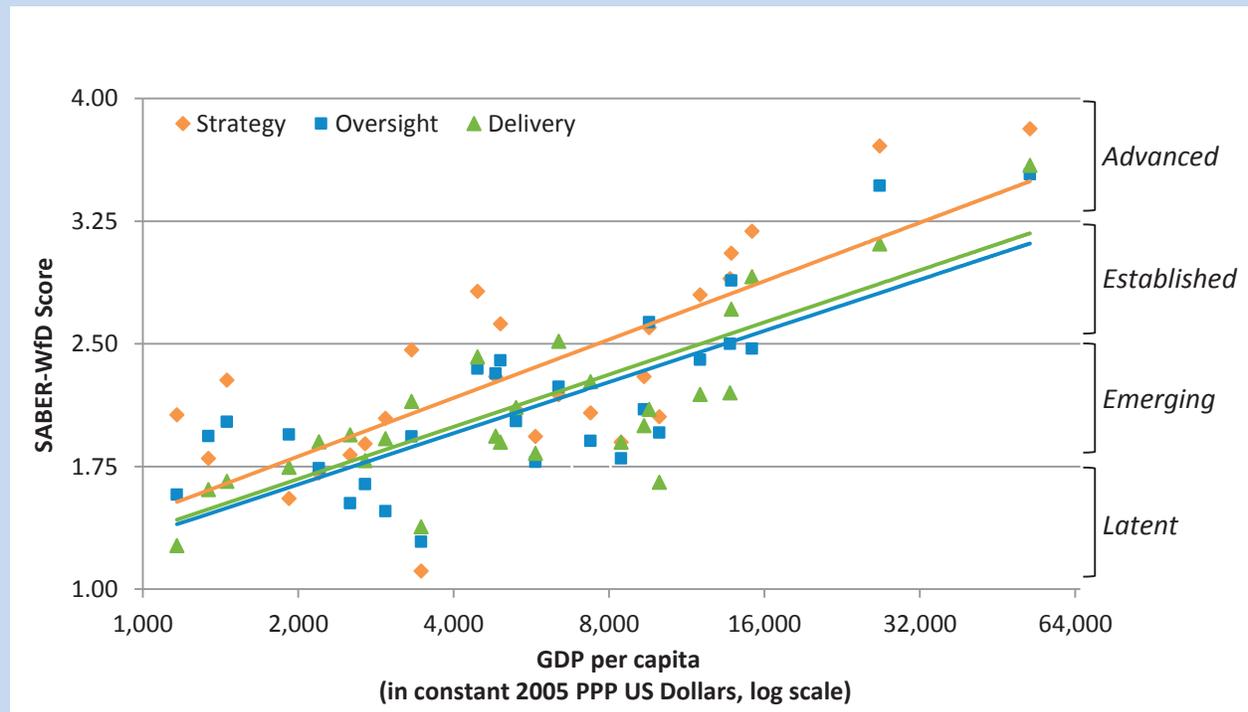
Malaysia, and Ireland, may not be very useful, even though they are all small islands or economies. However, the TCC can still refer to international practices to improve its strategic framework, system oversight, and

service provision, to make it a more attractive place for the local and international labor force. Box 1 includes a summary on how the TCC performs in the international SABER-WfD context.

**Box 1--Placing the TCC in the international SABER-WfD context**

The first message coming out of the analysis is that the TCC SABER WfD scores are somewhat lower than one would expect given its per capita GDP, but not excessively so. According to an unpublished World Bank report, the Turkish Cypriot community registered a score of 2.5 in terms of strategic framework, 2.0 for system oversight, and 1.9 for service delivery, and, in 2008, had a per capita GDP of US \$15-23,000, measured in constant 2005 US\$ . That puts the TCC well below the regression lines in all three policy areas, and below countries of similar income levels in the graph.

**Relation between dimension-level SABER-WfD scores and GDP per capita, circa 2012**



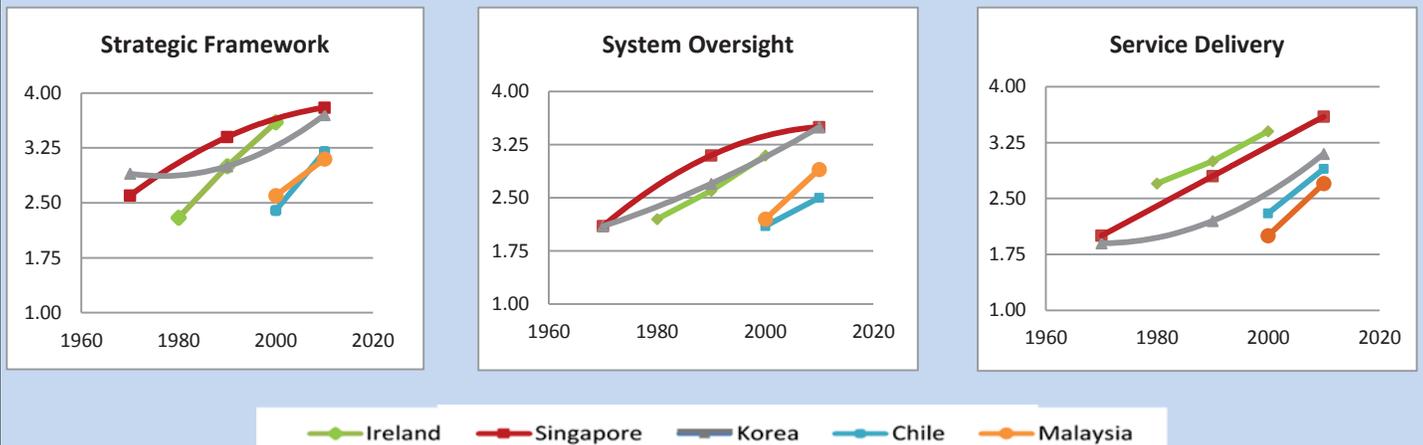
Source: Jee-Peng Tan, et al. 2016.

Second, the TCC’s scores for strategy are higher than those for the other two functional dimensions—a dynamic seen in other economies where the SABER-WfD has been carried out. This pattern is evident from the location of the regression line for the strategy dimension in the figure, compared with those for oversight and service delivery. The hierarchy is intuitive: By their nature, the actions associated with strategy involve fewer agents and tend to require fewer steps to go from ideas to implementation. Moving from a low score to a higher score for strategy is thus more easily accomplished than would be the case for oversight or service delivery. For these latter two dimensions, improving scores almost always requires the cooperation of, and contribution of information and effort from, more stakeholders with highly diverse interests and priorities. This suggests that a more labor-intensive and time-consuming process would be required to agree on action plans and arrangements for implementation. For example, setting up a well-functioning qualifications framework—one aspect of oversight in the SABER-WfD framework—calls for inputs from employers, curriculum experts, training providers, and skills assessors. It requires agreement on standards and procedures for the assessment and certification of skills acquisition.

Looking forward, and based on international examples through time, TCC policymakers should bear in mind that no score stagnates, but raising a score to the next level of performance takes time and continued efforts. Based on a World Bank report

on SABER studies across the world, we present below the evolution of scores in five select countries: Ireland, Singapore, Chile, South Korea, and Malaysia. The scores for strategy, oversight, and delivery all register improvements in the time frame for which data are available, often with gains sufficient to reach the next level of performance along the four-point scale (latent, emerging, established, and advanced). The workforce development systems of these countries benefitted from systemic improvements in the institutions responsible for shaping policies, as well as those responsible for governing the functioning of the system. These countries have taken a holistic approach to developing their workforce development systems and have sustained the effort over long periods. Singapore took nearly two decades to raise its score for strategy from established to advanced. Korea also took about two decades to raise its score for oversight from emerging to established, while Chile and Malaysia each took about a decade to raise their respective scores for delivery from emerging to established.

#### Dimension-level SABER-WfD scores in five countries, 1970- circa 2010



Source: Jee-Peng Tan, et al. 2016.

**Scores improve along diverse trajectories, reflecting the influence of specific conditions.** That countries take different paths to build stronger workforce development systems is consistent with the intuition that country conditions constrain, as well as create space for, reform. Chile and Malaysia share similar gains in the scores for strategy and delivery, but Malaysia has made more progress in raising its score for oversight. One possible reason is that the country's more centralized form of government facilitated rapid introduction, and successful implementation, of the Malaysia Qualifications Framework. Chile also initiated reforms to strengthen its qualifications framework, notably through the *Chile Califica* project; but given its more decentralized and market-driven form of government, it apparently needed more time to build consensus among employers for the creation and implementation of a single qualifications framework with wide scope and support. In other words, the Turkish Cypriot community's workforce development system will improve following its own path, based on the specificities of the community's economy, and no particular pattern of evolution should be considered more or less appropriate.

**TCC authorities may consider the following recommendations to improve the workforce development system. These topics are widely discussed in the policy implications section later in this report.**

#### Strategic Framework:

- The TCC administration would benefit from simplifying its strategic objectives, and focusing on the areas where the TCC has shown a competitive advantage.
- The TCC workforce development system needs a leading body with a long-term vision; the body could closely monitor strategic targets, as well as inform and influence political leaders to take corrective action.

- The workforce development system urgently needs continuous and comparable analysis on skills constraints, to give policymakers access to routine and robust assessments carried out by multiple stakeholders.
- The objectives and tools of the levy-grant scheme established under the Provident Fund Law could be revised to give more weight to skills-development activities, the impact of which should be reviewed and adjusted continuously.

#### System Oversight

- Budget allocations for initial and continuing vocational education, and active labor market programs should

be linked to enrollments, performance, and effectiveness of training programs. This would require better monitoring of existing programs and a better system of accountability for results.

- Training needs of smaller firms should be aggregated with those of chambers representing industry. Cost-sharing models should be developed to expand coverage of training programs.

#### Service Delivery

- New policies could help attract private training providers to participate in IVET.
- Performance-enhancing programs could help public training providers meet higher quality standards.
- Collection of data on training outcomes could help ensure better distribution of resources for improved system performance.

## 4. Aligning Workforce Development to Key Economic and Social Priorities

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

### Socioeconomic Aspirations, Priorities and Reforms

**This section summarizes the key features of the environment in which top-level strategies are defined:** (i) strategic priorities for economic development; (ii) national WfD priorities; and (iii) key laws that define the procedures and context for setting economic and WfD strategy.

**TCC policymakers put a priority on investing in TVET, but policies were not well implemented.** Support from Turkey and international donors is an important part of these efforts, but has also limited the independence of

the TCC in terms of developing a comprehensive WfD strategy.

**Annual programs and economic cooperation protocols signed between Turkey and the TCC define the strategic priorities for the latter's economic development.** A draft Mid-term Program was prepared in 2015 to set the objectives and targets for sectoral and growth policies between 2016 and 2018.

**The latest economic cooperation protocol, signed in 2012 with the aim of transitioning the community to a sustainable economy, sets the framework of Turkey's support for the development of the TCC.** It includes strategic objectives and targets for the following sectors: (i) tourism; (ii) tertiary education, science and technology; (iii) agriculture; (iv) transportation and telecommunication; (v) energy; and (vi) manufacturing. The total support under the protocol amounts to TL 3 billion, which represents almost one-third of the TCC's cumulative, annual budgets between 2013 and 2015. It includes fairly small transfers to the education sector—approximately TL 35 million between 2013 and 2015—to strengthen education infrastructure and improve educational services.<sup>15</sup> The bulk of this allocation is directed to tertiary education, and the allocations are limited with regards to the needs of WfD.

**In addition to Turkey's support, projects financed by other donors and international partners (i.e. EU, USAID, and the British Council) have been implemented to better understand the problems of the labor market and improve the quality of the workforce.** One example of these studies is the labor market efficiency study prepared by the "Ministry of Labor and Social Security" ("MoLSS") in 2010 in partnership with local universities and private companies. The study includes a detailed strategy proposal and action plan.

**The community prepared a national TVET Strategic Plan for the first time, covering the period 2012-2016** to (i) improve the quality and image of TVET; (ii) ensure sufficient provision of qualified workers for the economy; and (iii) improve managerial standards and institutional efficiency of the TVET system in line with national and international economic trends.<sup>16</sup> Based on the TVET Strategy, a draft TVET Law was presented to the "Parliament" in 2014 to establish a top-level body to oversee planning and policymaking in this sector,

<sup>15</sup> TCC, Program for Transition to Sustainable Economy, 2013-2015, <http://yhb.gov.tr/files/2013-2015program.pdf>

<sup>16</sup>"kkctc işgücü analiz raporu." "Ministry of Labor and Social Security."

regulation of training for skills development, and alignment to the European Qualifications Framework (EQF) with the introduction of the community's own National Qualifications Framework (NQF).<sup>17</sup>

**The key laws and regulations that define the overall framework for WfD bear a resemblance to those of Turkey.** After working under the example of the British system for some time, the TCC has now aligned most of its WfD legislation with the legal framework in Turkey.

**Until the enactment of the new TVET Law, which is currently on the agenda for “Parliament “discussion, the Apprenticeship and Vocational Education Law, and its related regulations, will continue to define the basis of the TVET system.** The Provident Fund on the other hand, will continue to provide the main source of funding for the current continuing vocational education and active labor market programs.

**Table 3: Main WfD legislation**

<b>17/1986 – National Education Law</b>	Defines the regulations for public and private schools, and training centers, and the organizational responsibilities of “Ministry of National Education”
<b>28/1988 – Apprenticeship and Vocational Education Law</b>	Defines the procedures and principles of apprenticeship and foremanship training. Stipulates procedures on wages, social security rights, and paid leave issues for apprentices and vocational school students who are doing on-the-job training, and the principles of training and examination of master workers.
Regulation for the Working Principles of the Apprenticeship and Vocational Education Board (1989)	Defines the working principles of the Board, which is responsible for the operational issues in apprenticeship training and technical vocational education and training.
Regulation for the Selection of Enterprises for Apprenticeship Training (1989)	Defines the criteria for the selection of lines of businesses and training places for apprenticeship and foremanship training
Regulation for Principles of Examination (for foremen) and Establishment of the Examination Commission (1989)	Defines the procedures and principles of the examinations during apprenticeship training and the foremanship exam taken at the end of training
Regulation for Training and Examination of Masters (1989)	Defines the procedures for short-term training for vocational graduates and for foremen to take the examination to be a master worker
Regulation for Apprenticeship Training (1989)	Defines the procedures and principles of apprenticeship training and admission rules to training programs
Regulation for Vocational Training Courses (1989)	Defines the establishment and implementation of technical vocational courses for the unemployed over the compulsory education age
Regulation for TVET in Enterprises and Examination (1989)	Defines the procedures and principles for the examination of vocational students in vocational schools and enterprises participating in such education and training.
Regulation for Selection of Occupations for Apprenticeship and Foremanship Training (2011, 2015)	Defines which occupations should be included in apprenticeship and foremanship training
<b>34/1993 – The Provident Fund Law</b>	Defines the procedures and principles for the generation and use of the Provident Fund
Regulation for Supporting the Employment of Local Workforce, based on the Provident Fund Law (2013-2014)	Defines the use of the Fund established to support formal employers to hire new recruits and to develop and upgrade the skills of workers and disadvantaged groups
<b>65/2005 – Tertiary Education Law</b>	Defines the working principles of the Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YODAK)

<sup>17</sup>“Stratejik Plan.” “Ministry of Education.”

## SABER-WfD Ratings on the Strategic Framework

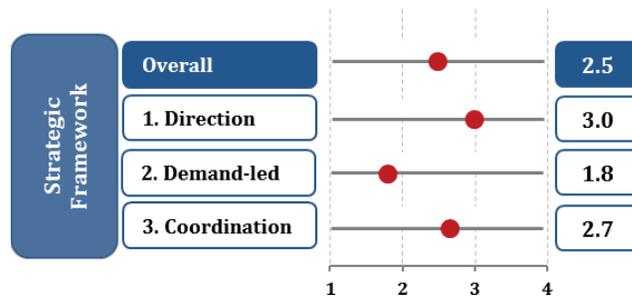
In the SABER-WfD framework, workforce development centers around three Policy Goals: (i) setting a strategic direction for workforce development; (ii) fostering a demand-led approach in workforce development; and (iii) ensuring coordination among key sector leaders and stakeholders. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD questionnaire, the TCC receives an overall score of 2.5 (emerging) on the strategic framework dimension (Figure 7). This score is the average of the ratings for the underlying Policy Goals relating to: (i) Setting a Direction for workforce development (3.0); (ii) Fostering a Demand-led Approach to workforce development (1.8); and (iii) Strengthening Critical Coordination for workforce development (2.7). The explanation for these ratings on the Policy Goals and their implications follow below.

### Policy Goal 1: Setting a Strategic Direction for WfD

Leaders are expected to play an important role in crystalizing a strategic vision for WfD appropriate to any country's unique circumstances and opportunities. Their advocacy and commitment are expected to attract partnership with stakeholders for the common good, build public support for key priorities in workforce development, and ensure that critical issues receive due attention. Taking these ideas into account, Policy Goal 1 assesses the extent to which top-level leaders in the TCC administration and in the private sector provide sustained advocacy for WfD priorities through institutionalized processes.

Figure 7: SABER-WfD ratings for the strategic framework dimension



The TCC is rated at the established level on setting a strategic direction for WfD, with an overall score of 3.0.

All the TCC administrations have managed to sustain advocacy around a shared WfD agenda, despite a political climate where five coalition administrations have been established since 2010. The TCC "Constitution" limits the number of "ministries" to 10, and the organizational structures and relevant responsibilities of "ministries" overseeing workforce development issues have changed when establishing new coalition administrations. However, technical departments in the relevant agencies have maintained their critical capacity.

During the last decade, different TCC administrations have developed new regulations in accordance with the demands of the business sector and civil society. The Apprenticeship and Vocational Education Law, which was enacted in 1988, has undergone five amendments (twice in 2003, then in 2007, 2012, and 2014). Most of these changes concentrated on improving service provision, and supplying monetary incentives to promote the TVET system. The Labor Law and the Occupational Health and Safety Law were enacted in 1992 and 2008, respectively, in response to the demand of social partners.

The Draft TVET Law presented to the "Parliament" in 2014 defines the establishment of a new Vocational Education Board, which, as the leading body, would be responsible for planning and policymaking in TVET. The legislation also addresses training for skills development and alignment to the European Qualifications Framework.

The Vocational Qualifications Authority (VQA) will be established through a separate law after the enactment of the new TVET Law. The TVET Law will also clarify the resources to be used to promote and strengthen

technical education and workplace development activities.

**The TVET Strategic Plan,<sup>18</sup> which was finalized in 2012, sets the objectives, activities, and resources for the development of vocational education and training (Table 4).** The development objectives set in the strategic plan create a common basis for all stakeholders to plan their activities aimed at improving technical and vocational education.

**The Chambers of Commerce, Industry, and Craftsmen & Artisans are the main partners of the administration at the strategic level and in service delivery.** They coordinate closely with the TCC administration's agencies. Advocacy and dialogue among the champions<sup>19</sup> is usually guided by protocols signed between the "Ministry of National Education" ("MoNE") and the chambers (for example, the 2010 Protocol signed between the "Ministry" and the Chamber of Craftsmen to meet the need of technicians, and the 2013 Protocol signed between the "Ministry" and the Chamber of Industry to strengthen the links between education and employment, and to support local industries.)

**Although the chambers are strong supporters of workforce development, their efforts have not been continuous, due to a lack of adequate human resources to sustain advocacy.** To inform all stakeholders and collect useful information for policymaking, stakeholders on the administration side, especially those in the

"Ministries" of Education and Labor, have established informal networks.

**Although strategic planning was initiated only in 2012 with the TVET Strategy Plan, several projects have been implemented since 2001 to strengthen the partnership between schools, chambers, and employers.** These include projects aimed at developing modular training programs; improving the quality of learning by developing teacher skills; diversifying lifelong learning pathways; and developing occupational standards. These projects have been useful in identifying the needs of skilled, local job seekers seeking to fill vacant positions. The community issued a regulation to support employability of the local labor force in 2013, in response to the needs of the business sector for new graduates and workers with better and more relevant skills.

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

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

**Table 4: Objectives and activities of the TVET Strategic Plan**

Objective	Main activities	Responsibility
<b>Raising the quality of TVET leads to an improved image and ensures the provision of sufficient labor for the economy</b>		
Defining clear quality criteria for TVET based on national and international priorities	1. Form an expert group to define the quality standards for the TCC based on situation analysis and analysis of international criteria for TVET quality 2. Review relevant legislation to decide if changes are necessary	"MoNE" and all relevant stakeholders
Establishing systematic career guidance system	1. Define service provision for target groups (young people, unemployed, etc.) 2. Define their needs and expectations 3. Develop relevant services	"MoNE," "MoLSS"
Improving professional skills of trainers in TVET schools and workplaces	1. Define performance gaps and develop training programs accordingly 2. Organize these training programs and evaluate their impact 3. Revise the qualification requirements of TVET school teachers and add compulsory training course on vocational pedagogy 4. Develop the TVET pedagogy training course	"MoNE," "MoLSS," universities,, chambers
Improving quality of practical and professional skills of TVET students	1. Define learning outcomes in curricula which are based on occupational standards 2. Improve the practical input into schools (equipment, methodology) 3. Establish a central system of standardized final exams	"MoNE,," chambers, VQA (when established)

<sup>18</sup> Strategic Plan for improvement of Vocational Education and Training in northern part of Cyprus in 2012-2016.

<sup>19</sup> A champion is a person or agency that expresses support for skills training or workforce development in general.

Starting a professional, long-term PR campaign to raise awareness of TVET; promoting TVET graduates success stories	<ol style="list-style-type: none"> <li>1. Develop a strategy for the publicity campaign</li> <li>2. Identify success stories and promote them</li> </ol>	"MoNE", chambers, PR experts
<b>Ensuring TVET matches the needs of the economy and follows both national and international economic trends</b>		
Establishing a sustainable labor-market monitoring and analysis system	<ol style="list-style-type: none"> <li>1. Develop a methodology and content for labor market survey</li> <li>2. Establish a system of annual surveys and reports of labor-market needs for the next three years</li> </ol>	"MoLSS," "MoNE," SPO, chambers
Establishing systematic and long-term planning of TVET at the content and infrastructural levels	<ol style="list-style-type: none"> <li>1. Analyze the provision of TVET programs to ensure that they align with demand, based on labor-market assessment results</li> <li>2. Analyze cost-effectiveness of current TVET school system</li> <li>3. Restructure TVET schools according to the results of cost-effectiveness analysis</li> </ol>	"MoNE," chambers
Establishing a sustainable system of professional councils and standards	<ol style="list-style-type: none"> <li>1. Define the scope of responsibilities for the system of professional councils</li> <li>2. Establish sector councils for each sector in the TVET system</li> <li>3. Develop or revise occupational standards</li> <li>4. Coordinate the system of external exams for TVET graduates</li> <li>5. Organize annual conferences to discuss labor market trends and make agreements for the following period</li> <li>6. Establish the National Qualifications Authority</li> </ol>	"MoNE," "MoLSS," chambers, "Ministry of Economy," universities, SPO
Improving the system for curricula development	<ol style="list-style-type: none"> <li>1. Implement the certification of modules</li> <li>2. Revise and improve the training and assessment methodology</li> <li>3. Empower professional councils for curricula development</li> </ol>	"MoNE," professional councils
Involving new target groups and through provision of high-quality TVET, promoting employability	<ol style="list-style-type: none"> <li>1. Map potential target groups for TVET in society and define their needs</li> <li>2. Develop short-term, labor market-oriented trainings for adult learners (including unemployed, elderly, and disabled)</li> <li>3. Improve the apprenticeship system and involve adult learners</li> </ol>	"MoNE," "MoLSS," chambers
<b>Improving the management quality and institutional efficiency of the TVET system</b>		
Restructuring the TVET management system and defining the scopes of responsibilities between central administration and school management	<ol style="list-style-type: none"> <li>1. Define the purpose of the system and its main functions</li> <li>2. Divide responsibilities between central administration and school levels</li> <li>3. Reform the organisational structures</li> <li>4. Define the job profiles and performance indicators on both - central administration and school levels</li> </ol>	"MoNE"
Defining competency requirements and providing relevant training to meet standards	<ol style="list-style-type: none"> <li>1. Develop a competency-based selection system relying on new job profiles for school management</li> <li>2. Develop a training program for TVET school managers</li> </ol>	"MoNE," chambers, universities
Establishing quality assurance for the TVET system	<ol style="list-style-type: none"> <li>1. Establish a holistic system of self-assessment, internal verification, and school inspection</li> </ol>	"MoNE"
Establishing a system of regional school boards to involve regional stakeholders in school management	<ol style="list-style-type: none"> <li>1. Define the purpose and functions of regional school boards</li> <li>2. Develop regulations for school boards</li> <li>3. Establish the boards in cooperation with chambers and unions</li> </ol>	"MoNE," chambers

Source: "MoNE" TVET Strategic Plan, 2012-2016.

**The TCC is rated at the emerging level for fostering a demand-led approach to WfD with an overall score of 1.8. The Household Labor Force Surveys (LFS), which have been conducted annually since October 2004 by the Statistics and Research Department of the State Planning Organization, are the main data sources describing employed and unemployed people (with information on their economic activity, occupation, and employment status).** While the survey provides some main indicators on labor markets, it does not contain a module outlining the skills constraints in the labor force.

The survey provides little information on which skills are sought by private firms or developed by the TCC's education system; which skills or educational paths are most desirable among the youth and their families; or whether some educational paths are preferred.

**Table 5: Projects implemented to strengthen WfD**

Project	Donor/ Partner	Main Objectives	Major Outcomes
Developing TVET (METGE) Project, 2001-10	Kyrenia American University	<ul style="list-style-type: none"> <li>Developing a TVET framework based on close collaboration among TVET schools, business sector and civil society.</li> </ul>	<ul style="list-style-type: none"> <li>Communication and collaboration mechanisms were developed with employers, chambers, and civil society</li> </ul>
Vocational Structuring (MEYAP) Project, 2006	RoT	<ul style="list-style-type: none"> <li>Developing the National Qualifications Framework</li> </ul>	<ul style="list-style-type: none"> <li>Fourteen occupational standards were generated</li> <li>First draft of principles of Vocational Qualifications Authority was prepared</li> <li>A labor force survey was performed to understand skills mismatch</li> </ul>
WISE Improving Workforce Development Project, 2006-07	USAID	<ul style="list-style-type: none"> <li>Identifying the problems facing the TVET system, and the factors causing a lack of interest in TVET among students</li> </ul>	<ul style="list-style-type: none"> <li>A survey was conducted to determine the qualifications of the workforce in the tourism sector</li> <li>Promotional materials were developed to attract secondary school students for TVET</li> </ul>
Capacity Development Program for TVET, 2009-10		<ul style="list-style-type: none"> <li>Equipping senior TVET students with the European Computer Driving License (ECDL)</li> </ul>	<ul style="list-style-type: none"> <li>Fifteen teachers were awarded with ECDL trainer certificates; 205 students received ECDL certificates</li> </ul>
Skills for Enterprises Project, 2006-11	British Council	<ul style="list-style-type: none"> <li>Developing the NQF in accordance with the EQF</li> <li>Enabling skills training in enterprises</li> <li>Raising awareness for TVET</li> </ul>	<ul style="list-style-type: none"> <li>Occupational modules were developed in IT, beauty and hair design, accounting, finance, marketing, and electric and electronic</li> <li>Quality-assurance activities for TVET were performed with schools, chambers, and enterprises</li> </ul>
Development and Promotion of TVET Systems. Life-long Learning, and Active Labor Market Measures in the Northern Part of Cyprus (VETLAM) Project, 2009-12	EU	<ul style="list-style-type: none"> <li>Improving the skill set of workers the and unemployed</li> <li>Introducing career consultancy and life-long learning activities</li> <li>Developing programs for disadvantaged groups</li> </ul>	<ul style="list-style-type: none"> <li>An apprenticeship system was developed and a job shop was established to give job seekers easy access to information on vacancies and a cost-free space for companies to display job offers.</li> </ul>
Modernization of Infrastructure of TVET Schools, 2009	RoT	<ul style="list-style-type: none"> <li>Improving teaching materials and equipment of secondary TVET schools</li> </ul>	
TVET Campus Project, 2012-14	RoT	<ul style="list-style-type: none"> <li>Unifying TVET schools under a modern infrastructure</li> </ul>	

Source: "MoNE" TVET Strategic Plan, 2012-2016.

**As in many other countries, employers in the community often mention the existence of a skills gap, yet insufficient information exists on the topic.** Several studies were conducted between 2002 and 2012 under the following projects: Workforce Improvement Skills Enhancement (WISE), Development and Promotion of TVET Systems (VETLAM), and Developing Technical Vocational Education and Training (METGE). These studies assessed the TCC's economic prospects and their implications for skills (Table 5). Though some of the projects were designed to ensure continuity, no routine assessment mechanisms were developed to guarantee a regular evaluation of these issues. These studies underlined disconnect between training and employment services, and the challenges and needs of the labor market and enterprises.

**Employers help to address critical skills constraints and take part in the development of occupational standards.** Some of the stakeholders may also participate in the processes to define the technical specifications and industry standards in the design of new programs and revision of education curricula in secondary TVET schools from time to time. Occupational standards which are developed with the contribution of sector representatives and stakeholders serve as a basis for the development of new curricula. As development of curricula needs professional expertise, the "Ministry of Education" approves all curricula and education programs.

**Although training programs for the tourism sector incorporated new modules as a result of collaboration between the TCC administration and other**

**stakeholders, a broader revision has not yet taken place for IVET, CVET, or ALMP.** Despite the dominance of the service sector in the economy, the TVET system lags in integrating technical and soft skills into the curricula. In line with the findings of the VETLAM project, relevant training programs included such topics as entrepreneurship, customer relations, sales techniques and marketing, and occupational health and safety. “Education Ministry” representatives say the curriculum should give more attention to soft skills.

**In an important step, the TCC administration issued the Regulation for Supporting the Employment of the Local Workforce in 2013.** This regulation introduced a levy scheme to: (i) support formal employers for new recruits and to develop and upgrade the skills of existing workers; (ii) finance vocational training programs to be conducted in cooperation with the universities and chambers; and (iii) conduct activities to improve employability of disadvantaged groups. Deductions to the monthly wages of foreign employees finance the program. However, in practice, the regulation is used to increase employment, and the bulk of payments goes toward rebates for social security contributions made by employers on behalf of newly recruited workers.

#### Box 2: The VETLAM Project

The EU-funded project, “Support to TVET, Labor Market, and Lifelong-learning Systems in the Northern Part of Cyprus” (VETLAM), in cooperation with the Turkish Cypriot Chamber of Commerce (KTTO), conducted a survey of 80 enterprises employing sales and marketing staff and selling electrical home products in July and August 2011 to identify areas for future labor demand and skills upgrading. It also engaged in focus group discussions with the respondents. More than two-thirds of employers reported that they encountered problems in recruiting new staff, as the candidates did not have the proper technical and soft skills, qualification, or experience for sales and marketing positions. The respondents said the TCC did not have generic skills training in sales or marketing.<sup>20</sup>

The study came up with the following recommendations:

- Conduct structural analyses of the labor market
- Take measures to improve the quality of upper-secondary school and university graduates
- Promote internships for TVET-students
- Organize sales and marketing training
- Evaluate Public Employment Services

Source: “Ministry of National Education,” 2015

**The “Ministry of Education”’s TVET General Directorate uses the findings of the studies conducted under donor-funded projects and the administrative workforce development data to conduct internal analysis on skills constraints.** The “Ministry of Labor” also provides annual reports on its activities, including those related to the Regulation for Supporting the Employment of the Local Workforce. Though the strategic focus by the workforce development champions is praiseworthy, monitoring of implementation of these strategic decisions remains extremely limited, due to lack of funding and efficient mechanisms.

**The only ongoing sectoral skill development activity is an on-the-job training (OJT) program for new recruits in tourism establishments.** The “ministries” of education and labor, together with the Chamber of Craftsmen and Artisans, set up a tourism vocational training program in three tourist regions in May 2014. Some 100 new recruits are participating in the program. The total budget for these activities amounts to about US\$175,000.

**Besides the on-the-job training program for the tourism sector, skills development projects operate for vulnerable groups—specifically convicts and women—but not for any other sectors or disadvantaged groups.**

#### Policy Goal 3: Strengthening Critical Coordination for Implementation

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

**The TCC is rated at the established level for strengthening critical coordination for WfD with a score of 2.7.**

**The roles of “ministries” and other agencies are clear, and efficient coordination exists among them.** The

<sup>20</sup> This comment reflects the lack of understanding on the content of TVET programs, as TVET schools do not offer training for sales and marketing staff.

following agencies have clearly defined roles and responsibilities for WfD.

**“The Ministry of National Education”’s General Directorates oversee formal education, including Initial Vocational Education and Training (IVET), and lifelong learning activities. Once it is established, the new Vocational Qualifications Authority will be affiliated with the “Ministry.”**

**The Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YODAK) is the accreditation body for universities and it is also responsible for post-secondary IVET.** The Council was established as an autonomous body to plan, organize, and monitor applications, and audit and follow accreditation procedures. In addition, it coordinates tertiary education institutions, and serves as the community’s Quality Assurance Agency. The Council is an associate member of the European Association for Quality Assurance in Higher Education (ENQA), and a full member of the International Network for Quality Assurance in Higher Education (INQAAHE) and of the Central and Eastern European Network of Quality Assurance Agencies in Higher Education (CEENQA).

**The Employment Department of the “Ministry of Labor” was established to regulate working life, take necessary measures to limit occupational accidents and diseases, and to ensure the implementation of labor regulations.** The department also acts as a public employment agency, with a mission of job placement, and coordinates a levy scheme for Continuing Vocational Education and Training (CVET) and Active Labor Market Programs (ALMPs).

**The State Planning Organization (SPO) was established in 1976 to provide assistance to the “Council of Ministers” in determining economic, social, and cultural policies and targets, and to monitor the implementation of long-term plans and annual programs.** The Directorate of Statistics and Research Department of SPO collects and evaluates all statistical data, including those related to the education sector and the labor market.

**While the regulations clearly define the organizational roles of different agencies, collaboration among them is established by formal arrangements and sustained through personal relations.**

**The representatives of employer associations, chambers, and other civil society organizations mainly assume a supporting function, as the TCC administration**

controls their participation in the overall decision-making process. During the last decade, “public” agencies have actively sought the input of all other stakeholders during the preparation of new legislations, such as the new draft TVET Law, and new programs, such as TVET training for the tourism sector, through formal and informal channels. Informal coordination among stakeholders is very useful for facilitating the preparatory processes.

**The TVET Strategic Plan 2012-16 clearly identifies the roles of each stakeholder in the sector (Table 4).** In this respect, chambers, universities, professional councils, and business sector representatives will continue to be in close contact with the TCC administration counterparts throughout the implementation of the strategy.

## Implications of the Findings

**While the TCC has set a strategic direction for WfD which is aligned with its current development priorities, any change that may occur in the future to the TCC self-governing structure would create a completely new environment for TCC authorities, and require them to revise their vision.** In this respect, the TCC should consider redefining or simplifying its strategic priorities and development models and shifting to the areas where it has shown itself to have a competitive advantage.

**The TCC has been partnering with Turkey and other international donors to improve its WfD system, but has little leverage to design its own policies.** Although most countries rely on similar practices to strengthen their education systems and WfD activities, TCC authorities have little room to insert measures to address specific needs of their community into the new programs.

**The TCC conducts very limited and ad hoc assessments on its economic prospects, and their implications for skills demand.** To have continuous, comparable analysis on the community’s skills constraints, TCC policymakers should rely on routine, robust assessments by multiple stakeholders on the community’s economic prospects and their implications for skills demand. In the short term, a specific “skills” module could be incorporated into the Labor Force Survey to obtain a better understanding and clearer vision of the skills mismatch.

**Smaller, private sector companies attribute low productivity, in part, to employees’ inadequate level of technical and soft skills, and limited experience.** TCC

policymakers may review the training programs in IVET, CVET and ALMPs to facilitate and accelerate the acquisition of technical and soft skills for sales and marketing positions in line with the demand of the

business sector. But the TVET system also needs to focus more on the development of entrepreneurial skills and innovation for a more efficient and functioning labor market.

### Box 3 - Malaysia Human Resources Development Fund

**Malaysia's Human Resources Development Fund (HRDF) was established in 1992 under the Human Resources Development Act with the overall objective of increasing training initiatives for workers in the private sector; increasing the supply of skilled workers in the country and thereby increasing their productivity; and building a culture of training among employers.** The HRDF is a pool of funds collected through a mandatory human-development levy charged to firms and employers above a certain size and in selected sectors (mostly manufacturing and services). Registered and incorporated employers and firms that contribute to the fund by paying 1% of payroll can then apply for grants and financial assistance (up to the amount of the levies paid) to retrain and upgrade the skills of their workforce. The HRDC specifies reimbursement rates depending on the type of training organized by firms and, generally, large firms are reimbursed at lower rates than smaller firms. In parallel to the HRDC, a Skills Development Fund was also established to provide individuals with loans to complete training courses in accredited institutions.

**During the early stages of HRDF implementation, only firms above 50 employees were covered, but by 1995 firms above 10 employees became eligible for HRDF grants.** As of 2008, there were over 10,000 firms/employers registered with the HRDF, and the revenues of the fund had increased from RM120 million in 2002 to over RM320 million in 2008. Similarly, disbursement of HRDF grants increased from RM160 million per year in 2002, to almost RM300 million in 2008, and the number of accredited training places almost doubled over the same period, from 420,000 in 2002 to almost 740,000 in 2008.

**An evaluation of the HRDF initiative carried out by Hong Tan using firm-level data found that the Fund resulted in an increase in enterprise training among all firms in the sample, with medium-sized ones benefitting the most from the scheme.** At the same time, such increase in workers' training resulted in productivity growth (particularly when the training was carried out on a continuous basis and done in parallel to investments in new technology). A further evaluation by Awang et al. (2010) found that training programs increased knowledge and skills, and improved positive work behavior; however, the impact on employees' work performance and cognitive skills was limited. Similarly to other evaluations of comparable programs across the world, the impact of the HRDF was much smaller among small firms, probably due to their smaller budget for training, and their limited knowledge about how to train workers. The sectors with the highest take up rates of the scheme were professional services, scientific instruments, machinery and ceramics, while food, beverages, textiles, woods and furniture displayed the lower take up rates.

**Despite the uneven take-up across sectors and the relatively low compliance, Malaysia's HRDF is generally considered successful, especially because of its transparency, its efficiency in reimbursing firms' claims and the ease with which firms can apply for funding and grants.** In the recent past, the Government of Malaysia introduced an e-disbursement system (that allows training grants to be credited directly into the accounts of selected employers), an e-levy payment system (that allows firms and employers to pay HRDF levies online), and a public star rating system that allows firms and workers to rate training providers and programs based on their quality and delivery. The most interesting aspect to the HRDF experience lies probably in the "clearing house" and information provider roles that the Malaysian Government took on, by pre-approving and accrediting training providers to reduce search costs for firm.

Sources: Your Corporate Training & Life Long Training Resource | TrainingMalaysia.com. [www.trainingmalaysia.com](http://www.trainingmalaysia.com); *Sumber Manusia Berhad (Human Resources Development Fund)*. <http://www.hrdf.com.my>; Hong Tan, 2001; Hong Tan and Gladys Lopez-Acevedo, 2005; Abd Hair Awang, Rahmah Ismail, and Zulridah Mohd Noor, 2010.

**While the TCc implements a levy-grant scheme established under the Provident Fund Law and implemented through the Regulation for Supporting the Employment of Local Workforce, its coverage is limited, and fund proceeds are used for promoting new employment rather than providing support for skills upgrading.** To review and adjust the impact of the programs implemented under the levy-grant scheme,

the TCc administration should first differentiate the objectives and the tools for employment generation and skills development. The TCc authorities may benefit from international experience in this respect (Box 3). After separating the tools and methods for skills development from those for employment generation, the TCc administration should immediately develop a system to review the impacts of the implemented programs under

the levy scheme and make necessary planning and adjustments for both new and ongoing programs. Impact evaluations should be introduced into the incentive programs at the design stage.

**The new TVET Law will set the legal basis for the establishment of a TVET Board as the top-level body overseeing WfD, ensuring institutionalized and sustained leadership.** Currently, no main body exists to make decisions on the overall WfD system, including VET programs at formal and non-formal education institutions, and CVET and ALMP services). While the new Board may improve communication, coordination, and collaboration among stakeholders the main need of the WfD system is a body with a long-term vision which can closely monitor strategic targets, and inform and influence political leaders to take any needed corrective action. The TCC administration should assign experienced members to sit on the TVET Board and provide the Board with adequate funding and autonomy so that it can support evidence-based policymaking.

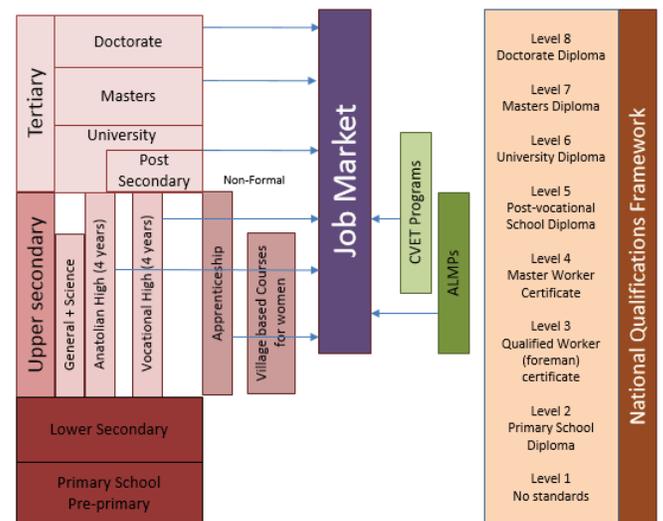
## 5. Governing the System for Workforce Development

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

### Overall Institutional Landscape

This section provides a summary description of: (i) the organizational and governance structures of the WfD system, including the main “ministries,” or agencies, and their mandates; and (ii) key characteristics of funding mechanisms for WfD.

Figure 8: WfD system in the TCC



Source: Author's own construction.

**The TCC education system includes basic education (pre-school, kindergarten, primary school spanning grades 1-5, and lower-secondary serving grades 6-8); secondary education (upper-secondary serving grades 9-12), and tertiary education.** The “Education Ministry” has nine administrative units that are in charge of formal education, including IVET with upper-secondary TVET schools, non-formal education, apprenticeship training, and lifelong learning activities. The Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YODAK) keeps track of IVET activities at the post-secondary level. Continuing Vocational Education and Training (CVET) and Active Labor Market Programs (ALMPs) fall under the responsibility of the “Ministry of Labor”’s Employment Department.

**Public expenditure on education in the TCC accounted for 4 percent of GDP and 18 percent of the overall budget in 2014.** Funding is provided from the central budget through two main channels. Funds for education and training activities are channeled through the “Education Ministry,” which is responsible for all investments in education; most of the funds allocated are used to pay salaries of civil servants, including teacher, and the costs of student transport. Very limited funds remain for investments, materials, or special programs. The Ministry of Labor administers funds for CVET and ALMPs.

**The total education budget for 2014 totaled \$255 million, more than half (57 percent) of which was spent on personnel, including wages, salaries, and social**

security premiums of “Education Ministry” and YODAK staff. Salaries are calculated as a part of the overall personnel expenditures for civil servants. Transfers to tertiary education comprised 24 percent of the education budget in 2014, including capital transfers to foundation universities—East Mediterranean University (EMU) and Lefke American University (LEU) -- and project-related investments to almost all universities.

**The TCC administration, through the “Education Ministry”’s General Directorate of Higher Education, provides scholarships directly to university students as well.** In 2014, scholarships to national and international students amounted to \$12 million and made up 5 percent of the education budget. Providing free transportation services to students, including those in IVET and teachers is a constitutional responsibility of the TCC administration. In 2014, this allocation was almost twice the allocation for investments.

The actual spending for IVET activities in 2014--excluding programs at the post-secondary level--was only about \$27 million, accounting for 10% of the overall “Education Ministry” budget. Personnel costs represented 93 percent of IVET funding, leaving less than 4 percent of the allocations for investments, such as IVET modernization projects. No budget allocation exists for the monitoring and evaluation of training programs.

**Table 6: 2014 “MoNE IVET” budget (actuals)**

Budget Appropriation	Mill. \$	%
Personnel Costs (Wages & Salaries, Social Security, etc.)	25	93%
Goods, Materials, Utilities, Services, etc.	1	3.5%
VET Modernization Projects	1	3.5%
Total	27	

Source: TCC Annual Budget Law, 2015.

**The CVET and ALMP activities provided for under the Regulation for Supporting the Employment of Local Workforce are financed by a dedicated, extra-budgetary fund established under the Provident Fund Law.** During 2010 and 2015, only about 4 percent of the fund proceeds were used to support CVET and ALMP activities.

**Table 7: CVET and ALMP budget (million \$)**

Program	2010-15	%
EMU Culinary Associate Program	0.3	2.2%
TVET in the Tourism Sector	0.2	1.3%
Reintroducing Convicts into Society through TVET	0.03	0.2%
Strengthening Women labor force participation through TVET	0.05	0.4%
Social Security Premium Reimbursement to Employers for New Recruits	12.6	95.8%
Total	13.2	

Source: “MoLSS” statistics

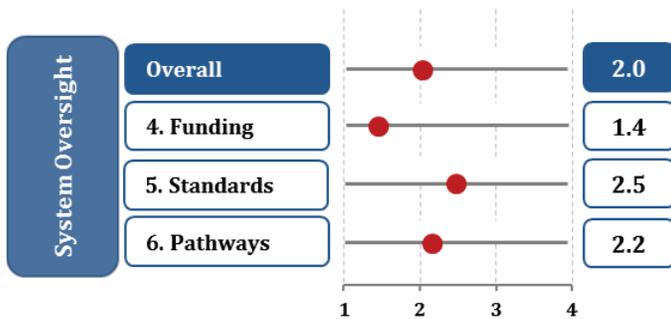
## SABER-WfD Ratings on System Oversight

**The SABER-WfD framework identifies three relevant Policy Goals corresponding to oversight mechanisms** for influencing the choices of individuals, training providers and employers: (i) ensuring efficiency and equity in funding; (ii) ensuring relevant and reliable standards;<sup>21</sup> and (iii) diversifying pathways for skills acquisition. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

**Based on data collected by the SABER-WfD questionnaire, the TCC receives an overall score of 2.0 (emerging) for system oversight (Figure 9).** This score represents the average of the ratings for the underlying Policy Goals: ensuring efficiency and equity of funding (1.4); ensuring relevant and reliable standards (2.5); and diversifying pathways for skills acquisition (2.2). The explanation for these ratings and their implications follow below.

<sup>21</sup> While the SABER-WfD framework focuses on competency standards, standards in the European policy debate refer primarily to clear and agreed-upon learning outcomes in terms of knowledge, skills, and competences.

Figure 9: SABER-WfD ratings for the system oversight dimension



#### Policy Goal 4: Ensuring Efficiency and Equity in Funding

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

**The TcC is rated as latent on ensuring efficiency and equity in funding, with an overall score of 1.4.** The administration mobilizes funds for relevant agencies through the regular budget preparation process. The technical departments of the “Education Ministry” estimate budget allocations for administrative and operational expenses, and investments. The “Ministry of Finance” (MoF) coordinates the process and prepares the budget law draft. However, allocations for IVET are determined largely by the previous year’s budget, and the additional needs of the “MoNE” VET General Directorate for investments are not always taken into consideration. The budget allocations are not linked to enrollments, performance, or effectiveness of training programs.

**The budget law also covers Turkey’s support to the TcC budget, with the investment budget for IVET located under Turkey’s contribution, which requires approval by the Turkish Aid Committee.** This makes it difficult for the “MoNE” officials to retain full autonomy in the decision-making process.

**The administrative structure of the TcC administration, including the “MoNE” is centralized.** The administration neither provides autonomy to individual school administrations nor facilitates formal partnerships between schools and employers. Although technical

units of “MoNE” keep track of administrative expenditures, the impact of funding on the beneficiaries of training programs is not reviewed.

**The CVET activities provided under the Regulation for Supporting the Employment of Local Workforce are financed by a dedicated, extra-budgetary fund established under the Provident Fund Law.** The TVET in the Tourism Sector Program was implemented in May 2014 by the “MoNE,” “MoLSS,” and the Chamber of Craftsmen and Artisans in three tourism regions. The program provides on-the-job training (OJT) to 100 new recruits in the tourism sector. Training is provided by TVET teachers on theoretical and practical topics. Instructors from local universities may take part in training if their expertise is needed. The “MoLSS” Employment Department conducts formal assessments of the training in the tourism sector program, prepares monthly forecasts for employment and training needs, and allocates resources to the ongoing program.

**There are two ALMPs implemented under the Regulation for Supporting the Employment of Local Workforce as well.** The project named Reintroducing Convicts to Society through TVET was implemented between April 2014 and February 2015, with a budget of US\$30,000. About 26 of the 54 convicts who participated in the program completed the training activities satisfactorily. The Strengthening Women labor force participation through TVET program was initiated in April 2015, and will be completed by the end of the year. The first part of the program covers awareness-raising activities, to be followed by training programs on business development for women entrepreneurs. The budget for about 160 participants is US\$50,000.

**Chambers and employer associations try to participate in the decision-making processes and to inform “public” agencies on the needs of the business sector.** Yet, ALMPs are not determined through systematic and transparent processes with input from key stakeholders. Moreover, such programs target only select population groups.

While the criteria for allocating WfD funding to institutions and programs are subject to periodic review, they do not contain performance assessments, as the “MoNE”, and “MoLSS” do not have adequate human resources to conduct formal reviews of the impact of such funding on the beneficiaries of training programs.

Although the regulation seeks improvement of labor force skills through CVET and ALMPs, most of the funds, totaling about US\$3 million, are used for new job creation through supporting employers in the form of tax rebates (reimbursement of social security premiums), rather than providing education and training for workers or unemployed people. Very few resources ultimately go to skills development (Table 7).

### Policy Goal 5: Assuring Relevant and Reliable Standards

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

The TCc scores at the emerging level for ensuring relevant and reliable standards, with an overall score of 2.5. Although it has not yet established a qualifications authority to define and set standards for occupations, or to design a national qualifications framework (with eight levels, identical to the European Qualifications Framework (EQF)), a process to align occupational standards with the Framework was initiated under the vocational-structuring project (MEYAP) and Skills for Enterprises (British Council) projects. The “MoNE” VET department has examined the qualifications frameworks of some EU member states and Turkey and prepared a draft National Qualifications Framework (NQF), based on the EQF.

Working groups coordinated by “MoNE” and including stakeholders from “public” agencies, employers’ associations, chambers, academia, and civil society, have engaged in developing some 80 occupational standards falling under the first four levels of the European Qualifications Framework. Chambers and private-sector representatives provided input on technical aspects of the occupations. The Higher Education, Planning, Evaluation, Accreditation, and Coordination Council (YODAK) initiated a pilot process to define the occupational standards in health provision, and it has developed seven standards.

The National Qualifications Framework will become fully operational after Parliament enacts the new TVET Law. The draft law defines the establishment of the TVET Council and TVET Board, which will be responsible for vocational education planning and policymaking. The draft law also mandates training for skills development and the introduction of the National Qualifications Framework. Finally, the stakeholders who have been working on an ad hoc basis to develop occupational standards will from then on become a part of an institutionalized system.

The “MoNE” conducts competency-based testing to certify qualifications (for foremen and masters) in skilled and semi-skilled occupations that will fall under the first four levels of the National Qualifications Framework (Figure 8). Graduates of apprenticeship training and TVET schools who want to assume the title of a masters graduate so they may establish new businesses must take an occupation-specific “MoNE” examination

Certificates for mastership are required to establish a new business. Both foremen and masters are expected to fulfill necessary conditions to apply for the examination and attend a training program conducted by “MoNE.” The questions in the examination are carefully designed to evaluate theoretical knowledge and practical implementations. Both foremen and masters must take a theoretical exam; those who pass then take a hands-on, practical examination. As the Chamber of Electrical Engineers’s establishment law guarantees it unique and exclusive privileges to deliver certificates, the “MoNE” does not conduct testing in this field.

In contrast to the best practices regarding testing and delivery of certificates, the community currently has no mechanism to accredit training providers. “MoNE” plans to develop and launch an accreditation system in the coming years upon establishment of the National Qualifications Framework, in close collaboration with relevant stakeholders. The reviews will become systematic once the system is fully operational.

In tertiary education, YODAK applied for participation in the Bologna Process in 2007, and is currently in the process of implementing the European Standards and Guidelines (ESG) for Quality Assurance. . The accreditation standards are being evaluated by, and accepted through, the Inter-University Commission where all TCc universities are represented. Universities do not need to renew the accreditation status but YODAK

conducts annual audits to measure compliance. It also provides technical assistance to all universities in establishing and implementing the standards, and helps them to develop relations with international accreditation agencies.

### Policy Goal 6: Diversifying Pathways for Skills Acquisition

**In dynamic economic environments, workers need to acquire new skills and competencies, and to keep their skills up-to-date throughout their working lives.** They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training, and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones.

Policy Goal 6, therefore, evaluates the extent to which policies and institutions are in place to: (i) enable progression through multiple learning pathways, including for students in TVET streams; (ii) facilitate the recognition of prior learning; and (iii) provide targeted support services, particularly among people who need special policies.

**The TCc scores at an emerging level for diversifying pathways for skills acquisition, with an overall score of 2.2.** The community offers several separate academic and vocational/technical streams at the upper-secondary level. Students can move between general and TVET branches at the secondary level. They must complete all programs under the field of study, but prior courses completed under the other track do not need to be repeated if they have equivalency. Education is compulsory for students until age 15. After completing lower-secondary school, students may enroll in upper-secondary TVET programs. TVET students are placed in their selected occupational departments after grade 8. During the first year of vocational school (grade 9), students start taking courses in their subject field, and a more intense program starts in grade 10. On-the-job training generally starts in the last school year (grade 12)

**Upper-secondary TVET school graduates get a diploma, which gives them the right to take the mastership exam (the fourth level of the qualifications framework).** Graduates can continue their education in their field of study in a two-year post-secondary school without taking

the university entrance examination. If they want to continue to a four-year bachelor program, they must get a high score on the test to get placed in the desired program.

**Table 8: Fields of study under TVET schools**

Information Technology	Handicrafts and Ceramics Technology
Electric- Electronic Technology	Beauty and Hair Care/Design Services
Motor Vehicles Technology	Clothing Technology
Metal Technology	Tourism
Civil Works/Construction Technology	Wood Technology, Furniture and Interior Design
Accounting, Finance, and Marketing	Photography, Graphics, and Publishing/Printing
Machine Technology	Office Management
Plumbing, Heating and Cooling Technology	Theology
Child Development and Education	Technology of Agriculture
Food Technology	

Source: "MoNE" website, September 1, 2015.

**Technical programs in post-secondary IVET schools (established under universities) are provided in the fields of law, seafaring, health, tourism, interpretation, and technical fields, such as power, civil works, and communications.** Students receive an associate degree after the successful completion of two years of full-time university study. Associate degrees are generally practical in nature, and students who graduate with an appropriate grade point average may transfer into a related, four-year bachelor's degree program.

**The TCc administration has taken solid steps to improve the public perception of TVET.** In addition to "MoNE"'s ongoing cooperation with the chambers to better inform the public about opportunities for TVET graduates, policymakers offer new incentives for secondary school students to enroll in TVET programs. One incentive is that vocational school graduates enjoy a shortened term for their compulsory military service.

**The "MoNE" is in charge of lifelong learning (LLL), and recognizes prior learning, but there are no smooth mechanisms to recognize education out of the formal channels and provide a chance for admission back to formal education.** The "MoNE"'s only tool to recognize prior learning is the competency-based testing to certify qualifications in skilled and semi-skilled occupations (for

foremen and masters) in occupations that fall under the first four levels of the National Qualifications Framework. Strict application criteria prove prior learning before a candidate takes the test.

**Lifelong learning (LLL) programs are being implemented by the “MoNE” in close collaboration with Turkey’s “MoNE” LLL General Directorate.** The TCC’s lifelong learning system offers very limited services for further occupational and career development, as it is mostly limited to hobby courses for the non-working population.

**The Chambers of Industry and Commerce and the LLL centers established under local universities also provide training programs to their members and other interested parties** (students, the unemployed, etc.) to help them develop basic and technical skills. Between 2012 and 2014, about 900 chamber members participated in courses on such subjects as leadership and management, customer relations, communications, time management, logistics and warehouse management. Non-formal education statistics of the “MoNE” show that participation in all private training courses has varied between 1,500 and 2,000 students each year for the last five years.<sup>22</sup>

**As explained under Policy Goal 4, two very recent active labor market programs have been established for disadvantaged populations under the Regulation for Supporting the Employment of Local Workforce. These programs are:** Reintroducing the Convicts to the Society through TVET, and Strengthening Women’s labor force participation through TVET. Though the administration intends to continue training programs for disadvantaged populations, it has not announced a continuation of these programs, or the introduction of new programs.

## Implications of the Findings

**Budget allocations for IVET, CVET and ALMPs as well as the scope of the programs, are very limited.** IVET gets less than 10 percent of the allocations for education, and less than 5 percent of funding under the levy-grant scheme is allocated to support skills upgrading. For IVET, additional funding should be linked to enrollments, performance, and effectiveness of training programs.

This requires better monitoring of existing programs, and accountability for results. For CVET and ALMPs the legislation could incorporate binding provisions to increase the allocation. Still, it may not be easy to design programs that are applicable to micro-sized family enterprises with one or two workers. TCC authorities may consider introducing models to aggregate training needs of smaller firms and to develop cost-sharing models to expand coverage. Borrowing from Mexico’s Integral Quality and Modernization Program (CIMO), which subsidizes the development and delivery of training rather than providing direct training services to participating firms, the “public administration” could identify worker training needs for participating firms and let them create individualized training and support schemes.<sup>23</sup>

**The chambers could take on more responsibility by bringing firms with similar needs together, and aggregating training demand from their member enterprises. They could also engage in developing cost-sharing models to expand coverage and scope of on-the-job training programs.** The TCC administration could consider recognizing employer associations and chambers as real and equal strategic partners in workforce development by, for example formalizing their role, rather than limiting the scope or duration of coordination. Workforce development legislation could bestow these stakeholders with a continuous responsibility in defining workforce priorities and addressing the skills implications of major policy decisions. The TCC administration should rely on international experience to develop such models (Box 4).

**While competency standards<sup>24</sup> exist for most occupations, the TCC should continue benefiting from EU alignment, and institutionalize clear and attainable standards for domestic quality-assurance systems.** Carrying the value of qualifications across boundaries is a necessity for the TCC due to the mobility of its labor force. Aligning the national qualifications with the European Qualifications Framework (EQF) is a sound step. However, it needs continuous follow-up and increased collaboration with EU partners to eliminate any risks that may limit the employability of the TCC labor force and graduates of the TCC TVET system in the future.

<sup>22</sup> “MoNE”, 2015, Educational Statistics Yearbook 2014-2015.

<sup>23</sup> Tan and Lopez-Acevedo 2005

<sup>24</sup> Competency standards refer to a frame of reference or statement specifying the aptitudes, attitudes, knowledge, and skills that trainees and

workers should possess to exhibit superior work performance in a given job or work

**Box 4 - Strengthening coordination and clarifying roles of firms and the public sector in WfD**

**Both Ireland and Chile have successfully fostered coordination between businesses and governments for both strategy and service delivery.** This success is reflected in the advanced scores for strengthening strategic coordination and fostering relevance of training programs for both countries in the most recent SABER WfD study year. Their experiences show that either party can lead in establishing such coordination.

**In Chile, mining companies under the leadership of the Chilean Mining Council and in collaboration with suppliers and contractors, training providers, and the government, created a two-pronged sector strategy for TVET** to ensure that it served their training needs (Innovum Fundación Chile n.d.). The first component, a Mining Skills Council (CCM), was financed entirely by participating mining firms and was created to modernize training in the sector and ensure its relevance through the development of a sectoral qualifications framework, creation of training packages, accreditation of programs, and research to identify skills gaps. The second component, called VetaMinera, sought to plug immediate skills gaps by serving in an intermediary role to provide information on occupations in mining to students, maintain a database of graduates in the sector, and provide a coordinating function to promote the use of industry-developed standards in training. Based on industry-provided information on training gaps, government funds (totaling almost two-thirds of the total VetaMinera funding for the initial 2012–15 program duration) are made available to training providers on a competitive basis to encourage delivery of programs to address industry-identified gaps.

**In Ireland, the government created the Skillsnets Training Network Program to use the National Training Fund (sustained through a levy of employee wages) to overcome coordination and financial barriers to firm-based training while increasing employer funds devoted to workforce up-skilling and re-skilling.** Firms with similar training needs, often in a related industry or region, self-select into networks and apply for funding through Skillsnets. Network member companies are able to purchase any type of training delivered through either classroom, on-the-job, or distance learning on a cost-matched basis using Skillsnet funds, while there are provisions for non-network companies to participate at higher rates and limited state-subsidized places for unemployed individuals. The program has enjoyed success since inception, currently sustaining 62 training networks with total government contributions of EUR 16 million.

Source: Jee-Peng Tan, 2016.

## 6. Managing Service Delivery

**Training providers, both “public and nonpublic,” are the main channels through which workforce development policies are translated into results on the ground.** This chapter provides a brief overview of the composition of providers and the types of services available in the system before presenting the detailed SABER-WfD findings on service delivery and their policy implications.

### Overview of the Delivery of Training Services

This section briefly summarizes key features of service delivery, as reflected in data on: (i) enrollment trends by level and type of training program (IVET, CVET and ALMPs) and by type of provider (“public” and “nonpublic”); (ii) prevalence of firm-based training; and (iii) labor market outcomes of training.

**The “public sector” (“MoNE”) is the sole provider of the TVET programs, which represent about 30 percent of all upper-secondary schools.** TVET schools offer formal and

non-formal education aimed at providing training and education in line with the demands of the labor market to enhance skills and employability. Secondary and post-secondary TVET schools teach the theory and practice of various occupations. Apprenticeship training is typically provided on the job to develop the practical skills needed by firms. Apprenticeship training normally consists of a combination of practical training in enterprises, and theoretical training provided in vocational education centers.

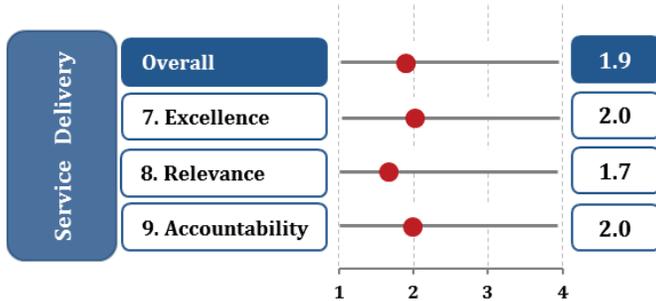
**Systematic monitoring and evaluation of service delivery are missing in the TCC and useful data on labor-market outcomes of training is not available.** While monitoring and evaluation of major programs can help enhance the relevance and efficiency of the system, only occasional studies are conducted within the context of projects financed by development partners. In summary, there is no functioning monitoring and evaluation system to improve skills, develop policies, or deliver services.

## SABER-WfD Ratings on Service Delivery

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

Based on data collected in the SABER-WfD questionnaire, the TCc receives an overall score of 1.9 (emerging) for the service delivery dimension (Figure 9). This score consists of the average of the ratings for three underlying Policy Goals: (i) enabling diversity and excellence in training provision (2.0); (ii) fostering relevance in public training programs (1.7); and (iii) enhancing evidence-based accountability for results (2.0). The explanation for these ratings and their implications follow below.

Figure 9: SABER-WfD ratings for the service delivery dimension



### Policy Goal 7: Enabling Diversity and Excellence in Training Provision

Because the demand for skills is impossible to predict with precision, a diversity of providers contributes to a strong workforce development system. Among non-state providers, the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure quality and relevance. Among state providers, a key concern is their responsiveness to the demand for skills from employers. One way to address this concern is to strike the right balance between institutional autonomy and accountability. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non-state provision of training, and (ii) foster excellence in public training provision by

combining incentives and autonomy in the management of public institutions.

The TCc is rated at the emerging level for enabling diversity and excellence in training provision, with an overall score of 1.9.

While private initiatives can operate in all segments of training and education, the TCc does not have any private secondary vocational schools. Private training provision is widely seen in primary, and secondary non-TVET schools representing almost 15% of the system. There is broad diversity in training provision in non-TVET programs established by the National Education Law. If private secondary TVET initiatives started operating, they would likely benefit from the same mechanisms.

Private training provision in primary and secondary schools is subject to the same implementation and auditing requirements as those of public training provision. All private schools must be registered and audited by the “MoNE” in accordance with the National Education Auditing, Evaluating, and Steering Board Law (41/2006). “MoNE” auditors conduct regular and need-based visits of public and private schools in line with internal guidelines for conducting audits.

Private training providers at the secondary level do not need to renew their registration on a regular basis, and they continue their activities under the initial registration if regular audits do not turn up any irregularities. To get registered, training providers should satisfy the minimum criteria set by the “MoNE” including those on facility standards, staff composition, and financial stability. However, due to the lack of systematic processes for reviewing the policies on training provision, authorities are not always able to ensure the quality of private training programs.

The tertiary education system mainly consists of private universities that are governed by boards of trustees, including businessmen, lawyers, and academics. YODAK performs audits and oversees the accreditation procedures of universities. Theoretically, YODAK conducts annual audits of universities to measure their compliance to national accreditation standards. However, the institutions are not expected to achieve specific targets for desired workforce development outcomes. The autonomy and accountability of training providers vary between secondary and tertiary levels.

At the secondary level, “public schools” do not have much independence, as they do not have their own

**budgets, and the “MoNE” must approve all decisions regarding purchases.** The “MoNE”’s central administration has full control over decisions regarding budget use, hiring and dismissal of staff, and the introduction and closure of programs. While managers of public training institutions have little control over investment decisions, TVET schools may generate some revenues under a revolving fund scheme, and can retain some of these revenues for their immediate needs.

**Introduction and closure of programs at the secondary level is a systematic process, and the “MoNE” reviews every program,** with participation of stakeholders from the business sector and chambers. Actual changes in programs rarely happen. When deciding whether to modify, open, or close programs, the administration considers the demands of industry and the number of students enrolled at the time of the review. In theory, policymakers may adjust the enrollment quota, if more or fewer students are applying or enrolling. However, the enrollment statistics tend to follow similar trends every year. The last program to be introduced into the secondary TVET system was theology, in 2013.<sup>25</sup>

**Post-secondary schools under universities have a higher degree of autonomy, as they set their own targets within their academic programs, but these targets are not fully aligned with desired workforce development outcomes,** University administrations, with the approval of the board of trustees, set their own targets, and implement their own training programs with YODAK’s close collaboration. YODAK does not have authority to shut specific programs of individual universities, but it may change the enrollment quota for programs that are losing popularity, for example, banking, finance, economics, and communications. Furthermore, the universities’ main income source comes from fees paid by students, making the institutions financially independent. All universities may get limited support from the TCC administration from time to time, mainly in the form of capital investments. Any income generated by the universities is used for educational purposes within the specific training institutions. Universities have full autonomy in deciding whether to continue or close any major programs in post-secondary initial vocational training. They tend to base such decisions on student demand and application and enrollment figures.

## Policy Goal 8: Fostering Relevance in Public Training Programs

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

**The TCC rates at the latent level of development for fostering relevance in public training programs.**

**Formal links between vocational schools and industry can help to strengthen the relevance of “public” TVET programs.** The Employment Department of the “MoLSS” provides a list of enterprises with more than 20 employees to the “MoNE”’s TVET General Directorate by May of each year. In consultation with the Chambers of Commerce and Industry, and Craftsmen and Artisans, the “MoNE” determines the sectoral and occupational training needs for TVET institutions, and informs TVET schools and sector representatives accordingly. Enterprises where TVET trainings will be conducted are selected by October. The total number of students (10th to 12th graders) participating in vocational training cannot constitute less than 10 percent of the total number of employees in the participating enterprise. In the 2014-15 academic year, about 600 students took part in training programs.

**Universities develop their own training curricula and receive approval from YODAK.** Universities may contact private sector companies and sector representatives while developing specific programs for post-secondary TVET schools.

<sup>25</sup> Though it is not a technical field, theology is placed under the TVET track as there is no other suitable track.

**Engagement with research institutions at the secondary and tertiary level is limited.** No local research institutions conduct regular analysis on TVET or related issues. Although think tanks from Turkey engage with the “MoNE” and “MoLSS” on a demand basis, and some universities interact with research centers, no collaboration exists with research institutions on the design of curricula and facility standards.

**While participation is not mandatory, the “MoNE” provides in-service training to all teachers and administrators** every year in September and February. The TCc teachers and administrators can also participate in in-service training programs conducted in Turkey. The TCc does not have a central database to keep information on the participation of the TCc’s teachers and administrators in the in-service programs conducted in the TCc or Turkey, but participants must submit a certificate of completion for these programs when applying for administrative positions.

**Training topics are selected based on the needs and preferences of participants.** Topics include: creative writing, organizational culture, management and motivation, conflict and stress management, and a course on how to develop self-confidence in children. Formal programs are mainly provided by the Turkish Ministry of Education as part of the in-service training program for teachers in Turkey, and include topics such as leadership, strategic management and planning, computer literacy, MS Office, and human resources management.

**Though universities each have their own selection criteria and recruitment policies,** they must abide by the minimum standards for teaching and administrative positions that are defined by the law establishing the East Mediterranean University (dated 1986). Although in-service training programs are not usually provided by the universities, instructors are expected to be evaluated for their performance, and they must meet academic standards to maintain their positions.

### Policy Goal 9: Enhancing Evidence-based Accountability for Results

**Systematic monitoring and evaluation of service delivery are important for both quality assurance and system improvement.** Accomplishing this function requires gathering and analyzing data from a variety of sources. The reporting of institution-level data enables the relevant authorities to ensure that providers are

delivering on expected outcomes. Such data also enables authorities to identify gaps or challenges in training provision, as well as areas of good practice. Additionally, periodic surveys and evaluations of major programs generate complementary information that can help enhance the relevance and efficiency of the system as a whole. Policy Goal 9 incorporates these ideas when assessing the system’s arrangements for collecting and using data to focus attention on training outcomes, efficiency, and innovation in service delivery.

**The TCc is at the emerging level for enhancing evidence-based accountability for results, with an overall score of 2.0.**

**All “public” IVET institutions at the secondary-education level must report specific data to the “MoNE”’s General Educational Services Directorate,** which collects and publishes the education statistics for each academic year. Starting in 2008, the education statistics have been compiled, updated, released, and developed on a systematic and continuous basis. The Educational Statistical Yearbook of the “MoNE” includes a variety of data, including current education statistics and analysis of institutions, schools, teaching staff, students, graduates, adult learners, public and private sector involvement. This data can be broken down according to district, school, study field, class, gender, and nationality. The Yearbook also covers the number of students in tertiary education, with general and regional maps of public schools.

**The TCc does not have a regular process for collecting data through surveys.** The sparse amount of data collected is mainly quantitative and includes annual student enrollment rates. Data on class size, student/teacher ratio, and success and drop-out rates are not collected or shared with the public, and the “MoNE” does not monitor the performance of institutions in these areas.

**The “MoNE” has launched a study with the cooperation of the Statistics Research Department of the State Planning Organization, to raise the quality of community education statistics so it is comparable to that of the European Union.** When this study is completed, the “MoNE” will have a better dataset for a thorough analysis of system performance.

**The limited data reported by “public” and private training providers, as well as those obtained via surveys, are used to provide feedback to institutions.**

The data helps to identify good practices and innovations, and inform the design of policies for system-level improvements in service delivery. However, such data is rarely used to improve program and system performance for IVET or lifelong-learning operations. Though “public” training providers produce and submit an annual evaluation to the “MoNE” as a necessary part of intradepartmental accountability, little information exists on labor market outcomes, because attempts to measure this are limited to a few ad hoc, skills-related surveys or evaluations of specifically targeted programs.

**Thus, even though some evidence of data collection exists, the TCC lacks a system for feedback to improve skills, develop policies, or deliver services.** Occasional studies conducted in the context of projects financed by development partners do not adequately address or overcome this challenge.<sup>26</sup>

## Implications of the Findings

**Under the service delivery dimension, the SABER-WfD findings draw attention to the potential role of performance-enhancing strategies,** such as using incentives as a complement to regulation, to encourage private providers to meet quality standards for service provision. Other potential strategies include setting performance targets for public training institutions to focus their attention on efficiency and effectiveness, and expanding the use of data for strategic management of the workforce development system as a whole.<sup>27</sup>

**Performance targets for public training providers and corresponding incentives for meeting those targets are currently underutilized, and bad performers are neither informed, incentivized, nor penalized, as a way to improve performance.** All training providers, “public” or private, are required to collect and report basic administrative data, but officials only occasionally use the data to assess institutional performance or analyze system-level trends.

**Collection of data on training outcomes<sup>28</sup> may help ensure better distribution of resources for improved**

**system performance.** The TCC may benefit from the experiences of countries such as Chile and Colombia, to inform policymakers about training options, graduate skills, career paths, job prospects, and earnings profiles. Chile’s *Mi Futuro* program, for example, collects information from education institutions on graduate outcomes, and pairs it with data from the tax and pension administrations to provide publicly available information on the incomes of graduates of professional and technical programs. Such information provides an additional layer of transparency and accountability to the rapidly expanding tertiary education sector.<sup>29</sup> Colombia’s Sistema Nacional de Informacion de la Educacion Superior (SNIES) and Observatorio Laboral para la Educacion (OLE) provide information to help families evaluate the quality and potential benefits of various courses of study. The SNIES provides information on programs and courses of study; socioeconomic information on current students and graduates; and information on institutional governance, infrastructure, and funding arrangements, to allow for monitoring of the tertiary-education system and easy access by stakeholders to information on its make-up and content. The OLE provides information on graduate characteristics and outcomes to guide students, employers, and schools. This information is paired with surveys to measure graduate satisfaction, and sectoral studies to determine labor demand.<sup>30</sup> The Chile example can apply to a small island such as the TCC.

**Effective monitoring and evaluation systems require appropriate robust information systems and tools for measuring quality and performance.** The availability and use of policy-relevant data is very limited in the TCC, as the use of decision-support systems and monitoring and evaluation do not garner significant attention. Establishing an integrated Management Information System for employment and education inputs and outcomes can comprise the first step in establishing an evidence-based, strategic-thinking environment for the TCC. Box 6 illustrates how South Korea adopted a rigorous data-collection and monitoring system.

<sup>26</sup> At the higher-education level, every university must report administrative data to YODAK. As the diplomas provided by TCC universities are recognized by Turkey in line with the 2009 protocol between the Turkish-MoNE and its TCC counterpart. YODAK collects data from TCC universities for the integrated higher-education database with Turkish universities (YOKSIS), and for its own database for local universities (YODAKSIS). The systems include mainly graduation statistics, and administrative data on such things as enrollments, staffing, and

budgets. It lacks information on graduates, including job placements and earnings.

<sup>27</sup> World Bank 2015, “Workforce Development in Emerging Economies.”

<sup>28</sup> Covering job placement rates, earning statistics, and employer and worker/trainee satisfaction.

<sup>29</sup> Mi Futuro website: <http://www.mifuturo.cl>

<sup>30</sup> Sistema Nacional de Informacion de la Educacion Superior. “SINES: Informacion Institucional,” Graduados Colombia. “Graduados Colombia: Observatorio Laboral para la educacion.”

**Box 6 - Relevant, Effective, and Lifelong Training: The Role of Data and Monitoring in South Korea**

**In South Korea, to ensure that the skills taught to the current and future workforce are the right ones, the Ministry of Labor has been conducting rigorous and periodical human resources- and training-needs surveys by region among businesses since 2005.** These surveys, aimed at providing authorities with the data necessary to plan training programs and make changes to course supply, include an “establishment survey,” a “training-demand survey among the unemployed,” and a survey among institutions to assess their ability to provide vocational training to the unemployed. In particular:

- The “establishment survey” is divided into two parts: One targets employees to be trained in-house, and one focuses on workers to be trained externally by the firm. These surveys capture both the skills that are likely to be demanded in the near future (i.e. the additional-skills requirement) from new workers, but also the type of marginal skills improvements that firms are interested in making among their existing workers. Combined, these surveys allow the government to forecast future demand for workers by skills level and occupational sector.
- The “training-demand survey among the unemployed” assesses the level of previous professional experience among the unemployed, future employment aspirations (as a dependent or self-employed worker), past training experiences (while unemployed), and future training needs.
- The survey among institutions that are training the unemployed aims to assess the ability of such centers to meet future demand for their services. Currently, more than 700 vocational institutions participate in the survey, with a focus on past training achievements, upcoming training plans, and student body.

**Second, to ensure that training programs and institutions were still effective, a strict system of performance evaluations has been set up.** To instill some degree of competition among institutions, the evaluations were used to award excellence but, most importantly, to punish poor performance. About 10% of all institutions evaluated have been shut down every year. The evaluation process, which has been carried out for up to 1,500 institutes, includes the collection of information on training centers through trainee-satisfaction surveys, an evaluation carried out by an inspector from Korea’s Human Resources Development Service, and an evaluation carried out by an inspector of the Ministry of Labor.

**Third, to ensure that training provision remained in line with market needs, the government decided to rely even more on the private sector’s initiative and to adopt a less interventionist approach to skills development.** The aim of the government was to promote privately provided trainings at all levels and to foster “lifelong learning opportunities” for workers. As such, South Korea further strengthened the incentives system after dropping mandatory training requirements for firms in the mid-1990s and replacing them with a training levy/rebate system, in the early-2000s. Firms were still required to pay training levies as part of the employment insurance scheme, with the requirement gradually extended to all firms, including small and medium-sized enterprises. The categories of training expenses that qualified for a rebate of the levy were expanded significantly to include not only traditional vocational-training programs, but also pre-service courses, on-the-job training, and skills upgrading, taught in both public and private centers, internal to firms or externally provided.

**Finally, in line with its new objective to provide lifelong learning opportunities to all workers, the Korean government put a large emphasis on e-learning.** E-learning courses are more convenient to attend and complete for older worker, because they provide more flexibility in terms of time and location, and the government has recognized such courses as a legitimate training expense, one for which firms could qualify for a levy rebate. The government’s support of e-learning activities paid off very rapidly. Between 1999 and 2006 alone, the share of e-learning training courses rose from less than 3 percent of total training provided in the country to about 40 percent--a more than fifty-fold increase in absolute terms. The number of e-learning courses totaled less than 20,000 in 1999, and settled at more than one million in 2006. Whether e-learning trainings are as effective as class-based or plan-based courses in terms of skills development remains to be seen, but surely it has boosted training accessibility in the country.

Sources: Young-Sun Ra and Kyung Woo Shim, 2009; prepared by Kye Woo Lee, 2009.

**Annex 1: The SABER-WfD Analytical Framework**

		<b>Policy Goal</b>	<b>Policy Action</b>	<b>Topic</b>
<b>Dimension 1</b>	<b>Strategic</b>	G1	Setting a Strategic Direction	G1_T1 Advocacy for WfD to Support Economic Development
		G2	Fostering a Demand-led Approach	G1_T2 Strategic Focus and Decisions by the WfD Champions
		G3	Strengthening Critical Coordination	G2_T1 Overall Assessment of Economic Prospects and Skills Implications
<b>Dimension 2</b>	<b>System Oversight</b>	G2	Establish clarity on the demand for skills and areas of critical constraint	G2_T2 Critical Skills Constraints in Priority Economic Sectors
		G4	Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	G2_T3 Role of Employers and Industry
		G5	Formalize key WfD roles for coordinated action on strategic priorities	G2_T4 Skills-Upgrading Incentives for Employers
		G6	Provide stable funding for effective programs in initial, continuing, and targeted vocational education and training	G2_T5 Monitoring of the Incentive Programs
		G7	Monitor and enhance equity in funding for training	G3_T1 Roles of Government Ministries and Agencies
		G8	Facilitate sustained partnerships between training institutions and employers	G3_T2 Roles of Non-Government WfD Stakeholders
		G9	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G3_T3 Coordination for the Implementation of Strategic WfD Measures
		G10	Establish protocols for assuring the credibility of skills testing and certification	G4_T1 Overview of Funding for WfD
		G11	Develop and enforce accreditation standards for maintaining the quality of training provision	G4_T2 Recurrent Funding for Initial Vocational Education and Training (IVET) Programs (CVET)
		G12	Promote educational progression and permeability through multiple pathways, including for TVET students	G4_T3 Recurrent Funding for Training-related Active Labor Market Programs (ALMPs)
<b>Dimension 3</b>	<b>Service</b>	G6	Diversifying Pathways for Skills Acquisition	G4_T4 Equity in Funding for Training Programs
		G7	Enabling Diversity and Excellence in Training Provision	G4_T5 Partnerships between Training Providers and Employers
		G8	Integrate industry and expert input into the design and delivery of public training programs	G4_T6 Partnerships between Training Providers and Employers
		G9	Encourage and regulate non-state provision of training	G5_T1 Competency Standards and National Qualifications Frameworks
		G10	Combine incentives and autonomy in the management of public training institutions	G5_T2 Competency Standards for Major Occupations
		G11	Integrate industry and expert input into the design and delivery of public training programs	G5_T3 Occupational Skills Testing
		G12	Encourage and regulate non-state provision of training	G5_T4 Skills Testing and Certification
		G13	Combine incentives and autonomy in the management of public training institutions	G5_T5 Skills Testing for Major Occupations
		G14	Integrate industry and expert input into the design and delivery of public training programs	G5_T6 Government Oversight of Accreditation
		G15	Encourage and regulate non-state provision of training	G5_T7 Establishment of Accreditation Standards
G16	Combine incentives and autonomy in the management of public training institutions	G5_T8 Accreditation Requirements and Enforcement of Accreditation Standards		
G17	Integrate industry and expert input into the design and delivery of public training programs	G5_T9 Incentives and Support for Accreditation		
G18	Encourage and regulate non-state provision of training	G6_T1 Learning Pathways		
G19	Combine incentives and autonomy in the management of public training institutions	G6_T2 Public Perception of Pathways for TVET		
G20	Integrate industry and expert input into the design and delivery of public training programs	G6_T3 Articulation of Skills Certification		
G21	Encourage and regulate non-state provision of training	G6_T4 Recognition of Prior Learning		
G22	Combine incentives and autonomy in the management of public training institutions	G6_T5 Support for Further Occupational and Career Development		
G23	Integrate industry and expert input into the design and delivery of public training programs	G6_T6 Training-related Provision of Services for the Disadvantaged		
G24	Encourage and regulate non-state provision of training	G7_T1 Scope and Formality of Non-State Training Provision		
G25	Combine incentives and autonomy in the management of public training institutions	G7_T2 Incentives for Non-State Providers		
G26	Integrate industry and expert input into the design and delivery of public training programs	G7_T3 Quality Assurance of Non-State Training Provision		
G27	Encourage and regulate non-state provision of training	G7_T4 Review of Policies towards Non-State Training Provision		
G28	Combine incentives and autonomy in the management of public training institutions	G7_T5 Targets and Incentives for Public Training Institutions		
G29	Integrate industry and expert input into the design and delivery of public training programs	G7_T6 Autonomy and Accountability of Public Training Institutions		
G30	Encourage and regulate non-state provision of training	G7_T7 Introduction and Closure of Public Training Programs		
G31	Combine incentives and autonomy in the management of public training institutions	G8_T1 Links between Training Institutions and Industry		
G32	Integrate industry and expert input into the design and delivery of public training programs	G8_T2 Industry Role in the Design of Program Curricula		

			G8_T3	Industry Role in the Specification of Facility Standards
			G8_T4	Links between Training and Research Institutions
		Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	G8_T5	Recruitment and In-Service Training of Heads of Public Training Institutions
			G8_T6	Recruitment and In-Service Training of Instructors of Public Training Institutions
		Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	G9_T1	Administrative Data from Training Providers
			G9_T2	Survey and Other Data
			G9_T3	Use of Data to Monitor and Improve Program and System Performance
	Fostering Relevance in Public Training Programs			
	Enhancing Evidence-based Accountability for Results			

Annex 2: Rubrics for Scoring the SABER-WfD Data

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

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

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

## Functional Dimension 2: System Oversight

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

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

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

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

### Functional Dimension 3: Service Delivery

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

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

## Annex 3: SABER-WfD Scores

		Policy Goal	Policy Action		Topic		
Dimension 1	2.5	G1	3.0	Provide sustained advocacy for WfD at the top leadership level	3.0	G1_T1	3
						G1_T2	3
						G2_T1	2
		G2	1.8	Establish clarity on the demand for skills and areas of critical constraint	2.0	G2_T2	2
						G2_T3	2
						G2_T4	2
		G3	2.7	Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	1.7	G2_T5	1
						G3_T1	4
						G3_T2	2
Dimension 2	2.0	G4	1.4	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	2.0	G3_T3	2
						G4_T1	info
						G4_T2	2
					G4_T3	2	
					G4_T4	2	
					G4_T5_IVET	1	
					G4_T5_CVET	1	
					G4_T5_ALMP	1	
					G4_T6	1	
		G5	2.5	Monitor and enhance equity in funding for training	1.0	G5_T1	2
						G5_T2	2
						G5_T3	2
				Facilitate sustained partnerships between training institutions and employers	3.0	G5_T4	3
						G5_T5	4
						G5_T6	info
		G6	2.2	Broaden the scope of competency standards as a basis for developing qualifications frameworks	2.0	G5_T7	3
						G5_T8	2
						G5_T9	2
				Establish protocols for assuring the credibility of skills testing and certification	2.5	G6_T1	3
						G6_T2	2
						G6_T3	2
Develop and enforce accreditation standards for maintaining the quality of training provision	2.0	G6_T4	2				
		G6_T5	2				
		G6_T6	2				
Dimension 3	1.9	G7	2.0	Promote educational progression and permeability through multiple pathways, including for TVET students	2.0	G7_T1	3
						G7_T2	2
						G7_T3	2
				Strengthen the system for skills certification and recognition	2.0	G7_T4	1
						G7_T5	1
						G7_T6	3
		Combine incentives and autonomy in the management of public training institutions	2.0	G7_T7	2		
				G8_T1	2		
				G8_T2	2		
		G8	1.7	Integrate industry and expert input into the design and delivery of public training programs	1.5	G8_T3	1
						G8_T4	1
						G8_T5	2
		Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	2.0	G8_T6	2		
				G9_T1	3		
				G9_T2	2		
G9	2.0	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	2.0	G9_T3	1		

## Annex 4: Experts

### List of Interviewees

Ayşe Dönmezer, Cyprus Turkish Hotelkeepers Association (KITOB)  
 Ayşe Vilda, State Planning Organization (SPO)  
 Ceren Günalp Asam, “Ministry of Labor and Social Security” (“MoLSS”)  
 Deniz Berkol, Cyprus Turkish Chamber of Industry (KTSO)  
 Eda Hançer Akkor, Cyprus Turkish Chamber of Craftsmen and Artisans (KTEZO)  
 Gulsen Hocanın, “Ministry of National Education” (“MoNE”)  
 Hüseyin Firinciogullari, “Ministry of National Education” (“MoNE”)  
 Hüseyin Gökçekuş, Higher Education, Planning, Evaluation, Accreditation, and Coordination Council (YÖDAK)  
 Ismet Lisaniler, “Ministry of Labor and Social Security”  
 Kemal Baykallı, Cyprus Turkish Chamber of Commerce (KTTO)  
 Kemal Soyer, Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YÖDAK)  
 Olgun Çiçek, Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YODAK)  
 Şebnem Pekdoğan, “Ministry of National Education” (“MoNE”)  
 Taner Akcan, Cyprus Turkish Chamber of Craftsmen and Artisans

### Participants of the Data-collection and Validation Workshops

Ayşe Dönmezer, Cyprus Turkish Hotelkeepers Association (KITOB)  
 Ayşe Mir, Ministry of National Education (“MoNE”)  
 Berna Berberoğlu, EUPSOCemal Kılıç, East Mediterranean University  
 Ceren Günalp Asam, Ministry of Labor and Social Security  
 Deniz Berkol, Cyprus Turkish Chamber of Industry (KTSO)  
 Damla Onurhan, EU Coordination  
 Eda Hançer Akkor, Cyprus Turkish Chamber of Craftsmen and Artisans (KTEZO)  
 Hüseyin Aktuğ, Cyprus Turkish Hotelkeepers Association (KITOB)  
 Hüseyin Gökçekuş, Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YÖDAK)  
 Kemal Baykallı, Cyprus Turkish Chamber of Commerce (KTTO)  
 Kemal Soyer, Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YÖDAK)  
 Nihat Ekizoğlu, Ministry of National Education (“MoNE”)  
 Nisu Cürcani, EU Coordination  
 Olgun Çiçek, Higher Education Planning, Evaluation, Accreditation, and Coordination Council (YÖDAK)  
 Şebnem Pekdoğan, Ministry of National Education (“MoNE”)

Selda Beyaz, Nova Bank

Tamer Müftüzade, Businessmen Association (ISAD)

Taner Akcan, Cyprus Turkish Chamber of Craftsmen and Artisans (KTEZO)

Tigün Ertanın, Is Kadinlari Dernegi (IKD), “Businesswomen Association of Northern Cyprus”

Tuğyan Atifsoy, EU Coordination

Uğur Ergun, Kuzey Kibris Genc Isadamlari Dernegi (GIAD), “Northern Cyprus Young Businessmen Association”

Umut Vekil, Businessmen Association

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