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United Nations Development Programme

LESSONS FROM TURKEY

HOW THE PRIVATE SECTOR DEVELOPS SKILLS

HOW THE PRIVATE SECTOR DEVELOPS SKILLS: LESSONS FROM TURKEY

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All case studies were also cross-matched among the authors for peer review.

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The planning of project activities, organization of stakeholder meetings and case "writeshops" and preparation of articles and case studies was supported by the UNDP Junior Private Sector Consultant Yılmaz Ergun Dinç. UNDP interns Asuman Kemiksiz, Çağlayan Arslan, Sinem Hanife Kuz, Mahgul Baluch, Niels Dyrelund, Greg Teich, Kirsty Featherstone, Sara Pınar Önder, Michael Martins, Cristian Chira, Ingrid Anderson and Aslı Işın Canibek provided operational assistance. In this study, Yılmaz Ergun Dinç, Asuman Kemiksiz, Çağlayan Arslan and Sinem Hanife Kuz conducted preliminary research for the case writeshops and prepared the draft texts.

Throughout the preparation of the case studies, the case actors remained highly engaged with the research, providing comprehensive documents and information. Case studies and evaluation articles were completed by Ayşe Caner, Gökhan Dikmener, Gresi Sanje, Hale Öner, Özlem Ünlühisarcıklı, Serah Bahadırlı Froehner, Simona Marinescu and Zeynep Gürhan Canlı.

The cases presented in this book include MLMM of Koç Holding, BUTGEM of Bursa Chamber of Commerce and Industry, ÖZİMEK of Istanbul Chamber of Commerce, UMEM of TOBB and Dairy Farming Applied Education Centers of Sütaş Holding. Although all of these organizations are driven by the common goal of professionalizing job seekers and making businesses more competitive, the cases represent five different models of vocational education and training in terms of coverage, management structure and funding.

We wish to thank managers of and our counterparts from the five cases, researchers, authors, peer reviewers and editors for their dedication and high quality work.

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PREFACE

Building on the excellent cooperation that the United Nations Development Programme (UNDP) and Turkey have developed since 1957 and stemming from the provisions of the Partnership Framework Agreement signed in March 2011, the Istanbul International Center for Private Sector in Development (IICPSD) was established as the global centre of excellence in promoting actionable partnerships with the private sector for market-born solutions to growing development challenges.

The development and welfare of countries are closely linked to the presence of qualified human resources. National competitiveness is no longer determined solely by physical capital: the quality of human resources is central to productiveness and efficiency. Young people, in particular, need to obtain the necessary information, skills and qualifications required by the constantly changing business world. The importance of skills development increases daily because young people's skills are critical for sustainable development and employment. This IICPSD research initiative, therefore, represents a timely insight into the role of the private sector in developing human capital.

Researchers shared their initial findings at the "How the Private Sector Develops Skills: Lessons from Turkey" conference, held on 13 June 2013. The conference was an important step for strengthening links between skills generation and the labour market by bringing together public and private sector representatives. IICPSD, the Union of Chambers and Commodity Exchanges of Turkey, civil society bodies and institutions involved in the labour market and skills development united to achieve a common goal and demonstrated the importance of working together to develop skills more effectively.

Turkey will continue to promote education as a key area in line with its goal to become one of the world's 10 largest economies by 2023. We have two current priorities in education: achieving a "quality-centred transformation" and tightening the match between the education system and the labour market. We will prioritize applied training courses to develop human resources, and foresee policies to increase private sector participation in skills design and delivery.

I sincerely hope that this research serves as an example for similar studies and initiatives globally.

M. Cüneyd Düzyol
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FOREWORD

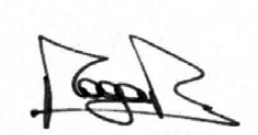
The 2015 deadline for the Millennium Development Goals is approaching. The successor post-2015 Development Agenda will continue to have poverty eradication and the reduction of inequalities at its core. Therefore, the generation of decent employment and the development of human capital will remain essential goals to create a poverty-free world by 2030. The opportunities for innovation and market growth are the milestones of the journey to a more sustainable global society. The power of knowledge that the education systems must deliver to all is the focus of this research.

Our main message is that the private sector actors have a role to play in both the design and delivery of skills development. Without the engagement of companies, chambers, business associations and the like, the skills gap will continue to grow alongside the rising world population. In turn, youth unemployment, women's underemployment and the marginalization of economically disadvantaged groups will worsen. I bear witness—having been, during my time in Government Office, a member of the National Council for Vocational Training in Spain—to how the tripartite responsibility over human capital development is one of the necessary conditions for its quality and speed. The private sector in particular has a fundamental role in this global effort.

This research was structured around two main goals in order to get a more comprehensive picture of how the private sector can contribute to skills development. The first goal was to increase academic awareness of and interest in this topic while establishing the basis for further research and case analysis. Though skills generation as a whole is a thoroughly researched area, the private sector component receives less attention, and few data are available on the modus operandi of business actors in skills development.

The second goal was to understand the lessons learned in different private sector–led and public-private partnership models in order to improve the results of multi-stakeholder partnerships with the private sector. As a result, successful practices can be replicated at local, national and international levels, and disadvantaged groups can acquire the necessary skills to participate in the value chains. Learning how to work with the private sector is key for effective skills generation and in turn sustainable growth.

It is also important for the Global Alliance for Sustainable Employment (GASTE) to expose countries in transition to the excellent models of technical education and skills development put in place in economies ranking among the 10 most competitive in the world. All relevant United Nations Agencies, Funds and Programmes are invited to join the debate and exchanges that GASTE will foster, ensuring that the considerable expertise of the United Nations system is shared. I very much encourage GASTE to facilitate South–South, action-oriented partnerships between governments, the private sector, labour unions and other stakeholders to promote effective governance arrangements in skills development. This is nowadays a fundamental building block for stronger economies and better societies.



Magdy Martínez-Solimán
Director
UNDP Bureau for Policy and Programme Support

ABBREVIATIONS

AEC	Sütaş Dairy Farming Applied Education Center
BEGEV	Bursa Education Development Foundation
BESOB	Bursa Union of Chambers of Merchants and Craftsmen
BTSO	Bursa Chamber of Commerce and Industry
BUİKAD	Bursa Businesswomen and Woman Managers Association
Bursa CCI	Bursa Chamber of Commerce and Industry
BUSİAD	Bursa Industrialists and Businessmen Association
BUTGEM	Bursa Chamber of Commerce and Industry Education Foundation
CIS	Commonwealth of Independent States
CNC	Computer numerical control
CR	Company Representatives/School Owners
CSR	Corporate social responsibility
CSWS	Case Study Writeshop Approach
DOSAB	Demirtaş Organized Industrial Zone
DVS	German Welding Society
EML	Endüstri Meslek Lisesi ("industrial vocational high school")
ETF	European Training Foundation
EU	European Union
FDI	Foreign direct investment
GASTE	Global Alliance for Sustainable Employment
GIM	Growing Inclusive Markets
GPA	Grade Point Average
HR	Human resources
IEP	On-the-Job Training Program
IICPSD	Istanbul International Center for Private Sector in Development
İİMEK	Provincial Employment and Vocational Education Boards
ILO	International Labour Organization
İŞKUR	Turkish Employment Agency
IT	Information technology
İTO	Istanbul Chamber of Commerce
IWE	International Welding Engineer
KCAP	Knowledge Committee for the Approval of Products and Publications
MEGEP	Strengthening the Vocational Education and Training Project
MFAL	Turkish Ministry of Food, Agriculture and Livestock
MLK	Vocational high school coaches

MLMM	Meslek Lisesi Memleket Meselesi ("Vocational Education: A Crucial Matter for the Nation") project
NGO	Nongovernmental Organization
ÖSGD	Private Sector Volunteers Association
ÖZİMEK	Special Administration Vocational and Technical Training Courses
SESRIC	The Statistical, Economic and Social Research and Training Centre for Islamic Countries
SPM	TOBB-ETU Center for Social Policy Research
SSC	South–South Cooperation
STEP	Skills Toward Employment and Productivity
TEMA	The Turkish Foundation for Combating Soil Erosion, for Reforestation and the Protection of Natural Habitats
TÜİK	Turkish Statistical Institute
TÜRKMEK	Turkish Vocational Training Courses
TÜV	German National Qualifications Center
TEPAV	Economic Policy Research Foundation of Turkey
TİKA	Turkish Cooperation and Coordination Agency
TL	Turkish Liras
TOBB	Union of Chambers and Commodity Exchanges of Turkey
TOBB-ETÜ	TOBB Economy and Technology University
UIB	Uludağ Exporters' Association
UKUB	Tool Manufacturers' Association of Turkey
UMEM	Specialized Vocational Training Centres
UN	United Nations
UNDP	United Nations Development Programme
UPB	National Patent Association
ÜSİGEM	The Practice and Research Center for University-Industry Cooperation of Uludağ University
VC	Vocational College
VQA	Vocational Qualifications Authority

PART 1

1. INTRODUCTION

GÖKHAN DİKMENER

A common challenge all nations face—regardless of their economic performance and human development level—is integrating their youth into the economy. In 2012, global youth unemployment was 12.4%, or 0.9% *worse than* the precrisis level in 2007.[1] According to calculations by the International Labour Organization (ILO), the Middle East and North Africa have the highest rates (table 1.1).

TABLE 1.1 YOUTH UNEMPLOYMENT BY REGION, 2012

REGION	YOUTH UNEMPLOYMENT RATE, 2012 (%)
Middle East	28.3
North Africa	27.3
Developed Economies and European Union (EU)	18.1
Central and South Eastern Europe(non-EU) and Commonwealth of Independent States (CIS)	17.9
South East Asia and the Pacific	13.1
Latin America and the Caribbean	12.9
GLOBAL	12.4
Sub-Saharan Africa	11.8
East Asia	9.5
South Asia	9.3

Source: ILO 2013, p. 83

The problem is not limited to developing regions, as seen in the 18.1% unemployment rate among youth in developed economies and the EU. Worse, youth unemployment in the EU-27 was 22.8%, twice the overall EU unemployment rate, and the EU average for those not in employment, education or training among the population ages 15–24 was 13.2%. Youth unemployment was particularly high in Greece (44.4%) and Spain (46.4%).[2]

Although the underlying causes for youth unemployment have been identified, solutions have yet to emerge, despite the increasing attention granted to the topic by governments and development organizations. The longer the job-seeking process takes, the higher the risk to human development, especially in fragile states. More importantly, low youth employment rates and an increasing number of employed graduates who end up in an activity other than the one they trained for indicate underperforming education policies and programmes as well as a misallocation of public budgets.

The United Nations (UN) projects that the global population will reach 9.3 billion by 2050 and surpass 10 billion people by the end of the century, even if fertility rates continue to decline globally.[3] Thus the problem of unemployed youth is likely to worsen as well. Population is the planet's only growing resource, and, if its most productive segment continues to face high unemployment, the prospects of sustainable growth will remain distant. The lack of jobs will also reduce the capacity to consume, and, implicitly, aggregate demand will shrink, impinging on global economic stability.

Assessing the effectiveness of current employment policies and services—and of the vocational education and training system in particular—is a timely attempt to flag a chronic problem rooted in contemporary social systems and labour markets worldwide.

Skills development is crucial to the growth and sustainability of all developed and developing economies. Not only is it related to resolving youth unemployment problems, but it also affects the profitability and operability of the market. The success of companies in a raft of sectors largely depends on the capacity of the country, market or education system to train qualified staff, which is one reason why vocational education has attracted such international attention. The World Economic Forum's Global Competitiveness Index 2012–2013 report, for instance, recognizes the importance of skills in creating competitiveness at country level.[4]

It is equally important to note that countries with strong skills development systems, such as Switzerland, Austria and Germany, have significantly lower unemployment rates among the youth. The "dual system" in Germany and Austria is well-acknowledged for facilitating transition to work for students through the development of skills sought in the labour market.[5]

Even such practices that are considered as successful face certain challenges. Germany's dual system, for example, was already in place during the 1990s, though the country had significant economic troubles at the time with soaring unemployment.[6] Besides these challenges, replicating the merits of the dual system might be also difficult elsewhere as the strong chamber system and positive approach to partnerships between government, private sector, unions and education institutions in Germany might not exist in other countries.[7]

Still, despite its vital role in development, skills generation comes up against serious challenges worldwide, including shortfalls in physical, legal and educational infrastructure; absence of win-win cooperation between the private sector and education and training agencies; and financing issues, such as lack of funds for equipment renewal and upgrades as well as training of trainers. Countries and development agencies on their own have limited capacity to tackle these problems.

It is hard to foresee and address the gap between the labour supply and the skills demanded by the market, especially in a globalizing world where technologies are changing rapidly. But the private sector has the potential to address deficiencies in skills development and help bridge the mismatch. Companies can contribute to the education and training process, in turn producing qualified employees. Through its engagement in the training cycle, the private sector not only helps to improve national competitiveness but also increases its profitability by creating better-trained staff for itself.

However, the obstacles to improving skills development go beyond the practical and include the theoretical. Attempts by the private sector, and by private sector–led or public-private partnerships, to overcome these obstacles have been inadequately researched, and generalizable best-case scenarios are either undocumented or remain unknown.

Given the crucial role of skills generation for development and the private sector's potential to contribute, it is vital to reveal, analyse and report the cases where the problems of skills development have been addressed by the private sector, often through innovative solutions. A comprehensive set of cases yielding well-tested best practices from a range of countries can form the basis for tested and applicable models ready for deployment in projects and initiatives by the private sector.

Now we may turn to the research documented in this book.

The study adopts the TVET definition of UNESCO, which is "a comprehensive term referring to those aspects of the educational process involving, in addition to general education, the study of technologies and related sciences, and the acquisition of practical skills, attitudes, understanding and knowledge relating to occupations in various sectors of economic and social life". Accordingly, it differentiates between vocational "education", which focuses on interventions that aim at learning, and vocational "training", which explicitly targets "mastery of performance" in certain duties and tasks.[8]

The use of the term "skills development" as a broader concept that includes both vocational education and vocational training is preferred, as its emphasis is on the acquisition of skills in a demand-driven manner. Skills development here follows the UNESCO and European Commission's definition, which refers to "the acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labour market".[9]

The Istanbul International Center for Private Sector in Development (IICPSD) held consultations with academics and experts on designing and conducting research into the private sector's role in skills development. The consultations provided inputs for clarifying the scope of the research. While the study focuses on both private sector–led and PPP models of skills generation, engagement of the businesses in skills and training services offered by the public authorities is more widespread in Turkey than programmes under private sector leadership. Thus, most of the case examples given here include strong linkages with the formal education.

The study also includes the analysis of partnerships of the business community with academia and civil society organizations for improved results in skilling. However, the private sector lens is still prevalent here in accordance with the goals of the research.

Why Turkey?

Turkey was selected as the first country to study as it did face challenges in terms of integrating various disadvantaged groups, such as youth and women, into the market through first generating skills and then providing access to employment. Innovative strategies were identified and implemented by the public and private sectors, while certain issues still remain on the agenda.

Turkey's education system has been expanding in the last decade and currently contains over 67,000 education institutes with 20 million students and 700,000 teachers.[10] More than 90% of all educational services are offered by public institutions. Both public education and private education are run under the same regulations in terms of curricula, assessment and certifications. The Ministry of National Education is the head authority for schools, curriculum preparation and the like for both formal (pre-primary, primary and secondary education) and non-formal (public training, apprenticeship training, open learning and the like) schools and training institutions. The Provincial Directorates of Education of the Ministry is in charge of educational

arrangements in each province.[11] Only the higher education institutes such as universities and vocational colleges are managed by the Higher Education Council.

After primary and lower secondary education, upper secondary education consists of two types, general and "technical and vocational education and training (TVET)", with at least four years of learning to obtain specific knowledge for higher education or employment. Since 1990s, Turkey has encouraged a dual approach in TVET, school-based theoretical education and practice-based training.[12]

Since 2004, the Ministry of National Education actively launched several initiatives to improve the quality and provision of TVET system, aiming at developing it to the same level as EU nations with standardized mechanisms. The comprehensive reforms focus on four pillars: "modular and demand-driven curricula" in accordance with the European Qualification Framework, capacity development, modern technical equipment and awareness building.[13] However, Turkey continues to face challenges in TVET in terms of the capacity of education institutions, low attractiveness of TVET, need for stronger linkages between schools and businesses as well as career guidance mechanisms.[14] All projects and initiatives analysed as part of this book have developed innovative solutions vis-a-vis one or several of these challenges. Turkey's employment market trends are among the other reasons for choosing the country for analysis. Since 1990s, the economy of Turkey has experienced a structural change from agriculture to services. Today, the service sector contributes to the largest share of employment (50.3%), while agriculture and industry employ 22.3% and 20.1% respectively.[15] This transition also required a change in the skills set of the available human resources. The World Bank has identified several challenges for effective functioning of the Turkish labour market, including the participation of youth and women in the workforce, labour market rigidity, high cost of labour, low level of education and skills mismatch.[16]

From a development perspective, integration of the disadvantaged such as the youth and women into the labour market is of particular importance.

From a development perspective, integration of the disadvantaged such as the youth and women into the labour market is of particular importance. The unemployment rate in Turkey for the 15–24 age group was 18.7% in 2013, twice the general unemployment rate.[17] Women in particular have less opportunities of participating in the labour market and are prone to unemployment. For instance, the unemployment rate was 21.9% for women from the same age group in the same year.[18] The inactivity rate for females, which indicates the "proportion of working-age population that is not in the labour force", was 70.6%—more than twice that of males.[19] A related challenge is informal employment, which was recorded as 37.8% in June 2013.[20] More than half of the women who are employed are not registered with any social security institution.[21] Skills mismatch is one of the key barriers towards facilitating the participation of these groups to the economy as qualified workers and employees. A recent survey has shown that 68% of companies in Turkey seeking to recruit graduates think that applicants don't have required skills to match the jobs' profiles. Moreover, 31% of employers surveyed found a difficulty in setting competitive salaries for those graduates considering their skills and vacant profile.[22]

In order to address the skills mismatch problem, define and assure the quality of qualifications, and establish a qualification framework at the national level, Vocational Qualifications Authority was established in 2006. The Vocational Qualifications Authority (VQA) has published 480 "national qualifications" (defined as knowledge, skills and competences that an individual should possess as identified by authorized certification agencies and approved by the VQA to be placed in the National Qualifications Framework) as of November

2013.[23] Certification activities are ongoing in 209 national qualifications, and so far 12,232 people have acquired vocational qualification certificates.[24]

Considering the country's attempts to improve skills development and employability, particularly in the last decade, Turkey indeed faced a variety of challenges, some of which still persist, but also many lessons have been obtained, especially by the private sector. This study will pave the way for further analysis and research on these lessons both in Turkey and beyond.

In accordance with the goal of deriving lessons, the cases presented in this book were selected according to the below criteria:

- **Private sector leadership/Public-private partnership:** The initiative must be either led by the private sector or in the form of public-private partnership.
- **Target group:** Different vulnerable cross-sections of society should be targeted.
- **Innovation:** The initiative should have an innovative business model in place for skills generation in their respective local-national context, that is, training centres financed and operated only by the private sector, cooperating with academia and NGOs for improved results in skills delivery, mobilizing other public and private actors for replicating the business model, and the like.
- **Impact:** The development impact should be positive and explicit, in terms of better skills delivery and employability on the side of the target group and inclusion of the disadvantaged groups in the economy. This criteria will be evaluated according to:
    - Number of people trained—The selected initiative must have contributed to skills acquisition of disadvantaged groups at a considerable scale.
    - Number of people employed—Higher employment ratios for successful graduates and trainees are preferred.
    - Number of years in operation—The initiative must be in place for at least 3 years.
    - Emphasis on inclusion of the disadvantaged: Cases that target disadvantaged groups like youth and women are preferred.
    - Number and size of public and private partners—Initiatives that bring together ministries, affiliated regional/provincial directorates, business associations and chambers of industry and/or commerce, large holdings, and the like for more effective skills delivery have higher potential for generating knowledge.
- **Representation:** Preferably a conflict region or an underdeveloped area is represented. Representation of an unorganized sector is also favoured.

The Global Alliance for Sustainable Employment

As result of the keen interest by all stakeholders, IICPSD and the Union of Chambers and Commodity Exchanges of Turkey (TOBB) established a global platform to promote greater private sector engagement

IICPSD TOBB Signing Ceremony. Credit: TOBB

in skills generation, for integrating disadvantaged groups into the economy and for increasing positive development impacts. The joint IICPSD-TOBB alliance—the Global Alliance for Sustainable Employment (GASTE)—was launched at a signing ceremony during the "Private Sector's Role in Vocational Training: Lessons from Turkey" conference on 13 June 2013.

Prof. Jeffrey Sachs, Director of The Earth Institute at Columbia University and Special Adviser to United Nations Secretary General Ban Ki-Moon on the Millennium Development Goals and the Post-2015 Development Agenda, addressed the conference, stressing the important role IICPSD can play in conducting studies on how to facilitate a smoother transition from school to training to employment. He underlined the need for a shift from the Millennium Development Goals to the Sustainable Development Goals framework.

The conference gathered international partners representing governments, the private sector and international organizations, including those from Afghanistan, Iraq, Jordan, Kosovo, Kyrgyzstan, Liberia, Romania, Somalia, Tajikistan, Columbia Global Research Center, Education Reform Initiative, European Training Foundation (ETF), International Labour Organization, Oslo Governance Centre, UNDP country offices, World Bank and international nongovernmental organizations.

GASTE is expected to foster cooperation and consultation among governments, private sector actors and other stakeholders for change management in skills development. Given the importance of continuously improving labour productivity for sustainable growth, IICPSD will partner with other champions in market-born solutions to poverty and business-led skills development programmes seeking to enhance human capital, promote inclusive markets and integrate disadvantaged groups into the economy.

The aim of GASTE is to:

- Flag the importance of and promote **new approaches** to skills development, including the involvement of the private sector in design and delivery of skills programmes for more sustainable employment and irreversible poverty reduction;
- Facilitate South–South **actionable partnerships** between governments, private sector and other stakeholders to enhance **development impact** through skills development initiatives that mobilize private actors;
- Share experiences on public-private partnerships and private sector–led initiatives in vocational education and training and facilitate **knowledge transfer**; and
- Promote **research on and sharing of lessons** across least developed countries as well as developed countries about cooperating with the private sector for effective skill generation and inclusive employment.

The essence of GASTE is the commitment of members to the principles below:

- Principle 1: Promote and facilitate private sector engagement in skills generation and vocational training as a partner for greater positive development results;
- Principle 2: Conduct action-oriented research and analysis under the coordination of IICPSD to enhance the development impact of the private sector's engagement in skills development;
- Principle 3: Share experiences, know-how and lessons with member governments, private sector actors and other stakeholders to promote the inclusion of disadvantaged groups; and
- Principle 4: Report on implementation activities, including new partnerships and research initiatives, on an annual basis.

GASTE will offer global and international networking opportunities for public and private sector actors willing to promote the private sector's role in skills development, thereby enabling access to global public and private sector leaders. All stakeholders will participate in formulating strategies for creating a conducive environment for the public sector and civil society to partner with the private sector in skills generation.

Under the coordination of the IICPSD and within GASTE's framework, members will seek to substantiate the importance of the private sector in skills development through research and analysis. Impact assessment and reporting will further document policy dialogue and recommendations.

South–South Cooperation (SSC) is a key component of GASTE's work, especially in the areas of knowledge transfer and partnership building. SSC is defined as a comprehensive framework for cooperation among the countries that are considered as the global South on political, economic, environmental, social or technical spheres. Under SSC, developing countries coordinate their activities towards sustainable development through transfer of "knowledge, skills, expertise and resources". To this end, the efforts on SSC have led to an increase in trade and investment across these countries, along with more frequent exchanges of innovations and solutions. [25]

Through promoting the sharing of practical experience and know-how among the countries in the global South on how skills development can be improved through private sector engagement, GASTE aims to enhance the progress on achieving the development goals, particularly with regards to human development and poverty eradication. Exchange of practical knowledge in a cost-effective manner will act as an important input for building the necessary capacity in the developing countries.

The skills development solutions offered by the private sector will also be shared in line with the regional strategic approach of United Nations Office for South–South Cooperation (UNOSSC). UNOSSC has the necessary framework in place for sharing of information, technologies and solutions across the countries in Eastern Europe, Commonwealth of Independent States and the Arab region in the form of: coordination boards at the national level, an online portal for exchange of information particular to global South, and the regional facilities (the Arab Regional Facility and the ECIS Regional Facility). This existing capacity will further increase the reach and impact of promoting the role of the businesses and private sector organizations in skills development through SSC under GASTE.

NOTES

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United Nations Development Programme

Istanbul International Center for Private Sector in Development

GLOBAL ALLIANCE FOR SUSTAINABLE EMPLOYMENT

Istanbul, 13 June 2013

Empowered lives.
Resilient nations.

We,

The UNDP Istanbul International Center for Private Sector in Development (IICPSD) and
The Union of Chambers and Commodity Exchanges of Turkey (TOBB),

Recognizing the complexity of the global development context, calling for innovative solutions towards more inclusive growth and sustainable development,

Mindful of the need for more people-centered policies and corporate practices to ensure markets integrate people and economic growth translates into human development and shared prosperity,

Acknowledging the increasing inequality and persistence of poverty due to unsustainable production and consumption patterns and to the growing skills gap that prevents nations from diversifying their economies and from attracting foreign direct investment in more value-add sectors,

Building on successful private sector-operated models of vocational training and technical education in Turkey and drawing on the expertise of the Turkish chambers and business associations in operating successful skills development programmes,

Sharing the expertise of Turkey on multi-faceted private sector- led models of vocational training and technical education with other developing countries through knowledge-sharing programmes and

Aiming at facilitating more sustainable integration of young generations, women and disadvantaged groups in the new global economy, with particular emphasis on developing countries and post-conflict fragile markets,

We establish together the ***Global Alliance for Sustainable Employment*** to foster policy dialog, research and knowledge sharing, including through South-South Cooperation and Triangular mechanisms, as well as to promote innovation for excellence in public-private partnerships for more market focused skills and relevant education towards inclusive markets and societies.

On behalf of TOBB

Ender Yorgancılar
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On behalf of IICPSD

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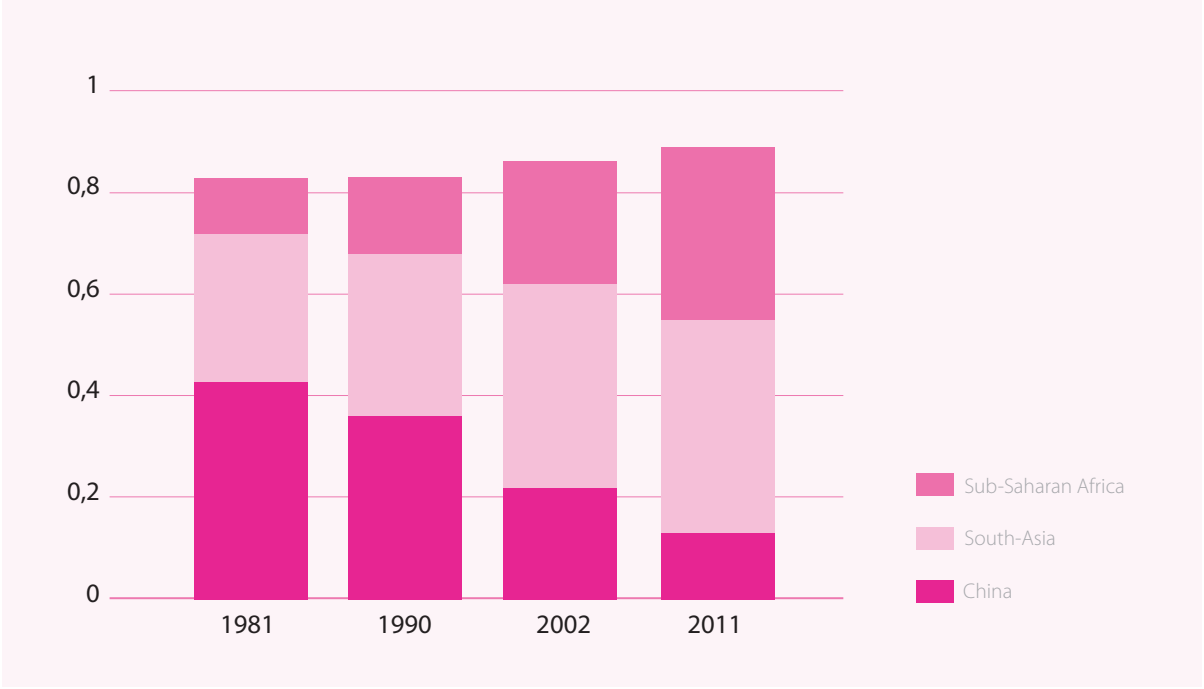
2. INVESTING IN HUMAN CAPITAL FOR GROWTH

SIMONA MARINESCU, PH.D.

The global crisis is over, growth is back on track, investor confidence is strengthening and the prospects of sustainable livelihoods are replacing fears of poverty and exclusion—or so we are told. The dictum "never miss a good crisis" seems to have been right again, but signs of persistent structural problems are obvious: millions are unemployed, youths are three times more likely to be unable to find a job,[1] and additional millions are among the working poor. Are we all going to grow, together, in this new global economic cycle?

Despite receiving substantial development support, Sub-Saharan Africa and South Asia are both reporting larger shares of global extreme poverty than three decades ago, with twice as many people in Sub-Saharan Africa are now affected (425 million versus 220 million) (figure 2.1). Reversing this trend cannot happen using the same policy and governance model that has led to deepening poverty and inequality over the last 30 years. Sub-Saharan Africa ranks lowest among the world's six regions on measures of access to and quality of education, with a direct, negative impact on the future of the labour force and the lifelong learning needs and opportunities for those already in it. For achieving more sustainable development results, empowerment and effective engagement of local stakeholders, including the private sector, through strong institutions around long-term strategies are suggested.

FIGURE 2.1 CHANGES IN EXTREME POVERTY DISTRIBUTION, 1981–2011



Source: World Bank, Poverty and Inequality Database.

A closer look at the global economic recovery model reveals problems that may have caused the global crisis in the first place and now hamper a return to sustainable growth. The International Labour Organization (ILO) has captured, in the subtitle of its *Global Employment Trends 2014*, a question that points to the real issue confronting governance and threatening the stability of the global economy: *Risk of a Jobless Recovery?*[2] Concerns about a jobless recovery are legitimate given the diminishing employment opportunities for youth. Already alarmingly high, youth unemployment continues to rise and has fuelled and sparkled crisis in many countries. In fact, the lack of solutions for integrating newcomers into a country's economy and for governments to honour social contracts has led in recent years to dramatic confrontations, crises and economic collapse as more and more young people in developing countries show zero tolerance for their underperforming governments.

Ending poverty by 2030, as the United Nations Post-2015 Development Agenda aims to do, requires education for productive human capital, without which it is hard to imagine development, peace and stability.

Of the 202 million unemployed in 2013, 74.5 million (36.9%) were young people. Of the total global youth population ages 15–24, estimated to be 1.15 billion, 13.1% are unemployed, a rate much higher than among adults. Long-term unemployment is also affecting an increasing share of the total number of jobless. Although reasons for this disparity vary, they all point to the much faster change in the profile of labour demand that labour markets have experienced from the outset of globalization and the information technology (IT) revolution. More important, technological advances, intensifying competition and the declining bargaining power of trade unions have led to a capital-biased distribution of national incomes. In contrast, labour's share of national incomes has lost ground at the same time that its share has grown more slowly than productivity. Alongside high inequality and declining private consumption, the prospects for a sustainable post-crisis recovery are highly uncertain.

Indeed, the global economy's sustainable growth demands higher enrolment rates in secondary and higher education, a better match between skills and job profiles, a flexible education system that can adjust more rapidly to fast technological progress and better career counselling that effectively guides students towards the educational options that give them access to jobs. Each of these strategies puts the fundamental right of individuals to choose their professional path at the core of educational policies.

Ending poverty by 2030, as the United Nations Post-2015 Development Agenda aims to do, requires education for productive human capital, without which it is hard to imagine development, peace and stability. Besides insecurity-driven migration, economic reasons score high among the factors forcing young people to seek work outside their countries of origin. Migration of young workers, for example, from Central Asia to Russia, has shot up in recent years. The money that these workers send back funds the education of their younger family members, which increases their chances for future migration. Tajikistan's remittances were 47% of its GDP in 2012, a year when Asia reported total inward remittances of $271 billion, on a par with aid and twice as much as foreign direct investment (FDI).[3] Unless investment in education in developing countries is coupled with inclusive growth and business development for better paid jobs, social pressure will continue to threaten medium- and long-term development prospects.

Education should scale up and change to meet the needs of the increasing global population.[4] A recent report of the United Nations Sustainable Development Solutions Network, *The Future of Our Children—Lifelong, Multigenerational Learning for Skills Development,*[5] suggests that, while educational systems have made significant

progress in school enrolment rates over the last decade using the Millennium Development Goals framework, little has changed in the education system's basic content or format. Although teaching methods will also witness major changes in the new digital era, the time has come for the education system to work on both sides of the labour market—generating skills, of course, but also creating more jobs in the new global context.

For human resources to be integrated in the markets of the future, changing the orientation of the education system from supply-driven knowledge building and vocational education and training to developing skills that match the demand in the labour market is an essential policy shift without which the bottom of the income pyramid will continue expanding, thereby increasing inequality.

Adjusting training to match the job requirements faced by people of working age in the labour market comes almost too late and with a business cost that may affect competitiveness. Education should therefore build skills with the participation of stakeholders in both content definition and delivery, so that students are trained to work in the future markets where they will be seeking jobs. Expanding the institutional role of business in technical and vocational education and training appears to be a better model for empowering people and making them resilient to market shocks. A profound reform in education is long overdue—from early child development to adult training—and will expand soft skills acquisition, leverage innovative thinking and creativity, and prepare students for a very competitive, highly technological market.

While the skills gap is common to all nations, post-conflict countries have to overcome the absence of educational systems and disruption of investment in human capital during years of strife that have affected (and continue to affect) millions of people. Repairing decades of missing or dysfunctional educational systems remains difficult, as their costs to the individual and the economy more widely outlive the conflict and may even outlive the post-conflict transition itself.

The emerging private sector, directly or in partnership with governments, is more likely to provide alternative solutions for skills building that lead to an immediate integra-

Credit: UNDP/Daro Sulakauri

tion of people in post-conflict emerging markets. A multilevel governance system should gain ground to mitigate the negative effects of the unreformed education system on recovery and reconstruction in fragile environments at micro and macro levels. This system is expected to increase the "effectiveness, efficiency, coherence, transparency, accountability and performance" of skills development schemes through improved cooperation with not only the traditional stakeholders but also sub-national and regional authorities, civil society and other social organizations.[6] In moving to a more private sector–oriented technical and vocational education, developing countries and fragile states should learn new partnership models from nations that have built their strong competitiveness through functional and competitive labour markets.

Most of the developed nations owe most of their economic success to their abundant human capital. Of the top 15 countries in the Human Capital Index 2013,[7] which combines indicators for health and wellness, workforce and employment, education and the enabling environment, 13 are among those that rank highest in the Global Competitiveness Index 2013–2014. Countries that have lost traction or registered no change in global competitiveness have failed, or made little progress, in making their labour markets more flexible.

Compare the cases of Turkey and Finland, for example. After a strong move up from 65 in 2003–2004[8] in the Global Competitiveness Index to 43 in 2012–2013,[9] Turkey moved back down one position in 2013–2014[10] due to regional constraints that led to higher budget deficits and inflation. These constraints are difficult to counter without making structural reforms (including employment and education). Despite solid progress over the last decade, Turkey still scores very low in labour market efficiency (130 of 148 countries) and gravitates around middle positions on quality of higher education and training (65 in 2013).[11] Finland, ranked 3rd in global competitiveness and 2nd in human capital, owes these positions to its heavy investment over the last 40 years in reforming education to sustain innovation-led growth.[12] Free movement of capital will benefit developing countries only if they couple it with investment in local content, a prerequisite for economic diversification and avoidance of resource traps.

Consider another example. The Middle East and North Africa Region scores lowest in workforce and employment in the Human Capital Index. As the World Economic Forum points out in its recent analyses, labour market rigidity, lack of meritocracy at the work place and unequal opportunities rank high among the causes of the social stresses that led to high instability and crises in Arab countries. Restoring stability will depend on the capacity of these economies to integrate people and limit vulnerability and poverty incidence. Successfully making the transition depends on solutions for skills development and higher employability.

The role of the private sector in skills development should not be seen as a substitute for failing state systems, but rather a complement and a self-benefiting contribution to labour productivity and profits. ETF, for instance, underlines the importance and relevance of policy development for effective skilling, calling for an integrated and holistic approach to choose policies that will generate the highest added value.[13] Accordingly, results measurement for policy action is key to sustain positive results in the long run. Various international organizations—including OECD, the Organisation of the Islamic Conference, and the World Bank—have underlined the need for measuring progress in order to evaluate policy and take corrective action.[14]

Also, lifelong learning that secures adequate skills for the market is a powerful tool for poverty risk management and a necessary investment by businesses to build resilience and competitiveness while lifting the barriers to employment. Skills empower people and help them build sustainable livelihoods. Both the

Skills Toward Employment and Productivity (STEP) programme of the World Bank and the ILO's Decent Work initiative rely on the business world's continual investment in competence-based training, which is critical to sustainable employment.

Stronger participation by the private sector in generating skills will further ensure that qualifications will adjust to greening economies and to sustainable production and consumption patterns. Vocational and entrepreneurial skills should change with the market if the private sector scales up its participation in building people's knowledge and capacities. But more research is needed and more policy space is required for engaging businesses. The social response to radical change is usually market distorting, and thus social protection systems are difficult to adjust in real time. This is why the social model of the last century, with its contributory social security programmes and insurance-based protection against work-related risks, is still in place despite its major issues with financial sustainability and its deficiencies in acting as a countercyclical force during downturns.

Sustaining the transition from a state-led social protection system to a system that gives a role to the private sector in building skills and in fighting poverty through market-born solutions is a complex mission that the UNDP Istanbul International Center for Private Sector (IICPSD) has embarked on with private and public actors and international partners. Thus, understanding and sharing models and practices that the private sector, in its diversity, has developed to secure labour productivity and serve its business growth goals has become a work priority for us. In pursuing this objective, the IICPSD has started its analytical work by selecting Turkey as a primary country case.

NOTES

1 ILO 2013, p. 7.
2 ILO 2014, p. 10.
3 World Bank 2012.
4 UNFPA n.d.
5 Sustainable Development Solutions Network 2013.
6 ETF 2013.
7 World Economic Forum 2013b.
8 World Economic Forum 2003, p. 4.
9 World Economic Forum 2012, p. 58.
10 World Economic Forum 2013a, p. 15.
11 Ibid, p.21.
12 Aho, Pitkanen and Sahlberg 2006.
13 ETF 2014.
14 İstanbul World Forum—Measuring and Fostering the Progress of Societies—OECD 2014.

3. SUMMARY OF CASE STUDIES, INCLUDING LESSONS LEARNED

GÖKHAN DİKMENER

What Are "Lessons Learned"?

GASTE, based on the five case studies in Part 2, has captured and documented implementation of good practices and "lessons learned" for wider dissemination. This chapter first outlines an approach to defining and identifying them, and then summarizes them (in alphabetical order), before drawing out the challenges common to all the case studies.

Good practices

Types of knowledge and experience in facilitating organizational learning and achieving excellence in programme implementation can be grouped into three: "innovations", "lessons learned" and "good practices".[1] The below table provides the definitions of UNICEF and summarizes the key features of each item:

CATEGORIES OF KNOWLEDGE-EXPERIENCE	DEFINITION	KEY FEATURES
Innovations	*"Summaries of programmatic or operational innovations that have or are being implemented under UNICEF's mandate"*	• Pilot implementation or novel approaches • Focus on preliminary results
Lessons Learned	*"More detailed reflections on a particular programme or operation and extraction of lessons learned through its implementation"*	• Can be positive or negative • More detailed analysis than innovations • Ongoing implementation in a longer period of time
Good Practices	*"Well documented and assessed programming practices that provide evidence of success/ impact and which are valuable for replication, scaling up and further study"*	• Comprehensive analysis • Proven impact • Can be replicated/scaled up • Opens up new avenues for further research • Generated from similar experiences across thematic areas and geographies

Source: "Background and Definitions," UNICEF 2014

The Asian Development Bank defines a "good practice" as any action that has been tried and has delivered the desired result partially/fully with at least a certain degree of proven "effectiveness", which might affect how this action is performed elsewhere. It also argues that good practices are usually "tacit"—neither explicit nor written down. Thus, good practice initiatives need to not only provide access to explicit knowledge through tools such as databases (which are categorized as "connecting people with information"), but also offer methods to enable the transfer of the "tacit" component through mediums such as communities of practice ("connecting people with people").[2]

Defining Lessons Learned

The "lessons learned" concept assists practitioners in sharing knowledge of what worked and what did not work in a given setting.

The most common definition used for "lessons learned" comes from Secchi and others. (1999):

> ***"A lesson learned is a knowledge or understanding gained by experience. The experience may be positive, as in a successful test or mission, or negative, as in a mishap or failure. Successes are also considered sources of lessons learned. A lesson must be significant in that it has a real or assumed impact on operations; valid in that is factually and technically correct; and applicable in that it identifies a specific design, process, or decision that reduces or eliminates the potential for failures and mishaps, or reinforces a positive result".***[3]

This definition incorporates both positive aspects of experience to strengthen future initiatives and negative impacts to be mitigated; lessons learned should be impactful, valid and applicable. In other words, a lesson learned facilitates replicating your accomplishments and learning from your mistakes.[4]

The definition offered by the Organisation for Economic Co-operation and Development–Disaster Assistance Committee emphasizes applicability and creating value beyond the context it was derived from: "Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact".[5] A key element is sharing the lessons among initiatives and stakeholders alike.[6]

GASTE's approach to the lessons it learned synthesizes these views. For GASTE, a lesson is a positive or negative experience that could contribute to solving a possible future problem, avoiding failure or replicating a success in the design and delivery of a skills generation initiative. GASTE case studies reveal strengths, weaknesses and the main causal factors influencing a programme's outcomes and affects. The key responsibility of GASTE experts in this process is ensuring the quality of the lessons by validating significant experiences for their general applicability. The expected benefits from collecting, recording and disseminating these lessons are reducing or mitigating risks and increasing the chances of success of programmes relying on this knowledge.

Criteria for Identifying a Programme's Lessons

Building on these themes, the United Nations Environment Programme has produced criteria for identifying "quality lessons", suggesting that a quality lesson should "concisely capture the context from which it is derived; be applicable in a different context (generic); have a clear 'application domain' and identify target users; … suggest a prescription and … guide action". In other words, the lesson should not only accurately reflect the conditions that it has emerged from, but also be usable by relevant stakeholders for a specific purpose. This requires making the lesson explicit and action oriented.[7]

The ILO has created a checklist, based on six factors, for developing effective lessons (table 3.1).

TABLE 3.1 ILO CRITERIA CHECKLIST FOR LESSONS

Context	The context in which the lesson was obtained should be described, including political and socioeconomic conditions.
Challenges	The lesson should incorporate both positive and negative features, including making explicit what problems and risks arose and how they were addressed.
Project goals	Any contribution of the lesson to the broader goals of the initiative that it was derived from should be presented.
Casual factors	The causal relationships should be explained using sufficient evidence.
Beneficiaries	Target groups and relevant stakeholders affected by the lesson should be identified.
Success	The lesson should state any "decisions, tasks or processes" that either contributed to the elimination of difficulties, led to the desired outputs or have the potential to contribute to success.

Source: ILO 2013.

The Process of Collection under GASTE

Through the Case Study Writeshop Approach (CSWS) process, IICPSD collects the lessons from the cases for the use of GASTE and its stakeholders. IICPSD experts verify the lessons in the meetings, benefiting from the interaction with practitioners and beneficiaries. After collecting the cases, IICPSD stores the lessons in GASTE's database for further study and action, allowing for actively disseminating the generated knowledge to improve possible future initiatives.

Lessons will be the building blocks for the good practices, which require deeper and wider analysis as well as proven contribution to the results. GASTE will utilize collected lessons to develop knowledge products on good practices that will incorporate insights from several cases and that are supported by the existing literature. In the below analysis, lessons are classified case by case, some of which are derived from the implementation of good practices. However, a good practice documentation requires an in-depth or multi-dimensional analysis collected from several cases and could be applicable to the different stages of the skill development cycle. For instance, the role of champions in change management is a well-studied and documented good practice and observed in various disciplines. Two of the cases feature strong involvement of champions and presented these as a lesson on adopting a good practice. Since it is not sufficient to present the good practice on involvement of champions with a single set of observation, both are documented as a lesson in this round of research. In addition, GASTE will make available the lessons for perusal by interested parties.

Bursa Chamber of Commerce and Industry Education Foundation (BUTGEM)

BUTGEM is a product of the Bursa Education Development Foundation (BEGEV), which was established in 1992 by a group of industrialists for the purpose of providing vocational and technical training to fulfil the demands of the labour market in Bursa. The Bursa Chamber of Commerce and Industry (Bursa CCI) is the patron of the initiative.

BUTGEM is a non-profit that offers courses for vocational and technical skill acquisition and improvement in order to respond to industry's need for qualified technical staff and to increase the welfare of disadvantaged people, especially unemployed youth (table 3.2). No government funding is required, as Bursa CCI and industrialists finance all of BUTGEM's activities. Trainees do not pay fees for the training and services.

Every year, BUTGEM trains more than 3,000 young people for work in industries such as textile, automotive-metal, mechatronics, computer software and hardware. The employment rate for the trainees who successfully complete BUTGEM courses has reached 80%.

TABLE 3.2 SUMMARY OF GOOD PRACTICES AND LESSONS, BUTGEM

GOOD PRACTICES AND LESSONS
Private sector ownership, expertise and know-how
Existence of a champion
Better definition of problems based on industrial insights
Building credibility for the training and long-lasting empowerment through certification
Cooperation and partnerships with the private sector for mutual value creation
Close proximity to the production sites increases information flow and awareness among trainees about industries
Delivering skills for industrial jobs requires high level of investment and is costly, which could be addressed through collective action
Establishing partnerships with nonprivate actors can increase developmental effects
Institutionalization ensures continuity
Reskilling should happen in a relatively short time
The reputation of the vocational education
Selecting the right candidate for job training

1 Private sector ownership, expertise and know-how

BUTGEM is an initiative exclusively owned by the private sector that strives to bridge the gap between labour demand and supply in Bursa by providing vocational and technical training. The overall objectives, training courses and student selection for BEGEV and BUTGEM have been formulated to meet the needs of local industry while taking into account insights from industrialists themselves. Private sector ownership of BUTGEM enabled the training courses' output—skilled workers—to be used in industry as an input for the manufacturing process, which in turn leads to increased private sector engagement and knowledge transfer.

A frequent challenge for vocational training is training schemes becoming outdated, which leads to suboptimal employment results. With BUTGEM, the training schemes originate in and are tailored to industry's demands, increasing trainee employability. To replicate this successful approach, skills-generation programmes should address the market's skills demands and target continuous private sector engagement.

2 Existence of a champion

According to Howell, Shea and Higgins (2005), champions can be defined as "individuals who informally emerge to actively and enthusiastically promote innovations through the crucial organizational stages [and who] are necessary to overcome the social and political pressures imposed by an organization and convert them to its advantage".[8] In BUTGEM's case, Fahrettin Gülener was its staunch advocate, helping it overcome obstacles. Gülener and his fellow industrialists initiated BEGEV as a vehicle to convince, convene and mobilize to engage the private sector for this solution that mutually benefits trainees and industrialists. Fahrettin Gülener, a graduate of an industrial vocational high school and a leading industrialist, and the team of industrialists were well positioned to identify gaps and solutions for key stakeholders, including students, trainees and private sector operators. The effectiveness of these solutions stems from their accumulated knowledge and expertise in the manufacturing sector and their labour-industry relationships. Gülener's network was instrumental in complementing the know-how and expertise of this industrialist team in overcoming obstacles. Finally, to secure the sustainability of the work and the results achieved, he and the other trustees of BEGEV transferred their ownership rights to Bursa CCI.

Change management requires strong advocates to convince stakeholders to embrace innovations. Attempts to change institutional frameworks also often face unresponsiveness, even resistance. Advancing initiatives through various stages from concept to institutionalization requires project-driving enthusiasm and dedication.[9] BUTGEM was able to overcome major difficulties largely due to the efforts of Fahrettin Gülener and his fellow industrialists. A key lesson therefore is that skills development initiatives should mobilize and empower change champions who can support them with their technical expertise and help them navigate obstacles to change with the support of their social network.

3 Better definition of problems based on industrial insights

Involving the private sector in project formulation leads to a more results-oriented, needs-based and demand-driven intervention design. Experts in the production process can clearly define the exact skills they demand and train future employees accordingly. But the tacit knowledge that experts gain in the production process helps them determine the key details of training courses, such as identifying the computer and operating skills most in demand. In addition, management comes to understand that youth unemployment is caused mainly by the lack of the appropriate skills set, not the lack of jobs.

A key factor in BUTGEM's success that can be transferred to and replicated in other initiatives is applying the knowledge offered by the senior beneficiary and the end-user of the skills: the private sector.

4 Building the credibility of the training and long-lasting empowerment through certification

An important indicator of the quality and utility of BUTGEM's training courses is the demand for BUTGEM trainees after they complete their courses.[10] Equipping people with the right qualifications gave credibility to the training courses at the stakeholder level, which resulted in the perception that BUTGEM graduates can immediately take part in the production cycle. Thus companies started to request training courses for their vacant technical positions.

More recently, certification that offers national and international recognition of acquired skills has become an important element of BUTGEM. Certification ensures standardized supply of skills, shapes market demand for them, and offers trainees job mobility. Examples of international partnerships include:

- Middle East Technical University and GSI-SLV[11] München for the International Welding Engineer (IWE) Education;
- BUTGEM and Potsdam Chamber of Commerce and Industry for certification according to the German National Qualifications Center (TÜV); and
- The Bursa CCI and Aachen Chamber of Commerce and Industry protocol for BUTGEM to follow the German certification standards for argon welding, inert-gas welding, automation systems and computer numerical control (CNC) operator training courses.[12]

Such good industrial practices increase buy-in from trainees and the privates sector, ensuring credible skills generation and the recognition of training courses. As these initiatives grow, more advanced certifications are possible.

5 Cooperation and partnerships with the private sector for mutual value creation

An important characteristic of the private sector is that it allocates time and resources only to initiatives that yield (or potentially yield) concrete results. BUTGEM's case reveals the importance of having an extensive local and international partner network for creating value. In fact, its own formation stems from strong cooperation among businesspeople in Bursa.

Due to its demonstrated value creation and commitment, BUTGEM earned support from institutions, including Demirtaş Organized Industrial Zone (DOSAB), Bursa Union of Chamber of Merchants and Craftsmen (BESOB) and Bursa Industrialists and Businessmen Association (BUSİAD). These contributions were critical in overcoming barriers such as finding the right location for training courses. BUTGEM's partnership network has not been restricted to the private sector, as it cooperated with international organizations, municipalities, universities and chambers of commerce abroad to increase its impact by training more disadvantaged groups.

Given that a skilled workforce is a key enabler of economic growth and a joint responsibility of public and private actors, demonstrating the value of skills-generating initiatives helps forge strong partnerships that can synthesize resources and expertise. Moreover, partnering with civil society and public institutions can enhance outreach, especially to disadvantaged and marginalized sectors of society.

6 Close proximity to the production sites increases information flow and awareness among trainees about industries

BUTGEM deliberately locates its training sites close to industrial estates to demonstrate their close engagement with industry. The proximity naturally facilitates information exchange between the private sector and the training centre and its trainees: industrialists visit the training centre to transfer their knowledge and experience and to select employees, and trainees can observe the production process. Proximity also allows BUTGEM to provide timely and effective services such as upgrading existing employee skills to the private sector, which in turn generates additional income for the training centre.

Site selection for the courses is vital, because distance is an impediment to participants accessing a programme's benefits and to their attendance.[13] However, proximity to industry is a great asset for making the programme's benefits, including improved access to employment, clear to participants.[14] If the initiative prioritizes attendance, it should prefer an easily accessible training site. In contrast, if immediate employability is the programme's prime concern, basing the training close to industrial areas with private sector partnerships can aid in achieving these objectives.

7 Delivering skills for industrial jobs requires a high level of investment and has a high cost, which can be addressed through collective action

Two oft-cited criticisms of government-led vocational education and training programmes is that they use outdated machinery and equipment and that they have proliferated "soft-skill" training courses that do not require heavy machinery, and hence make a marginal contribution to the employability of trainees who do not already have core technical and industrial skills.[15]

BUTGEM is fully equipped, with modern tools, machines and software. Its industrial production machine park has the most advanced machinery widely used in factories, so trainees have the chance to update their skills on modern machines. In fact, some of the high tech machines that industrialists use in BUTGEM, such as 3D printers, are so advanced that they are not yet available in some factories.[16] Since this heavy equipment requires heavy investment that is hard for a non-profit training centre to make, involving private sector actors that benefit from skills-delivery programmes—such as business associations, chambers and large conglomerates—can help. BUTGEM has built close relations with business organizations and local manufacturers, and much of its equipment has been donated by equipment manufacturers and business associations, such as DOSAB. In addition, Bursa CCI—BUTGEM's patron—contributes financially to modernizing and upgrading the centre.

BUTGEM Workshop. Credit: BUTGEM

The competitiveness of trainee's job skills heavily affects the job outcomes trainees achieve. Training them with modern production equipment used by industry requires fixed capital investment that

usually far exceeds training costs. Initiatives should therefore engage the private sector by demonstrating the benefits of training courses to businesses, such as increased productivity, and use the private sector's capacity to increase training resources.

8 Establishing partnerships with nonprivate actors can increase developmental effects

Beyond the private sector, BUTGEM's partnerships with academia and nonprofits in developing training courses for disadvantaged groups increase its developmental effects. BUTGEM has a protocol with Uludağ University through USİGEM (Centre for Developing University-Industry Collaboration) that allows students access to BUTGEM's facilities and laboratories. In addition, BUTGEM offers targeted training courses to disadvantaged people through partnerships with non-profit institutions (table 3.3).

TABLE 3.3 SAMPLE OF BUTGEM'S PARTNERSHIPS WITH ACADEMIA AND NON-PROFIT BODIES

PARTNERSHIP	TRAINING COURSES
Uludağ University and BUSİAD	12 people with disabilities trained for a month in "teleworking" for customs brokerage firms
Nilüfer Municipality, Bursa Municipality, Governorship of Bursa	Disadvantaged women staying in women's shelters received free-of-charge training
BUİKAD (the Bursa Association of Businesswomen and Executives)	Automotive upholstery sewing training for 25 disadvantaged women

The success of BUTGEM is based on the strength of its core competence: technical training. To live up to its social goals beyond skills acquisition, BUTGEM has partnered with other institutions on projects targeting other groups of disadvantaged people. Thus partnering with dedicated institutions should be considered for broader outreach and higher impact through including people with greater needs.

9 Institutionalization ensures continuity

BUTGEM and its non-profit, nongovernmental and voluntary civil predecessors have delivered training courses for the last three decades. An institutionalized order was a key factor in their continuity and growth. Unlike temporary initiatives, BUTGEM has continuously delivered services that address industry's need for a skilled workforce in the Bursa area. To ensure enduring solutions to the skills gap, skill acquisition programmes should aim to build new institutions or reinforce existing ones rather than provide ad hoc training (except when such courses address a specific, short-term need). Institutionalization allowed the initiative to outlive the engagement of particular individuals and to generate additional financial contributions and expertise.

10 Reskilling should happen in a relatively short time

BUTGEM's training and business model is built on time-effective reskilling because the opportunity costs of training make trainees and employers reluctant to participate. The General Coordinator of BUTGEM, Muammer Paşa, calls BUTGEM " the last train to employment"[17] in part because most trainees experience "training fatigue". For the employed, training usually takes place after working hours. Because of the employees' limited free time, courses must be completed quickly. Given these constraints, BUTGEM provides

BUTGEM Automative Workshop. Credit: BUTGEM

effective and compact courses that require a clear understanding of the necessary skills and a good assessment of the knowledge and skills of participants. Training aims to incrementally improve skills to reach the targeted levels.

Effective training course design requires understanding the trainees' goals, motivation and psychology. Longer courses are more likely to see participants, especially those urgently needing work, drop out. The basic skills developed in longer courses and education should be the basis for additional training, with training courses focusing solely on the knowledge and skills that help lead to employment.

11 The reputation of the vocational and technical education

Traditionally, vocational and technical education and careers have been held in low esteem because they appear to offer limited upward mobility. The image has also diminished in part due to an overemphasis on higher education degrees. Hence the paradox: there are technical and vocational education students who consider themselves failures with no skills potential, yet industrialists are desperately looking for skilled technical staff for their reasonably paid job positions. Simultaneously, there are numerous university graduates who majored in similar subjects but who find themselves with few job prospects. A key role for BUTGEM is demonstrating, in a practical way, that acquiring up-to-date and high-demand technical skills can lead to well-paid and well-respected jobs.

Skills acquisition programmes face a potential obstacle for the success in the reputation of vocational and technical education and careers. This issue should be tackled head-on by engaging and convincing stakeholders that effective skills development can lead to well-paid and well-respected jobs. The target audience is wider than public and private actors and includes segments of society not directly involved in the manufacturing, such as the families of potential employees.

12 Selecting the right candidate for job training

Selecting the right candidates for training increases a programme's chances of hitting its targets for the number of trainees successfully completing training and the number of those employed after completing training. Trainee participation and completion rates depend greatly on individual motivation to learn. In Bursa and other Turkish cities, the demanding conditions of manufacturing jobs compared to those in services reduce the labour supply. To increase the effectiveness of training, BUTGEM selects the candidates who are most enthusiastic about learning and working in manufacturing.

BUTGEM accepts applicants after face-to-face interviews. This initial evaluation helps guide and coach potential trainees by providing them with a clearer understanding of the programme's content and expected outcomes, including job placement options and requirements. BUTGEM trainers, some of whom are also vocational school teachers, have compared the enthusiasm of the centre's trainees with that of vocational high school and college students. They find that BUTGEM trainees are more enthusiastic about learning than other vocational and technical training students because they know that retraining centres such as BUTGEM are their final opportunity to start a career. Their motivation also increases their speed of learning, which in turn improves the course's effectiveness.

Vocational Education: A Crucial Matter for the Nation (MLMM)

The "Meslek Lisesi Memleket Meselesi" (MLMM) "Vocational Education: A Crucial Matter for the Nation" project was launched by Koç Holding and Vehbi Koç Foundation in a partnership with Koç Group Companies (the country's largest private employer) and the Ministry of Education in 2006. Its project partners included the 21 companies in the Koç Conglomerate, including Tüpraş, Aygaz and Tofaş.

MLMM aims to promote youth employment through creating awareness among the public of the importance of vocational education and developing a public-private partnership for improving it. The project's activities include scholarships for vocational high school students, internships for students in one of the Koç Group companies, coaching for students by employees of the Koç Group companies, providing up-to-date laboratories in vocational high schools, training vocational high school teachers, partnering with national and international organizations and prioritizing recruitment of the high school graduates in Koç Group companies (table 3.4). Each vocational high school is paired with one of the 21 companies in the relevant sector to increase the effectiveness of these efforts.

Koç Group has prepared a comprehensive guide, the "School-Workplace Partnership Guide for Vocational Education"[18] with the lessons from MLMM. The MLMM provides a robust framework for private sector actors willing to engage in vocational education.

About 11,000 students have enrolled in the project, benefiting from scholarships and internships. A total of 350 employees from the 21 Koç Group companies volunteered to coach the vocational education students in personal and professional skills. MLMM built laboratories equipped with recent technology in vocational

high schools. In addition, MLMM organized partnerships with nongovernmental and international organizations to develop students' IT, entrepreneurial and project-development skills. The "Partnership for the Quality of Vocational Education and Training" was launched in 2010 with the Education Reform Initiative to increase the quality of vocational education, mobilize stakeholders and provide policy suggestions to the Ministry of Education. This partnership resulted in four publications for the use of public, private and civil society actors.

TABLE 3.4 SUMMARY OF GOOD PRACTICES AND LESSONS, MLMM

GOOD PRACTICES AND LESSONS
Project formulation and management by professionals with international development experience and expertise
High level of ownership and extensive engagement: increasing the project's performance
Matching the duration of the project with the activity cycle
Framing the problem: the reputation of vocational high schools
Active engagement and contribution of the private sector
An innovative approach: the coaching system
Exit strategy for sustaining results

1 Project formulation and management by professionals with international development experience and expertise

MLMM was ambitious and demanding from the start. Expectations were high because it was a project to achieve high developmental impact and create lasting change worthy of being part of the celebration of Koç Holding's 80th anniversary. Vocational education is complex, and therefore it is difficult for governments to address it on their own.

In addition, there was a high reputational risk associated with the possible underperformance of the programme. This underperformance often discourages the private sector, especially the corporate social responsibility (CSR) department of companies, from engaging with the issue. Koç Holding's substantial engagement with the programme and the announcement at its 80th anniversary celebration associating the project with the corporate brand increased the risk even more so.

The project was designed and later managed by international development professionals to help achieve the expected effects and mitigate the risks. Professionals with extensive experience (one from the World Bank, two from government and policy backgrounds and one from UNDP) contributed to the design and implementation of activities, keeping a focus on development while prioritizing impacts and innovative solutions such as corporate voluntarism and coaching. Thus the depth and scope of the project activities went beyond those of common CSR practices. The professionalism of the team helped respond to the

challenges and opportunities as well as sustain the results by formulating policy recommendations, transferring know-how and expertise and disseminating the lessons.

Employing development professionals improves results, contributes to long-lasting change, and reduces risks. Hence CSR projects should generally use development expertise and experience to enhance their contribution to society.

2 High level of ownership and extensive engagement: increasing the project's performance

Koç Holding is a family-owned corporation, which Oya Ünlü Kızıl, Director of Corporate Communications & External Affairs at Koç Group, claims creates positive externalities, such as feeling more responsible to society given the company's greater connection with the community. Due to the family's good public reputation, strong corporate culture and ethics, management engages in and supports projects with a long-term perspective for improving the sustainability of the society that they live and prosper in.[19]

The strong commitment from the family and the corporate group shaped the project in several ways. They ensured a programmatic and coordinated approach; increased the engagement among the units of the participating group companies; created synergies by involving a diverse group of companies and

MLMM Project Automative Workshop. Credit: Gürcan Öztürk

institutions and enabled policy-level dialogue and advocacy with high level stakeholders, including the government.

Group-level CSR policy-making creates engagement at the individual company level and at technical units within the company. For instance, internships for vocational students automatically became a responsibility for human resources (HR) divisions across the companies, and so headquarters monitored the internship programmes. In some cases, HR units even approached suppliers and other business partners for internship placements, which reflect how deeply staff internalized the project's goals. Members of the Koç family thanked company focal points and vocational high school coaches (MLKs) for their contribution to the project at annual corporate meetings and in letters of appreciation. The personal engagement of the family and their acknowledgement of the efforts of employees empowered them by increasing their motivation and dedication.

The partner and stakeholder network enriches the project's areas of operation by bringing together different capabilities. For example, MLMM was able to offer internships in sectors from tourism to automobile servicing; scholarships from the Vehbi Koç Foundation and analyses of good practices and cross-company engagement models in vocational education. The Koç family took part in advocacy events and signed letters sent to thousands of opinion leaders to raise awareness. Based on the insights from the activities, the MLMM project commissioned research that could turn into policy recommendations. The Ministry of Education, a founding partner, and other policy stakeholders also benefited from the findings of the project and the research.

High-level and group engagement increased the effectiveness of project activities. In cases where the implementer is not as large as the Koç Group, establishing a private sector partnership network is recommended.

3 Matching the duration of the project with the activity cycle

The project was designed to take place over seven years, which is a long-term commitment for a CSR initiative. Scholars received support between 2006 and 2013, a period when four classes graduated. In 2010, after the first graduates completed the programme, the project commissioned an external evaluation to identify potential areas of improvement and enhance its results. The project implementers measured the interventions' outcomes and gained the knowledge and experience required to design better projects and initiatives. This long-term engagement helped with refining project components such as the coaching system, preparing guides on good practices for school-company partnerships and distilling experience and observations into policy recommendations.

Often, the lessons from implementing several projects go unused because they are not documented and communicated. Moving beyond the immediate impact of project activities and achieving lasting change requires transmitting the knowledge, expertise and insights internally throughout the project cycles and externally to stakeholders, including the private sector itself. The MLMM project, as a result of the alignment of activities and its duration, generated several knowledge products and tools that create effects beyond short-term results, including a project implementation portal that can contribute to future activities within and outside Turkey.

4 Framing the problem: the reputation of vocational high schools

Technical and vocational education is a constant agenda item for development institutions and the government. Despite targeting the problem with considerable resources, they are not achieving the desired results. Thus the project's management was aware that this project could not be designed to completely resolve Turkey's vocational education problem. One of the key contributions of the project's development professionals was framing the problem and formulating a project with achievable goals and complementary activities.

One previously neglected constraint is the low reputation of vocational education among students (future job seekers and employees) and the private sector (employers). Families and students themselves consider vocational education as a choice for underachievers or students who lack any other opportunity. Many employers share these perceptions and recruit university graduates into jobs that simply require vocational skills. However, there are not many job seekers with technical qualifications and four-year university degrees.

The MLMM project used the reputation of vocational high schools as an entry point for raising the awareness of, intervening with and mobilizing stakeholders. The private sector in Turkey is aware of the need for a qualified technical workforce for business growth and sustainability, but it undervalues vocational high school graduates.

To resolve these misconceptions, MLMM carried out awareness raising activities including starting an advocacy campaign targeting the public and the private sector; offering scholarships as a form of appreciation for students' skills and to increase their self-confidence; holding competitions to showcase students' talents and to counter the negative image of vocational education; and prioritizing MLMM scholars for employment in Koç Group companies. MLMM also aimed at changing the negative perceptions of the key stakeholders in recruitment: the HR divisions of private companies.

The general public and the private sector's negative perceptions of the capabilities of vocational school graduates hinder bridging the skills gap. Project evidence shows that improving the reputation of vocational education needs addressing alongside physical and technical infrastructure improvements.

5 Active engagement and contribution of the private sector

Turkey's private sector suffers from a short-term skills gap. Aware of the need for qualified workers and the problems associated with the vocational education system, Koç Group identified improving vocational high schools as potentially contributing to a solution.

A frequently encountered problem in vocational education is the absence of current technical knowledge emerging from industrial practices. Koç Group, however, can provide up-to-date technical information and know-how. The know-how transfer, in return, improves and expands the labour pool and ensures shorter orientation periods for new recruits. Koç Group systematized this relationship through its school-company partnership model.

The private sector's involvement is a good indicator of the success and promise of vocational education projects and initiatives. Due to its result-oriented nature, the private sector only values concrete outcomes. Because the private sector is a key beneficiary and stakeholder in employment, its active engagement enhances the effectiveness of interventions in bridging the skills gap.

6 An innovative approach: the coaching system

Given the low reputation of vocational education, vocational high school students often lack motivation in their studies. Most of these students belong to disadvantaged segments of society and suffer from exclusion. These personal and systemic factors generally accumulate, leading to low self-perception. As a result, these students need guidance and support for personal and professional development in addition to their technical education.

A key component of MLMM, vocational high school coaching—the MLK system—assists students in their personal and professional development, promotes their social inclusion and improves their self-confidence. The coaches, selected successful employees who began as vocational high school graduates, function as role models because they can empathize with students and so guide them better. The objective of the coaching is to ensure that students are well-rounded and ready for future challenges.

At partnering companies, the coaching includes coordinators who ensure that project flows by overseeing project activities, coaches and MLKs. This volunteer-based, two-tiered system provides an opportunity for Koç Group employees to enhance their personal coaching and communication skills while contributing to society.

Among the strengths of the MLMM is that it tackles two neglected issues: the reputation of vocational education and the lack of guidance and mentoring for students. Poor student motivation hinders education effectiveness. By facilitating students' interaction with role models, the project breaks this vicious circle.

7 Exit strategy for sustaining results

During its first four years (2006–2009), the project focused on developing the project's capacity in implementing activities. In its second phase (2010–2013), the project identified its effective and promising practices. MLMM invested more in these practices by conducting research and developing knowledge products that would enable dissemination internally and to key stakeholders. In partnership with the Education Reform Initiative, MLMM produced four reports for stronger advocacy:

- Analysis of the Current State of Vocational Education and Training.
- The Acquisition of Vocational Skills within the Framework of Lifelong Learning: International Trends.
- The Quality for Vocational and Technical Education and Strategy Document.
- What Is Working in Vocational Education and Why Is It Working? Policy Recommendations on School-Company Partnerships.

MLMM also identified the coaching system and school-company partnerships as promising efforts. Over the course of the project, MLMM developed a full curriculum and methodology for the coaching system. In 2013, MLMM transferred this know-how to the Private Sector Volunteers Association (ÖSGD) to expand the scope of the coaching by offering it to more vocational schools and engaging companies beyond those in the Koç Group. As of June 2013, 30 companies had joined the programme, mobilizing 310 MLKs.[20]

The project's management deemed school-company partnerships a component that can continue after the project's completion. The MLMM prepared a school-company partnership guide to increase company engagement with the vocational high schools. These efforts helped establish 29 laboratories, 7 training centres and 1 vocational college and train more than 400 teachers.

Koç Group mainstreamed the school-company partnership approach, disseminating it among its subsidiary companies. The Ministry of National Education acknowledged the model in some of its documents, including *Strategic Plan for 2010–2014, Action Plan for Strengthening the Relationship between Employment and Vocational Education* and *Lifelong Learning Strategy*.[21]

Projects can maintain their positive effects beyond their immediate outcomes by documenting and sharing experiences and knowledge. Improving future vocational education projects and initiatives should be part of the exit strategies for projects in this field, as it helps refine interventions, avoids duplicating resources and assists in formulating better strategies.

Special Administration Vocational and Technical Training Courses (ÖZİMEK)

The Istanbul Special Provincial Administration, Istanbul Provincial Directorate for National Education and Istanbul Chamber of Commerce launched ÖZİMEK in 2007, with the Istanbul Provincial Directorate of the Turkish Employment Agency joining a year later. Their aim was addressing unemployment in Istanbul—Turkey's most populous city, with more than 14 million inhabitants and the single highest share of the country's GDP (around 27%)—by providing vocational and technical training courses for groups ranging from those who had lost their right to education to those who wanted to improve their personal skills.

ÖZİMEK recognizes that promoting vocational and technical training addresses the needs of the market and incorporates recent technological developments as an effective solution for unemployment in Istanbul. Most courses under the ÖZİMEK framework were free of charge and available to everyone, and trainees could obtain an official certificate by passing examinations at the end of training.

The project was expanded in 2008, with the goal of promoting communication between the course graduates and potential employers. Later, project partner Istanbul Chamber of Commerce created a website for a human resources database to facilitate dialogue between recruiting firms and course graduates.

Over five and a half years, ÖZİMEK handled approximately 30,000 trainees. This vastly exceeded the expectations elaborated at the outset in 2007, which forecast only an annual 500 trainees. A survey in 2010 found that 23.3% of the unemployed participants found a job after receiving training and 38% of course graduates either got better job titles or started to earn better wages.[23] ÖZİMEK also won the Best Corporate Social Responsibility Project Award from the International Chamber of Commerce in 2011.

TABLE 3.5 SUMMARY OF GOOD PRACTICES AND LESSONS, ÖZİMEK

GOOD PRACTICES AND LESSONS
Use of idle capacity
Identification of the problem and combination of resources and expertise at the local level
Effective project management and institutionalization
Demand analysis and positioning

1 Use of idle capacity

The highest single cost facing vocational and technical training projects and initiatives, especially for those targeting manufacturing, is entry cost. Because the infrastructure, machinery, equipment and, more recently, software require heavy investment, most of the training projects by organizations like municipalities and chambers in Istanbul avoid providing courses in those subject areas. ÖZİMEK identified this challenge to vocational and technical training and decided to bridge the gap and increase the courses' attractiveness. The project capitalizes on the infrastructure and utilities of selected vocational high schools during off hours, such as evenings and weekends, thereby increasing the capabilities of the project beyond its financial resources. This led to two additional benefits: it provided trainees access to teachers' and instructors' time, and it facilitated high participation rates, as students and employees could attend the courses after their studies or work.

Revamping existing resources revealed enormous opportunities for vocational and technical training and helped overcome resource limitations. The schools could alternate in offering lifelong learning programmes or the private sector could maintain them while renting them out to other stakeholders, such as the government.

2 Identification of the problem and combination of resources and expertise at the local level

The project was built on the four institutions' expertise and experience in vocational training. Istanbul, with its high youth unemployment, many vocational schools and large industrial enterprises, is a city with a relatively lower match between needs and skills. To raise youth employment in Istanbul, the Istanbul Special Provincial Administration prioritized vocational and technical training, particularly for integrating disadvantaged people into the workforce. These four institutions analysed existing initiatives and identified potential areas for improvement. These institutions provide vocational training, equip the schools, conduct labour-market needs assessments and coordinate engagement with the private sector.

Although each participating institution has resources and responsibilities for vocational training, their close cooperation increased the project's effectiveness in ensuring successful participants' employability. Further, collaborating with the high-level executives in ÖZİMEK's steering committee enables the institutions to understand the capacities of their counterparts in the private sector and to rapidly mobilize resources to implement the project's activities.

Each institution has the most capacity in its operating area, and together they cover all the steps of vocational education and training: the Istanbul Provincial Directorate of National Education is the primary provider of vocational education in the city; the Istanbul Special Provincial Administration undertakes infrastructure investments for vocational schools; the Provincial Directorate of the Turkish Employment Agency is responsible for facilitating and matching potential employees and employers; and Istanbul Chamber of Commerce, in accord with legislation on chambers of commerce in Turkey,[24] mobilizes partners to address the private sector's need for skilled labour. Having vocational education and training providers, employment placement facilitators, and employers under the same roof ensured that project activities were demand driven at all times.

Bringing the most relevant stakeholders together created synergies in resource utilization. While the ÖZİMEK project was not resource intensive, the competence of the implementing institutions enabled it to reach beyond the project's targets and initial expectations. Thus, although funding is important, expertise and dedication can allow projects to harness untapped resources.

3 Effective project management and institutionalization

The implementing institutions, driven by their mandates to establish a long-term engagement with vocational education and training, identified solutions within the project's scope that built on their synergy. Given that the implementing institutions have distinct duties and responsibilities in delivering skills programmes, they treated the project as an independent initiative. A well-defined project protocol, with clear roles, responsibilities and allocation of resources, provided the project with a self-regulating structure beyond the implementing institutions' identities. ÖZİMEK's steering committee, whose membership was made up of high-level executives from the institutions, served as the highest decision-making and monitoring body. This top-level engagement amplified the strengths of the project partners and helped overcome bureaucratic obstacles. All positions in the project, from teachers to steering committee members, are paid to ensure the uninterrupted and professional engagement of individuals.

The role of the steering committee is not limited to decision-making as it also conducts monitoring and onsite auditing. Two members of the committee were assigned to conduct onsite auditing for each course. This opportunity for close observation allows the steering committee to validate and improve its decision-making process as well as prevents possible future mistakes, improves execution and enables timely responses by management.

Active engagement from the executives of partnering institutions should be considered as a tool for effective project management, thereby enabling partner institutions to work together and improve project outcomes.

4 Demand analysis and positioning

ÖZİMEK was successful in identifying the supply of and demand for skills training and in positioning its offerings accordingly. ÖZİMEK analysed similar projects (İSMEK, BELTEK and so on) to determine course coverage areas and to avoid duplication.

The project selected occupational areas based on machinery, metal moulding, plumbing and pipe fitting, metalworking, welding, auto mechanics and press because these analyses indicated that other projects and initiatives are weaker in these areas due to their heavy investment requirements. In determining demand, project relies on information collected from members of chambers of commerce, potential employers and the studies of Istanbul Chamber of Commerce and İŞKUR. To avoid duplication and unnecessary competition with the private sector, ÖZİMEK did not include among its majors the areas that are well covered by for-profit vocational education and training providers, such as basic information technologies.

Teachers responsible for the school–private sector coordination were a key source of information. Since coordinator-teachers are in continuous interaction with the manufacturers that offer apprenticeship and internship programmes, they are a reliable source of information for what the market demands and how to improve course content. Openness to new information enabled implementers to better respond to the market. In its later phases, the project shared its experience with an international project supported by the Turkish Cooperation and Coordination Agency (TİKA) and implemented by Istanbul Chamber of Commerce that trained students from abroad using the materials and the approach developed by ÖZİMEK.

Although the project partners have accumulated knowledge on the topic, they have increased responsiveness by refining their work using micro-level, up-to-date data. Improved use of IT would facilitate even more effective adjustments to changes in skills demand.

Sütaş Dairy Farming Applied Education Centres and Karacabey Vocational College

Sütaş, a leading company in dairy products, signed a partnership protocol with Uludağ University in 1996 with the goal of improving private sector–university collaboration in vocational education. The partnership established the Sütaş Dairy Farming Education Centre to provide practical field experience in tandem with theoretical training for the students of Karacabey Vocational College (VC) Department of Livestock Breeding. In 1999, Sütaş launched the first education centre in Karacabey using this framework. The centre aimed at educating students, and later producers, in dairying and stockbreeding. At the end of training, participants were eligible for a participation certificate issued by the Ministry of Education. Sütaş ran the initiative with the goals of improving standards in dairy livestock breeding, increasing productivity in the dairy products industry and contributing to rural development. The company addressed difficulties in vocational education and training and demands of the private sector for qualified labour at the same time (table 3.6).

In 2000, the Turkish Ministry of Food, Agriculture and Livestock (MFAL) signed a protocol to train current dairy farmers, animal keepers and technical personnel in dairy breeding. Sütaş established a partnership with Aksaray University in the same manner, and another Dairy Farming Education Centre was opened in 2010. With the cooperation of Sütaş, the vocational college not only provided occupational and technical skills to its graduates but also contributed to the overall quality and capacity-building of the dairy product labour market.

More than 14,000 course students and 23,000 farmers and entrepreneurs received training free of charge at Sütaş Dairy Farming Applied Education Centres and their training farms. An internal study commissioned by Sütaş revealed positive feedback from all types of attendees:[25] students, graduates, farmers and entrepreneurs. Karacabey Applied Education Centre gained international momentum after a new partnership with Kold College in Denmark in 2012, which also specializes in training for dairy production.

TABLE 3.6 SUMMARY OF GOOD PRACTICES AND LESSONS, SÜTAŞ

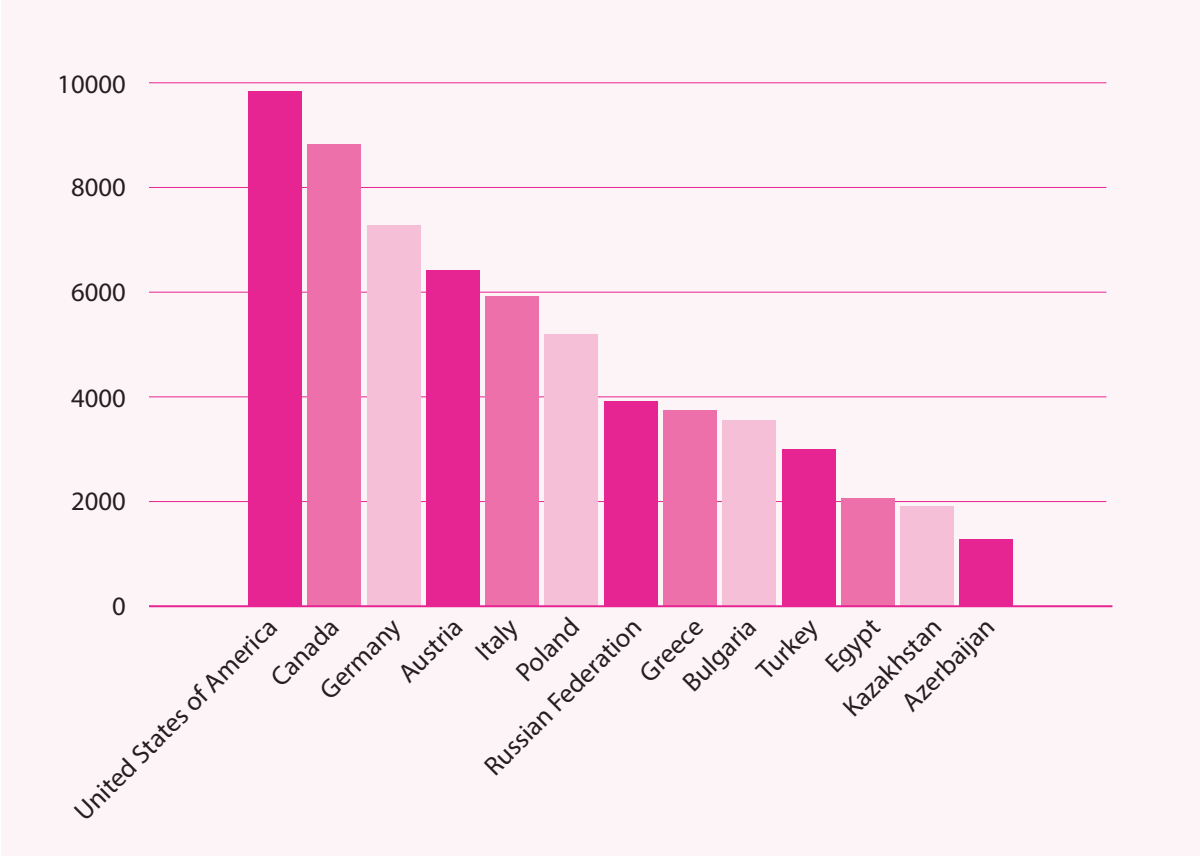
GOOD PRACTICES AND LESSONS
Identifying the lack of skilled labour in dairy production value chain and targeting it through vocational education and training
Developing a partnership framework with academia to expand the scope and depth of training courses builds a strong foundation for long-lasting impact
Sector-wide intervention increases the overall productivity
Learning by doing and the added value of training farms
Empowering the schools

1 Identifying the lack of skilled labour in dairy production value chain and targeting it through vocational education and training

Sütaş identified the lack of quality human capital as one of the bottlenecks in the dairy production value chain. The constraints existed at two key stages. At the milk production stage, farmers provide the physical labour. At the processing phase, farmers need the vocational skills—not necessarily those obtained in a four-year degree—to process the very sensitive raw material, milk.

The low productivity and quality of the milk at the farm level harms farmers and the dairy industry more widely because the lower returns caused by lower efficiency undercuts farmers' motivation. According to FAOSTAT (figure 3.1), Turkey's annual milk production per cow is only 30% of that in the United States, the world's highest.[26]

FIGURE 3.1 MILK PRODUCTION PER COW PER YEAR, 2012 (KG)



Sütaş's vocational education and training targets farmers and vocational college students to strengthen the value chain and increase its inclusiveness. Producer training courses provide farmers with theoretical and applied training courses where they are introduced to modern techniques of dairy farming and learn how to increase their productivity by acquiring up-to-date knowledge. Successful participants are also entitled to certification authorized by Sütaş and MFAL.

The most critical component of the training courses for vocational college students is the provision of applied training courses, which take place at Sütaş's training farm and facilities. Students become familiar with the equipment used in production and the processing stages as well as the methods and techniques employed in the industry. Sütaş informs Karacabey VC students about promising dairy sector career opportunities through its scholarships and internships.

Sütaş also promotes student engagement with the dairy industry by supporting initiatives such as the Karacabey VC Student Milk Society and Dairy Farming Student Congresses, which increase student motivation and provide a forum for students to exchange knowledge and ideas while socializing.

Because Sütaş identified the absence of skills as a key impediment to growth in the sector, it embedded vocational education and training in its business model as a strategy for increasing the supply of labour. Sütaş established its first training centre in Bursa Karacabey at a facility close to its factory. Building on this experience, Sütaş included building partnerships with universities and establishing training centres in its growth strategy.

Vocational initiatives are more sustainable when the private sector perceives them as instruments for improving the value chain. As the returns of vocational training courses become more visible to them, businesses start to incorporate these courses in their long-term plans.

SÜTAŞ Dairy Farming Applied Education Center. Credit: SÜTAŞ

2 Developing a partnership framework with academia to expand the scope and depth of training courses builds a strong foundation for long-lasting impact

Sütaş bases its vocational education and training initiative on its close partnership with academia. The first step was the signing of a partnership protocol with Uludağ University in 1996, which led to almost two decades of cooperation. The training centre provides an opportunity for interaction among researchers, farmers, input suppliers and dairy processors. The interaction allows them to rely on research in identifying knowledge demands, designing research to address the needs of the industry and influencing the production process with the latest and most relevant techniques for better output.

The Sütaş Education Coordinator manages the information flow between industry and academia, as training courses have two main target groups: farmers and college students. The partnership has a wide range of outputs, such as scholarships, internships and applied and on-the-job training courses; curriculum, training and material development for farmer training programmes; and free training that incorporates the latest techniques and sector developments. The training materials are customized according to the audience, reviewed and updated regularly.

The university-industry partnership facilitates and formalizes the information flow among actors in the value chain. Compared with ad hoc partnerships, protocols provide a more definite outline of the roles and responsibilities of the partners involved and enable long-term commitments and planning on both sides.

3 Sector-wide intervention increases the overall productivity

Sütaş seeks a solution that benefits the dairy sector as a whole. It aims to conduct all business responsibly and defines education as a key component of its responsibility to the sector and society. Because the education gap in farming is considerable, the return on training courses is high, and even a brief course can greatly improve capacity. Lack of efficiency among farm production complicates logistics, given the relatively higher transportation costs per litre of milk and lower yields per farm and per animal. Thus business efficiency should improve with the productivity gained through vocational education and training.

With this guiding perspective, Sütaş provides training not only to its own suppliers, but also to farmers from other regions. In line with its sector-wide approach, Sütaş partners with sector stakeholders, such as the Cattle Breeders' Association, fodder producers and MFAL, contributing to and benefiting from their activities. For instance, the participation of experts from these institutions improves the quality of training courses by sharing sector information and up-to-date methods and techniques. The training courses provide an opportunity for farmers and participating institutions to enlarge their professional network.

All actors in the sector are better off with the productivity increases and associated sector growth created by vocational training and education. Thus dairy sector stakeholders may consider sector-wide cooperation to this end.

4 Learning by doing and the added value of training farms

In the mid-1990s, the MFAL Directorates trained thousands of farmers on dairy farms in their villages. Due to the high demand for these training courses, they were organized in rural schools and even coffee shops. However, these courses did not lead to the anticipated improvement in farming practices. According to field observations by ministry officials,[27] the content of the courses was accurate and carefully designed, but there

were no opportunities for participants to learn by doing because there were too few facilities to host applied training courses.

Another challenge was farmers' reluctance to alter their practices. Many are slow to change because of inadequate education, limited resources and perceived risks to animal health. Thus demonstrating the results of new techniques and motivating potential users to use them are the determining factors speeding up their adoption. Farmers should be able to clearly see the positive results of changing their practices.

To help change farmer behaviour, advice about new practices should come from a credible source. Sütaş is a strong and trusted brand in Turkey partly due to the company's competitive position in the market. Its partnerships with universities, the ministry and other institutions have increased the trust in the training initiative and its outcomes.

Sütaş's production facilities and training farms provide students and farmers opportunities for applying their theoretical knowledge and showcasing their results. In the case of vocational college students, for instance, a student in the writeshop who had recently transferred to Karacabey VC stated that he had never seen farm animals during his previous studies, highlighting the practical importance of Sütaş's training farm. Research commissioned by Sütaş and conducted by an independent research company found that the farmers adopted new techniques after observing good practices at the Sütaş training farm—though they did so slowly.[28] This research confirms that changing the behaviour of farmers requires more than theoretical training.

On-the-job training in the right setting improves vocational education and training efforts, even for agriculture and farming. Offering training and extension services on farms can also serve to demonstrate the best available techniques and act as models. Finally, the involvement of leading companies in the value chain—in this case a major dairy producer—and academia can contribute to the credibility of vocational training initiatives that target farmers.

5 Empowering the schools

The partnership with Sütaş offers several advantages to vocational colleges. First, the strong collaboration between Sütaş and the schools increases students' demand for these colleges because the company's engagement influences students' school selection. Beyond the promise of reliable jobs that comes from its strong brand, Sütaş provides scholarships to the three highest-ranking students accepted to each of the two vocational colleges that take part in the partnership. These scholarships provide a stipend and cover full tuition, accommodations and food for two years.[29] In addition, top five students, ranked by Grade Point Average (GPA), are eligible for a one-year foreign language scholarship and a two-month paid internship at Sütaş factories after completing their first year of college. The five most successful graduates also receive a one year foreign language scholarship, with the two most successful earning a three-month international professional exchange programme and internship. Finally, graduates interested in acquiring their own farms receive training in carrying out feasibility assessments, designing projects and accessing financial support from Sütaş's contracted farming programme.

The schools' educational quality improved, not only by adding the applied training component, but also by developing the curriculum and sharing Sütaş staff knowledge and experience with students. The initiative's outcomes assessment study asked current students and graduates of Karacabey VC to state their

main reason for choosing the school. The partnership with Sütaş was the main motive for 26% of students, although this rate is far lower for graduates (2%).[30]

Another component of Sütaş's initiative that particularly increases the appeal of Karacabey VC is the cooperation framework with Kold College in Denmark. The signed protocol among Uludağ University, Sütaş and Kold College provides for joint education and training projects to facilitate knowledge and experience sharing and improve the quality of education. Students and teachers can participate in exchange programmes under this partnership, while internship and vocational education as well as training opportunities are available for students, academic personnel and technical staff. The opportunity to take part in international collaboration is also likely to enhance the motivation of these groups. Further, Karacabey VC benefits from the Kold College's accumulated know-how, scientific methodologies and other available content as a result of the partnership.

The growth and competitiveness of a sector requires individuals at all levels to be capable of absorbing international good practices. Cooperation with the private sector and partnerships with specialized education institutions abroad can facilitate the transfer of knowledge and experience. As a result, this flow of know-how improves the access of students and employees to up-to-date methods and techniques.

Specialized Vocational Training Centres (UMEM) Skills'10

A cooperative framework between TOBB, the Ministry of Labour and Social Security, the Ministry of Education and TOBB Economy and Technology University (TOBB-ETÜ) led to the launch of UMEM Skills'10 in 2010 with the goal of increasing employment. The project aims to improve employment-generation mechanisms and productivity by addressing the needs of the labour market. The object is to increase the effectiveness of vocational schools by reorganizing the educational system, strengthening the educational and technological infrastructure and ensuring the participation of chambers of commerce and employers in the administrative processes of vocational education and training.

UMEM Skills'10 offers vocational training courses to unemployed individuals registered with the Turkish Employment Agency (İŞKUR). It is designed as a collaborative partnership between the public and private sectors, with project partners focusing on different components depending on their area of authority and expertise. The Ministry of Education and İŞKUR, under the Ministry of Labour and Social Security, are responsible for improving the educational infrastructure. TOBB-ETÜ, TOBB and İŞKUR analyse the needs of the labour market, and TOBB and İŞKUR assign vocational trainees and interns to companies by matching the skills of the students to needs of the firms. In line with the feedback received, the Ministry of Education and İŞKUR then design and run new courses to ensure that the vocational training scheme is compatible with companies' expectations of the labour market.

The project started as a pilot in 19 provinces, where the needs of the labour market were analysed and the deficiencies of the educational framework addressed. Both theoretical and practical education was provided to students through courses relevant to companies' demands and the internships organized under the supervision of TOBB and İŞKUR. With the success of the pilot, UMEM is now implemented in all 81 provinces. Between February 2011 and April 2014, the project has held 4,682 courses and helped employ around 50,000 people (table 3.7).

TABLE 3.7 SUMMARY OF GOOD PRACTICES AND LESSONS, UMEM

GOOD PRACTICES AND LESSONS
Private sector engagement and the role of champions
Implementing labour needs analysis and capacity building
Assessing the labour supply
Market conditions and level of industrialization
Monitoring and evaluation
Nationwide public-private–university partnership

1 Private sector engagement and the role of champions

UMEM exemplifies the highest level of private sector institutional engagement. TOBB is the umbrella institution for the all chambers of commerce in Turkey and represents nearly all private sector institutions. It has integrated the local chambers into the partnership, and the nationwide implementation of the project has developed the capacity of local chambers.

Private sector involvement in a training project increases its credibility. Under the project, TOBB facilitated private sector involvement, especially by the chambers of commerce, and offered an opportunity for the private sector to have a more active role in the nation's vocational education and training agenda. Through the chambers' involvement, UMEM incorporated the voice of the companies into the design and implementation of a large training programme. The core idea of the project—training youth in the required skills and matching them with internships and jobs—is based on the companies' requests. Companies can help improve the content of the training courses, join the trainee selection process, deliver training courses in their own factories and share their own senior technical staff's expertise.

Mr. Rifat Hisarcıklıoğlu, TOBB president, has been a strong supporter of the project and advocates for a larger private sector role in the vocational education and training system. His personal commitment to the cause has boosted the project and contributed to its visibility and reputation. After seeing a television interview with him, 400,000 people visited the project website that day, a peak for the site.[31]

Private sector ownership and leadership increases the credibility and effectiveness of vocational training projects and initiatives. Government resources and academic know-how should be combined with the private sector's first-hand information of skills demand for workable solutions.

2 Implementation of labour needs analysis and capacity building

Within the scope of UMEM Skills'10 Project, the Economic Policy Research Foundation of Turkey (TEPAV) conducted a Labour Force Market Needs Analysis in 19 pilot provinces.[32] TEPAV staff met with spokespeople from more than 5,000 firms to gather the data on labour demand and skill needs.[33]

TEPAV also developed an analytical framework for evaluating the employment participation rate, the skills set of those participating, companies' current skills demands and the types of local training needs.[34] A generic needs analysis survey includes questions on the following areas:

- Employment structure: education and age distribution.
- Employment trends: previous year, the next year.
- Perceptions of interns and new graduates.
- Public perception of the skills mismatch.
- Distribution of employees based on occupation and current trends.
- Reasons for and consequences of skills mismatch across jobs.
- Perceived lack of skills in current occupation.

UMEM benefited from this analysis when formulating its course offerings. To build capacity for mainstreaming, TEPAV shared the analysis framework with stakeholders and is aiming to train around 150 researchers in 81 provinces by the end of the project. This newly developed capacity will enable provincial authorities to conduct regular needs analyses that will guide in further tailoring and refining courses, thereby preventing programmes from offering duplicate or obsolete courses.

3 Assessing the labour supply

Labour market supply analysis is the key component of labour market assessment, though it usually attracts less attention than it deserves. High unemployment rates lead to an early conclusion about the demand for vocational courses that overestimates the interest of the unemployed. With UMEM, as the studies of the Social Policy Center of TOBB-ETÜ[35] and the interviews during the case study writeshop[36] indicate, job seekers' reluctance for a career in manufacturing stems from prejudices about jobs in the manufacturing industry and historically low wages; better working conditions in the service industry; and difficulties associated with the location and schedule of the courses. Further, many job seekers opt for service work because it requires less training at the entry-level and it has better working conditions. Also, while there are job seekers willing to take a job in the manufacturing industry, they are reluctant to move for training or employment. Targeted advocacy activities should be adopted to overcome all these prejudices.

The wage difference between manufacturing and services on average is not high, despite the former's more challenging work environment. For instance, the average monthly gross earnings of plant and machine operators and assemblers in 2010 was only around 62.5 TL higher than those of service and sales workers.[37]

For realistic outcomes, simply considering market signals from the private sector side is not sufficient. Programmes should assess the willingness of job seekers to be employed where courses are held to avoid wasting scarce resources and causing early dropouts.

4 Market conditions and level of industrialization

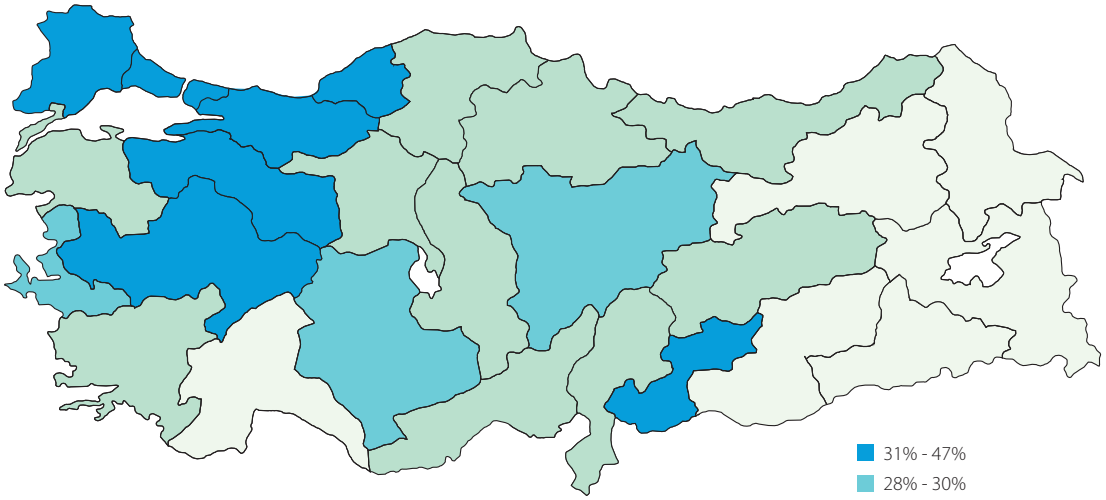
Vocational education and training programmes should be designed and operated in line with labour market dynamics. One of the key challenges, especially for regional and national projects, is the divergent market

(From left to right) Minister of Labour and Social Security, Faruk Çelik; Minister of National Education, Prof. Dr. Nabi Avcı; and TOBB President Rifat Hisarcıklıoğlu. Credit: TOBB

conditions and different levels of industrialization across provinces. The qualified human resource needs of the manufacturing industry, as well as its capacity to absorb trained job seekers, differ because of factors such as the strength of the industry, active sectors in a particular city, local demand and ease of sales and transport of goods.

UMEM faced these challenges when offering courses in the less industrialized parts of Turkey. In small provinces such as Tunceli, which have only a weak manufacturing base and no (or ineffective) organized industrial zones, lack of private sector demand has limited the number of courses offered. In contrast, industrialized cities such as Istanbul, Kocaeli and Bursa have hosted the highest number of UMEM courses as of March 2013.[38] The demand for courses on technical and industrial vocations therefore corresponds to industrialization (figure 3.2).

FIGURE 3.2 REGIONAL INDUSTRIALIZATION, 2011



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

Source: İşgücü Piyasası Görünümü: Haziran 2013 [Labour Market Outlook: June 2013], Betam, 2013. The map is based on the statistical region level 2 classification for Turkey. For additional information: "Statistical regions for the EFTA countries and the Candidate countries, 2008," Eurostat, 2008.

For training to lead to jobs the private sector should have both the need and absorption capacity for qualified human resources. Thus the outcomes of vocational training and education programmes depend heavily on the status of the market and of the manufacturing sector's stage of development. The UMEM project included services and agriculture in its courses portfolio to overcome potential hindrances.

5 Monitoring and evaluation

Beyond conducting a labour needs analysis and capacity building, TOBB-ETÜ was responsible for monitoring and evaluating the project. The TOBB-ETÜ Center for Social Policy Research (SPM) has periodically published the *Skills'10 Vocational Courses Monitoring Bulletin,* which provides feedback to project management about the number of courses offered and completed, number of trainees and the courses most in demand.

TOBB-ETÜ SPM also conducts research on key issues that affect both UMEM's implementation and the vocational education and training sector as a whole, including topics like addressing the supply-demand mismatch in employment, reasons for the low demand for manufacturing jobs, trainee motives for choosing UMEM, and trainee grounds for leaving UMEM courses before completion.

Monitoring and evaluation is crucial for measuring progress and identifying obstacles and gaps in project implementation, and constitutes the first step towards an impact assessment framework. While training projects and initiatives may not have the full capacity to introduce a comprehensive impact assessment system, incremental steps to better monitoring and evaluation improve results.

6 Nationwide public-private–university partnership

UMEM Skills'10 is important because it is designed as a nationwide public-private–university partnership, which distinguishes it from other projects and initiatives. The key stakeholders of the vocational education

and training cycle manage the overall governance and coordination structure as well as administer the courses at provincial level, which is where the project is mainly implemented. Thus the project facilitates a partnership between the public and the private sector through a new governance structure that includes private sector leadership from around the country at all levels.

This arrangement provides both an opportunity and a challenge. The opportunity relates to the vast potential of UMEM in generating synergies and lessons, as it is run in 140 schools in all 81 provinces. Through course administration, the private and public stakeholders have the opportunity to cooperate with each other on vocational training. The challenge is structuring and tailoring course administration to each specific, local context to obtain the desired results. UMEM's strong administrative structure derived from a nationwide design makes it an ambitious, resourceful and transformational project while at the same time it risks turning into a bureaucratic exercise at low-performing sites, as with Provincial Employment and Vocational Education Boards (İİMEK).[39]

UMEM's nationwide public-private model is a network that allows for active labour policy and disseminates good practices even to the most distant areas. The private sector's extensive engagement enables mobilizing policies and resources nationally and customizing training to meet the demand for improved responsiveness in the provinces. Some design flexibility is necessary to ensure better adaptation to local conditions.

A Challenge Common to All Five Case Studies: Determining Impact

The previous sections showed the many differences among the projects. Yet there is one overriding common challenge—determining their impact. Impact assessment is the process for determining a particular activity's lasting effects.[40] In vocational education and training, this process improves achievement by identifying good practices and lessons.

The impact here is threefold: on the private sector, on individuals, and on society. For enterprises, the impact on business performance and profitability are key.[41] "Quality of end products", changes in "sales" and "exports", as well as "innovation" are among other key indicators.[42] For individuals, the effects of the programmes should be evaluated based on indicators such as employability and upgraded skills.[43] ILO's suggested indicators, for instance, are not limited to "salary" and "income". Duration of finding and sustaining a job, improvement in job performance, and change in welfare are among the other variables that should be taken and incorporated for an effective impact analysis.[44] For society, the use of development indicators such as the inclusion of disadvantaged people in the economy and access to sustainable incomes helps identify practices that make a greater contribution.

All projects and initiatives analysed in this research lack comprehensive impact assessment mechanisms, which limits identifying the programme components that most effectively improve skill sets, increase the chances of employment and promote opportunities for disadvantaged groups. The absence of comprehensive assessment mechanisms also hampers knowledge-sharing across cases, as the types of interventions suited for the private sector vary by industry. Programmes needlessly make similar mistakes because there is no transfer of lessons. For each project and initiative, a key difficulty in introducing impact assessment systems is that they need to be designed before the start. Baseline data on the status of students and trainees, income levels, available skills and the like should be obtained through pretests, and then compared with the results from post-completion tests.

It is constructive to discuss, case by case, the progress towards and improvement of impact assessment mechanisms.

While BUTGEM monitored basic indicators, such as the number of the trainees who find employment, the exact effect of the training on medium- to long-run employability remains unclear because we do not know answers to the following questions:

- Are these trainees promoted faster than others?
- Is their productivity higher than that of their peers?
- Do they remain in the jobs that they got?
- What is their contribution to the productivity and competitiveness of Bursa's industries?
- How many of them were part of disadvantaged groups?

Answering these types of questions remains key to scaling up the project/initiative and replicating the model elsewhere.

MLMM is a multifaceted project with components that could constitute its own subproject. Realizing the need for effective assessment, MLMM conducted a social impact assessment study in 2010 on its first four years of implementation. However, due to lack of data on key impact indicators, the study could not deliver the full range of benefits that impact assessment research can provide to stakeholders.

ÖZİMEK tracked its trainees' employment status after they completed the programme by keeping records of whether trainees found a job, received a promotion, or obtained a salary increase. A more robust impact assessment, though, would have also helped ÖZİMEK determine which factors contributed most to these outcomes, which would lead to more sustainable employment in the long run. An analytical understanding of the results of the different project activities, such as the engagement of local institutions, the human resources portal or the awareness-raising events, would enable resource allocation to the components that make the greatest contributions.

Sütaş conducts post-completion surveys of its participants to create a continuous feedback mechanism. After IICPSD began analysing Sütaş's vocational education and training initiative, the company commissioned an independent study to evaluate the activities. Although the absence of baselines makes analysing the finding difficult, undertaking the study itself is a step towards impact assessment.

Within UMEM Skills'10, TOBB-ETÜ plays a key role in tracking project implementation and providing important data on course preferences and the reasons for high numbers of dropouts in certain locations and courses. While it is not complete as an impact assessment mechanism, it provides some ideas for project management about problems experienced in the field.

For all of the above mentioned projects and initiatives, a central difficulty has been that they did not implement impact assessment systems prior to the launch. Baseline data on the status of students and trainees, incomes, skills and the like should be obtained through pretests, and then compared with the results from post-completion tests. The cases do attempt to evaluate their impact, but their evaluation systems need to be improved, as a comprehensive database that addresses all three layers—individuals,

enterprises and society—does not exist. Although this study advocates for impact assessment, the data is not sufficient for implementation.

Using impact assessment studies allows vocational education and training programmes to refine and improve their courses, but they must gather the right data so that they are measuring all the relevant results. The Global Alliance for Sustainable Employment makes this area a priority for enhancing the effectiveness of skills generation programmes that include the private sector.

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PART 2

CASE STUDIES FROM TURKEY

4. BURSA CHAMBER OF COMMERCE AND INDUSTRY EDUCATION FOUNDATION (BUTGEM): PROVIDING AND DEVELOPING SPECIALIZED EMPLOYMENT ON A REGIONAL BASIS

PROF. ZEYNEP GÜRHAN CANLI

DR. HALE ÖNER

Bursa • Turkey

Summary:
BUTGEM, a nonprofit vocational and technical training body, was established in 2009 with the twin goals of responding to industry's need for qualified technical staff and improving the welfare of disadvantaged people, especially unemployed youth. Bursa CCI and industrialists finance all BUTGEM activities; no government funding is required. Trainees do not pay fees for the training and services.

Every year, BUTGEM has the capacity to train more than 3,000 young people in, for example, textiles, automotive metals, mechatronics, computer software and hardware. The employment rate for trainees who successfully complete the courses at BUTGEM has reached 80%.

Key features:
- Private sector ownership, expertise and know-how.
- Close proximity to production sites.
- Selecting the right candidates for job training.

RESULTS

6,432 people trained

35% are female trainees

80% placement

Certification through international partnerships

"We persisted so much in BUTGEM. We raised the bar even in hard times. One without persistence has no fruition". (Fahrettin Gülener)[1]

"The indicator for Turkey's aim to be one of the most developed economies in the world in 2023 will be the success of this country in transition to middle and high tech production in industry. Raising manpower quality is vital in order to achieve this goal". (İlhan Parseker, Comptroller Member of TOBB Administrative Board)[2]

In February 2013, data from the Turkish Statistical Institute put non-agricultural unemployment at 12.9%.[3] However, unemployment was as high as 20.4% among youth—one of every five young adults looking for work could not find it. Arguably, the central problem of youth unemployment is not merely the inability to obtain employment, but the wider concern of not having a trade or profession.[4] Fahrettin Gülener spearheaded BUTGEM to address this problem using a private 3.8 hectare, 12,000 square meter facility to provide educational programmes. Since 2004, the then president of Demirtaş Organized Industrial Zone (DOSAB), Ertuğrul Kaplan, and other administrative members have provided significant support for BUTGEM.

We persisted so much in BUTGEM. We raised the bar even in hard times. One without persistence has no fruition.

In this study, we will evaluate the reasons for founding BUTGEM as well as its processes, targets and development. Additionally, we will present the challenges faced by BUTGEM and the solutions it adopted. Our aim is to create a better understanding of BUTGEM and share lessons about how the private sector can take the lead in combating unemployment with similar initiatives and projects in other regions.

Reasons for Foundation, and Targets

BUTGEM is an independent legal entity launched solely by the private sector, creating its current structure by cooperating with municipalities, universities and other institutions. BUTGEM's history goes back to the Bursa Education Development Foundation (BEGEV).

The founder of Ermetal Inc., Fahrettin Gülener, led the process that resulted in the establishment of BEGEV in 1992 by training his own staff in a small workshop to meet his companies' hiring needs. The training used a social entrepreneurship approach developed to eliminate technical deficiencies and areas of incompetence within a smaller, independent workshop setting. Constructing a building with 3,600 square meters of usable area for BEGEV in DOSAB using contributions from industrialists allowed BEGEV to train more industrial vocational high school (Endüstri Meslek Lisesi [EML] in Turkish) graduates and enable them to develop expertise. The training area reached 12,000 square meters, with two new blocks constructed with the aid of the Bursa Chamber of Commerce and Industry (BTSO).

BUTGEM Textile Workshop. Credit: BUTGEM

However, 15 members of BEGEV began disagreeing on matters of authority and impact, leading to litigation. The court decided to dissolve BEGEV and transfer all its rights and properties to a new organization, the BTSO Education Foundation. BEGEV became BUTGEM in 2009 with the additional assistance of 3 million TL (roughly $1.94 million[5]) by BTSO.[6]

Operating within the BTSO Education Foundation, BUTGEM connects unemployed young adults with companies that need qualified technical manpower. BUTGEM is an innovative social entrepreneurship initiative and is a role model in this field for other institutions across sectors. The General Coordinator of BUTGEM, Muammer Paşa, summarizes the programme's goals: "to raise technical staff for work in industry; to raise people who can use machines, be operators, make the necessary designs and transform those designs into production".[7] He also states that they use these goals and the concept of "expert workshop and qualified human resources" as a slogan to strengthen communication with institutional and individual stakeholders.

BUTGEM focuses on helping EML graduates become skilled employees in the private sector by providing applied training courses. Its mission is to train qualified staff members who are responsible and self-confident in their involvement in the job market, as well as to organize free vocational and technical courses in accord with the principle of lifelong education with the aim of helping unemployed high-school and university graduates ages 18–35.[8]

BUTGEM Textile Workshop. Credit: BUTGEM

The main reasons for founding BUTGEM were:[9]

- To produce highly trained staff skilled in using specialized technological equipment, eliminating the need for entrepreneurs and businesses to organize separate programmes for retraining staff.
- To foster an ongoing pursuit of innovation through lifelong education that keeps pace with modern market conditions.
- To contribute to the national economy by offering an effective and low-cost training model consisting of 450- and 900-hour training courses.
- To increase the levels of employable, trained individuals skilled in using current technological innovations.
- To meet industry's demand for an education system designed to incorporate the need for a strong theoretical and technical foundation.
- To meet the needs of young adults in finding, changing and developing careers by enabling individuals to be both competitive and prepared for the current socioeconomic conditions.
- To train competent staff who, through their own enterprise, can meet the requirements for remaining competitive in the global economy.

BUTGEM Automotive Workshop. Credit: BUTGEM

The attendance conditions and training programmes of BUTGEM are summarized as follows:

Attendees, 18–35 years old, should have attained at least a high-school diploma or equivalent educational certification, preferably from an industrial vocational high school. Primary school graduates have only four training courses available to them. Only unemployed applicants are accepted for daytime courses to prevent absenteeism in employment training. Unemployed young adults begin to receive training only after they have completed a series of interviews. Those working during the day can also apply to evening professional development courses.

The recruitment process uses newspaper advertisements, billboards, BUTGEM's website, shareholders and references from previous trainees for announcing and promoting courses.

Although the training staff may change from term to term, BUTGEM has around 50–60 trainers with in-depth industry experience. The training staff is composed of teachers from formal education institutions and other working professionals.

Successful BUTGEM graduates receive certificates approved by the Ministry of National Education. (A list of training programmes appears in annex 4.1.) There is huge demand from enterprises and employers in the region for BUTGEM graduates, with many enterprises in Bursa using BUTGEM as a reference when choosing their staff. During the last weeks of 900-hour programmes, representatives of small and medium enterprises and industry visit the centre to meet with students and offer jobs.

Key Developments since Launch

The BUTGEM organization, which provides services for young adults wanting to develop trade skills or to progress within their professions, has gone through three distinct phases.

1984–1992 before BEGEV

To combat the deficiency in qualified technical staff, Fahrettin Gülener launched his own education initiative within Ermetal Inc. to provide opportunities for EML graduates to receive applied training. Organized in the small workshops of Ermetal Inc., in 1984, the earliest stages of BUTGEM provided both practical and theoretical training courses. Graduates found jobs, having been prepared for increased market demand and so could contribute to the production phase more quickly.[10]

The initiative became an indispensable source of skilled manpower for the company itself. After training nearly 100 employees in the first year, Gülener received requests from other industrialists in Bursa to train their staff as well. Gülener accepted and trained as many people as his workshop permitted. Given the results of the training, other companies began recruiting Gülener's employees, forcing the initiative to

BUTGEM Students and Teachers. Credit: BUTGEM

expand or face collapse. At this point, an independent body was necessary to meet Bursa's technical staff training needs. The organization would be funded entirely by the private sector, without government aid.

1992–2009 BEGEV period

Gülener and some other industrialists in Bursa founded BEGEV in 1992 to make up for the deficiency of well-trained workers. They formed a 15-member board of trustees. The Bursa Union of Chambers of Merchants and Craftsmen (BESOB), with 12,000 members, allocated the space for training courses in 1999. DOSAB undertook managing BEGEV's and its activities until its termination.[11]

After it was officially launched in 1992, BEGEV developed a plan to found a vocational college to be located in a 5,000 cubic meter plot on the grounds of Ermetal Inc. Subsequently, the idea to educate industrial school graduates re-emerged. A building was allocated for these training programmes with the help of BESOB,[12] and BUTGEM launched the programmes in 1999 with the help of Bursa Industrialists and Businessmen Association (BUSİAD).[13] The training courses started with 400 students, 80% of whom found work immediately after completing their training. These graduates were especially noteworthy for their abilities in metal work, mechanics and skills associated with the automobile and textile industries.

BUTGEM Garment Workshop Credit:BUTGEM

As the demand for training at BEGEV increased, DOSAB provided an additional 3.8 hectares to build a facility for training larger groups.[14] At this stage, concerns over the initiative's financial sustainability and longevity led to a failed attempt to partner with BTSO.[15] Because BEGEV could not be handed over to BTSO,[16] BEGEV was liquidated and all its assets (land, equipment, title and so forth) were transferred to BUTGEM. After a lengthy legal process, the organization became a BTSO initiative in 2009.[17]

2009–Present BUTGEM and BTSO period

The educational foundation formed by BTSO was the first of its kind in Turkey. BTSO undertook all costs for this initiative and continues to lead the initiative in accord with its target of training 5,000 people annually, assuring them the vocational and technical qualifications to be competitive in the labour market. BTSO also aims to take market needs into account and lead BUTGEM to provide tailored training.[18]

Recognizing its efforts, the UN Resident Coordinator and UN Development Programme (UNDP) Permanent Representative, Shadid Najam, signed a cooperation protocol in 2010 to make BUTGEM a model for south-eastern Europe and the Commonwealth of Independent States.[19] Having 3,000 students a year (16,000 people with their families) at these training facilities increases the programme's social contribution and regional development.

Development Values Created by BUTGEM

Providing qualified staff

BUTGEM provides vocational and profession development programmes to meet the needs of industries in Bursa for qualified staff.

Right choice of profession and talent acquisition

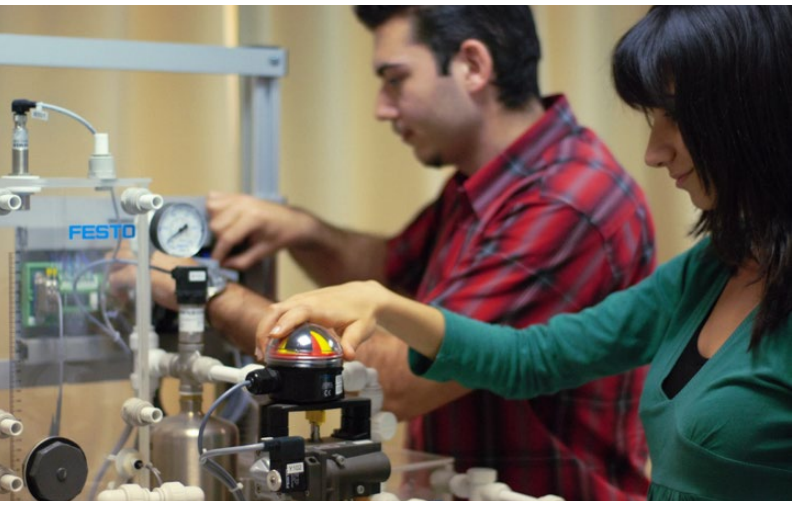
One of the most significant factors behind this initiative's founding was the belief that young adults start their education in vocational high schools without having any information about further avenues in vocational and technical education. Consequently, they often choose their professions too early and without serious consideration. This initiative creates an opportunity for young adults to change their professions by taking a series of vocational courses. In addition, the initiative prepares them for the wider demands of industry outside the walls of the training centre by retraining graduates using BUTGEM's equipment.[20]

Providing equipment

As most non-BUTGEM graduates do not meet the needs of industry because of deficiencies at vocational high schools, one of the initiative's main aims is remedying the fact that vocational schools do not train skilled staff to use modern technology. The initiative also seeks to integrate staff into a lifelong education cycle that keeps them up-to-date with developing technology. This initiative aims to increase staff employability by providing hands-on training with modern technology.

Certification

The graduates from BUTGEM receive internationally valid certificates. Due to BUTGEM's cooperation with industry and meeting necessary standards, these certificates guarantee alignment between industry's needs and BUTGEM's training. For instance, the International Welding Engineer (IWE) education programme, given within the body of BUTGEM as a result of cooperation between Middle East Technical University and GSI-SLV[21] München, awards internationally recognized "International Welding Engineering" and "German Welding Society" (DVS) diplomas to successful trainees.[22]



BUTGEM Automation Systems Workshop. Credit:BUTGEM

Similar partnerships with the Aachen and Potsdam Chambers of Commerce and Industry have played an instrumental role in BUTGEM's success. A protocol made by BUTGEM and the Potsdam Chamber of Commerce and Industry allows certificates awarded for training in inert-gas and argon welding to have international validity due to its approval by the German National Qualifications Center (TÜV).[23]

BTSO and Aachen Chamber of Commerce and Industry signed a protocol in December 2012 certifying that the argon welding, inert-gas welding, automation systems, textile design, metal plate design and CNC operator training courses

at BUTGEM conform to German standards.[24] The mutual recognition of certificates will bring European Union (EU) wide opportunities to graduates, which will increase labour mobility. The next goal is to provide internationally recognized certificates.

Meeting the demands of industry and of regional development

In its initial period of operation, BEGEV produced nearly 5,000 graduates, 70% of whom found employment. After the transition to BUTGEM, this rate increased to 80%.[25] BTSO, an institution that measures the needs of Bursa's industries, took over the initiative and contributed to this increase. BUTGEM provides training courses for 34 vocations in 450- and 900-hour programmes.

Partnerships

Students from Kosovo benefited from BUTGEM training thanks to the cooperation agreement signed between BTSO, UNDP, Turkish Cooperation and Coordination Agency (TİKA). This agreement, made in coordination with the Growing Inclusive Markets (GIM) project as well as a memorandum of understanding signed by BTSO, Kosovo Chamber of Commerce and UNDP Kosovo in August 2010, allowed 18 students and 2 teachers to attend BUTGEM courses for three months and receive certificates.

BUTGEM Workshop. Credit:BUTGEM

The centre cooperates with many national and international institutions. An agreement between Bursa Businesswomen and Woman Managers Association (BUİKAD) and BUTGEM allowed 25 women to receive training courses in automobile upholstering. BUTGEM partnered with Hewlett-Packard to train 86 students in e-commerce, blogging, social media and online entrepreneurship. The Tool Manufacturers' Association of Turkey (UKUB), established in 2007, is a BUTGEM partner establishing Turkey's first "molding valley" at a 350-hectare site near Bursa. In addition, the National Patent Association (UPB) is another BUTGEM partner.

BUTGEM conducts some activities in partnership with public institutions such as the Turkish Employment Agency (İŞKUR). The Practice and Research Center for University-Industry Cooperation of Uludağ University (ÜSİGEM) conducts short-term design project activities within the body of BUTGEM. These initiatives also include the EU project with Uludağ University.

University-Industry Partnership, Training of Disabled People and Women's Employment

A protocol of March 2010 signed by USİGEM (Centre for Developing University-Industry Collaboration) at Uludağ University and BUTGEM provides Uludağ University students with professional experience through training in BUTGEM laboratories.[26]

BUTGEM has initiated a flexible training programme in 2011, which customized its structure for people with disabilities, with BUSİAD and Uludağ University. As part of this collaborative initiative, 10 people with disabilities were trained for a month by BUTGEM within the scope of the social responsibility project launched by customs brokerage firms. The project sought to enable disabled employees to work with documents required for Customs Affairs through a form of "teleworking". The project got off the ground in BUSİAD and sprang to life in Uludağ University through BUTGEM's partnership.[27]

To promote the employment of the young and women, the facility conducts organized training for the development and employment of these groups in cooperation with municipalities and associations such as BUİKAD and Uludağ Exporters' Association (UİB). Thirty-four percent of the trainees in first term of 2010 were female.[28] After BUTGEM and the Nilüfer Municipality signed a strict protocol, disadvantaged women staying in women's shelters received free-of-charge training without any pre-test in BUTGEM facilities, depending on their ages and education.[29] BUİKAD also signed a protocol to provide training for 25 women in the automotive industry in BUTGEM. Finally, UİB provided around 485,000 TL for buying equipment, so as to provide permanent jobs for women in specialized work areas.

Results

The number of BUTGEM courses and other outcomes in 2009–2014 are shown in table 4.1.

TABLE 4.1 BUTGEM COURSES AND OTHER OUTCOMES

	2009–2010	2010–2011	2011–2012	2012–2013	2013–2014[a]	TOTAL	% OF TOTAL
Number of training courses	54	76	106	72	44	352	—
Number of trainees	935	1,471	2,082	1,110	834	6,432	—
Female	312	651	687	309	303	2,262	0.35
Male	623	820	1,395	801	531	4,170	0.65
Primary school graduates	85	135	275	100	8	603	0.09
Graduates from high school and their equivalents	397	625	644	534	351	2,551	0.40
Vocational college graduates	324	511	520	236	285	1,876	0.29
Bachelor's degrees	129	200	643	240	190	1,402	0.22

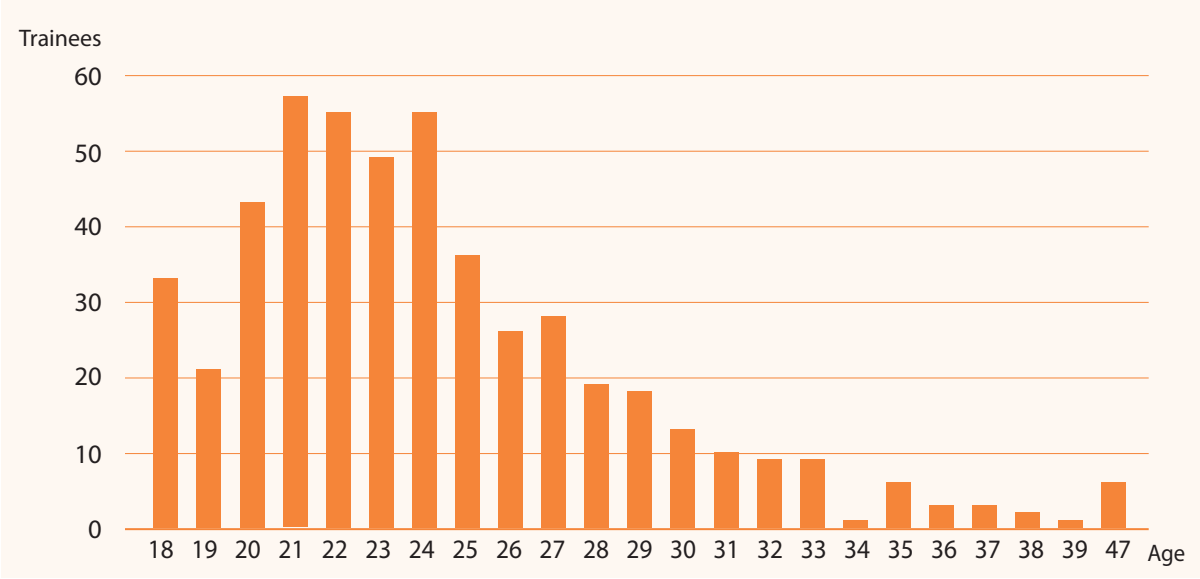
Source: Data provided by BUTGEM as of June 2014.

a. As of June 2014

The participation of university and technical college graduates in BUTGEM courses alongside vocational high school graduates illustrates that the current education system is not adequately providing the necessary skills for employability. BUTGEM has become a preferred option for people wanting to acquire marketable skills and gain access to jobs. The initiative's success is even better understood in light of its achieving an 80% employment rate.

The age distribution of trainees shows that 18–25-year-olds especially attend the courses, suggesting that they have experienced joblessness after leaving formal education (figure 4.1). While 12% of those trained in 2009 and 2010 have a job, 88% of them began receiving training when unemployed.

FIGURE 4.1 DISTRIBUTION OF TRAINEES, 18–47 YEARS OLD, 2009–2010



Source: BTSO Leaflet, February 2012.

Key Factors in Successful Skills Delivery

BUTGEM's successful engagement with the private sector in skills delivery can be summarized as follows:

- BUTGEM has founders and administrators who know the educational needs of the industry and who can see how these needs change over time.
- BUTGEM was formed through strong leadership and embraced by all stakeholders.
- The goals and agenda of the Chamber of Commerce and Industries and BUTGEM are aligned.
- BUTGEM operates under BTSO and facilitates courses in line with the needs of the labour market. This allows for different groups to contact BTSO, informing them of their needs, and in turn this allows BTSO to coordinate with BUTGEM. Because the fields and skills required can be tracked, BUTGEM's training programmes can focus on desirable fields.

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29. "BUTGEM, Kadın Sığınma Evlerine de Kapısını Açtı" [BUTGEM Opened its Doors for Women in Shelters Too]. Bursa Olay. 4 December 2012.

ANNEX 4.1 FIELDS OF TRAINING

AUTOMOTIVE, METAL MACHINE, INDUSTRIAL AUTOMATION AND MECHATRONICS, COMPUTER	TEXTILES	SERVICE SECTOR	OTHER TRAINING COURSES
• CNC milling operators • CNC operators • CNC sheet metal processing operators • Machine design • Plastic injection operators • Sheet metal forming • 3D visualization • 3D max training • CAD-CAM • Automation systems • Computer-aided graphics and design • Software expertise • Web design	• Paint print • Pattern design • Jacquard and dobby weave fabric couture • Fashion design • Clothing • Die design • Textile pattern design	• Pre-accountancy and marketing/ selling • Hotel receptionist	• 3D S3 Max training • Entrepreneurial training • Foreign language education • Course for wire toy car (for kids)

5. VOCATIONAL EDUCATION: A CRUCIAL MATTER FOR THE NATION (MLMM)

ASST. PROF. AYŞE CANER

YILMAZ ERGUN DİNÇ

Country-wide • Turkey

Summary:
The "Meslek Lisesi Memleket Meselesi" (MLMM)–"Vocational Education: A Crucial Matter for the Nation" project was launched by Koç Holding and Vehbi Koç Foundation in a partnership with Koç Group Companies (the country's largest private employer) and the Ministry of Education in 2006. Its project partners included the 21 companies in the Koç Conglomerate, including Tüpraş, Aygaz and Tofaş.

MLMM aims to promote youth employment through creating awareness among the public of the importance of vocational education and developing a public-private partnership for improving it.

Key features:

- High-level ownership.
- Engagement of experts, responsible for the design of the MLMM, with knowledge and experience in the development field.
- Constant improvement and adjustment according to the changing conditions and substantive partnerships to further project goals.
- An innovative coaching system.

RESULTS

8,118 scholars from 264 vocational high schools all around Turkey,

44% being female

Training of more than

400 teachers

576 volunteer coaches (MLKs).

Several academic studies and publications together with Education Reform Initiative.

"School-company partnership" model and guide.

29 laboratories, seven training centers and one vocational college established.

Why Vocational High Schools? Why Koç?

One of the ways the private sector can contribute to vocational training and skills acquisition is by engaging with vocational high schools, as they are the entry point for vocational education. These schools play a central in transferring theoretical and practical knowledge to students while providing them with the skills and qualifications necessary for professional life. The owner of the MLMM project, Koç Holding (box 5.1), underlines the importance of vocational high schools for training both youth entering the labour market and technical personnel in the private sector.

BOX 5.1 KOÇ HOLDING AND GROUP

Koç Holding ranked 217th among the largest companies in *Fortune*'s 2013 Global 500.[1] It operates in different sectors, such as automotive, energy, finance and consumer durables, and is a leading private company in Turkey. Koç Group, consisting of Koç Holding and its subsidiary companies, adopts the motto of the Holding's founder Vehbi Koç: "I live and prosper with my country". Accordingly, it aims to contribute to the country's social development through corporate social responsibility initiatives that will produce lasting results.[2]

The MLMM project originated from the idea of celebrating Koç Holding's 80th anniversary in 2006 with a comprehensive corporate social responsibility project. It was to be designed under the leadership of experienced development professionals at Koç Holding. The idea of a project on vocational education emerged during the planning phase, when project leadership consulted stakeholders including NGOs, development agencies and bodies such as the European Union, United Nations and World Bank to identify where the project could create the most value added.

Koç Holding, with its expertise and knowledge in a range of sectors, hoped to help find a solution to youth unemployment and the paucity of qualified labour in Turkey.[3] The project's main objective is drawing the attention of all stakeholders to vocational high schools, as opposed to completely resolving Turkey's vocational education problem.[4] The project addresses the problem as a national matter and was present in all provinces, covering the entire country.

Too many job-hunting youth are unemployed because they lack technical and vocational skills. At the same time, employers are unable to find qualified employees, which in turn leads to reduced productivity and output delays. Social and economic problems follow: the 15–24 age group makes up 16.5%[5] of Turkey's population and has an unemployment rate of around 17.5%.[6] Youth unemployment is made more intractable by vocational training's low reputation and student demand.

Since the early 2000s, the Ministry of National Education has become more open to cooperating with all stakeholders in order to improve vocational education. The necessary legislation for partnerships was already in place.[7]

From the private sector side, two approaches dominated. The first approach viewed the issue of vocational education and training from a "philanthropic" perspective, aiming to alleviate the problem through financial means. This approach was based on financial and in-kind contributions to vocational education and training, without addressing root causes.

The second approach used "technology, human resources, knowledge accumulation and societal experiences" appropriately and effectively to "create the most added-value possible".[8] This perspective includes using current technologies in vocational education and training, strengthening the connection between the human resource needs of the private sector and the labour supply and using the knowledge and experiences of private sector actors and other stakeholders. Koç Group took action along this second view to improve the reputation of vocational education and highlight the problem of youth unemployment.[9]

Evolution of MLMM—Summary

In 2006 Koç Holding and the Ministry of National Education launched the project under the name Promotion of Vocational Technical Education Program and under the scope of the Partnership Protocol for the Improvement of Vocational Education that also hosted the Vehbi Koç Foundation as a project partner. The ministry's prioritization of cooperating with the private sector on investments in vocational education and acknowledging the need to change perceptions of vocational education enabled the forging of a strong partnership. The project ran in 264 schools in all 81 provinces, and it finished at the end of 2013.[10]

MLMM was designed with a $15 million budget supported by the Koç family. The project, focusing on the school–company partnership model, started with the idea of providing scholarships, internships and employment priority to 8,000 vocational high school students. However, it went beyond that, gaining a comprehensive structure with new activities and components in later years.[11]

The project had different features in 2006–2009 and 2010–2013 periods. In the earlier, project activities were undertaken mainly with a focus on scholars while highlighting the goal of changing perceptions of vocational education. MLMM provided scholarship and internship opportunities while prioritizing promotional activities. With its "coaching system" (vocational high school coaches called MLKs), the project started to contribute to the personal and professional development of scholars. Along with MLKs, the MLMM established the "company representative" (CR) system, integrating 21[12] companies under Koç Group into the project. The project developed partnerships with NGOs, it standardized the role of MLKs by preparing personal development modules. In short, MLMM started as a project that was both scholar-centred and open to change. The programme selected scholars, which generated lessons about working with scholars, internship periods and school partnerships. As a result the project turned into a comprehensive model for bridging the private sector and vocational education.

In the latter period, the MLMM's defining features were disseminating the school-workplace partnership model, conducting research-based advocacy on effective vocational education and creating micro projects at the level of Koç companies. The goals were to share the knowledge and expertise generated since the start of the project with public and private sector actors, strengthen this knowledge with research, achieve change at the political level and ensure that project activities would be sustained or replicated by other actors. The project also prepared a "school/workplace partnership" strategy that models the know-how generated, sharing it with the public and private sectors.[13] In addition, the project prepared a social impact report and adopted a strategy for disseminating information about the project and creating new owners.

Key elements of the project's success are its flexible activities to fit changing conditions and building strong partnerships. Further, the MLMM's design phase involved development experts with both theoretical and practical knowledge and the project aimed for lasting change.

Annex 5.1 presents the activities of 2006–2013.[14]

Evolution of MLMM—Detailed

The project began in 2006 to promote vocational training by providing scholarships and internship support to 8,000 vocational high school students and giving employment priority to successful scholars at Koç Group companies. Since 2007, the project has become more comprehensive in accord with emerging needs and opportunities, adding new activities and developing into a successful private sector–civil society–public partnership. Along with the addition of the voluntary coaching component, the project's second year brought a number of new activities, including project contests to underline the importance of vocational education, communication activities to raise awareness, training courses for the MLKs, personal and professional development modules for students, partnerships with NGOs, development of curriculum for schools and infrastructure investments. These activities are now taken up in greater detail.

Scholarships

Providing scholarships to high school students, one of the main components of the project, started to improve the living conditions of students and to reduce their financial constraints. Based on a seven-year cycle, The MLMM's scholarship project prioritized selecting at least one vocational high school from each province and planned to reach 8,000 scholars by adding 2,000 new scholars each year over the first four years. The project slightly exceeded these numbers, reaching 8,118 scholars.[15] The monthly scholarship amount for 2006–2007 was 55 Turkish Liras (TL) (around $38[16]) and reached 85 TL (about $47.4[17]) in 2012–2013, increasing by 5 TL (some $3.3[18]) each year.

Koç Holding Chairman Mustafa Koç Meets Students. Credit: Koç Holding

In selecting scholars, a priority was building a strong relationship between the school and Koç Group companies, in view of factors such as the location of companies and the types of school (vocational trade high school, technical and industrial vocational high school).[19] Each of the project's vocational high schools had a Scholar Selection Committee, consisting of the principal, two teachers, a guidance counsellor (if available) and one MLK, that managed the selection process.

Although objectivity was the main principle in selection,[20] another goal was encouraging female students to participate by prioritizing female students when applicants had the same qualifications. The project made a positive contribution to solving one of the key problems in the Turkish education system: school-age girls are not sent to school. Despite female students having a high dropout rate and a low enrolment rate in industrial vocational high schools, 44% of the scholars were female.

Internships

Under the coordination of the Koç Holding Human Resources Directorate, participants received internships to help them develop practical skills alongside their theoretical education. Meeting the internship demand of scholars was the duty of the liaison for the Project at the responsible company. MLKs support the internship process when they are matched with students, as do HR personnel of the Koç Group and companies outside of the Koç Group. If a problem arises with finding an internship for a student with a scholarship, suppliers and institutional customers of Koç companies provided additional sources for internships.

2008 MLMM Contest Scholarship Holders Meeting. Credit: Koç Holding

Employment priority

The Project supports vocational school students not only in providing practical educational opportunities but also in finding employment after schooling. Scholars who demonstrate that they can meet the qualifications for available positions receive employment priority at Koç Group companies, giving successful students a career opportunity and Koç Group companies access to qualified, trained employees. This creates a win–win situation for both students and companies.

Vocational High School Coaching (MLK)

MLMM launched the MLK system to better manage the scholar selection process, ensure that students have a commitment in vocational education and provide students with personal support. In this way, MLKs created a bridge between schools and enterprises.[21] MLMM provided training courses on volunteerism and motivation to MLKs and standardized the content delivered to students by coaches. MLKs first received Volunteerism and Motivation Training Courses so that they would have the necessary knowledge and skills to support the educational and professional lives of students. They participated in the Scholar Selection Committee and were responsible for delivering the personal development modules (table 5.1) to the group of scholars paired for four years with their companies. MLKs not only deliver these modules, but also perform social activities and visit companies with scholars.

TABLE 5.1 SCHOLARSHIP EDUCATION MODULES

YEAR (AND CLASS)	CONTENT	MODULES	AIM
1st (9th)	Discovering Myself	Vocational Guidance for Goal-Setting and Time Management	Supporting students in becoming self-confident and self-aware individuals who can develop their own set of skills
2nd (10th)	I Am a Responsible Citizen	Responsible Citizenship	Raising scholars who are caring and make a positive contribution to the community
3rd (11th)	I Am Adapting to the Life	Team Work, Problem Solving, Project Management	Developing the team work, problem solving and project management skills of scholars
4th (12th)	Getting Ready for Professional Life	Business Ethics, CV Writing and Interview Techniques, Entrepreneurship	Getting the scholars ready for professional carrier with regard to business ethics, CV writing, interview techniques and entrepreneurship skills

The coaching system has an important place in the project, as it gives students the opportunity to develop their technical skills as well as their career vision and perspectives with the guidance of MLKs. One of the main contributions of the MLK system is that it standardizes the role model status of employees, who have been already in touch with students because of their work, influencing them even without knowing.

MLMM Project Brochure. Credit:KOÇ

Company Representatives selected MLKs from a pool of volunteers based on the needs of the companies working with the MLMM; the number of scholars; the intensity of subprojects; the personality and occupation of the person applying to become an MLK; workload; and so on. MLMM preferred vocational high school graduates for MLKs to make it easier for them to assume their responsibilities as role models. Also, every year MLK Meetings are held to create a platform to exchange knowledge and ideas, as well as to get feedback from MLKs.

The project's "appreciation" mechanism also helped motivate MLKs. The coaches selected had the opportunity to work closely with Koç Holding, and they received acknowledgement at the MLMM's events attended by both the Koç family and the press, annual thank you letters every year from the Koç Holding Chairman, and MLK certificates from their company CEOs. All these activities ensure that MLKs see the appreciation of their work, which is vital to sustaining long term, voluntary coaching.

Communication campaigns

Another distinguishing feature of the MLMM was its communication campaigns. MLMM activities responded to the need to change perceptions of vocational education and to mobilize stakeholders. The communication activities targeted the public using the press, social media campaigns, MLMM's website and e-bulletins and direct mail communications with 1,000 opinion leaders in vocational education.

The communication activities also targeted the civil and private sectors. The sector-based school/company partnership model that emerged from MLMM's experiences and the knowledge gained from its efforts has provided input shaping the policy documents and plans of the Ministry of National Education.[22] And, to ensure the model's replication by different actors, the MLMM published a School-Company Partnership Guide. In addition, the MLMM collaborated with the Education Reform Initiative to prepare the report, *Partnership for the Quality for Vocational Education and Training: Strategy Document on Quality of Vocational and Technical Education,* which included recommendations for changes needed at policy level.[23]

Project contests and cooperation with NGOs

Project contests and cooperation with NGOs and other institutions were other key MLMM activities. The main goal of the contests is defining the MLMM's activities for the present year and delivering the principles and messages of the project through different platforms. In the early years the priority was repurposing scholar training modules for real-life situations using MLKs and schools prior to switching to school-company partnerships. Internet contests were open to all young people.

Seven contests were launched both under MLMM and with other stakeholders (box 5.2).

BOX 5.2 SEVEN CONTESTS

The first contest, "I'm a Vocational High School Student and I'm Successful", was held in 2008 for the first scholars. The scholars were asked to describe how it felt to be a vocational high school student. An independent jury evaluated the applications coming from all over Turkey. The selected high school students participated in a one-week programme where the personal development modules were delivered. The impact this programme had on the students inspired the development of the MLK modules.

In 2009, in cooperation with the World Bank, the "vocational high school" category was added to the "Creative Ideas for Development" Contest under the name of "Youth in Turkey: Forming the Future". MLMM provided students with support to develop projects for dealing with the problems in vocational education.

In 2010 the "Speak up Your Vocation" contest went beyond the MLMM and turned into a platform where all vocational high school students and alumni filmed videos about their vocations and shared them.

In the same year, the "Future of Vocational Education is Your Future" contest took place, helping students develop initiatives to improve their vocational skills and make them more effective. This project was supported by Microsoft, especially in the provision of software, and had a first prize of $20,000. The winner got the chance to conduct his or her project by working with Microsoft. The second- and third-place students had the chance to refine their projects, also with Microsoft's support.

In 2011 the project contest had the theme "Do you have any ideas for the future of vocational education?" Fifty-six schools from 28 provinces competed, creating a total of 112 projects.

In 2012 the project contest targeted not only scholars but also other schools and students, awarding prizes for "best school-company partnership projects".

In 2013, the last year of the project, a three-month viral contest "High Schools Compete with Vocations" was organized targeting all vocational high school students. This contest underlined the importance of vocational expertise and education. A total of 1,346 groups and more than 7,800 students took part, and the videos and visuals prepared by the successful groups reached around 400,000 people. This contest won the golden award in the "social marketing" category of the MIXX Awards Turkey 2012, and the Corporate Social Responsibility Communication of the Year Award of the European Digital Communication Awards 2012.[24]

These contests helped increase awareness and strengthen the feeling of belonging among the scholars. The students gained experience and a new perspective on aspects of their training, such as team work and project creation. These contests are also expected to have raised the reputation of vocational education.

Partnerships

The main stakeholders of the MLMM project are Koç Holding, Koç Group Companies, Vehbi Koç Foundation and the Ministry of National Education in the lead, as well as various national and international institutions and NGOs.

World Bank and *Microsoft:* See box 5.2.

Youth for Habitat Association: With the project titled "The Ones Who Know How to Use a Computer Teach Others", computer teaching sessions took place at vocational high schools under MLMM. Foundation volunteers conducted computer literacy training for children in 21 provinces and 24 schools, reaching 761 students in all. They also held seminars on careers in IT and management in 61 provinces. The MLMM's students could also volunteer to go on the computer teaching course. Fifty students completed this course and could pass on what they learned by teaching others at the Youth for Habitat Association.

Young Success Education Foundation: The MLMM's students received entrepreneurship and corporate establishment training courses at 21 schools, and, due to a "virtual company" application, they went on management courses as well.

Since 2007, the MLMM and the Young Success Education Foundation have run the Student Companies Project, where vocational school students can practice the various phases of entrepreneurship during a 15 week term. This initiative allowed for the practical implementation of the entrepreneurship modules taught to MLMM scholars in their last year. The project began in three schools in Istanbul, and expanded to 28 schools in Istanbul, Ankara and Izmir in 2008.

Tema Foundation: Pilot schools received environmental training under the partnership with this foundation. Training courses and seminars were held to increase the awareness of the MLMM's scholars of effective use of natural resources. Environmental issues were also included in an awareness campaign run with Tema. At seminars and workshops in 10 provinces, around 1,700 students learned about environmental sustainability and other related topics.

Education Reform Initiative: The partnership with Education Reform Initiative started with an initiative from Koç Holding and Vehbi Koç Foundation in 2010 that aimed at sharing the experiences from the project's first four years with and mainstreaming subcomponents such as coaching and training modules to the whole vocational education system.[25] Koç Holding and the Education Reform Initiative signed a partnership agreement underlining the goals of increasing the quality of vocational education, addressing the problems in this area and offering solutions and creating policy recommendations.[26] To improve vocational and technical education and mobilize the private sector, the MLMM published the following reports: *Updated Status Analysis*; *Fact Sheet on International Trends in Lifelong Learning*; *Document on Quality Strategy and Policies in Vocational Education*; *Comprehensive Evaluation Memo on Girls Vocational Schools*; and *Research on What Works and Why in Vocational Education*.

These documents include findings and policy recommendations on the types of schools needed in vocational education; changes in lifelong learning trends in Turkey and beyond; the reasons for the school-company partnership model's success in the MLMM and other initiatives; the steps that should be taken at the policy level to improve quality in vocational education; and the challenges that partnerships can address, from physical infrastructure to the training content.[27]

Private Sector Volunteers Association (ÖSGD): The partnership with ÖSGD started in 2012 with the transfer of the coaching system that was created under the MLMM to ÖSGD. This collaboration allowed the coaching programme to continue after MLMM ended in 2013 by including other private sector actors. In the first phase of the MLK programme under ÖSGD, 21 member companies[28] agreed to join.[29] Since November 2012, 310 MLKs from 30 companies have participated in the MLK programme. ÖSGD has established additional partnerships with institutions such as the Istanbul Development Agency and the Ministry of National Education.[30]

ÖSGD is improving the coaching system using the lessons from MLMM. To assess the MLK system's impact, ÖSGD conducted a pre-test study, and it will conduct a post-test study after the coaching ends. Volunteers with coaching experience under MLMM will guide the ÖSGD coaches by sharing their knowledge and experience. Separately, ÖSGD has stated that the familiarity of the various stakeholders with the MLMM made it easier for ÖSGD to reach schools and companies.[31]

Infrastructure and education investments

Infrastructure investments were important in driving the project. To eliminate one of the main causes of quality problems in vocational education within the framework of the school-company partnership model, 29 labs, 7 training centres, a vocational high school and a vocational college were established.[32] The MLMM developed a curriculum based on the technology available in these labs and provided training courses to teachers to familiarize them with the new equipment. These investments, called microprojects, created a base for future projects along with the training of trainers and support for the opening of new departments at schools.[33]

The goal of these investments in schools was enabling the development of skills and qualifications needed at school, in the market and in enterprises. The investments help MLMM overcome the constraints of existing vocational education and training and build a stronger infrastructure for new initiatives. The schools also became more attractive through the process.

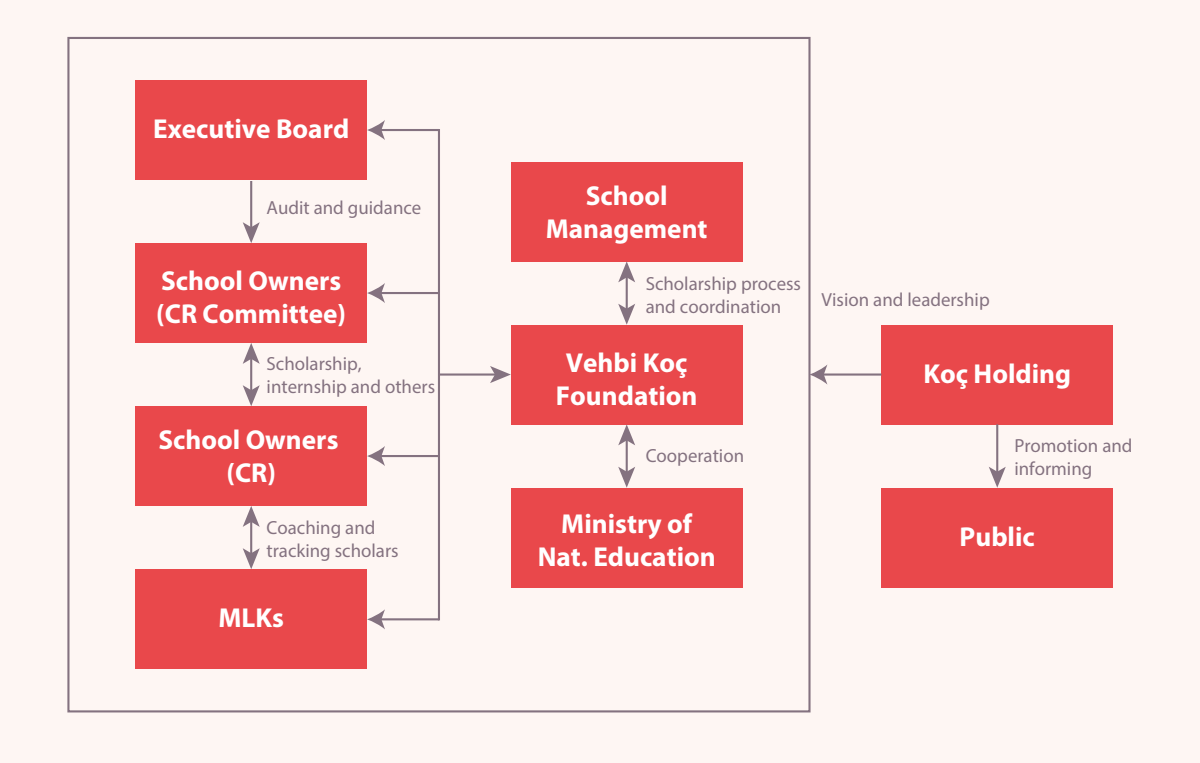
Caption: MLMM Project Workshop. Credit: Gürcan Öztürk

A web-based project portal helped the MLMM in coordinating its activities and overcoming time and location constraints. Scholars, school principals, MLKs, company representatives and the Vehbi Koç Foundation used this portal in running the project.

Organization of the Project

An organizational structure was set up to manage, execute and report on the targets designed by Koç Holding for the project (figure 5.1). The Vehbi Koç Foundation took the leading role, working along with the MLMM Executive Board, Company Representatives (School Owners) Committee and MLKs.

FIGURE 5.1 MLMM PROJECT ORGANIZATION



Source: Based on Koç | Vocational Education: A Crucial Matter for the Nation, Project Guidance, 'Present Your Coaching', 2007, p. 17.

The units' responsibilities were as follows:[34]

MLMM Executive Board: Members consisted of the executives of Koç Holding and Koç Group Companies. The Board's responsibilities included auditing the execution of the programme in accord with the protocol responsibilities, directing school owners and the Vehbi Koç Foundation during the project process and supporting partnerships with NGOs.

MLMM School Owners (Company Representatives) Committee: Representatives of the MLMM Holding team, Koç Holding Human Resources and Vehbi Koç Foundation, as well as corporate representatives, were on this committee. At least once a year it met to review the practices of the previous term and decide on the necessary measures for future terms. It also supported the selection of scholars, provided vocational guidance to students to help them meet the needs of the private sector, connected with students, followed up on internships and education processes and, if necessary, took preventive measures.

School Owners (Company Representatives): Koç Group Companies were responsible for the schools in their neighbourhood within their sectors and areas of operation, with every company responsible for at least one school. School owners appointed MLKs for their company and communicated the roles and responsibilities relative to their company; gave internship priority to students under their scope and, if there were no opportunities, helped students find internships outside Koç Group companies with the assistance of the Vehbi Koç Foundation; and assisted with activities involving vocational promotion and student development.

MLKs: MLKs were chosen from Koç Group personnel, distributors or authorized service providers. School representatives are appointed by companies and the Vehbi Koç Foundation is notified. Every school in the project had at least one MLK, though having a backup is key for continuity. MLKs were selected based on a number of qualifications, including being a graduate from a vocational high school, having a strong sense of volunteerism, believing in vocational education and having the necessary credentials to represent the Koç Group.

Their main responsibilities included being part of the scholar selection committee; managing the committee in line with the established criteria; undertaking the necessary work on scholarship applications and referring them to the Vehbi Koç Foundation; supporting the Foundation in guiding the vocation selection of scholars and finding suitable locations for internships and skills training courses; identifying and recommending the potential schools for their respective area to the Foundation; and cooperating with NGOs that support the project (if needed).

Vehbi Koç Foundation: The Foundation was the owner of the MLMM Project. It identified the schools and companies that participated in the project and established the necessary connections between institutions. It also selected company representatives. Its main responsibilities were organizing the project's database, keeping records and managing the webpage and the portal. Other tasks included working in coordination with the School Owners (CR) Committee, Company Representatives and MLKs; contributing to the Executive Board's activities; collecting scholarship applications and notifying MLKs about them; ensuring follow up during the scholarship process; communicating with schools, Company Representatives and MLKs about the internship and skill needs of scholars; informing the Executive Board about which schools to add to the project; being in contact with MEB and NGOs that can support the project; and communicating with schools under the project umbrella.

School Management: The management of schools in the project was responsible for announcing scholarship opportunities, appointing teachers to take part in the committee for scholarship selection, sending information about the scholars (academic achievement, attendance) to the Foundation and being the bridge between the Foundation and scholars.

Koç Holding Corporate Communications: Koç Holding's role in the project was improving the project's implementation, carrying out promotional campaigns and other communication activities with partners and stakeholders, coordinating the internship process for scholars placed at Koç Group companies and performing other activities to ensure coordination among project companies.

Three Key Factors

Three main factors have played a role in the project's outcomes:

- From the start, the project aimed for lasting change, and so experts with knowledge and experience in the area of development were responsible for the design of the MLMM.
- The project was constantly improved and adjusted according to the changing conditions and substantive partnerships were established to further project goals.
- A flexible organizational structure was designed to accommodate both new opportunities and arising challenges.

Constraints—and Solutions

The programme's primary deficiency was that it had no impact assessment built in from the outset. Although the project could track its outputs using indicators such as number of scholars, no framework existed to identify the activities that led to the most value added or the best socioeconomic results. This kind of assessment is essential for replicating the project. Still, in 2011, a social impact assessment for the first four years was conducted and shared with the public. The assessment was one of the first social impact analyses of vocational education in Turkey, and thus contributed to the sector's ability to conduct them.[35]

Another challenge was the difficulty the MLMM faced in reaching students after graduation. The programme was unable to establish an effective communication platform for use by both graduates and corporate partners, and MLKs were only in touch with students during their scholarship period. These shortfalls restricted access to valuable information that could allow for better outcomes assessment regarding the career status of previous scholars, their evaluation of the MLMM's contribution, and so on.[36] To combat this constraint, the MLMM established a graduate-tracking portal and updated all student communication records.

After the Project

In 2010, the MLMM reached a new phase aimed at developing a comprehensive model to share the lessons it learned at the corporate, sector and national levels and mobilizing other partners.[37]

The conclusion of the project brought about the transfer of activities from the Koç Group Holding's broad umbrella to the narrower scope of individual companies. Accordingly, Group companies will continue to develop microprojects in accord with their needs and continue with the implementation of the school-company partnership model. Arçelik, Türk Traktör, and Ford Otosan signed protocols with the Ministry of National Education and started their initiatives in 2011. A total of 13 Koç companies expect to carry out projects in a similar manner.

At sector level, a booklet called *School-Company Partnership Guideline,* prepared with the Yaşama Dair Foundation, promoted the MLMM's partnership model.[38] The booklet highlights nine areas of cooperation, including scholarships, coaching and infrastructure support. The guidelines enable companies to contribute to the content and framework of vocational education and training courses in their sectors, thereby, contributing to the development of students. Another effort to sustain the project's positive impact was the launch of a web portal to support school-company cooperation beyond the MLMM using the published guidelines.

The project's MLK component was taken over by the Private Sector Volunteers Association in 2012 to ensure lasting change.[39] The ÖSGD's 30 member companies will use updated guidelines for coaches to implement and expand the coaching service across the country.

The partnership between the Education Reform Initiative, the Vehbi Koç Foundation, and Koç Holding addressed the goal of engaging in policy change at the national level. The partnership developed recommendations to improve the quality of vocational education and to promote public-private sector–NGO partnerships that would enhance the quality of education. The partnership sponsored research examines how to ensure that vocational education and training courses are both current and flexible enough to accommodate local, sector and national needs. The policy recommendations coming out of this research aim to mobilize various public, private, and civil society stakeholders.[40]

ANNEX 5.1 MLMM PROJECTS, 2006–2013

YEAR	ACTIVITIES
2006	The project launched with a press conference attended by the Minister of National Education and Koç Holding's Chairman of the Board of Directors.
	The project's website was established.
	181 vocational high schools join the MLMM Project.
	MLMM received the Corporate Social Responsibility Award from the Active Academy at International Finance Conference.
	1,989 vocational high school students join the scholarship programme.
2007	Advertorial campaigns appear in visual and written media in order to increase the interest of vocational high schools.
	The MLMM portal was designed and the website renewed.
	2,057 new high school students joined the scholarship programme at 250 schools.
	A total of 21 companies, 20 Koç Group Corporations and Migros, participated in the project, and the Vocational High School Coaching (MLK) and Company Representatives (CR) systems were established.
	Sector pairings between vocational high schools and Koç Group companies began, enabling the selection of scholars from the schools identified by these pairings. For the schools that could not be paired, the scholarship programme continued based on success criteria.
	Training modules were developed for MLKs in order for them to benefit during the meetings with scholars. Personal development modules for 9th grade students were also prepared and scholar selection processes were put in place.
	190 MLKs received the 1st "Volunteerism and Motivation Training".
	224 employees from 21 companies provided coaching to scholars as MLKs.
	Project regulations were prepared.
	Together with "Young Success Education Foundation" (a pilot study in three vocational high schools), "Entrepreneurship Training" was started. The number of schools participating in MLMM increased to 27.
2008	Ad campaigns entitled "I could find a job easily" and "What difference will it make if I study" appeared in visual and written media.
	Letters were sent to 1,000 opinion leaders to increase awareness of vocational education. Conference attendance also supported activities to mobilize shareholders.
	2,116 new vocational high school students joined scholarship programmes, and the number of schools receiving scholarships reached 262.

2008	Scholarship and coaching system were added to the Fiat Technical Practice Program (Fiat Labs) at technical and industrial vocational high schools.
	The CR Committee met every month to share good practices and ensure consistency in field activities.
	Personal development modules for 10th, 11th and 12th grade students were prepared for use by MLKs in their interactions with scholars
	236 MLKs and CR participated in the 2nd "Volunteerism and Motivation Training", and 168 MLKs participated in the 3rd.
	224 employees from 21 companies provided coaching to scholars at MLKs.
	Together with the Youth for Habitat Foundation, computer literacy projects were carried out at MLMM schools.
	The "I'm a Vocational High School Student and I'm successful" contest for scholars began. The 20 students who won the contest won the right to attend a summer meeting at Koç University.
2009	The annual project evaluation meeting was held with the participation of the Minister of National Education and the Koç Holding Chairman of the Board, as well as press members.
	Letters were sent to 1,000 opinion leaders to increase awareness of vocational education. Conference attendance also supported activities to mobilize shareholders.
	The MLMM published e-bulletins to share with stakeholders every three months.
	2,260 new high school students joined the scholarship programme, and the number of schools receiving scholarships reached 264.
	A team of HR Managers at Koç Group companies began to create and systematize the basic principles of School / Company Twinning Model.
	Refinery Petro-Chemical Departments and Tüpraş Labs opened at four vocational high schools located in Kırıkkale, Kocaeli, Izmir and Batman.
	The CR Committee attended eight platform meetings to evaluate the project management.
	302 MLKs participated in the 4th "Volunteerism and Motivation Training".
	333 employees from 21 companies provided coaching to scholars as MLKs.
	765 students received the opportunity to attend skills training courses and summer internship programmes.
	766 MLMM school students in 21 provinces and in 24 schools received training on computer literacy from the Youth for Habitat Foundation.
	In parallel with the cooperation with TEMA Foundation, the Koç Holding "For My Country Project" provided environmental training courses to 1,700 vocational high school students in 10 provinces.

2009	The World Bank Creative Ideas for Development Contest created a vocational high school category, allowing the MLMM Project to earn recognition for its efforts.
	MLMM Project won the "Awards from the Heart" given by the Private Sector Volunteers Foundation in the category of "The Best Volunteer Project". Also, the project received the silver medal in the category of public relations under the Magellan Awards.
2010	The annual project evaluation meeting was held with the participation of Minister of National Education and Koç Holding Chairman of the Board, as well as press members.
	Letters were sent to 1,000 opinion leaders to increase awareness of vocational education. Conference attendance also supported activities to mobilize shareholders.
	The CR Committee attended five platform meetings to evaluate project management.
	142 MLKs and 197 school representatives participated in the 5th and 47th new participant, and MLKs participated in the 6th "Volunteerism and Motivation Training".
	333 employees from 21 companies provided coaching to scholars as MLKs.
	1,721 students had the opportunity to attend skills training courses and summer internship programmes.
	The project's first scholars, originally selected in 2006, graduated.
	The project's first evaluation process started, covering the years 2006–2010.
	The Young Success Education Foundation (GBEV) continued providing "Entrepreneurship Training" at 27 MLMM schools in Turkey.
	With the software support of Microsoft, a project contest was organized for scholars called "The Future of Vocational Education is Yours".
	The "Speak Up Your Vocation" video contest was organized for all vocational high school students and alumnus.
	The MLMM Project won the Sabre Award in the Corporate Social Responsibility category. Also, the project ranked second in the 2010 Stevie Awards, which recognize "The Social Responsibility Program of the Year in Europe".
	The MLMM undertook the actions below to systematize the project across Turkey: 1) Launching research and policy studies in the context of "Collaboration for Quality in Vocational Education" and with the support of the Education Reform Initiative. 2) Creating and sharing dialogue with sector institutions and representatives of the private sector. 3) Preparing for micro projects among the Koç Group companies to continue the MLMM Project's efforts.
2011	An "Innovation Workshop" was organized for Company Representatives.
	191 MLKs participated in the 7th "Volunteerism and Motivation Training".

2011	318 employees from 21 companies provided coaching to scholars as MLKs.
	1,721 students had the opportunity to attend skill development training courses and summer internship programmes.
	The scholars from the second term (2007) graduated.
	The social impact report was prepared to evaluate the effects of the project and to be used in stakeholder communications.
	The CR Committee attended 5 platform meetings to evaluate project management.
	A project contest was launched with the theme "Do you have any ideas for the future of vocational training?" The contest received 112 projects from 56 schools of 28 provinces.
	The MLMM Project won the prize for European Employee Volunteering 2011 (in the large companies category, first in Turkey and then in Europe), which is supported by the European Commission and designed by the Business in the Community. The project was also presented as a model for other companies in Europe.
	Based on its experiences, the MLMM Project created *School / Company Partnership Guide* and shared it with stakeholders in order to promote similar initiatives.
2012	In the media, communication campaigns were launched with the theme "Let an expert be in charge".
	ERG project results with the theme "Work should be undertaken by experts" and the *School / Company Partnership Guide* were shared with 1,000 opinion leaders.
	To increase the reputation of vocational education, meetings with authors helped to raise the issue in soap operas and films.
	The CR Committee attended 7 platform meetings to evaluate project management.
	106 MLKs participated in the 8th "Volunteerism and Motivation Training".
	312 employees from 21 companies provided coaching to scholars as MLKs.
	1,334 students had the opportunity to attend skill development training courses and summer internship programmes.
	The scholars from the third term (2008) graduated.
	Project contests focused on institutions rather than scholars, with the best school/business partnership projects winning awards.
	The Youth Employment Program, under the umbrella of the International Labour Organization, chose the MLMM project as a best practice example for supporting youth employment in Europe.
	Management of the project's "Vocational High School Coaching" component moved to the private sector "Private Sector Volunteers Association". 30 companies participated in the programme.

2012	In the context of the "Partnership for the Quality of Vocational Education and Training" developed with the Education Reform Initiative, the MLMM shared research reports with the public: *Updated Status Analysis, Fact Sheet on International Trends in Lifelong Learning, Comprehensive Evaluation Memo on Girls Vocational Schools, Research on What Works and Why in Vocational Education, Document on Quality Strategy and Policies in Vocational Education.*
2013	The scholars from the last term (2009) graduated.
	A viral contest with the title "High Schools Compete with Vocations" targeted all vocational high school students and lasted for three months. 1,346 groups of students and more than 7,800 individuals participated in the contest, with 150 groups remaining eligible to participate in the contest's later stages. Videos and visual materials by teams reached more than 400,000 people.
	With the "High Schools Compete with Vocations" contest, the MLMM won the "Corporate Social Responsibility Communication Award" under the "European Digital Communication Awards 2012—Europe Digital Communication Awards" organized by Quadriga University in 2013. The list of other awards obtained include the gold award from the "MIXX Awards Türkiye 2012" in the category of "social marketing"; the highest rank award for MediaCat Felis Awards in the categories of Target Group Kids and Youth (ages 5–18), Corporate Image and Information, and Public Health and Security/Public Awareness Messages; and the first place award in the "Target Group—Community Loyalty" category of the DP Awards given by the Direct Marking Communicators Association.
	Arçelik established a laboratory at the Trabzon Technical and Industrial Vocational High School.
	The CR Committee attended 3 platform meetings to evaluate project management.
	110 MLKs participated in the 9th "Volunteerism and Motivation Training".
	A web portal was created to disseminate the project model, and a tracking system was established for scholars, interns and graduates.
	The book and the movie *Our Story* were published, summarizing the seven years of the MLMM Project from the stakeholders perspective. This book was shared in the annual communication with stakeholders and opinion leaders.

Source: Koç |Meslek Lisesi Memleket Meselesi, Meslek Lisesi Memleket Meselesi Sosyal Etki Raporu 2006–2010 (2011), pp.17–22 and information from Koç Holding CSR Expert Burcu Gündüz.

NOTES

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7. See Vocational Training Law (in Turkish): http://mevzuat.meb.gov.tr/html/3.html.
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12. 20 companies under the umbrella of Koç Group took part in the project. (The 21st company, Migros, though it has left Koç Group, continued with the program.) The 20 are: Arçelik A.Ş., Arçelik LG Klima San. Tic. A.Ş., Aygaz A.Ş., Aygaz Doğal Gaz Toptan Satış A.Ş., Birmot, Demir Export A.Ş., Divan Grubu, Düzey A.Ş., Ford Otosan Otomotiv San. A.Ş., Harranova Besi ve Tarım Ürünleri A.Ş., Koçtaş Yapı Marketleri A.Ş., Migros, Opet Petrolcülük A.Ş., Otokar Otomotiv ve Savunma San. A.Ş., Otokoç Otomotiv Tic. ve San. A.Ş., Setur Servis Turistik A.Ş., Tat Konserve San. A.Ş., Tofaş Türk Otomobil Fabrikası A.Ş., Tüpraş—Türkiye Petrol Rafinerileri A.Ş., Türk Traktör ve Ziraat Makinaları A.Ş., Yapı Kredi Bankası A.Ş.
13. Meslek Lisesi Memleket Meselesi 2011a.
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15. Vocational Education: A Crucial Matter for the Nation, Justification: Youth Unemployment Environment in Turkey.
16. 2006 yearly average exchange rate, $1 = 1.4311 TL, accessed from /www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
17. 2012 yearly average exchange rate, $1 = 1.7925 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
18. 2010 yearly average exchange rate, $1 = 1.5004 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
19. Summarized from the Case Writeshop.
20. Meslek Lisesi Memleket Meselesi 2010b.
21. Summarized from the Case Writeshop.
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24. Meslek Lisesi Memleket Meselesi 2013b.
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6. ÖZİMEK: COOPERATION IS KEY

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Summary:
The ÖZİMEK project was launched in 2007 by the Istanbul Special Provincial Administration, Istanbul Provincial Directorate for National Education, Istanbul Provincial Directorate of the Turkish Employment Agency and Istanbul Chamber of Commerce with the aim of addressing unemployment in Istanbul by providing vocational training courses to a wide range of social groups.

Key features:
- Use of idle capacity.
- Effective project management and institutionalization as a single body.
- Demand-driven courses that are responsive to the market.
- Commitment to quality.

RESULTS

37,751 citizens trained

70% of attendees received a job offer, better salary or higher position

Training in **171 areas of study** at more than **90 schools.**

Overview

Unemployment and the inability of employers to find qualified personnel in Turkey is a cyclical problem that leads to a supply-demand mismatch in the jobs market. As of September 2012, the unemployment rate was 9.1%, with youth (ages 15–24) unemployment reaching 18%.[1] Globally, one of the solutions for meeting the unfilled demand for labour is an expansion of vocational and technical training. Vocational and technical training provides an avenue for helping unemployed young people familiarize themselves with the current technology used in industry. As a result, vocational and technical training harmonizes labour supply and labour demand and creates gains for all stakeholders.

In 2007, the Istanbul Special Provincial Administration, which meets the physical needs of education institutions in Istanbul, developed a project to satisfy the vocational and technical training needs of the city by reducing the labour supply-demand mismatch. The Istanbul Provincial Directorate of National Education and Istanbul Chamber of Commerce approved the project, and the activities of ÖZİMEK (Special Administration Vocational and Technical Training Courses) began in 2007.

ÖZİMEK targeted Istanbul as a good place to launch the project for multiple reasons, including its high youth unemployment, proximity to industrial areas, plethora of vocational high schools, and large population. In 2008, the Turkish Labor Agency's (İŞKUR) Istanbul Provincial Directorate assisted the project in channelling vocational training resources to it, assisting course graduates in finding jobs and ensuring coordination among vocational training institutions in Istanbul.

ÖZİMEK courses aimed at meeting three main needs simultaneously: training qualified personnel, providing jobs for unemployed people and creating training opportunities for employed people who are interested in advancing in their occupations. The driving belief was that these measures would raise living standards for the people of Istanbul. The project aimed explicitly at training personnel who are up-to-date in all technological

ÖZİMEK Training. Credit: İTO

areas, have specialized know-how, could use this information in production and would be capable of applying this training as industry develops. To meet these goals, the project utilized resources from formal educational institutions, including those that had become infrequently used. Even though the basic training area of ÖZİMEK was heavy industry, it expanded its efforts to the service sector to meet the high demand that became apparent after a few years. Areas of study in ÖZİMEK courses were determined by analysing other courses offered by public and private institutions in Istanbul and refining those choices based on market needs, thus adding a dimension of immediacy to the impact of the project. İTO's contribution was important in this.

ÖZİMEK found success within five years of its launch. Completed in 2012, it used idle resources and free timeslots in vocational high schools to reach 37,751 citizens; helped roughly 70% of its attendees receive a job offer, better salary or higher position; provided training in 171 areas of study at more than 90 schools; and exceeded many project objectives.[2] It drew on the resources of Istanbul Special Provincial Administration, Istanbul Provincial Directorate of National Education, the Istanbul Chamber of Commerce (İTO) and the İŞKUR Istanbul Provincial Directorate to create training courses that produce qualified potential employees.

ÖZİMEK's organizational structure was responsible for these outcomes. By channelling their efforts through a single entity, ÖZİMEK enabled the participant institutions to set aside institutional identities and help the project to thrive as a collaborative initiative. Further, the project had in place protocols to ensure its independence. Thanks to senior managers on the Steering Committee, the institutional capacities of the stakeholders were fully used to address any challenges within the project framework.

Another factor securing the success of ÖZİMEK's courses was the audit process. With the transparency brought through the auditing, programme implementation was not allowed to fail. In this capacity, a website, "Human Resources Market",[3] was developed by İTO to provide a platform for connecting employers and graduates—a feature unique to the project. Although attendees were uneducated and unemployed, their employment opportunities were ensured as the quality of graduates improved.

Market and Project Facts

In Turkey, unemployment is one of the main roots of economic and social problems—as it is globally. Sixty percent of the unemployed in Turkey are long-term unemployed, with youth accounting for 50% of this group. According to the 2012 data from the Turkish Statistical Institute (TÜİK), Turkey had 2.2 million unemployed people—a figure that tops 4 million people when short-term or seasonal workers were included.

Even with a labour force growing by 4 million since 2007 and as a country good at increasing employment, Turkey's problems in securing a constant source of qualified labour persist. Industrial markets lack qualified personnel, the business world's demand for labour with internationally competitive knowledge and skills is increasing, and too many young people face unemployment. Turkey's skilled labour force ranks 37th out of 60 competitive global economies.[4] In addition, Turkey imports advanced technologies and is in the group of countries that cannot ensure satisfactory productivity.[5] Improving the quality of and broadening access to vocational and technical training is thus needed, urgently.

According to a survey of 38,000 employers from 42 countries, Turkey ranks 4th in terms of businesses "having difficulty in filling jobs", especially those that require technical skills.[6] In particular, the lack of staff to bridge the gap between engineers and workers disrupts the industrial companies. Industrialists invest

millions of dollars in technical improvements, but have to entrust this high-cost machinery to people with inadequate skills because they cannot find qualified staff. Graduates of vocational and technical training courses generally work in out-of-field jobs for the minimum wage due to their lack of satisfactory work experience. Although most young people prefer a general or higher education to a vocational one, with around 230,000 graduating from universities annually, they find that merely completing university studies is not enough to guarantee a job.[7] This means that each year hundreds of thousands of young people join the unemployed. Educational institutions, by themselves, are inadequately developing the technical skill qualifications needed to meet industry's needs.

One of Istanbul's most important problems is unemployment among young people who are not university educated and who lack the skills for a job. Training needs to expand in Istanbul because people from all around Turkey migrate there. Further, Istanbul makes a substantial contribution to the country's economy by hosting many commercial activities and is the centre for the offices of many large companies. Thus there are not only many job opportunities, but also a population with varying skill levels. For these reasons, the demand for qualified personnel and the need to address the supply gap are particularly apparent.

The high unemployment rate and the need for qualified personnel in industry produced an opportunity for a cooperative project to ensure an appropriate training-employment pathway. ÖZİMEK was launched to meet this need, which stands out in several areas: in 2008–2009, 252,000 students received vocational technical secondary education, and some 802,000 people of all ages participated in courses offered by the vocational training centres and public training centres.[8] Yet the need for vocational training increases, given the heavy immigration.

Sectors Requested and Implemented

The Istanbul Special Provincial Administration made vocational and technical training needs a high priority in 2007, aiming to go beyond supporting formal training to help meet the need for qualified, intermediate personnel. ÖZİMEK came about to meet these objectives through the efforts of Hasan Büyükdede, the Chairman of the Provincial Council and a businessman.

As it would not be realistic to expect one institution to solve this multidimensional problem by itself, the Administration sought out comprehensive cooperation with several institutions. It operated in the belief that an effective and realistic project could only be carried out by a successful team of partners. The Administration contacted the Istanbul Provincial Directorate of National Education and Istanbul Chamber of Commerce during the project's "incubation period",[9] and, after discussions, reached an agreement on cooperation and partnership with them. ÖZİMEK went into effect when the cooperating institutions and the Office of the Governor approved the protocols.

Before starting its activities, ÖZİMEK analysed similar vocational and technical training projects and initiatives[10] to determine its main course offerings. It found that most other courses did not cover fields requiring investment in heavy industry and machinery. After reviewing unemployment-related reports and analyses of İTO and İŞKUR Istanbul Provincial Directorate, ÖZİMEK determined the majors likely to meet the needs of the private sector without duplicating existing courses. A total of 44 occupational areas based on machinery, metal molding, plumbing and pipe fitting, metalworks, welding, auto mechanics and press were the initial training majors.[11] ÖZİMEK shared all information about its courses through the official websites of the Special Provincial Administration, Chamber of Commerce and Provincial Directorate of National Education.

After determining the content, ÖZİMEK planned to train 500 people in 44 majors at 25 vocational high schools in 2007 and to award a certificate approved by the Ministry of National Education to graduates. The first courses had a budget of 3,116,119 TL (about $2.4 million[12]) at launch, supplied by the resources of the Special Provincial Administration with the power and responsibility granted by Articles 6 and 65 of Law No. 5302.[177] As this project carried an important social responsibility, participants did not have to pay to participate in the programme. Payments to all social partners participating in the project were ensured throughout the project (table 6.1).

TABLE 6.1 ÖZİMEK FINANCIAL AND OPERATIONAL FLOW, 2007–2012

	ANNUAL BUDGET (TL)	ANNUAL BUDGET ($)	PROVIDED BY İTO (TL)	PROVIDED BY İTO ($)	NUMBER OF SCHOOLS OFFERING COURSE	NUMBER OF MAJORS OFFERED	TOTAL NUMBER OF COURSE ATTENDEES
2007	3.116.119	~ 2.4 mil			25	44	3.853
2008	3.500.000	~ 2.7 mil	250.000	~ 193,000	58	97	7.708
2009	3.500.000	~2.3 mil	750.000	~ 485,000	51	95	8.356
2010	3.116.119	~ 2.0 mil			34	79	3.168
2011	N/A		N/A		87	171	8.847
2012	N/A		N/A		94	146	5.819
TOTAL					94	171	37.751

Source: Sözen 2011. Updated in accord with the latest data.Yearly average exchange rates used to calculate $ amounts, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx

Only a few days after course enrolment started, 2,900 people had applied to participate in the programme, far surpassing the original expectation of 500 people. As a result the objectives, programme and infrastructure needed to be revised immediately. The scope of the project expanded, and 8,500 attendees received training in 91 majors at 70 schools by the end of 2007. Some 3,500 of these attendees received a certificate—the first achievement signaling that ÖZİMEK would be successful. A questionnaire completed by 3,389 graduates in 2008 showed that 25% of the unemployed graduates, 858 people, found a job; 37%, 1,265 people, got a promotion or raise; and 14%, 493 people, changed their jobs.[14]

Later, ÖZİMEK distinguished itself from similar projects by developing the "Human Resources Market" portal to connect its graduates with İTO member companies. The portal served the dual purpose of offering employment to trained people and helping fill the companies' needs. In 2008 the Market offered information on roughly 4,000 registered course attendees, including their sector experience, training level and school graduation history. İTO promoted the portal through advertisements.

In March 2008 ÖZİMEK incorporated İŞKUR into the project. The Provincial Directorate of İŞKUR supported ÖZİMEK with its vocational and technical training-related resources and by facilitating the graduates' employment. ÖZİMEK opened new majors and began to include new vocational high schools owing to requests from both attendees and employers.

In 2009 some 8 million TL (around $5 million[15]) went to providing free vocational and technical training courses, with 300 hour (260 practical and 40 theoretical) courses being offered for each of 146 majors at 76 vocational high schools. A total of 16,213 attendees—14,877 of whom completed the courses—enrolled. For the same year, 3.5 million TL (around$2.3 million[16]) went to ÖZİMEK, and the number of attendees surpassed 20,000—18,387 of whom graduated. During these years, ÖZİMEK included both technical and service sector majors, such as grave digging and medical nursing,[17] to meet the needs of the economy.

Beyond offering employment and promotion opportunities to youth, ÖZİMEK promotes social responsibility. For example, the programme supported the inmates of Ümraniye T and E Type Prison in 2008 by offering training and certificates in eight areas: welding, natural gas interior piping, computer operation, painting and white washing, basic level sewing, basic electrical training, desktop publishing and computer assisted graphic design.

In 2010 ÖZİMEK expanded its programmes abroad. During the first phase the project team made bilateral visits to the United Kingdom and the Netherlands, examining vocational training courses and occupational standards. This period also saw a training and cooperation agreement with the Vienna Chamber of Commerce in Austria.[18] The number of attendees climbed to 24,093, of whom 22,112 were graduates. The programme's outcomes included 2,760 previously unemployed people finding a job, 1,714 changing their job and 4,471 increasing their salaries or receiving promotions.[19]

ÖZİMEK started 2011 with the aim of reaching 30,000 attendees but enrolled 30,042, yielding 28,026 graduates in 171 majors and at 87 schools. It won the award for "Best Corporate Social Responsibility Project", ranking first at the 7th World Chambers Competition in Mexico. İTO accepted the award on behalf of all stakeholders.[20]

In 2012, ÖZİMEK's final year, the "Human Resources Market" launched under the aegis of İTO. By its conclusion, the programme had reached 37,751 citizens, helping roughly 70% of them obtain a job, a better salary or a promotion.

Social responsibility

Beyond offering employment and promotion opportunities to youth, ÖZİMEK promotes social responsibility. For example, the programme supported the inmates of Ümraniye T and E Type Prison in 2008 by offering training and certificates in eight areas: welding, natural gas interior piping, computer operation, painting and white washing, basic level sewing, basic electrical training, desktop publishing and computer assisted graphic design. The project offered this disadvantaged group a range of opportunities for educational advancement and reform.[21] In 2010 ÖZİMEK offered a PVC joinery manufacture and assembly course to 12 children being rehabilitated through the Eyüp Ağaçlı Children and Youth Center operated by the Juvenile Courts.[22]

Other courses targeted the military, including the soldiers in Harbiye Officer's Club, 3rd Command of Army Corps, Dikimevi Gendarme Command and Maltepe Fenerbahçe Officer's Club and Social facilities. In addition, ÖZİMEK offered a course for caregivers through the Darülaceze Institution, web design courses for visually impaired citizens and several courses to help the maritime sector reduce the number of occupational accidents at its docks.[23]

The Model: An example of Partnership for Solutions

ÖZİMEK's objective was investing in people in a manner that reflected society's modern information technology needs. It accomplished this by training intermediate personnel and offering occupational information to those who have at the minimum requirement of graduating from elementary school.[24] Strict protocols outlining ÖZİMEK's implementation and growth ensured its independence and institutionalization. This independence and institutionalization separated the project from the bureaucratic processes of centralized administration and participant institutions.

Cooperation in action

ÖZİMEK was governed by three bodies—Course Steering Committee, Sub-Committee, and Audit Committee—with the project partner institutions represented in the Course Steering Committee.

The Steering Committee, chaired by the Special Provincial Administration Deputy Secretary General, had 15 members. As the Steering Committee members were senior management at their home institutions, ÖZİMEK was able to extract the maximum benefit from the capacities of participant institutions. The Steering Committee met at least twice a week to manage its responsibilities. The meetings addressed protocol development and application, school and major selection, problem solving and institutional coordination.

The Sub-Committee consisted of six members of the Steering Committee: three school directors, the Branch Director of Istanbul Provincial Directorate of National Education and representatives from the Istanbul Special Provincial Administration and İŞKUR Istanbul Provincial Directorate. The committee gathered at least bimonthly, holding additional meetings when necessary. The Sub-Committee analysed the programme proposals, taking into consideration criteria including the project's budget, geographical distribution of similar programmes, priority of the course's subject, course's attendee structure, sector's needs and previous success of the proposing school. The full Steering Committee made final approval.[25]

One of the most important factors in ÖZİMEK's success was the Steering Committee's audit process. All Steering Committee members were also members of the Audit Committee, which was responsible for the day-to-day management of the audit process. In total seven teams, consisting of two people from different institutions, carried out weekly audits The Chairman of the Steering Committee participated in these audits each month on a rotating basis.

Audits ran, unannounced, from the first month of the course until its completion. Auditors used a performance monitoring form developed by the Steering Committee that included the signature of school directors. Feedback came in the form of individual interviews with course attendees and teachers, and audits included the opinions and suggestions of all of stakeholders.[26] Establishing a rotation so that different teams performed each audit helped ensure the audit was independent and impartial and made it possible to convey the information to the audit teams continuously and regularly.

The information gained in these audits determined the programme's next steps. When a course experienced a problem the Steering Committee visited to follow up in the same month. ÖZİMEK closed courses if they did not live up to the programme's principles or if the number of course attendees fell below 12 due to absences.[27]

To develop the training models ÖZİMEK analysed schools that were candidate course centres (figure 6.1). The programme prioritized districts where immigration rates were high and centres where it was likely to

find high crime rates. Other factors included the institutional management's success, training staff quality, physical capacity, sector relationships and course equipment requirements. In addition the schools' status in the eyes of the public and the private sector was a factor. Before opening ÖZİMEK courses the number of teachers per course, machinery-material and installations, practice materials, training programmes and workshop organization were also examined. ÖZİMEK courses appeared in around 85 schools, 30 or 40 of which were constantly involved.

All of the programme's courses and majors required the approval of Provincial Directorate of National Education, which gave consideration to the number of teachers and other conditions at the individual schools. ÖZİMEK directed to İŞKUR training requests not included in the protocol and not covered by the framework.

Course basics

The first day of the courses started with the explanation of the project and the course, along with an introductory film explaining ÖZİMEK and course requirements. As the training courses, which usually lasted four months, were free, trainees were expected to express their commitment beforehand to avoid low attendance. Vocational and technical training accounted for 85% of course programmes, while social-cultural fields accounted for the remaining 15%. The combination meant that graduates not only acquired a profession, they also found the opportunity for personal development. Vocational and technical courses minimized theoretical knowledge in order to maximize students' practical training.

The first curriculum, developed with MEGEP (Strengthening the Vocational Education and Training Project) in 2007, used a formal education curriculum and required renewal by the Ministry of National Education biannually. The curriculum renewal involved ensuring that courses met the programme's requirements, responded to curriculum-related suggestions and complaints derived from the auditing process and addressed the needs of the private sector given the resource constraints of the Ministry of National Education.

ÖZİMEK scheduled courses during the downtime of the vocational schools: evenings, weekends, midterm and summer breaks.

Courses needed at least 20 applications and 12 attendees or ÖZİMEK would cancel them. While no payment was required, attendance was compulsory. Although the minimum course requirement was elementary school graduation, some majors required the attendees to have graduated from a vocational high school. Applicants were given priority based on interviews, with unemployed people possessing basic knowledge in certain majors receiving the highest preference. Those attendees who were employed but lacked technological qualifications were given second preference. Finally, unemployed engineers and university students received admittance, unless they had graduated from vocational high schools less than three years prior to the course start date. The basic knowledge that most course attendees had ensured their rapid improvement.

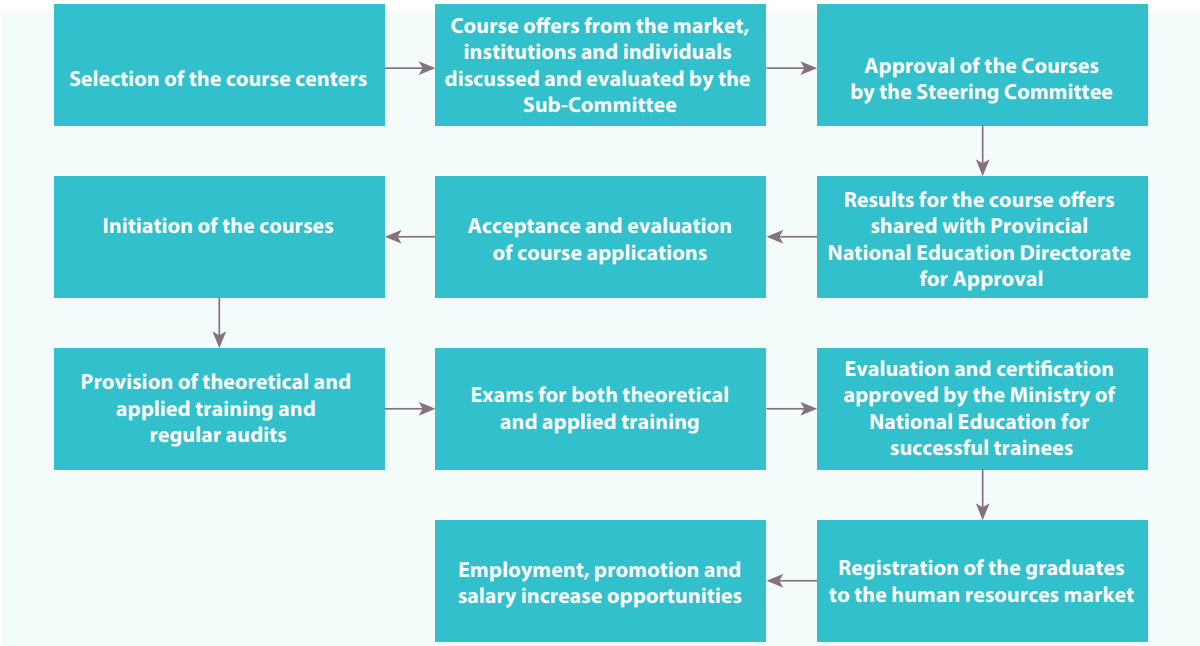
ÖZİMEK scheduled courses during the downtime of the vocational schools: evenings, weekends, midterm and summer breaks. Students applied at locations announced on the websites of the stakeholders, including the Provincial Directorate of National Education, Şişli Industrial Vocational High School, Bağcılar Industrial

Vocational High School, Ümraniye Industrial Vocational High School, and Üsküdar Haydarpaşa Industrial Vocational High School. Thanks to word-of-mouth promotion, people became aware of the project: the senior classes receiving training spread the word to their social environments, teachers used their own channels to market the courses and course attendees publicized the courses in the involved businesses.

The courses ended with theoretical and applied exams proctored by the instructing teachers. One recommendation arising from ÖZİMEK's experience is that the exams would be more reliable if the testing and assessments were carried out through a centralized exam system, with independently set exams held at schools and proctored by teachers who were not associated with the training.

Successful attendees received their Ministry of National Education–approved certificates from the institution authorities. The failure rate was about 15%, generally due to absenteeism.

FIGURE 6.1 ÖZİMEK TRAINING MODEL



Key Factors

One of the factors contributing to ÖZİMEK's effectiveness was that it worked as a single institution. Participating institutions did not promote their own identities. The programme acted supra-institutionally, executing necessary changes without delay and quickly incorporating stakeholder feedback. ÖZİMEK's auditing procedures were essential to this process, which increased training quality.

A second factor in the model's success was its responsiveness to the market. İTO's contribution to the project was partly responsible for this, as its members participated in 90 occupational committees and some 500 subsector groups and used their knowledge to define the human resources needed in the market. In addition, the "Human Resources Market" developed by the Istanbul Chamber of Commerce for course graduates served as a platform connecting ÖZİMEK to the market by matching graduates with employers.

The final factor in ÖZİMEK's success was its commitment to quality. The programme offered courses in schools meeting EU standards, and participants received training with the up-to-date modules under MEGEP (later modified in line with sector demand).[28] In addition, ÖZİMEK paid stakeholders for their efforts, increasing the programme's reliability. That the teaching staff received three times the normal hourly wage was important in ensuring quality and motivation.

Results

ÖZİMEK showed how public institutions can work together towards developing training using actual, sector specific information. It also revealed that it is possible to provide demand-driven vocational and technical training that contributes to students' personal and professional development. ÖZİMEK helped educational institutions learn about working with businesses and helped teachers learn about industry's needs. At the same time, industry observed an increase in the capacity and productivity of human resources due to this cooperation.

Forty percent of attendees found a job, and more than 30% of the employed attendees got an increase in salary or a promotion, helping make ÖZİMEK an example for other projects. For example, in 2011 İTO started work on an International Vocational and Technical Training Project to meet the need for qualified, Turkish-speaking personnel in Turkish companies with investments in the Balkans, Caucasus, Central Asia and Africa. İTO signed a protocol agreement with TİKA and Turkish Vocational Training Courses (TÜRKMEK), initiating a project in 2012. Hosted under TÜRKMEK's scope, the new project involves 25 people from seven countries and is projected to last for four years.[29]

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7. SÜTAŞ'S CONTRIBUTIONS TO SKILLS ACQUISITION: VOCATIONAL COLLEGE PARTNERSHIPS AND SÜTAŞ DAIRY FARMING APPLIED EDUCATION CENTRES

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Summary:
Sütaş, a leading dairy products producer, signed a partnership protocol with Uludağ University in 1996 with the goal of improving private sector–university collaboration in vocational education. The partnership established the Sütaş Dairy Farming Education Centre to provide practical field experience and theoretical training for the students of Karacabey Vocational College (VC) Department of Livestock Breeding.

In 2000, Sütaş signed a protocol with the Turkish Ministry of Food, Agriculture and Livestock (MFAL) to train dairy farmers, animal keepers and technical personnel in dairy breeding techniques.

Key features:

- Identification of the lack of skilled labour in dairy production value chain and targeting it through vocational education and training.
- Partnership framework with academia leading to long-lasting impact.
- Offering opportunities for learning by doing, establishment of the training farms.
- Empowerment of vocational schools.

RESULTS

More than **15,000** people, including farmers, producers, entrepreneurs and students trained

70% of trained farmers reported increase in milk productivity

The satisfaction rate of students: **84%**

45% of trained farmers reported higher income and profitability.

Turkey aspires to have one of the five largest agricultural economies in the world by 2023. Increasing meat and dairy exports will be key for meeting its goal of producing $50 billion worth of agricultural output and $40 billion in agricultural exports. According to the Turkish Statistical Institute (TÜİK), in 2012 Turkey had around 14 million cattle and 35,800 million sheep and goats. In addition, Turkey's milk registration system covers 79 provinces, 950 towns, and 20,000 villages, providing 1.4 billion TL in tax revenue in 2011.

Sütaş has high standing in the country's dairy products industry, earning $250 million in exports and $16.8 million in milk production.[1] Its mission is to offer "natural and tasty dairy products that increase quality of life, health, and happiness".[2] One of the company's long-term goals is increasing per capita milk consumption to the level seen in developed countries.

Since its establishment, Sütaş has focused on producing milk and dairy products using an integrated business model—"From Farm to Fork"—that covers feed agriculture, animal husbandry, production and distribution. The company aims to produce high-quality milk and dairy products by controlling all components of the value chain.[3] For Sütaş, training activities and social responsibility are part of the dairy value chain that delivers milk to consumers.

Sütaş's cooperation with universities, vocational colleges (VCs) and Sütaş Dairy Farming Centers is evaluated within this framework. This study will first present the goals of the Sütaş vocational education and training initiative and its chronology. It will then discuss management of the initiative, the business model, and the developmental impact of the initiative, as well as constraints faced by the initiative and efforts to overcome them. Its last section consists of outcomes and target goals for the future.

Background and Goals

The goals of Sütaş's vocational and education training efforts are to:

- Contribute to increasing the number of trained technical personnel in and the amount of high-quality raw materials produced by the dairy farming sector.
- Support the healthy growth of the milk sector.
- Produce reliable and beneficial goods for consumers and society.
- Contribute to the national economy by meeting national demand and producing dairy products with high export value.
- Create new business and employment opportunities.

Sütaş aims to change the milk and dairy products sector by promoting social responsibility through its educational efforts and achieving a sustainable corporate structure by improving the sector's business climate. Specifically, Sütaş hopes to ensure that animal husbandry is perceived as a proper job, increase the academic and practical knowledge of producers who have not completed academic training, increase productivity, improve the sector through academic partnerships and secure sustainable, efficient and high-quality raw milk production and consumption.[4]

The Sütaş vocational education and training initiative started in 1996 with the signing of the University-Industry Partnership protocol with Uludağ University. In 1998 the partnership established its first Sütaş Dairy

Credit: SÜTAŞ

Farming Applied Education Center (AEC) near the Sütaş milk factory in Karacabey to offer applied training to the students of Uludağ University Karacabey VC.[5] In 2000 the Ministry of Food, Agriculture and Livestock (MFAL) signed a protocol with Sütaş to train cattle breeders, animal keepers and technical personnel at the centre.[6]

In 2009, Sütaş and the Aksaray University Presidency established Aksaray AEC by signing a partnership protocol specifying that the Sütaş Central Anatolia Dairy Farming Project would provide applied training courses and internships to Aksaray VC students. In addition Askaray VC would provide dairy farming training courses to producers.[7]

The initiative acquired an international dimension in 2012, when Denmark's Kold College joined the education partnership protocol between Sütaş and Uludağ University.[8] The company also expects to open new education centres in other regions in accord with its investments and to promote dairy farming training courses throughout the country.[9]

Karacabey and Aksaray AECs are important components of the Sütaş South Marmara and Central Anatolia Dairy Farming Projects, and they are among the most successful and inspiring models of university-industry partnerships. For 17 years, Sütaş has collaborated with institutions such as Uludağ University, Aksaray University, and MFAL to train more than 15,000 students, entrepreneurs and producers, free of charge. In addition Sütaş supports raw milk suppliers and cooperatives, other farmers and suppliers in dairy production by helping them update their knowledge and skills at the two AECs. Sütaş hopes that its efforts spur the interest of successful VC students in the dairy breeding sector and increase the sector's number of qualified human resources.[10]

Business Model

Sütaş is the initiative's only private sector stakeholder. Its Agricultural Activities Department implements the vocational education and training initiative, which has two main components. The first component consists of providing hands-on training to VC students in dairy farming, animal husbandry, milk and dairy product technology, laboratory and veterinary health and animal food technology and nourishment. The second component consists of training farmers, producers and entrepreneurs in the new technologies and developments of dairy production and allied fields.

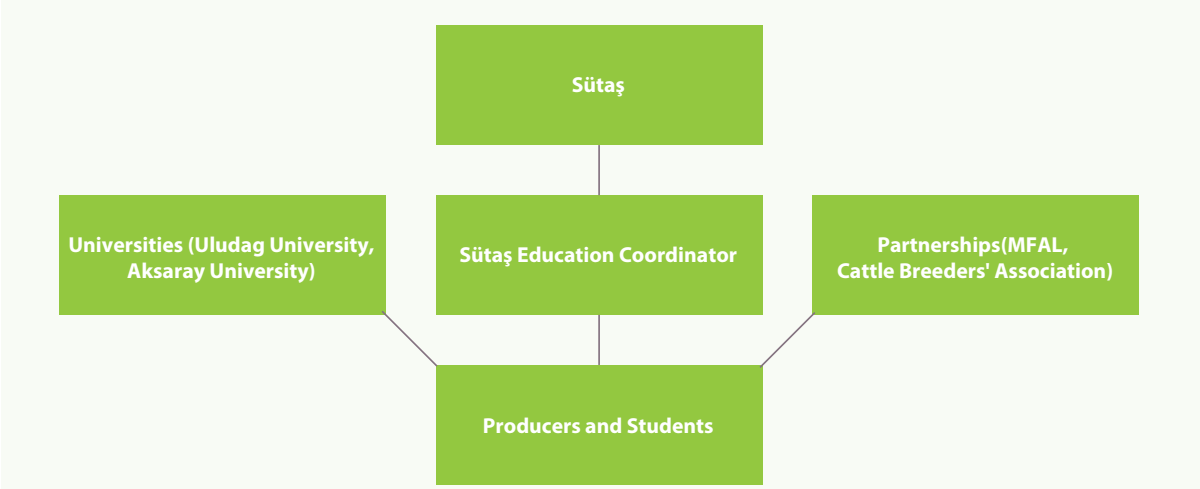
In the formal education programme, VC students have the chance to receive applied training courses two or three days a week at Sütaş education centres. Successful students earn scholarships, intern at Sütaş facilities and find employment after graduation. These activities increase the demand for training at Sütaş-supported VCs, which in turn increases the number of qualified human resources in the sector.

The AEC's student training model emerged from the partnership with Uludağ University, the applied training courses offered at the Karacabey VC and the founding of the first AEC. Karacabey VC's increasing importance for the farming and animal husbandry sectors and the dairy breeding sector's rising demand for qualified technical personnel were also important for the model's development.[11]

Because Sütaş organizes and finances the training courses, participants do not pay a fee to attend. Based on the protocols, academics from universities and experts from MFAL take part in teaching, as do Sütaş's own technical employees and trainers from the Cattle Breeder's Association (figure 7.1). Course participants receive a certificate approved by MFAL and Sütaş. Discussions are ongoing over distributing certificates approved by the Ministry of National Education.[12]

The training programmes at Karacabey and Aksaray AECs were developed by MFAL, Uludağ and Aksaray University Presidencies and Sütaş. An expert team led by the Sütaş Education Coordinator and working under the aegis of the partnership developed the instructional content. Sütaş ensures that the courses use up-to-date technologies and techniques by organizing a biannual "partnership in education" meeting. The meetings bring together academics, experts and institutional representatives to address topics such as updating the curriculum and increasing the variety of programme publications.[13]

FIGURE 7.1 ORGANIZATION OF DAIRY FARMING APPLIED EDUCATION CENTRES



Each institution contributes its expertise and resources to the partnerships. Sütaş provides material and intangible support to the skills development efforts by establishing the necessary infrastructure for both theoretical and practical training. The universities assign academics as trainers. MFAL's role is sharing knowledge of vocational, legal and producer support practices by assigning experts to teach.[14] The Cattle Breeder's Association increases trainees' awareness of cooperative efforts in animal husbandry.

More formally, the institutions have the following responsibilities:[15]

Sütaş: As the main implementer of the initiative, Sütaş provides the necessary infrastructure for the training courses, coordinates all partners and finances the initiative. Sütaş is responsible for: planning and implementing the training courses; preparing and distributing educational materials; hosting trainees at the training centres; paying course fees; organizing the "partnership in education" meetings and contributing to new courses and programmes.

Uludağ and Aksaray universities: These institutions provide academic personnel for the courses and help prepare educational programmes and publications.

MFAL provincial directorates: Much like the universities, these institutions provide technical personnel for dairy farming courses and help prepare new programmes and AEC publications. In addition, they support trainees' summative examination process and assist in distributing participation certificates.

Cattle Breeders' Association: This association runs the "organization in animal husbandry" class at the dairy farming courses, supports preparation of new education programmes and promotes the participation of new trainees in the courses.

Signing the protocol with Denmark's Kold College in 2012 added an international dimension to the Sütaş vocational education and training initiative. This protocol, involving Uludağ University, Sütaş and Kold College, establishes joint education and training projects, including EU lifelong learning programmes, among these three institutions. The partnership offers internship and vocational education and training opportunities to students, teachers and technical personnel. Kold College provides consultancy and training support for Sütaş's Dairy Farming and Technologies VC and AECs by offering education opportunities at the EU level.[16]

The Education Coordinator orchestrates these activities by communicating with partner institutions, producer associations, cooperatives, MFAL provincial and district directorates and other local authorities. Further duties of the Coordinator include organizing all courses, updating AEC publications, coordinating new publications, promoting the AEC's activities and working to increase producer participation in the courses.

Highlights of the Karacabey VC Partnership

Evaluating the success of Sütaş's first experience with a university-industry partnership model—the cooperation with Uludağ University–Karacabey VC—required examining students' views of the AEC's training courses, the role of scholarship and internship opportunities in these training courses and the other opportunities that Sütaş offered to VC students.

Sütaş encourages more and better qualified students to choose dairy farming programmes. Following the university entrance exam, the top three students registering for the Karacabey VC from each programme receive two year vocational education scholarships from Sütaş. This practice appears in the official university exam guidelines. Sütaş also provides English training scholarships to successful students in the first grade of dairy farming programmes. Students also have paid internships opportunities at the Sütaş's milk factory, animal food factory, dairy farming facilities or AEC farms during the summer. In addition, they have the chance of employment at Sütaş later on, with possible overseas career opportunities for successful candidates.

By contributing to the supply of qualified technical personnel in the milk industry, the animal food industry and dairy farming more generally, the initiative enables these industries to grow faster. The applied training courses enable knowledge and experience exchanges with employees in the industry, giving students a stronger sense of belonging to the sector. These factors increase the success of the initiative. Sütaş's own technical employees contribute by offering vocational courses and seminars at Karacabey VC.

The Karacabey VC Student Milk Society was launched in 2009 with the support of Sütaş to increase the public awareness about the importance of milk in nutrition and to promote sociocultural activities among VC students. Sütaş has also provided assistance to the annual Dairy Farming Student Congresses since 2012, where successful students receive awards.[17]

Credit: SÜTAŞ

Highlights of the Farmer-Producer-Entrepreneur Training Courses

Although Turkey's 2012 milk production was 17 million tons,[18] its milk productivity across the country was only one third of the EU average rate for 2011.[19] Because producer training courses are critical to increase efficiency and spread best practices, Sütaş provides free, four-day courses covering these materials at its AECs. Trainees are taught by academics, technical personnel from the MFAL provincial directorates, experienced freelance veterinary surgeons, and technical experts from the Cattle Breeder's Association and Sütaş. Sütaş emphasizes that the expertise of producers in topics such as feeding, milking and nursing should be complemented with modern practices in animal husbandry.[20]

The training courses have two parts: a theoretical component taught in classrooms and an applied component implemented at the AEC farms. These courses are open to all literate producers across Turkey. Trainees who complete the course receive a certificate authorized by Sütaş and MFAL as well as all 11 AEC

publications and a training CD.[21] All trainees receive a course on dairy farming investment, helping them to establish their own company. A one-day course on dairy farming investment and feasibility is offered to large investors as well.[22]

Sütaş's promotional activities for these courses also create value for its partners. The company provides information about producer training courses at Karacabey and Aksaray AECs on its website and through other platforms. MFAL also announces course dates to its organizational network and relevant cooperative associations.

A farmer who attended a course, İshak Şimşek, described its benefits:

> ***"I am both a producer and a farmer. I applied for this training because it is under Sütaş and came here to correct my mistakes. With the courses, more and more I recognized the inept steps I took in animal breeding. I became aware that the right measures can boost the average amount of milk obtained. After the training, with the steps I have taken, productivity in my farm per animal has increased around 50%".[23]***

Development Values Created

Skills generation and improved employability: Through these university-VC partnerships and their producer training courses, the target groups are better off in terms of their skills, employability and potential success as entrepreneurs. Students acquire the skills needed in the dairy products sector, and farmers learn about appropriate, up-to-date measures that raise productivity.

Regional development: The Sütaş university-industry partnership model can be evaluated in the context of a comprehensive regional development approach. Sütaş places its AECs around its production facilities, and its training contributes to the development impact of these investments. A 2012 document, the *Impact Analysis of the Sütaş Aksaray Integrated Plant Report*, reviews investments for the AEC in Aksaray and its farm and finds that Sütaş has created 17,000 direct or indirect job opportunities through its training programmes in the Aksaray region.[24]

I am both a producer and a farmer. I applied for this training because it is under Sütaş and came here to correct my mistakes. With the courses, more and more I recognized the inept steps I took in animal breeding. I became aware that the right measures can boost the average amount of milk obtained. After the training, with the steps I have taken, productivity in my farm per animal has increased around 50%.

Integration of disadvantaged groups into the economy: VC students are provided with opportunities for scholarships, internships and employment after graduation. These opportunities are especially significant for disadvantaged groups because they increase access to sustainable incomes and improvements in their life standards.

Advantages for small raw-milk producers: These farmers have raised their productivity through training that boosts their competitiveness and makes the sector more sustainable by strengthening the value chain.

Private sector development: The courses contribute to private sector development by helping meet the demand for a qualified labour force.

Mobilizing stakeholders: Sütaş's partnerships and cooperation with other institutions increase the model's development impact. Universities gain experience in working with industry on education quality, applied training, lifelong learning, and the like. Partnerships with ministries are also important for strengthening public-private partnerships.

Constraints and Responses

While Sütaş vocational education and training initiative has a good model, it has had limited impact at the scale of Turkish dairy industry. The two AECs can train only so many students, as the programme's capacities limit the training period and applied education opportunities and not all producers are located nearby. Sütaş aims to remedy this by expanding the number of AECs and its investments. According to Sütaş, one of the main goals of the sector should be that all producers receive training courses. If the initiative receives support either from the EU Funds or Regional Development Projects, it can train more people and expand the outcomes of Sütaş's initiative.[25]

Another current limitation is the programme's lack of female students. In dairy farming, women mainly carry out nursing, feeding, milking and similar duties. Women, too, must attend producer training programmes to boost sector efficiency and productivity.[26]

Sütaş carries out regular survey studies to evaluate the success of its programmes and identify producer training needs.[27] It subsequently modifies its training courses in line with the studies' findings. For example, efforts are under way to extend the duration of courses and applied training. Sütaş also improves its programmes by regularly exchanging information with other institutions, including MFAL, the Ministry of National Education, the Ministry of the European Union, the Ministry of Development, Ziraat Bank General Management, universities, VCs and the Cattle Breeder's Association.

SÜTAŞ Dairy Farming Applied Education Center. Credit: SÜTAŞ

Results

As of December 2013, more than 15,000 people, including farmers, producers, entrepreneurs and students, have been trained at the AECs. Around 14 trainers are assigned to each AEC, and each year around 1,200 trainees participate in the programme.[28]

An independent research firm conducted a study to assess the initiative's outcomes. After phone interviews with 400 people, including students, graduates, farmers and investment groups in the Karacabey region, the firm reached the following conclusions:[29]

- The satisfaction rate of students from the Sütaş applied training courses was 84%;
- Among the reasons why students choose Karacabey VC for their education, 26% of those interviewed highlighted the partnership with Sütaş;

- 86% of the students from Karacabey VC plan to work in the area in which they were trained after graduation;
- 64% of graduates currently have a job and around 50% are working in an occupation relevant to dairy farming; and
- 45% of farmers stated that their reason for attending the training courses was to improve their knowledge of animal husbandry, while 32% intended to improve their vocational expertise. About 70% stated that the milk productivity of their farms increased after the courses, and 45% claimed that their income and profitability increased as a result.

Sütaş created a successful model for university-industry partnerships by collaborating with VCs to create education centres and train students and producers. Furthermore, the Karacabey AEC provides a superlative model because its partnership with the private sector helps satisfy most students' stated intention to pursue careers in their training areas. These results create significant value in terms of labour force supply. The programme also succeeded in addressing the sector's need for qualified employees, as 50% of graduates are employed in the sector they were trained for. In addition, producer training courses contributed to productivity and profitability.

SÜTAŞ Dairy Farming Applied Education Center. Credit: SÜTAŞ

The *Impact Analysis of Sütaş Aksaray Integrated Plant Report* evaluates educational investments, finding that the Sütaş Aksaray Integrated Plant employs 951 people and will contribute around $14.6 billion to the regional economy over 2012–2020.[30]

When evaluated in terms of the overall effect of the initiative's different components, it becomes clear that Sütaş's efforts contributed to the production of good quality milk and helped create opportunities for consumers, dairy producers and investors. The initiative can also be regarded as a regional development initiative because it mobilizes regional public and private stakeholders.

Goals for the Future and Other Possible Areas of Improvement

One of the most important goals of the Sütaş initiative now is to increase the number of Sütaş AECs and make new investments in different regions. As it did in Karacabey and Aksaray, Sütaş plans to set up AECs in the form of integrated plants in each region where it invests. It foresees four AECs in total in Turkey. After it makes the necessary investments, it will establish partnerships with local universities. Sütaş's goals by period are listed, below.[31]

Short-term goals

- Ensure that the education centres provide training courses throughout the year with full capacity.
- Increase the programme's capacity beyond its current 1,200 trainees per year (the number of trainees could be doubled through capacity building if demand increases).

- Increase the duration and variety of training courses.
- Ensure greater participation of women.
- Provide resources for transportation and cover trainee accommodation costs (through EU Funds, MFAL, regional development agencies, and the like).
- Increase milk productivity per animal at dairy farms in Turkey from 10–12 litres to 20–25 litres; increase the somatic cell and bacteria numbers in raw milk to the national target level and increase the quality of raw milk.

Medium-term goals

- Cooperate with the Ministry of National Education and the Ministry of EU in vocational education and training, distribute vocational training certificates conforming with EU standards, use national and international funds, if needed, increase both the number of education centres and trainees, introduce a distant learning system, and offer training in animal keeping.
- Open new education centres. (There is work ongoing in the Bingöl region to establish a new one).
- Include new universities in the partnership portfolio. (Discussions are under way with Bingöl University in Turkey and Skopje University in Macedonia.).
- Increase the daily milk productivity of dairy farms to 25–30 litres and raw milk productivity to EU levels.

Long-term goals

- Establish an international research and education centre for dairy farming and technology.
- Set up a three-year vocational college to provide dairy farming and technology training and to ensure that all student and producer training courses reflect international standards.

In order to realize these goals, it is vital that Sütaş continue to lead this initiative and establish partnerships with other stakeholders.

Proposed steps

Several changes can enhance the impact and reach of Sütaş's initiative and contribute to skills generation and productivity. The foremost involves altering the approach to producer training courses. In the case writeshop, participants emphasized that to improve modern animal husbandry and increase raw milk quality in the medium to long run, MFAL should oblige producers to undergo dairy farming training courses. The public authorities and development institutions should establish additional education centres in certain areas throughout the country.

Partnerships should be strengthened so that they can effectively contribute to issues such as transportation and accommodation costs, which would increase the number of participants. Multi-stakeholder partnerships can reach more producers and offer more practice-oriented and comprehensive training courses.

A final, important activity for the future is awarding certificates approved by the Ministry of National Education at the end of producer training courses rather than the simple course participation certificates. In development projects, it has been shown that certificates empower individuals economically and socially, enhancing their image vis-a-vis other groups in the society.

NOTES

1. Duman 2013.
2. Sütaş 2013.
3. Sütaş 2012,p. 3.
4. Taken from the notes of case writeshop study on 5 April 2013.
5. Uludağ Üniversitesi and Sütaş A.Ş. 1996.
6. This protocol was lastly renewed in 2009. See "Tarım ve Köyişleri Bakanlığı—Sütaş A.Ş. Süt Sığırı Yetiştiricilerinin Eğitiminde İşbirliği Protokolü". [Turkish Ministry of Food, Agriculture and Livestock—Sütaş. Partnership Protocol in Educating the Animal Keepers for Milk Production]
7. Aksaray Üniversitesi, Aksaray Meslek Yüksekokulu—Sütaş A.Ş, "Yüksekokul Öğrencilerinin ve Yetiştiricilerinin Eğitiminde İşbirliği Protokolü", [Partnership Protocol for the Education of Highschool Students and Animal Keepers] (9 December 2009).
8. Uludağ Üniversitesi, Sütaş, and Kold College 2012.
9. Taken from the notes of the case writeshop study on 5 April 2013.
10. Duman 2013.
11. Taken from the notes of the case writeshop study on 5 April 2013.
12. Taken from the notes of the case writeshop study on 5 April 2013.
13. Taken from the notes of the case writeshop study on 5 April 2013.
14. Tarım ve Köyişleri Bakanlığı and Sütaş A.Ş. 2009, Articles 5 and 10.
15. Information provided by Sütaş.
16. Uludağ Üniversitesi, Sütaş and Kold College 2012.
17. Information about the education were provided by Karacabey VC and were discussed in the case writeshop on 5 April 2013.
18. TÜİK 2012.
19. Batı Akdeniz Kalkınma Ajansı 2011.
20. Taken from the notes of the case writeshop study on 5 April 2013.
21. "Süt Hayvancılığı Eğitimi Sütaş'ın sosyal sorumluluk projesidir" [The Education on Livestock Breeding is the Social Responsibility Project of Sütaş]. Sütaş Süt Hayvancılığı Eğitim Merkezleri. Sunumu (2012), pp. 7–11.
22. Taken from the notes of the case writeshop study on 5 April 2013.
23. Taken from the notes of the case writeshop study on 5 April 2013.
24. Yeldan, Kamil, and Özsan 2012.
25. Taken from the notes of the case writeshop study on 5 April 2013
26. Taken from the notes of the case writeshop study on 5 April 2013.
27. See Ek 1—Kursiyer Memnuniyet Anketi Örneği [Example of the Survey on Trainee Satisfaction]
28. Taken from the notes of the case writeshop study on 5 April 2013.
29. "Sütaş Değerlendirme Araştırması" [Sütaş Evaluation Research]. Siainsight. 2013.
30. Yeldan, Kamil, and Özsan 2012.
31. Information provided by Sütaş.

8. UMEM SKILLS'10 PROJECT

ASSOC. PROF. ÖZLEM ÜNLÜHİSARCIKLI

ÇAĞLAYAN ARSLAN

YILMAZ ERGUN DİNÇ

Country-wide • Turkey

Summary:
A nationwide partnership between TOBB, Ministry of Labour and Social Security, Ministry of Education and TOBB Economy and Technology University (TOBB-ETÜ) launched UMEM in 2010 with the goal of increasing employment.

The project aims to improve employment-generating mechanisms and productivity by addressing the needs of the labour market. The object is increasing the effectiveness of vocational schools by reorganizing the educational system, strengthening the educational and technological infrastructure and ensuring the participation of chambers of commerce and employers in vocational education and training.

Key features:
- Strong private sector engagement and leadership.
- Implementation of labour needs analysis and capacity building.
- Monitoring and evaluation.

RESULTS

Formed provincial Course Management teams.

More than **70,000 trained,** with **70% employed**.

106 million TL worth of infrastructural investment.

More than **6,000** teachers trained

Introduction

Unemployment in Turkey is a pressing problem (table 8.1), despite fluctuations in unemployment rates.

Unemployment is higher for women than men, in cities than rural areas and in non-agricultural work. One of the key factors in unemployment is youth unemployment, as seen in the 25.3% youth unemployment rate in 2009 (see table 8.1). Although the youth unemployment rate decreased from this peak to about 18.7%, it remains nearly double the average of about 9.7% in 2013 (table 8.2).

The organizational and production mechanisms in Turkey's industrial and service sector have experienced changes due to the technological developments of recent decades, when low-technology methods gave way to intermediate- and high-technology. The skills required by the labour force thus changed, and new jobs requiring advanced technological skills came into existence while some traditional jobs disappeared.

Consequently, many people, especially those who lacked the opportunity to acquire new skills, became unemployed. Low-cost labour in Asia contributed to a decline of the labour force in labour-intensive sectors in Turkey. At the same time a skills deficit in Turkey has meant that positions that require a specialized skill set could not be filled.[1]

The skills and the quality of the labour force have a direct impact on economic development. Because the unemployment rate stems from a skills mismatch rather than economic trends, the mismatch is one of the largest obstacles to decreasing the rate and thus revitalizing economic growth.[2] The lack of qualified employees available for recruitment is a structural unemployment problem in the labour market. Solving these problems will be important both in increasing GDP per capita and in developing the private sector. A productive society takes form as the country develops its industry, which implicitly involves, and directly affects, private sector actors.[3]

(From left to right) Minister of Labour and Social Security, Faruk Çelik; Minister of National Education, Prof. Dr. Nabi Avcı; and TOBB President Rifat Hisarcıklıoğlu. Credit: TOBB

TABLE 8.1 LABOUR FORCE PARTICIPATION AND EMPLOYMENT, 2008–2013

	2008	2009	2010	2011	2012	2013
Noninstitutional population (000)	69,724	70,542	71,343	72,376	73,604	74,457
15 years and above population (000)	50,772	51,686	52,541	53,593	54,724	55,608
Labour force (000)	23,805	24,748	25,641	26,725	27,339	28,271
Employment (000)	21,194	21,277	22,594	24,110	24,821	25,524
Unemployed (000)	2,611	3,471	3,046	2,615	2,518	2,747
Those not included in labour force (000)	26,967	26,938	26,901	26,867	27,385	2,7337
Labour force participation rate (%)	46.9	47.9	48.8	49.9	50	50.8
Unemployment rate (%)	11.0	14.0	11.9	9.8	9.2	9.7
Nonagricultural unemployment (%)	13.6	17.4	14.8	12.4	11.5	12.0
Unemployment for ages 15–24 (%)	20.5	25.3	21.7	18.4	17.5	18.7

Source: TÜİK (2014).

TABLE 8.2 LABOUR FORCE PARTICIPATION AND EMPLOYMENT, APRIL 2014

	TOTAL	URBAN	RURAL	MALE	FEMALE	15-24 AGE GROUP
Noninstitutional population (000)	74,457	50,885	23,572	37,026	37,430	11,563
15 years and above (000)	55,608	38,129	17,479	27,411	28,197	
Labour force (000)	28,271	18,907	9,364	19,597	8,674	4,584
Employment (000)	25,524	16,736	8,788	17,883	7,641	3,727
Unemployed (000)	2,747	2,171	576	1,714	1,033	857
Those not included in labour force (000)	27,337	19,222	8,115	7,814	19,523	6,979
Labour force participation rate (%)	50.8	49.6	53.6	71.5	30.8	39.6
Unemployment rate (%)	9.7	11.5	6.1	8.7	11.9	18.7
Nonagricultural unemployment (%)	12.0	—	—	—	—	—

Source: TÜİK (2014).

UMEM Skills'10: Skill Gaining and Employment Campaign

The Specialized Vocational Training Centres (Uzmanlaşmış Meslek Edindirme Merkezleri, UMEM) Skills'10 Project was launched following the 2008–2009 global financial crisis. The project hoped to decrease unemployment by running vocational training programmes based on a model developed in the Republic of Korea that improved economic growth and helped put hundreds of thousands of unemployed people back to work after the 1997 Asian crisis.[4] The project's biggest advantage for the private sector is that it provided a source of qualified employees.

The UMEM Skills'10 project aims to "provide the unemployed an opportunity to gain the skills required in the current market to make them competitive, and thus to be employed".[5] An important distinction is that the starting point for the project is not simply "unemployment", but "lack of occupation".

The project, conducted under the motto "Skills'10", began with the signing of a protocol in June 2010 by the Union of Chambers and Commodity Exchanges of Turkey (TOBB), Ministry of Labour and Social Security Turkish Employment Agency (ÇSGB-İŞKUR), Ministry of National Education General Directorate of Vocational and Technical Education (MEB-MTEGM) and TOBB Economy and Technology University (TOBB-ETÜ). The goals were developed through public-private sector–university cooperation, and they aim at economic development. The plan aims at raising the qualified labour force that the private sector needs and helping to solve the problem of unemployment, which through its pervasiveness has become a structural issue.

The first phase of the project was the conduct of Turkey's first provincial-level labor market needs analysis, focusing on the industry. Subsequently, the project launched courses that were organized according to the needs analysis in 19, and later 81 provinces. The initial implementation targeted 140 MTEGM schools chosen jointly by TOBB, İŞKUR and MTEGM, supplying the programme's initial technical infrastructure and equipment.

Employer requests drive course selection. Potential employees with the desired qualifications register with İŞKUR, which then places them in courses. UMEM matches registrants with firms requesting interns so that they may receive both theoretical and on-the-job training. The internships are designed to lead to employment with their firms after participants receive their Ministry of Education authorized UMEM Skills'10 project certificates. Although UMEM Skills'10 is a nationwide project, it customizes its courses to meet varying geographic and socioeconomic needs (figure 8.1). At the outset, the project expected that roughly 1 million unemployed people would participate in internships, with the majority of those completing their internship (estimated at 90%) finding employment in chambers of commerce identified workplaces by the project's end in five years.

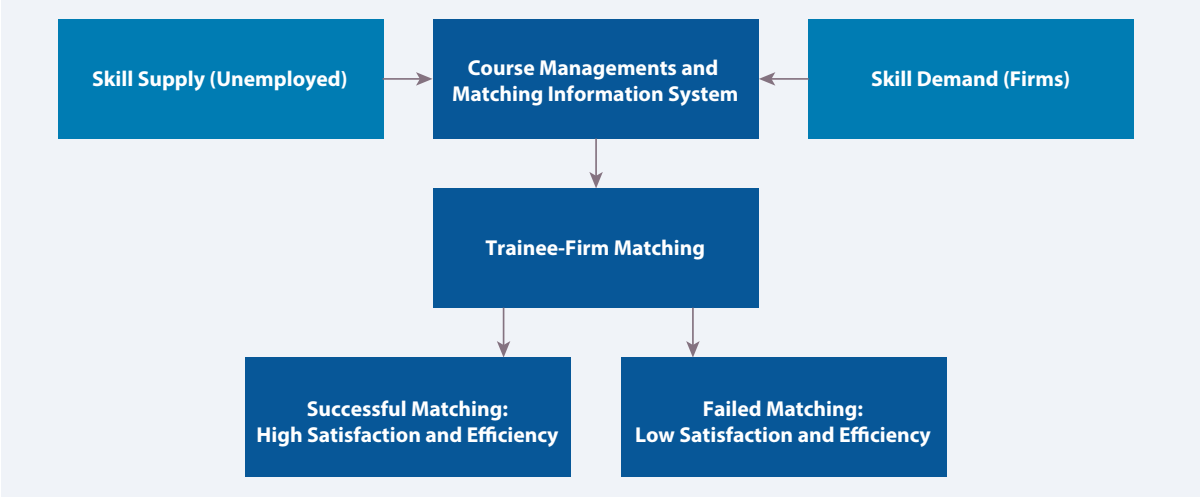
An important difference of the project is that it focuses on strengthening the base of active, rather than passive, labour force policies. The aims of the project are:

- Improving the capacity of analysing labour force market.
- Constructing policy design capability.
- Strengthening active labour force policies.
- Improving educational infrastructure.
- Providing coordination between related institutions.

The programme's intended targets were:

- "Producing a system oriented to increasing the efficiency and performance of vocational activities, particularly the vocational training in technical areas, along with the job acquisition activities of İŞKUR, and on harmonizing these activities with the needs of the labour market".
- "Giving basic vocational training, vocational development and vocational retraining for the unemployed".
- "Raising awareness regarding the vocational training services conducted by İŞKUR".
- "Renewing the technical infrastructure of vocational high schools, equipping the schools under the scope of the project with technological developments of the age, and increasing the harmony of the trainers with the developing technology in these schools".
- "Conducting the needs analysis by sector and of regional labour force market".
- "Increasing the institutional capacity on labour force market analysis, to that end providing functionality to Provincial Employment and Vocational Education Board".
- "Developing a new governance model under the name "Course Management" foreseeing the participation of the relevant parties to increase the efficiency of the vocational training programmes to be performed in schools under the scope of the project".
- "Making the firms participate in the management processes of the vocational courses by way of Chambers of Commerce and Industry at the local level and TOBB at the national level".[6]

FIGURE 8.1 INTENDED SYSTEM UNDER UMEM SKILLS'10



Source: Kalkan (2011). See full presentation at: http://betam.bahcesehir.edu.tr/tr/wp-content/uploads/2011/12/Birinci-Y%C4%B1l%C4%B1nda-UMEM-Beceri%E2%80%9910-Projesi.pdf.

An important element of the project's design is its focus on strengthening governance mechanisms. The project's management consists of a centralized Executive Board and Technical Committee and provincial Course Managements.

The Executive Board is responsible for conducting the project, undertaking general management and coordination, solving any problems and making modifications. The Technical Committee, comprised of experts selected to represent the institutions that make up the Executive Board, manages technical issues. The Executive Board determines work and size of the Technical Committee.

The four main components of the project are strengthening the educational infrastructure; completing labour force market needs analysis; gathering data on labour force demands; administering the matching process and running the courses.

Regionally-based Course Management teams conduct local management and coordination activities. Course Management members include the School Principal, an İŞKUR Provincial Directorate representative, a Provincial Directorate for National Education representative and a provincial Chamber representative. The secretariat of the Course Management Board comes from İŞKUR. The Course Management team runs or coordinates vocational training activities in the schools, including: managing and planning courses; preparing the course programme; selecting trainees; matching firms and trainees; selecting trainers; tracking training results; monitoring trainer performance and certifying successful trainees.

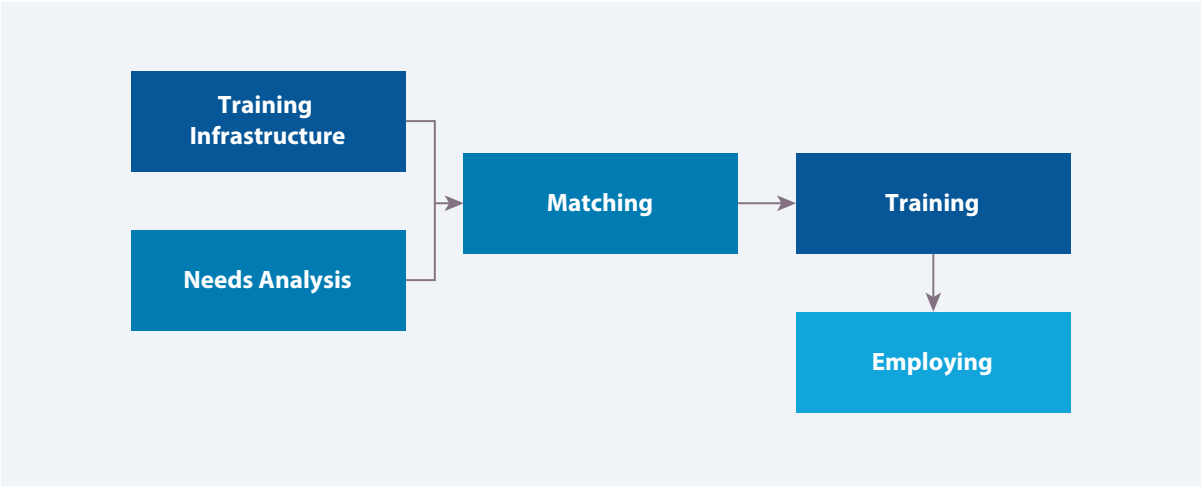
The project also aims to strengthen Provincial Employment and Vocational Education Boards (İİMEK). İİMEK have not reached the desired employment outcomes in all provinces due in part to the low engagement of chambers and business organizations. UMEM designed mechanisms to increase private sector participation to İİMEKs and facilitate implementing the decisions made at these boards. As a result, İİMEK and İŞKUR Provincial Directorates needed to increase their capacity to conduct labour market analysis so that they could help design the new system.

UMEM Skills'10: Business Model

The public and private sectors and the university worked together to share responsibilities, develop the instructional model and plan the programme's infrastructure. Within the framework of this implementation plan, the four main components of the project are strengthening the educational infrastructure; completing labour force market needs analysis; gathering data on labour force demands; administering the matching process and running the courses.

The public stakeholders—İŞKUR and Ministry of National Education—worked towards developing the educational infrastructure. TOBB-ETÜ, TOBB and İŞKUR collaborated to conduct the Labor Market Needs Analysis. TOBB and İŞKUR assigned vocational training students to firms as interns and trainees by matching the needs of the firms with the skills of the students. The feedback gathered during the process led to the launch of new courses in cooperation of the Ministry of National Education and İŞKUR. In this way the vocational education system responded to firms' labour force needs (figure 8.2).

FIGURE 8.2 UMEM SKILLS'10 PROJECT CYCLE



Source: UMEM (2010).

Four Main Components

Strengthening the educational infrastructure

UMEM strengthened the educational infrastructure by investing in machinery and equipment and by revising the curriculum and training course trainers.

The first stage involved 111 schools from 81 provinces connected to MTEGM under the Ministry of National Education. The programme improved the schools' educational infrastructure and supplied up-to-date equipment to facilitate vocational training. Eventually, the programme met the infrastructure needs of 140 schools, spending 105.6 million TL (around $70 million[7]) on equipment in 2010–2012 (table 8.3).

The trainers in these schools participated in 80 hours of in-service training on the new, technologically advanced equipment. Over two weeks, these one-on-one sessions were held at universities, companies or schools. The protocol with TÜBİTAK planned for 15,000 vocational high school teachers—10,000 teachers and 5,000 managers—to receive training courses over the next three year span.[8]

TABLE 8.3 BUDGET COORDINATED BY THE EXECUTIVE BOARD, 2010–2012

2010	93,671,433 TL (~ $62 million)
Equipment costs of 111 schools	87,999,433 TL (~ $58.6 million)
Training costs of 2,084 trainers	4,184,000 TL (~ $2.8 million)
TOBB-ETÜ consultancy service cost	1,487,120 TL (~ $990,000)[9]
2011	12,800,000 TL (~ $7.6 million)
New equipment need of the schools	8,800,000 TL (~ $5.2 million)
Training costs of 2,000 trainers	4,000,000 TL (~ $2.4 million)[10]
2012	12,800,000 TL (~ $7.1 million)
New equipment need of the schools	8,800,000 TL (~ $4.9 million)
Training costs of 2,000 trainers	4,000,000 TL (~ $2.2 million)
Total	**~119,270,000 TL (~ $66.5 million)[11]**

Source: UMEM Skills'10 Project website (www.beceri10.org.tr)

Completing Labor Force Market Needs Analysis

Due to the lack of comprehensive information on Turkey's labour market at the outset, the project commissioned the Economic Policy Research Foundation of Turkey (TEPAV) to conduct a study. The resulting document, *Labor Force Market Needs Analysis*, examined the 19 provinces[12] that account for 80% of the employment in Turkey. TEPAV experts met with 5,000 firms in these provinces and collected data about employment conditions in the provinces, job demand and vocational training needs.[13]

For the service sector, the project conducted labour market needs analyses in five provinces, including respondents from over 3,000 companies.[14] At the initial stage in 2010, the project decided to open courses based on the needs identified by the results of the survey.

UMEM anticipates repeating the study on a regular basis, and it expects to train 100–150 researchers in 81 provinces. As a result, the programme's courses will vary to meet labour market demand.[15]

Administering the matching process

The matching process includes selecting trainees and placing them in internships and jobs. The project uses a variety of platforms for publicising its efforts, including introductory meetings, informational sessions with firms and public distribution of posters and brochures.

These methods seem to be successful. For instance, after TOBB President M. Rifat Hisarcıklıoğlu's televised presentation about the project, the project's website (www.beceri10.org.tr) received more than 400,000 visitors in a single day. The call centre established for UMEM Skills'10 (444 8636 / 444 UMEM) and social networking websites also helped with outreach.

The website for the project is quite comprehensive, and it plays a central role in the matchmaking process. Both those wanting to attend the courses and companies looking for qualified employees can access the parts of the site tailored to their interests. The website also gathers trainee applications and company requests; tracks workforce-internship requests in different provinces; lists courses opened in the provinces; and matches companies with trainees.

Those looking for a job should first register with İŞKUR, which will allow them to use the online platform (www.beceri10.org.tr). TOBB and İŞKUR manage the application process, helping to set the time and place for interviews. If there is no course available in the local province, applicants can preregister, which allows UMEM to inform them when the course opens there.

Similarly, firms can ask for qualified employees through the online platform (www.beceri10.org.tr) or by applying to the General Secretariat of Chamber of Industry and Trade. The on-the-job training period also serves as a trial period that provides firms with the chance to evaluate potential employees. The firms included in the project have the right to provide feedback on the training curriculum, participate in the interviews during the matching process, give vocational training courses in their own company, include their own master employees and foremen in the project and visit the trainees. Hence, all the courses are run to meet companies' labour force requirements.

Beyond the benefit of hiring qualified employees, firms that employ trainees who have completed their internship receive employment incentives as well. Some of the incentives include firms' exemption from paying Employer's National Insurance Contributions for employed men of ages 18–29 and women of any age for 42 months, and for men 30 years or older for 30 months. These payments are covered by the Unemployment Insurance Fund.[16]

Running the courses

The Project Implementation Circular summarizes processes, responsibilities and sanctions in detail.

Course Management determines the course offerings, prioritizing company needs. Training courses consist of two sections: a course in the project schools (theoretical-practical training) and the On-the-Job Training Program (İEP) (internship) at the workplace. Training lasts about six months, with the theoretical-practical training, where students learn the occupation's basic knowledge and skills, and İEP, given in the workplace to facilitate acclimation, each take a maximum of three months. However, courses can be shortened in response to employer requests.

Theoretical training courses are at most 40 hours a week, ranging from five to eight hours a day. Courses can meet a maximum of six days a week but must never end after 23.00. Outside of those constraints, programmes can arrange course duration and weekly training hours to match its needs.

At the end of the theoretical course, students take a written or applied first exam administered by the instructor, the representative of İŞKUR and the chamber. At the end of on-the-job training students take a second exam using a method chosen by the employer. Trainees completing only the theoretical training

can receive a certificate approved by the Ministry of National Education, but only those trainees completing both the theoretical and on-the-job training receive the UMEM Skills'10 Project Participation Certificate.

Trainees are paid 20 TL (about $13) per day during the courses (theoretical-practical) and 25 TL (about $16.7[17]) during on-the-job training. They also receive general health insurance, with İŞKUR covering their insurance premium for occupational accidents and diseases throughout the course.

Project Chronology

The project was launched after the implementation protocol was signed in June 2010 (table 8.4 gives a chronology but does not show project introduction meetings and certificate ceremonies held in many cities).

TABLE 8.4 UMEM SKILLS'10 PROJECT CHRONOLOGY

DATE	ACTIVITY
23 June 2010	Specialized Vocational Training Centers (UMEM) Project implementation protocol was signed.
June-July 2010	Executive Board and Course Management were constituted.
16 August 2010	Labor Force Market Needs Analysis Training was conducted in the building of TEPAV. Personnel from 23 Chambers in 19 Provinces were assigned to work with the Project Team.
August 2010	Efforts to strengthen infrastructure of schools were started.
August 2010	Training of trainers was started.
31 August 2010	Labor Force Market Needs Analysis was started to be conducted in 19 pilot provinces.
January 2011	Courses started.
20 January 2011	A meeting with the participation of chamber representatives in the Course Managements in 81 provinces, was held with the purpose of introducing UMEM Skills'10 Project more comprehensively and conveying the local problems to the members of Executive Board.
26 March 2011	UMEM Skills'10 produced the first result. Approximately 100 people having completed 80 hours theoretical course duration started on-the-job training.
6 May 2011	Specialized Vocational Training Centers (UMEM) Skills'10 Project Course Managements came together at TOBB Association Center in Ankara to assess the implementations in the project.
11-13 January 2012	UMEM Skills'10 Project was introduced to the high level bureaucrats coming from Egypt, Morocco, Tunisia, Senegal, Cameroon, Kyrgyzstan, Indonesia and Palestine in a study visit hosted by TOBB between the dates of 11–13 January 2012.

15 March 2012	The first issue of the UMEM Skills'10 Vocational Courses Follow-up Bulletin, planned to be published in every three months by TOBB-ETÜ, was published.
29 March 2012	Additional protocol was signed to expand the scope of the Specialized Vocational Training Centers (UMEM) Skills'10.
1 April 2012	Trainees participating in UMEM Skills'10 Project courses will be paid 20 TL (about$13) per day during theoretical and 25 TL (about $16.70[a]) a day during on-the-job training.
4 May 2012	UMEM Skills'10 Project Service and Agricultural Sectors Course Implementation Circular is approved in the Executive Board meeting.
December 2012	With the brokering from Islamic Development Bank and The Statistical, Economic and Social Research and Training Centre for Islamic Countries (SESRIC), UMEM Skills'10 project partners have organized an informatory visit to Cameroon.
8 December 2012	UMEM began to cover all types of vocational high schools as the project incorporated schools providing education on areas related to service and agricultural sectors
28 March 2013	UMEM Project was discussed with UNDP Istanbul International Center for Private Sector in Development (IICPSD) Case Writeshop hosted by TOBB.
5 May 2013	Insurance sector included into the scope of the Project.
24 October 2013	A decision was taken to revise UMEM Protocol and Circulars in line with the suggestions from the provinces and needs of the day

a. 2010 yearly average exchange rate, $1 = 1.5004 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
Source: TOBB website (http://tobb.org.tr) and personal contact.

What Is Being Accomplished by the Project?

There is no doubt that UMEM Skills'10 Project is a comprehensively prepared and conducted project with a clearly delineated planning phase, governance mechanisms and actors from the public and private sector, and universities. Still, the project was not without issues, and it is important to learn about the project's reach, the obstacles it faced and its efforts to overcome them.

Since its inception, the project has collected information on courses and trainees. In March 2012, the project began publishing *Skills'10 Vocational Courses Monitoring Bulletin* with the aim of following project outputs and analysing whether changes should be made to the courses in light of data from a three-month review period.[18]

The number of unemployed people seeking, taking and completing a course is much lower than the number of people firms demanded as interns (table 8.5). As of March 2014, approximately 70,000 people—around 70% of the successful project trainees—have been employed.[19] Thus the project is yet to achieve its 90% goal. Two practical reasons for the gap are: first, the employment of the trainees took place during and following the time they were completing their training; and second, the numbers in the database usually lag a few months. Since the experience gained during implementation has spurred improvements, the project management expects the gap to fade.

TABLE 8.5 COURSE DATA, MARCH 2012–MARCH 2014

	March 2012	June 2012	November 2012	February 2013	March 2014
Courses					
Opened courses in total	2324	2945	3981	4525	5916
Completed course	1648	2165	3295	3746	5457
Labour force—Intern requests from firms					
Requests granted	4906	5504	6250	6749	7345
Total requests	52980	59680	79795	87287	102336
Trainees					
Application	80292	92288	114678	130385	154043
Approved application	46754	53341	65942	75408	89331
Total number of trained trainees	27471	35884	48912	57613	76895
Successful trainees	20673	27049	41386	47546	70120
Trainees having left courses	6710	8702	13324	15003	21934

Source: TOBB-ETÜ SPM (2014); TOBB-ETÜ SPM (2013); and TOBB-ETÜ SPM (2012).

TOBB-ETÜ SPM conducted research on enrolment and attendance. One study tackled the problem of individuals not completing their programme.[20] The study found that the leading reasons were: students searching for a new job; 30% of the women left due to the time of the courses and transportation difficulties. In addition, the rate of leaving was higher among those with higher education because of the mismatch of expectations. The fact that the majority of those not continuing were at the ages of 20–34 must have reduced the project's efficacy.

Another study showed that the number of unemployed who applied for courses is lower than the number of interns requested by employers. The study identified two explanations for this gap: first, trainees lack incentive to move to other cities to attend courses, and second, they are reluctant to change their occupation.[21]

The study by Yalta and Solak analysed the satisfaction of 1,015 trainees from 18 provinces with class location, machinery and equipment, and training methods. The study detected dissatisfaction in certain regions and for some course topics and resulted in recommendations to address these challenges.[22]

TOBB-ETÜ SPM conducted additional research on trainee satisfaction, course preferences, reasons for dropouts, and the like. The results of the studies contributed to the project's sustainability by unveiling difficulties such as low participation in certain courses caused by a lack of infrastructure and weak job prospects as well as students finding a low-skilled job before completing their training.

According to surveys conducted by TEPAV, the reasons behind the limited number of trainee applications are that the unemployed are not keen on working in industry, do not want to lose their social rights such as unemployment insurance or prefer unregistered work. They also found that the respondents viewed the course offerings as fairly limited, particularly in cities with an underdeveloped industrial sector.

TEPAV's research suggests that the leading cause of limited applications was that people prefer working in the service sector, mainly because wages in industry are low. The research also revealed that unemployed people considered vocational education and training a waste of time. The TEPAV studies also found that prejudices persist about working in industry—hence it is imperative to publicize the benefits of vocations and prepare visual and written materials that can remove the stigma.[23]

Another factor in the number of applications to the UMEM Skills'10 Project is competition from other vocational training and employment projects. Because potential trainees may have already participated in different projects and courses, the number of applicants to UMEM Skills'10 is lower than expected. However, UMEM expects applications to increase as a result of the annual labour force training plans under preparation to meet the "demands of the companies relevant to the respective vocation and the identified labour need from labour force market analysis".[24] This regulation is in line with the implementation process of the project. Nevertheless, the Labor Force Market Need Analysis should not only measure labour demand from the market but also consider labour supply. While the project carried out an analysis of labour demand, it did not perform a labour supply analysis, which contributed to the supply-demand mismatch.

Management problems hampered the development of UMEM in the early years. The structure of the project required public-private sector–university cooperation, but some provinces did not have an appropriate Course Management structure established at the beginning. Eventually, capacity development allowed UMEM to establish Course Management structures in all 81 provinces. The project expects to enhance its impact by involving the Provincial Employment and Vocational Education Boards more in the management framework.

UMEM Beceri'10 Brochure. Credit:TOBB

On 28 March 2013, TOBB hosted a UNDP workshop in Ankara that allowed Course Management from different cities to share their experiences and develop proposals for solving problems. The following are the main issues and proposed solutions:

- Some school principals limit the number of UMEM Skills'10 courses even though they have the chance to open more. Increasing the principal's motivation to open more courses is one solution.
- For Course Managements to function better, they should increase the motivation of the members in charge of these boards.
- Schools with successful implementations should receive awards, as this recognition can be an incentive for all schools to excel.
- Course Management, in addition to school principals, should have the authorization to assign trainers.
- Trainee selection and management should be carried out more carefully, in part because there is no sanction other than dismissal from similar courses for two years. Interim evaluations would allow formative skills assessment. In addition internship selection and matching should be done more carefully so that trainees do not leave the courses.
- Industry is insufficiently developed in certain places that the Course Management teams serve, which makes it hard to open a course. Although there are some opportunities to open agricultural courses in provinces with underdeveloped industries, there is not enough experience in this subject area to do so.

Conclusion

UMEM Skills '10 Project is different from others in its scope and governance mechanisms. The prominent aspects of this project are: serving as a model for public-private–university cooperation; enabling local labour force analysis for the first time in Turkey; strengthening the authority and responsibilities of the chambers of commerce, integrating them into the vocational training process; and setting up a unique governance mechanism centrally and locally via the Executive Board and Course Management, respectively.

However, even with necessary regulations and adjustments, some challenging issues remain—which is hardly surprising given such a multidimensional project. Identifying these issues precisely is essential to making the changes that ensure the project's sustainability.

The project achieved many of the following goals, but as it is an ongoing project, there is still room for improvement to reach the intended targets:

- Investing 106 million TL in vocational high schools in the project as equipment improvement.
- Training more than 6,000 trainers using modern techniques.
- Training around 1 million unemployed in five years.
- Enabling internships for all the trained unemployed in chamber of commerce member companies.

- Providing employment opportunities for 90% of the successful trainees.
- Identifying and reporting of labour force needs in pilot provinces and sectors.
- Training 100–150 researchers to spread needs analysis to all 81 provinces.
- Developing a new system to improve the effectiveness of İİMEK.
- Preparing an action plan to institutionalize the chambers' role in the labour market (Beceri'10, 2010).

There is an even more positive outlook for hardware and equipment investment and trainer education. The project met its aim to invest 106 million TL on equipment by 2012. Similarly, more than 6,000 teachers have been trained by the project.[25]

Although the project is still progressing towards its goals, it has managed to achieve significant results. It has enabled more than 70,000 unemployed to get a job after completing courses, presenting added value by integrating previously disadvantaged groups into the economy. Supporting trainees financially throughout courses is also important in providing assistance in improving skills and in job seeking.

The project has served as an example to other countries, where UMEM has started to provide consultancy services. For instance, the project was introduced to high-level bureaucrats from various countries in January 2012. Similarly, during an informational visit in December 2012, the project partners, with the help of SESRIC, carried out preliminary feasibility studies in Cameroon to determine the potential benefits of such an initiative.

NOTES

1. Kaya Kanlı and Bilgiç Alpaslan 2011, 1.
2. Dinççağ 2011.
3. Beceri'10 2010.
4. TEPAV 2008.
5. Kaya Kanlı and Bilgiç Alpaslan 2011, 1.
6. Beceri'10 2010, 26–27.
7. 2010 yearly average exchange rate, $1 = 1.5004 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
8. United Nations Development Programme (UNDP) Istanbul International Center for Private Sector in Development (IICPSD) Case Writeshop on UMEM Skills' 10 Project (March 28, 2013).
9. 2010 yearly average exchange rate, $1 = 1.5004 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
10. 2011 yearly average exchange rate, $1 = 1.6700 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
11. 2012 yearly average exchange rate, $1 = 1.7925 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
12. Adana, Ankara, Antalya, Bursa, Denizli, Diyarbakır, Erzurum, Gaziantep, İstanbul, İzmir, Kayseri, Kocaeli, Konya, Malatya, Manisa, Mersin, Samsun, Tekirdağ and Trabzon.
13. TEPAV 2010.
14. Antalya, Bursa, Gaziantep, Konya, Muğla.
15. The "Labor Force Market Needs Analysis" was conducted by aggregating the labor demand from the market, without taking into account the labor supply. As a result, all courses planned under UMEM were prepared in accordance with the labor demand alone, which led to difficulties in terms of participation to the project caused by the labor supply side. This issue is discussed in the studies about the participation rates in UMEM's courses.
16. UMEM Skills'10 Project internet website (http://beceri10.org.tr).
17. 2010 yearly average exchange rate, $1 = 1.5004 TL, accessed from www.kalkinma.gov.tr/Pages/TemelEkonomikGostergeler.aspx.
18. TOBB-ETÜ SPM 2012.
19. TOBB 2014.
20. Bilgiç Alpaslan and Marangoz 2012.
21. Kaya Kanlı and Bilgiç Alpaslan 2011.
22. Yalta and Solak 2011.
23. Dinççağ 2011.
24. Article 7 of the Active Labor Force Services Regulation published in the Official Gazette on 12 March 2013.
25. Yalta and Solak 2011.

APPENDIX METHODOLOGY—CASE STUDY WRITESHOP APPROACH AND DISCUSSIONS ON IMPLEMENTATION

GÖKHAN DİKMENER

This appendix describes this volume's research design and methodology and how they support the achievement of its research objectives. The research used the "Case Study Writeshop" (CSWS) approach, a comprehensive research management technique that covers research design, instruments, procedures timeline and some parts of the analysis. The appendix first introduces the approach and research, and then elaborates on the methodology and other aspects of research design.

Introduction

Istanbul International Center for Private Sector in Development (IICPSD) and Istanbul Bilgi University implemented CSWS in a study analysing and documenting five social enterprises in Turkey.[1] The field work took three months, after which researchers compiled their findings and readied the results for publication. After holding writeshops for all five cases, researchers presented preliminary findings at a conference. The academics involved made additional presentations about the project at other events and promoted the social entrepreneurship models in Turkey. The sustained engagement of academics with the research topic beyond the project's duration encouraged the use of CSWS in other similar research projects.

In December 2012, IICPSD initiated a research to analyse the private sector's engagement in vocational education and training, particularly its contribution to human development through skills generation. The research aimed at identifying why and how the private sector engages in vocational education and training and establishing how the private sector can create value for disadvantaged people through these initiatives.

To gain practical insights into these questions, IICPSD chose to research the five examples of the private sector's engagement in skills development in Turkey that became the case studies in the main text as a pilot. One of the pilot's goals was developing a research design that could be scaled up internationally. The research was inductive, and the conclusions of the report are based on the findings of the case studies. The research draws attention to the need for the private sector to actively participate at various levels of the skills-generation process; raise awareness about how the private sector can contribute to resolving the global unemployment problem; promote successful models; and document the lessons the private sector learned as a means to improve the performance of future initiatives.

The intentionally selected case studies from Turkey are instrumental in understanding the possible contributions of private sector actors relative to their size, scale and coverage. The case studies provide an in-depth understanding of private sector engagement models, their partnership strategies, the potential of coordination and collaboration with the government and civil society stakeholders and the value created by including disadvantaged groups. These insights can inspire the private sector to act.

The pilot concludes with this publication, marking the beginning of the international phase of the research. The research protocol, refined with the experiences in Turkey, will be used to document private sector–led and PPP skills generation cases from other countries.

Methodology

Case studies can provide a comprehensive understanding of contemporary phenomena and their context by using several sources of information. The method's flexibility allows for the use of qualitative and quantitative research methods. Robert K. Yin (2009) states that the case study research method is well suited to answer "why" and "how" questions. He categorizes case studies as exploratory, descriptive and explanatory according to their functions in the analysis. Exploratory case studies are perceived as scoping studies, hypotheses or question-formulation tools for more comprehensive endeavours. Descriptive case studies investigate the subject and its context. Research on cause and effect relationships requires explanatory case studies. In this type of case-based research, cases describe the activities of the private sector, the context the activities evolved from, and the causal link between these activities and their impact. Our research uses a multiple case study analysis to understand the driving forces behind the involvement of the private sector in skills development and the strategies that they employ.

Research Design

The CSWS is an integrated approach of 20 steps (table A.1). This section first briefly explains the background, rationale and experiences of previous applications of the CSWS method and later guides the reader through the steps of the research process.

Background

The CSWS approach was designed to conduct research on real-life examples to generate knowledge and derive lessons in a timely manner. Inspired by the "writeshop" approach, it uses the Growing Inclusive Markets (GIM) case study research design and protocols.[2] GIM protocols are based on extensive field research, have guided the development of more than 100 case studies, have been used in more than 50 countries, and are focused on the development impact of business models. The aim is to enable researchers to document cases from primary and secondary sources with professional management support that administers the field activities using fast procedures.

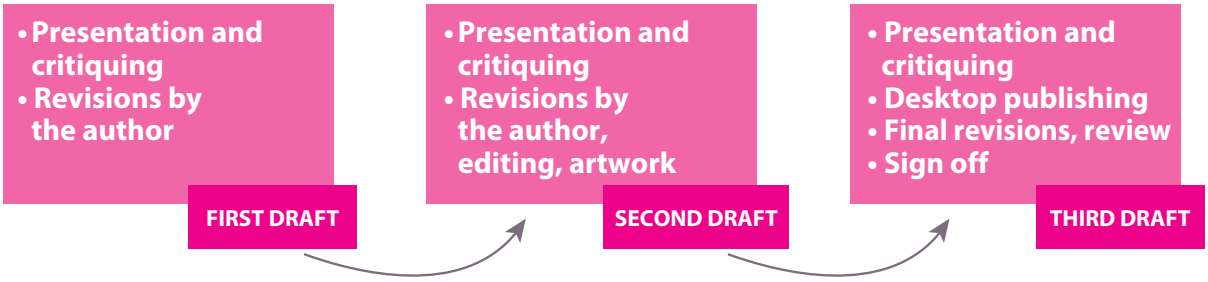
The CSWS is a product of research by IICPSD and Istanbul Bilgi University on social entrepreneurship cases in Turkey. The cases documented using this approach contributed to UNDP's efforts for developing inclusive markets. The initial results were presented at the "Growing Inclusive Markets: Social Entrepreneurship Case Studies from Turkey" conference and later published as a report.[3]

By applying the CSWS, IICPSD brought together private sector actors involved in skills development, academics, editors, government experts and civil society representatives engaged in education and employment-related issues.

Origin and development

The writeshop approach acknowledges the time and resource requirements of developing knowledge products based on field experience. The International Institute of Rural Reconstruction created a process that quickly produces printed knowledge materials sourced directly from project implementers. The process starts with practitioners' presentation of their knowledge and experience in any form. The writeshop allows these inputs to incrementally develop and improve through writing, presenting, critiquing, revising and editing (figure A.1). Depending on the time available, this process can be iterated.

FIGURE A.1 THE WRITESHOP PROCESS



Source: Adapted from Oro and Baltissen (2009).

The approach facilitates capturing information from many participants and their interaction in a structured way. The workshop's agenda is producing written knowledge products from the experience of practitioners, which requires the extensive involvement of the subject's stakeholders. The documentation process demands a team of members with different skills, including moderating, writing, analysing, editing, illustrating, designing and providing technical support.

The writeshop approach emerged from the need to document information from various sources that have partial or tacit information so that researchers may later validate and process the data. In most of the cases informants do not have the motivation, resources and skills to develop knowledge products based on their own experiences. The CSWS acknowledges similar concerns and constraints in documenting the private sector's practical expertise. Academia and the private sector often refrain from cooperating on time-consuming analytical exercises about the development impact of business activities. To address these constraints the IICPSD further developed the CSWS method, drawing on the strengths of the GIM case study research design and protocols.

CSWS also relies on secondary sources about private sector activities, which allows for research to begin before the writeshop is organized. In return, the meetings are shorter because they are more focused on the missing information.

Table A.1 summarizes the three CSWS phases and their steps, which are discussed in more detail below.

TABLE A.1 PHASES AND STEPS OF THE CSWS

1 DEFINE AND DESIGN	2 PREPARE, COLLECT AND ANALYSE	3 ANALYSE AND CONCLUDE
1. Define the research questions 2. Literature review 3. Draft the Research Questionnaire and Guides 4. Outreach for academic team 5. Establish a database of cases and conduct initial outreach to case actors 6. Select a group of highly qualified academics with the relevant expertise 7. Select the cases with academic team 8. Organize a capacity development event for the research team to review the research design, and timeline	9. Data collection from secondary sources 10. Literature review 11. Prepare the zero drafts and discuss with the team 12. Organize case writeshop(s) 13. Further research with the primary sources finding(s) 14. Prepare the second draft(s) 15. Organize an event to share initial findings and obtain feedback from stakeholders 16. Peer review of cases 17. Finalize individual case studies	18. Lessons from cases article 19. Editing and publication 20. Update the Questionnaire for the next

Phase 1: Define and design

The guiding research questions are (1) why and how does the private sector engage in skills development training; and (2) how can the private sector create value for disadvantaged people through these initiatives? The unit of analysis was skills development projects or initiatives in which the private sector had a leading role. During an initial assessment of candidate cases, IICPSD observed that institutionalization of a project/initiative sometimes led to a clear separation between the project/initiative and the implementing private sector actor. In corporate-led projects and initiatives, institutionalization is a work in progress; however, projects and initiatives led by business membership organizations had a more visible separation of the management and institutionalization. In cases where this separation is not explicit, the focus is on the project/initiative.

A literature review was conducted after determining the research questions to identify available information and knowledge gaps. This analysis constitutes the basis for the research design and specific questionnaire that guides the case analysis.

The research management team drafted the CSWS research protocol, case questionnaires and guides for the research. This first set of documents built on the expertise and experience of the UNDP GIM and the IICPSD, though it was open to further revision and updating throughout the research. There were two stages in the process where academics reviewed and revised the documents, particularly the questionnaire. The first

opportunity was step 7, when the team discussed the key research documents at the capacity development and research design meeting. At this stage, researchers used their individual expertise and perspective to suggest changes to the research questionnaire.

The second opportunity, the preparation of each case's zero draft, served as a test for all of the cases. At this stage researchers can identify new questions that may improve the common questionnaire's effectiveness. On both occasions, the research management team reviews the questions shared among the cases. This feedback cycle and elastic approach improves the research design by better reflecting the discoveries made by researchers along the way.

UNDP invited academics with a keen interest in the subject to join the research on a voluntary, individual basis, selecting candidates with strong research backgrounds, skills and expertise that contribute to and complement those of the team's other members. The team's strength came from the complementary expertise and diversity of skills that ensured the team had the necessary minimum skill set. The success of such team-building efforts depends on clearly stated objectives and processes for advancing the research process, and the experience of the research management team contributes greatly here.

The field studies and expert consultations resulted in a preliminary database of cases from Turkey. The outreach started with introductory briefings to the technical teams of case subjects that were the research team's counterparts. Typically, these technical level counterparts inform and obtain the consent of their executives prior to participating. An exchange of letters helped effectively engage organizations and empowered the internal counterparts of the research to secure the involvement of their high level management.

UNDP's involvement influenced stakeholders' decision to participate voluntarily in the research. Its leadership acted as a guarantee for objective and fair research providing rigorous analysis and reliable conclusions. Institutions also participated in the research to have a comprehensive assessment of their activities performed by the UNDP, which can in turn improve their future endeavours.

The multicase research design required a team with a common understanding of the objectives, methodology and procedures. Team building and capacity development occurred gradually. In the outreach meetings, IICPSD briefed academics on the research concept and methods. Academics joined the research after evaluating the concept and methods, since their participation required a relatively long-term, voluntary commitment. Participation of the research team in the research design and execution increased its sense of ownership. The goal of the internal capacity development activities was to increase coherence across the cases. The other occasions for increasing coherence were "the capacity development meeting / research team" meeting and "the preparatory literature review" meetings.

After academics joined the research, the entire team met to select the cases, review the research questionnaire and schedule field activities.[4] The documents agreed to at this meeting served as the reference material for the rest of the research. The agreed-on research protocol contained:

- An overview document with a brief explanation of the background, research objectives, CSWS approach, timeline and planned activities.
- An implementation plan.
- The guiding questions.

The overview document evolved throughout the research process, from its initial role as communication material to its final appearance as an introductory article. The implementation plan included a tentative agenda for the field activities, contingent on the availability of the research team and the case actors.

Phase 2: Cases - collect and analyse

UNDP's reputation and familiarity with a wide range of stakeholders, including local and national government authorities, NGOs and other international organizations, eased field work efforts on the ground, which usually consume most of the resources in research. To use this advantage, the management team coordinated the field activities. The team, besides providing analytical and logistical support to academics, was responsible for curating data and making it accessible to academics. The research management team maintained a repository of evidence, including documents and recordings of interviews and meetings. After receiving documentation from case actors and stakeholders, the research team conducted a literature review for the zero draft.

Case study preparation had three major elements:

- The zero draft and internal data assessment meeting.
- The first draft and writeshop.
- The final draft and conference to share the initial findings.

A literature review and the replies to the research questionnaire helped researchers prepare the zero draft. Adapted from the GIM research protocol, the questionnaire was comprehensive and organized so that questions matched the outline of the draft study. Using the literature review to answer the research questionnaire using secondary sources revealed the information the researchers still required. In the data assessment meeting, the team prioritized the questions from the research questionnaire for the writeshop and formulated new questions to obtain additional information. This preparatory work increased writeshop effectiveness.

The research protocol had internal check points to ensure the quality and validity of the evidence and conclusions; the zero draft was the first of these check points. The cases were built on a balanced combination of tacit and explicit information from stakeholders. Circulating the zero draft along with the list of priority questions and the additional queries in advance enabled the case actors to prepare for the case writeshops.

The writeshops—the main events for obtaining evidence from primary sources—were the second step in drafting the case studies. Held on one day, writeshops facilitated interactive and participatory group interviews with stakeholders. These group and individual interviews focused on the research questionnaire, allowing the authors to enrich the draft study with new insights from stakeholders. Although the findings of the zero draft guided the interview agenda, there was always room for new findings. The moderator and authors were responsible for validating the new information and integrating it into the draft. Because the writeshops were an important source of evidence for the research, the management team paid the utmost attention to record all information (with the participants' permission).

As an external validity check of the preliminary findings, case stakeholders and researchers could present the cases and their findings at a conference. The conference also facilitated a discussion on the research

topic with the key experts in a dedicated session. Case actors also had another chance to present their models to academics, providing an opportunity for researchers to acquire new or updated data. In return, researchers shared their findings about the model with stakeholders and experts for review and feedback. After revisions and updates, researchers submitted the drafts for peer review and editing.

Instruments

According to Yin (2011), case analysis can use a combination of six different types of evidence sources: direct observations, interviews, archival records, documents, participant-observation and physical artefacts.

CSWS required information from at least three different types of evidence. For the preparation of the zero draft, external documentation and archival records were the most common sources. Writeshops were semi-structured, moderated interviews that constitute the backbone of this research approach. The process also provided opportunities for short, direct observations and evaluation of physical artefacts through the organization of on-site writeshops. Participant observation was seldom used.

Information in the form of "internal documentation", "archival records" and "existing studies" came directly from the case actors and the research team's extensive literature review. The authors and the moderator processed all this information before the writeshop to develop a draft, identified the information gaps and formulated the writeshop agenda and the questions accordingly. Since the writeshop was the key information gathering opportunity for the case studies, utilizing the time in an effective manner required detailed preparation about the timeline, procedures, relationships and causal relationship between the activities and their effects.

Interviews were the key ingredient differentiating CSWSs from methods that rely solely on secondary sources. The interviews took three different forms: individual interviews, group interviews and surveys. All substantive meetings were opportunities for interviewing case actors and obtaining information.

The writeshops were an extended form of group interviews. In order to increase their effectiveness, the writeshops featured agendas focused on researchers' information needs and aimed to convene a large, diverse group of participants and moderators. To increase researchers' engagement, the writeshops were preferably conducted at the main premises of the case. In most cases this provided a chance for direct observation of activities, the physical environment and some artefacts, such as the work of the students or the equipment in use.

Beyond writeshops, researchers used several means for acquiring information. Follow up interviews allowed researchers to clarify and validate the information obtained from secondary sources. It was also possible to conduct surveys before or after the writeshops to gather data from different stakeholders. Notes, recordings and transcription of interviews were kept in a research database for reference and further studies.

The strength of the evidence in CSWS derived from its systemic triangulation processes. Each case used several sources of information, which were checked during the writeshops. Team work also ensured the accuracy and balanced representation of the evidence collected.

Phase 3: Compare and conclude

In this phase researchers organized the evidence to answer the research questions. The CSWS's integrated approach allowed for the systematic gathering of quality evidence. The findings and analysis of the case

research could be separated out into individual studies and used to extract further lessons from the experiences of the actors.

The nature of CSWS fosters continuous exchanges between data collection and analysis, which happens almost simultaneously. To determine the validity and relevance of the data and the analysis, researchers consulted with the case actors, peer reviewers and stakeholders.

For the explanatory aspects of the studies, the research team followed its logic model to identify the links between activities and their effects. The multiple case study design increased the chances to identify generalizable results.

The group work allowed for a more neutral approach to the research. The diverse backgrounds of the team's members enabled them to be more open to possible details and capture new perspectives. In addition working as a team increased the processing capacity and the brain power available to each case, giving researchers an opportunity to digest more information and reducing the possible biases that might stem from individual researchers' background, affiliations or expectations.

In sum, the integrated approach of CSWS used evidence from multiple sources, mobilized a large team with complementary skills to process it and ensured data quality and analytic accuracy through data triangulation and external validity checks. These several layers of checks and balances allowed for mature, evidence-based and robust conclusions.

Quality control for CSWS

The CSWS followed the UNDP's Quality Assurance Procedure for Global and Regional Products and Publications to ensure content quality, drawing upon the organization's accumulated knowledge of and expertise in development research. The procedure consists of seven steps that include several layers of analysis, review and control: preparation and approval of the concept note; review by knowledge committee for the approval of products and publications; peer review; high-level quality assurance committee (optional); professional edit; clearance and evaluation of impact.

The first stage in the procedure was the preparation of a concept note on the research topic. The note outlined the research process and was approved by the management of the institution leading the initiative. In the following stage, this concept note was presented to the "Knowledge Committee for the Approval of Products and Publications" (KCAP). KCAP included senior experts from the institution, its network, and a representative from the target audience of the research. KCAP members assessed the feasibility of the research, reviewed the concept note and approved the study as being well-formulated. The authors commenced the research process after this step.

After the authors prepared the first draft, the internal management reviewed the study once more as part of the third stage and selected peer reviewers to provide comments and suggestions on the first draft. The peer reviewers could be from the institution itself, academic/knowledge networks of the institution or the study's target audience. The authors later integrated the inputs from the peer review process.

The fourth stage, which required engagement with the highest level management of the institution, was optional for knowledge products and publications. The product or publication then went through professional editing in the fifth stage, and later being submitted for clearance as part of the sixth stage.

Before clearance, all comments and feedback throughout the process were integrated into the work. The last stage is instrumental for both academics and practitioners. The impact of the study will be evaluated after the publication by the internal management, authors and KCAP members.

Limitations to research

This study analysed the motivations of the private sector in its engagement in skills training and the causality between the activities of the selected cases and their outcomes, especially their impact on disadvantaged groups. The main approach of the research was to learn, analyse and document. In the process, the absence of statistical data on the cases limited the possibility of conducting statistical tests. To overcome this for the future studies, GASTE advocates better impact assessment frameworks for training projects and initiatives. However, the participatory nature of the research, its collecting evidence from a wide group of stakeholders and its internal quality and validity checks mitigate these limitations.

Conclusion on the Methodology and Research Design

The CSWS created returns to UNDP, academics and enterprises beyond this study. Its time- and cost-effective nature created a pool of cases for future studies, enlarged the researchers' base and empowered interested academics and skills development projects and initiatives. The case studies will be used and reused to extract lessons and to create guidelines, toolkits and other knowledge products for practitioners.

The model has already attracted international attention. It was discussed on several occasions, including a workshop at the Annual Meeting of the Academy of Management in August 2012 in Boston, MA.

The research on skills development in Turkey has served as an opportunity to fine tune the method and refine the research design for international use. The experiences gained in implementing CSWS will help to further improve the method so that researchers can more effectively conduct development research, especially with regards to the private sector's role in development.

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Appendix
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