

**THE WORLD BANK EDUCATION
SECTOR STUDY
Dissemination Conference
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**Summary of Challenges and
Recommendations**

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Good morning. I would like to thank SPO Undersecretary Mr. Ahmet Tiktik, Board of Education President Ziya Selçuk, and my World Bank Country Director Andrew Vorkink for their excellent opening remarks. I would like to thank all of you here today for your enthusiasm and interest in education and education reform.

It is a great pleasure for me to be here today to discuss the World Bank's Education Sector Study. As Mr. Vorkink mentioned earlier, the World Bank considers that the single most important issue facing Turkey today is whether its Education System is ready to help Turkey achieve EU Membership and compete successfully in the global economy. As our report makes clear, for Turkey to integrate with Europe and for its income level to converge with European living standards, the country will need to increase the educational qualifications of its population up to international norms. The Education Sector Study examines how to achieve this. It does this by analyzing the problems and challenges facing Turkey's education system and identifies the reforms needed to transform the education system into one that helps all citizens develop advanced workforce competencies and a solid grasp of global knowledge in order to be successful in the competitive, global economy.

Before I start, I would like to emphasize that this study was a collaborative work, and was meant especially to stimulate more informed dialogue on education policies and reforms through research, discussion, sharing and debating of findings, and dissemination. In line with this, I would like to thank all of the partners and collaborators who made this study possible. Throughout this undertaking, the ESS Team benefited from the active involvement of the Treasury, SPO, Turkstat, MONE, the Ministry of Finance, and YOK. During the preparation of the 12 commissioned studies (which by the way are available on the World Bank's Turkey website), and throughout all of the discussions on their Terms of Reference, initial findings, conclusions, and policy recommendations, the ESS team met repeatedly with a Government Consultative Group composed of senior staff from the Government agencies I just named, and also with a non-Government Consultative Group composed of Turkish NGOs and private sector associations. The ESS team also met with groups of university academics in Ankara, Istanbul, Izmir, Van, and elsewhere, as well as with provincial education authorities throughout the country. I would especially like to thank our official partners: the Education Reform Initiative of the Istanbul Policy Center, who participated closely with us throughout the design and implementation of the

study, both technically and operationally; and I would like to thank Turkstat, our other official partner, especially on the assessment of education finance data. Finally, permit me to introduce our team. First, my close partner and collaborator at the World Bank is Ferda Sahmali. From the Education Reform Initiative, I would like to introduce Batuhan Aydagul, Neyyir Berktay, and Ayla Goksel Gocer. I would also like to thank all of the experts and consultants that prepared the background studies, whom you will find listed on the title page of the Executive Summary and of the Main Report. Last but not least, I would like to thank Murat Altinsoy from SPO, Ayse Akkiraz Dagdur from Treasury, and Osman Gundogdu, also from Treasury, for their support and technical advice throughout the preparation and especially the finalization of the ESS.

The Global Economic Environment is Demanding Higher Worker Skills

**How Does Turkey's Education System
Compare with the EU and the World?**

Is Education Matched to Labor Force Needs?

**What Education Strategy is Needed to Bring
Turkey into Convergence with the EU and to
help Turkey Compete in the Global
Economy?**

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Today's world is changing fast both economically and socially. A principal question that countries have to ask themselves is how well educated is their workforce? Countries need to be sure that their workforce can compete in a globalized world.

In the View of the EU: Growth Depends Upon Skilled Labor

EU Employment policy objectives for education:

- High quality learning standards for new workers
- Ensure learning opportunities for all
- Provide all youth with flexible learning pathways
- Be relevant to the labor market

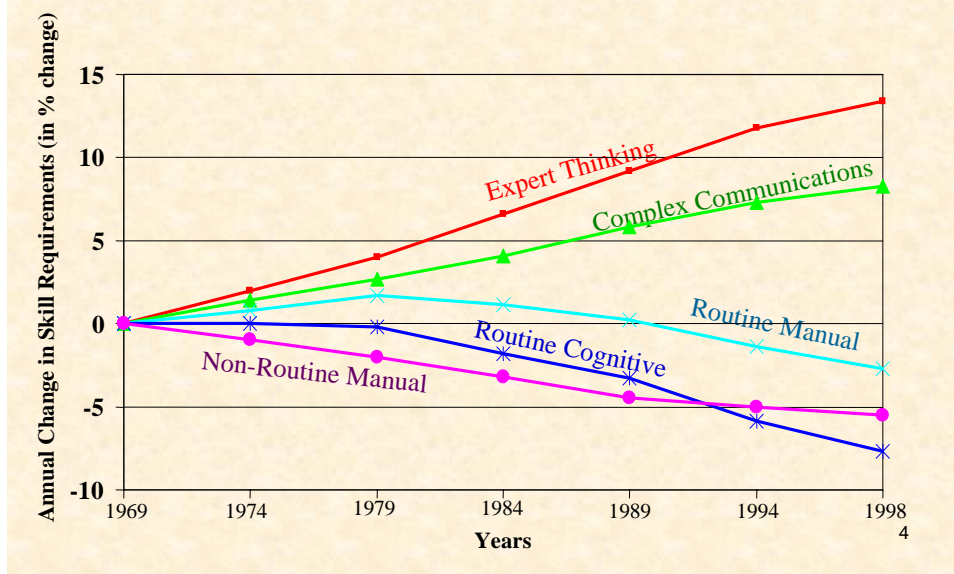
EU Lisbon Agenda objectives for education:

- The target for EU Member Countries:
By 2010, at least 85% of 22 year olds are to have a secondary education diploma

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The global marketplace is changing fast. Employers are demanding higher skill levels from school and university graduates and even from existing workers. The European Union has followed the same trend and in 2005 adopted "Guidelines on Employment Policy" aimed at the education systems of EU members because of the recognition by the EU that economic growth depends on having higher skills in the workforce and that improving education levels is the best way to improve skills of the labor force. The EU has thus called on its member countries to ensure that their school systems set and meet high quality learning standards, increase education opportunities at all levels, allow youth to pursue flexible learning paths, and make sure the education system is meeting the needs of the labor market. Furthermore, as part of the Lisbon Agenda, the EU members agreed on educational targets to challenge themselves to improve the Union's competitiveness. One of the most important of these targets is that, by 2010, 85% of young people should have a complete secondary education.

Firms Are Increasingly Demanding Workers with New Types of Competencies

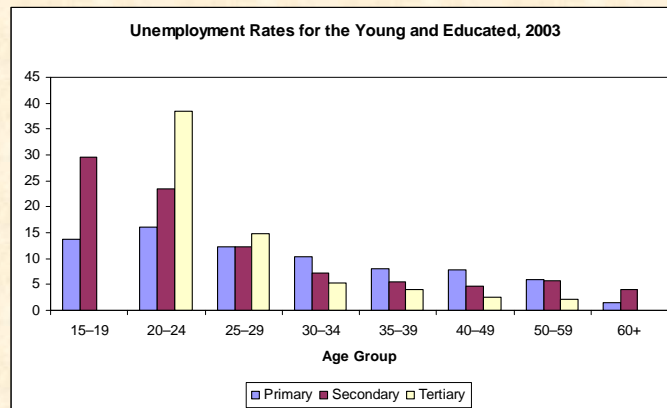


Labor markets are changing around the world as employers are demanding different types of skills from their workers. As this chart shows, over the past twenty-five years the kinds of skills that are needed in the workplace have been evolving from simple to more complex. This graph is based on research done in the United States. It shows how technology and globalization have been changing what employers expect of their new workers. It measures the changes in skill requirements demanded of new employees. The figure displays the trend for each of five main types of tasks.

1. **Expert thinking rapidly increasing:** solving problems for which there are no rule-based solutions, such as research skills, scientific thinking, diagnostic skills
2. **Complex communication rapidly increasing:** interacting with others to acquire information, explain it, or to persuade others of its implications for action, such as persuasive writing, personnel management, legal writing, advertising and marketing, and sales
3. **Routine manual tasks gradually decreasing:** physical tasks that can be well described using rules, such as counting and packaging pills, repetitive assembly.
4. **Routine cognitive tasks rapidly decreasing:** mental tasks that are well described by logical rules, such as maintaining expense reports, record keeping, repetitive customer service, bank teller. (More and more of these tasks can be automated)
5. **Non-routine manual tasks marginally decreasing:** relatively simple physical tasks that cannot be well described as "if-then rule-based," such as janitorial services, truck driving, bussing tables, etc. These types of low skill jobs will continue to be demanded, but the pay associated with them is very low.

What the chart shows is that demand for different type of skills has been changing significantly over time. As the economy grows and becomes more complex, employers demand higher skills from new workers. Although it is obvious that Turkey's labor market is surely not where the US's was several years ago, it is also very likely that these trends in labor skill requirements are pertinent for Turkey's medium and long term outlook.

Is Turkey Doing Enough to Prepare its Labor Force for Global Competition?



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Based on what is happening elsewhere, Turkey faces two big questions: First, are workers in Turkey ready to compete inside the EU? Second, are graduates of the Turkish education system prepared for the current and future job market? Unfortunately, unemployment figures indicate that Turkey's schools and universities may not be preparing youth adequately for this challenge. In particular, there appears to be a major mismatch between the skills that graduates have and the skills the labor market is demanding. Although not the only reason, this is certainly one of the main reasons for the high unemployment of new secondary and university graduates.

Turkey has made remarkable progress in recent years

- **Near universal enrollment in basic education**
- **Steady improvements in equity**
- **Top students perform at highest international standards**
- **Development and implementation of a modernized curriculum**
- **High degree of support from the private sector**

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Nonetheless we need to recognize that Turkey has made some remarkable progress in recent years in improving its education system, particularly at the primary school level.

1. In just eight years, Turkey increased the enrollment of 7-14 year-olds from 80% to 90%.
2. The Government is making tremendous efforts to provide good-quality schools for the poor, such as with additional investments in YIBOs, PIOs, and the externally financed Support to Basic Education project (EU) and the First and Second Basic Education Projects (World Bank).
3. Education Sector Study research shows that the equity of public spending on primary education has also improved significantly since 1997.
4. Turkey's public and private secondary schools produce world-class scholars, as shown in a recent OECD study.
5. The new curriculum being developed by the Board of Education represents a great leap forward for updating teaching standards and expectations. If properly implemented, it will move Turkey's classrooms away from traditional approaches for curriculum and instruction to one that is designed to incorporate up-to-date active learning methods to develop analytic skills, expert and creative thinking skills, and problem solving approaches.
6. National programs have succeeded in bringing billions of lira of new resources into the sector, especially for the expensive physical infrastructure investments.
7. And Turkey has increasingly been connecting its education system to the global community.

But Turkey's Education "Culture" Needs to Change

- Away from providing more inputs
 - schools
 - books
 - training
 - computers
- Away from a policy based on beliefs and ideology
- Towards focusing on:
 - targets
 - delegating responsibilities
 - holding schools and students accountable
 - providing incentives
 - consulting with public
 - monitoring and reporting
- Policy-making based on results

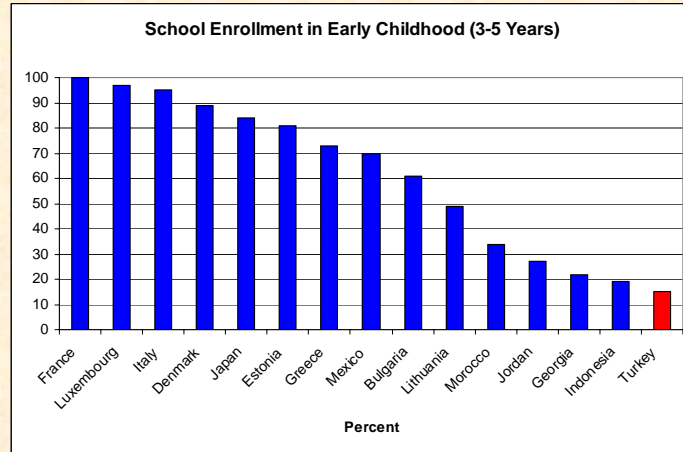
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Notwithstanding the successes in Turkey, an important question is whether the existing approach to improving education – the existing education "culture" -- adequate for Turkey to catch up the EU?

- The existing approach has defined education sector policy in Turkey for well over two decades. Although it has accomplished much, the Education Sector Study report concludes that the existing approach has served its purpose and needs to undergo a major change for the schools to allow graduates to compete in the modern and globally interconnected economy that now exists in Turkey and in Europe.
- It is time to consider a major structural change in Turkey's education system to meet the challenges of European integration and globalization and to bring higher quality to Turkish education. Turkey's education community has begun to make the shift to this approach, as evidenced by the Government's participation in international studies, its comprehensive curriculum modernization program, and the growing involvement of non-government organizations in promoting education reform and quality initiatives.
- But an even bolder set of education reforms will be needed in view of the challenges facing Turkey today and before it joins the EU.

Challenge 1

Turkey Lags Far Behind on Preschool Education

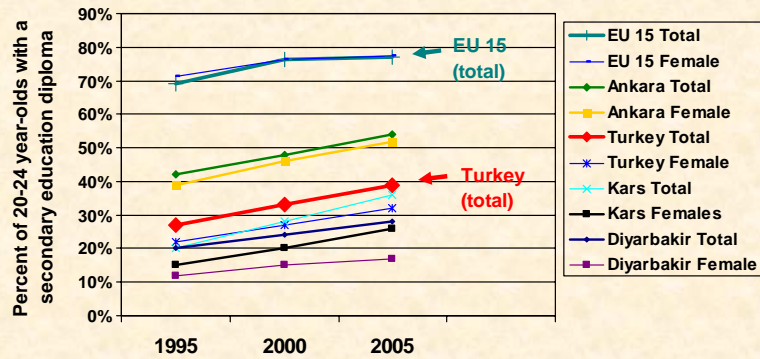


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The first challenge for Turkey is the very low number of children who attend pre-school in comparison with other countries of similar income level, let alone EU member states. This audience well knows that pre-school attendance has an impact later in life on important factors such as literacy, health, subsequent education attainment, employment and income levels. So the challenge is how to increase pre-school enrollment in Turkey as an investment for the future. Turkey has made an effort to increase pre-school enrollment in recent years, but this has only increased enrollment by a few percentage points. In the meantime even countries of substantially lower income levels than Turkey have significantly higher pre-school enrollments. It will be a major challenge for Turkey to increase these rates quickly to get the benefit that preschool education brings.

Challenge 2

Secondary Education Attainment Rates in Turkey Are Far from Converging with the EU



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The second challenge is the low level of secondary school graduates in Turkey and the educational differences with Europe. As I mentioned earlier, and as everyone in this audience knows, Turkey has made very significant progress on the path to universal basic education. On secondary education, however, while there has been important progress over time, and especially during the last five years, Turkey faces a more significant challenge if it intends to achieve the target of 85 percent of 22-year-olds with a complete secondary education – and this challenge is even greater with respect to girls. Based on rates of historical progress, it will take Turkey several decades to catch up with today's EU levels, which are of course themselves going up every year. Further, these figures mask major regional and gender disparities in Turkey. For example, in Diyarbakir only 28 percent of all 20- 24 year olds have a secondary education diploma, and only 17 percent of girls in this age group do. Results in Diyarbakir are similar to those in Kars and other Eastern Provinces. The challenge is thus getting the overall number of secondary school graduates up to the EU average, while at the same time focusing especially on increasing enrollments and completion of secondary school up for girls in the Eastern provinces.

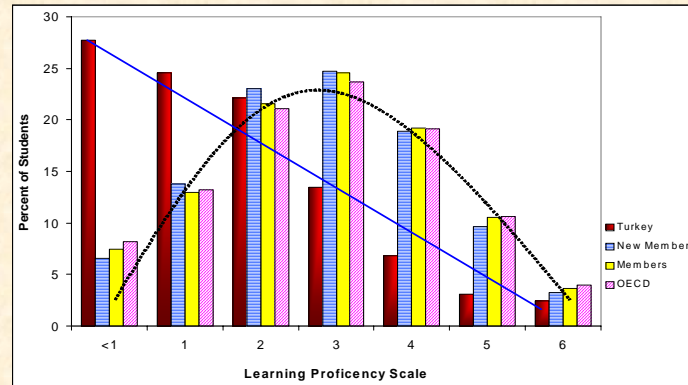
This is not only a technical challenge, it is also a fiscal challenge. In order to achieve the 85% diploma target, Turkey would have to increase secondary enrollment rates at least to 85% of the age group, from today's 65%.

Education Sector Study research indicates that this could cost Turkey as much as 3.5 billion YTL in additional capital and recurrent costs over the four year period between 2007 and 2010.

Challenge 3

Turkey's Schools Educate a Handful of Students Well, but Fails the Majority of Students

Student Performance on OECD's 6-Point Learning Proficiency Scale
(Program of International Student Assessment --2004)



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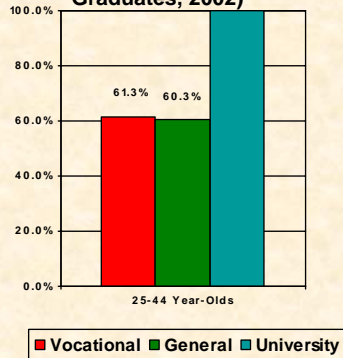
Another major challenge Turkey faces is how to create high levels of learning for a larger number of students. OECD countries have collaborated in the development of the PISA (Program of International Student Assessment) to measure what students know and are able to do by the time they reach the age limit of compulsory education (which is age 15 for the purposes of international comparison). The PISA study report published in December 2004 shows that 52.3 percent of 15 year-olds in Turkey cannot achieve beyond level 1 on a six point scale of learning competency. This is compared to only 16.6 percent of students in EU countries who perform at this low level. The straight line on the above slide shows how Turkey's scores differs so dramatically from countries it is competing with and EU members it wishes to join. This has profound implications for the kind of workforce that Turkey's education system is preparing in that the very low proficiency rates for the large majority of youth translate into low skills coming out of the education system at a time when the labor markets in Europe and Turkey are demanding high skills.

Challenge 4

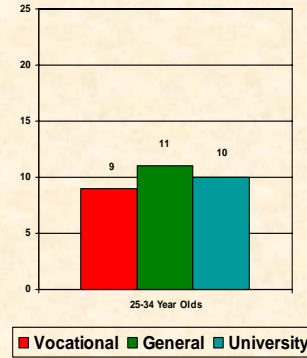
Turkey's Secondary Vocational Schools are not Achieving their Labor Market Objectives

Vocational and General Graduates have Similar Employment Outcomes

Hourly Earnings by type of Diploma
(Compared with Earnings of University
Graduates, 2002)



Adult Unemployment Rate (%)
by type of Diploma (2003)



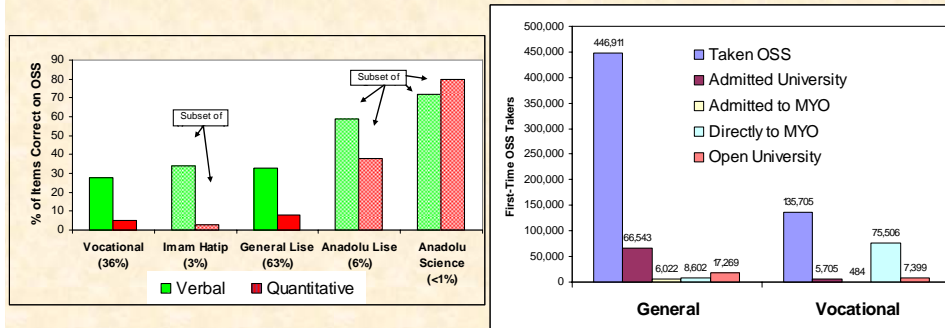
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Turkey's fourth challenge concerns its vocational education system – which has more than 1.1 million students of the approximately 3 million students at the secondary level. Many may assume that vocational schools produce secondary school graduates that the labor market demands, but the facts do not support this. Young vocational school graduates earn about the same as the general secondary graduates (the general graduates who do not continue to the university), and they are not significantly more likely to be employed. Earnings for university graduates are much higher, which of course is why so many young people try to enter the university. But there are not enough university places to match the demand. In fact, only about 1/3 of students who wish to enter universities in Turkey can find places, with many young people taking the OSS several times after paying for additional exam preparation courses. The conclusion of the Education Sector Study is that the answer is not to try to send more students into vocational schools but to provide all students, in vocational and general programs alike, the opportunity and support to learn basic skills and more advanced competencies (sometimes these competencies are referred to as the “new basic skills”). These would include good language, communications, analytic, and reasoning skills, the ability to work in teams and to be accountable for results, and solid workplace skills. These competencies would prepare secondary school graduates both for further postsecondary education and for good employment in high paying jobs in a rapidly developing and increasingly globalized economy.

Incidentally, by offering high quality learning to all students, it would provide a “fair chance” for all of them to prepare for tertiary education (and I do not mean only 4-year university education), and would motivate all students (including vocational) to work hard at the secondary level to learn these competencies at the highest standards. A parallel, and extremely important challenge would be to provide students in general secondary schools the opportunity to learn applied skills, given that the vast majority of general secondary education students will not study at a 4-year university.

Challenge 4 (continued)

But Turkey's Secondary General Schools are not Achieving their Educational Objectives Either



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Teachers and administrators at general secondary schools consider that their job is to prepare students for universities, but this slide shows that they are not being as successful as they would like. The chart on the left shows that graduates from vocational secondary schools (which enroll about 1.1 million students, or 36% of the total) perform about the same on the OSS exam as graduates from general secondary schools (which enroll about 1.9 million students, or 63% of the total). Interestingly, graduates from Imam-Hatip schools (which enroll about less than 100,000 students, or about 3% of all secondary school students) perform about the same on the OSS. On the other hand, graduates from Anadolu High Schools (enrolling about 191,000 students, or 6% of the total) and Anadolu Science High Schools (enrolling only about 14,000 students, less than 1% of the total) perform about twice to three times better, respectively. If the OSS is correctly measuring what is learned in school, then it means that general secondary school students are not learning much more than vocational students, even though they spend additional years in academic classes. It also shows that except for the elite high schools, students are not developing verbal (i.e., communication) skills very well, and are not learning mathematics at all. The PISA assessment confirmed this from an international context. The chart on the right shows that the vast majority of new high school graduates taking the OSS are not admitted to the University. It does not matter much whether they studied in a vocational or a general secondary school, since only a small percentage of first-time OSS takers succeed in university entrance. The main message is that Turkey needs to worry much more about the skills and competencies of the vast number of high school graduates who need to be prepared for employment, career development, and additional (lifelong) learning. The challenge for Turkey is to raise the learning outcomes of all secondary school students – be they enrolled in vocational or general schools, and not focus exclusively on school type.

Challenge 5

Current ÖSS Exam, Although of the Highest Integrity, Holds Back Quality in the Education System

- Exerts a massive influence on youth throughout their lives
 - **Determines their future status and lifetime earnings**
 - **Diverts 1 billion YTL away from education to exam preparation**
 - **Is unbalanced: one exam cannot cover entire curriculum**
 - **Absorbs vast amounts of the time and energy of young people because of their participation in exam preparation activities**
- Discourages learning of advanced competencies in expert thinking, complex communication, and problem solving
- Increases inequity between rich and poor
- Creates misalignment in education system because ÖSS not linked to curriculum reforms but to test taking ability

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Turkey's fifth challenge is about what kind of system best measures secondary school learning outcomes. Unfortunately, the current OSS system, while of the highest integrity and transparency, may be more appropriate for an education system which is outdated. In particular, it is not well suited to Turkey's future needs and to the objective of improving the competencies of all students. Although changes are being considered in the exam, and some new items were added recently to better measure knowledge acquired in the final year of high school, all indications are that the ÖSS drives down the quality of teaching and learning because it tests an extremely narrow range of the curriculum, tests only the kind of learning that can be measured with multiple-choice items, and tests quickly in a one-sitting, short exam. Given that this exam has such an overriding influence on university acceptance and placement, the ÖSS has generated the exam preparation industry, which provides little value in terms of raising human capital and the educational qualifications of the future work force. ESS research shows that on average, families who send their children to Dersanes pay about \$5000, which are resources that would be better directed to strengthening the knowledge and thinking ability of their children, rather than improving their ability to answer multiple choice questions quickly. Of course, who can afford the Dersanes tilts university entrance to the better off in Turkey and away from lower income families.

Challenge 6

The Current System Fails to Support Teachers and Teacher Quality

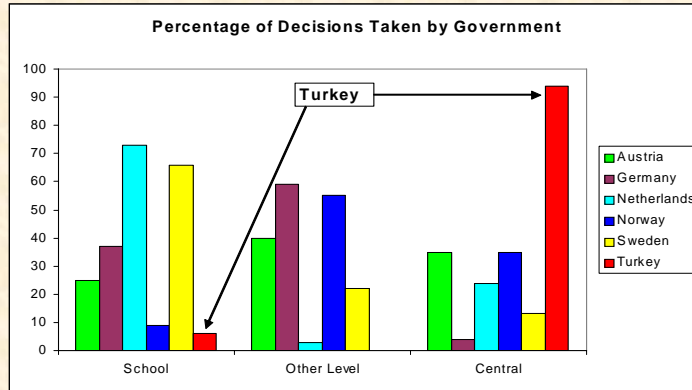
- Teacher quality is the most significant determinant of student learning achievement, but
- MEB and YÖK do not currently develop together new models for initial teacher education linked to the curriculum
- Practicing teachers need intensive training & support to master the new curriculum and teaching methods
- Parents and students pressure teachers to maintain traditional teaching models due to the ÖSS driven system

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International research shows that the single largest factor in education quality is the quality of teachers. Simply put, better teachers mean better learning. Unfortunately, the current education system in Turkey does not adequately support teachers or raise teacher quality to the levels needed to produce better learning outcomes. Research shows that teachers need intensive in-service training and continuous support to change their teaching practices in line with updated curriculum and learning expectations. Initial teacher education, in particular, would need to be redesigned to support the new teacher expectations and requirements. But initial teacher education is one area over which the Ministry of National Education (MONE) has very little influence. One of the contradictory aspects of the Turkish education system is that while MONE has comprehensive authority over most of the determinants of teaching and learning (i.e., curriculum, educational materials, teacher assignment, school facilities, equipment, and oversight), it does not have responsibility for the most critical input in the system: human resources. Specifically, MONE does not manage the selection of individuals into teacher education programs (YÖK and OSYM do), their academic preparation (YÖK and the universities do), or their entrance into the profession (the Civil Service system does).

Challenge 7

Schools Lack Resources, Authority, and Autonomy They Also Are Not Held Accountable for Results

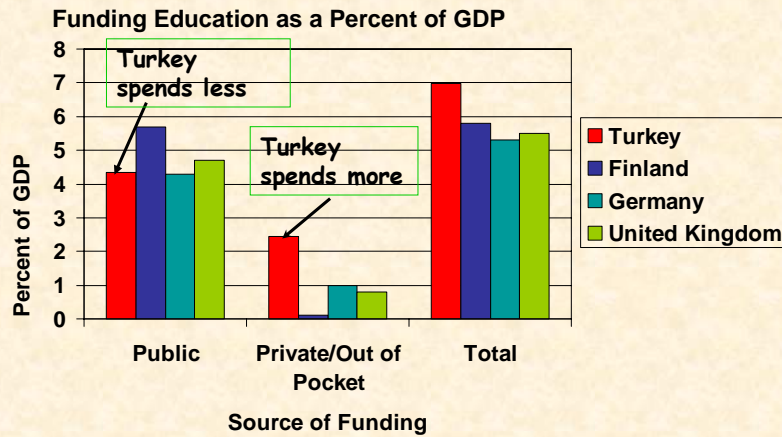


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Compared with Europe and most of the world, Turkey's public schools have the least autonomy over resources, staff deployment (at the school), textbook selection, allocation of instructional time, and selection of programs offered. Without autonomy, schools cannot be held accountable for their results, nor do schools have the incentive to improve quality. On the other hand, the central authority, which controls and determines the allocation of nearly all of the resources in the sector, has not succeeded in assuring between-school equity, which is a proper function of the center. For example, in 2004, the average expenditure (from the Ministry of National Education's allocated budget) per primary student nation-wide was approximately YTL 1,250. In some provinces, however, per-student expenditure was only about half that amount meaning that regional poverty and education inequities are not currently being solved by the central level.

Challenge 8

Public and Private Funds Do Not Promote Regional or Income Equity or Maximize Raising Quality Overall



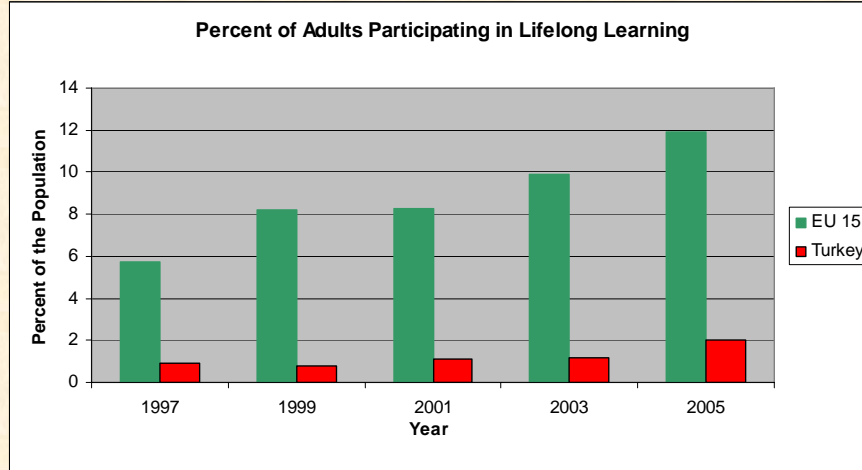
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The total amount of spending on all levels of education in Turkey is very high as a share of GDP (7%) -- among the highest in the world. But this not because of public spending, which was 4.3% in 2002, and which was below the EU average (5.1%). The main reason why Turkey spends so much on education is because of the large share of private out-of-pocket expenditures, which in principle should be a good thing however, families are mostly providing these funds to pay for exam preparation courses at dersane, for additional subsidies for their children's primary and general secondary education, and on fees for foundation universities. In fact the amount spent each year on dersane courses almost equals the entire state education budget for general secondary schools. This is a huge imbalance in expenditures.

Turkey's education system should stimulate the private sector to provide private schooling (which is relatively rare in Turkey) at all levels of education by permitting private school educators broad flexibility in how they manage their schools, organize instruction, and select their students, instead of stimulating the growth of the dersane. Private schools attract better off students from the public sector, freeing public funds to be better employed to address quality and equity.

Challenge 9

Turkey's Working Adults have Few Opportunities to Update their Skills



Learning does not stop on exit from school. In a rapidly changing labor market, and in modern knowledge economies, workers must be able to continually update and improve their competences and qualifications, and make use of the widest possible range of learning settings. The employment guidelines adopted by the European Council in June 2003 placed emphasis on the development of human capital through lifelong learning.

An analysis reported in a follow-up to the European Council's 2003 Resolution on Lifelong Learning corroborates the progress made in the EU Member States. The EU target of a 12.5% rate of adult participation in further education and training has been basically achieved on average, but some countries are well ahead of the average. The EU's Eurostat Database reports find that the workforce in Turkey barely participate at all in lifelong learning, and growth in opportunities has been negligible. This is another challenge, to keep Turkey's workforce up to date with the changing skills demanded by employers. Imagine a Turkey of the future where Dersanes are no longer preparing secondary school students for the ÖSS but providing retraining for workers already in the labor market to keep up their skills.

An Education Reform Program for Better Skills and Better Jobs

A National Education Sector Strategy is needed NOW

- Turkey's future depends upon the educational qualifications of its workers – Quality is Key
- Turkey needs an overall strategy at all levels
- National consensus is needed to develop a strategy that:
 - Concentrates all of resources on objective of higher quality and more equity
 - Integrates all levels of education, including secondary & tertiary
 - Has been well discussed and is broadly owned by all key stakeholders in Turkey

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Turkey is planning on a ten year horizon for EU membership. Neither the education sector nor its labor force are currently ready for EU integration. Turkey can, however, undertake basic reforms in education which could vastly improve education quality and the skills of graduates from Turkish schools at all levels, which in turn will produce better skills and better jobs. Since education reforms take time to take effect, it is essential that Turkey launch a major reform program now so that in ten years time the education sector will look very different. This will require reforms in many areas under an overall reform strategy. But this strategy must be comprehensive at all levels of education. Turkey will not succeed in reforming its education system in a piecemeal way – by pilots, projects, and initiatives to overcome bottlenecks in the system. Nor can institutions in Turkey by themselves undertake reform without the agreement of the other government institutions, the public, and the private sector. Everyone in Turkey I speak with mentions that Turkey needs to improve education but there is often fierce debate on where to start and what parts of the system need to be changed. Plus, much of the debate in Turkey today about education is about highly emotional issues such as the role of YÖK, the coefficients in the university entrance formula, or the selection of imam hatip graduates into the university, and not about the real issue – how to raise the quality of learning. In the view of the World Bank, education reforms can only occur if there is a national consensus on a comprehensive reform strategy among all affected parties – and a consensus around the idea that these reforms are needed for the benefit of EU integration, the nation and the nation's youth. Such a consensus needs to focus in the national interest on quality, equity, and all levels of education. And Government has the lead role in building this consensus.

Reform 1- Student Enrollment

Substantially Increase Student Educational Qualifications, Especially Secondary Education, to Converge with the EU

- Increase dramatically pre-school enrollment – to 50%
- Universalize primary school attendance
- Launch a strategic initiative to achieve 80% secondary enrollment by 2015, with annual targets by province
- To achieve the targets, introduce massive investment, along the lines of Basic Education Reform of 1997
- Raise the Student/Teacher Ratio in all Secondary Schools to within the 20-25 band, which will help increase enrollment capacity
- Make secondary education compulsory by steps
- Provide more incentives for girls and the poor to stay in school

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I have discussed the challenges which Turkey faces. I would now like to lay out what reforms we in the World Bank see as both needed and feasible to meet Turkey's objectives. The first reform concerns students. Turkey needs to dramatically increase enrollment in preschool and other early childhood development programs. Turkey will need to move from about 15% of the age group in preschool programs to 50% by 2015.

Turkey also needs to continue programs to increase attendance at primary school, particularly in the eastern part of the country, in rural areas, and for girls.

Furthermore, it is essential that Turkey launch a massive effort to increase secondary school enrollment and completion, with a target of reaching 85% by 2015 but with all regions approaching this target across the country. (The cost of this expansion may be substantial, approaching 5 billion YTL in capital and recurrent costs in the intervening period.) Increasing compulsory education is one way to raise enrollment but a substantial investment program in facilities, equipment, and teachers will be needed, along with targeted expenditures to poorer areas and areas where there is low enrollment (in particular by girls). But new investment may not be the only way to increase enrollment. Many schools in Turkey – particularly vocational schools -- operate at the lower end of the ideal number of students per teacher and could easily enroll more students without adding classrooms or teachers or compromising quality – although the curriculum may need to change in ways I will touch on later.

Reform 2 - Schools

Raise Quality of All Schools

- Establish indicators & standards for school quality in Turkey, including a minimum standard
- Ensure that every school meets the minimum standards
- Raise standards above the minimum level

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The second reform is aimed at raising the quality of schools. Many countries have introduced a system of school educational quality indicators. Turkey needs to develop its own school quality indicators, along with minimum quality standards. In addition, Turkey would need to formulate and implement a strategy of assessing each school against the standards, reporting the results to the public, and supporting all schools to achieve the standards. This would have a huge impact on quality as well as equity. Once all schools meet the quality standards, the next step would be to raise the standards for all schools.

Reform 3 - Learning

Make Student Learning the Focus of Education Reform

➤ **Align Curriculum, Standards, & Assessment**

- Establish standards for student learning linked to the curriculum
- Assess all students against these learning standards
- Inform students, parents, and teachers quickly about the results of these assessments.
- Teachers need to learn to use these assessments to diagnose and address learning gaps

➤ **Develop national framework for teacher education, aligned with the new curriculum and standards, defining:**

- Professional skills, knowledge, qualifications, and values for teachers
- Guidelines for universities on the design of teacher education programs
- Quality assurance for universities' teacher education program
- Periodic formal assessments of programs and graduates

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The third reform is about learning and judging reforms against how well student learning is increased. The principal objective of the Board of Education's curriculum reform is to set out learning expectations, complemented by new approaches to teaching and learning in the classroom.

There are several recommendations here.

First, the new curriculum will need to be buttressed by learning standards – standards that are clearly understood by students, teachers and parents.

Second, assessment instruments should be developed and implemented to regularly measure student learning against these standards are being attained, and identify why they are or are not being attained.

Third, school directors and teachers will need to learn to use these assessments to devise teaching strategies for students falling behind, and to help all students achieve the standards.

Finally, initial teacher education and inservice training should be redesigned to be based on the new curriculum, the learning standards, and strategies to help different types of students attain these standards. This will require a new level of coordination between YÖK and the Board of Education. Bringing the directorates of MONE that are responsible for inservice education, and updating their understanding and know-how to the best international practice, will be an even larger challenge.

Reform 4 – Access to Quality Secondary Schools

Provide Opportunities for all Secondary Students to Prepare for Tertiary Education and Skilled Employment

- All students should have access to high quality learning, where ever they are in school
- Provide students in vocational schools the opportunity to learn the core competencies to both obtain a general secondary degree and prepare them for skilled employment
- Provide students in general secondary schools the opportunity to acquire applied skills and certificates
- Assure that every student has the chance to prepare for high quality tertiary education
- Allow young people flexibility to choose what they study at any point in their education process, including while at the university²²

The fourth reform is about access to education, but not in the narrow sense. I am referring here to access to high quality and relevant learning opportunities. A reformed education system in Turkey should assure that all secondary school students have the opportunity and the support from their teachers and the education system to learn both academic as well as applied competencies that could help them prepare both for tertiary education studies and high-skill employment. Students enrolled in vocational schools should have access to learning opportunities (i.e. new modules) that could enable them to develop the same basic core competencies as students in general secondary schools. Likewise, students enrolled in general secondary schools should have access to opportunities to learn applied and technical skills, since the vast majority of them will never enter a four-year university program.

This means gradually reducing the strict separation of vocational and general secondary students, while offering basic academic competencies as well as applied skills to all students. It means assuring that all students are motivated to study hard and learn well. This means that no student should be cut off from preparing for, and competing for entrance to, tertiary education. It also means that all students should have high expectations for their future, and not be discouraged from developmental challenges. Furthermore, it means that a substantial increase in the number of tertiary education opportunities is needed and alternatives to four year universities need to be created. Increasing access to tertiary education (and not only 4-year university programs) should become a major objective of the Government. A related but very important reform is that students should not be expected to choose a lifetime career in 9th or 10th grades, but should have greater flexibility to select or change subject matter in secondary school and in post secondary institutions in response to their changing interest and differentially evolving talents, as well as changes in the labor market.

Reform 5 - Examinations

Replace the ÖSS with a New, End-of-Secondary “Comprehensive Assessment of Competencies”

- Restructure ÖSS into cluster of modern assessments, testing broad competencies: what students know, what they are able to do, and how they reason & apply their skills.
- These assessments should challenge all students to demonstrate competencies learned at school
- They should be aligned with the curriculum
- They should be required for a secondary diploma
- They should provide both employers and tertiary education institutions with information about students' competencies

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- The fifth proposed reform is about the exams at the end of primary school and secondary school. For primary schools, improvements in the current exam structure (the secondary school selection exam) should focus on promoting the development of basic skills and knowledge learned in school.
- For secondary schools, the current ÖSS exam no longer serves its purpose and should be replaced with a series of assessments in the last years of secondary school which measure what students have learned throughout their secondary school programs, what students are able to do with what they have learned, how they reason, and how they apply their skills. Such assessments would create standards for graduating from secondary school, provide a way to measure how schools are performing, provide an incentive for students to learn what is taught in the classroom rather than at the Dersane and a measuring rod for universities and employers to assess knowledge and reasoning competencies, not test taking skills, which have absolutely no value in the real world – and certainly should have no value in institutions of higher learning.
- Possible models for Turkey would be the French or International Baccalaureate, the German Arbitur, or the British 'A' levels. The Turkish model could be a comprehensive set of exams that test both the knowledge and skills that students learn in secondary school. It could have a central core of subjects with blocks of subject options which pupils can choose.
- As in the case of Germany, France, or the UK, students cannot readily prepare for these types of exams with private tutoring courses, but rather only at their secondary schools. This would encourage public pressure on secondary schools to improve their quality and performance on student learning outcomes.

Reform 6 - Autonomy

Increase School Autonomy and Budgets and Hold Schools Accountable for Results

- Authorize Government to provide grants directly to secondary schools for projects to raise student outcomes
- Improvement projects would include measurable targets for school quality standards and student learning standards
- Schools would receive and manage adequately-sized grants to fund their improvement projects
- School projects would be supervised by MEB
- Schools would be held accountable for achieving targets

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Reform number 6 is about fostering more autonomy for schools. Students in schools with greater autonomy learn better. International research also finds that systems having central management of the curriculum framework but local school-based management of their personnel and material resources perform better. Turkey has good experience with its "School Development Model." Experience with the model shows that schools (that is, their staff and their local communities), with the proper support, have capacity and incentives and to do their own strategic planning and develop viable improvement programs. The model would need to be updated to align with the new school quality standards and student learning standards so as to achieve improvements coherent with Government needs and objectives. Schools would also need to receive and manage funding to address their individualized needs (as defined by their staff and communities, and in a clearly structured framework) and be held accountable for managing and using this funding.

Reform 7 - Financing

Use Public and Private Funding Strategically to Raise Quality and Reduce Disparities

- Prepare a medium-term expenditure framework for the education sector
 - **Link strategic objectives to a multi-year budget**
 - **Government accountable on access, equity and quality**
 - **Provide an environment of predictability and transparency**
- Introduce new regulations and greater incentives to stimulate more private sector provision of schooling (especially in postsecondary education and training)

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- The next reform is about financing schools in a way to raise quality and reduce inequities across schools.
- A medium-term expenditure framework would integrate yearly budgeting with multiyear planning by providing a framework to reconcile top-down estimates of public resources with bottom-up estimates of the costs of implementing desired policies over several years.
- But Private Education also needs to play a role and be allowed to play a role: In many countries, a larger and more vibrant private sector in education improves the quality and equity in public education. Private schools raise the quality of public education when private schools model new and creative approaches to schooling, teaching, and learning. Private schools can raise equity because, by serving more families with greater financial means, they free up a larger share of the public resources to serve children from other socioeconomic groups. Also, more private higher education would open more room in public universities for young people from middle and lower-income demographic groups.

Reform 8 – Lifelong Learning

Partner with Employers to Provide Lifelong Learning Opportunities to Workers in Turkey

- Government should make lifelong learning a higher priority
- The private sector should face policies that encourage the financing of lifelong learning when private returns are high
- Government needs to encourage a range of financing options, including subsidies, individual learning accounts, and cost-sharing with learners
- Government should establish a system of national benchmarks to measure participation and outcomes and set monitorable targets for increasing results and impact

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The reform on lifelong learning is aimed at keeping skills within the labor force current with changing demand. For this to work and improve lifelong learning from a very low base in Turkey, partnership arrangement between employers and education institutions need to be created. This means creating incentives for employers to invest in their employees' skills and creation of training opportunities across the country for existing workers. This also means that Government should make lifelong learning a higher priority. The private sector should face policies that encourage the financing of lifelong learning when private returns are high. It also means Government needs to encourage a range of financing options, including subsidies, individual learning accounts, and cost-sharing with learners. Lastly, Government should establish a system of national benchmarks to measure participation and outcomes and set monitorable targets for increasing results and impact within the labor force.

Conclusion

Turkey Must be Strategic and Fast in Reforming its Education System

- Turkey's schools can be changed to prepare young people for their future as European citizens and workers in the global economy
- But Turkey needs to take actions now to ensure that its citizens do not become the low-paid service workers of Europe
- To address this urgent challenge, Turkey needs to put its future above politics and debate and draw on leadership in the public, private and civil sectors to formulate and implement a comprehensive strategy for education reform

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Much has been accomplished in the education sector in recent years. Nonetheless, to bring Turkey into the EU and to raise living standards and employment in Turkey, substantial education reforms are needed. Turkey needs to act now to see the benefits of these reforms over the next 5, 10 or 15 years. Change is never easy but as Turkey has already shown in many other areas, like the economy, primary school education reform and getting ready for the EU, it has the capacity to change for the better when there is a national consensus that change is needed. The time for this national consensus in what is perhaps the most important aspect of Turkish society – education, is now. I have presented today an analysis of the challenges facing Turkey in the education sector. I have also laid out reforms that World Bank research shows should help address these challenges and move Turkey forward. Our suggestions for reform are not perfect and undoubtedly could be improved upon. But our objective is to stimulate discussion on what kind of education strategy Turkey needs for the future.

Our common objective is help Turkey develop a strategic plan to improve the quality of Turkish education and to prepare Turkey for a rapidly changing world.

In conclusion, I would like to emphasize a point I made earlier. These critically important education reforms can only be realized if there is a national consensus on a comprehensive reform strategy, that this consensus should be based on the needs of the nation --not hijacked by shorter term objectives or interests, and that Government has the lead role in formulating the strategy and building this consensus.

Tertiary Education

Options for the Reform of Higher Education: A Policy Note

December 31, 2005

(to be published after final approval of Government)

Additional Tertiary Education Studies Underway:

- The Size and Composition of the Higher Education Sector in Turkey
- Tertiary Education and Employment
- Reforms of Autonomy, Governance and Accountability in Higher Education
- Options for Improving the University Entrance and Selection Process
- Funding and Finance of Tertiary Education

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Thank you very much for your time and attention. Before I pass the chair back to the Moderator, I would like to remind you that this conference, and the ESS Report on which it is based, focuses on preschool education, primary education, and secondary education. The World Bank is also working intensely in the area of tertiary education. We have recently completed a Policy Note on Options for the Reform of Higher Education, on which we are seeking final approval from Government. Also, and in consultation with YOK, MONE, OSYM, the Treasury, SPO, and the Ministry of Finance, we are carrying out more detailed analysis on several critical areas for tertiary education, which are listed here.

Thank You

For further information and to view or
download all of the related
documents, please visit our website:

www.worldbank.org.tr/ess

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