

Turkey 2008

Human Development Report



United Nations Development Programme

YOUTH IN TURKEY





Human Development Report

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the United Nations Development Programme

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The National Human Development Report is the product of a collective effort. The UN family in Turkey, specifically the Turkey Offices of UNDP, UNICEF, ILO, IOM, FAO, UNAIDS and UNHCR, provided detailed comments and advice throughout the research process.

This Report is part of a series of UNDP's Human Development Reports, national and international. Human Development for a country means human progress for its people – enabling people to live long and healthy lives, based on living with substantial freedoms. It is thus defined as a process of broadening opportunities and strengthening human capabilities to enable people to make the choices they have reasons to value and to enjoy their basic human rights. Capabilities can vary in form and content, though they are also often closely interrelated. They include the enabling opportunities given by schooling, for example, or by the liberty and the economic means to move freely and to choose one's abode. There are also important 'social' freedoms, such as the capability to participate in the life of the community, to join in public discussion and to participate in political decision-making...¹

The National Human Development Report 2008 on **Youth in Turkey** has used an unorthodox approach in its preparation. Young people in Turkey have been involved especially during the research. In addition, a comprehensive *State of Youth Survey* was carried out among more than 3,000 young individuals aged 15-24 in 12 different regions sampling the entire country and twenty eight focus groups were organized with youth and adults.

Turkey's young men and women are its next generation. They have skills and ambitions, vision and energy. But they need to be given opportunities to utilise these to the fullest. If this can be achieved, the country's future will be assured and sustainable. As we reflect on how best this can be done, this Report analyses diverse aspects of the issue and suggests possible arenas for action. We are confident that the relevant assessments will

contribute to the ongoing debate and wider discussions on youth policy, education, employment, and participation. It will also highlight youth's needs and aspirations on the national development agenda, augment our ongoing activities and programmes, and help promote an enabling policy environment for more action.

It is now the task and responsibility of policy makers -- and other adults in various positions throughout Turkey -- to listen to the voices of youth, to trust what they hear and to explore with young people how better to respond to the ideas presented. This can be a first step to empower the next generation with responsibilities and opportunities, and to remove some of the obstacles which hold them back.

We extend our deep appreciation to all the contributors, from young people involved to the many state agencies and academics, for the extensive assistance and cooperation provided in the preparation of a truly National Human Development Report.



Mahmood Ayub
UN Resident Coordinator and
UNDP Representative in Turkey

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ACRONYMS

AMATEM	: Ankara Alcohol and Substance Addiction Treatment and Training Centre
ATAUM	: Ankara University European Communities Research Implementation Centre
CEE/CIS	: Central and Eastern Europe/Commonwealth of Independent States
EU	: European Union
FACT	: Family and Child Training Programme
FAO	: Food and Agriculture Organization of the United Nations
GDP	: Gross Domestic Product
GSGM	: General Directorate of Youth and Sports
ICT	: Information and Communications Technology
ILO	: International Labour Organization
IOM	: International Organization for Migration
IPA (EU)	: Instrument for Pre-Accession Assistance
IPEC	: International Programme on the Elimination of Child Labour
İŞKUR	: Turkish Employment Organization
KOSGEB	: Administration for Developing and Supporting Small and Medium-sized Industries
KPSS	: Public Service Personnel Selection Exam
LFPR	: Labour Force Participation Rate
MDGs	: Millennium Development Goals
MoNE	: Ministry of National Education
NGOs	: Non-governmental Organizations
OECD	: Organization for Economic Cooperation and Development
OKS	: Secondary School Entrance Exam
ÖSS	: University Entrance and Placement Exam
PISA	: Programme for International Student Assessment
QLI	: Quality of Life Indicators
R&D	: Research and Development
SHÇEK	: Social Services and Child Protection Agency
SPO	: State Planning Organization
STDs	: Sexually Transmitted Diseases
TDHS	: Turkey Demographic and Health Survey
TÜBİTAK	: Scientific and Technological Research Council of Turkey
TURKSTAT	: Turkish Statistical Institute
UNAIDS	: Joint United Nations Programme on HIV/AIDS
UNDP	: United Nations Development Programme
UNESCO	: United Nations Educational, Scientific and Cultural Organization
UNFPA	: United Nations Population Fund
UNHCR	: United Nations High Commissioner for Refugees
UNICEF	: United Nations Children's Fund
YEN	: Youth Employment Network
YÖK	: Council of Higher Education

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"We cannot always build the future of our youth, but we can build our youth for the future."

Franklin D. Roosevelt

Following the major economic crisis of 2001 which caused great damage to its economy and shook its social fabric, Turkey has taken a set of well-articulated measures and achieved continuous high economic growth of the order of 7.5% on average during the 2002-2006 period. Despite some continuing vulnerability in a number of areas, its general economic performance has been quite strong including in the area of investment and productivity which increased the economy's capacity. Its external economic links have also been expanded via much higher levels of exports and Foreign Direct Investment. On the other hand in the same period the unemployment rate has remained stubbornly at around 10%, and the rate of participation of the labour force declined including for women whose participation rate is as low as 26%. Youth unemployment remains a very serious problem. Little substantial improvement was visible in the education system despite a number of quantitative increases. Vocational education which is crucial for youth showed little sign of progress. In Turkey's membership and convergence process to the EU, the progress achieved in other areas has remained relatively weak in the social domain in general.

According to the Human Development approach, economic growth which is necessary for progress and provides opportunities for societal advance, satisfaction and happiness, is not sufficient in itself for achieving these goals. Warranted progress is achieved when, in addition to economic growth, members

of a society acquire and expand the ability to protect and develop freely their potential and gain access to opportunities in an equitable way. Moreover, the Human Development approach does not only constitute a matter of choice, in fact the sustainability of economic growth itself is closely dependent on components which require the fullest possible development of social capacities of all members of society. This is all the more valid in an era when the knowledge economy is becoming the predominant pattern at the international and global level. For all these reasons Turkey's further progress requires a broader based pattern of development with corresponding strong advances in the social sphere as well as in the framework of the Human Development approach. In fact today a separation between economic and social factors of development and progress is less and less valid even at the conceptual level. The advent of the knowledge economy renders the unbounded development perspective of human knowledge and cognitive capacity essential and thereby brings closer together in the functioning of the economy factors usually termed as economic and social respectively.

Youth -taken here as the 15-24 age group- constitute a vital and to a large extent determining part of the whole Human Development based context of Turkey's further development perspective. Apart from the intrinsic value of youth, each of its cohorts forms the subsequent segment of capacities in terms of crucial factors such as labour,

skills, culture, values, education, knowledge, teaching, governance, management and further capacity creation. Strengths as well as weaknesses in these areas have significant impacts on the following generations. Youth are the most vibrant section of society and constitute the prime driver of change. The corollary is also valid in the sense that progress can hardly continue if youth's potential is curtailed.

Turkey started a strong process of modernisation under the guidance of Mustafa Kemal Atatürk at the foundation of the Republic in 1923. In fact youth and their education and cultural development were attributed a significant place at the beginning of this process. While the broad lines of Turkey's modernisation process continued and Turkey is now negotiating for membership to the EU, it is still faced with significant challenges, similar in some respects to those faced by some of the new entrants to the EU and, in other aspects, to those faced earlier by some Southern European EU countries. In this process the social dimension in general and the youth dimension in particular have been lagging behind. The relative position of youth and the scope and effectiveness of policy actions toward it have declined over time for various reasons.

Some of the main reasons applicable to several previous decades in most cases can be summarised as follows. Overall progress in the social policy front has remained relatively weak. The education system in general and vocational education in particular have not been updated and improved adequately. Information and Communication Technology (ICT) expansion started with a delay in Turkey. Employment creation has remained weak, especially for modern high productivity and high technology jobs, while in more recent years a mismatch has grown because of insufficient qualification. The gender discrimination curtailing the

prospects of young women has not been tackled with sufficient strength at an early stage. The modernisation of agriculture has been delayed for a long time. The political and consequently social participation of youth have been negatively affected by interruptions in democracy up to the early 1980s and this seems to have caused a long lasting weakening in the pattern of youth's participation. The hierarchical governance structures in a large part of institutions have remained quite rigid for too long. Government structures and policies relating to youth's needs have not proved sufficiently effective so far despite efforts at the central and local government levels, the latter being on the rise however. On the other hand, the efforts made toward youth matters in past decades and the ongoing work in this area should not be neglected in evaluating the subject. And there are also success stories like those in some educational areas and institutions, local youth councils, some programmes of support to disadvantaged groups such as disabled youth, some areas of sport, exchange programmes with the EU, etc. But what matters most is youth's capacity and the trend of evolution of its capacity in terms of Turkey's potentials and development goals. And in this respect, the gap is obvious. For both the shortcomings and successes, it is usually not only the government institutions that are responsible but also to varying degrees families, NGOs, teachers, the private sector and trade unions as well.

In summary, despite efforts to respond to youth's needs in individual areas and sectors, the effects and scopes of policies concerning youth have not, in general, been proportionate to the corresponding needs occurring in the contemporary world. Hence Turkey seems to have foregone a large part of the opportunity offered so far by the demographic window of opportunity. However, it still has strong potentials and more specifically, the window of opportunity

will last until 2040. This situation offers Turkey a major and one-time opportunity to embark upon a set of policies which will enhance the knowledge economy related skills, competencies, learning ability, cultural endowment, knowledge management ability, cognitive capacities, creativity, employment prospects, availability of choices, motivation, health, participation potential, citizenship role, democratic values and self-confidence of youth. This will also have a very strong favourable impact on successive cohorts. It will contribute to strengthen Turkey's overall development prospects and membership process to the EU by boosting progress along the relevant convergence dimensions as well as affecting positively Turkey's role in its region. Once substantial improvements start they will strengthen prospects even after a relatively short period of time.

What seems needed is an approach which takes youth's needs and prospects as a focal issue and adjusts, reshapes, creates and coordinates policies and institutions in a streamlined and coherent way toward this goal in different relevant areas from education to employment, budget allocations, regional policy and social security. The highest quality level needs to be attained for and by youth in most of the relevant areas in order to be able to benefit from the remaining part of the demographic window of opportunity. On the other hand, the institutional aspect of this approach needs to avoid creating strongly centralised bureaucratic structures which are generally particularly unsuitable for the realm of youth matters and discouraging for participation and autonomous behaviour. Policies toward youth need also to cover all the critical stages and passages of a youth's trajectory. This would include education, starting work, establishing oneself independently as single or by forming a family, asserting the rights of citizenship and emancipation and active participation throughout. With regard to

another dimension, all social categories like the poor, vulnerable, disadvantaged have to be included. In fact youth is composed of categories differing in varying degrees in terms of means and autonomy. And the geographical factor too needs to be fully taken into account to overcome the effects of regional disparity. There are also connected policy areas like the educational phases before and employment beyond youth which need to be looked at and are mentioned in this Report. The main focus of the Report, however, is on matters directly affecting the 15-24 age group.

While there are also other problems which require simpler solutions, the general context of the corresponding approach, in accordance with Turkey's overall orientation, needs to conform to the knowledge economy prospects. The relevant recent world experience quite clearly confirms this. On the other hand, progress in line with the knowledge economy can hardly be achieved if increasing the capacity of youth is not brought to the forefront. From the key role of cognitive and advanced research capacity to less hierarchical, much more rapid management and governance patterns and new participation structures, most of the peculiarities and distinguishing features of the knowledge economy are clearly closely associated with youth's inherent qualities, abilities, predispositions and needs. This renders the full development of youth's potential along these lines necessary for Turkey. In the same vein, Turkey's entire prospective development path toward 2023 and beyond aiming at such targets as very high levels of competitiveness, higher employment, sustainability of growth, greater equity and gender equality makes an effective policy focus on youth all the more pertinent. It also requires that the will of all sections of society be committed to the policy focus on youth.

This present Report is to a significant extent based on a comprehensive *'State of Youth Survey'* carried out among 3,322 young individuals aged 15-24 in 12 different regions (Istanbul, Adana, Malatya, Ankara, Izmir, Bursa, Tekirdağ, Diyarbakır, Samsun, Trabzon, Kayseri and Erzurum) sampling the entire country. It also included *24 focus group meetings with young people and four focus groups with adults*, as well as a broad scanning of youth literature among Turkish and international sources. Views and opinions of more than 200 youth and 30 adults were collected during the focus group meetings. More than 20 young and adult persons were interviewed face-to-face. All UN agencies, all youth organizations in Turkey, nearly 40 academics and experts, at least 35 public institutions and more than 100 volunteer young people contributed to the Report with papers and research material, ideas and proposals. During March-July 2007, more than 150 meetings and interviews were held and more than 5,000 e-mails were reviewed for the preparation of this Report. The following policy recommendations draw on this extensive research:

1. Turkey needs a more articulate youth policy and youth-supportive institutions.

Turkey needs to go beyond its present rather problem-based, sectoral approach to youth with a comprehensive youth policy and with institutions to ensure follow up action. In fact, basic figures relating to youth illustrate the nature of the challenges ahead in this domain in terms of sheer size as well as the characteristics involved.

According to the 2007 Population Census, there are more than 12 million young people between the ages of 15-24 in Turkey, corresponding to 17.6% of the total population.³ Youth obviously constitute a very strong potential for Turkey. However, the development of this potential remains

insufficient. Within youth there are several categories with very different requirements in terms of policy. Of the 12.4 million young people aged 15-24, 30% go to school, 30% work. While in part of educational institutions young people have access to high standard education and part of those employed work in quality jobs, a significantly larger part lack such opportunities. Moreover, almost 40% -5 million young people- are 'idle': They neither work, nor go to school. In fact, there are millions of young people who are in the category of "invisible or less visible youth" in Turkey. These include: women who are neither in education nor at work – about 2.2 million; the physically handicapped – some 650,000; young people who have given up all hope and stopped seeking jobs -300,000; juvenile delinquents – some 22,000; and street children and youth living on the streets, internally displaced, or victims of human trafficking and others who rarely get noticed or mentioned in survey studies or in the media.

A youth policy for Turkey needs to comprise a strong human rights dimension for all the country's young men and women and should be forward-looking, anticipating future needs and problems as they will emerge. As guidelines for the future, policy should also focus on the country's Human Development priorities – to strengthen the capabilities of youth to live lives of freedom and dignity, enlarging considerably their knowledge and choices.

Such a youth policy needs to be designed in a participatory manner. Turkish youth throughout the country need to take part. All stakeholders such as youth NGOs, academics, private sector, media and trade unions need to be included. A youth council encompassing all youth NGOs is needed to help drive the process.

In the longer run, the creation of a youth parliament may provide a platform for

young people to express themselves on issues and policies which affect them. This would also alleviate the concerns regarding the difficulties of becoming MPs for youth, although the election age has already been reduced to 25 from 30.

At the same time, an institutional instrument with a flexible, non-centralised, non-bureaucratic structure could help achieve greater coherence in policies and activities related to youth and provide a mechanism for regular monitoring. Young people should make up a high proportion of its total membership.

Recent developments of information technologies raise new challenges and new opportunities for youth to express their views as well as to establish relations with young people in other parts of the world. Turkey's youth policy needs to aim at enabling its young people to access digital technology more easily under the equality principle. This will allow them to come across the participatory/democratic society and citizenship concept more extensively.

2. Improving the quality as well as the quantity of education is a priority for youth. It will bring benefits for the whole society and is a necessary condition for a sustainable bright future for Turkey.

a. Compulsory schooling needs to be raised to 11 or 12 years. This is first of all needed for bringing the quality and duration of average education in line with countries that Turkey is aiming to catch up with. Its cost is estimated at around US\$ 25-30 billion over a 10-12 years period, a cost that should be considered well worth bearing, compared to its medium and long term strategic benefits.

b. Equal education opportunities need to be improved. Expanding education to

provide opportunities for all is a priority. The government can weaken the link between a young person's socio-economic status and his/her educational attainment through effective education policies. Some examples of such policies include the following:

- Focusing on early childhood education and ensuring that children from different socio-economic backgrounds have access to quality early childhood education.

- Ensuring minimum quality standards in schools. Various financial incentives could serve this end. If the Ministry of Education decentralizes some of its budget and provides each school with direct funds to ensure a certain level of minimum standards in each school, this would help both raise and level the quality of education across different schools.

- Enabling a more equal distribution of public investments in the education sector through the use of the e-investment system. Currently, the government is preparing to implement the e-investment system.

- Providing equal opportunities to highly disadvantaged children and young people. Regular schools and teaching methods do not always adequately meet the needs of these disadvantaged children and young people. More flexible, diverse and adaptable educational approaches have to be designed as part of a more comprehensive strategy for providing appropriate and quality education to all children and young people.

- Tracking and student selection systems between different levels of education play an essential role in determining the extent to which an education system can present equal opportunities to young people from all backgrounds. Ongoing reform efforts to change the student selection processes and having multiple exams at the end of each year

in secondary school and using the cumulative score from these exams as the placement criteria for tertiary education are positive signals highlighting the importance of the issue. However, the new selection system needs to be followed by steps and improved teaching capacities which gradually but effectively break the dependence on private courses and *dershanes*. The government could also devise systems based on positive discrimination for young people, especially young women, from low-income areas with limited education opportunities.

- Providing financial support for young people who cannot make it to the university and thus giving them a second chance. This would enable those who are already out-of-school to work less in order to continue their education. In today's world, the traditional understanding of exclusively in-school education is being replaced by new frameworks such as life-long learning, distance learning, e-learning and peer training.

c. Improving the education quality at all levels is an equal priority which would also contribute to the "equal opportunities for all" dimension, as stated above. Recent efforts of changing the curricula for a more child-centred and constructivist approach holds potential for enhancing young people's capacity to participate effectively in an innovative economy and a democratic society. Obviously the pattern of the reforms' implementation will be crucial in terms of their effectiveness.

d. More opportunities are needed for teachers in order to enhance their professional skills. In a package of recommendations addressing the Turkish Government, the education experts propose, in the framework of 'Educational Reform Initiative'⁴, that "In order to train teachers with the necessary tools and skills and to encourage them to prepare their students

to become democratic and contemporary individuals who always defend human rights, that years 2008-2012 be announced as 'Teachers' Years.'⁵

e. It is important to provide smooth transitions between the stages in a young person's life, as well as in the passage between formal education and non-formal education, or from one academic subject or department to another, and always offer second chances. A new approach and a new set of values need to be adopted to rid the educational system of its predominantly pragmatist context, and present it as an experience to be also enjoyed and appreciated. Meanwhile, awareness should be created in the society that there can be worthwhile and estimable education outside of the universities too.

f. Both vocational schools and vocational school graduates need more support from the government, businesses and society at large. An effective orientation system should be adopted in the educational network, beginning with the interaction and cooperation between, on the one hand, the vocational and technical schools and on the other hand the industrial and services related businesses in the private sector. A new assessment system can be developed which can correctly evaluate the talents and eagerness of the young people in the fields they study.

g. New measures need to be taken concerning the functioning of universities. Although the number of higher education institutions is increasing significantly, and intentions to follow policies to improve the quality of university education are frequently expressed, currently the level of educational quality varies from one place to the other and from one university to another. There is a need to ensure adequate quality across the spectrum of existing universities and more

particularly with respect to the new ones being created.

h. Additional resources are needed. In a country like Turkey where there are 12.4 million young people who will be in the working age in a few years, both quantity and quality of education are big challenges. Additional resources are required even in order to maintain current school participation levels.

i. Certification of educational institutions at all levels of education in terms of international and EU standards would enhance the quality and effect of education. This target, already achieved by a number of educational institutions in Turkey, would both contribute to improving the curricula standards of Turkish institutions and provide greater skills and opportunities to graduates in Turkish and world labour markets.

j. Advanced and extensive ICT endowment is essential for an effective contemporary education. This needs to be complemented by the corresponding teaching required for productive use of the system. The ongoing efforts deployed in Turkey in this field need to be further extended, with advances in terms of technology and teaching and a capacity for constant upgrading.

k. Last but not least, reforms and changes at all stages of the education system need to be focused on, and provide endowment for the requirements of the knowledge economy.

3. A special focus on young people's health is also needed.

Health issues of youth are worsened by poverty, deficient life-skills education, traditional mores and a general reluctance of

families to address the issues of identity and adjustment that children face during their physical and psychological development. These problems can also be exacerbated by substance abuse and violent conflicts within some homes or in the school environment.

The necessity for investment in adolescent health — and the provision of life-skills based education in particular — needs to be explored more. The projects realized with the cooperation of the Ministry of Health, NGOs and international organizations should be diversified. The peer training that is implemented with success should be expanded.

Discussing drug use and sexuality should not be regarded as a taboo, and informing and guiding youth in this context are essential. Indeed, the widespread hierarchic relations among family members are likely to cause issues like sexuality to be left in the dark. To break this taboo, education concerning sex needs to be given to youth in classrooms beyond the information already provided within the context of health and hygiene.

Regarding the smoking issue, for example, programmes targeting children need to be increased and the number of non-smoking public places should be extended.

The issue of social security for young people needs to be resolved. Stricter measures are needed to prevent young people working without or with insufficient social security.

Relatedly, work accidents are too numerous and need to be reduced through effective preventive measures.

Child labour should be eradicated. Children and young people are affected twice as much by job risks as adults. This also constitutes a serious health matter. Turkey, whose

legal framework relating to child labour is already strong, has made serious efforts which have brought noticeable improvements in implementation in this field as confirmed by ILO/Turkey. However further such efforts are still needed until the complete eradication of child labour.

4. Youth Employment needs to be tackled as a focal issue and with an effective strategy .

a. There is a pressing need for a well-articulated employment strategy. This would also be in line with both the EU and UN's Youth Employment Network contexts. Dealing with youth employment within the framework of a national action plan would constitute the most adequate approach.

b. Identifying the specific features, constraints and opportunities, which matter most in terms of employment creation, will be crucial. Increasing urban youth unemployment rates in recent years have brought about political discussions and a sense of urgency to the problem of youth employment in general. For example, gender issues are paramount in the low labour-force participation rate of the country, and gender inequalities are perpetuated in access to education and other dimensions of economic, social, and political participation. This is a specific challenge that requires a specific response appropriate to the context.

c. Turkey definitely needs to increase its average level of educational / technical qualifications of young people. Otherwise, long-term productivity gains in all sectors will be constrained. Also the present high productivity pace will be curtailed. This is also why compulsory education needs to be increased to eleven or twelve years in both rural and urban areas as recommended above. Without such a measure, implementing active labour market policies that target the youth

will be either not possible or very difficult.

d. Identifying first the competitive advantages of the specific region, vocational training courses can be organized for the young people living in the economically underdeveloped areas, with the support and cooperation of local industrial zones and chambers of commerce and industry. In this context, alongside larger factories and companies, smaller businesses and workshops which can be set up with relatively small amounts of capital, engaging in the service sector, can be successfully encouraged. Within the same framework, micro-credits extended to young people could be increased. In collaboration with NGOs, trade associations and other organizations, consultancy services about entrepreneurship and business-conduct methods can be made available to young people.

e. The quality of a job is as important an issue as being employed. It is important to have a paid and "decent" job for the young. This means having a job, which offers full social security, economic independence, and the opportunity to develop oneself. The idea that "any job is better than no job" is not unconditionally valid, especially in the eyes of and from the viewpoint of the young.

f. New and more specific employment policies, geared towards the needs of the young, need to be implemented in the fight against youth unemployment, their poor working conditions and low wages. Entrepreneurship development of young people should be encouraged. Providing decent living wages and secure employment conditions are essential in paving the way to the economic independence of young people.

5. Greater participation of youth in decision processes across the coun-

try would contribute significantly to Human Development.

Youth need to be involved in making decisions on matters which concern them. Families have a primary role, but so do local communities, NGOs, politicians and policy makers at local and national levels. NGOs and the private sector have major roles to play in finding new ways to involve youth in the democratic process and governance. There is a general need to listen more to the voices of young women and men.

While the youth's distrust towards politics seems to be rather widespread, civil society can offer some adequate participation tools for the youth. Youth's perception of politics too needs to change. Political participation is one of the most important means for youth to become responsible citizens.

Increasing youth participation in social life is one of the important tools toward decreasing and eradicating exclusion and alienation that seems to have increased in Turkey in the last decades.

As part of growing up, young people need to be given increasing responsibility, starting from young ages. Participation in decisions and increasing responsibility at every level starting from within the family is an important part of this effort.

The state, municipalities, non-governmental organizations and the private sector need to continue to create social activity areas free of charge and to open various courses to poor youth who need these social activities the most. Ways should be found to better publicise these activities, courses and studies to youth.

In almost every area of policy and action, attention is needed to enable and ensure full participation of young women and girls.

Gender discrimination is a phenomenon affecting young women and girls severely. Ensuring gender equality is a long process that requires full and sustained commitment at the highest levels, backed up by a parallel allocation of resources. In this vein, education is a priority for young women to develop awareness and to make informed choices to live a life of quality and fulfilment. Sustainable development can only be guaranteed by ensuring equal opportunities for women.

The 2.2 million young women who are neither in education nor at work should not be forgotten when formulating policies. Providing them visibility and increasing their independence will bring development to the country. Not only equal opportunities but also alternative options should be presented to these young women.

More effective public awareness campaigns need to be organized for combating violence against women and to prevent early marriages and honour killings.

6. Selected policy directions relating to youth on Turkey's path to 2023.

Turkey aims to reach a significantly higher level of income and a distinctly more advanced degree of development by 2023 which coincides with the centenary of the Turkish Republic. As pointed out above, this prospect definitely exists. To materialise this in a sustainable manner would require a broad based, knowledge economy and Human Development based process combating poverty vigorously by also emphasising equality in terms of access to opportunities -- and ensuring the acquisition by the young of high skills allowing productive employment so that the demographic window of opportunity can be utilized effectively. Apart from the related education and labour components of this process partly dealt

with above, it is worth emphasising that a strategy of transformation to the knowledge economy is indispensable. This strategy which would need and at the same time open up prospects for enormous numbers of highly skilled youth would require a heavy shift in favour of science and technology focused production with special emphasis on basic sciences; much increased levels of private sector R&D and more advanced state-industry-university collaboration, including new research competencies at universities and very advanced and continuously updated ICT infrastructures. In the ICT sector, the creation of large numbers of companies by young people needs to be encouraged and supported.

For the knowledge economy path to become predominant with the increasing and most active participation of youth, the following would also be needed: more flexible and efficient governance structures; a significant improvement in the abolition of unrecorded economic activities; a more rules-based competition environment and an enhanced capacity to plan so that future cohorts of youth can continue the upward path in such a way that Turkey will be better prepared for the even more challenging next two decades following 2023.



Chapter 1

YOUTH POLICY IN TURKEY



“Human Development allows for space in which a person has the ability to do (be) certain things that s/he values.”⁶

Amartya Sen



1.1. Selected critical characteristics and issues

1.1.1. There are many categories of youth in Turkey today, not one. However, this diversity is insufficiently recognised in government policy and media presentations. At least three million young men and women can be counted as “invisible”.

Media representation of youth draws heavily on the image of young people as students -- single, healthy, dynamic and usually middle-class. In fact, students constitute only one-third of the age group 15-24. There are as many young people employed as unemployed. Among both the employed and unemployed, some live with their families, some are married with children, some work within the informal sector, some are busy looking for jobs and some have already lost hope of finding one.

There are millions of young people who are in the category of “invisible youth” in Turkey. These include:

- women who are neither in education nor at work – about 2.2 million;⁷
- the physically handicapped – some 650,000;⁸
- young people who have given up all hope and stopped seeking jobs - 300,000;⁹
- juvenile delinquents – some 22,000;¹⁰ and
- street children and youth living on the streets, internally displaced, or victims of human trafficking and others who rarely get noticed or mentioned in survey studies or in the media.

Young women form a majority of this

invisible group. As the term “young” is mostly associated with “boys,” young women are usually not a focal point of youth studies. A group described as “*ev kızı*” (house girls) and composed of young women who stay at home and remain isolated from social activities, the labour market and education are, as a result, excluded from much of social life. Some of these women choose this way of life, and they have right to do so; but many are forced into it either before they become conscious of alternatives or when they migrate to big cities without the skills required by the urban labour market.

National, regional and state policies need to focus more on these invisible youth, particularly young women, and explore ways to increase their opportunities and to help them gain access to education and resources necessary for their full development and full participation in social and economic life. In many respects, their needs are greater and different from those of the 8 million more visible young people. Yet there is no “magic potion” that can bring one solution to these categories of invisible young people. Their diversity needs to be better recognized and policies and action adapted to their reality and needs.

1.1.2. Young people are important agents of change -but this is only partially recognized in Turkey and opportunities for their participation are often limited and constrained.

The young people in Turkey, when they are given opportunities and more options, can make powerful contributions to their families and communities and to social change more



broadly with their vision and energy. Many examples in Turkey's history show this.

- Mustafa Kemal Atatürk, the national hero and founding father of the modern Turkish Republic, mobilized young cadres to disseminate his ideas throughout the new Republic. "The sacred gift I entrust to the Turkish youth is the Republic", he said in his speech to the Turkish youth. Atatürk dedicated May 19 to Turkish youth, a visible sign of the great leader's strong faith in young people.

- Village institutes, which functioned between 1940 and 1953, provide another example. These were schools that educated young people, especially rural youth and gave them a creative, emancipatory, and modern understanding of development. The energy and innovative power of young people was mobilized. Youth went to the villages to teach villagers to read, write, drive, farm, build schools, and treat malaria.

- In 1960s as well, young people were perceived as trustworthy and promising pioneers of society. The 1961 Constitution recognized a positive role for young people and several student societies became active in rural areas and urban community work.

This potential is also present today and the fact that a large part of youth vote for conservative political parties in no way precludes their dynamic attitudes towards social change.

In spite of these positive examples mentioned above, the right-left conflicts of the 1970s had polarized young people into two camps. The political chaos culminated in the military coup of 1980. The image of youth was changed. Young people were no longer seen as pioneers or forerunners but rather as contentious and dangerous. The Constitution of 1982 that followed the 1980 coup erected new barriers for youth.

Many regulations blocking young people's participation in politics were introduced, including regulations at municipal level and closing down of youth institutions. Although some amendments and reforms have been made - decreasing the voting-age from 21 to 18 in 1995, for example - opportunities for young people to participate in political and social life were limited. Now, political parties have relatively weak grassroots organizations, and the representation of young generations, especially young women, is very weak.¹¹

Following the massive 1999 earthquake, when 20,000 people died, Turkey witnessed the mobilization of hundreds of thousands of volunteers, mostly young people. Young men and women again demonstrated their motivation and ability to work effectively and take initiatives for the whole society and help overcome the crisis.

In other ways, opportunities for young people to fully realize their potential are still too few in Turkey. While many young people are increasingly involved in NGO work and social responsibility projects, often such activities can be met with doubts and suspicions. The high rates of youth unemployment - nearly 19% - and the low rates of youth participation in the labour force - under 35% - speak to the limited opportunities for youth in Turkey. Long years of education do not guarantee a high quality job in urban Turkey at this stage of Turkey's demographic and labour market transition. These transitional pressures will only ease after the next couple of decades.

1.1.3. Although family solidarity and support in Turkey are high, it should not be taken for granted. Many young people find themselves in a vulnerable situation, especially those in poorer families with large numbers of siblings, in rural areas or when they are recent migrants in a big city. Welfare provisions have important gaps which leave young people vulnerable.



Poverty, unemployment and migration to a big city without the skills needed in the urban labour market limit a young person's chances to get established in life – let alone to advance. Low family income means exclusion from social and economic life for many young people as well as limited opportunities for raising their living standards and social mobility.

The young people aged 15-24 in Turkey face many problems where support is needed: seeking further education, finding a job, starting work and a career, building an independent identity, finding a place to live and perhaps establishing a family. Many are starting their first sexual experiences with risks to their health. All these create needs for support from community and the state, yet existing services have important gaps.

Key areas where such support is missing:

- Coverage of primary and secondary education is still not 100% - and dropout rates are still high, especially among women and often for economic reasons.
- Pre-school education reaches only about 20% of the pre-school population.
- More than half of the young population is not aware of the scholarship and loan opportunities provided by the state (according to the *State of Youth Survey*).
- Unemployed young men aged above 18 years can often be without or with only limited access to health insurance.
- First time job seekers have no access to unemployment benefits.

Such gaps in the welfare state reflect Turkey's lack of a comprehensive youth policy. In establishing such a policy, review of the

adequacy of health and education provisions for young people would be a first priority.

1.1.4. Girls and young women experience multiple exclusions and discriminations, within families, communities and such "modern" public places as internet cafes. Not merely women but the whole of Turkish society lose from this.

Gender disparities aggravate most social issues in Turkey. Traditional preferences for men and boys over women and girls are visible in every area of life. Unpredictable temper of adolescence is accepted for young males thanks to the representation of *delikanlı* or "crazy blood". However, girls of similar age are not treated with the same understanding. Such double standards are common in societies the world over, but these biases for men and boys over women and girls are often more extreme in Turkey and have serious consequences for the whole Turkish society.

Chances of girls getting education are still lower than boys. Although school enrolment rates for girls have increased and gender gaps in enrolment and attendance in primary education have closed by 15% in recent years, there were gender gaps of 4% in primary education and 8% in secondary education in the 2006-2007 education year.¹²

Adolescent girls drop out or are withdrawn from school by their families for various reasons. Young women are nearly nine times more likely to drop out of school because of family pressure than young men according to the *State of Youth Survey*. The problem is more accentuated between the sixth and eighth grades, when large numbers of adolescent girls become committed to marriage, to work or to both. Only 25% of the female population over 15 years of age is accounted for in labour force participation rates.



The discrimination faced by young women is best symbolized in their access to modern age public places such as internet cafes. Young women, especially those living in rural areas and small towns, are often not able to benefit from the internet cafes that have been springing up all over the country. Many are afraid of being accused of “chatting with men on the internet” or using the centres simply to meet young men.¹³

Political participation of young women is also very low in Turkey. Even though female Turkish citizens gained the right to vote and to be elected in 1935 - years before many other European countries - the number of women in parliament is still very low. There are currently only 50 women among the 550 deputies in the parliament – and even this number is double the number before the elections of July 2007.

Young women need rights not just on paper but in actual implementation. Not only in politics but in every area of policy and action, young women need equal opportunities for participation. Sustainable Human Development for the whole country will never be

achieved if half the population is excluded from full and effective participation.

The surveys, the focus groups and direct interaction with young people, which provided useful material for this Report, give a message of hope based also on a strong sense of awareness. Men and women in Turkey today have the vision, the energy and the ambition to contribute to the country as well as to their own advancement. However, they need both opportunities and more support to strengthen their skills and capabilities. This is the Human Development challenge ahead.

It is not only a challenge for the government – although the government at all levels needs to do more. It is also a challenge for NGOs and the private sector, for local communities and for families themselves. The future of Turkey lies in ensuring that all its young people – the next generation of leaders and managers, of workers and businesswomen, of parents and community leaders – are given the opportunities, the education and training to dream and realize their vision and ambitions.

1.2. Is youth policy sufficiently explicit?

On any given day, 12 million young people between the ages of 15-24 in Turkey¹⁴ have to deal with at least some of the challenges of transition to adulthood such as finding a job, graduating from or leaving school, building an identity, leaving the parents' home or establishing a family. Of these 12 million, 30% go to school, 30% work. Almost 40% – 5 million young people – are 'idle.' They neither work, nor go to school.

While the percentage of the 'idle' youth seems to be the trickiest one from the Human Development point of view in Turkey's context, all of these figures for the other categories should also be evaluated carefully. It is hard to say that all of the 3.8 million students among

these 12 million people are in a better position than the others. Questions like whether all young people have access to schools with a decent standard of quality, whether parents can afford the school expenses, whether school facilities are adequate, whether there are sufficient number of teachers, whether families need to sacrifice something else, such as the medical treatment of one of their children to be able to pay for the school expenses of another child, whether the number of girls attending school is less than the number of boys are all relevant.

Similarly, out of 12 million young people, 3.6 million are working. To what extent is work life free of serious risks and dangers? Are

they formally or informally employed? To what extent are their rights protected? Do they have social security? These are also very relevant questions in Turkey's context.

As for those who neither work nor study: What are the chances for those one million young people, who are in fact actively seeking jobs, in this group? Or how will the 500 thousand, who are ready to work but are not actively seeking jobs and the 300 thousand, who have given up all hope and stopped seeking jobs altogether be given hope and chances again? Most importantly, will the 2.2 million young women who are neither in school nor seeking jobs but are staying at home, mostly taking care of their children or waiting for a prospective husband, start living a life of their own?¹⁵ Will the ones who migrate to cities from rural areas be able to participate in the urban labour market, which requires higher skills? How many of those who remain in rural areas will be able to emancipate themselves from societal pressures even if they wanted to go to school or find a real job rather than being unpaid family workers in agricultural production?

This Report's central focus is on people – in this case, on young women and men, with emphasis on the "invisibles." Human Development is a process of strengthening the capabilities of a country's population and expanding their choices, with equity and respect for human rights. The aim of Human Development is to enable all of a country's population to live long and healthy lives in dignity, with sufficient opportunities and resources for a life that is fulfilled and meaningful for themselves.

Young people in Turkey today face many challenges to build their capabilities and make good choices. In the best cases, a world of opportunities lies ahead -and they have the health, the education, the life skills and the confidence to use these opportunities to the full. In these cases, not only the individuals

will benefit, but also their families, their local communities and to some degree the country as a whole.

By contrast, in the worst cases, opportunities ahead are much more limited. In spite of recent advances, many of Turkey's young people still lack the basics of education and health, life skills and confidence to seize even those opportunities which are open to them. In these situations, everyone loses – the individuals affected, but also their families, their communities and in the long run, the whole country.



Special Contribution What is Human Development?

Human Development puts people at the centre of economic and social policy-making. The purpose is to establish the human concerns of the whole country's population as the goal and ultimate test of good public and private action.

As the first Human Development Report, published in 1990, put it:

" Human Development is a process of enlarging people's choices. The most critical of these wide-ranging choices are to live a long and healthy life, to be educated and to have access to resources needed for a decent standard of living. Additional choices include political freedom, guaranteed human rights and personal self-respect" (UNDP, *Human Development Report 1990*, page 1).

Since then, UNDP has issued nearly 20 International Human Development Reports on themes ranging from the concept and measurement of Human Development to Human Development and Finance, Participation, Human Security, Gender, Poverty, Economic Growth, Technology, Democracy, Cultural Liberty, Globalization and Human Rights, and Climate Change. Nearly 140 countries have prepared National Human Development Reports – over 550 in total – applying the methodology to issues, problems and policy within their own country.

Human Development has important points of overlap with conventional economic policymaking. Both are concerned with economic progress and such issues as employment and improving living standards. But orthodox economic perspective focuses on how to make the economy function well, with the key assumption that if the economy works well and grows, people's lives will automatically improve. Human Development does not take this for granted and points to many exceptions. Under Human Development, people are the ends, not the means. To strengthen their capabilities, expand their choices and guarantee their human rights should be the goal and test of all policy, economic and social, national, regional and global.

by Sir Richard Jolly



Young people in Turkey today – those between the ages of 15 and 24, girls and boys, young women and young men in cities, towns and rural areas, in the West and in the East, in the South and the North – find themselves mostly somewhere between these extremes. A range of opportunities are open, but usually far fewer than they wish for or deserve. Many young people have some skills and education but not enough – and certainly less than they need and less than Turkey requires, if the country is to advance in the globalizing knowledge economy driven world of the 21st century. Although the modernisation process of the last 80 years has radically changed the society in general and opened many doors to millions of young people in terms of education, employment, health and participation, there are still young people held back by the needless fears and constraints of their families and communities, especially girls and young women, for whom marriage within the community may be the outer limits of what their families imagine and hope for.

Some 155 countries worldwide have established their national youth policies and 168 have formed a youth coordination mechanism in the past 10 years.¹⁶ Turkey, the fastest growing country economically in its region and the OECD with one of the largest population of youth, needs to catch up with this international progress. It needs to develop a comprehensive youth policy that encompasses especially education, health, employment, social and political participation, and increase the coordination of youth-related institutions among all sectors.

There is only a single provision, embedded in the Constitution of the Turkish Republic, which addresses the youth:

“The state shall take measures to ensure the training and development of the youth into whose keeping our state, independence, and

our Republic are entrusted, in the light of contemporary science, in line with the principles and reforms of Atatürk, and in opposition to ideas aiming at the destruction of the indivisible integrity of the state with its territory and nation. The state shall take necessary measures to protect the youth from alcohol and drug addiction, crime, gambling, and similar vices, and ignorance.”; stipulates Article 58.

A specific law devoted to youth is lacking. Youth rights and services are included in general laws (and within these laws and regulations, different definitions of youth are encountered). The services included in these laws are carried out by departments in various public institutions. The General Directorate of Youth and Sports is the largest and most active institutional entity concerning youth matters except education. It has a directorate in each of the 81 provincial capitals. The Ministry of National Education, the National Agency, the Social Services and Child Protection Agency, the Ministry of Labour and Social Security, the Ministry of Health, the Ministry of Culture and Tourism, the General Directorate of Social Services, the Family Research Institute, the General Directorate of Security, and local authorities are some of the other related agencies.¹⁷ However, the institutional and policy framework concerning youth lacks coherence, scope and effectiveness notwithstanding the broad scope of the policies indicated in the State Planning Organization (SPO) documents and the wide ranging functions of the main youth related government institutions stated above. It should also be mentioned here that there are increasing levels of activity concerning youth in some municipalities like Metropolitan Istanbul.

The youth-related projects seem to be defined according to urgent needs –in a somewhat *ad hoc* way, without much institutionalization or planning. The fact that there is not a National Youth Council that will contribute to

State Planning Organization 2008-2010 Medium-term Programme

- Equal opportunities will be provided to women, youth, long-term unemployed, handicapped and the formerly convicted who face difficulties in the labour market.
- Measures will be taken to improve the interaction of youth with their family and the society, to build up their self-esteem and to increase their connection to the society in which they live, their susceptibility and their participation to decision making procedures.

Strategy of the Ninth Development Plan (2007-2013)

- Social affinity of the youth, sensitivity and self confidence will be developed in a manner to foster their confidence in the future.
- Equal opportunities will be provided for the women, the young, and the long-term unemployed, the disabled and former convicts, who encounter difficulties in the labour market.
- Programmes will be developed to provide the young with experience in the labour market.
- Measures will be taken to ensure better communication of the young people with their families and the society, to develop their self-confidence, to increase their sense of belonging to the society and sensitivity towards the society they live in, and to ensure their participation in the decision making processes.

coordination in Turkey accounts at least partly for this problem¹⁸. There are two countries among the European countries which do not have a National Youth Council: Turkey and Poland. In Turkey there are councils formed by different non-governmental organization networks and initiatives realized by various youth organizations but neither the General Directorate of Youth and Sports which could be held responsible for youth policies, nor the ministries and their branches working in the fields of youth seem to deal with the issue comprehensively.

There seems to be a lack of coordination among state institutions and NGOs working in the field of youth.¹⁹ Institutions that realize similar projects in the same field cannot form sufficient cooperative connections and bonds. As a result, since the state does not see a unified civil society entity, problems are perpetuated and solutions deferred. Official documents do indicate that “measures will be taken in order to enable the participation of youth in society and decision-making

mechanisms” but there are no specific policies on how this would be done.²⁰ An active NGO volunteer summarizes the situation as follows: *“There are those who are dependent on NGOs. NGOs are disconnected and uninformed of each other. They don’t know how to work together and to join their forces. There is a serious lack of coordination. Someone needs to do something about this. Establishments such as TÜSEV (Turkey Third Sector Foundation) should be encouraged. In fact, there are a lot of things that we can do and can be done but it seems as if we are handcuffed. If only they release us from these limitations, imagine what we could do.”*²¹

The policy makers in Turkey need to see the benefits of formulating a comprehensive youth policy that will answer the needs of youth more extensively and ensure their participation in decision-making bodies.

The majority of the NGOs working in the field of youth have already voiced their concern that a Youth Council is urgently needed. Such a Council should assist in the preparation of





BOX 1.2. THE GENERAL DIRECTORATE OF YOUTH AND SPORTS (GSGM)

The General Directorate of Youth and Sports (GSGM) under the Prime Ministry is the only public institution that has a defined job description in the Turkish Constitution, working directly with youth. Its Department of Youth Services has formally these functions under its responsibility:

The Department of Youth Services is a unit within the General Directorate of Youth and Sports where activities are carried out with the aim of providing youth the opportunity to enrich their free time with social and cultural activities.

Vision:

- Contributing to the social and cultural development of youth and their authorization,
- Ensuring active participation of youth in all areas of the society,
- Enhancing youth with skills to become productive, questioning and practical,
- Taking measures to protect the youth from bad habits,
- Cooperating with relevant public and private institutions and the civil society organizations for youth,
- Providing opportunities for the youth to learn and live their history and culture,
- Ensuring the integration of the youth with the youth in the world,
- Developing the concept of youth work and its dissemination,
- Contributing to the policy formulation procedures for the youth.

Mission:

- Organizing activities to contribute to the social and cultural development of the youth and to their authorization,
- Establishing modern and technologically advanced physical structures for the youth that are easily accessible to young people from all parts of the society,
- Adapting the existing physical structures to the current needs of the youth,
- Creating platforms for youth where opportunities are provided for sharing knowledge, skills and approach to young people from all parts of the society and where people from different cultures live, learn and share together,
- Organizing national and international activities for learning and developing the history, culture and social life of the young people,
- Organizing training programmes to help youth in expressing themselves more precisely, for their integration to social life and for creating new employment opportunities,
- Providing support to scientific work carried out in the field of youth.

With 113 Youth Centres established around Turkey, activities are carried to strengthen cooperation and solidarity among young people, to provide training for the development of basic skills in various fields and to socialize them by providing social and cultural events and courses.

However, sports are the most important and often the only service that GSGM offers to young people for recreational purposes. It operates youth centres, camps and clubs in addition to organizing cultural activities. The share allocated to the General Directorate of Youth and Sports from the Government's budget is only 0.2% (approximately US\$ 247 million)²² and only 1% of this financial support is allocated to the Department of Youth Services, which is the only body under GSGM not related to sports.²³ In other words, Youth Services tries to enable 12 million young individuals to spend quality leisure time with a budget of only US\$ 3.85 million. Even if the General Directorate of Youth and Sports (GSGM) has entered into an accelerated phase of restructuring with the support of the World Bank funds²⁴, it is far from developing a youth policy in Turkey and legally does not have that authority.

a Youth Law in Turkey together with a Youth Protection Law. The outputs of the Youth NGOs and Public Synchronization Project realized during 2005-2006 (See Box 1.3.) show that NGOs and public institutions could work

together on such a bill. Without delay and with the participation of all parties, Turkey needs to render more articulate its youth policy and youth coordination mechanism.



BOX 1.3. YOUTH NGOs AND PUBLIC SECTOR SYNCHRONIZATION PROJECT

The “Youth NGOs and Public Synchronization Project” was realized between December 2005 – December 2006 in Ankara in particular, as well as in Adana, Erzurum, Isparta, Antalya, İstanbul, İzmir and Şanlıurfa. The project was executed under the leadership of Youth Services Centre (GSM), with the partnership of Turkey Youth Union Association, Ankara University European Communities Research Implementation Centre (ATAUM) and the General Directorate of Youth and Sports, and was supported by the European Union.

This project was initiated in order to enhance the communication and cooperation of NGOs with the public sector and other youth NGOs and to establish permanent and sustainable youth policies. The project also aimed to support the establishment of youth policies and the operation of communication networks in the field of youth.

Through this project the experiences of youth NGOs working together have increased, and many young people, youth NGOs and public personnel were informed on work regarding youth policies and their awareness was raised. Because NGOs and public institutions gained experience in working together during the project, the issues that prevented more effective activities to be realized became easier to eliminate. Enabling the information flow between NGOs and the public sector has contributed to the work on developing a youth policy and issuing a youth law. The first output of the communication network developed after the project on establishing youth policies was the “Youth Council Association Regulation” and the youth bill drafted by the parties during the project for the implementation of a Turkish National Youth Council. “A Youth Studies Coordination” unit was established within ATAUM with the partnership of GSM – Youth Services Centre which is a youth institution and Ankara University ATAUM which is a public institution.

1.3. For a comprehensive youth policy

1.3.1. Turkey needs to go beyond its present rather *ad hoc*, specific problem-based, sectoral approaches to youth with a comprehensive youth policy and with institutions to ensure follow-up action.

A youth policy for Turkey should be based on a strong human rights dimension for all the country's young men and women and should be forward-looking, anticipating future needs and problems. As guidelines for the future, the relevant policies need to strengthen the capabilities of youth to live lives of freedom and dignity, enlarging their choices as well

as enabling the country to develop in ways which offer opportunities for all its citizens and for Turkey the ability to play a wider role in the region, in Europe and the world.

A multi-sectoral and multi-dimensional policy for youth advancement and protection could be in place by the end of 2008. To achieve this, politicians, decision takers and policy makers in Turkey need to accept the need to formulate a comprehensive youth policy, based on a nationwide diagnosis of issues and the ways of dealing with them.



BOX 1.4. SOME SOCIALLY CONSERVATIVE RESTRICTIVE ATTITUDES ESPECIALLY HINDER YOUNG WOMEN

Village women who participated in a focus group meeting in South-eastern Turkey related:

"We live in crowded families, together with the uncles and all... They won't let us go to school."

"Here in our village, if the elderly relatives say 'no', girls can't go to school. I have a brother and my family tries to keep him in school, but he's just not interested. As for me, I really want to go to school, but they won't let me. They say 'what would you do at school?'"

It is mostly young men who benefit from the limited social facilities they have in rural environments. In this respect, the difference between the developed and less developed regions of Turkey is relatively limited. Young men who attended a focus group in a village in the Bitlis province of South-eastern Turkey said: *"Here, life is easier for men. We can at least walk up to the main road, hitchhike to the town and go to a coffeehouse or a pastry shop there. But for girls, this is both dangerous and impossible."* A young girl from a village in the more developed Thracian Region in western Turkey related similar experiences: *"In our village, life begins after midnight... Folks gather in groups, and drink and chat for hours. But girls cannot join them. This kind of fun is strictly for men. We girls cannot go out at night."*

Girls are also not able to benefit from the internet cafes that have been springing up lately around villages. They are afraid of being accused of "chatting with men on the internet" if they venture to go to such a place. Asli, who complained about not being able to go to the internet café that just opened in her village in the western Thrace region said that her folks tell her *"That place is full of men. What business do girls have among so many men?"*²⁵

Indeed, parents get concerned when they don't quite know what their children are doing. It is not only about internet cafes but as in the case of Aysel who is participating in the social responsibility projects of her municipality, parents need to be convinced that the place is safe for their children: *"My father is a despot who has strict rules and who never says 'yes' to something he said 'no' before. But I made an effort. I tried to explain to them what I do. For example I introduced my friends to them and I even introduced my friends' families to them. Now my parents are very pleased when they are stopped by a municipality official on the road and hear him say 'your daughter is a very hard-working, bright girl' and they don't intervene anymore."*

Aysel's approach can be adopted in internet cafés as well. The secret seems to lie in knowing. Thus, some joint internet access programmes can be arranged for the young generation where they can come together with their elders. In this way, various social pressures could be avoided as well as opportunities for both young and old created. This could be a good example where local authorities could provide financing and use it to the advantage of Human Development policy.

1.3.2. Youth policy needs to take into account different categories of youth in Turkey.

It should not focus only on students or disproportionately on boys. It should also focus on all young people who are working, and those who are not working or studying, especially young women whether they live in cities without any skills to participate in the labour market or in rural areas, pressurized by some socially conservative attitudes.

What unlocks doors and enables most of the youth from different backgrounds to realize their potential are the country-level policies

and practices. Opportunities especially in quality education, health, employment and participation can set free the potential of young people so that they can bring positive changes and further development to the country. The challenge that lies ahead for government institutions, civil society organizations, the private sector and trade unions in Turkey is to expand existing opportunities and extend these so that all young people can benefit from them. Policies also need to include the invisible youth, particularly young disabled people, and explore ways to increase their opportunities and to help them gain access to education



and resources necessary for their full development. In many respects their needs are different, and greater than those of more visible ones.

1.3.3. Youth policy needs to be designed in a participatory manner.

Turkish youth throughout the country need to take part in designing the youth policy. All stakeholders such as related state institutions and bodies, local authorities, youth NGOs, academics, private sector, media and trade unions should be included. A youth council encompassing all youth NGOs may be helpful to help drive the process.

The creation of a youth parliament, in the longer run, may provide a platform for young people to express themselves on issues and policies which affect them. Scandinavian countries provide good examples. This would also alleviate the concerns regarding the difficulties of becoming MPs for youth, although the election age is now reduced to 25 from 30.

1.3.4. Youth policy needs to explore ways to involve youth actively in the decision-making mechanisms of the country.

Recent advance of information technologies raise new challenges and bring new opportunities for youth to express their views as well as to establish relations with young people in other parts of the world. Turkey's youth policy should aim at enabling its young people to access more easily and extensively, despite the already rapid increase, digital technology under the equality principle. Enabling every youth to access digital technology except for child pornography and a few other issues will also allow them to come across the participatory/democratic society and citizenship concept earlier.

1.3.5. Transition from school to work life needs to be an important part of the youth policy.

While establishing a youth policy, evaluation of one of the most important problems of youth in Turkey --that is transition from school to work life-- needs to be made in order to prevent youth from thinking "why did I go to school all these years?" and from becoming hostile to society. Youth should be guided in choosing the vocational branches of the future, and universities and vocational schools should be arranged according to their needs. A more comprehensive and formal study regarding current trends and future needs would be enlightening.

1.3.6. An institutional instrument with a flexible, non-centralised, non-bureaucratic structure could help achieve greater coherence in policies and activities related to youth and provide a mechanism for regular monitoring.

Young people should make up a high proportion of its total membership.

In conclusion, Turkey needs to go through various steps to develop a comprehensive national youth policy.²⁶ First the term "youth" needs to be defined in order to clarify the target group in youth policies. Then comes the stage of establishing a youth profile. As stated above, there are different categories of young people with different needs. When establishing a youth profile, priority should be given to recognizing the concerns of young people themselves, not the concerns of society in general. The third step would be setting strategic goals to clarify the desired outcomes of a prospective youth policy. These strategic goals carry the spirit of the vision the country has for its youth. Abating youth's vulnerabilities, increasing their strengths, improving support mechanisms, helping young people develop their human and social identities and helping them make secure beginnings would well reflect a Human Development-based vision. A participatory formulation process would follow the setup



of the strategic goals as a fourth step. A consultation process giving young people the space to participate effectively will not be easy and fast but it would serve well democracy and the idea of youth-centrism.

The next stage would be to mainstream the youth policy. Considering the fact that young people are not isolated from other people and that they assume different roles in society other than being young, mainstreaming youth issues is essential. Relating youth issues with other sectoral policies and ensuring coordination with the overall national development framework is a must in order to ensure sustainable positive outcomes.

Formulating a policy that reads perfect on paper will not suffice to make a difference. Implementation of the policy is what matters most. Promoting the youth policy, formulating a national action plan and developing projects accordingly, creating the necessary mechanisms for coordination, monitoring and evaluating, and ensuring youth participation by creating multiple appropriate milieus are crucial for the democratic implementation process. The whole process would comprise a strong element of decentralisation including at the local government level.

Chapter 2

EDUCATION OPPORTUNITIES FOR YOUTH





*"Education is what survives when what has been learnt
has been forgotten."*

B. F. Skinner



2.1. Quantity issue: Numbers and percentages in education

Education, together with health and personal freedoms, form the elementary requisites of well-being which place people at the centre of all development activities. Enhancing individuals' capabilities in these fundamental areas lies at the core of the "Human Development" concept. Education is one of the most effective tools to enhance people's achievements, freedoms and capabilities. It works as a master key opening many doors. Education is also a fundamental human right. The Universal Declaration of Human Rights says "Every individual has the right to get an education".²⁷ The Convention on the Rights of the Child²⁸, International Covenant on Economic, Social and Cultural Rights²⁹ and European Human Rights Convention³⁰ all guarantee the right to education. Turkey is a party to all these conventions. The Constitution of the Turkish Republic also declares that "No one shall be deprived of the right of learning and education. ...Primary education is compulsory for all citizens of both sexes and is free of charge in state schools..."³¹

The share of Ministry of National Education (MoNE) in the central budget has been increasing steadily in the last five years.³² In 2006, this share in the budget was 9.5%, increasing to 10.4% in 2007, roughly 3.4% of Turkey's GNP. With this budget, MoNE makes public education available to 5.5 million students in 34,000 primary schools and 3.5 million students in 7,500 secondary schools—4,200 of which are vocational schools reaching 1.25 million students. MoNE also extends scholarships for 120,000 primary and secondary school students. The monthly scholarship provided to each student was raised from US\$ 10 in 2002 to US\$ 43 in 2007.³³

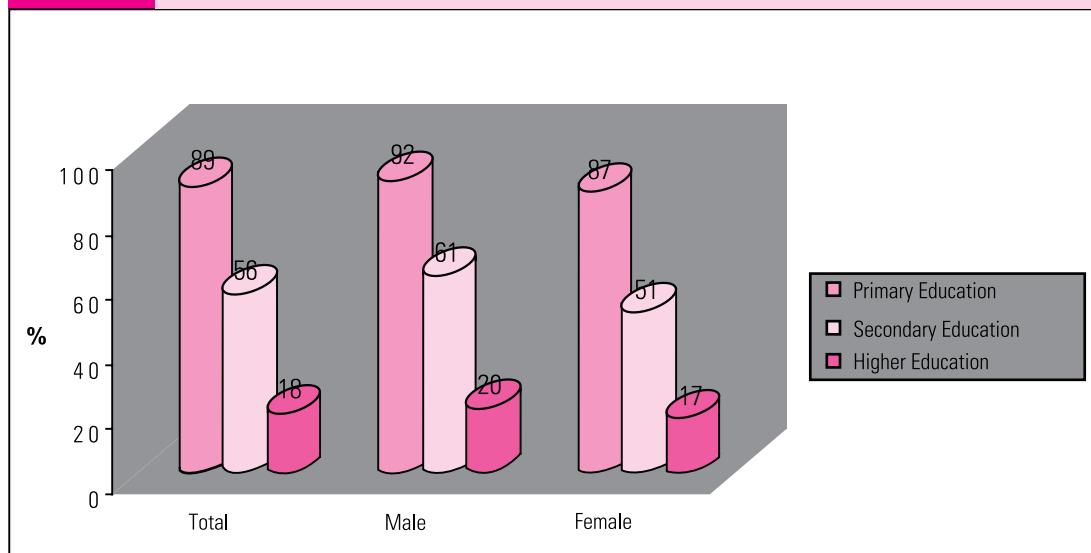
Despite this considerable increase, expenditure on education is still low compared to OECD countries. Expenditures per primary, secondary (and post-secondary non-tertiary) students increased in most countries between 1995 and 2004. The increase is 50% or more in a group of countries including Turkey, Greece, Hungary, Ireland, Poland, Portugal, and the Slovak Republic. Still, while OECD countries spend on average US\$ 81,485 per student over the expected duration of primary and secondary education, total expenditure for each primary and secondary student is under US\$ 40,000 in Turkey, similar to the amounts spent by Mexico, Poland, and the Slovak Republic. This expenditure goes up to US\$ 100,000 or more in Austria, Denmark, Iceland, Luxembourg, Norway, Switzerland and the United States.³⁴

In 1997 the number of years of compulsory primary school education in Turkey was increased to eight years (from five).³⁵ This change also increased the net enrolment ratio to a level of 89%. But still only 56% of young people are continuing to high school after primary school. Only 18% make it to the university right after graduating from high school.³⁶ Figure 2.1 draws a rather striking picture of the elimination of youth as they attempt to advance in the educational system.

Net enrolment rates fall below the country-level rates especially in Southeastern and Northeastern Anatolian regions. While the country-level average schooling rate at primary education level is 89% as shown above, this rate is 79% in Southeastern Anatolian region and 84% in Northeastern Anatolia. The average schooling rate at



Figure 2.1 The selected youth: Net schooling percentages at each level



secondary education level for the country is 56%, while it is 26% in Southeastern Anatolia and 41% in Northeastern Anatolia.³⁷

Young people who did not attend post-secondary school institutions or university were questioned as part of *The State of Youth Survey* as to their reasons why. Some 30% said they either had to go to work to earn money or they did not have the economic means to pay for school expenses, while for 50% the stated reason was “lack of interest or desire.” If we look more closely at this last group however, we see that 60% of those are from lower income families, and that a sizeable

majority (64.4%) did not enjoy going to school during the previous year. Of those young people who did not continue their education, 11% were kept from going to school by their parents. The number of young males who stopped going to school for having to work to earn money is more than twice the number of young females who are in the same position; while the number of young women who had to leave school early because of family pressure is nearly nine times the number of young men in the same situation. In short, gender roles in society drive to a considerable extent the young male toward work life and the young female in the direction of home.

BOX 2.1. PRE-SCHOOL EDUCATION IN TURKEY

Some of the most important abilities for communal solidarity and peace as well as for a healthy personal life are acquired during pre-school education. Accordingly, in most developed countries, a significant part of public spending made on education is channelled to pre-school education. In Turkey, however, the situation is the opposite. Among 1.4 million babies born every year in Turkey, approximately 20% receive early childhood education. And most of those children live in big cities and in relatively better economic situations.³⁸ According to the *State of Youth Survey*, youth who have the highest rate of pre-school education opportunity are the ones belonging to the highest income group (40.3%). A decrease in socio-economic status also brings a decrease in the rate of those who receive pre-school education.

As also advocated in the public campaign entitled “7 is too late (7 Çok Geç)” by the Turkish NGO ‘Mother and Child Education Foundation’ (AÇEV), early childhood education is a vital and critical process. Since basic social and analytical skills are developed during the ages of 0-6, early childhood education makes a huge difference in a person’s life. It enriches a child’s future choices. In economic terms, early childhood education pays off very well, too. According to AÇEV, investment in early school education has a seven-fold return to the economy.³⁹

Besides those who leave school early or drop-out of school at early stages, there are many others who never have the chance to go to school. There are serious questions awaiting answers. For example, is there a school in the village or small town where the family lives? If not, will the parents send their children to school in another place?

The non-formal education system coordinated by the Ministry of National Education and conducted by different institutions including private and civil society institutions as well as state institutions offer opportunities for such young people.

The Open School system, operated by the Ministry of Education works by using distant learning methods. Curricula are taught through TV broadcasting; exams are conducted countrywide and the graduates are awarded officially acknowledged diplomas. During the 2006-2007 school year, open primary schools extended educational services to 109,000 active students and open secondary schools to 193,000 students. The Open Vocational Schools, established in early 2006, have reached 56,000 youth either by TV broadcasting or, in some cases, through face-to-face teaching. Open Vocational and Technical Schools also offer vocational training courses and certificate programmes to primary school graduates who want to acquire new vocational skills or advance in their occupations.⁴⁰ Yet, the fact that there are 6.1 million illiterate people who are 15+, 4.2 million of whom are between the ages of 15 and 64, in Turkey indicates that the Open School system needs to be developed further in order to reach these people and help them to read and write.⁴¹

These distant open education systems are especially important in creating new opportunities for disadvantaged young people. The young who were not sent to school or had to drop out, those with health problems, or

who previously had experienced detention or imprisonment can use this opportunity to get primary or secondary school, or university diplomas.

The Ministry of National Education also coordinates Public Education Centres (*Halk Eğitim Merkezleri*) and Vocational Education Centres (*Mesleki Eğitim Merkezleri*) with the help of other state institutions such as the Administration for Developing and Supporting Small and Medium-sized Industries (KOSGEB) and the Turkish Labour Organization (İŞKUR). Municipal bodies, private companies and NGOs support these centres with their financial or volunteer assistance. There are more than 6,000 public education centres and vocational training centres in Turkey. Every year, approximately 1.6 million people receive technical and applied training in computer literacy, handicrafts, and other vocational skills, as well as learning to read and write. Of the more than 1.3 million trainees who attend the public education centres every year, 56% are women, while the majority of the more than 300 thousand participants of the vocational training courses are men, with women constituting only 15%.

Many different institutions have started offering non-formal education recently. The Turkish National Agency is promoting non-formal education in the framework of the EU through peer training and in-service training programmes. Private companies offer programmes for their staff to enhance their personal and professional development. NGOs offer socially oriented training both for their volunteers and the public in general about team work, project management, democracy and human rights, reproductive health, health literacy, nature and environment protection etc. Several youth NGOs hold peer training programmes and internal training seminars for the volunteers working in their organizations in order to educate young trainers who can spread what they



have learnt by training other people and multiply the benefits to others.

There are some serious remaining constraints confronting young persons in making their choices in education. The socio-economic conditions seem to be the main determinant. Ender is originally from Siirt but has migrated to Adana and has seven siblings. His story is illuminating and by no means an exception. *"We didn't have a school in the village, so we came here. We are six-seven kids. At that time there was nobody at home who could work. We sold simits (traditional Turkish pretzels), and we shined shoes. My three brothers and I worked, so our other brothers and sisters could go to school..."*⁴² As in Ender's experience, child and youth labour can be a survival means for many families who migrate to cities and many children start work life at early ages, without ever getting a chance to go to school. *The State of Youth Survey* shows that 22% of the young labourers have started working before the age of 15, which is the legal starting age

for apprenticeship.

Even if many do not get the chance to climb up the ladder of education due to various reasons, young people believe that receiving an education is per se important for their lives. 75% of young people who participated in the *State of Youth Survey* do not agree with the idea that going to school is a waste of time. But when asked about the effect their education has on finding jobs, the situation changes. 37% of the youth believe that their education does not play an important role in finding jobs. Those who think that education partially affects employment chances constitute 12%. In other words, half of all youth stated that their education did not help or only partially helped them in finding jobs.

Despite these facts, the increase in the education level does create a positive effect on finding a job and on self-esteem. While 34% of primary school graduates think that their education did or will have an effect on finding

Special Contribution

Gender inequality is a serious issue in education

The combined effect of low public expenditure and a heavy reliance on private expenditure means that low-income families wishing to send their children to school will often give preference to one child over another. When the choice is between educating a son or a daughter, the choice is often in favour of the boy and the issue of gender becomes further complicated by poverty for many adolescent girls in Turkey.

The gender gap in gross enrolment in secondary education was 17% in the 2002-2003 academic year — indicating a substantial number of adolescent girls who either dropped out or were withdrawn from the educational system by their families for various reasons. The gender gap in enrolment and attendance in primary education has since closed by 15% but universal access to education for adolescent girls remains a long way off.

The problem becomes more accentuated between the sixth and eighth grades, by which time high numbers of adolescent girls have already been committed to marriage or work or both — and to a future of domesticity and unfulfilled potential either way. This is reflected in the fact that only 25% of the female population over 15 years of age are accounted for in labour force participation rates. Adolescent girls, women, their families and the country itself lose out as a result.

by UNICEF/Turkey

Sources: *Primary School Enrolment and Attendance*, Ministry of National Education (MoNE) Research and Planning Committee, Ankara, 2003; Dr J. F., Özcan, Prof. Y. Z. and Smulders, A. E. M., *Girls' Education Campaign Turkey*, MoNE and UNICEF, Ankara, 2007; Prime Ministry Turkish Statistical Institute.

a job, this rate increases to 60.6% among university graduates. Another important point derived from the Survey regarding the education-employment relation is the difference between students and graduates. Graduates who have a work or internship experience say that their education helps/helped less in finding a job. Students who are still continuing their education, on the other hand, have higher hopes in this regard. Indeed, graduates learn by experience that their university diploma isn't a guarantee for a job. Pinar, one of the unemployed with a university diploma says: "Since my university years I have been thinking 'I have to learn English', 'I have to learn how to use a computer'; I spent

my life in private courses and exams. I thought 'this would look good on my CV' but I am still unemployed. In fact looking for jobs became my job."

University education in Turkey is only possible after passing a central exam called ÖSS⁴⁴ and the number of people who take the university exam is increasing every year. Some 1.6 million students took the exam in 2007.⁴⁵ Families sacrifice a lot to send their children to university. *Dershane* (private courses preparing students for the university exam) fees are so high that they significantly increase Turkey's education expenditure per capita. The number of universities has increased

BOX. 2.2 EFFORTS TO IMPROVE SCHOOL ATTENDANCE

To improve the school attendance of pupils living in remote, sparsely populated regions, enduring geographical and climatic hardships, alternative services such as the school-bus transportation system, and the establishment of regional elementary and secondary boarding schools are being offered. According to the figures pertaining to the beginning of the 2006-2007 school year, a total of 694,329 students from all geographical regions of Turkey were transported, free of charge, from their villages or small towns to schools in the provincial capitals (a total of 6,410 individual schools) which offer better educational facilities, and were provided with lunch packages, thanks to the school-bus transportation service. The Ministry of Education provides for all expenses of those students who attend the Regional and Provincial Boarding Schools (*YİBO/Yatılı İl Bölge Okulları*). In other state boarding schools, too, successful students who qualify are entitled to get full financial support for their living and educational expenses. When one looks at the geographical distribution of these schools, there is at least one YİBO in every province but Black Sea region ranks first, having 146 YİBOs in total. The total number of students attending YİBOs across the country stands at 166,794.⁴³ Yet, when referring to the YİBOs, the gender imbalance in enrolment rates in these schools should be mentioned. According to 2006-2007 Ministry of Education figures, only about 40% of YİBO students are girls. This points to a serious gender inequality at these schools.

The school bus transportation system also proves very useful for physically handicapped young people who are in primary or secondary schools. A total of 16,171 handicapped students benefited from this service during the 2005-2006 school year and were able to continue their education.

Another opportunity is the Conditional Cash Transfers (CCT) offered by the General Directorate of Social Assistance and Solidarity (SYDGM) within the Prime Ministry. SYDGM extends financial support for the education of young people who have no social security and cannot go to school because of economic difficulties. Besides paying regular cash allowances, i.e. CCTs, for young people continuing their primary or secondary education, SYDGM also provides needy students free school materials at the beginning of each semester. In order to benefit from the CCT, students must attend 80% of classes every month, and not repeat more than one year (throughout all school years). As of October 2006, more than 1.5 million students benefited from CCTs which greatly increased the ratio of students who advanced to secondary school and continued their studies beyond. Overall in Turkey, during the school year of 2003-2004, one out of two pupils, who attended the 8th grade were able to pass on to high school (Lycee); while 7 out of every 10 children who benefited from the CCT achieved this success. During the same period, the ratio of female students who graduated from the 8th grade and continued on to secondary school was 38.7%, while the corresponding ratio for girls who benefited from CCT was a net 75.4%.



rapidly in order to meet the demand, but still only one quarter of the applicants can actually make it to the university.

The fact that the enrolment rate decreases by 37 percentage points, from 56% in secondary education to 19% in tertiary education, indicates that many students who gain the right to enter a university do not or cannot actually go to the university.⁴⁶ This is partly the result of the university entrance system mentioned above and partly due to the economic and social conditions that urge young men to find jobs and a very large proportion of the young women not to seek employment while taking on the traditional role of wife and mother.

The share allocated to higher education institutions and the Council of Higher Education (YÖK), is 3.21% of the consolidated budget, amounting to US\$ 5 billion or roughly 1% of the GNP in 2007. There are 68 public⁴⁷ and 25 private universities in Turkey teaching a total of 2.5 million students.⁴⁸

Per capita expenditure on core educational

services in higher education institutions, excluding R&D (research and development) activities and supplementary services is US\$ 7,664 on average in OECD countries, while the amount can reach up to US\$ 9,000 in Australia, Austria, Denmark, Norway, Switzerland and the United States. Turkey is among the group of countries that spend below US\$ 4,500 along with Greece, Italy and Poland in the OECD zone.⁴⁹ A positive feature of Turkey is its capital expenditures in higher education. In 13 out of the 31 OECD countries and partner countries for which data are available, the proportion spent on capital expenditure at the tertiary level is 10% or more. In Greece, South Korea, Spain and Turkey it is above 17%.⁵⁰

Scholarships and loans are distributed by the General Directorate of Higher Education Credits and Hostels Institution (*Yurt-Kur*). *Yurt-Kur* provides US\$ 115 worth of loan for every university student who is willing to apply and the same amount of scholarship to all students who prove that they are in need of support. Still, only 560 thousand university students benefit from these loans

BOX 2.3 SECTOR WITHIN SECTOR: PRIVATE COURSES IN TURKEY

The number of private courses in Turkey increased more than 20-fold from 174 in 1984 to almost 4,000 in the 2006-2007 education year. This number is greater than the number of standard formal high schools which is 3,690. One third of the private courses that have over 1 million students are in the three biggest cities: Istanbul, Ankara and Izmir. There are private courses available for every level of exams, such as *OKS* (secondary school entrance exam), *KPSS* (public service personnel selection exam), *DGS* (school transfer exam), *YDS* (foreign languages exam) and *ÖSS* (university entrance and placement exam).

Preparation for university exams is particularly noteworthy. In 2007 more than 1.7 million candidates took the *ÖSS* exam. But the quota of universities, including open education and equivalent degree is only 600 thousand. It is not surprising that an exam in which the competition is so intense has created a sector of its own. But another important factor that increases the demand for private courses is, in many instances, the mistrust felt towards the quality of education in both public and private schools.

Average annual fees for private courses vary between US\$ 1,500 and US\$ 3,500. According to the World Bank's 'Education Sector in Turkey' report in 2005, the money spent for exam preparations in Turkey was US\$ 650 million in 2002. The same research also reports that 11.4% of the total money spent for education by families goes to private courses and that this amount equals one fifth of public spending made on all universities in Turkey.

Sources: Ankara Chamber of Commerce, *Private Courses File, 2004*; World Bank *Education Sector in Turkey, 2005*; National Education Statistics: *Formal Education, 2006-2007*.

and 130 thousand from the scholarships.⁵¹ This appears to be partly due to the fact that the availability of these support schemes is, somewhat surprisingly, not known to the majority of young people. When asked if they were aware of any state scholarship or loan schemes, more than 50% of young people who responded to the *State of Youth Survey* said no. Repayment of these loans is an issue that needs attention because repayments can

have a significant effect on people's decision to ask for financial support. The repayment period is approximately 3-4 years in Turkey, while it is 20 years or more in Iceland, Norway and Sweden where almost 100% of students get loans.⁵² In addition to the loan schemes, there are 220 student dormitories serving the accommodation need of higher education students under the coordination of Yurt-Kur.

2.2. What about quality?

Guaranteeing all children access to education does not suffice if school graduates cannot read and write properly and if they are not equipped with some general skills which are vital in today's world such as computer literacy, critical thinking and effective problem-solving. Today's economies are more service-oriented and more IT-based, thus requiring more computer skills. Computer literacy has become a basic requirement to succeed in work life.⁵³ Quality education equipping people with such skills is necessary.

Although the length of schooling years has increased in Turkey, this does not guarantee acquiring the contemporary basic skills. According to a research conducted in 2001, 42% of fourth grade students in Turkey were in the lowest quintile of the reading literacy scale.⁵⁴ Too many students are graduating from schools without mastering a set of minimum skills, as stated in the 2005 UNESCO Education for All Monitoring Report. The extent to which education can translate into personal, social and developmental benefits is vital but "in many countries that are striving to guarantee all children the right to education, the focus on access [to education] often overshadows attention to quality." Turkey is one of these countries. EDI (Education for All Development Index), an index designed by UNESCO to measure the development of education in different regions of the world, ranks Turkey 77th among 125 countries.

Similarly, OECD's Programme for International Student Assessment (PISA) research in 2003 among 15-year-old youths living in OECD countries focused on how good educational systems prepare students for life. In this study, students' ability to solve real-life problems was measured. They were asked questions that can only be answered by combining and analyzing different subject materials learned at school. Turkey ranked 5th from the bottom among 40 participating countries, in terms of the success of students to solve such problems.⁵⁵ This shows that a majority of students in Turkey cannot synthesize the information they have acquired from different sources.

The Ministry of National Education is working on a comprehensive reform programme covering many different levels and introducing changes one after another in order to better the quality of education. But the rapidly changing nature of education policies poses a major implementation challenge. Too fast changes and radical reforms affect young people in negative ways. Young people want to see an end to too frequent changes of direction that come with every new government or even with a shift of the Minister of Education. A 23-year-old man from Bitlis, a small city in the Southeast, voices a common concern of young people: "When I was in the elementary school, I wanted to go to the Vocational Religious High



School, (to become an imam). My family was conservatively religious back then. Frankly, I was, too. The Religious High Schools were openly supported by the Government of those years. When I reached middle school age, religious high schools changed status; they were made less advantageous for future prospects. It became more difficult for their graduates to take the university entrance exams and to succeed at them. So, I thought I should go to a technical vocational school. Same thing happened; doors were closed on them too... So I went to a standard Secondary School. And when I finished secondary school, look what I had: the Government decided to accept more students from vocational schools into universities! So I regretted not having gone to a vocational school. Now, I'm trying to get myself into some sort of a job... The (present) government doesn't support Standard Lycees any more. And for me, it's like, I'm out in the open now..."

Competent teachers and an effective governance system constitute the key components of a successful implementation of the reforms. The status and capacity of teachers should be improved, and both professional and financial incentive systems for improved performance and for working in disadvantaged areas should be adopted. Similarly, better qualified individuals must be attracted into the teaching profession and be trained adequately through pre-service teacher training programmes. Intensified efforts for in-service training of teachers are essential, particularly for the successful implementation of the child-centred approach in the classroom and the integrated classroom approach for those students with special needs.

Teachers face other difficulties as well. İşil is one of the young teachers trying to implement the new curriculum: "There is no time to implement the new curriculum. First teaching the children, then controlling the crowded classes and then trying to carry out

the activities... Since we have not done such things before, we feel pressurized. And not every school has the tools to realise the suggested activities. I also noticed that the new research assignments we give to children are usually done by their parents. The parents do it to please their children; the children do it to please their teachers, and the teachers do it to please the State. I do not think the kids really internalize these new techniques."⁵⁶

Restructuring the current education governance system in Turkey is an essential and missing component of the ongoing reform efforts. Such a restructuring will have to ensure an appropriate level of decentralization, an improved capacity of school administration and an effective policy and performance monitoring system in the provinces and in Ankara. A new system must be based on the principles of strongly increasing transparency, accountability and local participation.

Although lost agricultural jobs were more than compensated by non-agricultural ones, Turkey has on the whole not been successful in creating a sufficient number of new jobs compared to its needs, despite its remarkable economic growth in the last five years. Apart from continuing high unemployment in general, a very large number of new graduates from high schools and universities are confronted with great difficulties in finding appropriate jobs and face unemployment. This situation has a side effect, too. It reduces the societal value of education in general.⁵⁷ In this respect, the difference between the situation of graduates from the best universities and the others which constitute a large majority is very pronounced. The new graduate and his/her family start to lose hope as the duration of unemployment lengthens. One does not only begin questioning the educational system or other policies, but also the whole system. Young people and their families lose their trust in the State. Ingrained

negative attitudes towards education and training make it hard to design and implement policies to combat unemployment, especially youth unemployment.⁵⁸ On the other hand, it needs to be pointed out that the 2006 labour force participation rate figures for higher education (university and other tertiary) graduates is 84% for men and 70% for women; their unemployment rates are 7.8% and 13% respectively. This is a factor which does not eliminate the seriousness of the problem relating to the university education-employment relation but increases the likelihood of success of new efforts by showing that the base on which new measures will be built is not so thin. In fact, the situation relating to secondary and vocational education is more serious.

Although employers say that there is a lack of technicians rather than university graduates, according to the data of the Turkish Statistics Institute, the number of people who have graduated from vocational schools and who are currently unemployed exceeds 250 thousand. Both employers and the young people who participated in our focus group meetings complained about the insufficiency, rather low quality and lack of relevance to the contemporary labour market demand of the education given in vocational schools. What makes matters worse is that the graduates of vocational schools are respected less in society than university graduates. Realizing the problems regarding vocational schools, the private sector has taken action to improve the quality of education in these schools in recent years and now many new vocational education projects are being developed.⁵⁹ Vocational high schools present an alternative to general secondary schools, especially for low-income families that cannot afford many years of schooling for their children and choose to send them to these vocational schools so that they can acquire some kind of qualification or certification and start working earlier. 36% of all secondary school students

currently attend vocational high schools.⁶⁰ Because of the current university system, the decision to attend a vocational school or a general secondary school heavily determines the future of a young person's education life. If a vocational high school student later changes his/her mind and wants to enter the university, his/her chances will be very low⁶¹ due to the coefficient applied to vocational school graduates in the entrance exam.⁶²

Quality education has an important role in increasing one's well-being. Well-educated young people are more likely to explore alternative ways or create new opportunities for themselves. The Turkish education system "channels an elite few to some good schools like Science High Schools or 'Anatolian' High Schools where the medium of instruction is English. This is done at the expense of the rest of the system, i.e. the standard public schools."⁶³ There are huge disparities among standard public schools and these Science and Anatolian Schools in Turkey. OECD's PISA study of 2003, mentioned above, indicates that Turkey has the highest rate of standard divergence among its students' scores because the best and the worst scorers are evaluated together.⁶⁴ While average Turkish literacy and mathematics standards were low by international comparisons, a number of students attending these quality schools scored very high.

Although the eight year compulsory education has been in place since 1997, there are still five-year elementary schools in some villages and village teachers working there, sometimes teaching five different grades in the same classroom... A young male teacher serving in a village of Bitlis (in the Southeast), under extremely hard conditions, teaching all five grades of elementary school in one single classroom, tells his story: *"I divide the blackboard into five sections, writing the lesson of each class in different sections. I think to myself 'I divide the blackboard into five, but can*



I divide myself, too? Each class has a different lesson, different curriculum and different levels. Shall I handle this kid or the other? Each class is taught 6 hours a day (theoretically). But what I do is teach the first grade in the first hour, the second grade in the second hour and so on. So, I teach the first grade only one hour every day. Up comes the end of the year, and the first grade kids still can't read and write properly. And I bang my head against the wall..."

When a child completes his/her primary education, access to good quality secondary

schools requires high achievement in the nationwide exam (OKS/Secondary School Entrance Exam) or strong financial means. If the family can afford it, there are good private schools, too. Of course, the ones who get into better high schools get better education and go to better universities and so on, and inequalities increase at every step of the way. An education system that offers truly equitable opportunities to all young people from all socio-economic backgrounds is the cornerstone of high Human Development in a country.

2.3. For more and better education

1. Equal education opportunities need to be improved. Problems with access to education represent a paucity of opportunity that prevents many young people from enjoying meaningful participation in the economic and social life of the country, hindering their capacity to become productive, fulfilled citizens. There are marked disparities in access to education for children of low-income families. Spending on education and health care constitute a third of total household expenditures, a fact which effectively excludes children of low-income families from benefiting to the same degree from education as their peers from wealthier families do. Private spending on schools and *dershane* accounts for a considerable part of the household expenditure—an inescapable outlay that is well beyond the means of one in six young people whose families live below the poverty line.⁶⁵ Thus, expanding education to provide opportunities for all is one priority. The government can weaken the link between a young person's socio-economic status and his/her educational attainment through effective education policies. Some examples of such policies include the following:

- By focusing on early childhood education

and ensuring that children from different socio-economic backgrounds have access to quality early childhood education, the government can ensure that children enter primary schools on a more equal level. Considering the role that early childhood education plays in a child's performance in primary school and in later stages of educational life, children from low-income families with limited education have a significant disadvantage even as they start school. Expanded opportunities for early childhood education are therefore a key component of an education system that promotes equal opportunity for all. Accordingly the government needs to make early childhood education a priority in its education investment plans. The inclusion of 5-6 years of age in mandatory schooling in the short term would be an effective step in expanding the reach of early childhood education. The Ministry of Education and civil society organizations should plan comprehensive public discussions on this issue.

- Another key policy for furthering equal opportunity in education is ensuring minimum quality standards in schools. Various financial incentives could serve this end.

Currently, most schools do not have a budget to address their needs in a timely manner. They have to request services and funds for specific items from the Ministry of Education. Many school administrations therefore choose to collect “donations” from parents in order to improve the physical facilities and organize social activities in their schools. If the Ministry of Education decentralizes some of its budget and provides each school with direct funds to ensure a certain level of minimum standards in each school, this would help both raise and level the quality of education across different schools.

- The e-investment system is another financial policy instrument that would ensure a more equal distribution of public investments in the education sector. A formula-based decision making system for education investments would detach investment decisions from political dynamics and by depoliticizing investment decisions, it would contribute towards improving physical facilities and decreasing class size in disadvantaged areas. Currently, the government is preparing to implement the e-investment system.
- Equal opportunities to highly disadvantaged children and young people require targeted strategies. Regular schools and teaching methods do not always adequately meet the needs of these disadvantaged children and young people, such as working children, children with special needs and seasonal migrants. More flexible, diverse and adaptable educational approaches have to be designed as part of a more comprehensive strategy for providing appropriate and quality education to all children and young people.
- Tracking and student selection systems between different levels of education play an essential role in determining the extent to which an education system can present equal opportunities to young people from

all backgrounds. Ongoing reform efforts to change the student selection processes and having multiple exams at the end of each year in secondary school and using the cumulative score from these exams as the university placement criteria are positive signals highlighting the importance of the issue. However, the new selection system needs to be followed by steps and improved teaching capacities which gradually but effectively break the dependence on private courses and *dershanes*. The government could also devise systems based on positive discrimination for young people, especially young women, from low-income areas with limited education opportunities.

- Finally, financial support for young people who cannot make it to the university may give them a second chance. So those who are already out-of-school may be able to work less in order to continue their education. In today’s world, the traditional understanding of exclusively in-school education is replaced by new frameworks such as life-long learning, non-formal learning, distance learning, e-learning and peer training. Benefits offered by our digital age can be used more widely and effectively when handling out-of-school youth’s education.

2. Improving the education quality at all levels is an equal priority which would also contribute to the “equal opportunities for all” dimension, as stated above. Ensuring young people’s access to quality education is essential if they are to adapt to new and changing patterns of life. Each year in the University Entrance Examination, the insufficiency of the general level of knowledge and skill is exposed; for example the correct answers to mathematics and geometry questions is just above 7 out of 45 on average. Getting rid of the memorized learning method and the crammed exam agenda will, in the long term, create radical and long-lasting changes in the Turkish educational system.



Recent efforts to change the curricula for a more child-centred and constructivist approach holds potential for enhancing young people's capacity to participate effectively in an innovative economy and a democratic society. The successful implementation of the curricula changes through effective pre and in-service teacher training and monitoring systems and the ability to make any new changes which appear necessary in this field on the basis of sound evaluation will be fundamental for the fulfilment of its potential. Although problems are expected to arise during the transition period, the educational reforms seem to hold significant potential for improving education. Obviously the pattern of their implementation will be crucial in terms of their effectiveness.

3. More opportunities are needed for teachers in order to enhance their professional skills. In a package of recommendations addressing the Turkish Government, the education experts propose, in the framework of 'Educational Reform Initiative'⁶⁶, that "In order to train teachers with the necessary tools and skills and to encourage them to prepare their students to become democratic and contemporary individuals who always defend human rights, that years 2008-2012 be announced as 'Teachers' Years.'⁶⁷

Observations made in some of the focus group meetings during the preparation of this Report also point to the necessity of enhancing teachers' professional development and skills. Some teachers also seem to need to learn better how to avoid using violence and discriminating language against children, and how to handle children with special needs.

4. It is important to provide smooth transitions between the stages in a young person's life, as well as in the passage between formal education and non-formal education, or from one academic subject or department

to another, and always offer second chances. A new approach and a new set of values need to be adopted to rid the educational system of its predominantly pragmatist context, and present it as an experience to be also enjoyed and appreciated. Meanwhile, awareness and consideration should be created in the society that there can be worthwhile and estimable education outside of the universities too.

5. Both vocational schools and vocational school graduates need more support from government, businesses and society at large. An effective orientation system should be adopted in the educational network, beginning with the interaction and cooperation between the vocational/technical schools and the industrial and services related businesses in the private sector. As a result of this effort, perhaps many young people will opt for a rewarding vocational education followed by a passage to a satisfactory job and the cramming in the doorsteps of universities will lessen.

According to 2005 data, the ratio of students who chose to do vocational studies in Turkey is 36%. In the existing system, those who choose to go to vocational schools are usually the academically less inclined, who turn to vocational schools because they do not have other options. However, a new assessment system can be developed which can correctly evaluate the talents and eagerness of the young people in the fields they study.

The fact that the ratios for unemployed vocational school graduates are high means that the interrelation between vocational schools and business places should be re-considered. Chambers of industry and industrial zone administrations can help improve the quality of vocational schools by renewing and modernizing the educational equipments, materials and tools used in these schools. Business places will contribute to the reduction of the unemployment problem by

offering internships and later, permanent jobs to the students and graduates of vocational schools.

New codes in society should be established and encouraged that value professionals like computer technicians, tailors, tilers, etc. who are good at their job, as important and respectable people. Young people expect this encouragement from the society, the State, the private sector and the media. Financial incentives for such vocations may also help.

6. New measures need to be taken concerning the functioning of universities.

Although the number of higher education institutions is increasing significantly, and intentions to follow policies to improve the quality of university education are frequently expressed, currently the level of educational quality varies from one place to the other and from one university to another. Big companies, in their job adverts, appeal to the graduates of a handful of Turkish universities, especially for higher positions; and these are the best-known, highly-regarded, well-established State universities, and the prestigious private foundation universities instructing their classes in a foreign language. This shows the need to ensure adequate quality across the spectrum of existing universities and also more particularly with respect to the new ones being created.

7. Additional resources are needed.

Expansion of quantity when not accompanied by expansion of quality does not deliver positive results. Still, in a country like Turkey where there are 12 million young people who will be in the working age by 2020, both quantity and quality are big challenges. Additional resources are required even in order to maintain current school participation levels. Solving the educational problems and issues of the youth of Turkey, and making stable and long-lasting ameliorations in this area will help young people contribute more

to the society and will obviously make future generations of young people physically and psychologically more robust and intellectually more potent.

8. Certification of educational institutions at all levels of education in terms of international and EU standards would enhance the quality and impact of education.

This target, already achieved by a number of educational institutions in Turkey, would both contribute to bringing the curricula of Turkish institutions closer to higher standard ones and provide greater skills and opportunities to graduates in terms of labour market prospects in Turkey and the world.

9. Advanced and extensive ICT endowment is essential for an effective contemporary education.

This needs to be complemented by the corresponding teaching required for productive use of the system. The ongoing efforts deployed in Turkey at present in this field need to ensure further extension, advances in terms of technology and teaching and a capacity for constant upgrading.

In conclusion, young people in Turkey today face many challenges to build their capabilities and make good choices. Education will make the biggest difference in decreasing the negative aspects of these challenges. If the quality education of young people is guaranteed, not only the youth but also their families, their communities and the country as a whole would benefit.



Chapter 3

"YOUNG AND HEALTHY"?



"A healthy mind can only be found in a healthy body"

Turkish Proverb



3.1. Neither child nor adult, therefore "nonexistent"!

Adolescents are still children who need to be informed, guided and protected just like their younger brothers and sisters, and health issues are of paramount importance in this context. A *World Fit for Children*, the outcome document of the 2002 United Nations Special Session on Children, acknowledges this when it says that: "A world fit for children is one in which ... all children, including adolescents, have ample opportunity to develop their natural capacities in a safe and supportive environment."⁶⁸

Yet despite their very real issues and concerns, Turkish adolescents can easily be overlooked by planning and policy-making that tend to focus on the needs of younger children. As a consequence, the average adolescent child can easily fall between cracks in services.

Like their peers throughout the rest of the world, Turkish adolescents are caught between two worlds where their needs and concerns tend to be overshadowed by those of younger children and of adults. While 17 to 19 year-olds in the latest stage of adolescence are frequently viewed as being neither child nor adult, in some cases even 11 to 16 year-olds in the early to middle stages can be obliged to forego their childhood to assume adult responsibilities. Working to support their families either within or outside the home, these children remain essentially disempowered as individuals in their own right.

Health issues of youth are worsened by poverty, deficient life-skills education, traditional mores and a general reluctance of families to address the issues of identity and adjustment that children face during their physical and psychological development. These problems are sometimes exacerbated by substance abuse and violent conflicts within some homes or in the school environment. For many young people there are additional concerns such as child marriage and the concomitant issue of early parenthood, especially in low-income families.

A majority of adolescents — particularly children in low-income families — need to confront seemingly insurmountable problems while having to deal with dramatic physical and psychological changes within themselves. Problems of access to quality education and health care provisions, insecure employment prospects, violent conflict within the home, the school environment and also to some extent in the community as well as hazardous sexual behaviour, experimentation with substance abuse which seems to become a rising danger in latter years can all have serious implications for the well-being and good health of adolescents in Turkey. For girls in rural communities especially, the tradition of child marriage and the concomitant issue of early parenting present serious obstacles to their future well-being and development.



3.2. What is worse than nonexistence? “Being a nonexistent young woman”

The situation of adolescents in Turkey is complicated by gender disparities that still reflect and emphasise frequently the traditional preference of men and boys over women and girls. The unpredictable temper of adolescents struggling with the profound physical and psychological changes typical of their age is acknowledged in young males as *delikanlılar* or crazy bloods, for instance, while girls of similar age are not indulged with the same understanding. Although this double-standard is common in societies the world over, the very different attitudes towards adolescents, depending as they do upon gender, set a precedent for gender discrimination which pervades almost every aspect of their adult life.

In fact, socially conservative attitudes to gender, partly associated with some traditional characteristics, lead in a still unduly large proportion of instances to the exclusion of women from equal participation in public and private life. This constitutes a very serious problem also in terms of Turkey’s further advances toward higher development levels. Unsurprisingly, this exclusion begins at the earliest stage when girls enjoy progressively less advantages in educational life than their brothers and other male peers. While roughly 7% of girls and boys attended pre-school in 2001, there were gender gaps of 8% in primary education and 17% in secondary education that same year.⁶⁹ In 2007, a little more than 16% of girls and boys attend pre-school education, and the gender gap in primary education decreased down to 4% and 8% in secondary education. These differences are still considerably wide.

The gender gap in education becomes marked during the adolescent phase when significant numbers of girls drop out of school after primary education or even earlier after the first five years and it continues to affect

virtually every aspect of their adolescent and adult health. This is especially the case in low-income areas where disparities in girls’ and boys’ enrolment in primary education are more pronounced. There are large efforts towards alleviating this situation. The Government is conducting a campaign titled “Come on Girls, You are Going to School”. NGOs such as the ‘Association for Supporting Contemporary Life’ are among the pioneers and major actors of these efforts. Women who do not attend secondary school or further education tend to have at least two more children than their more educated peers. Among those who have little or no primary education, 15% give birth between the ages of 15 and 19 years compared to 3% of their peers who finish high school. The situation of adolescent girls is showing improvements in this respect: Of those who had begun childbearing at the time of the last Turkey Demographic and Health Survey in 2003 (TDHS), the percentage had dropped from 10% in 1998 to 8% — 2% of whom were pregnant with their first child.⁷⁰

The health hazards of early pregnancy that adolescent girls endure as a consequence of marrying before they have matured physically are of particular concern not only for the girls themselves but also for the subsequent generation. Poorly educated and uneducated mothers are unable, as the primary caregivers in their households, to provide adequate nutrition and health care to their growing families. At the same time they suffer the double bind of uncontrolled reproduction which tightens the bonds of poverty and increases health risks such as malnutrition, disability and restricted development. The findings of the TDHS emphasise the adverse effects of child marriage on adolescent girls and their families by returning consistently poorer indicators for routine immunisation, stunted growth, disability, chronic illness and the recursive problem of lower educational

performance and attainment in their children.⁷¹

Although the law prohibits children from marrying, families — particularly those in remote rural areas — have sufficient leeway to give their adolescent daughters in marriage, owing to inadequate birth registration procedures. Furthermore many rural communities consider an *imam nikah* or religious ceremony sufficient to formalise a union. As a result many marriages remain officially unregistered and essentially invisible to the State.

In many cases child marriage is motivated to a considerable extent by fear that a girl's family honour will be ruined if her virtue

is compromised in any way. The same fear is at the root of the issue of honour killings — a persistent threat to adolescent girls and young and adult women alike especially in rural areas where hundreds of Turkish women die each year by way of reparation for their family's allegedly damaged reputation.⁷²

As in other parts of the world, domestic violence is a widespread offence in Turkey with similar roots in issues of honour and tradition that affects young girls who lack the maturity and self-assertion necessary to develop as rounded individuals with the capacity to raise their families. Disturbingly, in its report published in 2003 the TDHS found that 63% of girls between 15 and 19 years of age felt that their husbands would be justified

Special Contribution Victims of honour killings: Do we think of them as 'youth' at all ?

In Turkey, murder in the name of honour is the most severe type of violence against women. According to an interview with Professor Ahsen Şirin of Ege University by an online news bulletin,⁷³ 'Turkish Police has recorded 1,091 honour killings in the last five years. And many of the honour killings are not reported to police; are instead shown as suicide etc...'

As stated in the report produced by UNFPA and UNDP in 2005, entitled "*The dynamics of Honour Killings in Turkey*", the younger generation is actually more accepting and supportive of killing in the name of honour than their elders. This conclusion is further reinforced by recent findings that 63% of the young women aged 15-19 expect to be beaten as part of their married life (TDHS, 2003).⁷⁴ These findings show that the young generation needs to be trained well and thoroughly for combating violence against women.

In recent years government efforts to combat violence against women have gained momentum thanks to the legislative changes. Since the 1990s, Turkey's legislation regarding violence against women has undergone significant transformations. The endorsement of the Law for the Protection of the Family (1998) and amendments in the Civil Law (2001) and the Penal Code (2004) all work to further criminalize violence against women and have increased the penalties for honour crimes.

Apart from the above-mentioned institutional setup, there is increased commitment on the part of the Turkish Government to address the issue in more depth. In May 2005 an "*Investigation Commission for determining the causes of violence against women and children/honour crimes*" was established under the National Assembly. This commission's Parliamentary Report led to the issuing of a Prime Ministerial circular on "Measures to Prevent Violent Acts against Women and Children, and Crimes in the Name of Honour and Custom" which was published in the Official Gazette in July 2006. The circular addresses the recommendations voiced in the Parliamentary Report.

Since 2005, the Ministry of Interior has also been proactive in combating violence against women/honour crimes by issuing circulars and initiating training for its personnel. In 2005 the Ministry of Interior, Security General Directorate issued a "*Circular on the Implementation of the Family Protection Law (Number 4320)*" for the action of 81 Governorships of Turkey. Following the above-mentioned Prime Ministerial Circular on the Crimes in the Name of Honour and Custom", the Ministry of Interior Security General Directorate issued another circular to 81 Governorships, Ministry of Health, Ministry of Justice, Ministry of National Education, Gendarmerie Headquarters, General Directorate of Social Services and Child Protection Agency and Turkish Republic Prime Ministry Directorate General on the Status of Women regarding the "*Coordination of the measures taken to prevent custom and honour killings*".

by UNFPA Turkey Office



in beating them for at least one of five reasons specified in the survey. The most common response in that age group was from 52% who accepted that arguing with their husbands would be sufficient justification for violence.⁷⁵ On the other hand, encouragingly, according to a very recent research work based on both quantitative and qualitative findings by Ayşe Gül Altınay and Yeşim Arat, the majority of women stand clearly against violence and

gender discrimination and nine women out of ten declare that beating cannot have any justification whatsoever.⁷⁶ Although such a large improvement cannot be expected in such a relatively short period, a significant increase in awareness is observed and it can partly be attributed to actions triggered by the intensive work of Turkey's women's movement in this direction as argued by the authors.

3.3. Truth about sex and drugs or “the good old ways of learning” about them?

Young people are given to experimentation and risky behaviour in the transition from childhood to adulthood as they struggle to resolve issues of identity. However, the risks of unprotected sex and drug and alcohol abuse to adolescent health and development, as well as the enormous costs in terms of public health and individual human suffering, stem as much from the prevailing attitudes of society as they do from the behaviour of the young people themselves. The necessity for investment in adolescent health — and the provision of life–skills based education in particular — needs to be explored more. However, policy makers, service providers and parents are often reluctant to accept that this is the case, preferring to rely very largely on more traditional means of censure as a potentially moderating influence on adolescent behaviour.

Sexual autonomy in Turkey is quite restricted. In 2003, the TDHS indicated that “In Turkey, marriage is very important from a demographic perspective, because, besides being prevalent throughout the country, almost all births occur within marriage. Therefore, age at first marriage is a significant indicator since it represents the onset of a woman's exposure to the risk of pregnancy.”⁷⁷

Particularly in rural areas, adolescents do not have much adequate opportunity to open

sensitive issues of sexuality, drug and alcohol abuse in a free and unbiased manner with their parents, guardians or teachers. As in most societies where especially rural socio-economic characteristics are still relatively strong, these subjects tend to be viewed as great many of the average Turkish household. While in urban families and schools these issues are becoming progressively more open to debate, a very large part of rural communities continue to be wary of what they consider to be essentially matters of taboo.

In this context, access to life–skills education including communication and negotiation skills, as well as information on HIV/AIDS and methods of protection against infection remains dangerously limited for many young people. Many children, especially those in the late stages of adolescence, remain more or less ignorant of the health implications of risky behaviour as they approach maturity.

Data on levels of awareness of HIV/AIDS is both vague and incomplete but general awareness would appear to be quite low since records show an uncharacteristically minimal number of infections in comparison with other countries in the Central and Eastern Europe and Commonwealth of Independent States region. The number of HIV/AIDS infections reported since 1985 is low at 2,254 cases

but the actual figure is believed to be much higher.⁷⁸ The TDHS reports that awareness of AIDS is high, yet levels of knowledge on how to protect oneself from sexually transmitted diseases (STDs) and HIV/AIDS remain very low. Of women who were questioned on methods of avoiding HIV/AIDS, 31% did not even know of AIDS or that it can be avoided and only 22% understood that condoms offer protection. In general, older married women were more aware of HIV/AIDS than younger women.⁷⁹ Unfortunately the TDHS was not designed to determine what men and boys understand of the issue, so a thorough assessment of the situation in Turkey is not possible without an accurate sample that reflects levels of knowledge of both genders.

Given that the TDHS sample group is composed of women between the ages of 15 and 49, the responses indicate a degree of ignorance of the issue amongst mothers which would imply that adolescents have to find out about these important reproductive health issues elsewhere. In light of this, it is fair to assume that the issue of adequate life-skills education for young people becomes more urgent with each passing day.

During the past few years, strategies to address adolescent health needs including comprehensive life-skills based education have been put in place. HIV/AIDS education has been included in the new primary school curriculum for grades 6-8 and the Ministry

BOX 3.1 MY FAMILY PROGRAMME

Turkey's position as an economic and cultural entity between the Central and Eastern Europe/Commonwealth of Independent States (CEE/CIS) region, Asia and the Middle East has changed greatly during the past decade. Newly opened borders and the freer movement of travel and communications mean that the youth of this country are exposed to cultural influences of other societies which are very new and exciting but, in some cases, include potentially dangerous elements. The ready availability of illegal drugs means that many young people have unprecedented opportunities to experiment with them. The heavy traffic of sex workers from the CEE/CIS region in Turkey's major urban centres and coastal resorts also raises the question of HIV/AIDS awareness and protection.

The Ministry of National Education (MoNE), has developed *My Family*, a youth-oriented training programme with a focus on communication and life skills training for both the youth and their parents. *My Family* seeks to address the health hazards of unprotected sexual contact and problems of addiction within the context of parent-child communication where they have often been viewed as inappropriate and even dangerous topics to even raise within the family environment. Breaking the taboo nature of these issues and opening them for positive discussion between youth and their parents is one of the primary aims of the training offered to families with adolescent children.

The package, developed with the technical support of UNICEF and funding from the European Union, includes parental counselling and peer education for adolescents between the ages of 17 and 19 in vulnerable families in urban areas, and also helps to implement catch-up education for adolescents who are out of school or at risk of coming in contact with the law.

My Family Programme follows the 'pyramid training' strategy of FACT⁸⁰ whereby trained parents are expected to share their knowledge on parenting with at least two other relatives or close friends. The participation of adolescents in the development of *My Family* has been invaluable to the peer training content of the package.

All partners in the *My Family* package agree that it is essential to encourage greater involvement of fathers in the parenting training sessions. Gender roles are quite strictly defined by tradition in Turkey and child rearing is very much seen as the job of mothers while fathers take a lower key role in the development of especially very young children. The team behind *My Family* considers nation-wide acceptance and use of good child rearing practices to be of paramount importance in changing this attitude.

Since military service is mandatory for all young men in Turkey, the large numbers of newly married and expectant fathers in the army service benefiting from the core version of this programme will be a significant step forward for young families. Although few will be able to immediately practice the lessons learned in the core modules — being out of regular contact with their families — it is expected that many will have a more open attitude to good child rearing practices by the time they complete their military service. It is hoped that they may even be prepared to revisit *My Family* training in civil life.



of National Education (MoNE) is providing training with the support of UNICEF on inter-familial communication and conflict resolution to families with children between the ages of 7 and 19. Information on sexual questions has also started to be given more extensively in schools.

Research shows that people usually start smoking at the age of 13, and again usually under the influence of their friends. Smoking leads to a series of serious health problems, which is a fact proven in many studies and convincing data. Smoking causes coronary cardiac diseases, high blood pressure, cancer, chronic lung diseases, neurological and mental

disorders, osteoporosis, diabetes mellitus, and oral and dental problems. Strikingly, one third of cancer diseases seen in people are connected with smoking. Half of smokers lose their lives due to these diseases. More strikingly, smoking is held responsible for one third of all deaths in the world. One person every eight seconds dies in the world due to smoking and in Turkey one person in six minutes dies for the same reason. One billion people will die throughout this century again due to smoking and the majority of them are young people! In order to be protected from health problems, the habit of smoking should be stopped and measures must be taken against smoking.

3.4. Health care

Public spending on health as a percentage of GDP in Turkey has improved from 2002, when it was 4.7% of GDP, to 2004 when it was about 5.2% of GDP. However, per capita public expenditure on preventive health care is lower than any other OECD country, representing 10% of the average among OECD countries and the European Union (EU) and it actually fell from US\$ 5.00 to US\$ 4.80 between 1999 and 2003.⁸¹ Private health service expenditures through the social security institutions are becoming increasingly important in the more urbanised parts of the country. However, these are less relevant to the situation of most low-income families and their children. Since many adolescent and adult employees work in informal and irregular employment where social security insurance is not provided, they are not insured directly in connection with their work. As around 95% of the population is covered by health insurance most of them benefit from health insurance through their parents or the green card which has been issued to a total of 14 million persons. But these coverages have a narrower scope and can exclude such

illnesses as those directly linked to their work.

On the other hand, households of every income bracket tend to rely on private expenditures on over-the-counter medicines and pharmaceuticals as their primary source of medical care, the richest income bracket spends much more. The difference is that low-income families tend to seek health care with considerable reluctance because they tend to associate health care with expenditures they are unable to afford.

Social protection public expenditure to GDP has increased from 8.6% of GDP in 2002 to 9% in 2004. Nevertheless the allocation for social protection expenditures in Turkey is currently still less than half the 2003 average within the EU.⁸² Public expenditure on health could rise during the course of the next few years owing to the Government's plan to transform the *Green Card* scheme of free health care for the poor into a component of the Universal Health Insurance. According to the new bill on health, the following is foreseen: The expanded system of universal health

insurance will provide every citizen with a general health insurance number and access to health care with only some participation fee for medicines and also for hospital treatment. The latter will be in general very small but can also become somewhat higher in accordance with the alternatives chosen. The premiums of those who are very poor will be paid by the state.

It is hoped that the Ministry of Health's *Transformation in Health* programme will narrow the gap in access to quality health services between Turkey and other middle income EU accession countries. Two of the major objectives of *Transformation in*

Health that will hopefully improve access to health services will be the establishment of the *Universal Health Insurance Fund* and the introduction of family medicine as a basis for the provision of primary health care.⁸³

The quite large share of informal labour in the economy has severe implications for young people seeking to establish a secure livelihood and independence from their parents' households. Health conditions of such high numbers of the population that are not engaged in formal labour and who are not sufficiently covered or in some cases not at all covered by health insurance are negatively affected.

3.5. Quality of Life Indicators

The absence of accurate data on health, water and sanitation and education has been recognised as one of the most significant obstacles to strategies for the reduction and prevention of problems facing children and young people in Turkey for some time.

The Ministry of Interior General Directorate of Provincial Administration, with the support of the Turkish Statistical Institute (TURKSTAT) has produced a set of indicators to monitor the state of children at every stage of development from birth to maturity in Turkey. One of the most significant developments under the umbrella of the EU funded *Children First* project, the 25 Quality of Life Indicators (25 QLI) have been modelled on the Millennium Development Goals (MDGs) and EU social

inclusion indicators on children. A number of the indicators covering net enrolment in education, extended education, suicide and criminal conviction, abuse, homelessness, institutional protection, social security coverage, water and sanitation will be particularly relevant to the situation of adolescents.

Much like the MDG and EU models, the 25 QLI are interrelated: an improvement in one indicator will have a knock-on effect of improvements in others — and all data will be disaggregated by gender. TURKSTAT have also produced a manual setting out the exact definition, means of calculation and source of data for each indicator. *Annex Five* includes the '25 Quality of Life Indicators'.

3.6. For a healthier generation of youth

1. A special focus on young people's health is needed. As stated above, health issues of youth are worsened by poverty, deficient life-skills education, traditional mores and a widespread reluctance of families to address the issues of identity and adjustment that

children face during their physical and psychological development.

The necessity for investment in adolescent health — and the provision of life-skills based education in particular — needs to be

Almost all countries apply compulsory education to enable their young population to attend school. The period of compulsory education plays a leading role in determining the minimum age limit for the young to join the labour life. For example, a child who starts school at the age of seven and receives an eight-year compulsory education can join labour life at the age of 15. A reason for young people to join labour life, especially in developing countries, is the family's concern for their youngster to have an occupation. Yet, sometimes children and young people are employed without being paid for the sake of learning a vocation, a fact which may lead to abuse of the child's labour and even sexual abuse. In other aspects, too, labour life is not risk-free for young workers:

- Most of the tools and machines at a workplace have a weight that can only be handled by adults. The size of many of these machinery is bigger than the size of young workers, so they cannot control such devices. This leads to low production, while increasing the likelihood of accidents.
- The physical strength of young people is less than that of adults and some negative influences (malnutrition and being subjected to negative environmental factors) in the adolescent period could lead to problems in terms of growth and development of children. For example, a young worker's physical development can be impeded at a work that demands physical activity, such as carrying heavy objects.
- Several factors in labour life can negatively affect young people's mental development as well. For example, a young worker who is insulted and even subjected to physical abuse by his/her employer may inevitably experience mental problems.
- Young people, by definition, are not experienced workers, therefore they may not be able to correctly assess the circumstances and risks in their work environment. This may eventually lead to risky behaviours.
- The perception of danger and the concept of risk are not sufficiently developed in young people. A young worker who is unaware of the risk concept is very likely to have accidents.
- Young workers are more affected by negative physical and chemical environmental factors than adults. A physical factor may be carrying heavy loads, while the presence of chemical substances at a workplace could metabolically harm young workers.
- Young workers who start work at very early ages are deprived of the chances of playing games and spending time with their friends. Under these circumstances, children who are enthusiastic about toys and games, will use every opportunity to play, including playing with work tools, which may lead to serious accidents.

by Professor Nazmi Bilir, Hacettepe University

explored more. The projects realized with the cooperation of the Ministry of Health, NGOs and international organizations should be diversified. The peer training that is implemented with success should be expanded.

2. The society, including the young generation, needs to be trained well and thoroughly for combating violence against women. Public awareness campaigns need to be organized for combating violence against women and to prevent early marriages and honour killings. Unofficial marriages which are in fact banned by law should not be condoned. Nationwide advocacy campaigns should be organized to prevent such marriages, violence against women and honour killings.

3. Discussing drug use and sexuality should not be regarded as a taboo, and informing and guiding youth in this context are essential. Indeed, a strongly hierarchic relation among family members, which is a widespread occurrence, is likely to cause issues like sexuality to be left in the dark. Therefore, in order to break this taboo, education concerning sex should be given to youth in classrooms beyond the information already provided within the context of health and hygiene.

Officials of the Ankara Alcohol and Substance Addiction Treatment and Training Centre (AMATEM) shared with the researchers of this Report at a meeting, the fact that none of the municipalities and private sector companies

that were visited while seeking financing were willing to provide help. Officials said that the municipality and private company representatives stated that they did not want their names to appear in a project related to drugs. Those companies and municipalities that provide services to youth in particular or market their product brands to young people should be more open-minded, so that crucial steps can be taken with their contribution. Many important projects cannot be realized and are waiting on shelves due to lack of financing.⁸⁴ Regarding the smoking issue, for example, programmes targeting children need to be increased and the number of non-smoking public places should be extended.

4. The issue of social security for young people needs to be solved. Stricter measures are needed to prevent young people from working without or with insufficient social security.

5. Child labour should be eradicated. Children and young people are affected twice as much by job risks compared to adults. This also constitutes a serious health matter as explained in the *Special Contribution Box* in this section. Children's and young people's rights in labour life in Turkey are safeguarded under the Constitution and several regulations. The Child Protection Law also includes measures regarding child labour issues. Turkey is also conforming to the core ILO Convention on the matter.

Despite all the measures, young people and children are still employed and often exploited throughout the world. In order to avoid this, efforts are exerted at the national and international levels with the guidance of the International Labour Organization. For example, an international programme was launched in 1992 to end child labour (International Programme on Elimination of Child Labour). Under this programme, six countries, namely Turkey, Brazil, Indonesia, India, Kenya and

Thailand, were engaged in a number of activities to search social and economic reasons for child labour and its health dimensions. Turkey showed considerable success in this programme. The programme was later broadened to cover 87 countries worldwide. Efforts to eradicate child labour in the whole world should continue without wavering. Turkey, whose legal framework relating to child labour is strong has made serious efforts which have brought noticeable improvements in implementation in this field as reflected in the *Special Contribution Box* in *Chapter Four* entitled "Child Labour is decreasing in Turkey" by ILO/Turkey and UNICEF/Turkey. However further efforts are still needed in this critical field until the complete eradication of child labour.

Chapter 4

YOUTH UNEMPLOYMENT





“You complete 16 years of education, go through all that but cannot find a job. How can we think straight? To do that one has to have decent living conditions. One’s stomach must be full. You cannot get a break and start producing projects and ideas to improve your country. First, one must have a job.”

A female secondary school graduate from Izmir



4.1. Strong economic growth, weaker Human Development

This chapter contextualizes and frames the challenges of youth with an unemployment focus in the broader economic and social context of Turkey.

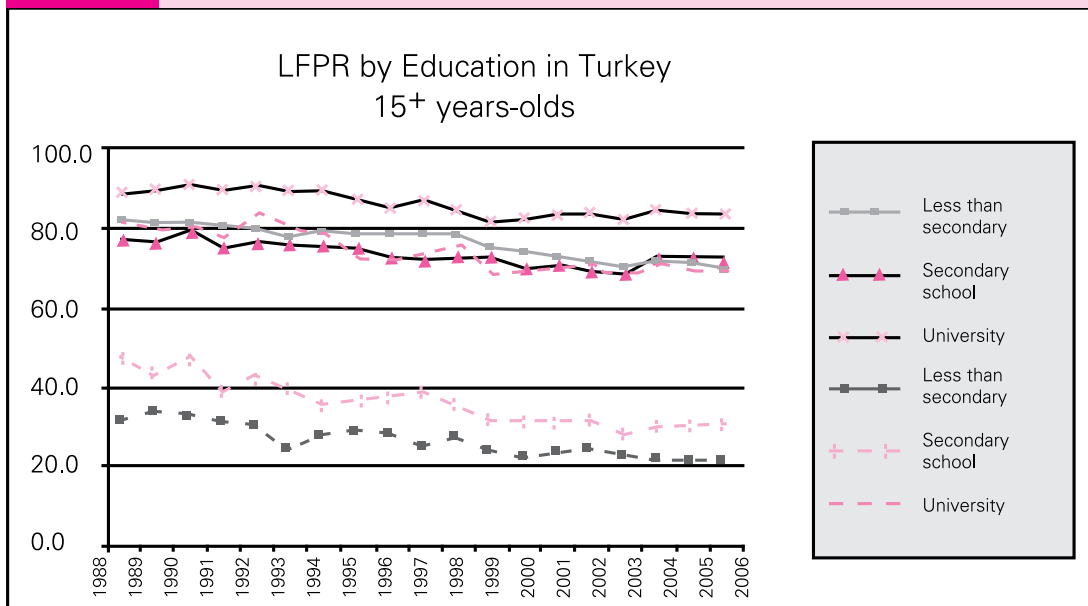
One can first note that in its present stage of demographic and labour market transition, Turkey faces some developmental challenges which have a number of unique features compared to the countries in Turkey's income group. This mainly stems from an unusually high share of agricultural employment -- above 40% for a long period-- which was to an important extent a result of the decades-long agricultural subsidies that dampened the rural-urban population transition. Average education levels remained very low as well: Five years for many decades, six years only recently. The level is slowly rising thanks to an increasing urban population.

Some of the main particularities of the Turkish labour market are as follows. Briefly, "all" labour

force participation rates, by education group, for both genders have been falling in Turkey, only to level for secondary school and above in recent years (see Figure 4.1). Although the overall participation rate may keep falling as a result, *in a few years, the overall labour force participation rates (LFPR) for men and women may and are likely to turn upwards, even if the LFPR keeps falling across education groups!* The reason is that by moving up on the education ladder, one joins another group of labour force participants who are at a higher plateau but at a declining slope nevertheless. For example, the LFPR of women who are university graduates are two or three times higher than the LFPR of lower education groups. The overall LFPR may start moving up in a few years, even when it declines for every education level, at varying rates.

At the upper end of the education spectrum, employment ratios are higher and, the urban unemployment rates slightly above

Figure 4.1. Labour force participation rates by education in Turkey (TURKSTAT data)





those of the lower educational levels. The latter difference is due to the very high female unemployment rates in this category. In Turkey, out of every 100 young urban university graduate women in 2006, 50 worked, 20 were unemployed, and 30 did not participate in the labour force. Thus the unemployment rate was just under 30%. In lower educational levels in urban areas, 25 out of 100 young women were in the labour force and 75 did not participate in it! This reflects the dimension of the participation problem for women.

To what extent are these issues pertinent for youth? After all, gender differences in labour force participation rates affect *less* the young than the older segments of the population, largely because the young are more educated. Gender differences in participation are much wider at lower levels of education. In fact, the main feature, which is particular to the youth, is the urban youth unemployment rate. All urban young unemployment rates by education have been higher than the labour market average for that education group. The case for young women has been illustrated immediately below. Although the lack of job creation is a general phenomenon in the Turkish labour market, the youth has thus been particularly affected. It is true that,

unemployment appears to remain stuck not only for the young, but also for the whole labour force. However, the stubborn urban unemployment rate is twice as high for young secondary school and university graduates than the urban average. Active labour market policies and lifelong learning policies that are to be designed for new entrants on the one hand and for older unemployed workers on the other hand have to be contextually different. If one loses a new entrant to the long-term unemployed pool, labour market segmentation is inevitable. Incidentally, in the global context, the ILO youth employment report puts the probability of a young person being unemployed in the world as three times higher than that of an adult. In Turkey, the corresponding figure is about two. However, this does not mean that the situation is so much better.

The Turkish economy has grown rapidly after the big economic crisis in 2001, averaging about 7.5% annually in the 2002 to 2006 period. Its recent growth performance has been the most powerful one in the OECD as mentioned above. Annual consumer inflation in 2007 registered 8.4%. The single digit inflation figure is a new economic phenomenon for the young generation in Turkey. The Turkish economy is now on the

Figure 4.2. Male-female urban unemployment rates by education (TURKSTAT data)



BOX. 4.1. "YOUNG" AND "INEXPERIENCED" ARE USED ALMOST SYNONYMOUSLY

Very few of the newly graduates have any work or internship experience. As the findings of the World Bank's 2006 Turkey Labour Force Study also show, the biggest disadvantage of young people in finding jobs is their youth. When asked for the most important reason why they cannot find jobs, in the *State of Youth Survey*, 29.9% of the young people answered, "being young and inexperienced". Among those who are seeking jobs, the least-experienced who will enter the labour force for the first time, are at an even bigger disadvantage; they constitute 40% of the total number of unemployed young people.

Businesses are not willing to give prior training to their prospective workers; they want their employees to start work immediately. For example, the vocational-school-graduate Kemal, who works at a factory in Lüleburgaz, said, "*The private sector companies don't bother. It is a waste of time for them. They want the employee to be already fully equipped to get the job going right away.*"⁶⁵ On-the-job training carries the risk of wasting time, as well as the probability of the well-trained employee asking for higher wages or transferring to another company. Therefore, employers usually prefer to work with already trained or experienced personnel, rather than giving inexperienced people a chance.

verge of becoming the seventeenth largest in the world with a GDP of about US\$ 500 billion. (This Report was finalised before Turkey's 2008 National Income Series were released.) According to the results of the 2007 Population Census, per capita income is expected to reach approximately US\$ 7,000. Exports exceeded US\$ 85 billion in 2006 and reached US\$ 105 billion in 2007. Now that Turkey has better macro-economic stability compared to the volatile decades from 1970s to 1990s and finally attracts large amounts of direct foreign investment, one would have expected to see more first time jobholders.

However, Turkey's recent strong economic growth has not translated itself into a matching performance in employment creation. Unemployment anxiety has replaced high inflation anxiety as the number one economic problem in public opinion polls today. Finding a decent, good job is what young people want most in Turkey. There is a widespread perception of the insufficiency of employment opportunities, especially for the youth. In the *State of Youth Survey*, 49.1% of the youth said "a good job" is what they most want, followed by "esteem" (18.1%) and "love" (only 16.9%).

In the case of employment, there has been an almost total lack of net job formation between

2002 and 2004 despite economic growth. In the last decades, slow employment increase relative to working age population growth, has been a persistent problem. This general problem has particular structural aspects that affect the urban young population. Here follows a corresponding example. Young unskilled men are very largely dominant in the construction sector employment relative to the general labour force. Young unskilled women are clearly very largely overrepresented in the clothing and textile industry. Many do not have social security coverage, especially direct social insurance. A large proportion of the unskilled youth component of recent rural-urban migrants goes into these two sectors depending on their gender.⁶⁶ This phenomenon has particular policy implications concerning youth because these two sectors are at the same time among those where informal employment is the most widespread. This situation alone illustrates the complex nature and very considerable dimension of the youth employment issue.

What follows is a sketch of the main specific challenges and opportunities related to youth employment. It is expected that it will reflect adequately the urgency of the youth employment-creation problem in Turkey.





In some cases, economic recovery comes without new jobs, especially in the emerging markets, because of productivity increases. During the period 1980-2002, annual real GNP growth in Turkey averaged about 4%, while the average employment growth rate was 0.8%. Even in the more recent period of 2002-2006 when the average economic growth rate has been 7.5%, and investment increased by 14.2% on average, productivity rose to a large extent because of imported new machinery alongside some efficiency gains, and the unemployment rate has stubbornly remained unchanged around 10%, falling only slightly from 10.3% in 2002 to 9.9% in 2006. The employment growth rate in the same period was again also 0.8%.⁸⁷

Fast growth with low employment means fast productivity growth. This opportunity is expected to eventually bring about higher wages, and consequently more employment generation in the future. Indeed, Turkey is now much more productive than it was previously; there has been a trend break in productivity growth. Employment generation might be expected to follow with some lag along with wage increases.

On the other hand, the long-term poor employment growth performance in the past decades is associated with the transformation of the employment structure away from agriculture, which has gathered pace recently. The two most recent economic programmes, especially the 2001 one, have replaced the previous undifferentiating forms of general agricultural subsidies with more targeted instruments. Agricultural employment dropped from around 8.1 million in 2001 to just over 6 million in 2006. In the same period, non-agricultural employment increased by an average of 3.9% per year and industrial employment by 3.1% per year. Since many people leave agriculture, the net overall employment creation rate remains low.

From 2003 to 2006, *the number of unemployed remained level* despite the increase in the working age population of around four million, which makes for an increase of one million people a year. During the same period, 2.3 million non-agricultural jobs were created (575 thousand a year). Net agricultural job losses have been 330 thousand per year, which makes net job creation 245 thousand a year between 2003 and 2006. This is one quarter of the annual increase in the working age population! Had the labour-force participation rates not been falling, unemployment rates, and especially the youth unemployment rate, would have shot up. The population increase in the working age bracket comes from the young cohort.

Assuming that the overall unemployment rate of approximately 10% also applies to these new entrants instead of the higher non-agricultural unemployment rate of 12.6%, these figures imply that, out of the potential 4 million, 2.22 million participated in the labour force; labour force participation in this period for new entrants is then 55.5%. This figure is higher than the overall labour force participation rate of 49%, so there has been a rise. A 60% participation rate would have implied 2.4 million participants with 400,000 out of work (17% unemployment rate) and a 70% participation rate – a Lisbon goal – would have implied 2.8 million participants with 800,000 out of work (a 36% unemployment rate) in this period for the new entrants. The Turkish unemployment rate is not increasing partly because of dropouts, many of whom are discouraged workers. As also indicated in a recent report: "Population growth keeps outpacing employment growth in Turkey and educated young people have difficulty in finding jobs." (World Bank, 2006, p. iii).

The brief picture above implies that the economy's labour absorption capacity is quite low. Keeping people in the agriculture

sector is not a solution, however, as gross value added per worker in agricultural is less than one-third of the rest of the economy, i.e., industry and services. This would be a waste of resources. Looking at the supply side, the economy's labour absorption capacity is connected to the level of human capital. The average years of schooling in Turkey is still less than six years (twelve now in South Korea, both countries had similar per capita incomes at the beginning of the 1960's). Few additional jobs are available in low-level services or in the construction sector to absorb the influx of primary school graduates. Females are even less educated; rural females even more so. The overall labour force participation rate for women in Turkey is the lowest, compare to EU countries (25%). The informal economy and informal employment are widespread. On the demand side, the high tax burden and wage

overheads are quoted most often as curtailing factors. On the supply side, dissolving rural populations feed into the informal pool of urban labour, since almost all in-migrants are low skilled.

Unemployment and weariness from taking exams drive a great many young people to desperation. A young, university-graduate woman who has been unemployed for nine months says, *"I'm weary of these exams... Enough is enough. The university exam, this exam, that exam... I do not believe in these exams anymore. I came to believe that the purpose of these exams is not to select people but to keep their minds busy, unemployed people like us."* Employment creation remains problematic.

BOX 4.2. CONDITIONS IN THE WORK PLACE

Labour conditions are not ideal, to say the least. Employing young workers for only five years and then dismissing them because after that period severance payments go higher, or similarly, employing a staff for only 11 months in order to avoid the fringe benefits one is entitled to after 12 months, then dismissing and re-admitting to the job from scratch, are practices used in a large number of instances by private employers.

Ali from Adana relates, *"They hire young people, for example, put them to work for a couple of years. When it is time to get a wage increase, they fire them and hire new people. Why? Because they will get paid less and work without social security. And what will happen to them?"*

Although not all private companies have the same mentality and in fact, nearly 100 companies have committed themselves to the Global Compact in Turkey, low wages and underpayment is widespread.

The unfavourable conditions in the private sector drive young people, en masse, to the doors of public sector establishments. The most important reason why the public sector appears more attractive than the private sector is "job security", or in young people's own words, "not exploiting and not being exploited".

In 2007, 1.5 million young people applied to the 'Public Service Personnel Selection Exam' (KPSS). This general exam is a prerequisite for jobs in public institutions. Each individual institution determines a specific minimum score for hiring its personnel. There are a number of private courses and classes to prepare the applicants for KPSS. Teaching posts are also filled according to the results of this exam. Although the establishment of the KPSS in 1999 has improved the situation, complaints about some aspects of the system relating to hiring public personnel have not disappeared since then, and the process continues with people voicing grievances, even if on a smaller scale. There is now for example an "Association for the Wronged Teachers and Education Workers", formed by the graduates of teachers' colleges whose members claim to have scored good points at KPSS, yet were either not appointed to any teaching post or only to temporary positions.



4.2. Employment issues⁸⁸

Turkey is likely to continue having employment creation bottlenecks. The country would have to create 13 million new jobs by 2010 to reach the Lisbon target of 70% employment rate, which, it must be pointed out, constitutes a very high target rate indeed!⁸⁹

Its current workforce is 25 million. Turkey also faces a bottleneck in quality job creation. In addition to the factors already mentioned, the rapid change toward capital-intensive manufacturing production is also having an impact. The ongoing transformation from labour-intensive modes of production to more capital-intensive ones has been facilitated by two factors. The first one was the big 2001 economic crisis referred to earlier. Turkish firms were forced to utilize their existing workforce better by investing in machinery and equipment from 2002 onwards... The second was the "China factor". Anecdotal evidence suggests that Chinese competition squeezed the profit margins in labour-intensive industries. This has hastened the shift to capital-intensive manufacturing and to services in the surviving firms in Turkey. The composition of the Turkish labour market is therefore changing. One of the most significant problems is that the typical former agricultural labourer lacks the educational skills that are required of the new workforce.

Turkey still has a young population. According to the latest data, youth between the ages of 15 to 24 account for about 17% (around 12 million) of Turkey's population of about 72 million in 2007. This situation will change, however. Already, the percentages of 0-14 and 0-19 year-olds are declining. By 2040, the only rising proportion of the population will belong to the 65 year-olds and above. Therefore, 2040 will mark the end of the Turkish demographic window of opportunity. However, this still represents a very significant opportunity at a time when this process has

already ended in most of the rest of Europe where several countries are beginning to enter a phase of labour shortages. As proportionately more people can be gainfully employed, national income grows faster and social security balances become sustainable. On the other hand, if the economy cannot absorb the influx of potential labour market participants, then labour-force participation rates will fall and the unemployment rate will eventually rise.

Therefore, youth employment creation is critical for development and economic stability. The corollary of the continuing window of opportunity is that a failure to create employment for especially the youth in sufficient numbers will lead to most worrying levels of high unemployment. In Turkey, in 2006, 15-24 year-olds made up 18.5% (4.6 million) of the total labour force of 24.8 million. In contrast, young unemployed make up 35% (858 thousand) of the total number of unemployed. As already mentioned, in Turkey young people are twice more likely to be unemployed than the older population. The young are also slightly underrepresented in employment. They make up 16.7% of the total employed.

The increase in employment in the services sector is at times higher than the average increase in the working age population. The service sector can be expected to draw more labour force, but at low wages. All depends on the pace of agricultural out-migration in the near future. In the future, the LFPR will go up. This will initially exacerbate the urban unemployment problem. The reason is that unpaid agricultural family workers initially drop out of the labour force in the cities as they migrate. Later, more and more of them, as they become educated, participate in the labour force. This will be true for both young males and females. Current non-agricultural

employment growth rates will not be sufficient to absorb this surplus. This problem is expected to peak around 2015-2020 before demographic pressures start to ease. Hence another reason for potent economic and social policies ensuring vigorous employment creation.

The current situation of young female former agricultural workers keeps the unemployment rate in check. This is because, having been unpaid family workers in agriculture, many women who are past formal education age generally stop participating in the labour market when they move to urban areas. Those women who do participate are likely to be employed informally in low-paid small-scale manufacturing, services or home services like house cleaning. In Istanbul

and generally in the northwest, young migrant women are likely to find informal employment in the textiles and garment industry. They work until they get married, after which they usually drop out of the labour force.

At present, the overall participation rate in Turkey keeps falling; it is now 48%. In 2006, the urban participation rate is lower at 45.5%. Female participation is very low at 24.9%. The labour-force participation rate for youth is 38%.

Consequently, increasing the participation rate is both desirable and constitutes a main challenge from the viewpoint of creating the conditions for a rewarding future for the youth in Turkey.

4.3. Education and participation in Turkey contrasted with the EU

Non-participation in the labour market and policies and practices related to this issue in Turkey essentially have a different context and scope than the non-agricultural, urbanized and formal labour market conditions in EU countries. Policy developments and priorities of most of the EU countries, although generally relevant and valid from a future development perspective, are not yet immediately applicable, given the demographic and labour market situation in Turkey which is at present quite different except from countries such as Romania or Poland to varying degrees. Active labour market policies (ALMP) and measures alone may fail to make a sufficient impact, given the high level of informal activity in the labour market and the low level of education. (The median education level of the workforce is six years). Alongside ALMPs, increasing the length of compulsory education to 12 years (from the current 8 years) may prove more beneficial for Turkey.

Firstly, a longer period of compulsory schooling would keep young people out of the labour force for a good reason at a

critical time until they complete secondary education. Secondly, this measure would create potentially more employable and trainable workers, especially if the education system in Turkey, which requires substantive improvement, is reformed at the same time. Thirdly, more education would increase female labour force participation, which is a desired objective in itself. Turkey is no exception to the principle that tertiary (higher) education has the greatest impact for women (see Table 4.1). Ercan finds that the most significant coefficient for women's LFPR in a cross-country econometric examination is the tertiary enrolment rate.⁹⁰

Women who are secondary school graduates are natural candidates for ALMP measures because their labour force participation rate is only 30.6% (2006). However, Turkey needs other concrete and innovative solutions as well. These would yield some results in the medium term, while the country waits for the positive overall labour market results from an increase in the education drive.

Table 4.1a. Non-institutional population⁹¹ by education and labour force status (15+ years)

(x1,000 persons)	Population	Labour Force	Employed	Unempl.	LFPR	Unempl. rate	Non-agricultural u. rate	Employ. ratio	Non-participants
Male									
Illiterate	1,026	415	371	44	40.4%	10.6%	18.7	36.2%	611
Literate, no diploma	1,341	679	601	78	50.6%	11.5%	17.7	44.8%	662
Primary	10,376	8,024	7,289	735	77.3%	9.2%	11.6	70.2%	2,352
Junior high and junior voc.	2,887	2,395	2,151	244	83.0%	10.2%	11.4	74.5%	492
High school	3,233	2,194	1,947	247	67.9%	11.3%	12.0	60.2%	1,039
Vocational high	2,460	1,996	1,812	184	81.1%	9.2%	9.8	73.7%	464
College	2,395	2,014	1,857	157	84.1%	7.8%	7.9	77.5%	381
Eight-year compulsory	1,883	581	492	89	30.9%	15.3%	18.1	26.1%	1,302
Total	25,601	18,298	16,520	1,778	71.5%	9.7%	11.2	64.5%	7,303
Female									
Illiterate	5,113	828	817	11	16.2%	1.3%	9.2	16.0%	4,285
Literate, no diploma	2,094	409	392	17	19.5%	4.2%	14.5	18.7%	1,685
Primary	10,587	2,447	2,283	164	23.1%	6.7%	16.8	21.6%	8,140
Junior high and junior voc.	1,505	360	305	55	23.9%	15.3%	19.5	20.3%	1,145
High school	2,351	663	511	152	28.2%	22.9%	25.0	21.7%	1,688
Vocational high	1,350	500	395	105	37.0%	21.0%	21.9	29.3%	850
College	1,510	1,054	917	137	69.8%	13.0%	13.1	60.7%	456
Eight-year compulsory	1,557	219	191	28	14.1%	12.8%	23.5	12.3%	1,338
Total	26,067	6,480	5,811	669	24.9%	10.3%	17.8	22.3%	19,587

Table 4.1b. Non-institutional population by education and labour force status (15-24 years)

(x1,000 persons)	Population	Labour Force	Employed	Unemployed	LFPR	Unempl. rate	Non-agricultural U. rate	Employ. ratio	Non-participants
Male									
Illiterate	95	37	29	8	38.9%	21.6%	25.3	30.5%	58
Literate, no diploma	336	162	131	31	48.2%	19.1%	22.9	39.0%	174
Primary	732	623	522	101	85.1%	16.2%	18.5	71.3%	109
Junior high and junior voc.	605	500	414	86	82.6%	17.2%	19.6	68.4%	105
High school	1,268	493	382	111	38.9%	22.5%	25.2	30.1%	775
Vocational high	708	468	388	80	66.1%	17.1%	18.7	54.8%	240
College	248	192	143	49	77.4%	25.5%	26.2	57.7%	56
Eight-year compulsory	1,882	580	491	89	30.8%	15.3%	18.0	26.1%	1,302
Total	5,874	3,055	2,500	555	52.0%	18.2%	20.6	42.6%	2,819
Female									
Illiterate	367	47	45	2	12.8%	4.3%	11.5	12.3%	320
Literate, no diploma	600	106	97	9	17.7%	8.5%	15.1	16.2%	494
Primary	1,390	356	320	36	25.6%	10.1%	23.5	23.0%	1,034
Junior high and junior voc.	423	120	97	23	28.4%	19.2%	26.7	22.9%	303
High school	1,112	269	188	81	24.2%	30.1%	34.4	16.9%	843
Vocational high	505	213	150	63	42.2%	29.6%	31.2	29.7%	292
College	276	205	145	60	74.3%	29.3%	29.9	52.5%	71
Eight-year compulsory	1,553	218	190	28	14.0%	12.8%	23.6	12.2%	1,335
Total	6,226	1,534	1,232	302	24.6%	19.7%	28.3	19.8%	4,692

Source: TURKSTAT-Labour Force Survey (LFS) data (2006). Eight-year compulsory education went into effect in 1997.

4.4. Employment and youth employment trends

Turkish LFPR for men and women are lower at each age group compared to Turkey's income level (Ercan). Turkish labour market summary data are given in Tables 4.2 and 4.3 for the overall population and for the youth, respectively. For women this difference is huge, ten percentage points in the prime-age group of 25-44, for example.⁹² That is, the current female LFPR of 25% should have been 35%. Only by 2030 will Turkish female LFPR trajectory have settled to what it should be, given the expected trends in per capita income and education levels. However, these expected trends can be improved. Transitional dynamics in the near future will depend to a considerable extent on a major policy decision regarding compulsory schooling and the ability to implement it efficiently. The tertiary enrolment rate, which is dependent on secondary enrolment rate that depends on compulsory schooling requirement, is the most significant determinant of a fast increase in prime-age female LFPR as indicated above.

In Turkey, 22.3 million people were employed in 2006 (see Table 4.2). The Turkish employment rate is a low 43.2%. Agricultural employment is currently 29% of total employment; manufacturing employment is 19%; construction is 6%; most working people are in services. As already mentioned, agricultural employment continues to decline after the considerable reduction of agricultural subsidies that used to keep people on their family plots.⁹³

Among academics in recent years, a consensus figure of 600-700,000 *new* jobs per year emerged as the bottom line to maintain the unemployment rate at its present level. This has not yet been achieved as explained earlier in this chapter. What 'helps' Turkey now is the increasing non-participation rate, which is what will endanger the long-term

economic growth of Turkey unless effective and sustainable qualification and employment enhancing policies are implemented.

The 15 to 24 year olds were 18.5% of the Turkish labour force in 2006 (see Tables 4.2 and 4.3). Employment constitutes a serious problem for this group and more so for the educated youth, partly because they participate more, as discussed earlier. Paradoxically, with such low average education levels and the demand by employers for better-qualified labour force, "educated" young people (in the applicable statistical terms: graduates of universities or equivalent institutions) have higher relative unemployment rates in urban Turkey. This is often taken as an alarming indicator of tertiary school 'quality' and difficult conditions for such new entrants, but in view of the fact that mostly 23-24 year old youth are likely to be in this category and factors like an impending military service for men, or in general preparation for examinations for especially public sector jobs and for post graduate studies, this piece of data is not so revealing although the problem is very real.

Close to 40% of unemployed young people are first-time job seekers. This ratio has been constant in the past few years. There is no quantitative evidence to suggest that youth employment is more affected by low wages or temporary contracts, which are general labour market problems. The main problem in youth employment appears to be the general difficulties affecting the transition from education to work life.



Table 4.2. Summary: Labour force statistics of the civilian population by gender

Year	Civilian population	15+ Civilian population	Labour force	Employment	Under employment	Un-employment	LFP rate (%)	Un-employment rate (%)	Non-agricultural unemployment rate (%)	Employment rate (%)	Under employment rate (%)	Non-participants
TOTAL												
1990 OCT	55,580	35,711	20,552	19,030	1,485	1,522	57.6	7.4	12.4	53.3	7.2	15,159
1995 OCT	60,864	41,455	22,567	20,912	1,523	1,655	54.4	7.3	11.0	50.4	6.7	18,888
2000	66,187	46,211	23,078	21,581	1,591	1,497	49.9	6.5	9.3	46.7	6.9	23,133
2005	71,611	50,826	24,565	22,046	817	2,520	48.3	10.3	13.6	43.4	3.3	26,260
2006	72,606	51,668	24,776	22,330	890	2,446	48.0	9.9	12.6	43.2	3.6	26,892
MALE												
1990 OCT	27,803	17,593	14,165	13,128	1,357	1,037	80.5	7.3	10.1	74.6	9.6	3,428
1995 OCT	30,407	20,528	16,078	14,935	1,340	1,143	78.3	7.1	9.0	72.8	8.3	4,450
2000	33,058	22,916	16,890	15,780	1,416	1,111	73.7	6.6	8.4	68.9	8.4	6,025
2005	35,747	25,209	18,213	16,346	705	1,867	72.2	10.3	12.4	64.8	3.9	6,996
2006	36,214	25,601	18,297	16,520	770	1,777	71.5	9.7	11.3	64.5	4.2	7,304
FEMALE												
1990 OCT	27,777	18,118	6,387	5,901	128	486	35.3	7.6	24.1	32.6	2.0	11,731
1995 OCT	30,457	20,926	6,489	5,976	183	512	31.0	7.9	21.1	28.6	2.8	14,438
2000	33,129	23,295	6,188	5,801	176	387	26.6	6.3	13.5	24.9	2.8	17,108
2005	35,864	25,617	6,352	5,700	113	652	24.8	10.3	18.8	22.3	1.8	19,264
2006	36,392	26,067	6,480	5,810	119	670	24.9	10.3	17.9	22.3	1.8	19,588

Source: TURKSTAT Household Labour Force Survey results

Table 4.3.

Summary: Labour force statistics of the young population of 15-24 years of age, by gender

Year	15 - 24 Civilian population	Labour force	Employment	Under employment	Un- employment	LFPR (%)	Un- employment rate (%)	Non-agricultural unemployment rate (%)	Employment rate (%)	Under employment rate (%)	Non- participants
TOTAL											
1990 OCT	10,144	5,653	4,789	366	865	55.7	15.3	26.4	47.2	6.5	4,490
1995 OCT	12,391	6,137	5,198	508	939	49.5	15.3	23.5	41.9	8.3	6,254
2000	12,703	5,401	4,696	454	705	42.5	13.1	19.0	37.0	8.4	7,302
2005	12,176	4,710	3,800	201	910	38.7	19.3	24.5	31.2	4.3	7,466
2006	12,099	4,589	3,731	185	858	37.9	18.7	22.8	30.8	4.0	7,510
MALE											
1990 OCT	4,793	3,494	2,930	320	564	72.9	16.1	22.7	61.1	9.1	1,299
1995 OCT	6,057	3,939	3,319	435	619	65.0	15.7	20.3	54.8	11.1	2,118
2000	6,217	3,579	3,090	387	489	57.6	13.7	18.0	49.7	10.8	2,637
2005	5,937	3,143	2,536	161	607	52.9	19.3	22.7	42.7	5.1	2,795
2006	5,874	3,056	2,499	150	556	52.0	18.2	20.6	42.5	4.9	2,819
FEMALE											
1990 OCT	5,350	2,159	1,858	46	300	40.4	13.9	38.0	34.7	2.1	3,191
1995 OCT	6,334	2,198	1,878	72	320	34.7	14.6	33.3	29.6	3.3	4,136
2000	6,486	1,821	1,606	67	216	28.1	11.9	21.7	24.8	3.7	4,665
2005	6,239	1,567	1,264	40	303	25.1	19.3	29.0	20.3	2.6	4,672
2006	6,225	1,533	1,231	35	302	24.6	19.7	28.3	19.8	2.3	4,692

Source: TURKSTAT Household Labour Force Survey results





4.5. Youth unemployment duration highlights

Long-term unemployed people (unemployed for over a year) comprise 37.5% of the total of unemployed, and this proportion is rising. In Turkey, as in the EU, the labour market situation of young people remains a cause for concern. Unlike in the EU, however, the situation is more worrying for young urban women in Turkey.⁹⁴

BOX 4.3. TO FIND A JOB IS DIFFICULT, BUT TO KEEP IT IS EVEN MORE DIFFICULT

According to the *State of Youth Survey* the propensity to keep a steady and lasting presence in the labour market is strikingly low for young people who have completed their education or who have left school early. Only 38% of those who have joined the labour market worked more than six months in any one job. The socio-economic distribution of the young who have worked at permanent jobs also points to inequalities. The biggest portion of people who are laid off from jobs is the youth with low socio-economic status, by 30.8%.

Taşcı and Tansel have studied the unemployment durations of youth in Turkey.⁹⁵ Table 4.4 is taken from their study. It gives the percentage distribution of unemployment duration by gender for the 2000-2001 LFS raw data. The figures show that the percentage of the long-term unemployed is higher among young women than among young men. These figures are 16% for men and 25.3% for women.

Taşcı and Tansel also report that the highest percentage of the long-term unemployed comprises secondary school and vocational secondary school graduates, 24.8% and 20.6%, respectively. The lowest percentage of the long-term unemployed comprises non-graduates and junior secondary school graduates, 10.9% and 15.3%, respectively.

Part of the reason for this outcome may be that the more educated youth are likely to have higher wage expectations and more motivated to be looking for jobs in the formal sector of the economy as referred to above. Whatever the reasons are, the present situation seems to reduce the societal value of education in general, and further reduce the societal value attributed to vocational education and training in particular. As long ingrained, negative attitudes towards education and training make it harder to design and implement policies to combat unemployment, especially youth unemployment, policies to combat the low societal value and perception of education acquire urgency.

The Turkish labour market, therefore, has the following characteristics:

- higher than EU average urban and non-agricultural unemployment rates,
- a low employment rate,
- a high youth unemployment rate,
- a high share of agricultural employment,
- low educational attainment levels in the workforce,
- an inadequate education infrastructure and outdated vocational training system.

BOX 4.4. SIDE EFFECTS OF UNEMPLOYMENT MAY DIFFER FOR MEN AND WOMEN

In Turkey, not having a job after a certain age produces a dramatic impact, especially on the young male. To be unemployed means being an “inadequate, half-formed, incomplete” man. All this was openly expressed in our focus group meetings: *“For us, having a job means pride. In our environment, if a man, especially if married, is jobless, he would generally be sidelined by the other members of the community.”*

However, young women without much education may adopt the traditional woman’s role and prefer to stay home and be dependent on their husbands, instead of taking up low-calibre and low-paid jobs. This is precisely what well-educated women want to avoid. Less educated women regard working or having a paid job only as a means of earning money and consider it “normal” not to work if they do not necessarily need the money, while better-educated women seem to have grasped the importance of having their own paid jobs in terms of gaining autonomy. Pelin, a recent university graduate, who comes from a well-to-do family, explains: *“A girl should be able to stand on her own two feet, whatever her age is. She should marry only when she can stand on her own two feet and earn her own living. Because, however comfortably you may now be living, one day that life may be over. You can be faced with the worst of situations; you may have to break up your marriage.”*



Table 4.4. Unemployment duration for youth, by gender in Turkey, 2000-2001

	Number	Less than 3 months (percent)	3-5 months	6-8 months	8-11 months	Over a year
Male	2,066	36.8	33.3	10.8	3.3	15.9
Female	1,152	30.5	27.0	13.1	4.2	25.3

Source: Taşcı and Tansel, 2005, Table 1, p. 521

Special Contribution Child labour is decreasing in Turkey

Turkey was one of the initial six countries to undertake direct action to combat child labour in co-operation with ILO/IPEC. In the framework of the comprehensive long-term Technical Cooperation (1992 – 2007) between ILO/IPEC and Turkey, the Government has developed a wide-ranging policy and programme, clearly identifying national priorities and objectives for the elimination of child labour in Turkey. National visions, policies, strategies, programme frameworks and legislation have created a tremendous amount of policy support and child labour issues have been mainstreamed into the national policies, which resulted in a significant decline of child labour in the country.

A nation-wide “Child Labour Survey” was conducted by the Turkish Statistics Institution (TURKSTAT) in 2006, supported by ILO/IPEC. According to this survey, which is a follow-up to earlier surveys conducted in 1994 and 1999, the incidence of child labour continues to fall. Of 16,264,000 children in the age group of 6-17, 958,000 are in working life. According to the results of the three surveys, the proportion of working children (age group 6-17) was 15.2% in 1994, dropping to 10.3% in 1999 and to 5.9% in 2006. In the age group of 6-14, 320,000 children out of 12,478,000 were working in 2006. Comparing this figure to data obtained from the 1999 survey, the proportion of children in this group who work decreased from 5.1% to 2.6%. The recent survey indicates that of all working children, 41% are employed in agriculture, 28% in industry, 22% in trade and 9% in services.

The Ministry of National Education is working on introducing a ‘catch-up’ education programme in cooperation with UNICEF, the EU, the Ministry of Labour and Social Security, the Social Services and Child Protection Agency (SHÇEK) and the Ministry of Justice, as well as various NGOs. It is hoped that some 30% of early adolescents between the ages of 10–14 years who dropped out or never enrolled in school will be able to catch up on their education and will complete their basic education, while improving their chances to access to secondary education.

by ILO/TURKEY and UNICEF/Turkey



4.6. Education connection

Enhancing the qualification level of the labour force, starting with the cohort of the next entrants, constitutes a crucial question for the youth and the Turkish labour market as has been illustrated in the previous sections. It would be preferable to run the labour market skill-upgrading programmes under the supervision of the Turkish Employment Organization (İŞKUR) or by the Ministry of Labour. Since training and education are expressed with the same word in Turkish (*eğitim*), The Ministry of National Education (MoNE) is virtually the only competent authority not only on general education, but on vocational education and training, and lifelong learning, as well. However, although recently efforts are being made to improve it, the MoNE curricula have for a long time been producing a very serious and undesirable mismatch between the quality of the vocational system graduates and the demands of the industry.

Education is a very good address for the EU's IPA – structural adjustment - funds. Even if the education budget stays at its present real levels for some years, an upbeat note may come from the fact that the young age group in Turkey has stabilized in numbers. The 0-19 year-olds make up about 20 million of Turkey's total population of more than 72 million. The downside of this demographic development is that beyond the compulsory level, the schooling ratio is about half of this 20 million school-age youth; so a move to 12 years of compulsory education will necessitate serious infrastructure investment.

Currently, Turkey has approximately 2.4 million students in secondary schools. A move to 12 years of compulsory schooling would result in about twice that number of students to be schooled in about a decade in order to reach comprehensive enrolment

(95%). The move from five to eight years of compulsory schooling required, on average, an expenditure of US\$ 3 billion per annum since 1997.⁹⁶ This may be a good indicator of the required expenditure for a transition to 12-year compulsory education. One may therefore surmise that the overall cost of such transition over a decade or 12 years would be approximately US\$ 25 to 30 billion. This is a large outlay but certainly a necessary one.

In fact, although expensive, the impact of such a move forward would be felt through out all segments of the labour force. Male and female secondary school and university graduates have similar employment ratios.⁹⁷ This strongly suggests that the lack of educational opportunities is the main reason for the low female participation rates in the Turkish labour market. The reality of social inclusion is mostly about having a decent job, the means to which start with having marketable skills.

A recent OECD report⁹⁸, just like the World Bank's 2006 education sector report that preceded it, criticized the Turkish education system. As mentioned above the Turkish system channels an elite few to some good schools like Science High Schools or 'Anatolian' High Schools where the medium of instruction is English. This is done at the expense of the standard public schools. The problem arises not from the fact that schools aiming at very high quality does not exist but from the extent of the disparities. Average literacy and mathematical skills achievement standards of Turkish students remain very low in relevant international comparisons. Graduates of better schools manage to pass the highly competitive nationwide university entrance examination and then move on to formal sector jobs. Since standard secondary schools are only geared towards providing access to

the much-desired tertiary education, industry demand for vocational skills is not met.

This education structure aggravates and perpetuates labour market segmentation. Far-reaching reforms and strong political resolve are required to make progress. A vocational education and training (VET) system, serving the labour market's need for 'adequately employable' individuals whose skills are compatible with international standards is evidently essential for the long-term human resources development policies in Turkey.

The European Training Foundation (ETF) produced a review of the vocational education and training system of Turkey, at the end of 1999. This report concluded (as outlined in European Commission's Regular Report of 2000 on Turkey's progress towards accession) "a clear link between the requirements of the labour market and the skills acquired by the graduates of the vocational schools is needed". Later reports repeated similar recommendations, as not much has changed. This stagnation is partly due to the impact of the position of a peculiar Turkish educational institution, which is discussed below.

Religious vocational secondary schools are part of the Turkish vocational school system. Initially, there were few religious vocational schools, and they mainly educated the *imams* (Muslim clergy) and *hatips* (preachers) for the state administered mosque system. The only higher education opportunities for the graduates of these Imam/Hatip Vocational Secondary Schools were a few Theology Faculties of major universities. On the other hand, women cannot become *imams* even if they can serve other functions in the context of religious services, hence the proportion of female students admitted to Religious Vocational High Schools (*Imam Hatip Schools*) would be expected to be low. Although female enrolment was initially very limited in these schools (1% in 1975), over time female

enrolment proportions have reached the same levels as the ratio of girls in standard high schools.⁹⁹ Both male and female enrolment in religious vocational secondary schools increased extensively. At their peak in 1996-1997, they had an enrolment of over 510,000 students, 193,000 of whom were in the senior secondary school section and accounted for about 20% of corresponding vocational and technical secondary schools. Going beyond their original vocational scope, *Imam Hatip Schools* in some respects became in practice like general secondary schools, with a strong religion component in their curriculum.

Starting with the 1999-2000 school year, however, new regulations for nationwide university entrance examination made it very hard for vocational school graduates to further their education in subjects that are unrelated to their vocational high school background. In 1997 with the introduction of the eight-year compulsory schooling, only the formerly senior secondary school sections of the Imam Hatip schools remained. By 2000-2001, the number of students enrolled in these religious vocational high schools was down to 65,000, around 7% of the total. This number had risen to 96,000 in 2004.¹⁰⁰ The discussions on the matter continue to date. It appears that the issue of religious vocational school graduates' university paths occupy a disproportionate part of the agenda relating to the education system.

The Turkish vocational and technical education system has a strong organizational infrastructure and regional outreach.¹⁰¹ It is cost-free; so lower income families favour this system for their children to quickly acquire marketable skills. A weakness of the system appears to have been the lack of strategic planning by responsible authorities¹⁰², who seem to have been very slow in responding to changes.¹⁰³ MoNE (Ministry of National Education) does not seem to use any substantive labour market projections or



analysis of the skills needed in the labour force and reform the curricula accordingly. The Higher Education Council's (YÖK) corresponding work looks somewhat more articulate but still insufficient.

Transition to work life is a problematic process. There are more unemployed vocational school graduates, compared with the same age group's unemployment rate in 2002 (13.5% vs. 11.4%).¹⁰⁴. This reflects the fact that the qualifications of graduates do not meet the demands of the labour market.

On the positive side, however, Turkey has recently witnessed an unprecedented private sector initiative, regarding vocational schools. One of the largest industrial groups of Turkey (The Koç Group) decided to grant scholarships on a large scale, i.e. for four consecutive years to 2,000 students per year. These scholarships are given to regional boarding school students who mostly come from less privileged families in the less developed rural regions of Turkey. Half of the scholarship recipients are young women. Also, a group of employers cooperates with the MoNE to significantly support and monitor the quality of a number of vocational schools.

According to TURKSTAT's monthly labour force surveys, one third of the unemployed people lack occupational qualifications and skills and are hardly employable. Many of the young people who cannot get into universities face a serious risk of long-term unemployment. The irony is that employers cannot find qualified personnel for their vacancies in technical positions.

Turkish students do not prefer vocational schools, because the social status associated with a university degree is higher, largely due to the fact that such a degree is necessary for employment prospects at a secure and relatively well-paid public sector job. In a sense, the nationwide university

entrance examination penalizes vocational school graduates. Attending a vocational school makes it very hard to get into a university other than one that is related to the student's vocational field. The above-mentioned initiative provides incentives for young Turkish people to choose vocational education by first providing scholarships, and then providing practical training in their firms. The recipients will be given employment priority in the Holding's various firms.

The Turkish Enterprise and Business Confederation (TURKONFED) jointly published with Sabancı University's "Education Reform Initiative", a report entitled 'Skills, Competencies and Vocational Education: Policy Analysis and Proposals' in November 2006. The document is a recent example of the Turkish consensus on the poor quality of the vocational education system. It cites the consequences of poor quality as unemployment and lack of social cohesion, and low productivity in private businesses. The report reiterates the risks associated with this problem. It names unemployment and social exclusion, low productivity in the private sector, and falling behind in international competitiveness. It criticizes decades-long rigid planning practices and targets set by the authorities who ignored student and family inputs. The report focuses on the individual student skills and competencies within a lifelong learning context. As also evidenced by the scholarship and support initiatives, the Turkish private sector now regards itself as a stakeholder in vocational education and lifelong learning. This is a welcome development.

4.7. On rural youth¹⁰⁵

What needs to be done for the employment of the rural youth population constitutes a critical issue. Briefly, all Turkish youth, rural or urban, must have more schooling, eleven or twelve years. Farming and agriculture-based industries will eventually be served by better-educated people or workforce. For those who will remain in the agricultural sector, active regional labour market policies to impart modern skills and techniques to the young labour force need to be designed and implemented. Pilot projects should be conducted and successful applications can then be promoted in other regions. Two-year tertiary schools can provide 'relevant' agricultural vocational training. On the other

hand, popular tourist destinations could be promoted by vocational tourism schools and programmes.

The incentives need to be concentrated and provided at regional growth centers (regional centers such as those in the EU-NUTS¹⁰⁶ classification of 26 regions in Turkey may be contemplated). Therefore providing incentives to regional attraction centres like Bursa, Çorum, Denizli, Diyarbakir, Gaziantep, Urfa, Kahramanmaraş, and the like, regardless of their per capita incomes, i.e. even if they have relatively high incomes, is likely to be beneficial. Supporting knowledge economy structures in these centres would be needed



BOX 4.5. RURAL YOUTH EMPLOYMENT

Agriculture is the major employer in rural areas. It accounts for 70% of the total rural employment. The sector provides employment for almost all females in. However, almost 90% of women work in agriculture, most of them as unpaid family workers. The share of agricultural employment has been steadily declining, now down to 27% of employment.

Rural unemployment has been increasing during recent years. It is currently 6.7%. Rural aging is observed because of out-migration from rural to urban areas. Seasonal labour migration into the services sector (tourism and construction in the summer months) and into agriculture in late summer for harvesting crops is common.

Clearly, this is not what Turkey should want for its next generation in rural areas. Higher value-added activities such as modern animal husbandry (dairy and meat production), aquaculture, year-round vegetables, fruit orchards, cut flowers, and the like may offer new job opportunities for the rural youth.

How did such a large portion of the Turkish population and workforce remain in rural areas in Turkey? In 1950, the proportion of the rural population started to fall for the first time in the history of Turkey. It was 75% at the time. This first significant rural to urban movement coincides with the start of agricultural mechanization and the start of two-party democracy in Turkey. Perhaps, had the urbanization movement proceeded in its 'natural' course with agriculture being modernised without being impeded by decades of agricultural subsidy policies, Turkey would have turned its rural population into better-educated urban citizens faster. After all, one has to come up with a plausible explanation for the reality of very high agricultural employment and rural population ratios that were out of line with Turkey's per capita income levels. Now, it appears that things are finally moving as they are 'expected' to move in recent years.

Women were routinely classified as unpaid family workers, so Turkey had high participation and employment rates overall. However, this seemingly convenient picture collapsed in the past ten years. Now, the migrants from rural areas have become uneducated and unskilled workforce for the urban labour markets. If rural populations continue to remain uneducated and unskilled, they will fall behind the coming modern agricultural labour market as well.



and particularly rewarding. This way, better infrastructure may await the new comers – who are moving into these cities from rural regions – and ILO/UN's 'decent work' requirements will then be more likely to be met. On the other hand, to alleviate the disparity affecting the poor regions and sub regions, new and cluster type poles of competition, including in some relevant cases those based on high technologies can be

created in addition to the vast modernisation of agriculture and emerging rural industries in large rural areas. This type of differentiated approach may constitute the most efficient way to allocate scarce resources for education, training, employment creation, and lifelong learning as well as reducing regional income disparities while enhancing the economy's competitiveness.

4.8. Turkey needs a youth employment strategy

1. The most important priority should be to finalize an articulate employment strategy. This most beneficial expected step is in line with both the EU and UN's Youth Employment Network contexts. Dealing with youth employment within the framework of a national action plan would constitute the most adequate approach. Employment related policies and plans are necessarily of a general character that may also benefit larger groups (all women, for example). On the other hand, certain policy suggestions, on education and training will benefit the young (especially first time job seekers) more than older workers.¹⁰⁷

2. Identifying the specific features, constraints and opportunities which matter most in terms of employment creation will be crucial. Increasing urban youth unemployment rates in recent years brought about political discussions and a sense of urgency to the problem of youth employment in general. This is a challenge shared by the European Union countries, as well. Policies aimed at increasing youth employment point to measures for long-term poverty eradication and social inclusion. Identifying the specific features, constraints and opportunities which matter most in terms of employment creation will be crucial. For example, gender issues are paramount in the low labour-force participation rate of the country, and

gender inequalities are perpetuated in access to education and other dimensions of economic, social, and political participation by women. This is a specific challenge that requires a specific response appropriate to the context. Present day Turkish demographics and labour market dynamics are qualitatively and quantitatively very different from the demographically mature, more educated and urban labour force dynamics of EU, although similarities exist with respect to southern and new EU member countries and several other OECD countries. The Turkish population is still growing, the median education level is a low six years (despite the 8-year compulsory education) that renders active labour market policies less effective, and almost 30% of the population is still rural although this share is declining.

3. Turkey definitely needs to increase its average level of educational/technical qualifications of young people. Otherwise, long-term productivity gains in all sectors will be constrained. Also the present high productivity pace will be curtailed.

Worker productivity increase is the prerequisite for employment to shift from low productivity sectors like agriculture. The trend is relatively slow but surely in favour of reducing considerably rural employment as pointed out above and the related internal

migration is a phenomenon with a large young age component. In this context increasing the schooling period in general, and not only raising the compulsory part to 11 or 12 years will provide more positive prospects. This would give the country about a decade as the demographic pressures will continue to ease, and the way for increased labour-force participation rates will be paved when the younger generation reaches prime age. Informal employment will gradually ease as EU labour standards become well established in the Turkish labour market.¹⁰⁸

4. Compulsory education needs to be increased to eleven or twelve years in both rural and urban areas. This would help augment the employability of migrating rural youth into the cities as well as in modern agricultural activities in rural areas for those who stay in these regions. Without such measures, implementing active labour market policies that target the youth will be either not possible or very difficult.

5. Identifying first the competitive advantages of the specific region, vocational training courses can be organized for the young people living in the economically underdeveloped areas, with the support and cooperation of local industrial zones and chambers of commerce and industry. In this context, alongside larger factories and companies, smaller businesses and workshops which can be set up with relatively small amounts of capital, engaging in the service sector, can be successfully encouraged. Within the same framework, micro-credits extended to young people could be increased. In collaboration with NGOs, trade associations and other organizations, consultancy services about entrepreneurship and business-conduct methods can be made available to young people.

6. The quality of a job is as important as being employed. It is important to have a

paid and “decent” job for the young. This means, having a job, which offers full social security, economic independence, and the opportunity to develop oneself. Otherwise, the young person cannot clarify his/her status between being dependent or independent, and is thus obliged to live in the family's household. Therefore, this problem also needs to be addressed. A “bad” job can sometimes be as bad as not having a job at all. If a young person has to endure a very unsatisfying job, just because of the social security benefits it brings, s/he may be working under very heavy and unpleasant conditions. In addition, under such circumstances, s/he cannot find any time to spend with friends, to develop any hobbies or to participate in any kind of social activity. In other words, the period of youth or “being young in life” which must be, ideally speaking, the period of learning and experiencing, is reduced to a period of “survival”. Therefore, the idea that “any job is better than no job” is not unconditionally valid, especially in the eyes of and from the viewpoint of the young.

7. New and more specific employment policies, geared towards the needs of the young, need to be implemented in the fight against unemployment of the young population, their bad working conditions and low wages. Entrepreneurship efforts of young people should be encouraged. Decent minimum living wages and secure employment conditions are essential in paving the way to the economic independence of young people.

Chapter 5

PARTICIPATION





"To engage in dialogue and joint decision making means to be willing to change the adult ways and experiment with new solutions... We cannot play with the voices of youth, accept them as long as they fit our programmes... and reject them when they do not. Youth participation is not a technique; it is a willingness to engage in inter-generational dialogue."

Gil G. Noam, Editor-in-Chief, *New Directions for Youth Development Journal*



5.1. Lack of participation hinders Human Development

The youth in Turkey do not and cannot participate in social and political life of the country at levels that would extensively and significantly contribute to national Human Development. Among the most significant reasons for this phenomenon are economic, attitudinal and cultural as well as strictly political factors. All of these interact with one another to various degrees and thus render the consequences quite complex.

Several arguments are worthy of note. One is the dynamic impact that early childhood experience brings into a child's adolescent life. If a child grows in an environment that

promotes active participation in social life where rights and responsibilities of the citizenry are clear then it is most likely that that child will grow to support the democratic system and actively participate in the development of his/her community. Another is the role that open, responsive, responsible and accountable institutions play in advanced democracies. In the absence of such an institutional environment, active citizenry is not going to bring about the expected benefits and without the hope and confidence inspired by democratic institutions, general participation levels will continue to be undermined.

BOX 5.1. DIFFERENT LEVELS OF PARTICIPATION

Participation may take place on many levels, from the family to the international arena, schools, workplaces, health services, local and national government, clubs, unions, parliaments, etc. United Nations defines youth participation as:

- economic participation (work and development)
- political participation (decision-making processes)
- social participation (community involvement)
- cultural participation (the arts, cultural values and expression)

The importance of young people's participation is not only about the novelty of including their creative new ideas. It is about power, it is about young people having a concrete say on the decisions that are made. Roger Hart's ladder of participation shows how some levels of participation can mean no participation at all:



Source: Nicola Ansell, Children Youth and Development



In Turkey the young generations usually cannot find an environment within their families or closest social circles that are sufficiently conducive to their autonomous and self-confident development during their early childhood. A large proportion of their families still live out the cultural traits of earlier generations which do not support such active participation in the social life of the country. As a result, their subsequent lives in their teenage years and afterwards can often simply lack the substantive and meaningful participation in many important dimensions of social life. Insufficient economic resources are often the cause behind these problems of early childhood developmental phases.

Given the lack of public resources, mainly families with sufficient private resources can afford to invest in their children's early education which gives these kids a head-start in life guiding them into better schools that prepare them better for further stages of selections into higher levels of education. As such, even at the earliest stages of their lives a great many children experience well-entrenched inequalities that lock them into inadequate levels of participation in social life as argued above. **Public funds can pull these children into adequate early education that could guide them into adequate schooling chances which in turn would provide them better opportunities in the economic sphere.**

Equally important in this respect, is the fact that as a result of their early childhood and teenage education their eventual worldview and culture are also expected to change in certain predictable ways. If they remain in substandard schools where socialization into full citizenship rights and duties lag behind modern norms, these kids inevitably socialize into communal life without sufficiently acknowledging differences, learning tolerance of social differences, or protection of freedom of expression. As such, these

students' inadequate education locks them into circles of ideological predispositions that resist democratic reforms and promotion and expansion of democratic freedoms and responsibilities as citizens. They are neither ready nor willing to pay their due taxes nor are they ready to sufficiently acknowledge and support protection of religious, ethnic and cultural differences and differences of opinion. They are more likely thus to be suspicious of the trustworthiness of fellow citizens and refrain from participating into civic activities that help Human Development in the community and country at large.

BOX 5.2. YOUTH'S PARTICIPATION IN FAMILY DECISIONS

The State of Youth Survey shows that in Turkey the participation of youth in the decision-making process of the family is low. The participation of youth is low even in decisions about everyday matters such as determining what TV channel to watch (55%) and the nature of time spent together (52%). This rate falls to 43% in economic issues concerning the family. Participation in family decisions falls as the socio-economic status and age declines.

Institutions also dynamically shape and are reshaped by individual citizens. If the public institutions at various levels of government simply do not respond to citizen demands and expectations then their adequate funding by citizens' taxes will not be forthcoming. Why would individuals pay their taxes if they think that these funds will be wasted by the bureaucrats either because of inefficiency, cronyism or for political gains? **So, to ensure adequate participation at all levels citizens should see that their administration acts responsibly and can be held accountable for the policies followed, monies spent and taxes collected.** No education system can provide adequate educational and moral backing to young generations for their proper democratic socialization into public life as long as corruption, irresponsiveness and unaccountability are rampant in the

system. **School administrations should thus make sure that their students actively take responsibility at all levels of education for the monies spent, policies followed and act accountably for any unsatisfactory performance as an example of what should exist in the real world outside of schools.** Hence an integral part of extra-curricular activities should include not only in-community student activities mimicking the civic participation in later stages of life but also be exemplary of citizenship duties in maintaining a healthy link with public administrative bodies. At the lowest level of public engagement the student should feel the responsibility of acting as a civilian representative as well as responsible public administrator working hand in hand to shape community policy.

One of the most important means for the youth to become responsible citizens is political participation. In Turkey citizens can now run for parliament from the age of 25, they already vote in the elections from the age of 18.¹¹⁰ However, this does not mean that political participation prospects of youth have progressed in the same degree. Unless they are complemented by financially based incentive structures in this field and genuinely encouraged in practice, youth participation in political parties will remain restricted. Equally important is that via these incentive systems the financial transparency of the parties can be established more solidly and their links to clientelism can be reduced. Any oligarchic control of a party's leadership can also be prevented by more active participation of different citizen groups in these parties.

This also necessitates a mentality change.

There were only 35 people in the 30-35 age group who were elected to the 2002-2007 parliament of 550 deputies. This number decreased to only 19 people after the 22 July 2007 elections. On the other hand, Turkey gave its female citizens the right to vote and

to be elected in 1935, years before many European countries did, but the number of women in the parliament is still very low.¹¹¹ It is important to be able to give youth their rights not just on paper but also in actual implementation. Serhat who actively works at a youth branch of a political party believes that the way the youth is perceived lies in the core of all these issues: *"The reason is the way youth is perceived. We need to change the perception of youth in the Constitution as well. In Turkey, youth is perceived as a creature that is on the verge of bad habits, who is confused and who needs to be involved in sports all the time from when he is 18 until the age of 30, but for some reason they are given the right to vote at the age of 18! The 51st article of the Constitution needs to be changed first in order to change the perception of youth."*¹¹²

Similarly, youth's perception of politics also needs to be changed. Given the fact that youth are asking for politics that are *"more reliable", "more transparent", "more honest", "more purified from clientel relations"* and *"sensitive to youth's primary problems such as unemployment and education"*¹¹³, youth also need to be won back.

As a starting point, in order to pave the way for the youth who want to participate in politics, the possibility of being elected deputy at 25 needs to be fully utilised as mentioned above.

BOX 5.3. YOUTH NOT INTERESTED IN GETTING INTO POLITICS

Youth foster feelings of cynicism and distrust towards political mechanisms. They believe that *"politics isn't honest or just"* and that *"people who deserve are not where they should be"*. The same distrust is felt towards politicians as well. *"Those who protect only themselves and their relatives", "those who don't do much for the people" and "they are not telling the truth"* are statements often used by youth when describing politicians...¹⁰⁹ According to the *State of Youth Survey* the rate of youth who are currently active in a political party is 4.7%. Three-fourths of the remaining 95.3% are not considering taking part in any political party in the future.



5.2. Can civil society be an adequate channel for youth participation?

While the youths' distrust towards politics seems to be rather widespread, civil society can offer some adequate participation tools for the youth. A 19-year-old girl who has lost hope in her family and the State and who has all her hopes on the civil society and volunteerism says: *"I expect solutions to problems only from outside the State. I also don't expect my father to solve problems because I cannot change him anymore. People can succeed in changing certain things by helping each other and making them feel valuable because the person who helps will become more social, she will feel that she is not useless and will spread this. This will have a chain effect."*¹¹⁴

Many foundations and associations in Turkey allow youth to participate through volunteerism and to learn and create something. As the active citizenship literature suggests, volunteerism and youth services that young people provide boost their self-esteem. Research shows that involving young people in activities serving the greater community has a positive impact on their personal development, sense of civic and social responsibility, knowledge and academic skills and career aspirations.¹¹⁵

However, among those who participated in the *State of Youth Survey* the rate of young people who are members of a non-governmental organization is only 4% in Turkey. About 46% of these are either university students or graduates. Meeting new people and entering new environments, getting to find out about various student clubs and voluntary activities are realized in the university setting in the majority of cases. Universities play an important role in providing opportunities that enable youth to

learn participation by actually practicing and experiencing it. The emancipating effect of participation and volunteerism on the youth is very significant. A youngster who is taking part in NGO activities recounts how these activities have an effect on changing one's point of view towards people as follows: *"When you include people in communal life and when you try to teach them something, you learn as well. You take on enormous responsibilities. I learned a lot since I started participating in NGO activities 2-3 years ago. I learned to take on responsibility and to exist together with the community".* Another young person who has been a part of NGO activities for a long time draws attention to the fact that youth who are members of NGOs cope with life better than others: *"If a small test was to be conducted among these friends here, their problems regarding education, employment and health would be at a lower level than other young people because we learned to be productive. With persistence and determination..."*¹¹⁶

BOX 5.4. YOUTH VOLUNTEERISM AND UNV

The UN system also promotes volunteerism for development (V4D) through the United Nations Volunteers (UNV) programme administered by UNDP. UNV was designated by the General Assembly resolution in 1976 as the major operational unit of the UN for the execution of youth programmes. Subsequently, resolutions in 2001, 2003 and 2006 went further to recommend specific initiatives for encouraging and facilitating youth volunteering.

Youth volunteerism has an untapped potential which could be put to the service of developing young people and enhancing their social inclusion, as well as facilitating their meaningful contribution to the development of their local communities.

Following the 1999 earthquake, Turkey witnessed the difference that can be made with the mobilization of hundreds and thousands of volunteers. Since then, volunteerism started to strengthen and be institutionalized. With the adoption of terms such as “corporate social responsibility” in the private sector, good governance in public institutions and volunteerism and social entrepreneurship in NGOs in the past years, many individuals, companies and NGOs started to give support in order to bring about solutions to society’s problems and to sustainable development through voluntary initiatives. There are many volunteer institutions in Turkey from, for example, the Volunteers Foundation of Turkey that receives donations from the citizens for supporting education to TEMA that is active against soil erosion which is a serious environmental problem in Turkey, to the Foundation for Help to the Vulnerable and Lone Persons. In fact in Turkey there is a tradition of such institutions and a multitude of foundations operated effectively in the Ottoman Empire period.

The voluntary activities on youth that accelerated in the 1990s and gained further pace in the 2000s are increasing with the opening of new associations and foundations every day. Recently important steps have been taken towards reducing the volunteerism age to below 18 and to strengthen civil society consciousness. With the changes in primary education curriculum, volunteerism programmes are implemented in schools. Elective communal sensitivity courses including other voluntary activities were started in university programmes. The European Union accession process brought about a new dimension to the youth’s voluntary activities in Turkey. Today many youth work in NGOs abroad as volunteers. State organs and NGOs share the same idea according to which voluntary service brings many opportunities to youth. Two of the largest voluntary “armies” established in Turkey by youth are the Red Crescent and Community Volunteers:

Red Crescent – The Red Crescent which was established as the Association of Aid for Ottoman injured and ill soldiers in 1868 has a giant voluntary network that carries out aid activities both in Turkey and abroad. While there were voluntary activities in only two branches in 2003, this number rose to 207,000 volunteers in 649 branches in 2007. The Youth and Volunteers Organization Department in which the oldest employee is 40 years old is trying to reach more youth with the slogan “We are incomplete if you’re not here”. It constitutes an example of youth supporting aid activities.

Community Volunteers – Community Volunteers is a youth NGO, established with the aim of turning youth’s energy into social projects. Producing projects with the leadership of youth, Community Volunteers is trying to establish a network of youngsters, who are motivated, responsible and respectful to differences. They are organized at universities, as clubs and student societies. They are working with 13,000 volunteers at 73 universities. Currently they have 375 social responsibility projects, ranging from support to education, fight against poverty, health education and democracy to entrepreneurship. Community volunteers also provide internship, guidance and scholarship opportunities for young people.

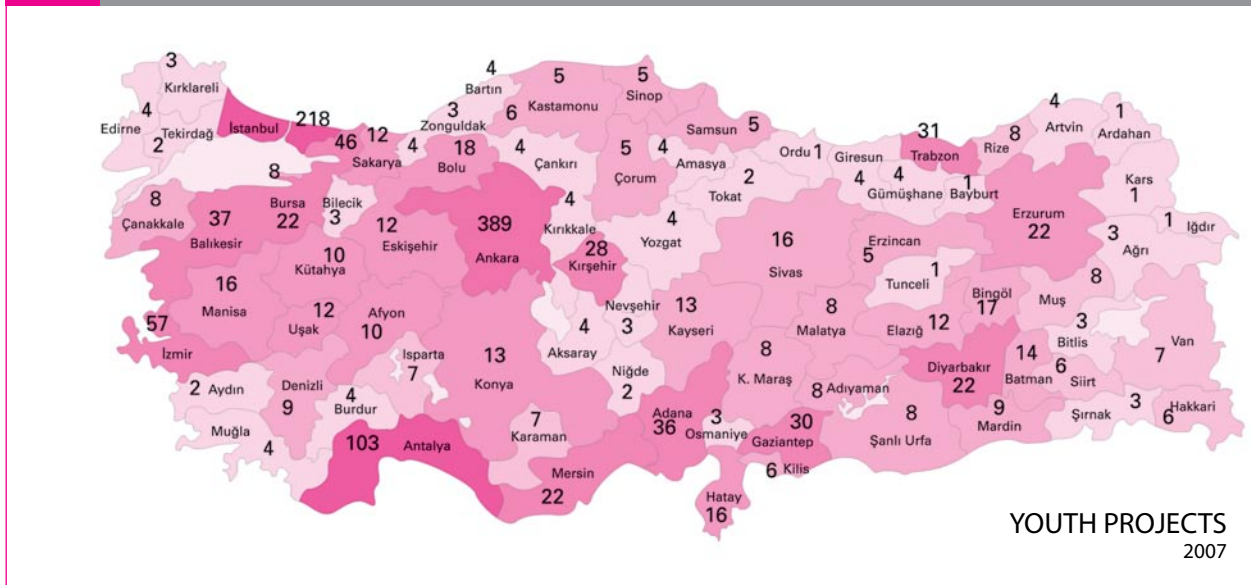
NGOs teach youth many things regarding tolerance towards youth and respect for differences: “Before, I couldn’t tolerate different points of view. If someone shared an opinion B while I believed in A, I would think to myself ‘how can this be? This is wrong’. Now I believe that I should listen to others and I do listen. Sometimes I find that they are right. We may look at things differently but there are always common points.”¹¹⁷ Another young person defines the change in himself as follows: “Before I would say ‘I cannot even share the same table with

these people for two minutes.’ Now I started to share my life with them and my prejudices towards them have disappeared”¹¹⁸.

A young girl says, and quite accurately: “Youth need to believe that they have the power to change something. Feedback on what they have changed after their work is done needs to be given so that they are motivated. If young people believed that they weren’t useless, they would work harder”¹¹⁹. NGOs transform volunteer or professional youth who work within these



BOX 5.6. THE DISTRIBUTION OF NATIONAL AGENCY PROJECTS ACCORDING TO CITIES (2003-2007)



Source: National Agency

organizations into enterprising individuals. While helping these participating individuals to raise awareness within the society through environmental and social development projects, they also help these young people to expand their vision. Youth who get an opportunity to actively participate in the community life through NGO studies say that they get more motivated when they see the outcomes of what they do and that they start thinking ‘what more can I do?’

There are public institutions that work together with non-governmental organizations in order to transform these active youth--who create opportunities for everyone with their work--into a majority. International sources contribute meaningfully to these public institutions. For example, through the support of the National Agency that is the implementer in Turkey of the Youth Programmes under the framework of *European Communities Programme*, almost 20,000 people benefited

from 1,476 projects organized by youth between 2003 and 2007.¹²⁰ Such projects in which these young people are involved are in fact the reflection of the dynamic effects of the European Union process.¹²¹

It has already been mentioned that only 4% of the youth who participated in the *State of Youth Survey* were members of NGOs. The fact that NGOs in Turkey are still in the process of developing their capacity accounts for the low participation rates. Moreover for NGO projects where the international dimension stands out, more educated young people who know how to use computers adequately and, more importantly, who know enough English have an advantage. However, in Turkey the rate of youth who speak a foreign language adequately so as to be able to read a publication is 28.4%.¹²² Regional differences should not be forgotten either. When we look at the distribution of National Agency projects among cities we see the remarkable

BOX 5.7. YOUTH COUNCILS ARE BEST PRACTICES IN INVOLVING YOUTH IN THEIR CITIES' AFFAIRS

In Turkey, 73 youth councils and 35 youth centres have been established in almost all provinces under the Local Agenda 21 (LA 21) Programme supported by UNDP since 1997.

The overall objective of the LA 21 Programme is to strengthen local governance by ensuring that civil society participates in decision-making and influences local investments and encouraging active citizenship through its voluntary services projects. LA 21 aims to develop partnerships among youth for sustainable development and liveable environment, enables youth to establish partnerships with the governments, local authorities and the private sector and aims to increase the participation of youth in international youth related events.

Through a series of projects, the youth councils have manifested a remarkable progress in promoting local governance and have clearly demonstrated their potential to trigger social transformation that accelerates the decentralization and democratization process in the country, as well as the process of integration with the European Union. Youth councils culminated in the establishment of the Local Agenda 21 National Youth Parliament in 2003. Within this programme, local women councils are also being established throughout the country.

The Programme had a direct and significant impact on the recent legislation concerning local authorities. In particular, the "City Council", as the main city-wide participatory platform of the LA-21 processes, has been incorporated in Article 76 of the new Law on Municipalities (enacted in July 2005).

The impact of the LA-21 Programme on recent legislation encompasses other significant provisions having been incorporated in the new Law on Municipalities, in particular in relation to participatory processes in the neighbourhoods, municipal committees, delivery of public services, etc, as well as other provisions promoting local "governance".

gap between large and small cities and between the east and the west (see Box 5.6).

Increasing youth's participation in social life is one of the important tools toward decreasing and eradicating exclusion that seems to have increased in Turkey in the last decades. **The state, municipalities, non-governmental organizations and the private sector should continue to create social activity areas free of charge and to open various courses to poor youth who need these social activities the most.** Of course ways should be found to better publicise these activities, courses and studies to youth. In order to prevent youth from involvement in smoking, drugs, abuse of alcohol, crime and violence, more elaborate awareness campaigns should be broadcast on the most popular TV channels for youth

and in the neighbourhoods where a large number of youth are vulnerable to such dangers.

In order to increase participation, NGOs need to ensure that their advocacy messages reach not only the youth but also their parents. Overcoming family obstacles for youth regarding civil and political participation will be closely connected to achieving this target. The focus group meetings conducted especially in Eastern and South-eastern Anatolia show that NGO officials working in these regions often need to visit every household and try to convince families and youth in order to include youth in their work. But despite their frustrations, youth workers say that seeing "*youth who involve in these activities and changing themselves and*





BOX 5.8. CIVIC INVOLVEMENT PROJECTS FOR YOUTH

An example of successful programmes in Turkish universities aiming to get the university youth actively involved in the larger social life of the country is Sabancı University's Civic Involvement Projects (CIPs) that are being run in cooperation with 13 other Turkish universities. CIPs are seen as hands-on learning for understanding participatory democracy, where students take active roles in civil society, dealing with various problems and working in cooperation with national and international NGOs and state institutions.

Individual responsibility for the society and the world is emphasized in the CIPs which are designed to provide the necessary tools for people to realize themselves. CIP strives for internalization of participatory and democratic values; focusing on the link between poverty-income distribution, health, education, access to information, gender equality, human rights and environment (<http://cip.sabanciuniv.edu/eng>). Each summer and during winter break, CIP students organize 'discover yourself' projects in Southeastern and Southwestern Anatolia. Working together with students from other universities and youth from the specific region where the two-week project is being carried out, they work with marginalized children to teach basic rights and to raise the children's esteem through activities which focus on creativity. The CIP team is also coordinating a gender-awareness training programme for youth. This programme consists of a series of interactive activities designed to break stereotypes and provide youth with a basis of gender equality that they in turn can use to train their peers.

CIPs are designed to be initiated primarily by students themselves. Students design their projects with their team members in cooperation with the organization they will work with, and carry the projects out under the guidance of student supervisors. The projects are structured within a framework of structured curriculum but with room for individual contributions so that each member of the project actually has ownership of the project.

their own environments is worth all this tiresome work". Evaluating and drawing lessons from projects realized by NGOs for providing opportunities to youth could multiply the good examples and interest.

Finally certain potential problems in using the NGOs for primary integration of the youth need to be underlined. NGO activity by definition is based on the free initiatives of citizens and thus is bound to reflect the present state of cultural and political predispositions. NGOs in Turkey are obviously more democratically governed and more open to women and youth participation than other organisations and institutions. However, problems similar to the larger societal problems in participation and hierarchies that are difficult to break for the disadvantaged youth are all still present in the NGO sector as well. It would be naive to conclude that youth participation in NGO activities does not need the same caution, subtle guidance and promotion in line with the one needed within the other areas and mechanisms. In

addition, some NGOs are established with the aim of reinforcing rigid hierarchical or ultra-traditionalist approaches in society. Youth are also likely to be attracted and targeted by these NGOs. Thus, not only should the overall institutional environments in which these organisations find themselves operating be opened to competition for activities but more importantly, NGOs should be encouraged to build partnerships with one another. Isolation of certain NGOs into different fields of activities or social segments will simply counteract the influence they are expected to have on youth participation. NGO activity needs support from government sources on the basis of their ability to include youth and women into their activities and membership while not having to forego their independence.



Chapter 6

VISION FOR THE FUTURE



"We can't solve problems by using the same kind of thinking we used when we created them."

Albert Einstein



6.1. Time for another leap in Turkey

Turkey has a 15-year window of demographic opportunity to prepare today's youth for the challenges of 2023 and beyond. By then, about 70% of Turkey's population will be of working age and the working-age population of Turkey will be increasing, though at a decreasing rate, until 2040.¹²³ This so-called *demographic transition*, when the population growth rate is declining while the working age population keeps rising is called 'the demographic window of opportunity'. Such an episode is a one-off 'opportunity' in a country's history. Young people of today will also form the majority of decision-makers and implementers by the year 2023. Turkey needs therefore to begin now to invest much more intensively in its young people to equip them with advanced skills, including to a significant degree those required by the knowledge economy in preparation for the challenges of 15 years ahead.

Turkey took giant steps in development since its foundation. When the Turkish Republic was founded in 1923, Turkey's resources were depleted by years of continuous warfare that preceded the War of Independence. Its population at that time was 13 million, and more than 75% of the population lived in rural areas. In 2008, 85 years after its foundation, Turkey's population is 70.5 million according to the 2007 Population Census and only 30% of the population lives in rural areas. Urbanization is continuing. The literacy ratio in the 1920s was only 10%; today the illiteracy ratio is 10%. During the 1923-24 school year, there were 360 thousand students at school at all levels¹²⁴ and there were only 321 graduates from the Turkish universities. The school system today houses as many students as the Republic's total population

then. There are 350 thousand young people graduating from the universities every year. Life expectancy at birth was thirty-five years back in 1920s; it has been doubled since then. There was very little industry. Manufacturing industry accounted for 2% of national income. The country is now an important industrial exporter with total exports exceeding US\$ 100 billion.¹²⁵ Turkey had 1.1 telephones and 0.3 cars per one thousand persons back in 1923. Today, more than a third of the population owns cellular phones and it is estimated that there are 65-70 cars per 1,000 persons in Turkey.

Turkey's recent economic growth has been the most powerful in the OECD. Turkey has grown continuously in the twenty-four quarters during 2002-2007. Current per capita income exceeds US\$ 5,500. The Turkish gross domestic product is now around US\$ 500 billion. As these numbers illustrate, Turkey's progress since the foundation of the Republic has been enormous.

However, there are many significant items on Turkey's unfinished agenda until it reaches its 100th birthday in 2023 to use its considerable potential productively in the era of increasingly internationalising and globalising knowledge economy and to achieve the level of development and welfare it is targeting. Economic growth alone does not necessarily lead to increases in the quality of life indicators. Increased consumerism, having more or better telephones, cars, televisions, is not by itself enough to build the good society – or to deliver increased happiness. Issues of Human Development, income distribution, social solidarity, human and social security, and human rights need to



be given the required priority while achieving economic growth. This is also necessary for ensuring the sustainability of growth and development.

Thus, a projection to the year of 2023 might be helpful in seeing the missing ingredients for an even brighter future. Projections help to build informed visions. Visions help to implement relevant strategies that crystallize the priorities in order to reach specific targets. Clear priorities make it easier for decision-makers and political leaders to mobilize NGOs, media and the public in general. Monitoring progress becomes easier as well, when there

are well-defined goals to reach. Just like 191 countries -including Turkey- came together in the Millennium Summit in the year 2000 and committed themselves to realize the Millennium Development Goals (MDGs) they set together; Turkey, apart from general MDGs, is in need of setting a broad range of specific goals in order to realize a vision for the 100th anniversary of its foundation. There is already massive ongoing work within the state institutions. For instance, The Scientific and Technological Research Council of Turkey (TÜBİTAK) has been working on a “Vision 2023” project which was helpful in preparing this chapter.

BOX 6.1. MILLENNIUM DEVELOPMENT GOALS

In the Millennium Summit of September 2000, 191 nations have pledged to achieve the Millennium Development Goals, including the overarching goal of cutting poverty in half by 2015. These goals are:

1. Halving extreme poverty and hunger
2. Achieving universal primary education
3. Promoting gender equality
4. Reducing under-five mortality by two-thirds
5. Reducing maternal mortality by three-quarters
6. Reversing the spread of HIV/AIDS, malaria, and tuberculosis
7. Ensuring environmental sustainability
8. Developing a global partnership for development, with targets for aid, trade and debt relief

6.2. Young population will start decreasing after 2010

Turkey's population growth rate has been declining because of dropping fertility and birth rates. In the 1970s, the average birth rate was 3.5%. Today it is 1.26%. The fertility rate was 5.1 per woman in the 1970s while today it is 2.2. Despite decreasing birth rates, the population in Turkey grew twice its size since 1970s and it will continue to grow but at a slower pace.¹²⁶ Rapid population growth rates now belong to the past and this process is irreversible, a direct consequence of which is the inevitable change in the age structure of the population.¹²⁷

By 2040, Turkey's population is expected to reach 96.8 million (UN medium variant, 2006

edition). The number of 15-64 year-olds, those of the working age, would reach its peak of 64.8 million in 2040. After that date, this number will start coming down and 65+ year-olds will constitute the only rising proportion of the total population. The old age dependency ratio will rise swiftly from single digits in 2020 to 18% in 2050.

The number of young people in the age bracket of 15 to 24, after reaching a high point of 13.7 million in 2010, will start to diminish. At the Republic's one hundredth anniversary the country will have 13.6 million young people aged 15 to 24.¹²⁸ They will constitute an increasingly smaller proportion of the

population, going down to 12% in 2050. By 2040, there will be more old people who are over 65 than there are young people who are 15 to 24 years old. This will happen very swiftly. Thus, the year 2023 will see Turkey as a 'middle-aged' country. This makes it a must to address today's young people that will make up most of the middle-aged in 2023.

The favourable dependency profile of the coming decades presents opportunities as well as challenges to the government. Unless Turkey can smartly benefit from this window of opportunity the increasing dependency ratio afterwards will upset social balances. If employment opportunities are accommodating, a larger fraction of the population will be gainfully employed. The tax base will most likely expand and consequently public savings will increase. Even if the share of spending on education were to stay constant as a proportion of the GDP, the average quality of schooling is likely to improve. If adults have jobs, children will stay in school longer and can look forward to better labour market opportunities.¹²⁹ If this opportunity is mismanaged, unemployment, poverty, and social unrest may lie ahead. On the employment side, unless Turkey can improve its population's education level and impart its active population contemporary labour market skills, the window of opportunity may easily turn into a window of unemployment nightmare as has been made explicit in Chapter 4.

About 70% of Turkey's population lives in urban areas: Urban population has increased from 14 million in 1970 to 48 million today. Turkish urban population exceeded its rural population for the first time in the early 1980s. Between 1990 and 2000, the city population of Turkey increased by about nine million. Half of this increase between 1990 and 2000 came directly from rural-urban migration. *Rural-urban migration is mainly a young age phenomenon.* Two thirds of young people in

the country, 7.8 million, live in urban areas. This is partly due to young people moving on their own and young families with younger children moving into the cities. Older groups are more likely to stay behind (rural ageing is already observed in Turkey). This is another aspect that makes youth issues an urgent priority. If not tackled appropriately, most young people will grow up having no opportunities, and social unrest may grow in cities across the country.¹³⁰ Neglect would obviously further deepen inequalities among Turkish youth and limit their ability to realize their full potential.

Future rural-urban migration will not be as significant as in the past. This may be a slight relief for rural policy designers. Moreover, rural fertility rates also declined fast in the past fifty years and thus contributed to the decline in the total fertility rate.¹³¹ The east and southeast regions have been out-migration regions for decades. However, their population now constitutes less than 10% of the total Turkish population. The feared scenario of unskilled masses with little education coming from rural regions and flooding further the outskirts of the cities is not a likely scenario.

We can summarize general future demographic trends as follows¹³²:

- The population growth rate will continue to slow down. By 2025 population growth rate is expected to be 0.8%.
- The birth rate will continue to slow down. By 2025, it is expected to be 1.5%.
- The young population will continue to decrease.
- After 2025, policies will start focusing on adults and elderly people.
- Death rates will increase because of the aging population. By 2025, it will be 0.8%.
- The child mortality rate will decrease but it is likely to be higher than in many developed countries in 2025.



6.3. Education is the first priority

Quality education -- equipping people with skills such as an adequate cognitive capacity, critical and creative thinking, computer literacy, mathematics, knowledge of a foreign language -- is essential in a fast changing world. Merely increasing the number of students is evidently not sufficient. The main challenge is to develop more efficient and equitable systems and to ensure access to quality education for everyone. For Turkey's 12 million youth who will be of working age by 2020, both quantity and quality are big challenges. Additional resources are required even for maintaining current participation levels. As discussed in the previous chapters, expansion of quantity when not accompanied by expansion of quality does not deliver positive results.

Today's economies are becoming increasingly intensively knowledge based with IT already a pervasive technology needed in almost all spheres of activity, thus requiring more skills.

Beyond individual sectors the globalising knowledge economy is becoming predominant and leading to deep transformations in everyfield. For the first time in history we can see the immense contours and some of the striking features of the profound change affecting the world we live in. Science is becoming more directly and extensively involved in production and economic activity in general. Higher education is becoming more important by the day if one wants to have a fulfilling and well-paying job. It is argued that over the next 20 years, half the world's professions, as they are currently practiced today, may disappear, with environment, advanced production methods and human resources management becoming key growth areas, in addition to knowledge management and IT.¹³³ All this also means longer schooling as well as a need for more flexible and quasi-permanent patterns of teaching and learning.

Special Contribution The ten commandments for humanizing the digital age

1. Thou shalt acknowledge that "People" should always be at the centre of all concerns.
2. Thou shalt recognize that information revolution provides unprecedented opportunities to those countries, societies, and people capable of tapping its potentials.
3. Thou shalt be aware that success in a globalizing world primarily depends upon human creativity, human knowledge, human productivity, human innovation, human skills supported by the new information and communication technologies.
4. Thou shalt admit that it is those governments which encourage and give priority to investments in people's education and health, to research and lifelong training and learning take most advantages of the globalization process.
5. Thou shalt be resolved that in order to prevent the widening of the digital divide, the digital revolution needs to be humanized worldwide.
6. Thou shalt agree that there is an ultimate relationship between technological development and scientific development. The science of today is the Research & Development capacity of tomorrow.
7. Thou shalt be informed that the new information technologies affect Human Development in three ways. They:
 - a. enhance human capabilities, human creativity and knowledge
 - b. increase productivity which generates economic growth; and
 - c. create large employment possibilities, requiring small amounts of investment.
8. Thou shalt know that during the 21st century the yardstick for measuring the development level of a country will be "computer literacy rate" and no longer "adult literacy ratio."
9. Thou shalt convince yourself that the best and most promising area for South-South cooperation is "humanizing the digital age." The experiences acquired by the successful countries of the South could usefully be shared by the other ones.
10. Thou shalt never forget that in the fight against poverty, UNDP's most prestigious flagship is " Human Development", and thou shalt continue to pursue " Human Development" as the main road map.

by Üner Kırdar, 2007

Unfortunately, Turkish compulsory schooling level is eight years. Currently approximately 2.4 million students are enrolled in secondary schools. A move to 12 years of compulsory schooling would require about twice that many students being enrolled in about a decade to reach close to universal 95% enrolment rate. As indicated above, it can be predicted from the cost of the move from five to eight years of compulsory schooling that a drive to 12-year schooling will reach approximately US\$ 30 billion. Again as commented above, this is a large but definitely needed outlay. When dealing with this large cost, rural-urban population balance should be taken into account when allocating resources. Schools built in rural areas are closing down, there are cases where only two students start the school year. While 72% of primary schools are in rural areas only 27% of primary school-age children live in rural areas.¹³⁴

Another priority is to ensure that all children have access to quality early childhood education as already underlined above. Considering the role that early childhood education plays in a child's performance in primary school and in later stages of educational life, expanded opportunities for early childhood education is a key component of an education system that promotes quality and equal opportunity for all. Currently, Turkey lags significantly behind other OECD and EU countries in terms of enrolment rates in pre-school education.¹³⁵ The government needs to give higher priority to early childhood education in its education investment plans.

Higher education is a key area for the next 20 years. Higher education, besides giving people "higher" skills, trains the trainers, namely teachers for all levels of education. Research & Development personnel are also a key outcome of higher education institutions. Thus, Turkey needs to revise its policies in

higher education in order to make it of higher quality on average, apart from establishing further very high quality universities and also make higher education more widely accessible. Strengthening considerably the research dimension of the universities would also be most beneficial in this context.

Increasing net enrolment ratios especially for secondary and tertiary education is a must but investments and actions taken between now and 2023 will not affect those who will be over 45 by 2023. Thus, when making projections it is better to concentrate more on the population that will be in the 25-45 range by 2023, i.e. in the 10-30 years range today. The increasing schooling ratio will show its effects starting from 2015 because those who are out of school today do not have the chance to go back to school. In Turkey, at present a considerable percentage of those who are between 15 and 24 are poorly educated. However policies addressing out-of-school youth such as extensive and certified training courses, e-learning, distant learning and peer training can have a vital role in order to increase capabilities of the population by 2023.

An important feature of modern life is clearly the speed of change. Adapting to fast-changing needs is necessary for the success of countries and their people. Countries that invest heavily in Research&Development are able to benefit most from the opportunities carried by the globalization process and protect themselves most effectively from its harmful effects. Technology can enhance human capabilities, creates jobs with also relatively small investments and fosters economic growth by increasing productivity.¹³⁶ Ethical factors and effects on the environment and the climate have to be fully considered in this process. On the other hand, protecting the environment and the climate can themselves constitute most suitable target areas for further scientific and



technological progress and such technologies could well become one of the main driving forces of the knowledge economy. Countries that combine fast technological development with scientific development lead the age of the knowledge economy. Globally, investment in research and development was doubled since 1990, and 80% of this expenditure came from developed OECD countries.¹³⁷ But countries like China and India are catching up fast. Turkey's Research and Development expenditures have increased from 0.6% of GDP only a few years ago to 1% of GDP and now amount to US\$ 300 million. But Turkey's research and development activity remains low when compared to the great majority of the other OECD countries and countries like China and India, it remains low in comparison to Turkey's growth and development targets.

Recently several young scientists and engineers from Turkey have produced noteworthy achievements in science and technology. However a more articulate national innovation system seems to be needed to render systematic such progress. This would at the same time contribute to reversing the brain drain with also the help of advanced new Internet related ICT technologies allowing virtual environments and communities for research to be created. Turkey's young population can be extensively and beneficially involved in catching up with the ICT revolution. Intensive certified training and the establishment of a large number of IT companies would be key factors at the initial stage of this promising drive.

In a broader context, Vision 2023 of The Scientific and Technological Research Council of Turkey (TÜBİTAK) mentioned above set strategic goals such as:

- Increasing pre-school enrolment over 50% by 2023
- Making the primary school enrolment

rate 100%

- Making secondary education compulsory and ensuring 100% secondary schooling
- Increasing tertiary school enrolment over 50%
- Ensuring accreditation for Turkish diplomas and certificates internationally
- Increasing the number of Research & Development personnel per person above OECD average and allocating more resources in R&D.

An action plan targeted to realize these goals consists of wide-ranging but complementary elements:

- Universities should be given more active roles in leading innovation and change because they are capable of doing so with sufficient financial resources and legal autonomy.
- Gaining vocational skills and improving these skills should be easier. If academic education is combined with practices to enable young people to accumulate work experience, the extent of which could vary among different types of education, it can be a more fruitful process.
- Out-of-school education should also be given priority.
- Training of the trainers and qualified R&D personnel should be ensured by quality higher education.
- Science and technology and a focus on future technologies such as nanotechnology and biotechnology should be given priority.
- Enrolment ratios should be increased especially in pre-school and higher

- education.
- Education reforms should be supra-political, meaning free from the effects of government changes, institutionalised and continuous and supported by adequate research & development facilities.
 - Critical, creative and reflective thinking in schools through both curricula and attitudes of teachers and managers should be encouraged so that students learn to learn and gain the skill of adapting to change, which is vital in a fast changing world.

The education system as a whole and all of its individual components, including vocational education and life-long learning, need to be further restructured and improved toward very high and competitive as well as broadly accessible quality to adapt and contribute to the knowledge economy driven process which is bound to shape Turkey's development path to 2023.

6.4. Employment is the most critical issue

As strongly emphasized above, youth employment creation is a critical component of a country's long-term economic stability and growth. There are difficulties in Turkey in employment generation in general, in youth employment generation in particular. The youth unemployment rate currently stands at 17-18%. The problem is that for reasons explained in Chapter 4 the present unemployment pattern is very likely to change and create further pressures toward higher levels.

In addition to those dealt with in Chapter 4, a number of factors need to be taken carefully into account. Industrial employment, which has been increasing in latter years, would be expected to remain within a broad level in line with global trends. Agriculture will become smaller and services will become larger. At present, a little above 10% of the service sector is the high-end financial, health or teaching professions that requires university degrees. This ratio is bound to increase. Hence again the need to considerably strengthen tertiary education comes to the forefront.

Unemployment of young people has broad consequences for the future prosperity and development of countries. "Without the

benefit of entering the labour market on the right foot, young people are less able to make choices that will improve their own job prospects and those of their future dependents. This, in turn, perpetuates the cycle of insufficient education, low-productivity employment and working poverty from one generation to the next."¹³⁸

Several countries have taken important steps to address the youth employment issue and mainstream youth employment policies into national development strategies, with support from different international organizations. ILO and other United Nations agencies as well as the World Bank joined forces to create the Youth Employment Network (YEN).¹³⁹ Turkey showed its commitment to the youth employment issue by becoming a lead country of the YEN in February 2006.¹⁴⁰ Also in 2007, Turkey agreed in principle to implement ILO's Decent Work Country programme in which youth employment is an important component. Now, Turkey is expected to prepare a National Action Plan on youth employment within the YEN framework as already mentioned.

Turkey will most likely also send some skilled workforce abroad in the upcoming years.



Economically prosperous countries attract young people from all over the world. Despite their current problems with the integration of immigrants into their communities, several developed countries with shrinking populations will be forced to import young immigrants in order to maintain their existing labour force. It is estimated that without further immigration, the labour force in Europe, Russia and high-income East Asia and Pacific will fall by 43 million between 2005 and 2025.¹⁴¹

In summary, an action plan concerning employment may include the following points of focus:

- Increasing qualifications of the existing labour force by alternative effective major vocational education projects and practices, including extensive certified training
- Creating regional development and competition poles based on the potentials of different regions
- Modernising a number of traditional sectors with also the help of high technology
- Modernising agriculture across most of the country and encouraging agro-industries in these regions
- Encouraging the creation of a large number of IT companies by the young
- Supporting SMEs including their technology needs
- Attracting outsourced Research and Development jobs

6.5. Development with a human face

Inter and intra-country inequalities are still affecting millions of people, especially vulnerable young people. Young people's access to education, information and communication technologies, health services, adequate housing and social participation are all affected by poverty. There is a lack of age-disaggregated data regarding poverty but it is estimated that almost one in five young people—roughly 18% of young people worldwide—live on less than US\$ 1 per day and almost 45%, 515 million young people, live on less than US\$ 2 per day.¹⁴² There are also a huge number of “invisible” young people across the world: young people who serve as the fighting personnel for national and local militia, young people who get married and have children at an early age, young people living on the streets. The estimated number

of street children worldwide is 100-250 million.¹⁴³ It is also estimated that the number of under-18 sex workers, is more than 2 million.¹⁴⁴

In Turkey, disparities persist between and within regions although efforts to diminish them have increased, especially in the context of the EU membership process. According to TURKSTAT data for 2001 composed of 26 Level 2 Statistical Regional Units, the three poorest such units and the corresponding index numbers (Turkey=100) are: (Ağrı, Ardahan, Iğdır Kars), 34; followed by: (Bitlis, Hakkari, Muş, Van), 35; and then by (Batman, Mardin, Siirt, Şırnak), 46. Geographically these are in the Southeastern and Eastern Anatolian regions. Some of the poorest units are also in the Central and Eastern Black Sea regions. The

richest three units are the following: (Bolu, Düzce, Kocaeli, Sakarya, Yalova), 191; (Izmir), 150; and (Istanbul), 143. The per capita income distribution for 26 Statistical Regional Units is given in *Annex One*.

Economic growth without redistribution will not solve the poverty problem created by inequalities. According to projections made by the World Bank if there is no change in inequality in five years (2005-2010), and no increase in consumption, then poverty in Turkey will stay at the same level of 27%.¹⁴⁵ Yet, if inequality dropped only 1%, poverty will fall down to 24.7%. A 1% growth in consumption combined with a 1% decrease in inequalities reduces poverty to 22.1%.¹⁴⁶

Poverty comes as a package, as also stated above. It comes together with malnutrition, diseases, insecurities and social exclusion and it especially affects children and young people.¹⁴⁷ For instance, the chances of children of poor families to get education is a lot lower because of school expenses such as stationery, clothing, transportation etc. Research shows that even a small contribution such as US\$ 20 a month can make a huge difference in the weak family budget and can help the family to send their children to school.¹⁴⁸ The same research also shows that even an amount of US\$ 30-40 can ensure regular meals for a household. Aid from the General Directorate of Social Assistance and Solidarity Fund has been playing a vital role in this respect. In Turkey, there are a relatively large number of state agencies working for the fight against poverty. The above-mentioned General Directorate of Social Assistance and Solidarity Fund (*Başbakanlık Sosyal Yardımlaşma ve Dayanışma Fonu*), the Social Services and Child Protection Institute (*Sosyal Hizmetler Çocuk Esirgeme Kurumu-SHÇEK*), the Ministry of Health and the General Directorate of Credits and Student Hostels (*Yurt-Kur*) and the General Directorate of Foundations (*Vakıflar Genel Müdürlüğü*)

are the most prominent ones. Apart from other state institutions like Ministries or large General Directorates which have in many cases their own support organizations, there are also numerous private foundations and associations providing support for such purposes as education of children, places at student halls, food, fuel, small amounts of cash etc. Yet, coordination among these institutions can be improved for a more effective fight against the New Poverty in Turkey as described here below.

New Poverty is a term first-used by Buğra and Keyder to explain the new type of poverty in Turkey starting from the 1990s with the changing structure of labour markets (urban markets are no longer capable of absorbing unskilled migrant workers, weakening of family networks and the saturation in slum areas in terms of accommodating newcomers). Until the 1990s, a migrant family had the chance to settle down in a neighbourhood, find some land to build a house (*gecekondu*) and get a job thanks to the social network provided by kinship. However, this pattern has changed since then. Research shows that today's migrants do not have the same opportunities simply because urban areas are very densely populated and almost no land is left to newcomers for *gecekondus* because of the rising value of land in urban areas.

New poverty is a permanent phenomenon which is not directly related to economic crisis or bad economic conditions. Because of the changing structure of the labour market and the jobless growth in the world in general, unemployment is becoming a bigger problem every day. Temporary informal jobs do not guarantee a long-term economic security to poor families. Yet of course, economic growth can provide necessary funds for the State to combat poverty and enhance equality in terms of access to opportunities.¹⁴⁹

The Long-term Development Strategy (2001-



2023) developed by the State Planning Organization has a strong emphasis on the fight against poverty. Improving income distribution and redistribution of growth as well as including rural population in vocational training programmes and thus increasing labour productivity; cross-sectoral labour mobility and increasing social service investments in order to overcome regional disparities are among the plans to alleviate poverty.¹⁵⁰ Yet, there are two main problems when formulating and implementing an antipoverty strategy in Turkey. The first is “lack of cohesion and capacity on the part of the agencies responsible for implementing the related policies as stated above and the second is the limited coverage of social services and social assistance.”¹⁵¹ These issues need to be addressed immediately to avoid the serious social consequences of poverty, especially on children and young people. Social deprivation and exclusion at the threshold of the Turkish Republic’s 100th anniversary and advance along the EU membership process is particularly unwelcome. Children and young people deprived of adequate food, housing, education, and health, apart from being deprived of realizing their human potentials especially in the slums of the cities, will absolutely not be able to contribute to the future social cohesion and solidarity of Turkey.

On the other hand, Turkey’s youth has a truly strong potential for its future because of a series of reasons most of which have been outlined above. These include factors such as demography; a number of cultural factors; a will to succeed in the contemporary world observed in the large majority of its youth; successful examples portrayed by part of Turkish youth in the academic world in Turkey and abroad; the dynamic entrepreneurial characteristics observed in successful examples in this field and the economic endowment taken in its broad context; the EU membership process and

the transformations associated with it, including at the governance level. Thus, it can be stated with a strong degree of confidence that bright prospects await a Turkey which, in conjunction with the other essential elements of a Human Development centred economic, social and cultural policy path, including protecting youth from poverty, if the country:

- Equips its youth with high quality educational, cultural, scientific and technological as well as cognitive capacity certified at the international level,
- Provides adequate health services especially to its youth,
- Ensures that its youth acquires the power of self-development and participation including in the political field.

Fulfilling these targets by also devoting the required resources to and devising the governance structures for this purpose will definitely provide Turkey with the cohorts of youth making it converge effectively and in a timely way with the highest échelons of development in all its significant dimensions. Thus for Turkey, investing in youth economically, socially and also in the realm of governance, including a leap forward toward enhancing participation will undoubtedly amount to investing in a bright and rewarding future.



ANNEX ONE Turkey: Selected key statistics

Population and Demography ¹⁵²	
Population (2007)	70,586, 256*
Percentage of the Population Aged 0-14 (2007)	27.71*
Life Expectancy at Birth (Years)- Total	71.3
Life Expectancy at Birth (Years)- Women	73.8
Life Expectancy at Birth (Years) Men	68.9
Child Mortality Rate- Total	23.6
Child Mortality Rate- Female	26.4
Child Mortality Rate- Male	20.6
0-5 Year-old Mortality Rate- Total	26.2
0-5 Year-old Mortality Rate- Female	29.3
0-5 Year-old Mortality Rate- Male	23.0
Total Fertility Rate (Number of Children)	2.19
Population Growth Rate	1.26
Urban Population Ratio (2007)	70.48*
Rural Population Ratio (2007)	29.52*

Population and Economy ¹⁵³	
Gross National Product (US\$)	399.673 million
Per Capita Gross National Product (US\$)	5,477
Ratio of Population with Average Daily Income of Less than US\$1	0.01
Gini Coefficient	0.38

Population and Education ¹⁵⁴	
Adult Literacy Ratio (%)- Total	88.1
Adult Literacy Ratio (%)- Men	96.0
Adult Literacy Ratio (%)- Women	80.4
Net Schooling Ratio in Primary School (%)- Total	90.1
Net Schooling Ratio in Primary School (%)- Male	92.2
Net Schooling Ratio in Primary School (%)- Female	87.9
Net Schooling Ratio in Secondary School (%)- Total	56.5
Net Schooling Ratio in Secondary School (%)- Male	60.7
Net Schooling Ratio in Secondary School (%)- Female	52.2

Population and Development ¹⁵⁵	
Per Capita Annual Energy Consumption(KGOE)	1264
Per Capita Carbondioxide Emission (metric tonne) ¹⁵⁶	3.12

Labour Force ¹⁵⁷	
Labour Force Participation Rate (%) - Total	48.0
Labour Force Participation Rate (%) - Men	71.5
Labour Force Participation Rate (%) - Women	24.9
Labour Force Participation Rate in Urban Areas (%)	45.5
Labour Force Participation Rate in Rural Areas (%)	52.2
(15-24 Year-old) Labour Force/Total Labour force (%)	18.5
Labour Force Participation Rate of University Graduates (%)	78.5
Labour Force Participation Rate of University Graduate Men (%)	84.1
Labour Force Participation Rate of University Graduate Women (%)	69.8
Labour Force Participation Rate of High and Vocational High School Graduates (%)	57.0
Labour Force Participation Rate of High and Vocational High School Graduate Men (%)	73.6
Labour Force Participation Rate of High and Vocational High School Graduate Women (%)	31.4
Labour Force Participation Rate of Population with less than secondary school education (%)	46.9
Labour Force Participation Rate of Below-High School-Educated Men (%)	70.8
Labour Force Participation Rate of Below-High School-Educated Women (%)	21.8

Distribution of Employment (%)	
Agriculture	27.3
Industry	19.7
Construction	5.7
Services Sector	47.3
Paid, Wage-earner, Salary-earner	56.5
Self-employed, Employer	28.9
Unsalaries Family Worker	14.6

Unemployment (%)	
Unemployment Rate	9.9
Urban Unemployment Rate	12.1
Rural Unemployment Rate	6.5
Non-Agricultural Unemployment Rate	12.6
Unemployment among Men (%)	9.7
Unemployment among Women (%)	10.3

Poverty (%) ¹⁵⁸	
Percentage of those below hunger limit including only food expenditures	0.74
Percentage of those below poverty limit including food and non-food expenditures	17.81
Poverty Ratio of Those Living in Rural Areas	31.98
Poverty Ratio of Those Living in Urban Areas	9.31
Poverty Ratio of Paid Employees (Wage and Salary Earners)	28.63
Poverty Ratio of Self-Employed People	22.06
Poverty Ratio of Employers	3.75
Poverty Ratio of Workers in Agricultural Sector	33.86
Poverty Ratio of Workers in Industrial Sector	10.12
Poverty Ratio of Workers in Services Sector	7.23

Source: TURKSTAT, details given in related footnotes

Data on Regional Income Levels ¹⁵⁹	
Level 2 Statistical Regional Units	GDP per capita-index values (2001)
TR10 (Istanbul)	143
TR 51 (Ankara)	128
TR 31 (Izmir)	150
TR 41 (Bilecik, Bursa, Eskişehir)	117
TR 42 (Bolu, Düzce, Kocaeli, Sakarya, Yalova)	191
TR 21 (Edirne, Kırklareli, Tekirdağ)	127
TR 62 (Adana, Mersin)	111
TR 32 (Aydın, Denizli, Muğla)	113
TR 61 (Antalya, Burdur, Isparta)	95
TR 22 (Balıkesir, Çanakkale)	98
TR 81 (Bartın, Karabük, Zonguldak)	108
TR 33 (Afyon, Kütahya, Manisa, Uşak)	88
TR 52 (Karaman, Konya)	75
TR C1 (Adıyaman, Gaziantep, Kilis)	65
TR 63 (Hatay, Kahramanmaraş, Osmaniye)	74
TR 72 (Kayseri, Sivas, Yozgat)	66
TR 71 (Aksaray, Kırıkkale, Kırşehir, Nevşehir, Niğde)	85
TR 83 (Amasya, Çorum, Samsun, Tokat)	73
TR 90 (Artvin, Giresun, Gümüşhane, Rize, Trabzon, Ordu)	67
TR B1 (Bingöl, Elazığ, Malatya, Tunceli)	67
TR B2 (Çankırı, Kastamonu, Sinop)	70
TR A1 (Bayburt, Erzincan, Erzurum)	50
TR C2 (Diyarbakır, Şanlıurfa)	54
TR C3 (Batman, Mardin, Siirt, Şırnak)	46
TR A2 (Ağrı, Ardahan, Iğdır, Kars)	34
TR B2 (Bitlis, Hakkari, Muş, Van)	35
Turkey	100

ANNEX TWO Turkish youth statistics (aged 15-24)

Total Population 12,397,606 ¹⁶⁰			
Population	Total	Male	Female
Urban	8,839,888	4,532,587	4,307,301
Rural	3,555,507	1,807,780	1,747,727

Labour Force ¹⁶¹	
Young population in the labour force:	4,574,000
Young population outside the labour force:	7,439,000 ---Women 4,709,000 ---Men 2,730,000
Labour Force Participation Rate:	38.1% ----Women 24.3% ----Men 52.9%
Employed	: 3,669,000
Employment rate	: 30.5%
Unemployed	: 905,000
Unemployment rate	: 19.8%

% Net Schooling Ratios ¹⁶²			
	Total	Female	Male
Primary	89.77	87.16	92.29
Secondary	56.63	51.95	61.13
Tertiary	18.85	17.41	20.22

Source: *TURKSTAT*

The ‘*State of Youth Survey*’ was conducted by YADA (‘Yaşama Dair Vakıf’) within the context of Turkey National Human Development Report 2008 that has been prepared by the United Nations Development Programme. The aims of the survey were to identify the socio-demographic and socio-economic conditions of youth in Turkey, the opportunities, obstacles and constraints, as well as discriminatory practices the young people encounter in their lives—within their family, their social environment, workplace and educational institutions. In addition, in order to paint as comprehensive a picture as possible, we have included in this study many realms of being young: the participatory mechanisms they partake in, their expectations of and visions for the future and their values, judgements and attitudes.

The main perspective that shaped the survey design was based on the premise that *youth*, as a social category, cannot be approached as a homogenous group. The heterogeneity of youth can be best appreciated perhaps when one analyzes the word itself to notice the innate meaning of “process” that is a part of it and makes youth’s heterogeneity self-evident. It was assumed that youth is a transition process from dependency towards autonomy in terms of family, education, work and values. It was further assumed that this transition from dependency to autonomy would be accompanied by a transition from passive to active citizenship. The direction of this transition, as we describe it, corresponds to a straight line, leading to an ideal situation. However, in reality, the socio-demographic, socio-economic and cultural disparities among young individuals bring about different orientations and situations. *State of Youth Survey* aimed at identifying these disparities and classifying various characterizable conditions of youth. Both obstacles and opportunities were always taken

into consideration, while examining topics like family, social life, education, work, values, attitudes, and discriminatory practices.

The survey was conducted among 3,322 young individuals aged 15-24 in the provinces of Istanbul, Ankara, Izmir, Bursa, Tekirdağ, Adana, Samsun, Diyarbakır, Kayseri, Trabzon, Malatya and Erzurum between 10 May 2007 and 10 July 2007.

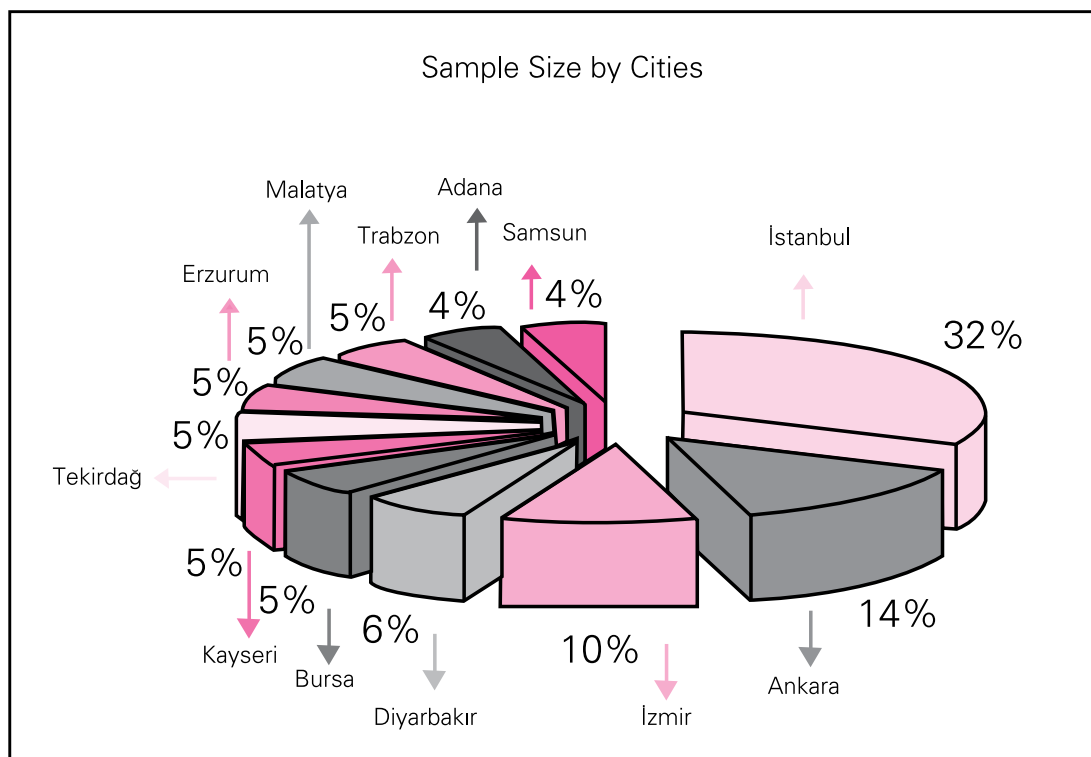
The Method

The questionnaire items were composed in two series of workshops held together with the author team of the 2008 National Human Development Report and experts. In the first series of workshops held by the author team, the general conceptual framework of the questionnaire, the main topics and categories were determined. In the second series of workshops, the experts worked on the application of these concepts.

In order to check the validity and the applicability of the draft questionnaire, a four-staged pilot study was applied. At the first stage, the validity of the questionnaire was checked; at the second stage, the questionnaire format and the flow of questions were revised. The last two stages of the pilot study were conducted in order to determine the content of the trainings for the survey takers. The survey takers were trained by supervisors. The surveys were conducted through face-to-face interviews.

Quality Check

The questionnaires were checked through two different control mechanisms: logic control of each set of answers and telephone control after fieldwork. All the questionnaires were checked through logic control, while



30% of the questionnaires were checked through re-asking the interviewees certain questions on the phone by the supervisors.

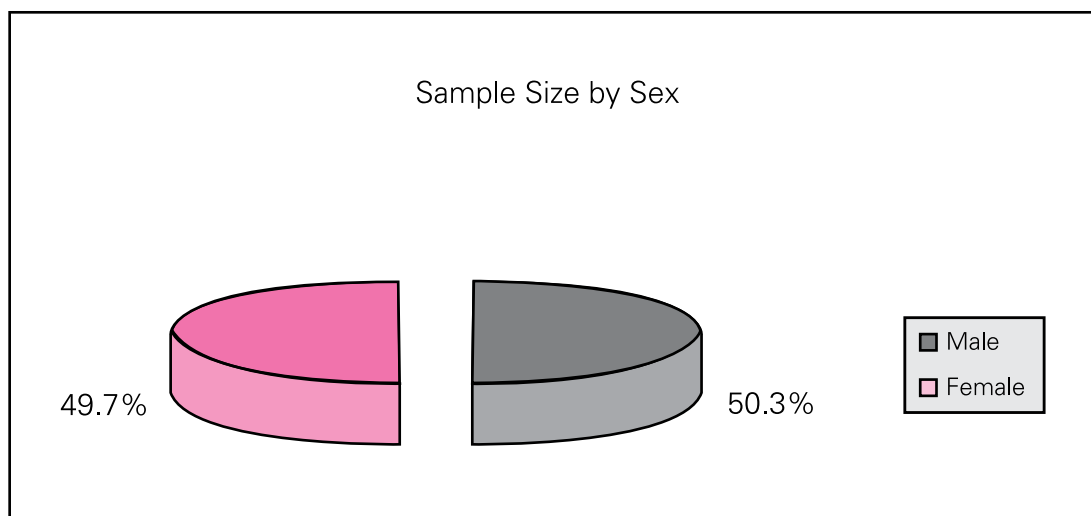
Data Entry and Analysis

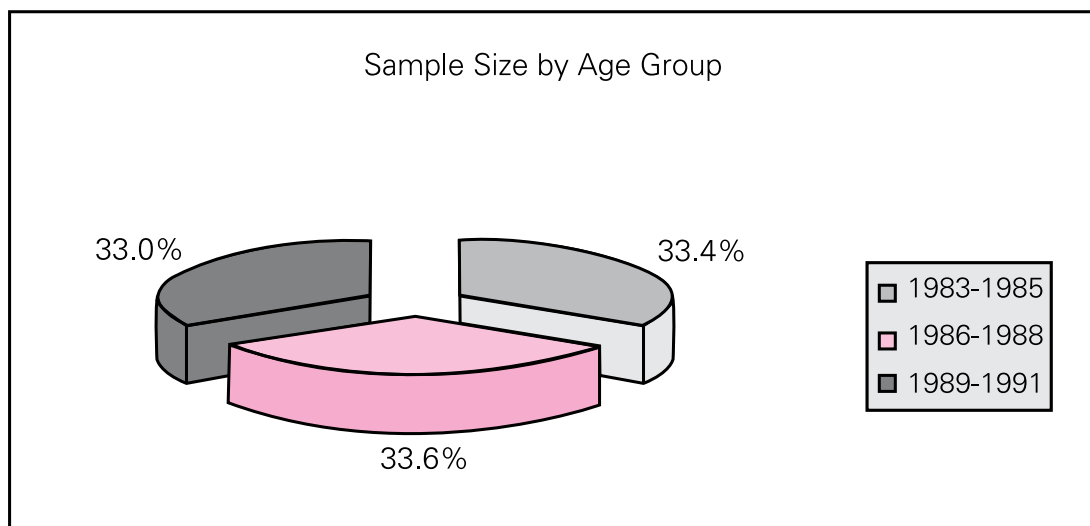
During the data-entry process, the open-ended questions were coded; then the data were entered and cleared. The SPSS statistical analysis programme and techniques were used in the data entry and analysis. The main and secondary variables to be used in data

analyses were determined together with the author team of the Report and the YADA team. At the final stage, the tabulations that would serve as input for the Report were derived and interpreted.

Sample

Population of Turkey was 67,803,927 at the time of the 2000 Census. The projected figure for 2007 is over 70 million. Turkey, which is one of the most populated countries of Europe,



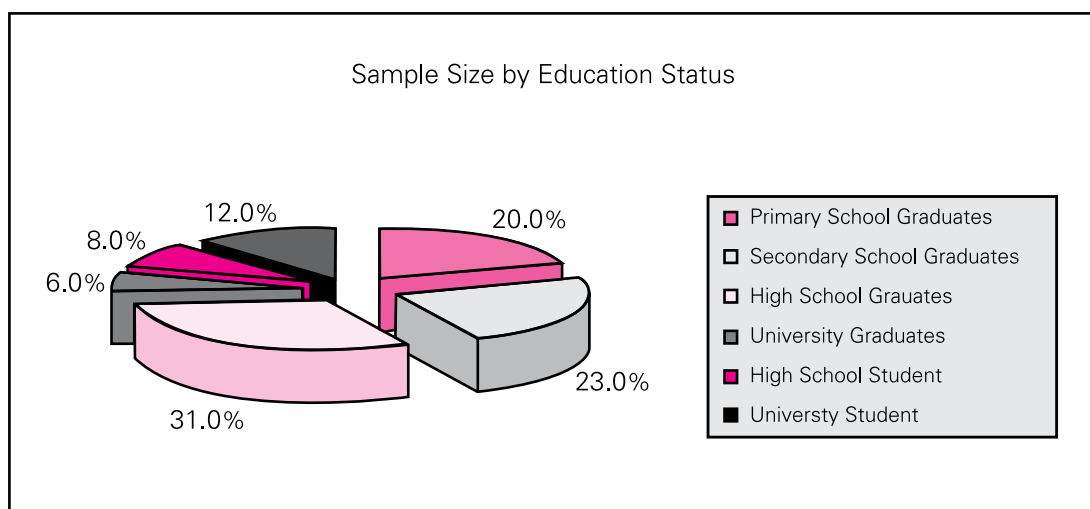


draws attention with its young population. According to the data of Turkish Statistics Institute (TURKSTAT) 50.32% of the country's total population is under the age of 24. On the other hand, the people under the age of 40 constitute 73.36% of the total population. The *State of Youth Survey* was designed to cover young individuals in the 15-24 age bracket.

The Survey was conducted among 3,322 young individuals in the provinces of Istanbul, Ankara, Izmir, Bursa, Tekirdağ, Adana, Samsun, Diyarbakır, Kayseri, Trabzon, Malatya and Erzurum; and was implemented on a sample that represents the general characteristics of 15-24 year-old individuals living in Turkey. The sample size by city is illustrated on p.102.

In order to represent the whole population of 15-24 year olds living in Turkey, the cities where the survey was to be implemented was determined according to 'The Nomenclature of Territorial Units for Statistics' (NUTS); and in the determination of the quotas concerning the population, gender, age and educational status sub-groups, the 2000 Census conducted by Turkish Institute of Statistics (TURKSTAT) was utilized.

The samples of the survey were further determined by taking into account gender groups, age sub-groups, socio-economic status (SES) and educational status. In reference to the province-based results of 2000 Census conducted by TURKSTAT, quotas were applied for sex, age sub-groups and educational status for each province. While age groups covered those who were born between 1983-1985, 1986-1988 and 1989-1991, educational status



Self-employed

OCCUPATION		EDUCATION				
		Uneducated	Primary School Graduate	Secondary School Graduate	High School Graduate	University Graduate
Professional (Doctor, lawyer, financial adviser, architect, etc)						A
Owner of a manufacturing facility	With 100 + employees	B	B	A	A	A
	With 50-99 employees	B	B	B	A	A
	With 10-49 employees	C1	C1	B	B	A
	With 1-9 employees	C2	C1	C1	B	A
Consumer durables and transportation retailers, wholesale traders, commercial people, jewellers, etc.	With 4+ employees	C1	C1	B	B	A
	With 0-3 employees	C2	C1	C1	B	B
Large dealers (supermarket, shoe store, boutique, etc. owner)	With 4+ employees	C1	C1	B	B	A
	With 0-3 employees	C1	C1	C1	B	B
Petty dealers (grocer, greengrocer, butcher, etc.)	With employees	DE	C2	C2	C1	C1
	Work alone	DE	DE	C2	C2	C1
Operating in service sector (tourism, finance, construction, insurance, etc.)	With 100 + employees	B	B	A	A	A
	With 50 - 99 employees	B	B	B	A	A
	With 10 - 49 employees	C1	C1	B	B	A
	With 1 - 9 employees	C2	C1	C1	B	B
Vehicle owners / vehicle owner drivers		DE	C2	C2	C1	C1
Large farmers / fishermen / with 4+ employees		DE	DE	C2	C2	C1
Small farmers / fishermen / with 0 - 3 employees		DE	DE	DE	C2	C2

Salary and daily-wage earners

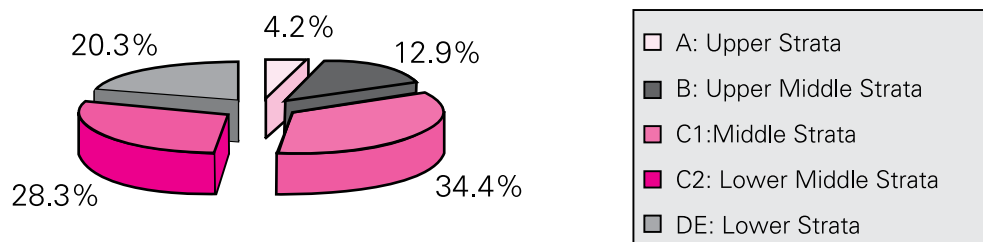
OCCUPATION		EDUCATION				
		Uneducated	Primary School Graduate	Secondary School Graduate	High School Graduate	University Graduate
Professional (Doctor, lawyer, financial adviser, architect, etc.)						B
Executive Positions						
Senior private / public sector executives (member of parliament, pilot, governor, province health administrator, sub-governor, general, etc.)						A
Mid-level private/public sector executives (assistant pilot, province health administrator assistant, etc.)						B
Senior executives (member of directory board, director general, coordinator, director general assistant, etc.)			B	B	A	A
Mid-level executives with 6 or more employees (director, department head, director assistant, etc.)			C1	C1	B	A
Mid-level executives with 1-5 or more employees (director, department head, director assistant, etc.)			C2	C2	C1	B
Low-level executives (chief, team leader, etc.)			C2	C2	C1	C!
Non - Executive Positions						
Second lieutenant, lieutenant, captain, colonel, lieutenant colonel						B
Non - commissioned officer					C1	C1
Other wage and daily wage earners who are not manual workers (civil servants, office workers in private sector, secretary, technician, etc.)		DE	C2	C2	C1	C1
Manual workers	Skilled worker, foreman, driver, headwaiter, etc.	DE	DE	C2	C2	C2
	Unskilled worker; agricultural worker	DE	DE	DE	DE	C2
Seasonal / temporary worker		DE	DE	DE	DE	C2
Unpaid family workers						
Not working						
Retired		DE	DE	C2	C1	B
Living on spouse's retirement pay		DE	DE	C2	C1	B
Unemployed						
Living on with rental income		DE	C2	C1	B	A
Housewives						
Student						

Free Lance / Uninsured / Piecework / Part - time Workers

OCCUPATION	EDUCATION				
	Uneducated	Primary School Graduate	Secondary School Graduate	High School Graduate	University Graduate
Marketing and trade	DE	C2	C2	C1	C1
Share cropper	DE	DE	DE	C2	C2
Skilled seasonal worker (uninsured)	DE	DE	C2	C2	C2
Unskilled seasonal worker (uninsured)	DE	DE	DE	DE	
Street peddler	DE	DE	DE	C2	C2
Cleaning works	DE	DE	DE	C2	
Babysitting	DE	DE	DE	C2	C2
Driver	DE	DE	C2	C2	C2
Transportation	DE	DE	C2	C2	C2
Painting	DE	DE	C2	C2	C1
Hand works	DE	DE	C2	C2	C1
Cooking and selling pie, cake, etc. at home	DE	DE	C2	C2	C1
Tutoring				C2	C1
Translation				C1	B
Drawing projects				C1	B
Software development				C1	B
Consultancy				C1	B
Artist	DE	C2	C1	C1	B
Sportsman	DE	C2	C2	C1	C1
Security guard		DE	DE	C2	C1

The highest status group to which a family member belonged determined the SES group of the interviewee. The sample size by socio-economic status was as such:

Sample Size by Socioeconomic Status



groups covered primary school graduates, secondary school graduates, high school graduates, university graduates, high school students and university students. Sample sizes by sex, age sub-groups and educational status groups are illustrated on p.103.

Another criterion for the sampling was socio-economic status (SES) groups. The SES

groups to which the interviewees belong were set according to the occupational and educational level of all the family members. Five SES groups (upper strata: A, upper-middle strata: B, middle strata: C1, lower middle strata: C2 and lower strata: DE) were determined as follows, through cross tabulating the occupational and educational status of all the family members of the interviewee.

Twenty four focus group meetings with young people aged 15-24 and four focus groups with adults were conducted between 20 May 2007 and 20 June 2007.

The focus groups with adults aged between 35 and 65 were conducted by YADA Foundation in Ankara. The focus groups with young people were conducted in different cities (Ankara, İzmir, Adana), medium sized towns (Yozgat, Kütahya, Bitlis), small towns (Karaburun, Tatvan, Lüleburgaz) and villages (Kırıkköy, Yolyazı), and also among different categories of young people such as professionals, university students, vocational school students, apprentices, unemployed university graduates, house wives/girls, youth from displaced families in big cities, Roman youth, gays, prisoners, disabled youngsters, youth workers, sportsmen/women, village youth, small town youth, political party members, etc. The target groups and questions were determined under the supervision of Sociology Professor Esra Burcu of Hacettepe University. Ms. Burcu also taught the research team about the focus group techniques. Dr. Kezban Çelik had participated in focus group meetings and analysed the focus group results and identified the main themes coming from the young people in order to use representative quotations in the National Human Development Report.

The following topics were discussed in all focus groups:

1- Receiving education

2- Job selection (what was his/her expectation before graduation, what does s/he thinks now, what was his/her expectation when starting a job, what does s/he thinks now)

3- Living away from the family

4- Marriage, cohabitation

5- Political/civil society participation

6- Popular culture (their view of popular culture elements, how are they affected by trends and technology? Are their cell phones the latest model? Do they follow the fashion? How much does popular culture influence their decisions? Do they go to bars? How do they have fun? Why do they choose that specific pastime? What do they think about money/power?)

7- Exclusion (Did s/he experience any incidents where s/he excluded others or was excluded by others for certain traits? Does s/he still face exclusion at school, private and social life, work life, etc? Where? How? How would s/he react if excluded?)

To explore the main attitudes in the above fields the following questions were asked in all focus groups:

A. "How" do youth decide?

a. Whose influence plays the most important role in decision-making?

a.a. family

a.b. circle of friends

a.c. other social environments

b. Can s/he decide on one's own? Does s/he have self-control?

c. What was s/he thinking before s/he started? What does s/he think now?

d. (For men) Did military service have an effect? If so, how?

as Ministry of Justice, Ministry of Health, Ministry of Education, Ministry of Labour and others...

B. How do youth cope with problems? How do they find solutions?

a. Which obstacles did s/he face?

b. What does s/he think the nature of the obstacles were?

c. How did s/he cope with these obstacles?

d. What opportunities and possibilities does s/he think s/he has?

e. Is s/he fatalist? Does s/he read the "power of spirit/thoughts" books that have become popular recently? Does s/he apply them? Does s/he believe in fortune telling?

C. What are the opportunities for youth?

a. Government, family, other... (Does s/he consider her/himself lucky?)

D. What efforts do youth make?

a. Can they show the attitude or the strength to overcome the obstacles?

b. Can they create opportunities?

E. What are the youth's future plans and expectations?

F. What do they think about the vision of the Report? What "must have" youth issues and solutions should be included in the Report?

The research team conducted almost 20 one-to-one interviews with young people from different parts of the country. The team also held meetings with nearly 40 academics and experts in the area and with approximately 35 representatives of public institutions such

Indicator 1:	Proportion of births attended by health personnel
Indicator 2:	Full immunization rate
Indicator 3:	Low birth weight rate
Indicator 4:	a): Infant mortality rate (0-28 days and 1-11 months) b): Under-five mortality rate
Indicator 5:	Modern contraceptive prevalence rate
Indicator 6:	Population per doctor and per hospital bed
Indicator 7:	Adult literacy rate
Indicator 8:	Pre-school education participation rate (36-72 months)
Indicator 9:	Proportion of pupils reaching grade 8
Indicator 10:	Net enrolment rate in primary education
Indicator 11:	Net enrolment rate in secondary education
Indicator 12:	Population benefiting within the framework of extended education, number of courses and population registered per course
Indicator 13:	Proportion and number of children whose births were registered late
Indicator 14:	Completed suicide rate and number of attempted suicides
Indicator 15:	Proportion and number of children who have committed crime
Indicator 16:	Number of plaintiff, accused, and court cases for offences committed against persons and property, percentage of accused persons
Indicator 17:	Percentage and number of children who have suffered abuse.
Indicator 18:	Percentage and number of homeless persons
Indicator 19:	Percentage and number of persons under Protection and Special Care (children [0-17], adult [18-64], elderly [65+], and disabled)
Indicator 20:	Percentage and number of persons waiting for Institutional Protection and Care (children [0-17], adult [18-64], elderly [65+], and disabled)
Indicator 21:	Percentage and number of persons covered by any Social Security Scheme (working, retired, dependent)
Indicator 22:	Percentage and number of persons benefiting from Social Assistance and Solidarity Foundations and Law No. 2022
Indicator 23:	Number of associations, foundations and unions and number of members and unionization rate
Indicator 24:	Proportion of households with no access to safe drinking water
Indicator 25:	Proportion of households with no access to adequate sanitation

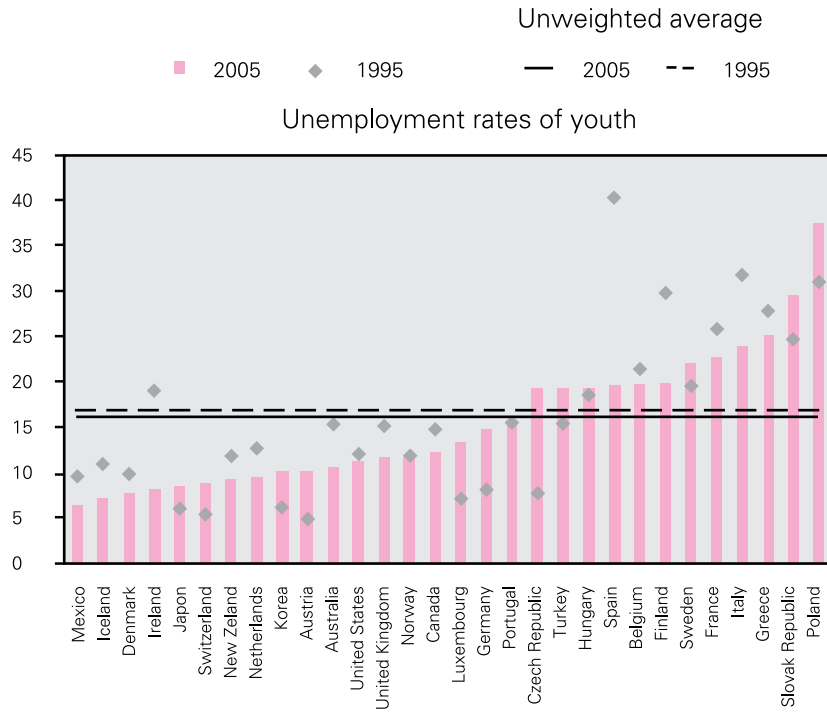
ANNEX SIX Where Is Turkey according to UNDP Human Development Indicators?

Since 1990, UNDP has been publishing Human Development Indexes (HDI) every year together with the Human Development Reports. The HDI is a summary composite index that measures a country's average achievements in three basic aspects of Human Development: health, knowledge, and a decent standard of living. Health is measured by life expectancy at birth; knowledge is measured by a combination of the adult literacy rate and the combined primary, secondary, and tertiary gross enrolment ratio; and standard of living by GDP per capita (PPP US\$).

Human Development Reports also present different types of statistical information: statistics in the Human Development indicator tables, which provide a global assessment of country achievements in different areas of Human Development, and statistical evidence in the thematic analysis in the chapters, which may be based on international, national or sub-national data.

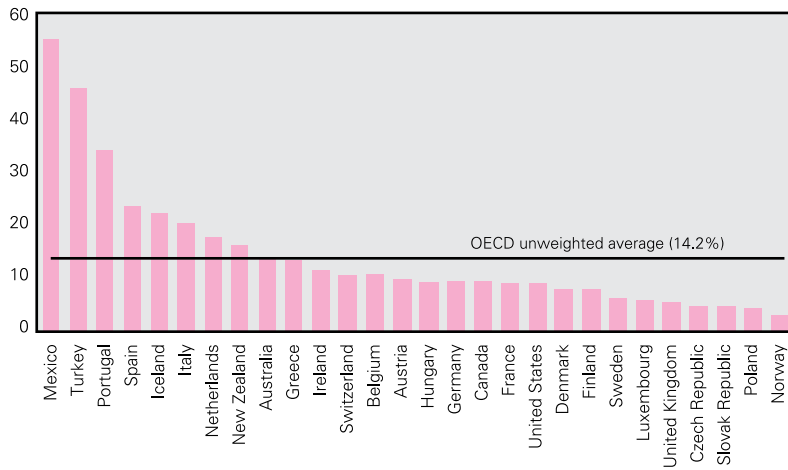
Here are the rankings of Turkey among other countries in various Human Development indicator tables:

Ranking among 177 Countries	
Youth unemployment rate, total (% of labour force aged 15-24) (2006)	10
Youth unemployment rate (female rate as % of male rate) (2006)	11
Public expenditure on health (% of GDP) (2004)	41
Internet users (per 1,000 people) (2005)	52
Tertiary students in science, engineering, manufacturing and construction (% of tertiary students) (1999-2005)	54
Youth literacy rate (% aged 15-24) (1995-2005)	66
Gross tertiary enrolment ratio, female (%)	74
Net secondary enrolment rate (%) (2005)	74
Male Combined Gross Enrolment Ratio for Primary, Secondary and Tertiary Education (%) (2005)	77
Youth literacy rate, female (% aged 15-24) (2005)	78
Human Development Index (2005)	84
Youth literacy rate (ratio of female rate to male rate) (2005)	85
Education Index	104
Public expenditure on education (% of) (2002-2005)	105
Combined Gross Enrolment Ratio for Primary, Secondary and Tertiary Education (%) (2005)	108
Gross tertiary enrolment ratio (ratio of female ratio to male ratio) (2005)	109
Gross secondary enrolment ratio, female (%) (2005)	110
Female Combined Gross Enrolment Ratio for Primary, Secondary and Tertiary Education (%) (2005)	115
Gross secondary enrolment ratio (ratio of female ratio to male ratio) (2005)	138

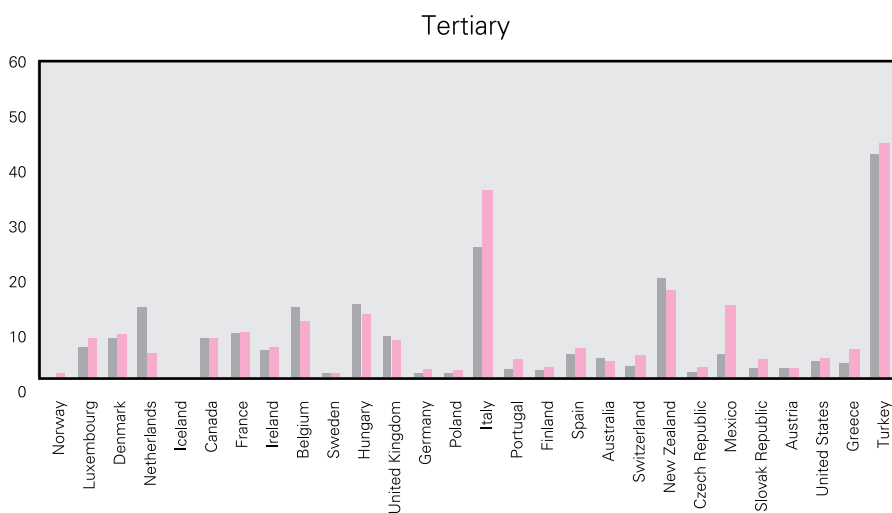
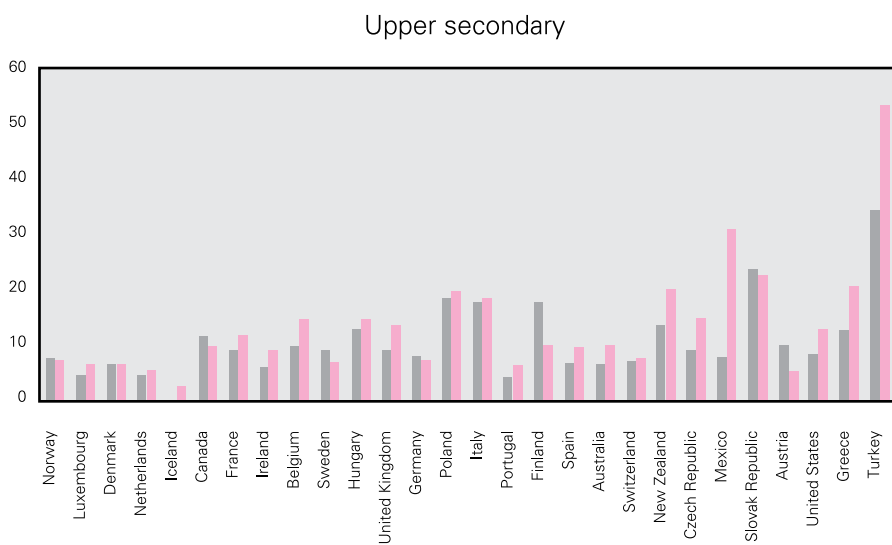
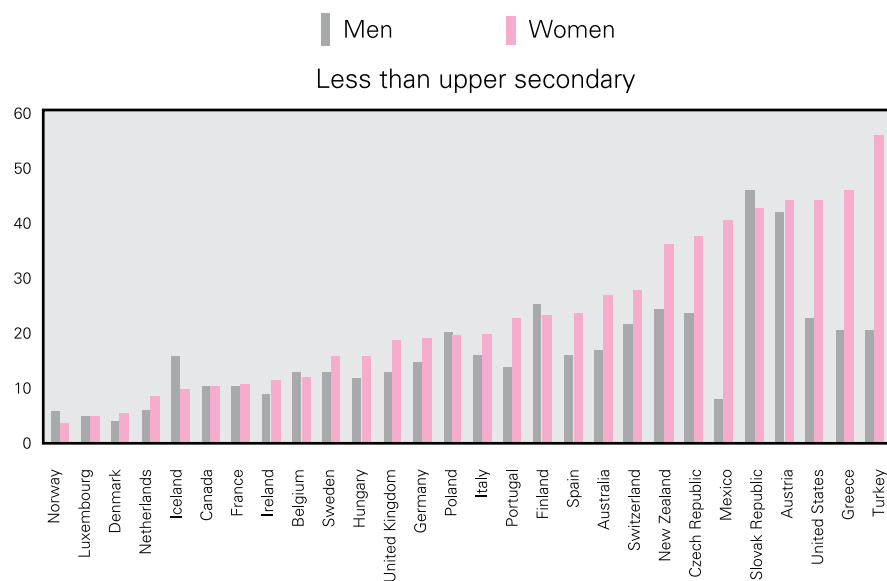


Share of youth leaving school without basic skills, 2003

Share of youth aged 15 to 24 not in education and without upper secondary education



Share of youth aged 15 to 24 neither in education nor employment, by gender and level of education





ENDNOTES

- 1 Global Human Development Report 2000, Human Rights and Human Development, UNDP
- 2 Education Reform Initiative is a project aiming to form a network of stakeholders in Turkish education, including state agencies, academic circles, schools, and non-governmental organizations, supported by Sabancı University, Open Society Institute, and Mother Child Education Foundation (AÇEV Anne Çocuk Eğitim Vakfı).
- 3 Unless otherwise indicated, the statistical data used in this Report were taken from sources that were published before the 2007 Population Census.
- 4 Education Reform Initiative is a project of the Istanbul Policy Centre of Sabancı University.
- 5 Educational Reform Initiative, "Call for the to-be-Members of the 60th Government", July 2007. The document can be reached at <http://www.erg.sabanciuniv.edu/index.html>
- 6 Sakiko Fukuda Parr and A.K. Shiva Kumar (eds.), Readings in Human Development: Concepts, Measures and Policies for a Development Paradigm, 2nd edition, New Delhi, Oxford University Press, 2005, p. 35.
- 7 Turkish Statistics Institute (TURKSTAT), Household Labour Force Survey 2006 data.
- 8 Doç. Dr. İsmail Tufan and Özgür Arun, Türkiye Özürlüler Araştırması 2002 İleri Analiz Raporu (Turkey Handicapped People Research 2002 Advanced Analysis Report), The Scientific and Technical Research Council of Turkey (TÜBİTAK) and State Planning Organization (SPO), Ankara, January 2006.
- 9 Turkish Statistics Institute (TURKSTAT), Household Labour Force Survey 2006 data.
- 10 The figure was provided by the Ministry of Justice, in July 2007.
- 11 A. Çarkoğlu et al., Siyasi Partilerde Reform (Reforming the Political Parties), in Turkish, İstanbul, Turkish Economic and Social Studies Foundation (TESEV) publications, 2000.
- 12 Ministry of National Education, National Education Statistics for Formal Education 2006-2007, Ankara, 2007.
- 13 Focus Groups analysis clearly indicated these perceptions.
- 14 This data is based on Turkish Statistics Institute's Household Labour Force Database 2006 projections.
- 15 Turkish Statistics Institute, Household Labour Force Survey Database, 2006.
- 16 Report of the UN Secretary-General to the General Assembly, "Implementation of the World Programme of Action for Youth to the Year 2000 and Beyond," 12 July 2001.
- 17 In Turkey there are four institutions officially recognized as operating in the field of youth according to the official papers presented to the EC during the negotiation process. They are Turkish National Agency, Social Services and Child Protection Agency (SHÇEK), the Ministry of National Education (MoNE) and General Directorate of Youth and Sports (GSGM). Yet, there are 13 ministries and 23 related institutions whose policies directly affect the lives of the young.
- 18 National Youth Councils are umbrella institutions that bring together different youth institutions. In many countries they are formally recognized by the state and play active role in determining youth policies.
- 19 The number of youth related NGOs operating at the country-level is 60, and there are some 120 organizations whose activities affect young people in one way or another. Private sector involvement in youth issues is also increasing through companies' support

for corporate social responsibility projects.

- 20 State Planning Organization, 9th Development Plan (2007-2013), Ankara, 2006.
- 21 From a focus group meeting with youth-NGO members/volunteers in Ankara, May 2007.
- 22 GSGM 2006 budget proposal and 2006 consolidated budget.
- 23 2006 GSGM budget distribution to departments: Directorate of Administrative and Financial Affairs Department (3%), Directorate of Personnel and Training Department (0.1%), Directorate of Foreign Affairs Department (0.03%), Directorate of A.P.K Department (0.4%), Aid to Provincial Directorates (56.43%), Sports Federations (28.38%), Directorate of Facilities Department (0.4%), Directorate of Health Affairs Department (0.25%), Directorate of Sports Training Department (0.4%), Directorate of Youth Services Department (1%), Directorate of Sports Institutions Department (1%), Directorate of Sports Activities (7.5%), Other (1%).
- 24 The Youth Social Development Programme initiated through these funds aims to establish sustainable structures that support the bringing up of active, participatory, entrepreneurial youth by enabling the social development of Turkish youth. This US\$ 1.93 million fund is being used between 2006-2008.
- 25 From a focus group meeting with eight participants in one of the villages of Lüleburgaz, in the Thracian Region, June 2007.
- 26 Ideas communicated in the last three concluding paragraphs are drawn heavily from the UNESCO document, Empowering Youth Through National Policies: UNESCO's Contribution, which was published in 2004.
- 27 26th clause.
- 28 Article 28.
- 29 Article 13.
- 30 Article 2 of Protocol 1.
- 31 42nd clause.
- 32 This increase is related with the increase in teachers' wages to an extent. According to the OECD Education at a Glance 2007 Report, "OECD countries with relatively small education budgets (e.g. Mexico, Portugal and Turkey) tend to devote a larger proportion of current educational expenditure to the compensation of personnel and a smaller proportion to services that are sub-contracted, such as support services (e.g. maintenance of school buildings), ancillary services (e.g. preparation of meals for students) and renting of school buildings and other facilities."
- 33 Ministry of National Education, National Education Statistics: Formal Education 2006-2007.
- 34 Ibid.
- 35 Until 1997, compulsory primary education in Turkey was only five years.
- 36 Net enrolment ratios are used. Net Enrolment Ratio is obtained by dividing the number of students of a theoretical age group enrolled in a specific level of education by the population in that age group.
- 37 These data are from State Statistics Institute. However due to constantly shifting inter-regional migration patterns and regional fertility trends these data should be considered tentative.
- 38 70% get into the early childhood education system in Mexico, while in European Union countries it is almost 100% of the children.
- 39 AÇEV webpage (<http://www.acev.org/7cokgec/onem.asp>) accessed on 8 June 2007.
- 40 Although first established in 1974, these schools have not shown good performance. To date, only 70,000 people have received electricity technician certificates from these

- institutes, according to the sources of the Ministry of Education.
- 41 Turkish Statistical Institute, Household Labour Force Survey, 2006.
 - 42 From a focus group meeting with young unqualified workers in Adana.
 - 43 More information is available on the Ministry of Education Official Web Page, (<https://www.meb.gov.tr>)
 - 44 State made changes to the university student selection exam (ÖSS) in 2006 and there are ongoing efforts to change the student selection and placement criteria and processes. The newly proposed model envisages multiple exams at the end of each year in secondary school and using the cumulative scores from these exams for placement in the university.
 - 45 In 2007 ÖSS (university entrance exam), among 1,600,000 valid test papers, 47,000 scored zero. Number of those that scored zero was 25,000 in 2006.
 - 46 OECD, Education at a Glance, 2007 Report.
 - 47 This is an April 2006-updated data. Turkish government is planning to open 17 new public universities in the forthcoming years in order to make every city in Turkey have at least one university. Nine of these 17 universities will be opened in the 2007-2008 education year.
 - 48 Approximately 1 million of these university students are Open University—distant learning students.
 - 49 OECD, Education at a Glance 2007 Report.
 - 50 OECD, Education at a Glance 2007 Report. This is mainly due to the opening of tens of new universities in the last five years.
 - 51 Ministry of National Education, National Education Statistics 2006-2007: Formal Education.
 - 52 OECD, Education at a Glance 2007 Report.
 - 53 Üner Kırdar, Humanizing the Digital Age, 2007, p. 5.
 - 54 U.S. Department of Education, "Progress in International Reading Literacy Study 2001," 2001.
 - 55 The four countries worse than Turkey were Mexico, Brazil, Indonesia and Tunisia. Serbia and Uruguay were just above Turkey.
 - 56 In depth interview in Ankara.
 - 57 Hakan Ercan, ILO Youth Unemployment Report, 2007.
 - 58 Ibid.
 - 59 More details on this can be found in the 'Youth Unemployment' Chapter.
 - 60 2007 Report by Hakan Ercan on Youth Employment, originally prepared for the World Bank.
 - 61 If vocational school graduates choose a department that is not directly related to their vocational field, a very low secondary school achievement coefficient is applied to their exam score. This situation renders them more disadvantaged compared to standard high school graduates.
 - 62 But the student can go to a higher-level vocational college without taking the exam. A student who attended a general high school is at a greater advantage in the university exam.
 - 63 Hakan Ercan, ILO Youth Unemployment Report, 2007.
 - 64 OECD, Programme for International Student Assessment (PISA), 2003.
 - 65 According to Turkey's Statistical Yearbook of 2006, the incidence of extreme poverty (the percentage of the population living on less than US\$ 1 a day) is very low, at less than

0.02%, but as the poverty threshold is raised, poverty rates also increase dramatically, with 15.42% of the households, and 20.5% of the individuals living on less than US\$ 4.30 a day.

- 66 Education Reform Initiative is a project of the Istanbul Policy Centre of Sabancı University.
- 67 Educational Reform Initiative, “Call for the to-be-Members of the 60th Government”, July 2007. The document can be reached at <http://www.erg.sabanciuniv.edu/index.html>
- 68 United Nations General Assembly, S-27/2 A World Fit for Children, New York, May 2002.
- 69 N. Otaran et al., A Gender Review in Education: Turkey 2003, United Nations Children’s Fund (UNICEF), Ankara, 2003.
- 70 Hacettepe University Institute of Population Studies, Turkey Demographic and Health Survey, Ankara, 2003.
- 71 Ibid.
- 72 Kardam, F.Yüksel, İ. Deren, M. et al. *The Dynamics of Honour Killings in Turkey*, United Nations Population Fund (UNFPA), Ankara 2005.
- 73 From Haberler.com on <http://www.haberler.com/tore-cinayetleri-arastirmasi-haberi>, 2007.
- 74 The Hacettepe Institute of Population Studies, Turkey Demographic and Health Survey, 2003.
- 75 Ibid.
- 76 Ayşe Gül Altınay and Yeşim Arat, *Violence Against Women in Turkey*, 2007.
- 77 Turkey Demographic and Health Survey 2003.
- 78 Ministry of Health, Ankara, 2005.
- 79 Turkey Demographic and Health Survey 2003, op. cit.
- 80 The Family and Child Training Programme (FACT) is a programme developed by Turkey’s Ministry of National Education (MoNE) General Directorate of Non-formal Education with the support of UNICEF to positively influence parental behaviour towards children under the age of six. The inter-sectoral team behind FACT also includes the Social Services and Child Protection Agency, the Ministry of Justice, the Ministry of Labour and Social Security, the Mother and Child Education Foundation (AÇEV), educationalists from the university system and a number of NGOs involved with family welfare and child protection in Turkey. To date an estimated 100,000 parents with pre-school-aged children have been reached with training and information. Follow-up testing showed that participants spend more time with their children, take them to health centres for regular check-ups and use positive disciplinary methods in place of physical punishment.
- 81 H. Yılmaz, *The Quality of Fiscal Adjustment in Turkey: The Case of Social Expenditures*, 2006.
- 82 Ibid.
- 83 Ibid.
- 84 From an interview with Ankara Alcohol and Substance Addiction Treatment and Training Centre (AMATEM) officials in June 2007.
- 85 From a focus group in Lüleburgaz with male workers employed in unskilled jobs, June 2007.
- 86 Hakan Ercan’s World Bank background paper on a Turkish youth employment study and some cited work in there provide some justification for these claims.
- 87 All rates are calculated by using TURKSTAT data available at www.turkstat.gov.tr.
- 88 This and the following section drew heavily on Hakan Ercan’s ILO report’s chapters one and two. Ercan, Hakan (2007) / Youth Employment in Turkey / Ankara: International Labour Office.

- 89 The targets are 60% for women and 50% for older workers between the ages of 55-64. Not all EU countries have reached the targets either and the targets have been revised twice already.
- 90 Hakan Ercan, background chapter, World Bank Report on Youth Unemployment, 2007.
- 91 Non-institutional civilian population comprises all the population excluding the residents of schools, dormitories, kindergartens, rest homes for elderly persons, special hospitals, military barracks and recreation quarters for officers.
- 92 Hakan Ercan, background chapter, World Bank Report on Youth Unemployment, 2007.
- 93 These support practices are also responsible for the low average education and skill level of the Turkish population. They confined a huge part of the labour force in the low-productivity agricultural sector for decades. Children became unpaid family workers, and five years of basic education was regarded as enough. (Daughters were deemed to need even less education – 12% of all women in the labour force are illiterate, 50% have only received primary education.) Compulsory schooling was raised to eight years only in 1997.
- 94 Turkish labour economists prefer to use figures for the urban labour market to make meaningful comparisons with the EU.
- 95 Mehmet Taşcı, and Aysit Tansel, "Youth unemployment duration in Turkey," METU Studies in Development, Vol.32, No.2, pp. 517-545.
- 96 World Bank, Turkey Education Sector Study. Sustainable pathways to an effective, equitable and efficient education system for pre-school through secondary school education, 2005.
- 97 Tunalı et al, 2004; World Bank, 2006.
- 98 OECD, Economic Survey of Turkey 2006, Paris. The report assesses the recent macro-economic developments, and praises Turkey for its recent success in its growth rates and falling inflation rates. At the same time, it prescribes strong (and unpalatable) medicine in order to remove the causes of remaining macro-economic fragility. Its labour-market related policy proposals were not received well by the workers' unions.
- 99 Hakan Ercan, "Labour markets and expected demand for vocational education in Turkey, 2003".
- 100 The Religious Affairs General Directorate.
- 101 Ayşe Akpınar and Hakan Ercan, "Vocational and technical education system report: Turkey 2001", Turin: European Training Foundation, 2003.
- 102 The main authority for the Turkish vocational training system is the Ministry of National Education (MoNE) responsible for the training of skilled workers, technicians, apprentices and others in industry, tourism and trade. Within the tertiary education sector, the Council of Higher Education (YÖK) is responsible for two-year Technician Training Centres that have been set up as part of universities throughout the country.
- 103 Hakan Ercan, 2003; Milena Corradini, H. Fragoulis and M. Badescu, Achieving the Lisbon goals: the contribution of vocational education and training in Turkey. Turin: European Training Foundation, 2004.
- 104 İnsan Tunalı et al (2004), *Employment Background Study*, European Training Foundation.
- 105 Freely draws upon Ercan's study prepared for FAO on rural youth.
- 106 Nomenclature of Territorial Units for Statistics.
- 107 This analysis does not concern itself with the lifelong learning needs of older workers which are different from those of the young labour force participants.
- 108 Although, the best one should hope for is the level that prevails in Greece or Italy, for

example: 20 to 30% range. This is because of rigid employment protection legislations for the 'insiders' and a consequent tacit societal acceptance of the informal tax-evasive labour contracts.

- 109 These statements came out from all the focus group meetings, except from the one with political party members.
- 110 The age for being elected as mayor or provincial general assembly member is 25.
- 111 Following the elections on 22 July 2007, 52 women deputies entered the parliament. This number is twice as much compared to the previous term but this rate is still low when you take into consideration that there are a total of 550 deputies in the parliament.
- 112 From the focus group meeting with youth-NGO members/volunteers in Ankara, May 2007.
- 113 Wishes brought forward by young people themselves during various focus group meetings.
- 114 From the focus group meeting with youth-NGO members/volunteers in Ankara, May 2007.
- 115 Shelley H. Billig. 2000. "Research on K-12 School-Based Service Learning: The Evidence Builds." Phi Delta Kappan, May 2000.
- 116 From the focus group meeting with youth-NGO members/volunteers in Ankara, May 2007.
- 117 From the focus group meeting with Local Youth Councils' members, May 2007.
- 118 Ibid.
- 119 Ibid.
- 120 The official name for the National Agency is Prime Ministry State Planning Organization Directorate of European Union Education and Youth Programmes Centre.
- 121 The National Agency supports education and work abroad in which the financing is done by EU funds. Over 15 million Euros was provided in 2003-2007 for the financing of scholarships. Youth who are determined to undertake their studies can realize their aspirations with these scholarships after a series of exams and interviews.
- 122 *State of Youth Survey*.
- 123 According to TURKSTAT's latest estimations made before the 2007 Population Census, Turkey's population growth rate was 1.26%. TURKSTAT's projections based on the same estimations also show that the population growth rate will continue to slow down significantly in the next decade and decrease to nearly 1%. New estimations and projections on the population growth rate will later follow, according to the results of the 2007 Population Census.
- 124 These statistics are taken from the editorial of the Turkish monthly economic magazine Capital's November 2003 issue that was commemorating the 80th year of the Republic.
- 125 Its three largest merchandise export items are textiles, automotive, and consumer durables.
- 126 Can Fuat Gürlesel, Türkiye'nin Kapsındaki Fırsat: 2025'e Doğru Nüfus, Eğitim ve Yeni Açılımlar (The Opportunity at Turkey's Gate: Population, Education and New Directions towards 2025), October 2004.
- 127 Cem Behar, "The General Panorama of Turkey's Population: 1923-2023," in C. Behar (ed.) Turkey's Window of Opportunity: Demographic Transition and Its Implications. Istanbul: TÜSIAD (Turkish Industrialists and Businessmen Association), 1999.
- 128 Their highest proportion in the population was 20.4% in 1990.
- 129 İnsan Tunalı, "Labour market implications of the demographic window of opportunity,"

- Forum, December 1996.
- 130 This fact is also touched upon in UNFPA State of World Population 2007 , Unleashing the Potential of Urban Growth.
 - 131 Cem Behar, "The General Panorama of Turkey's Population: 1923-2023," 1999.
 - 132 Trends quoted here are based on the study of Can Fuat Gürlesel, Türkiye'nin Kapısındaki Fırsat: 2025'e Doğru Nüfus, Eğitim ve Yeni Açılımlar (The Opportunity at Turkey's Gate: Population, Education and New Directions towards 2025), October 2004.
 - 133 From the Speech of Basile J. Neidas, CEO, OPAP SA, Greece, at the OECD Forum on Balancing Globalisation in Paris on 22-23 May 2006.
 - 134 TÜBİTAK, Vision 2023 Eğitim Ara Raporu (Education Intermission Report).
 - 135 UNESCO, Education For All Global Monitoring Report 2007: Strong Foundations Early Childhood Care and Education.
 - 136 Kırdar, Humanizing the Digital Age, p.25.
 - 137 UIS Bulletin on Science and Technology Statistics, April 2004, Issue No. 1
 - 138 ILO, Global Employment Trends for Youth , 2006.
 - 139 The YEN was created under the impetus of the Millennium Declaration, where the largest gathering of Heads of State and Government ever met at the Millennium Summit in September 2000 and resolved to " develop and implement strategies that give young people everywhere a real chance to find decent and productive work." YEN has been strengthened by a series of UN General Assembly Resolutions, the December 2002 Resolution on promoting youth employment (A/RES/57/165) and Resolution A/RES/58/133, of January 2004, concerning policies and programmes involving youth and the February 2006 Commission for Social Development resolution on Youth Employment (E/CN.5/2006/L.3). These resolutions encourage countries to prepare National Action Plans (NAPs) on youth employment with the assistance of the ILO, other UN agencies and the World Bank as well as the participation of young people. Info from www.ilo.org/yen
 - 140 Nineteen countries have stepped forward to volunteer as Lead Countries for the YEN to share experiences, and led the way in formulating action plans on youth employment: Azerbaijan, Brazil, Democratic Republic of the Congo, Ecuador, Egypt, Georgia, Indonesia, Islamic Republic of Iran, Jamaica, Mali, Namibia, Nigeria, Rwanda, Senegal, Sri Lanka, Syria, Turkey, Uganda and the United Kingdom.
 - 141 David J. McKenzie, "A Profile of the World's Young Developing Country Migrants," Institute for the Study of Labour Discussion Paper Series No. 2948, July 2007.
 - 142 The number of young people living in poverty is not only a problem of the developing world. Australia has the highest rates of child poverty behind Russia, the USA and Italy, and it will take just a little time before child poverty becomes youth poverty. Bradburry&Janti, 2001; Neville, 2002: 8 from Judith Bessant, Principles for Developing Youth Policy, Policy Studies, Vol. 26, No.1, 2005, p.105. (<http://www.un.org/esa/socdev/unyin/iyd2006.htm>)
 - 143 United Nations Population Fund, UNFPA State of World Population 2003.
 - 144 UN, 1995.
 - 145 World Bank, Turkey Poverty Policy Recommendations, Vol. II, August 2005.
 - 146 Ayşe Buğra and Çağlar Keyder, New Poverty and the Changing Welfare Regime of Turkey, 2003.
 - 147 Ibid.
 - 148 Ibid.
 - 149 Buğra and Keyder, New Poverty and the Changing Welfare Regime of Turkey, 2003.
 - 150 SPO and UNDP, Millennium Development Goals Report, Turkey 2005.

- 151 *ibid.*
- 152 Data obtained from TURKSTAT's 2007 census results are specified with an *, all other relevant data are the TURKSTAT population and development findings of 2006.
- 153 The data in this section are taken from the TURKSTAT population and development findings, except the GNP.
- 154 The data in this section are taken from TURKSTAT population and development findings, 2006 (<http://www.turkstat.gov.tr>).
- 155 The data in this section are taken from TURKSTAT population and development Findings, 2006 (<http://www.turkstat.gov.tr>).
- 156 This number is for the year 2004
- 157 Statistics on labour force are taken from TURKSTAT Household Labour Force Survey, 2006
- 158 Data on poverty are taken from Turkish Statistics Institute's Survey on Poverty, conducted in 2006.
- 159 Level 2 Statistical Regional Units from TURKSTAT data. Sources: The 2008 Programme, State Planning Organization; TURKSTAT; and Ministry of Finance.
- 160 Data are obtained from TURKSTAT 2007 census results.
- 161 Data are obtained from TURKSTAT Household Labour Force Survey results of October 2007.
- 162 Schooling ratios of the year 2005-2006 were taken from the TURKSTAT education statistics. Latest population projections according to results of General Population Census in 2000 year were used.
- 163 Provided by UNICEF Turkey Office.
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