

“HOW EDUCATION AND TRAINING POLICY OF THE EUROPEAN UNION  
OPERATES ON EDUCATION IN TURKEY – CASE OF SUB-PROGRAMME  
COMENIUS – MULTILATERAL PROJECTS”

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## ABSTRACT

“HOW EDUCATION AND TRAINING POLICY OF THE EUROPEAN UNION  
OPERATES ON EDUCATION IN TURKEY – CASE OF SUB-PROGRAMME  
COMENIUS – MULTILATERAL PROJECTS”

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This thesis analyzes EU’s education and training policy together with EU-Turkey relations and Turkey’s path in candidacy regarding the education and training policy. Treaty base of the European Union Education and Training Policy together with its chronological development and its institutions of ET policy, the benchmarks in education and training, strategic objectives and European Union Education and Youth Programmes will be discussed. Moreover, since Helsinki, Turkey’s legislative regulations and adaptations, institutional arrangements and changes, national and regional projects/campaigns in line with the EU’s educational objectives, programmes and funds benefitted will be examined. With a case study, this thesis will trace the impact of education and training action programmes on education in Turkey within the context of impact on personal and professional development, impact on institutional cooperation and capacity building.

Keywords: European Union education and training policy, EU-Turkey Relations, European Union Education and Youth Programmes, Pre-Accession process of Turkey

## ÖZ

### AVRUPA BİRLİĞİ EĞİTİM PROGRAMLARI TÜRKİYE’DE EĞİTİME NE GETİRMEKTEDİR – BİR DURUM ÇALIŞMASI: COMENIUS ÇOK TARAFLI PROJELER

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Bu çalışma, Avrupa Birliği’nin Eğitim politikalarını AB-Türkiye ilişkileri ve Türkiye’nin adaylık sürecinde yürüttüğü eğitim politikaları ile birlikte incelemektedir. Avrupa Birliği Eğitim politikasının yasal çerçevesi, tarihsel gelişimi, ilgili kurumları, eğitim ve öğretim alanındaki hedefleri, stratejik amaçları ve AB Eğitim ve Gençlik programları tartışılmıştır. Ayrıca, Helsinki’den bu güne, Türkiye’nin eğitim alanındaki yasal düzenlemeleri, kurumsal düzenlemeler ve değişiklikleri, AB’nin eğitim hedefleri ile uyumlu ulusal ve bölgesel projeler, ayrıca faydalanılan program ve fonlar incelenmiştir. Bir durum çalışması yapılarak, AB Eğitim Programları’nın Türkiye’de eğitimi nasıl etkilediğine, kişisel ve mesleki gelişim, kurumsal işbirliğinin ve kapasitenin gelişimine olan etkisi çerçevesinde, cevap aranmıştır.

Anahtar Kelimeler: Avrupa Birliği eğitim politikaları, AB-Türkiye ilişkileri, Avrupa Birliği Eğitim ve Gençlik Programları, Türkiye’nin adaylık süreci

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## **LIST OF ABBREVIATIONS**

AHEAD	Project of ‘Web based PBL training to improve headmasters’ skills and promote an ‘innovative school’
CEC	Commission of the European Communities
Cedefop	European Centre for the Development of Vocational Training
COREPER	Permanent Representatives Committee
DIGM	Directorate General for External Affairs - MoNE
DG	Directorate General
EACEA	Education, Audiovisual and Culture Executive Agency
EC	European Communities
ECSC	European Coal and Steel Community
ECTS	European Credit Transfer System
ECVET	European Credit for Vocational Education and Training
EEA	European Economic Area
EEC	European Economic Community
EFTA	European Free Trade Association
EP	European Parliament
EQF	European Qualifications Framework
ESF	European Social Fund
ET	Education and Training
ETF	European Training Foundation

EU	The European Union
EUC	ERASMUS University Charter
Euratom	European Atomic Energy Community Treaty
EVS	European Voluntary Service
HEI	Higher Education Institutions
ICT	Information and Communication
IGC	Intergovernmental Conference
IPA	Instrument for Pre-Accession
IT	Information Technology
IVT	Mobility for Initial Vocational Training
LdV	Leonardo da Vinci
LLL	Lifelong Learning
LLP	Lifelong Learning Programme
MEB	Milli Eğitim Bakanlığı – Ministry of National Education
MoNE	Ministry of National Education
MS	Member States
NA	National Agency
NGO	Non-governmental Organisation
NP	National Plan
NPAA	National Program for the Adoption of the Acquis
NQF	National Qualifications Framework
NVQS	National Vocational Qualification System
MoNE	Ministry of National Education
OECD	Organisation for Economic Cooperation and Development
OMC	Open Method of Cooperation
PBL	Problem Based Learning

PCC	Projects Coordination Center
PCGH	Projects Coordination Group Headship
PISA	Programme for International Student Assessment
PLM	Mobility for People in the Labour Market
RATEK	Rüştü Akın Kız Teknik ve Meslek Lisesi
SGB	Strategy Development Headship - MoNE
SPO	State Planning Organisation
SWOT	Strengths, Weaknesses, Opportunities and Threats
TEU	Treaty of European Union
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
VET	Vocational Education and Training
VETPRO	Mobility for Professionals in Vocational Education and Training
VQA	Vocational Qualifications Authority
WP	Work Package
YOK	Higher Education Board – Yüksek Öğretim Kurulu

## **CHAPTERS**

### **1. INTRODUCTION**

This chapter tries to tell why it is important to investigate the education and training policy of the EU and Turkey's position in the relevant policy. Moreover, the purpose of the research and the questions which lead to this research are presented in this chapter. The research methodology, research scope and group together with data collection framework and the research restrictions are covered under this chapter as well.

#### **1.1 Problem Description**

Today, education is regarded as an important issue for communities due to not only its impact on nation building but also its contribution to create a strong and competitive community in the world since knowledge is regarded as the key actor for development.

The European Union, established for economic reasons, in time, realises that education is an important tool for the Union's future to become an economic power. Implementing several common policies which serve for the objectives economic integration, the educational policy was neglected at the very beginning, with only one article focusing on supporting vocational training. As Monnet says, much later than the foundation of the European Community "If I were to set the process of uniting Europe in motion once more, I would start with education" (Addison, 2002, p.303). Today, in the light of this realisation, educational policy of the Union has become a multi-dimensional, highly-funded, and multi-action

policy by still keeping its not being among the common policies. Therefore, starting with the founding treaty, the Treaty of Rome, till today the evolution and development of the European Union education and training policy is worth to examine. Beginning with only supporting vocational training, the path arrives to a point where several actions are funded in all areas of education and training from cradle to grave via mainly the Lifelong Learning Programme which is valid currently.

Desiring to become a knowledge-based society and keep economic development, the European Union puts a significant emphasis on its education and training policy in order to achieve the Union's targets for future. It is clearly uttered by the Council of the EU that

*“Education and training have a fundamental role to play in achieving the ‘Europe 2020’ objectives of smart, sustainable and inclusive growth, notably by equipping citizens with the skills and competences which the European economy and European society need in order to remain competitive and innovative, but also by helping to promote social cohesion and inclusion”* (Council Conclusions, 2011/C 70/01).

Therefore, in order to catch up with the developing world around, it is significant to look into the objectives, methodology and implementation of the Union's education and training policy. The open method of coordination as a policy implementation tool, the common objectives and benchmarks for Member States, and the action programmes to support for the achievement of common objectives and benchmarks in policy implementation is needed to look into as well.

Turkey, as a candidate country for the EU membership since 1999, has been involved in several common policies for harmonization, as well as in educational policies of the Union. Adopting the objective to be a developed country, Turkey admits that she has many things to learn and adopt from the EU's education and training policies as well. Therefore, since the candidacy began, what has been done and achieved by Turkey regarding the educational policies is another important issue to look into. The legislative regulations and adaptations done, the institutional arrangements and changes, the national and regional

projects/campaigns in line with the EU's educational objectives, programmes and funds benefitted should all be examined and analyzed in order to draw a picture of Turkey's path to membership regarding the educational policies. Moreover, the relation with the EU within the context of educational policies has to be explored through looking into screening reports, Accession Partnership Documents & National Plans, and Commission Progress Reports in order to better understand the process.

In the implementation of the EU's education and training policy, Community action programmes play a significant role as main policy tool. Turkey, upon starting of its candidacy, has become a part of those Community action programmes by fulfilling required adaptation and preparations. Turkey, since 2004, has been into and benefitting from these programmes. Therefore, it is worth to see to what extent Turkey gets benefit of these programmes in line with the programme objectives and priorities and in line with the country needs. Apart from drawing a general picture of Turkey's state of art in these programmes, what impact this programme has over education in Turkey and to what extend Turkey makes use of these programmes and achieves common goals and objectives are important to be investigated in order to estimate the future of the relations especially regarding the educational policy.

## **1.2 Purpose of Research**

The main purpose of the research is to define, take stock, and analyze reforms and changes in Turkey's educational policies since Turkey gained candidacy status in 1999 Helsinki European Council. The main research questions are:

- Why has Turkey experienced legal and institutional reforms and changes in educational policy during the pre-accession period?
- How did Education and Training Programmes operate on education in Turkey? What is the impact of changes and level of implementation: Case of Sub-Programme Comenius - Multilateral Projects?

In order to reach definitions and details regarding the main research purpose, below topics will be covered throughout this work:



- The background and history of the EU's education and Training policy.
- The implementation of its education and training policy: Implementation tools and method, common policy objectives and benchmarks
- EU-Turkey relations and the pre-accession process of Turkey focusing on education and training policy.
- Analysis of legal and institutional reforms and changes that Turkey has experienced during the pre-accession period.
- The impact of changes and level of implementation of the Education and Training Funding Programmes in Turkey - Case of Sub-Programme Comenius - Multilateral Projects.

Within the context of above mentioned content, the research will draw a detailed picture of the EU's education and training policy as well as EU-Turkey relations, Turkey's path in candidacy regarding the education and training policy, and an analysis of reforms and changes in the field of education. Moreover, through a micro research – a case study – the impact of changes and level of implementation of the Education and Training Funding Programmes in Turkey will be analyzed.

### 1.3 Restrictions

The research is restricted with the data gathered till the end of June 2012 when the research activities were completed. The research topic and scope is restricted with the EU's education and training policy and actions together with Turkey's policy and actions during the pre-accession period regarding the education and training.

Member States' own policy and actions regarding the education and training was left out of the research scope.

The case study is restricted with only one of the sub actions of the EU's education and training action programmes; the Comenius Sub-programme – Comenius Multilateral projects. Moreover, the research findings are restricted with the reflections gathered from 5 interviewees; three course participants out of twenty and two project team members out of four.

The statistical data about project numbers and funds is restricted with the recently updated data gathered from the official website of the Executive Agency, Turkish National Agency and Ministry of National Education.

#### **1.4 Research Methodology**

Studying on educational policies in EU-Turkey relations, this research attempts to explore two issues: changes in Turkey's Educational Policies since Turkey gained candidacy status in 1999 Helsinki European Council and legal and institutional changes have Turkey experienced during the pre-accession period, questioning the purpose behind. Moreover, to go deeper in the topic, this work also seeks to understand the impact and level of implementation of Education and Training Funding Programmes in Turkey by adopting a case study on the Sub-Programme Comenius - Multilateral Projects.

Yıldırım and Şimşek describes qualitative research as a research where qualitative data collection methods such as observation, interview and documentary analysis are used. Qualitative research is a research where a qualitative process is observed in order to reveal the perceptions and events in a natural environment in a realistic and holistic way. (Yıldırım, A., Şimşek H., p. 39). This thesis adopted qualitative research method as a basis. The purpose in qualitative research is to provide readers a descriptive and realistic picture of the research topic. Therefore, it is important to gather deep and detailed data. Thus, the research findings will have validity and reliability. Therefore, in this work, qualitative research process included two research activities; documentary research/literature review, and case study with interviews:

*As the documentary research*, theoretical examination has been done of certain texts and papers, published books on related topics, articles, reviews, and official documents of the EU and the Turkish state. Working on legal and technical documents together with documents gathered from several institutions' official websites it was aimed defining the research topic details and drawing a picture of the state of art. The documentary research process was started with searching for firstly official documents of EU (official documents of the European Commission, European Council and European Parliament) on the official websites.

The search for relevant books and articles was conducted over internet as well as university libraries (METU Library, Bahçeşehir University Library and Bilgi University Library). The official documents of Turkey regarding reforms and changes in education during the pre-accession process were mainly conducted on official website of the Ministry of National Education (MoNE) and the Ministry of European Union. Moreover, the MoNE and İstanbul Provincial Directorate of National Education were visited to gather data about official and legal documents and reforms as well as to collect information of Turkey's projects, actions and campaigns in line with the EU's education and training policy. Moreover, relevant MA/MS and PhD theses were investigated and examined on the Higher Education Board (YÖK) Thesis Centre.

Since the research problem includes the impact of action programmes and projects on education in Turkey, a detailed documentary research to gather data about funds and project was also important. In order to reach data on projects, the main sources were the official website of the EU on projects (The Executive Agency for Education, Culture and Audiovisual, [http://eacea.ec.europa.eu/index\\_en.php](http://eacea.ec.europa.eu/index_en.php)) and official website of Turkish National Agency ([www.ua.gov.tr](http://www.ua.gov.tr)).

'The case study is a common method in qualitative research' (Yıldırım, A., Şimşek H., p. 77). Therefore, to come up with results regarding the impact of action programmes on education in Turkey, a case study was adopted as a method. In this research, the *case study and interviews* were designed in order to better understand impact of changes and level of implementation of EU education and training programmes in Turkey by picking up a project which was supported under Sub-Programme Comenius - Multilateral Projects<sup>1</sup>.

Comenius Multilateral Projects are product based and larger scale projects which have to result with developing an identifiable outcome - e.g. a new curriculum, training course, methodology, teaching strategy, teaching material. Within the case study, firstly, one sample project was defined and a field research was done. The

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<sup>1</sup> Comenius Multilateral projects are **larger-scale actions**, which foresee cooperation between organisations from different countries in order to **develop innovation, and promote and disseminate good practice** in the field of school education. Each year around 30 projects are approved in all programme countries.

project<sup>2</sup> picked up for the case study is one of 37 projects approved in 2009 and completed in 2011. Relevant documents of the selected project (AHEAD project – detailed in Chapter 6) were gathered; the project application form, project final report, project evaluation report, and project website. Documentary work on the project resulted with a summary and interpretation of the project goals and objectives, priorities, activities, timeline, budget etc. Upon the documentary work, the interviews of the case study were commenced. 5 interviewees were defined; three of them were project beneficiaries who have attended the e-course which was the main project result, two interviewees were from the project team who manages the project in the partner school.

The main approach adopted to analyse the research findings was descriptive analysis approach. In descriptive analysis, the data is summarised and interpreted in line with the research topic. The interview questions and observation notes can also be included. In order to reflect the interviewees' views in a convincing way, quotations can often be used (Yıldırım, A., Şimşek H., p.224). Therefore, in this research, the descriptive analysis of case study findings included summary and interpretation of interviews in order to reach analytical results together with quotations.

### **1.5 The research scope and group**

The research scope is the European Union and Turkey within the content of educational policies. Moreover, the case study research was carried out through interviews with the school which is the project partner and the beneficiaries which are participants of the course developed by the project consortium.

The research group is consisted of 5 participants categorised in two groups; project beneficiaries and project managers. Category A is the project beneficiaries which consists participants 1, 2 and 3 who are the participants of the course. Category B is the project managers which consist of Participant 4, the principal of the partner school, and Participant 5, the teacher who was in the project team of the school.

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<sup>2</sup> AHEAD- Web based PBL training to improve headmasters skills and promote an 'innovative school'

## **1.6 Data Collection Framework**

Case study research was developed in order to examine the impact and level of implementation of Comenius Multilateral projects within the content of four themes; institutional capacity building, professional skills development, personal skills development, and sustainability.

The interview questions are shaped around those four themes and two additional general questions investigating the impact and level of implementation of EU education and training action programmes in Turkey. Two sets of questions were developed; one set is Category A -for project beneficiaries and the other set is Category B - for project managers.

## 2. EUROPEAN UNION EDUCATION AND TRAINING POLICY

*“If I were to set the process of uniting Europe in motion once more, I would start with education”* Jean Monnet, the founding father of the Union, pointed out the importance of education and training for the Union (Addison, 2002, p.303). Today, the Union puts a great emphasis on having and effectively implementing its Education and Training Policy (ET Policy). This chapter aims at drawing a clear picture of the treaty base of the European Union Education and Training Policy together with its chronological development and its institutions that have roles in ET policy. Moreover, coming to the current situation, this chapter will draft the Union’s benchmarks in education and training – i.e. current strategic targets in ET.

Education and training are essential at the European Union for the development of today's knowledge based society and economy. As Tarman states “Historical analysis of the EU’s education policy reveals the rationale for establishing the European Union – in a single word: economic” (Tarman, B., 2008, p.37).

Member States are in charge of their own education and training systems based on the subsidiarity principle. The principle of subsidiarity is defined in Article 5 of the Treaty on European Union.

*“Under the principle of subsidiarity, in areas which do not fall within its exclusive competence, the Union shall act only if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the Member States, either at central level or at regional and local level, but can rather, by reason of the scale or effects of the proposed action, be better achieved at Union level”* (Maastricht Treaty, 1993, Article 5).

In terms of education and training policies of the Union, Member States adopting the subsidiarity principle have chosen to cooperate in order to achieve common goals. The EU actions in education and training aim to improve the quality of education through cooperation and exchange of good practices and provide opportunities for people at all stages of their lives, which attributes a supporting role to the Union in its education and training policies.

## **2.1 Treaty base and Chronology of the EU Education and Training Policy**

The European Union, first founded as European Coal and Steel Community (ECSC), was a Community which mainly focuses on economic integration and peace and stability in the region. Therefore, when looked into the emergence and evolution of the ET policy it is apparently seen that the first attempts were based on improvement of workforce and employees. So the first concrete steps were seen in the field of vocational training, which was later expanded to all fields of education and training. Today, the Union has come to a stage that its treaty base of ET policy allows and promotes several action programmes to support education and training from cradle to grave. Throughout the history of the Union, there has been a significant development in its education and training policy, however it will be right to claim that all those developments have economic roots, as Dehmel states *“development of EU education and training policy has been strongly marked by economic aims”* (Dehmel, 2005, Appendix 1). The chronological development of treaty base of the ET policy of the EU will display the relationship between economical reasons/concerns and developments in the EU’s ET policy.

### **2.1.1 The Treaty of Paris and the Treaty of Rome**

European Union Education and Training Policy roots back the very first years of the Integration, firstly emerged aiming at supporting workforce and improving the economy via training of workers. In terms of educational co-operation, then, there was no specific reference to mention about an educational policy of the Community at the very beginning. To give a reference for the educational action the Paris Treaty, which established the Coal and Steel Community, only included a task in Article 56 for the Community *“to finance the retraining of employees”*.

Later, vocational training was identified as an area of Community action in the Treaty of Rome in 1957, which was the first concrete step towards current education and training actions. Several articles of the Rome Treaty included actions, directives and regulations in the field of vocational education. During those times, the main focus of the Community was still on the economical growth and welfare and its influence over the educational actions were obvious. Article 41 of the Rome Treaty proposed cooperation in the field of vocational training, Article 50 envisaged exchange programmes for young people and employees, and Article 57 suggested mutual recognition of diplomas and exams, which were all for improving the vocational training. Moreover, the Rome Treaty also included some articles towards today's more comprehensive implementation in ET, which were Article 118 that proposed strengthened cooperation in technical and further education and Article 128 that aimed at improving knowledge of European culture and history.

Apart from the Treaty of Rome, in 1957, there was another treaty – European Atomic Energy Community Treaty (EURATOM) – which also included some tasks in the field of vocational training. Articles 7 and 9 offered training programmes and, in order to facilitate vocational training, suggested establishment of a European university.

In 1963, upon previous stresses on improving vocational training within the Community, Council Decision of 20 April laid down general principles for implementing common vocational training policy. These principles suggested opportunity to receive training to be able to choose occupation and place of work (Official Journal of the EC, 1963, No.063, p.1338-1341).

In 1967, with the Merger Treaty, all the executives of ECSC, EEC and EURATOM were fused and this brought a single Council and a single Commission covering all previous formations and establishing European Communities (EC). Upon this fusion in the structure of the Community, in 1971, the first meeting of Education Ministers was held in the Council of Ministers. This meeting resulted proposing general guidelines for a Community action programme on vocational training (Official Journal of the EC, 1971, C 081, p. 0005-0011).



Council of Ministers was an inter-governmental meeting, so the meeting and decisions taken after were representing an inter-state level.

Till 1973, as seen above, all the actions taken towards education mainly focused on vocational training and they were not representing a policy characteristic but just appeared as actions and programmes. In 1973, so-called Janne Report was published under the title “For a Community policy on education” (EC Bulletin, 1973, Supplement 10/73). In this report, strong connection between economy and education was pointed out and it was proposed to have education not as a sector but as a future EC policy. It suggested that education should have a European dimension avoiding European nationalism and by respecting national structures it aimed to promote harmonization, which shows the way to current policy, based on co-operation in education and training. It is important to note that the Directorate General for Research, Science and Education was established the same year.

One year later, in 1974, Resolution of the Ministers of Education on co-operation in the field of education was launched (Official Journal of the EC, 1974, C 98/2). The resolution offered some principles for the European co-operation:

- 1- Gradual harmonisation of economic and social policy in the EC
- 2- Education will not be seen as a part of economic life
- 3- Each country's tradition is important and should be taken into account in the field of education.

The Resolution pointed out several actions as well, which displays that the cooperation in the field of education was started to be facilitated by going beyond just cooperation in vocational training:

- Improving facilities for the education and training
- Relationships between education systems in Europe
- The gathering of documentation and statistics
- More cooperation between higher educational institutions
- Facilitation of mobility of teachers, students and researchers
- Creation of equal opportunities and access to education at all levels.

In 1976, a permanent Education Committee was established and the content of the Resolution was detailed under the Action Programme. Moreover a decision was taken to set up information net on education (EURYDICE) which will be active in 1980. Eurydice foresees establishment of national offices which will provide national information regarding the education systems of the Member States.

In 1985, which was the year of talks completing internal market for the EC, Action Programme (1985-1991, and then as part of PETRA) on exchanges of young workers was launched. The Programme aimed young workers to expand their vocational training, knowledge of languages, and cultural and social awareness by providing more opportunities.

In 1987, Action Programme ERASMUS was launched, which is still in action today, in order to facilitate mobility of European students. The same year, Action Programme ARION, proposing study visits of education specialists and decision makers was also introduced for the period of 1987-2006. ARION Programme was later became a part of SOCRATES programme in 1995 and today the scope of the ARION programme is a part of Lifelong Learning Programme under the TRANSVERSAL Programme.

### **2.1.2 The Maastricht Treaty**

From 1988 to the Maastricht Treaty (1992), was a period of several new actions in the field of education and training. Some actions which were launched during post-1988 period are listed below:

YES I (1988-94): Youth for Europe Programme

PETRA (1988-91, 1992-94): Promoting of vocational training of young people and preparation for adult life

IRIS (1988-93, 1994-98): Networking between vocational training projects for women

LINGUA (1990-2006): Promotion of language competence within teacher education, secondary and higher education, and vocational training

TEMPUS I (1990-94): Trans-European Mobility Scheme for University Studies

JEAN MONNET PROJECT (1990--): promotion of the introduction of European integration studies in universities.

FORCE (1991-94): Promoting continuous vocational training

Regarding the programmes detailed above, the Treaty on European Union (TEU) established a new legal basis for EU activities in education (Art. 126 TEU) and vocational training (Art. 127 TEU). In 1992, with the Maastricht Treaty, establishing the European Union, Education was formally recognized as an area of European Union competency. The Treaty states in Article 126:

*"[t]he Community shall contribute to the development of quality education by encouraging co-operation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity."*

With this statement in the Treaty, the Community remarked how significant to develop quality of education via cooperation between the Member States, which brought later several Action programmes for the Member States. Then, Article 126 goes on stressing on the aims of foreseen Community actions for developing the quality of education. Those aims can be summarized as below:

- Developing the European dimension in education through the teaching and dissemination of languages
- Encouraging mobility of students and teachers
- Promoting cooperation between educational institutions
- Developing exchange of information and common experience on education systems of Member States
- Encouraging the development of youth exchanges
- Encouraging development of distance education

Article 127 of the Maastricht treaty brought statements on improving the vocational training by stressing on that *"the Community shall implement a*

*vocational training policy which shall support and supplement the action of the Member States*". Upon official recognition of education and training as a policy area in 1992, with the Maastricht Treaty, some more comprehensive action programmes were started to be launched. To begin with, TEMPUS II "Trans-European Mobility Scheme for University Students" was launched for the period of 1994-98, which apparently supports the aims for mobility of students with a contribution to improvement of vocational training.

Upon the Maastricht Treaty, a new and wide-ranging era of education and training policy has started. Commission's White Paper *Growth, Competitiveness and Employment* (CEC, 1993) presented lifelong learning as the 'strategic idea' indicating that 'Lifelong learning is ... the overall objective to which the national educational communities can make their own contributions' (CEC, 1994, p. 17). Moreover, the 1995 White Paper *Teaching and Learning: Towards the Learning Society* (CEC, 1995) also restates the importance of lifelong learning as a policy objective, which results with the decision of the announcement of the year 1996 as the European Year of Lifelong Learning with the objectives to make the European public aware of the importance of lifelong learning, to foster better co-operation, and to help establish a European area of education and training (CEC, 1995, p. 31).

The year 1995 was a fruitful year also for the introduction of new and more comprehensive action programmes – SOCRATES I, LEONARDO DA VINCI I, and YES II.

SOCRATES I (1995-99), a framework programme for education was introduced with a budget of ECU 850 million. SOCRATES I programme targeted to reach to a great number of students, teachers, decision-makers, and educational staff, developing the European dimension and improving the quality of higher education, school education, language teaching and learning, open and distance learning, and adult education.

LEONARDO DA VINCI I (1995-99) was launched as a framework programme for vocational training with a budget of ECU 730 million. It supported the mobility of young people to foster vocational training.

Action Programme YES II (1995-99) was a Youth for Europe programme with a budget of ECU 126 million. The main objective was to contribute to the education of young people outside school system. Moreover the Action Programme EVS (European Voluntary Service – 1996-99) was launched to foster the recognition of the value of an informal formative experience.

In 1997, the Amsterdam Treaty did not bring any change to any statements in the Articles 126 and 127, but just renumbered as Article 149 and 150. The Treaty also included a declaration on encouraging people to gain a high level of knowledge through wider access to education and lifelong learning. Upon the continuation of focus on education and training in the Amsterdam Treaty after the Maastricht Treaty, Commission released a Communication “Towards a Europe of Knowledge” which puts more emphasis on the educational actions (EU-Bulletin, 11-1997: 1.3.106). With the Communication, the Commission set out guidelines for future Community activities in the areas of education, training, and youth for the period 2000-2006. Mobility of persons, using ICT more for virtual mobility, cooperation networks, promotion of innovation were envisaged through different actions.

In 1998, Commission Communication “Learning in the information society: Action plan for a European education initiative” fostered connection and promotion of educational activities at regional and national level.

### **2.1.3 Education and Training since the year 2000 – Lisbon Strategy**

“Agenda 2000: For a stronger and wider Europe”, issued in the same year with the Bologna Declaration, had another contribution to the development of education and training policy by promoting improvement in vocational training. Agenda 2000, by supporting European Employment Strategy, brought promotion and improvement of vocational training foreseeing a skilled, well-trained and flexible workforce.

Later, the European Council held in 2000 in Lisbon ended up with adoption of the Lisbon Strategy – the new EU 10-year economic and social strategy including an

action and development plan to be fulfilled between 2000 and 2010. As set out in the European Council held in 2000 in Lisbon, its aim was to make the EU *"the most competitive and dynamic knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion"* by 2010. Apparently, the European Council in Lisbon in March 2000 re-emphasizes the importance of lifelong learning by defining it as a core element of its strategy. This emphasis shows that Education and Training play a key role in transforming the European Union (EU) into a world-leading knowledge-based society and economy. With the Lisbon Strategy, *"education, for the first time, was considered as a key factor in the implementation of the EU economic and social objectives set for 2010"* (Pepin, L. 2007, p.1).

Since the adoption of the Lisbon Strategy in 2000, political cooperation in education and training has been strengthened. First the "Education and Training 2010" work programme was put into action, and this is followed-up by the strategic framework for European cooperation in education and training "ET 2020".

In European Union education and training policy, the European Council in Lisbon can be considered as an important step since also it brought an agreement on *'open method of coordination'*. Coordination focuses on:

- a) joint search for and dissemination of best practices
- b) development of common benchmarks and guidelines.

The year 2000, upon the adoption of the Lisbon Strategy, became a year of beginning of several action programmes and second launch of Community action programmes brief information of which are given below:

Netd@ys Europe 2000: A Community initiative which aims to promote the use of the new media, particularly the internet, in education and culture. The priority of the Netd@ys Europe 2000 initiative was the changing role of teachers, trainers, and youth workers. With the Commission Communication on e-Learning – Designing tomorrow's education, dated 2000, the Union reminds the major strategic goal which was set at the Lisbon European Council: *"to become the most*

*competitive and dynamic knowledge-driven economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion*". Therefore e-Europe – An Information Society for All (EU-Bulletin, 12-1999, 1.2.139) was launched. e-Europe is initiated to make use of opportunities presented by information society, with the objective *"to bring every citizen, home and school, every business and every administration into the digital age"*; it offers new dimensions in the education and training policy as well.

"The e-Learning action plan – Designing tomorrow's education" mainly addresses to the effective integration of information and communication technologies in education and training, to encourage lifelong learning. The Commission identifies four key action lines (EU-Bulletin 3-2001: 1.3.86):

- Improving infrastructures and equipment
- Vocational training at all levels
- High-quality services and contents
- European co-operation and networking.

Action Programme SOCRATES II, 2000-2006 (EU-Bulletin, 2000, 1.4.17) with a budget of EUR 1,850 million stressed lifelong learning and active participation and integration into the world of work. It adopted the objectives below:

- To strengthen the European dimension of education at all levels,
- To promote the knowledge of EU languages
- To encourage co-operation and mobility in the field of education
- To encourage innovation in the development of educational practices and material and explore issues of shared interest in education policy.

Action Programme LEONARDO DA VINCI II, 2000-2006 with a budget of EUR 1,150 million promoted vocational training adopting below listed objectives:

- To increase skills of young people
- To improve the quality of continuing training
- To promote entrepreneurship and strengthen the contribution for developing innovation

YOUTH – Youth Action Programme 2000-2006 with a budget of EUR 520 million aimed to encourage non-formal education for young people by creating a European education area through mobility. It is the follow-up of the previous YOUTH FOR EUROPE and EVS programmes.

Arion programme TEMPUS III, 2000-2006 is a Trans-European Mobility Scheme for University Studies facilitating institution-building projects in the non-candidate countries.

After the year 2000 - a very active year for the EU Education and Training Policy - in 2001, some supportive actions were taken to strengthen what has been done. In Stockholm European Council Presidency Conclusions in the area of education, training and skills were included below statements:

- It is crucial to strengthen general education facilitating basic skills, particularly IT and digital skills in order to create a knowledge based economy in the EU.
- The Council and the Commission shall collaborate in the development of a detailed work programme on the objectives of education and training systems.

In 2001, Education and Training 2010 work programme was launched emphasizing that high-quality pre-primary, primary, secondary, higher and vocational education and training are fundamental to Europe's success. The action programmes launched earlier were actively carried on with the focus on ET 2010 objectives.

The same year, “Report from the Commission of 31 January 2001: The concrete future objectives of education systems” (COM, 2001, 59) was released adopting joint objectives listed below:

Objective 1: Improving the quality of education and training systems

Objective 2: Making access to learning easier

Objective 3: Opening education and training to the world



In 2002, at the Barcelona European Council meeting, the Education Council and the Commission jointly proposed the following work programme, together with a detailed timetable for the above mentioned objectives of education and training systems (Official Journal of the EU, 2002, C 142/01):

Objective 1: Improving the quality of education and training systems

- Improving education and training for teachers and trainers. Starting period: during 2002
- Ensuring access to ICT for everyone. Starting period: second half of 2001
- Increasing recruitment to scientific and technical studies. Starting period: second half of 2001
- Making the best use of resources. Starting period: during 2002

Objective 2: Facilitating the access of all to education and training

- Creating an environment conducive to learning. Starting period: between the second half of 2002 and the end of 2003
- Making learning more attractive. Starting period: between the second half of 2002 and the end of 2003
- Supporting active citizenship, equal opportunities and social cohesion. Starting period: during 2002

Objective 3: Opening education and training to the world

- Strengthening links with the world of work, research and society as a whole. Starting period: between the second half of 2002 and the end of 2003
- Developing the spirit of enterprise. Starting period: between the second half of 2002 and the end of 2003
- Improving foreign language learning. Starting period: between the second half of 2002 and the end of 2003
- Increasing mobility and exchanges. Starting period: during 2002
- Strengthening European cooperation. Starting period: during 2002

In 2006, a joint report of the Council and the Commission was released in order to give key messages for Education and Training to the March 2006 European Council. “Modernising education and training: a vital contribution to prosperity and social cohesion in Europe” document stressed on that Education and training are vital for growth, jobs and social cohesion.

In 2006, the European framework for key competences for lifelong learning, released at the end of year. This framework defines eight key competences and describes the essential knowledge, skills and attitudes related to each of these. These key competences are (Official Journal of the EU 2006, L 394):

- communication in the mother tongue,
- communication in foreign languages,
- mathematical competence and basic competences in science and technology
- digital competence
- learning to learn
- social and civic competences
- sense of initiative and entrepreneurship
- cultural awareness and expression.

In 2007, Brussels European Council of 8/9 March pointed out that “education and training are prerequisites for a well-functioning knowledge triangle (education — research — innovation)”, which places a great emphasis on the importance of education and training policy for the future of Europe and its future strategies.

In 2008, establishment of European Qualifications Framework (EQF) were realised with Recommendation of the European Parliament and of the Council of 23 April 2008 on the establishment of the European Qualifications Framework for lifelong learning (Official Journal of the EU, 2008/C 111). The EQF was designed in order to promote lifelong learning by making competences and qualifications more transparent and it was formally adopted by the European Parliament and the Council on 23 April 2008.

The year 2009 was announced as the European Year of Creativity and Innovation pointing out that “*Europe needs to strengthen its capacity for creativity and innovation for social and economic reasons in order to respond effectively to the development of the knowledge society*” (Official Journal of the EU, 2009, L 384/115).

In 2009, the Council Conclusions - November 2009 on ‘Developing the role of education in a fully-functioning knowledge triangle’ represented another significant step for the development of ET policy. Council Conclusions draws attention to the further integration of education, research and innovation in a fully-functioning knowledge triangle (education — research — innovation), and delivers the message that this will strengthen Europe’s innovative capacity and the development of a creative and knowledge-intensive economy and society through (Official Journal of the EU, 2009/C 302/3):

- A much enhanced and constantly evolving knowledge base in universities and research centres,
- Promoting a creative, innovative and entrepreneurial mindset among pupils, trainees, students, teachers and researchers.

#### **2.1.4 The Lisbon Treaty**

The Treaty of Lisbon, in force since 1 December 2009, did not change the provisions on the role of the EU in education and training, so the increasing focus on education and training kept its significance.

Since the year 2009, the world has been experiencing an era of economic downturn which also influences the European Union. This situation makes the Union, believing the power of the knowledge-based-society; invest more on its education and training policy. The European Union with ‘*Council Conclusions on education for sustainable development*’ indicates that education has an essential role in achieving its Europe 2020 strategy for jobs and growth. Education will make a major contribution in order to turn the EU *into a smart, sustainable and inclusive economy* (Official Journal of the EU, 2010/C 327/5).

In 2011, with the Council Conclusions (February 2011) 'The role of education and training in the implementation of the Europe 2020 Strategy' the Council stresses that education and training are key to achieving 'Europe 2020' goals and presents two proposed initiatives relevant to education and training as:

- Firstly, the 'Youth on the Move' initiative, which aims to help young people to achieve their full potential in training and education and thereby improve their employment prospects.
- Secondly, the 'Agenda for new skills and jobs' initiative, which highlights the need to upgrade skills and to boost employability.

On 20th December 2011, the Commission adopted the draft Joint Report of the Council and the Commission "Education and Training in a smart, sustainable and inclusive Europe", on the implementation of the Strategic Framework for European Cooperation in education and training (ET 2020). It highlights how cooperation in education and training can support reaching the objectives of the "Europe 2020" strategy. The joint report will be discussed in the Council in view of its adoption under the Danish presidency 2012.

Today, reaching the end of the latest Action programme period 2007-2013, the Union is preparing for the new period which will cover 2014-2020. ERASMUS FOR ALL is the new EU programme for education, training, youth and sport proposed by the European Commission on 23 November 2011. It is under discussion for approval by the European Parliament first and then the European Council. Considering the above mentioned emphasis put on the role of education and training in building '*a smart, sustainable and inclusive Europe*', the follow up of the programmes will keep its place in the agenda of the Union.

The chronological development of the European Union Education and Training policy, as explained above in detail, started as a tool promoting economic unity and development and today has reached to a status of key actor for growth and development for the Union, which reminds us the famous quotation of Monnet about how important education is in the success of the Union - "If I were to set the process of uniting Europe in motion once more, I would start with education" (Addison, 2002, p.303).

### 2.1.5 The Bologna Declaration and the Bologna Process

When examining the historical development of the ET policy of the Union, it is observable that despite the sovereignty principle there has been a convergence through action programmes and cooperation for achieving common objectives. This situation in education and training policy has its effect on higher education as well. Due to the sovereignty principle in the EU's education and training policy, higher education has been one of the policy responsibilities of European nation-states. However, as it is accepted by many scholars like Kealing,

*“national higher education arrangements are increasingly affected by international pressures, and the higher education sector in Europe is at present significantly influenced by two European-level policy developments: firstly, the higher education reforms initiated by the Bologna Process, and, secondly, the research aspects of the European Union's Lisbon Strategy for jobs and growth”* (Kealing, R., 2006, p.1).

In 1999, with the Bologna Declaration on the European Space in Higher Education another important step was taken by all the Member States regarding the education and training policy. Bologna Declaration was signed by the education ministers of 29 European countries, which was a commitment freely made by each country to reform its own educational system in order to create overall convergence at European level. Today, the Process unites 47 countries, and Turkey has been a full member since 2001. The main objectives of the Declaration are:

- The development of a Europe of knowledge
- Education of individuals who feels related to Europe as a common social and cultural area
- Increasing student, teacher, and researcher mobility
- Professionalism in higher education.

Today, the aims of the Bologna Process keep its significance among the ministers responsible for Higher Education in the participating countries. In the Conference of Ministers called ‘The Bologna Process 2020 - The European Higher Education Area in the new decade’ the ministers declared that

*"In the decade up to 2020 European higher education has a vital contribution to make in realising a Europe of knowledge that is highly creative and innovative... Europe can only succeed in this endeavour if it maximises the talents and capacities of all its citizens and fully engages in lifelong learning as well as in widening participation in higher education"*  
(Conference Communication, 2009, p.1).

As seen, strengthening higher education, as part of the overall education and training policy, is regarded as the key to create knowledge-based society in Europe.

## **2.2 EU Education and Training Policy: Evolution from the Beginning to Today**

The process of policy formulation in the field of education and training has evolved through the history of the EU with an increasing impetus and today it reaches to a phase that has a great significance in the Union's future strategies. Having had a role only of empowering workforce in order to support economic integration, today the EU education and training policy has a place which plays a crucial role to achieve *smart, sustainable and inclusive growth* in the European Union.

The education and training policy has been influenced by the change of EU's interest and activities in areas other than educational field. To give an example, in the 1980s, the sharp rise in youth unemployment shifted the emphasis considerably towards education for and in the world of work. Another example is the beginning of the 1990s when the political and economic decision for the establishment of the monetary union brought closer co-operation in social affairs and education. We can observe this apparently in the chronology of the EU's education and training policy. With the Maastricht Treaty - "*Community shall contribute to the development of quality education by encouraging co-operation between Member States*"- stronger and more enthusiastic steps were taken for the sake of cooperation in education. Coming to today, in order to come with the global economic crisis, the EU stresses on the crucial role of education in order to achieve its Europe 2020 strategy – enabling *smart, sustainable and inclusive growth*.

To look into deeply and understand the development of the European Union Education and Training Policy, four phases can be identified (Pepin, 2007). Four phases of development of EU educational policies described in detail by Pepin are given below:

1. *1957-1971: 'Pre-History' – Education and Training Have Different Starting Points*

Pepin calls this phase as 'Pre-History' because then there was almost no action about cooperation in the field of education and no strategy for education and training issues. With the Treaty of Rome, when integration was started, the only matter taken into consideration was the economical integration regardless of the expressions of European leaders after the Second World War for uniting people. Cultural and educational cooperation was left intergovernmental by giving it under the Council of Europe, which left the topic very sensitive and untouched for almost 20 years. Only in the early 70s, first steps to establish an action programme were adopted.

As for the vocational training, actually, the Rome Treaty obviously included a common approach since it is important for promoting establishment of economic integration. However, the actions and decisions towards enabling it remained limited.

2. *1971-1992: The Foundation Years for Cooperation in Education. Towards Recognition in Maastricht Treaty*

Towards the end of 60s and beginning of 70s, education began to get its place in the agenda of both the Community and in international context. The oil crisis brought unemployment and economic difficulties which make member states to think about cooperation in the field of education, mainly vocational training. In February 1976, Ministers of education decided on a Community action programme which has a political significance as it represents a will for cooperation in education while fully respecting national systems and not bringing harmonisation. The first implementations of action programmes were through pilot projects, study visits and joint study programmes which prepared the ground for Erasmus

Programme. In the field of vocational training the European Centre for the Development of Vocational Training – Cedefop was founded.

During 70s, especially thanks to the Janne Report, the importance of links between education and the economy was accepted. However, “despite the growing awareness, progress remained very slow” (Pepin, 2007, p. 124). Later, during 80s and 90s, a period when education gained legal recognition with the Maastricht Treaty, several programmes (Comett, Erasmus, Petra, Lingua, Force, Tempus) were adopted with increasing cooperation activities and budget. Concerning the vocational training, the Maastricht Treaty brought a revision for Article 127 on vocational training and located it in a closer place with education. Subsidiarity was still at the heart of education with the cooperation approach towards education and vocational training in the Maastricht Treaty (Pepin, 2007, p.125).

### *3. 1992-2000: The Emergence of the Concepts of Lifelong Learning and Knowledge-Based Society – Cooperation in Education and Training Get Closer*

This phase mainly includes how today’s very popular concept ‘lifelong learning’ became core topic in the agenda of the EU education and training policy since 90s. Delors’ remarks in his 1993 White Paper on ‘Growth, Competitiveness and Employment’ on the concepts play important role of rising awareness towards lifelong learning; “lifelong education is the overall objective to which the national educational communities can make their own contributions” (CEC, 1993, p.17). Upon his propositions, the year 1996 was designated as the ‘European Year of Lifelong Learning’. Delors’ White Paper (European Commission, 1994) and the White Paper on the learning society (European Commission, 1995) were keys to explain the move towards a more integrated approach to education and training policies, which later would lead emergence of an umbrella programme named Lifelong Learning Programme (LLP) covering separate programmes. Initiatives and conditions of 90s make people understand that cooperation in education and training is essential for development. Moreover, 90s made the political position and objectives of education clearer, which prepared the ground for the Lisbon strategy (Pepin, 2007, 126-127).



#### 4. 2000-2006: *The Lisbon Strategy for 2010 and Lifelong Learning – from Rhetoric to Implementation*

The European Council held in 2000 in Lisbon ended up with adoption of the Lisbon Strategy – the new EU 10-year economic and social strategy, which calls the Union to agree on a challenging programme for modernising education systems (European Council, 2000). As Pepin stresses that it was the first time that such a direct call for modernising education system came from the highest level of the Union. The Lisbon Strategy facilitated the cooperation in education and training actions in close connection with economic and social policies. As a follow up to the Lisbon agenda, the ministers of education decided on a work programme, Education and Training 2010 (ET 2010), covering goals to achieve and priorities to follow. The ministers also accepted using the new cooperation strategy ‘open method of cooperation’ while keeping the principle of subsidiarity.

The implementation of the Lisbon Strategy brought many concrete results related to lifelong learning; common framework of key competences, European Qualifications Framework, common principles for validation of non-formal and informal competences, works on quality assurance in vocational training are some examples for these concrete results. Today, the issues raised by the Lisbon Strategy keep shaping the direction of education and training policy.

### **2.3 Open Method of Coordination as Policy Implementation Method**

The areas of education, training, youth and culture are primarily under the competence of the Member States. The European Council in Lisbon brought a policy tool - *open method of coordination* in order to enable Member States to perform progress jointly in areas which fall within their competence in the path of achieving the Lisbon goals. The method includes “*guidelines and timetables*”, “*indicators and benchmarks*”, “*monitoring*” and “*mutual learning*”. It was designed ‘as a means of spreading best practice and achieving greater convergence towards the main EU goals’ (Lisbon European Council Conclusions, 2000). This method can be defined as ‘a tool that enables mutual comparison and learning, which reduces the risk which is a constituent part of every change and

reform' (Goetschy, 2003, p.14). The coordination, in this method, aims to focus on:

- a) joint search for and dissemination of best practices
- b) development of common benchmarks and guidelines.

In the education and training, being a policy under Member States' competence, the Open Method of Coordination (OMC) was adopted and the Member States are invited to use this method in order to achieve first ET 2010 and then ET 2020 strategic goals (Council Conclusions, 2002 and Council Conclusions, 2009). The usage of the method will be *"based on the identification of shared concerns and objectives, the spreading of good practice and the measurement of progress through agreed instruments, comparing achievements"* (Council Conclusions, 2002).

As Pepin states, this new cooperation method (OMC) enabled ministers to agree for the first time on a common set of objectives which are improving teacher education, developing key competences, access to ICT, increasing number of graduates in science and technology, making best use of resources, creating an open learning environment, making education and training more attractive, developing active citizenship, equal opportunities and social cohesion, strengthening links with the world of work, research and society, developing entrepreneurship education, improving foreign language learning, increasing mobility and exchanges and strengthening European cooperation (Pepin, L., 2007, p. 128).

The Community action programmes and funded projects display the emphasis on using this method for the implementation of the ET policy. The Community Action Programmes include joint search for innovation, dissemination of the outcomes, exchange of best practices and developing common guidelines and materials in order to increase the quality of education. With this respect the goals of the action programmes aligns with the goals of the open method of coordination.

In the Screening Report of Turkey, open method of coordination is also stated as a method established for education, training and youth policies with a view to

convergence of national policies and the attainment of shared objectives. *Open method of coordination* is considered as an important part of the EU's convergence policy, namely, Europeanization of education. "*A cooperation framework on education and training policies aims to harmonize national policies and the attainment of shared objectives through an open method of coordination*" (CEC, 2005, p.116). Apparently, Turkey, being a candidate country is expected to take part in this coordination by adopting the OMC in harmonization works of its educational policy during the pre-accession process. The Screening Report and the Progress reports mention about the necessity of adoption of the OMC in order to fulfil the harmonization requirements. In response to Commission's expectations for alignment regarding the OMC, Turkey, by fully participating in the community action programmes takes part in cooperation with the EU and Member States in the field of education and therefore shows her will to fulfil the harmonization.

## **2.4 Institutions, committees, agencies, and Networks related to Education and Training Policy**

European Union is managed by a range of institutions with different roles and authorities in its different fields of work. Education, with its increasing importance till today, is managed by sub-institutions which can be named as committees, Directorate-Generals and agencies. The European Union institutions display the features of its ET policy tools, methods and strategic objectives.

**The Council of the European Union - Education Committee<sup>3</sup>:** The Council is the EU institution where the Member States' government representatives sit, i.e. the ministers of each Member State with responsibility for a given area. This presents the Union's ET policy principle - the subsidiarity principle since this structure enables an intergovernmental nature instead a supra-national tendency.

**The European Commission - Directorate-General for Education and Culture<sup>4</sup>:** The Directorate General for Education and Culture is responsible for actions in the educational and vocational training sector. And it administers the

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<sup>3</sup> For details about the Education Committee see <http://www.consilium.europa.eu/homepage>

<sup>4</sup> For detailed information visit [http://ec.europa.eu/atwork/index\\_en.htm](http://ec.europa.eu/atwork/index_en.htm)

technical issues of the ET policy implementation. Namely, the DG observes and facilitates the implementation of the OMC and the Community action programmes.

**European Education Information Network-Eurydice<sup>5</sup>:** The Eurydice network supports and facilitates European cooperation in the field of lifelong learning by providing information on education systems and policies, which serves to the fulfilment of the OMC. In order to facilitate cooperation among Member States, the Eurydice Network plays a crucial role by providing detailed information on diverse education systems and policies. The publications and works of the Network helps Member States to understand what other member States do in their educational activities and promote convergence via cooperation. Turkey, as a candidate country, is a part of the Eurydice Network in order to fulfil her own harmonization by sharing details of her education system and policy.

**European Information network for Young People-Eurodesk<sup>6</sup>:** The Eurodesk European network is a support structure for the Youth in Action Programme. It aims to provide information and advice concerning to young people especially about the available opportunities in Europe. The information giving is carried out through national co-ordinators, networks of local information providers and co-operation partners, as contact points to the European Eurodesk network. The task done by the Eurodesk is also facilitating cooperation among Member States including the candidate countries. Moreover, by providing information for young people about the opportunities to develop themselves and/or to get training, the Eurodesk helps achieving the Union's recent strategic objectives of being a knowledge-based society via well-educated and well-equipped generations.

#### **Community Agencies:**

**The Education, Audiovisual and Culture Executive Agency (EACEA)<sup>7</sup>:** The EACEA is the body which is responsible for the administration of the Community programmes in the field of education. The Executive Agency operates for well-

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<sup>5</sup> For detailed information visit [http://eacea.ec.europa.eu/education/eurydice/index\\_en.php](http://eacea.ec.europa.eu/education/eurydice/index_en.php)

<sup>6</sup> For more detail visit <http://www.eurodesk.org/>

<sup>7</sup> For details visit [http://eacea.ec.europa.eu/index\\_en.php](http://eacea.ec.europa.eu/index_en.php)

functioning of the implementation of the open method of cooperation by managing the implementation of the projects run under several action programmes in cooperation with the National Agencies.

**European Centre for the Development of Vocational Training - CEDEFOP<sup>8</sup>:**

Cedefop, is a body which is founded to support development of vocational education and training (VET) policies and contribute to their implementation. Cedefop's strategic objective is to “*strengthen European cooperation and support the European Commission, Member States and social partners in designing and implementing policies for an attractive VET that promotes excellence and social inclusion*” (<http://www.cedefop.europa.eu/EN/>). Therefore, Cedefop is another institution which facilitates the implementation the open method of cooperation and, by promoting VET, Cedefop serves to the strategic goals of the Union to become knowledge-based economy.

**European Training Foundation (ETF)<sup>9</sup>:** The ETF is an EU agency that helps Union to achieve its ET goals by basing its work on the belief that “*lifelong learning can make a fundamental contribution to increasing prosperity, creating sustainable growth and encouraging social inclusion in transition economies*” ([http://ec.europa.eu/education/linkhomepage/etf\\_en.htm](http://ec.europa.eu/education/linkhomepage/etf_en.htm) ).

### **Overall Assessment of the Evolution of the ET Policy**

As discussed so far in this chapter, the historical development, so-called evolution, of the EUs education and training policy has represented an evolving nature, from starting at a very simple and limited point to being wider-broad and more complicated policy today. The driving reason for the development of the ET policy appears as the economic reason which is the driving factor of foundation of the Union. The starting point of the education and training policy first appeared as supporting vocational training in order to strengthen the workforce and today it serves for the strategic goals of the Union to become a power in the world.

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<sup>8</sup> For details visit <http://www.cedefop.europa.eu/EN/>

<sup>9</sup> For details visit [http://ec.europa.eu/education/linkhomepage/etf\\_en.htm](http://ec.europa.eu/education/linkhomepage/etf_en.htm)

The current strategic objectives influencing the education and training policy are the Union's desire to become a *knowledge-based society* by achieving *smart, sustainable and inclusive growth*. The EU, in order to fulfil its strategic objective for the future, dedicates a key role to its ET policy by increasing the scope of the programmes and by bringing variety to the funding opportunities, which will be given in detail in the next chapter. Moreover, in order to be successful in its ET policy, the Union suggests using the *open method of coordination* as a cooperation method in ET policy in order to promote convergence in the field of education and enable achievement in *smart, sustainable and inclusive growth*. As seen, although education, training, youth and are within the competence of the Member States, a cooperation framework on education and training policies with shared objectives binds Member States for convergence under the Chapter 26 – Education and Training.

Since shared objectives bind Member States through a cooperation framework, it is significant to look into the details of the Community Action Programmes as policy implementation tool within the context of the open method of coordination. Therefore, the strategic objectives of the Union's ET policy and the policy implementation tools will be covered in the following chapter.

The state of art in EU-Turkey relations, so-called the pre-accession process of Turkey, includes relations and thus cooperation in the field of education and training as well. While continuing harmonization works in several chapters, Turkey is responsible for making her education and training policy and actions align with the *acquis* requirements in the relevant chapter, Chapter 26. By taking part in the open method of cooperation process, Turkey adopts the Union's desire to become a knowledge-based society and she both contributes to and gets benefits of the ET policy which intends to serve for the achievement in *smart, sustainable and inclusive growth*. Therefore, it is worth to examine Turkey's pre-accession path in Chapter 26 and try to draw a picture of the current status. Chapter 4 of this research will cover details regarding Turkey's alignment process in the ET policy of the Union.

### 3. IMPLEMENTING THE EUROPEAN UNION EDUCATION AND TRAINING POLICY

As presented in the previous chapter, education and training are essential at the European Union for the development of today's knowledge society and economy. Therefore, the development of the education and training policy has been under the influence of the Union's desire to become a *knowledge-based society* by achieving *smart, sustainable and inclusive growth*. While Member States are in charge of their own education and training systems, they co-operate within the EU framework in order to achieve common goals. The European Union adopts a strategy focusing on that countries work together and learn from each other through adopting a method of coordination and cooperation. This coordination method (open method of coordination) includes adoption of common objectives and benchmarks, so-called strategic framework, and increased and effective use of Community action programmes. The Community action programmes in education and training, which have been on the scene since 1970s, aim to improve the quality of learning systems and provide greater opportunities for people at all stages of their lives, which attributes a supporting role to the Union in its education and training policies.

To give a clear picture of the implementation of European education and training policy, it is right to say that there are two components; **a strategic framework** as being general approach and **Community action programmes** in education and training as being the implementation tool. The strategic framework covers the strategic objectives and common benchmarks for education, while the action

programmes include a wide range of educational actions supported by the Union in order to achieve common objectives. To come up with a coherent framework of cooperation for education and training, the EU spent almost 30 years, and today it has a coherent framework which stands on two components: *Education and Training 2020* (preceded by ET 2010) and *Action Programmes* (Lifelong Learning Programme and Youth in Action – which will be united under one programme called ERASMUS in 2014). They both share one strategic objective: the implementation of the strategic idea of enabling lifelong learning.

This chapter covers details regarding the Education and Training 2020 and European Union Education and Youth Programmes together with its several sub-actions by giving a broad picture of the implementation of the EU's education and training policy.

### **3.1 Strategic Framework for European Cooperation in Education and Training-ET 2020**

The first component of the policy implementation in the field of education and training is the strategic framework for the ET policy which represents the EU's approach towards the policy. The Council Conclusions of 12 May 2009 on a *strategic framework for European cooperation in education and training* (ET 2020) is the main document which provides with the current strategic framework for European cooperation in education and training up until 2020 – ET 2020. The Council of the European Union, with this framework recalls the achievements of the “Education and Training 2010” (ET 2010) work programme which was developed within the context of the Lisbon Agenda, as well as reminding the challenges remaining. Therefore, ET 2020 is proposed with a view to responding to the challenges that remain in creating a knowledge-based society in Europe and making lifelong learning a reality for all. (Official Journal of the European Union, 2009, C 119).

The Council of the European Union reflects the EU's approach to its ET policy by stating that “*Efficient investment in human capital through education and training systems is an essential component of Europe's strategy to deliver the high levels of sustainable, knowledge-based growth and jobs that lie at the hearts of the Lisbon*



*Strategy*” (Official Journal of the European Union, 2009, C 119). This statement presents that the EU considers its ET policy as an important means of achieving the aims set with the Lisbon Strategy.

The strategic framework adopts its main aim as supporting Member States to further develop their education and training systems. These educational systems of the Member States are expected to better provide the “*personal, social and professional fulfilment of all citizens*”, as well as ensure “*sustainable economic prosperity and employability*” (Official Journal of the European Union, 2009, C 119). Apparently, the strategic framework of the education and training policy of the Union serves for the Union’s own goals for the future to create a *knowledge driven economy* by empowering the workforce and the society. Therefore, the whole spectrum of education and training systems from a lifelong learning perspective, covering all levels and contexts (including non-formal and informal learning) is a crucial pattern in the framework.

Four strategic objectives were set out for the framework of education and training and declared through the Council Conclusions. These are:

- “*making lifelong learning and mobility a reality*
- *improving the quality and efficiency of education and training*
- *promoting equity, social cohesion and active citizenship*
- *enhancing creativity and innovation, including entrepreneurship, at all levels of education and training*”

These four strategic objectives reflect that providing opportunities for achieving lifelong learning and mobility all around Europe is an important asset of the strategic framework, to serve for the EU’s own agenda for the future, as well as providing equal opportunities to all, and improving quality in education and training by facilitating creativity and innovation.

In order to achieve the objectives given above, a set of principles are also provided including the implementation of European cooperation in education and training from a lifelong learning perspective, whereby the open method of coordination (OMC) is used more effectively. For achieving European cooperation in education

and training, cross-sectoral cooperation, exchange and dissemination of good practices involving related stakeholders are the main principles which are required when working on the strategic objectives.

The strategic Framework ET 2020 also brings Member States to work together using the OMC, with a view to developing European cooperation in education and training based on the above-mentioned strategic objectives. Namely, the Council of the European Union invites Member States to *“work together... using the open method of cooperation to enhance European cooperation in the period up to 2020 on the basis of the four strategic objectives”* (Official Journal of the European Union, 2009, C 119). This pushes Member States to adopt national measures to attain the strategic objectives as well as to contribute to the achievement of the European benchmarks (Pepin, 2007, p.128). Although education and training is under member States’ responsibility due to the subsidiarity principle, the Council of the EU, by inviting member States to work together and achieve common objectives, tries to fulfil a convergence in this field. The strategic framework, here, is the main tool for this convergence works in the field of education and training.

### **3.1.1 European Benchmarks for 2020**

In order to achieve ET 2020 strategic objectives, the Commission, based on the achievements and challenges inherited from ET 2010, offers updated indicators and benchmarks for ET 2020. The benchmarks are set in order to monitor the progress and identify challenges of the Member States in the path of achieving objectives of the strategic framework in education and training – ET 2020. The Council of the European Union declares five European benchmarks for ET 2020 (Official Journal of the European Union, 2009, C 119):

#### **1. Pre-school participation**

Benchmark for 2020 is that by 2020 at least 95% of children between 4 years old and the starting age of compulsory education should participate in early childhood education. This benchmark displays how the EU puts emphasis on fulfilling lifelong learning since it pays attention to increasing quality in pre-school education by handling the situation from very early ages of an individual.

## **2. Low achievers**

Benchmark for 2020 remains as the same with 2010 which is by 2020 the share of low achievers in reading should decrease by 20% (to 17%). By 2020 the share of low achievers in reading, maths and science should be less than 15%. The EU, in order to become a knowledge-based society and to achieve sustainable economic growth, should have a well educated generation. Therefore, decreasing the number of low achievers at the European level is a crucial indicator for the progress made in the field.

## **3. Early school leavers**

Benchmark for 2020 remains as the same with 2010 which is by 2020 a share of early school leavers of no more than 10% should be reached. Decreasing early school leaving will contribute to achieving an increased level of schooling and this will further promote becoming a knowledge-based society. Therefore, combating school dropouts and preventing early school leaving will help creating well educated society which will lead the EU to have *knowledge driven economy with a sustainable growth*.

## **4. Tertiary attainment**

Benchmark 2020 is achieving tertiary attainment of 30-34 year olds should at least reach 40%. As mentioned before, lifelong learning is considered as an important means of achieving Europe 2020 strategy. Therefore, the ET 2020 goals also pay attention to further education and training of the people even after their younger ages. By supporting education of 30-34 year olds, the ET strategy puts emphasis on lifelong learning believing its power to create a knowledge-based society by empowering people.

## **5. Adult lifelong learning participation**

Benchmark for 2020 remains as the same with 2010 which is by 2020 an average of at least 15 % of adults (age group 25-64) should participate in lifelong learning.

Just like the benchmark of achieving tertiary attainment, enabling adults to take part in lifelong learning plays important role in reaching the EU's future goals in its 2020 strategy.

To sum up, all five benchmarks defined during the Council of the EU in 12 May 2009, serve for achievement of the ET 2020 goals, therefore in the long run Europe 2020 strategy. The benchmarks are set for monitoring the progress of the Member States in the fulfilment of ET 2020 strategic framework and they all contribute to enabling lifelong learning and creating *knowledge-based society* in order to make the EU *capable of sustainable economic growth*.

### **3.2 EU Education and Youth Programs and Actions**

The EU Education and Youth Programmes, namely Community Action Programmes is the second component of the implementation of the EU's education and training policy. When examining the ET policy of the Union it is apparent that the EU pays significant attention to the development of education and training policy in order to reach its future goals, by admitting that education is a key factor for the implementation of the EU's economic goals. Within this perspective, the policy implementation tool, namely the Community action programmes, also plays the role of being a tool for achieving Europe's 2020 goals of becoming *knowledge-based society, capable of sustainable economic growth*.

Regarding the education and training, the Community action programmes is the main policy implementation approach of the European Commission to initiate co-operation between the EU countries in educational matters. Besides cooperation, these programmes also promote – to a certain extent – convergence of the member states' educational policies. The action programmes, through cooperation, lead to the formulation of common targets and initiatives that encompass all types of education and training and cover all stages in lifelong learning in order to fulfil policy strategy.

The Lifelong Learning Programme 2007-13 and Youth-in-Action 2007-13 are the current and valid funding programmes supporting the EU's objectives in education and training functioning with the assistance and administration of networks and

agencies of actions in education and training (the Audiovisual, Education and Culture Executive Agency and the European Institute of Innovation and Technology).

In order to better understand the EU's education and training policy together with its implementation approach and tools, it is significant to examine background of the Community action programmes and details of current implementation.

### **3.2.1 Overview of Programmes and Actions through the History**

Coming to today, several programmes for education and training has been initiated as means of EU's implementing policy of education and training. Unlike the treaty basis of the education and training, the action programmes, as means of implementing policy, did not come to the scene until twenty years after the European Economic Community (EEC) was established by the Treaty of Rome in 1957. Despite this difference, the evolution of the Community action programmes represent a parallel nature with the evolution of the policy itself, in line with the priorities in the EU's own agenda.

#### ***3.2.1.1 The first generation of programmes: 1974 – 1995***

The first generation of the programmes cover the period from the mid-1970s when the first programmes for the vocational training launched based on Article 128 of the Treaty of Rome to early 1990 when amendments and re-organisations of the programmes emerged upon the impact of Single European Act of 1986.

The first wave of programmes in mid-1970s were organised with the concern of vocational training, as a reaction to youth unemployment. The main aim was to combat increasing youth unemployment by offering new opportunities to the youth in order to improve their vocational competences. Apparently, the action programmes, then, were representing the firstly emerging aims of the Community for supporting workforce and improving the economy via training of workers. Regarding the treaty base of the education and training policy, the first concrete step was the identification of vocational training as an area of Community action in the Treaty of Rome. Therefore, the first action programmes for the implementation of the policy appeared as supporting the vocational training.

The second wave of the programmes in 1980s were appeared upon the decision of the European Court of Justice, interpreting the Article 128 as giving European institutions right to adopt legislation in the field of vocational training and education which will be binding for the Member States. Thus the Commission had a regulative power in vocational training policy which brought a wave of new programmes and projects (Ertl, 2002, p.12). In the 1980s, when completion of internal market was on the agenda, the new wave of action programmes was varied. PETRA (1985-1992) on exchange of young workers, ERASMUS (1987-) on mobility of students, and ARION (1987-2006) on study visits of specialists and decision makers were introduced as new action programmes.

The third wave of early 1990s was the era of the launch of the Single European Act, which contained not direct provision on education but brought a new impetus to the developments and amendments in existing programmes. Below table lists the action programmes emerged then, together with its educational sectors, content areas and types of actions.

**Table 1: EU programmes in education and training in the early 1990s (Ertl, 2002, p.14)**

Acronym	Full Title	Educational Sectors	Content Areas	Types of Action
Arion (1991-1992)	Programme of study visits for educational specialties	<ul style="list-style-type: none"> <li>▪ schools</li> <li>▪ vocational training</li> <li>▪ higher education</li> </ul>	<ul style="list-style-type: none"> <li>▪ general education</li> <li>▪ vocational education</li> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ projects</li> <li>▪ exchanges</li> </ul>
Comett (1990-1994)	Community programme on cooperation between universities and industry regarding training in the field of technology	<ul style="list-style-type: none"> <li>▪ vocational training</li> <li>▪ higher education</li> <li>▪ further education</li> </ul>	<ul style="list-style-type: none"> <li>▪ New technologies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Projects</li> <li>▪ Industrial co-operation</li> </ul>
Erasmus (1990-1994)	European Community action scheme for the mobility of university students	<ul style="list-style-type: none"> <li>▪ Higher education</li> </ul>	<ul style="list-style-type: none"> <li>▪ General education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Exchanges</li> <li>▪ Institutional co-operation</li> </ul>

**Table 1 continued.**

Eurotecnet (1990-1994)	European action programme to promote innovation in the field of vocational training and resulting from technological change	<ul style="list-style-type: none"> <li>▪ Vocational training</li> <li>▪ Higher education</li> <li>▪ Further education</li> </ul>	<ul style="list-style-type: none"> <li>▪ New technologies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Projects</li> <li>▪ Networks</li> </ul>
Force (1991-1994)	Action programme for the development of continuing vocational training in the EC	<ul style="list-style-type: none"> <li>▪ Further education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Vocational education</li> </ul>	<ul style="list-style-type: none"> <li>▪ projects</li> </ul>
Lingua (1990-1994)	Action programme to promote foreign language competence in EC	<ul style="list-style-type: none"> <li>▪ Schools</li> <li>▪ Vocational training</li> <li>▪ Higher education</li> <li>▪ Further education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Languages</li> </ul>	<ul style="list-style-type: none"> <li>▪ Exchanges</li> <li>▪ Institutional co-operation</li> </ul>
Petra (1988-1992)	Action programme for the vocational training of young people and their preparation for adult and working life	<ul style="list-style-type: none"> <li>▪ Vocational training</li> </ul>	<ul style="list-style-type: none"> <li>▪ Vocational education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Projects</li> <li>▪ Exchanges</li> </ul>
Yes (1988-1991)	Action programme for the promotion of youth exchange in EC	<ul style="list-style-type: none"> <li>▪ Vocational training</li> </ul>	<ul style="list-style-type: none"> <li>▪ Vocational education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Exchanges</li> </ul>

As seen in the table, the launch of Single Market had a contribution to emergence of new action programmes to facilitate the education and training policy implementation. The programmes cover the areas of vocational training, general education, youth, policy makers, promotion of foreign languages, higher education, cooperation between universities and industry. Moreover, the activities

varied as projects, exchanges, institutional cooperation, and networks. This displays that, with the influence of internal market, education and training policy gained more importance and the supporting policy of the EU became wider covering more areas than strengthening vocational training.

### *3.2.1.1 The second generation of programmes: from 1995*

The second phase of programmes was mainly shaped by the new provisions in the Treaty on European Union (the Maastricht Treaty) which established a new legal basis for both vocational training and general education. As stated in Chapter 2, the Maastricht Treaty brought a new legal basis for the EU activities; in general education Article 126 and in vocational training Article 127. As a consequence of the new Articles, - Article 126 and 127 - two new framework programmes were established: Socrates for general education and Leonardo da Vinci for vocational training, firstly for the period of 1995 – 1999.

After initial five years, both programmes were extended for seven years for the period of 2000 – 2006, with more funding and slightly expanded activities (Ertl, 2002, p.20). Apparently, the new generation starting with the provisions of the Maastricht Treaty was accepted and approved to be continued. Therefore, the emphasis put on education and training policy by the Community kept its increase. The tables below display the list of newly emerged programmes together with their scopes, educational sectors and actions. Here we observe that the action programmes are divided into two main categories as SOCRATES (mainly supporting general education) and LEONARDO DA VINCI (supporting vocational training), which is in line with the legal basis of the programmes set by the Maastricht Treaty.

**Table 2: Action areas of Socrates II (Ertl, 2002, p.21)**

Measure	Scope	Educational Sectors	Types of Action
1: Comenius	Actions aimed at encouraging co-operation in school education	<ul style="list-style-type: none"> <li>▪ School education</li> </ul>	<ul style="list-style-type: none"> <li>▪ School partnerships</li> <li>▪ Training of school education staff</li> <li>▪ Networks</li> </ul>



**Table 2 continued.**

2: Erasmus	Actions aimed at mobility in higher education	<ul style="list-style-type: none"> <li>Higher education</li> </ul>	<ul style="list-style-type: none"> <li>Inter-university co-operation</li> <li>Exchanges of students and university teachers</li> <li>Thematic networks</li> </ul>
3: Grundtvig	Actions aimed at other educational pathways	<ul style="list-style-type: none"> <li>Adult education</li> <li>Formal and non-formal learning</li> <li>Lifelong learning</li> </ul>	<ul style="list-style-type: none"> <li>Co-operation projects</li> <li>Education partnerships</li> <li>Mobility schemes for trainers</li> <li>Grundtvig networks</li> </ul>
4: Lingua	Actions aimed at the promotion of teaching and learning of European languages	<ul style="list-style-type: none"> <li>School education</li> <li>Vocational training</li> <li>Higher education</li> <li>Further education</li> </ul>	<ul style="list-style-type: none"> <li>Exchanges</li> <li>Institutional co-operation</li> <li>Development of language learning tools</li> </ul>
5: Minerva	Actions aimed at information and communication Technologies (ICT) in the field of education	<ul style="list-style-type: none"> <li>Mainly open and distance learning</li> </ul>	<ul style="list-style-type: none"> <li>Projects to better understand and support innovation</li> <li>Projects to design new teaching methods</li> <li>ICT networks</li> </ul>
6: Arion	Actions aimed at observation and innovation of education systems and policies	<ul style="list-style-type: none"> <li>All areas of education</li> </ul>	<ul style="list-style-type: none"> <li>Study visits for decision-makers in education</li> <li>Transnational projects developing resources</li> </ul>

In the field of general education, with the provision of Article 126 of Maastricht Treaty, cooperation in schools, exchanges in higher education, lifelong learning through adult, formal and non-formal education, promotion of language learning and teaching, using ICT, following innovations in education systems and policies were supported through several action programmes, details of which are given in the above table. Cooperation projects, partnerships, mobility activities, networks,

exchanges, development of tools and resources, study visits, and etc were suggested as action types for the action programmes. These action types aim to improve quality of general education which contributes to achieving lifelong learning which was adopted as a strategic idea with the Commission's White Paper on *'Growth, Competitiveness and Employment'*.

**Table 3: Action areas of Leonardo II, (Ertl, 2002, p.23)**

Measure	Scope	Types of Action
1	Actions aimed at promoting mobility	<ul style="list-style-type: none"> <li>▪ Transnational placements</li> <li>▪ Translational exchanges</li> <li>▪ Study visits for the following target groups <ul style="list-style-type: none"> <li>- Young people in initial or further training</li> <li>- Trainers, teachers and training experts</li> <li>- Higher education students</li> <li>- Graduates for periods of practical training</li> </ul> </li> </ul>
2	Actions aimed at initiating pilot projects, including 'thematic actions'	<ul style="list-style-type: none"> <li>▪ Design, development, testing, evaluation and dissemination of innovative practices in the field of vocational education</li> </ul>
3	Actions aimed at promoting language competence	<ul style="list-style-type: none"> <li>▪ Joint development and assessment of <ul style="list-style-type: none"> <li>- Teaching material and methods</li> <li>- Language audits</li> <li>- Language self-tuition</li> </ul> </li> </ul>
4	Actions aimed at developing transnational co-operation networks	<ul style="list-style-type: none"> <li>▪ Joint work of partners from several countries regarding new approaches to <ul style="list-style-type: none"> <li>- Training</li> <li>- Exchange of good practice</li> <li>- Innovation in training</li> </ul> </li> </ul>
5	Actions aimed at developing reference material	<ul style="list-style-type: none"> <li>▪ Creation and updating of surveys and analyses</li> <li>▪ Observation and dissemination of good practice</li> <li>▪ Exchange of information</li> </ul>
6	Joint actions	<ul style="list-style-type: none"> <li>▪ Improvement of the cohesion of Leonardo measures with other EU programmes</li> </ul>
7	Accompanying measures	<ul style="list-style-type: none"> <li>▪ Establishment of national resource and information centres for vocational guidance</li> <li>▪ Co-operation with non-EU countries</li> </ul>

In the field of vocational training, with the provision of Article 127 of Maastricht Treaty, mobility, pilot projects, promotion of language competence, transnational co-operation networks, material development, and joint actions were started to be supported. Transnational exchanges and placements for people's vocational development and training are the main activities. Therefore, obviously, Leonardo da Vinci programme, with its sub actions, serves for the establishment of Single Market by bringing free movement of people for the sake of economic development. Moreover, by means of pilot project, networking and cooperation it was aimed to improve quality of vocational training through design, development, testing, evaluation, exchange, and dissemination of innovative practices.

### ***3.2.1.3 The third generation of the programmes: from 2007 to the end of 2013***

The third generation of the programmes is the programme which is valid today, called the Lifelong Learning Programme – LLP. The LLP is an umbrella programme covering general education and vocational training as well as higher education and adult education. Moreover, Youth in Action Programme, operating hand in hand with the LLP by supporting non-formal education through funding youth actions, is another wing of the currently running Community action programmes.

### **Lifelong Learning Programme: Education and Training**

*Lifelong learning* concept has emerged as a central strategy in the EU's Education and Training policy since mid-1990s, and today names the Commission's main educational action programme that has been into action since 2007 and will last till 2014. The European Commission has integrated its educational and training initiatives under this single framework, the Lifelong Learning Programme – LLP ([www.ec.europa.eu/llp](http://www.ec.europa.eu/llp)). The Lifelong Learning Programme, lasting from 2007 to 2013, is a single programme covers all learning opportunities from childhood to old age. With a budget of €7 billion, it supports projects and activities that foster exchange, co-operation and mobility across the EU.

The general objective of the programme, as set out in Article 1.2 of the programme Decision, is *"to contribute through lifelong learning to the development of the*

*European Union as an advanced knowledge-based society, with sustainable economic development, more and better jobs and greater social cohesion, while ensuring good protection of the environment for future generations"* (Council Decision No 1720/2006/EC). Particularly, the aim of the programme is to promote exchange of experience, cooperation and mobility in education and training within the European Union in order to increase quality in education. The specific objectives of the LLP were set out in Article 1.3 of the programme Decision<sup>10</sup>. They vary from promoting lifelong learning in all areas to reinforcing cooperation, use of best practices, language learning, innovation, creativity, competitiveness, employability, and growth.

*"The overarching priority of the Lifelong Learning Programme (LLP) is to reinforce the contribution of education and training to the priorities and headline targets of the EU 2020 Strategy which is the EU's growth strategy for the next decade"* (LLP Call for Proposals Strategic Priorities 2012, p.5). As mentioned before, the EU sets its priorities and future strategies, so-called EU 2020 Strategy which foresees Europe to have *'high levels of sustainable, knowledge-based growth'* (Official Journal of the European Union, 2009, C 119). Within this perspective, education and training plays a crucial role to achieve those 2020 objectives. Therefore, EU 2020 Strategy covers education and training objectives to achieve - Education and Training 2020 (ET 2020).

Lifelong Learning Programme is the action programme for the implementation of European policy in education and training as set out in the strategic framework for European cooperation in education and training ET 2020, adopted in May 2009, using the open method of coordination. The most recent programme priorities target increasing quality of education by fostering lifelong learning and mobility, encouraging cooperation and exchange of good practices, supporting teacher training, promoting *key competences*<sup>11</sup>, and supporting gender equality and inclusion.

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<sup>10</sup> For details see Council Decision No 1720/2006/EC.

<sup>11</sup> 1. Communication in mother tongue, 2. Communication in foreign tongue, 3. Mathematical competence and basic competences in science and technology, 4. Digital competence, 5. Learning to learn, 6. Social and civic competences, 7. Sense of initiative and entrepreneurship, 8. Cultural awareness and expression.

In order to address to the programme priorities, currently the Lifelong Learning Programme consists of four sub-programmes/sectoral programmes which cover different sectors in the field of education:

- **Comenius** (for schools),
- **Erasmus** (for higher education),
- **Leonardo da Vinci** (for vocational education and training)
- **Grundtvig** (for adult education).

Moreover, under the Lifelong Learning Programme a **transversal programme** complements these four sub-programmes, to ensure that they achieve the best results; it supports policy cooperation, languages, information and communication technologies, and effective dissemination and exploitation of project results.

The **Jean Monnet** programme also functions under the Lifelong Learning programme, which aims at teaching, reflection and debate on the European integration process at higher education institutions worldwide.

### **Participation in the Lifelong Learning Programme**

The programme is open to the 27 EU Member States as well as Iceland, Liechtenstein, Norway, Switzerland (the "EFTA-EEA countries", i.e. those countries which are members of the European Free Trade Association and also belong to the European Economic Area), Turkey, Croatia and overseas countries and territories<sup>12</sup> defined by Council Decision 2001/822/EC (amended by Council Decision 2007/249/EC):

The LLP is open to practically everybody who is involved in education or training, from all stakeholders: individuals (pupils, teachers, academicians, and adult

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<sup>12</sup>Greenland, New Caledonia and Dependencies, French Polynesia, French Southern and Antarctic Territories, Wallis and Futuna Islands, Mayotte, St Pierre and Miquelon, Aruba, Netherlands Antilles, Anguilla, Cayman Islands, South Georgia and the South Sandwich Islands, South Georgia and the South Sandwich Islands, Montserrat, Pitcairn, Saint Helena, Ascension Island, Tristan da Cunha, British Antarctic Territory, British Indian Ocean Territory, Turks and Caicos Islands, British Virgin Islands.

learners), institutions (schools, universities, non-formal and adult education institutions), NGOs working in the field of education etc.

The operational management of the Lifelong Learning Programme is carried out by the Commission (**Directorate General for Education and Culture**) in close co-operation with **National Agencies** (NA), and the **Education, Audiovisual & Culture Executive Agency** (EACEA) in Brussels.

**National Agencies (NA):** The NAs have role of facilitating the coordination and management of the programme actions at national level. The National Authorities monitor and supervise the National Agencies and provide assurance to the Commission on the proper management of the EU funds for decentralised actions of the programme.

The ‘**Executive Agency**’ in Brussels has the mission of implementing centralised European Commission-funded programmes and actions in the fields of education and training, active citizenship, youth, audiovisual and culture.

### **Sub-Programmes of the Lifelong Learning Programme**

As mentioned above, the Lifelong Learning Programme consists of four sub-programmes: Comenius, Erasmus, Leonardo da Vinci, and Grundtvig.

**1. The COMENIUS Programme:** is one of the components of the Lifelong Learning programme which covers projects addressing to all levels of school education, from pre-school and primary to secondary schools. The Programme involves everyone involved in school education: mainly pupils and teachers but also local authorities, representatives of parents’ associations, non-government organisations, teacher training institutes and universities, regarding activities related to all dimensions of school education.

The lifelong learning strategies of the EU’s Education and Training Policy and the Europe 2020 strategy of the Union has set several objectives to achieve in order to be a strong, globally competitive, knowledge-based society in the world. With the light of those objectives Comenius action programme adopts three main goals:

- *Ensuring that all students are given the means to acquire the full range of competences.*
- *Supporting schools to work with the world of work and other key actors,*
- *Continue to improve the quality of teachers, school leaders and other school staff (LLP call for Proposal, 2011-2013, p. 12).*

The Comenius Programme includes several sub-actions for funding in order to achieve program goals and objectives:

### **Mobility and Partnerships**

- Individual Pupil mobility
- In-service training of teaching staff
- Assistantship (mobility of teacher candidates)
- Comenius School Partnerships
- Comenius Regio Partnerships (cooperation of educational authorities)
- eTwinning (a web portal to promote European school cooperation, collaborative learning and project based pedagogy)

### **Multilateral projects and networks** (larger-scale actions):

- Comenius Multilateral Projects<sup>13</sup>
- Comenius Networks

**2. The ERASMUS programme:** is the education and training programme that addresses to the higher education supporting mobility of students, professors, and university staff as well as encouraging higher education institutions to play an active and decisive role in ‘Europe of Knowledge. ERASMUS programme is the main tool for the EU higher education policy since it is designed to fund programmes and projects fostering trans-national mobility and cooperation. ERASMUS program not only enables students to study and work abroad, but also funds co-operation between higher education institutions across Europe. The strategic framework of ET 2020 and Europe 2020 Strategy, promoting higher education and enabling the population aged-30-40 having completed tertiary

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<sup>13</sup> Subject of the case study included in this research.

education (ET 2020 benchmark) requires that higher education institutions should be more active. Therefore ERASMUS programme keeps its existence with an increasing focus.

ERASMUS Program sub actions and projects are described in Commission's official website and its official documents like "LLP General Call for Proposals 2011-2013 Strategic Priorities" ([http://ec.europa.eu/education/lifelong-learning-programme/erasmus\\_en.htm](http://ec.europa.eu/education/lifelong-learning-programme/erasmus_en.htm)):

### **Erasmus Student Mobility Actions**

- Erasmus Student Mobility for Studies
- Erasmus Student Mobility for Placements.

### **Erasmus Staff Mobility Actions:**

- Teaching staff mobility
- Staff mobility for training

### **Erasmus University Cooperations**

- The ERASMUS University Charter (EUC)
- ERASMUS Intensive Programme (IP)
- ERASMUS multilateral projects
- ERASMUS Academic Networks
- ERASMUS Preparatory Visits
- ERASMUS Accompanying Measures

**3. The LEONARDO DA VINCI programme:** is the main action programme which brings together the EU Member States and other countries to strengthen vocational education and training (VET) across Europe. For the EU's education and training policies, VET is vital to prepare individuals for today's society and ensure Europe's future competitiveness and innovation. In order to provide the skills, knowledge and competences needed in the labour market, actions in vocational education and training, action programme LEONARDO DA VINCI (LdV), play crucial role. Therefore, LdV serves for the Union's desire to become



knowledge-based economy by contributing to individuals to increase their professional skills as well as their employability.

The Leonardo da Vinci Programme supports practical projects in the field of vocational education and training. It also funds many different types of activities including ‘mobility’ initiatives enabling people to train in another country, co-operation projects to transfer or develop innovative practices, and networks focusing on topical themes in the sector.

### **Leonardo da Vinci Mobility Actions**

- Mobility for Initial Vocational Training- IVT
- Mobility for People in the Labour Market - PLM
- Mobility for Professionals in Vocational Education and Training – VETPRO
- Leonardo da Vinci - Preparatory visits

### **Leonardo da Vinci actions - Partnerships**

#### **Multilateral projects**

- LdV Multilateral projects - Development of Innovation (DOI)
- LdV Multilateral Projects – Transfer of Innovation (TOI)
- LdV - Thematic Networks
- LdV – Accompanying Measures

**4. The GRUNDTVIG Programme:** is a program which offers adults opportunities to improve their knowledge and skills, facilitate their personal development and employment prospects. The main aim of the program is to increase participation in adult learning (LLP Strategic Priorities, 2012). In the EU’s education and training policies, adult participation to learning environment is considered as crucial due to two challenges; large number of adults who left school early and the aging population. Therefore, adult participation to learning in order to develop skills and professional competences play important role in educational policies, which is why the Grundtvig programme emerges. Grundtvig programme also have several sub actions.

## **Mobility and Partnerships**

- In-service training of staff,
- Visits & exchanges,
- Assistantships,
- Workshops,
- Senior Volunteering Projects,
- Preparatory visits

## **Grundtvig partnerships**

- Learning Partnerships

## **Grundtvig Multilateral Projects**

## **Grundtvig Networks**

## **Non-Formal Education: Youth in Action Programme**

The European Union education and training policy not only invest on formal education (i.e. Lifelong learning Programmes), but also pays a significant attention to the non-formal education via the Programme of Youth in Action. Non-formal education (NFE) has been defined (Kleis. 1973. p. 6) as any intentional and systematic educational enterprise (usually outside of traditional schooling) in which content is adapted to the unique needs of the students (or unique situations) in order to maximize learning and minimize other elements which often occupy formal school teachers (Etling, A. 1993, p. 2).

Youth in Action Programme, being the successor of the Youth programme 2000-2006, is the EU Programme for young people aged 15-28 the legal framework of which is drawn with the Decision No 1719/2006 /EC. Non-formal education for children and youth focuses on the development of the individual child as a participant in society (Hamadache, A., 1991, p. 165). Therefore, in order to promote youth participation into social life via non-formal education, Youth in Action Programme promotes mobility, non-formal learning and intercultural dialogue, and encourages the inclusion of all young people, regardless of their

educational, social and cultural background. The Youth in Action programme has four permanent priorities (European Citizenship, Participation of young people, Cultural diversity, Inclusion) and additional annual priorities.

### **Youth in Action Programme – Sub Actions**

**Action 1 - Youth for Europe:** Encourages young people's active citizenship, participation and creativity through youth exchanges, youth initiatives and youth democracy projects.

**Action 2 - *European Voluntary Service*:** Helps young people to develop themselves by providing them opportunities for unpaid voluntary activities abroad.

**Action 3 - Youth in the World:** Promotes partnerships and exchanges among young people and youth organisations across the world.

**Action 4 - Youth Support Systems:** supports youth workers and youth organisations and improve the quality of their activities.

**Action 5 - Support for European Co-operation in the Youth field:** Supports youth policy co-operation by facilitating dialogue between young people and policy makers.

#### **3.2.1.4 The current initiatives and upcoming programmes: from 2014**

Since the current programme LLP is approaching to the end of its foreseen period, the Commission has already started the works for the new generation of the programme and its framework. According to the news published in the official webpage of European Commission Education and Training, this new generation of the programmes will be called 'Erasmus for All'<sup>14</sup>. It is supposed to be the new EU programme for education, training, youth and sport, proposed by the European Commission on 23 November 2011. However, the proposal is now under discussion by the Council (27 Member States) and the European Parliament who will take the final decision.

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<sup>14</sup> For details visit official website of the European Commission, Education and Training, [http://ec.europa.eu/education/index\\_en.htm](http://ec.europa.eu/education/index_en.htm)

With this new generation of programmes, Erasmus for All, all the current EU actions for education, training, youth and sport will come together under one umbrella. The objectives of the new programme will also be funding studying or training especially for higher education and vocational training students. These objectives reflect that the action programmes will keep funding exchange of people, good practices and innovations through cooperation, which displays that education and training keeps its importance for its role in achieving Europe 2020 objectives.

In conclusion, implementation of the ET policy of the European Union consists of two components; strategic framework and the Community action programmes. The strategic framework includes EU's strategic objectives and priorities in ET policy in line with the Union's own strategic goals. Common benchmarks display a binding nature for the Member States for convergence in the field of education and training. The Community action programmes include two main action programmes; the Lifelong Learning Programme and Youth in Action Programme, which together support formal and non-formal education activities all around Europe and will keep its existence under the new programme Erasmus for All, starting from 2014.

#### **4. EDUCATION POLICIES OF TURKEY DURING THE PRE- ACCESSION PROCESS**

Turkey gained candidate status during the European Council in Helsinki in 1999 and the pre-accession process for her has been started then. 35 Chapters that cover the obligations of membership are the main fields in which Turkey needs to fulfil necessary adaptations and harmonization. Chapter 26 – Education and Culture is the one that Turkey takes into consideration in terms of harmonization for actions regarding the educational policy. Therefore investigating the process of Turkey's harmonization in terms of education and training policy together with its contributions and/or challenges will be helpful to see to what extent Turkey has benefitted from the pre-accession process regarding educational issues.

It will be right to note that, Turkey, through open method of cooperation, takes part in community action programmes and thus takes part in joint development of innovation, exchange and dissemination of best practices, which aims at contributing to increasing quality in education. Where Turkey is in the EU's ET policy, together with contributions and benefits will be covered in detail in this chapter.

Turkey, benefitting from the pre-accession process in the field of education, has experienced adaptations, changes, and innovations in its educational policy and actions. She experienced those as legal adaptations and changes and also as national/regional projects for improving the quality and quantity in education. To what extent Turkey is sincere about these changes and improvements and to what extent she has been successful are the issues to discuss and question about. So far,

this research presented that the main aim behind some developments in the field of education and training policy of the Union is the strategic objectives of the EU for its future to become a knowledge-based economy, capable of sustainable economic growth. Accepting that Turkey's main aim in EU membership and therefore in harmonization policies and actions is to catch up with the European standards and become as strong as the European countries, this research tries to better understand Turkey's harmonization policies in education and training, questioning to what extend these harmonization works are in line with the objectives of the Union.

Detailed information as to the European Union Education and Training Policy has been presented in the Chapter 1, Chapter 2 and Chapter 3. This Chapter will first give brief information about the EU-Turkey relations towards membership. Moreover, this chapter will cover education policies of Turkey during pre-accession period together with detailing what has been done by Turkey during the Pre-Accession period in the path of harmonization.

#### **4.1. History of EU-Turkey Relations towards Membership**

Turkey has had a long association with the project of European integration. Applied for associate membership in the European Economic Community in 1959, on 12 September 1963, Turkey signed the Ankara Agreement and it is followed by an Additional Protocol signed in November 1970. Ankara Agreement was an "Agreement Creating an Association between the Republic of Turkey and the European Economic Community", which came into effect the following year on 12 December 1964, with the purpose of establishing customs union between Turkey and the EEC with the final goal of membership.

On 14 April 1987, Turkey submitted its application for formal membership into the European Community but she did not receive the status of candidate country until 1999. During the 1990s, Turkey proceeded with a closer integration with the European Union by agreeing to a customs union in 1995. And this brought Turkey to the Helsinki European Council of 1999, when the EU recognised Turkey as a candidate for full membership.

**Table 4: Turkey's long path towards the EU - 1** (Christensen, M.B., 2009, p.2)

<b>1963</b>	Association agreement between Turkey and the European Economic Community (EEC). Perspectives of Customs Union and full membership are mentioned although with vague formulations.
<b>1978-79</b>	The EEC suggests Turkey apply for membership along with Greece. Turkey refuses.
<b>1987</b>	Turkey applies for membership of the EEC.
<b>1989</b>	The European Commission acknowledges Turkey's eligibility for membership but refuses to proceed with the application due to economic and political problems including human rights.
<b>1995</b>	Establishment of the Customs Unions between EU and Turkey.
<b>1997</b>	The European Council decides not to give Turkey candidate status. Turkey suspends the political dialogue with the EU and cancels its participation in the European Conference.
<b>1999</b>	Turkey is granted candidate status at the Helsinki European Council in December, but without a start date for the initiation of accession negotiations.

#### 4.2 Pre-Accession Process for Turkey

Turkey was given candidate status in 1999 at the European Council summit in Helsinki. In 2002, Turkey was offered a timeframe of starting accession negotiations in December 2004, and the formal opening of accession negotiations with Turkey was happened on 3 October 2005. Upon opening negotiations, the Council adopted a negotiating framework consisted 35 chapters of rules of regulations for adaptations.

**Table 5: Turkey's long path towards the EU - 2** (Christensen, M.B., 2009,& <http://ec.europa.eu/enlargement>)

<b>2001</b>	The Council adopts the Accession Partnership for Turkey.
<b>2002</b>	AKP wins the parliament elections in Turkey. Prime Minister Recep Tayyip Erdogan initiates a far-reaching reform process.
<b>2002</b>	The Copenhagen European Council in December concludes that the accession negotiations will be opened without delay if by December 2004, Turkey meets the Copenhagen criteria.

**Table 5 continued.**

<b>2004</b>	The European Council decides to begin accession negotiations with Turkey on 3 October 2005.
<b>2006</b>	The Council suspends eight negotiation chapters due to the Turkish failure to apply to the Additional Protocol of the Ankara Agreement to Cyprus.
<b>2006</b>	Negotiations are opened on two chapters: Intellectual property and Company law.
<b>2007</b>	AKP repeats win in parliament elections in Turkey.
<b>2007</b>	Five chapters are opened in the areas of Trans-European Networks, Consumer and Health Protection, Financial Control, Statistics, and Enterprise and Industry.
<b>2008</b>	A court case against AKP raises questions about Turkey's democratic credentials.
<b>2008</b>	Adoption by the Council of a revised Accession Partnership for Turkey.
<b>2008</b>	Negotiations are opened on two chapters: Intellectual property and Company law (June 2008).
<b>2010</b>	Negotiations are opened on Chapter 12: Food safety, veterinary and phytosanitary policy.

As seen in the table above, the negotiations started and some progress has been achieved so far however in a slow pace since most of the chapters are pending to be opened and there are just a few chapters open to work on.

#### **4.3 Pre-Accession Process for Chapter 26-Education and Culture**

The areas of education, training, youth and culture are primarily under the competence of the Member States. Respecting the subsidiarity principle, the EU does not have a common policy for education and training, instead through open method of cooperation, it aimed to achieve shared objectives, which are stated in the "Education and Training 2020" program, which integrates all actions in the fields of education and training at European level. The common policy is that the Member States need to have the legal, administrative and financial framework and necessary implementing capacity to ensure financial management of the education, training and youth Community programmes (currently Lifelong Learning Programme and Youth in Action Programme).



Starting from Helsinki, Turkey has been into harmonization works in order to fulfil the requirements in the field of education and training. According to the current situation, Chapter 26 – Education and Culture is one of the two Chapters (together with Economic and Monetary Policy) the opening of which is foreseen in the near future since negotiation frameworks of them are prepared and submitted already.

Regarding the Chapter 26, like other chapters, legal, institutional, financial and human resources adjustments have been needed for Turkey and since Helsinki, there have been several changes regarding those areas. The first main step towards harmonization was the signing of Framework Agreement for Community Programmes in 2002, since the action programmes are the main policy implementation tools. In order to understand what Turkey should do and has done so far in terms of Chapter 26 – Education and Culture, from the context of Education, some official documents should be examined carefully. These are the Screening reports issued after screening process and Accession Partnership Documents and National Plans as well as the Progress Reports drafted by the European Commission every year.

#### **4.3.1 Screening reports**

Screening process is a very important phase of the pre-accession process for the EU membership since it consists of a detailed analytical study of the EU *acquis* and compliance level of relevant national normative instruments. Screening process is implemented for each candidate country for each chapter of the *acquis*. The Chapter 26 – Education and Culture, being one of the 35 chapters was put on the table for the screening process of Turkey in the year of 2005 with screening meetings.

The Commission and Turkey had a couple of screening meetings to examine existing laws of Turkey and of the EU and determine what differences exist. The first screening meeting of Turkey was the 26 October 2005 Explanatory Meeting, and the second one was the 16 November 2005 Bilateral Meeting. Those screening meetings, involving officials from the EU and from Turkey, provided an analysis of Turkey's problematic areas and institutional structure regarding the relevant chapter by providing guidance as to its re-shaping or strengthening in order to

ensure efficient implementation of the *acquis*. The screening report of Chapter 26 developed upon screening meetings covers chapter context, country alignment and implementation capacity, and assessment of the degree of alignment and implementing capacity.

**Chapter Context:** Turkey's Screening Report of Chapter 26 starts emphasising on the fact that *“the Community shall encourage cooperation between Member States and support and supplement their actions, while fully respecting their responsibility for the content of teaching, organisation of education and vocational training systems.”* The report also states that the *acquis* regarding education, training and youth consists of directives that envisage a cooperation framework. The report draws the chapter context by providing a brief summary of the chapter framework. The chapter framework covers open method of coordination on education, training and youth policies, objectives of education and training systems for the improvement and development of the quality of education and training systems - ‘Education and Training 2010’ - which integrates all actions in the fields of education and training at European level, implementing capacity to ensure sound management including financial management of all decentralised action programmes in education, training and youth.

**Country Alignment and Implementation Capacity:** The Screening report points out that

*“the Turkish Constitution guarantees the right of education and training, and the basic law covering formal and non-formal education specifies that educational institutions are open to all, regardless of race, sex and religion; equal opportunities shall be provided to everybody and general and vocational education should continue throughout people's lifetime”*  
(Screening Report, 2006, p. 2).

According to the report, this statement in the Turkish Constitution represents the basic alignment regarding cooperation in the field of education, training and youth, which allows Turkey to cooperate in the field.

Regarding Turkey's will for policy alignment the Screening Report includes Turkey's statement on

*“that it fully shares the ambitious set of goals and objectives in the field of education agreed upon by the EU as part of the broader Lisbon Agenda and aims to converge to those in the process of accession. Turkey takes part in the Education and Training 2010 process and has submitted a report in 2005 on its progress and national strategies towards the common goals”* (Screening Report, 2006, p. 3).

This statement presents that Turkey shares common objectives and goals of the EU by being willing for convergence in this field. By taking part into ET 2010 process, Turkey displays its sincerity in cooperation and convergence in educational policies by sharing the common goals.

Based on the information given by Turkey and meeting discussions, the report notes on Turkey’s indication to her will to accept the *acquis* regarding Education and Culture by addressing that she does not expect any difficulties to implement the *acquis* by accession.

Regarding education, training and youth issues in Turkey, the report included brief information of several features of education in Turkey:

- The availability of required legal basis; The Turkish Constitution guarantees the right of education and training, and the basic law covering formal and non-formal education.
- The role of MoNE; responsible for planning, conducting and controlling educational activities, including the opening-up of formal and non-formal education institutions and the performing of vocational training activities, all with the exception of higher education.
- The role of YÖK; the constitutionally autonomous Council of Higher Education, as organising, orientating and controlling the activities of the institutions of higher education.
- Current situation in formal education; eight years of compulsory primary education, free of charge in state schools, and four years of secondary education (general, vocational and technical). Admission to higher education (77 universities) is centralised and based on a nation-wide single-stage examination

- Turkey's statement on fully sharing the goals and objectives in the field of education agreed upon by the EU as part of the broader Lisbon Agenda and aiming to converge to those in the process of accession; the report remarks that Turkey takes part in the Education and Training 2010 process and has submitted a report in 2005 on its progress and national strategies towards the common goals.
- Redesigning of the curriculum following the results of the 2003 PISA study which showed that the performance of Turkish pupils is relatively low compared to EU and OECD averages, in particular for reading literacy.
- Promotion of the lifelong learning phenomenon in Turkey; the report indicates that the Ministry of Labour and Social Security and the Turkish Employment Organisation carry out special programmes in order to strengthen the link between vocational training and employment. Lifelong learning activities are provided by many different actors: government institutions, private sector and increasingly by NGOs.
- Turkey's participation to the Bologna Process (2001); the report lists the measures to implement its action lines.
- The national measures in relation to the objectives of youth participation and information; current youth policy in Turkey includes the promotion of the participation of youth in social and political life.
- Access to education for EU citizens; for school education, implementing legislation guarantees equal education, training and scholarship opportunities to pupils of migrant workers.
- Turkey's participation to the community programmes; Turkey takes part in Socrates, Leonardo da Vinci and Youth Programmes since 1 April 2004, after the establishment of the required structure.

**Assessment of the Degree of Alignment and Implementing Capacity:** The report indicates that *"Turkey has reached good level of alignment with and capacity to implement the acquis"*. It is expected from Turkey to continue its efforts towards the common objectives. The report drafts the alignment level as follows:

### Alignments:

- The objectives and priorities of Turkey's education, training and youth policies are largely in line with those of the EU. Turkey already takes part in the Education and Training 2010 process.
- The Law on education includes the basic principles of education for all, especially equal opportunities.
- Turkey shares the goals and objectives in the field of education agreed at EU level and aims to converge towards those in the process of accession.
- Turkey puts great efforts for increasing investments in education and improving access to education at all levels. However, the Commission indicates that there are needed further improvements.
- The objectives of Turkey's youth policy are in line with the Commission's White Paper and common objectives agreed at EU level. Turkey is ready to participate in the open method of cooperation in the youth field when it is invited.
- The implementing legislation on education of school aged children of migrant workers, adopted in 2002, is in line with the Directive 77/486/EC.
- Turkey has committed itself to apply fully the principle of non-discrimination between EU and Turkish nationals by the time of accession.
- Turkey's participation in the Community Programmes Socrates, Leonardo da Vinci and Youth has been successful. The Turkish National Agency carried out the management of the programmes successfully. The Commission expects no difficulty for Turkey to make necessary adjustments for the upcoming generation of EU Programmes (the Integrated Lifelong Learning Programme and the Youth in Action Programme).

This alignment assessment of the screening report displays that Turkey has already had many points in common with the EU in education and training policy and shows strong will to keep alignment process. Therefore, it presents an alignment in this field which will make the harmonization process easier.

Needed further improvements: According to the Screening Report, the assessment of degree of alignment suggests some further improvements for Turkey as listed below:

- to improve access to primary education,
- to better link the vocational training to the labour market,
- to increase quality in education,
- to overcome gender and regional differences in terms of schooling rates,
- to reduce the rate of early school leavers (currently 14% after compulsory primary education),
- to further enhance lifelong learning,
- to decentralise the system of higher education
- to ensure administrative and financial academic autonomy
- to ensure that there is no restriction concerning the number of EU students

The assessment regarding the further developments presents that Turkey needs to improve quality of education by offering equal opportunities and decreasing regional differences. This indicates that, despite high level of alignment in legislative matters, in practice Turkey needs improvement in order to catch the European standards. Moreover, centralised system stands as hinder and decentralisation is suggested for further developments.

To sum up, the report drafts the legislative and institutional state of art and developments that are in line with the EU acquis as well as the areas to be developed by also remarking that education should remain one of the priorities during the pre-accession period as a catalyser for sustainable development. This document is very important for Turkey in order to see what to do and what actions to take in terms of acquis harmonization in the field of education under the Chapter 26. Moreover, this report is significant for the EU in order to be able to see where Turkey is and draft what she should do for a further step. The screening meeting and the report set up the base also of accession partnership documents and national plans for Turkey, which are given in detail in the following part.

#### 4.3.2 Accession Partnership Documents & National Plans

The *Accession Partnership Documents* are prepared by the European Commission and they include the principles governing the negotiations, the substance of negotiations, negotiating procedures and list of negotiation chapter headings. This process of for Turkey was accompanied with a scanning process that was carried out by the Commission and through screening report the current situation in Turkey was outlined. In response to the Commission reports, Turkey prepared her road map, namely her National Plans (National Program for the Adoption of the Acquis-NPAA), which covers many areas to improve and adapt in the path of membership. NPAA is a detailed document that presents the priorities for the accession partnership and provides an agenda for political and economic reforms. Namely, the National Plan sets out how Turkey envisages dealing with the Accession Partnership with the EU, the timetable for implementing the Partnership's priority and implications in terms of human and financial resources (Tarman, B., 2008, p.43).

Accession Partnership Documents and National Plans of Turkey is given below in order to sum up the negotiations process of Turkey related to issues of education, training and youth.

##### **Accession Partnership Document – 19 May 2003**

*Education, Training and Youth:* Take appropriate measures to set up a body able to perform the duties of a national agency as well as all necessary mechanisms for the implementation and sound financial management of the Socrates, Leonardo da Vinci and Youth programmes.

##### **National Plan, 2003**

National Plan of 2003 declares two priority areas in terms of education: Harmonisation with EU acquis in the field of education, and establishment of the National Agency to ensure full participation in Community Programmes.

In the first priority, harmonisation with EU acquis in the field of education, The National Plan (NP) states that there is no need for harmonization since there has

been participating studies of the European Training Foundation. Furthermore, the NP points out a few of remaining inconsistencies by drawing up detailed plan of implementation in order to fulfil the necessary legislative and institutional changes which are given in the table below:

**Table 6: Schedule of Necessary Legislative Changes (National Plan, 2003, p. 553)**

<b>No</b>	<b>Title and Number of EU Legislation</b>	<b>Title of Draft Turkish Legislation</b>	<b>Responsible Institution</b>	<b>Proposed Date of the Approval of the Minister/Council of Ministers</b>	<b>Proposed Date of 1-Adoption by the Parliament 2- Entry into Force</b>
<b>1</b>	63/266/EEC: Council Decision of 2 April 1963 laying down general principles for implementing a common vocational training policy	Law establishing the system for mutual recognition of professional qualifications	Ministry of Labour and Social Security	2004, IV. Quarter	1. 2005, I. Quarter 2. 2005, I. Quarter.
<b>2</b>	85/368/EEC: Council Decision of 16 July 1985 on the comparability of vocational training qualifications between the Member States of the European Community	Law establishing the system for mutual recognition of professional qualifications	Ministry of Labour and Social Security	2004, IV. Quarter	1. 2005, I. Quarter 2. 2005, I. Quarter



The table regarding the legislative changes presents the alignment issue that Turkey has to comply with, which is here related to implementing common vocational training policy and achieving comparability of vocational training qualifications. Turkey, in response, offers her plan to bring a Law establishing the system for mutual recognition of professional qualifications by the Ministry of Labour and Social Security, by giving a timetable.

**Table 7: Schedule of Necessary Institutional Changes (National Plan, 2003, p.554)**

<b>No</b>	<b>Necessary Institutional Changes – (Ministry of Labour and Social Security)</b>	<b>Period of Implementation</b>
<b>1</b>	Establishment of a new institution responsible for determination of professional competence	2005
<b>2</b>	Employment of staff in the new institution	2005
<b>3</b>	Training of staff	2005

**Table 8: Schedule of Necessary Institutional Changes (National Plan, 2003, p.554)**

<b>No</b>	<b>Necessary Institutional Changes – (Ministry of National Education)</b>	<b>Period of Implementation</b>
<b>1</b>	Training of staff in the fields of EURYDICE, diploma supplement, TTNNet (teacher and trainer network)	2003 – 2004

The tables above present the institutional changes foreseen by Turkey together with a timetable. The foreseen institutional changes detailed above display that Turkey puts into her agenda the establishment of necessary institutions, employment of staff and training of the staff under the Ministry of National Education and Ministry of Labour and Social Security.

**Table 9: Schedule of Necessary Institutional Changes (National Plan, 2003, p. 557)**

No	Necessary Institutional Changes – (National Agency)	Period of Implementation
1	Training of staff in the field of Community Programmes	2003
2	Nation-wide promotion and awareness-raising activities	2003– 2004, I. Quarter

The second priority was to assure Turkey's full participation in the Community Programmes (Socrates, Leonardo da Vinci and Youth Programmes) by establishing the National Agency. Upon the approval of the framework agreement for Community Programmes, it was envisaged that Turkey will be able to have a full participation in the Programmes in 2004, thus the NP drafts the works had been done so far and then lists things to be completed. The NP declared that the Centre for Education and Youth programmes of the EU (National Agency - NA), which is today functioning under the Ministry for EU Affairs, was established by a Decision of Council of Ministers dated 29 January 2002, as a department within the State Planning Organization with an adequate number of staff and necessary infrastructure. The NA has been responsible for the implementation of Community Programmes. Therefore, as seen in the above table, it was planned to train staff for the Community Programmes and to start awareness building activities all over the country in order to let people know about and take part in these programmes.

#### **Accession Partnership Document – 23 January 2006**

*Chapter 26: Education and culture:* It foresees facilitating the functioning of the National Agency to consolidate participation in the Socrates, Leonardo da Vinci and Youth Programmes and promoting participation in the Culture 2000 programme.

## **Accession Partnership Document – 18 February 2008**

*Chapter 26: Education and Culture:* It suggests enhancing the administrative capacity of the Lifelong Learning and Youth in Action National Agency in order to be able to deal with the increased workload.

### **National Plan, 2008**

Under the Chapter 26 - Education and Culture, the NP 2008 focuses on only one priority which is enhancing the administrative capacity of the National Agency in order to be able to deal with the increased workload. It is noted in the NP that since its establishment in 2004, the National Agency has organised several awareness raising activities in order to reach people and let them be familiar with the Community Programmes in order to make use of their opportunities. Moreover, the NP declares that the dissemination activities and trainings for developing projects under Community programmes has attracted great number of interest and the demand for service from the National Agency has increased significantly. Thus a new priority, which is to increase the capacity of the NA has been adopted in order to fulfil the expectations stated in the Accession Partnership Documents of 2006 and 2008. The National Plan drafts its legislative and institutional plans as given in the table below.

**Table 10: Schedule of legislative alignment (National Plan, 2008, p. 284)**

<b>No</b>	<b>EU legislation in force</b>	<b>Draft Turkish legislation</b>	<b>Scope</b>	<b>Institution in charge</b>	<b>Public ation date</b>
<b>1</b>	Decisions No. 1719/2006/EC and 1720/2006/EC	Law on the Establishment and Duties of the Education and Youth Agency of Turkey.	Harmonizing with the relevant legislation for the periods between 2007-2013 of education and youth programmes of the EU This arrangement covers how education and youth programmes of the EU shall be implemented	Centre for Education and Youth Programmes of the EU	2009

<b>No</b>	<b>EU legislation in force</b>	<b>Draft Turkish legislation</b>	<b>Scope</b>	<b>Institution in charge</b>	<b>Publication date</b>
<b>2</b>	Decisions No. 1719/2006/E C and 1720/2006/E C	Implementing Regulation on the Human Resources of Education and Youth Agency of Turkey	Instituting a personnel regime in accordance with 2007 – 2013 period of education and youth programmes of the EU and enlarged scope of the Agency. This arrangement covers the all matters in relation to the personnel regime	Centre for Education and Youth Programmes of the EU	2009
<b>3</b>	Decisions No. 1719/2006/E C and 1720/2006/E C	Implementing Regulation on the Working Procedures and Principles of Education and Youth Agency of Turkey	Aligning the working procedures and principles of the Agency with the criteria envisaged for 2007 – 2013 period and with its enlarged scope. This arrangement covers the all matters related to the operation of the Agency.	Centre for Education and Youth Programmes of the EU	2009
<b>4</b>	Decisions No. 1719/2006/E C and 1720/2006/E C	Implementing Regulation on the Procedures and Principles regarding Budget and Accounting Applications of Education and Youth Agency of Turkey.	Harmonizing with amendments on budget and accounting envisaged for 2007 – 2013 period and making new arrangements in parallel with enlarged scope. This arrangement covers the all matters in relation to the principles and procedures of the budget and accounting practices of the Agency.	Centre for Education and Youth Programmes of the EU	2009

The above tables cover the foreseen adaptations regarding the functioning of the National Agency in terms of how the implementation of funding programmes will

operate, personnel issues, budget procedures and operation of the Agency, all of which are referenced to the related Council Decisions of the EU.

**Table 11: Schedule of institutional capacity building (National Plan, 2008, p. 285)**

No	Requirements	Year
<b>(Centre for Education and Youth Programmes of the EU)</b>		
<b>1</b>	Recruitment of additional staff and increasing the number of trainings	2009-2011

The table above presents how Turkey plans to achieve enhancing the administrative capacity of National Agency in order to be able to deal with the increased workload, which was suggested in the Accession partnership Documents of 2008. Turkey foresees that recruiting additional staff and increasing the number of trainings will help enhancing the administrative capacity of the action programmes.

To sup up, the Accession Partnership Documents give specific objectives to Turkey to achieve for the sake of harmonization and Turkey, in response, prepares its National Plan to indicate the measures she take together with a timetable. The main alignment tasks appear as taking necessary measures for enabling Turkey's full participation to the Community Action Programmes.

### **4.3.3 Commission Progress Reports**

The European Commission issues progress reports for the countries that are in pre-accession process in order to follow their improvements in line with the EU acquis for harmonization. The Commission has been developing progress reports for the candidate countries since 1998. The progress reports include an assessment of the progress made over the last twelve months by each of the candidates and potential

candidates, together with the areas where more effort is needed, based on monitoring and assessment activities of the Commission.

The progress reports cover sections of political criteria, economic criteria, ability to assume the obligations of membership (*acquis* chapters) including an introduction summarising relations between two parties and an overall assessment. Issues regarding education are presented under Chapter 26 – Education and Culture, which was previously under Chapter 18.

Under the chapter regarding education, training and youth, the progress reports are drawn within the context of the EC Treaty which provides that the Community will contribute to the development of quality education and implement a vocational training policy that supports and supplements the action of Member States. The *acquis* consists of a Directive on education of the children of migrant workers, and of action programmes and recommendations. Member States need to have the necessary implementing capacity in place to participate effectively in the Community programmes related to this chapter (Leonardo da Vinci, Socrates and Youth).

The Commission has been developing progress reports for Turkey since 1998 and the overall assessment regarding Education and training under the Chapter 26 of the reports developed so far is given below.

### **Overall Assessment of Progress Reports**

Looking into the progress reports developed throughout the pre-accession period, Turkey was reported as pursuing progress in the field of education, training and youth. While education, training, and youth are within the competence of the Member States, a cooperation framework on education and training policies with shared objectives binds Member States for convergence under the Chapter 26 – Education and Culture. Turkey, during the pre-accession period, regarding the Chapter 26, is expected to align with the shared objectives within the cooperation framework.

The progress reports of Turkey display that Turkey, by fulfilling all the requirements for participation Community Programmes, which are the main tools

of cooperation, aligns with the EU *acquis*, regarding the Chapter 26. According to the Progress Report 2002, it was indicated that the establishment of the department responsible for the Community Programmes under the State Planning Organization was a positive step (CEC, 2002). According to the Progress Reports since 2005, Turkey has been reported as being successful in the Community Programmes *Socrates*, *Leonardo da Vinci*, and *Youth*. Through the information giving campaigns by the Turkish National Agency, a strong interest among students and young professionals has been captured and the number of applications in 2005 has been significantly increased.

In the progress reports produced till 2003 it was indicated that Turkey needs to transpose the Directive concerning education of children of migrant workers. The Progress Report 2003 included the adoption of the related law in November 2002 (CEC, 2003). And thus, Turkey has fulfilled one of the requirements covered under Chapter 26.

Moreover, the reports point out that Turkey has adopted Education and Training 2010-2020 goals of the EU, and has been trying to increase national standards up to the EU average. According to the Progress Report 2000, it was indicated that at legal and regulatory level most principles (equality of access, right to education, equal opportunities and means, scientific and planning basis, co-education and universal education) are consistent and coherent with Member States (CEC, 2000). However, reports stress on the regional differences regarding having equal educational standards, as it is notified in the Progress Report 2001 that the quality of education is uneven, particularly in rural areas. The progress reports follow the efforts in enhancing poor families to send their children to school. Progress Report 2002 indicates that the campaign of free distribution of books is regarded as a good step for enhancing poor families to send their children, especially girls, to school. Moreover, the Progress Report 2003 states that there has been impressive progress in the enrolment of girls, particularly in the south-eastern regions and eastern Anatolia, with the support of UNICEF and EU-funded education programmes (CEC, 2003). The Progress Report 2009 emphasised that promotion of girls' education contributed to a significant reduction of the gender gap in

primary and secondary education. However, high regional disparities remain in access to education, both for boys and - even more - for girls (CEC, 2009).

The reports also display that Turkey, despite its efforts of increasing standards, still falls behind the EU average in most of the ET goals. The progress reports, in general, mention about the deficiencies of centralised system with a recommendation towards decentralisation in education by remarking that the MoNE undertakes most of the management and administration of schooling system. The recommendation covers that the management and administration responsibilities could be transferred to regional, provincial and district authorities, which will allow more time for the MoNE to concentrate on strategy and policy development.

Regarding the higher education, the reports again draw a positive picture emphasising on Turkey's advanced level of participation and implementation of Bologna Process especially according to the recent reports. It is noted in almost all recent Progress Reports that Turkey is at an advanced stage of implementation of the Bologna process recommendations. However, challenges and limitations, particularly stemming from centralised administration, are also reflected to the reports. The Progress Reports, in general, stress on high degree of centralisation in the Law of High Education by stating that universities are lack of autonomy by uttering "*there is a lack of academic, administrative and financial autonomy in the higher education system*" and adds that the current structure prevent universities from being labour market oriented (CEC, 2003). The challenges of recognition of qualifications, quality assurance and establishment of a national qualifications framework based on the European Qualifications Framework (EQF) are remain (CEC, 2010). Moreover Progress Report 2009 indicates that the development of an external quality assurance system and widening the access to higher education are remaining as future challenges.

The progress reports in general indicate that Turkey has had a continuous improvement in its performance on all benchmarks for the Education and Training 2010 and 2020. While being above the EU average in the number of mathematics, science and technology graduates, Turkey still remains in general well below the



EU average, in particular for the rate of early school leavers and participation of adults in lifelong learning.

To sum up, the progress reports tell us that Turkey keeps efforts of fulfilling legislative and institutional requirements but not at adequate level to catch the EU standards in terms of quality. More time, energy and money should be invested in education in order to increase both quality and quantity level of the goals and objectives.

#### **4.4 Reforms and Changes in Education Policy during the Pre-Accession Process**

The European Union is aware of the significance of investing on education and training in order to maintain development in all areas. Education is considered as a key factor in achieving Europe's main goals and future strategies. Being aware of this significant role of education, the EU keeps the control of education systems under the competence of Member States and draws itself the role of facilitator, supporter and initiator by inviting Member States to cooperation in order to improve the quality of education and achieve common objectives.

It cannot be denied that Turkey's candidacy for full membership of the EU has brought a wind of change in its educational policies as well as an increase in the innovative educational activities and projects. Tarman indicates that Turkey to achieve the goal of entering the European Union requires configuring its education system in accordance with the education standards of the European Union (Tarman, B., 2008, p. 1).

The European Union emphasizes on creating a knowledge-based society, which is obviously seen in its decisions of Bologna Process and Lisbon Strategy. In order to create a knowledge-based society, the EU invests more and more in educational policy implementations. Since the declaration of Turkey's candidacy for full membership in Helsinki Summit in 1999, Turkey's educational policies have experienced changes and reforms i.e. adaptations in legislation, adaptations in strategies, institutional arrangements and projects and funds.

Apparently, the pre-accession process and Turkey's harmonization works in the field of education pushed Turkey to bring innovations and reforms in education. Moreover, the components of the EU's ET policy (strategic framework and Community action programmes) have become important and substantial for Turkey in its educational actions. It can be observed in the Strategic Plan drafted and adopted by the Ministry of Education, which is regarded as an important document for educational policy. The Strategic Plan presents the results of a SWOT analysis of education in Turkey and the Opportunities list includes two items related to the positive effect of the EU and Community Programmes: 'Making use of the EU and World Bank funds' and 'The Membership process and its effects'. Moreover, the Threats list includes 'The delays and postpones in the process of EU candidacy', which displays that the Ministry is aware of the contribution of the process of EU candidacy to education in Turkey (MEB, 2009, p. 58-59). Therefore, in order to better understand the contribution of the process of EU candidacy to education in Turkey, it is worth looking into legislative and institutional adaptations, The Strategic Plan of the Ministry of Education, institutions established during the pre-accession process, regional and national project and campaigns as well as the implementation of Community Action Programmes and IPA (Instrument for Pre-Accession) Programme.

#### **4.4.1 Legislative and Institutional Adaptations**

During the pre-accession period, Turkey has issued several legal adaptations and changes in its educational policies and activities, most of which are drawn up in Commission's progress reports on Turkey.

The main legislative changes, in alignment with the EU acquis, reflected to the reports are:

- With the Directive Nr. 12691 of 16 November 2000, Ministry of National Education European Union Executive and Advisory Committees and the Board of European Union Research and Development were established.
- With the decision Nr. 13530 on 21-12-2001, EU Acquis Harmonization Commission was established with the presidency of the Board of Education. Some works done by the Commission of the Board of Education:

- Investigating national program, progress reports and EU acquis regarding education and training.
  - Scanning the EU acquis and making translations of Council directives related to the MoNE. Translation of Turkish legislation to English.
  - Matching the Council directives with the existent legislation
  - Ministerial level participation to meetings and study visits related to EU-Turkey Relations.
  - Attending trainings - Training of Trainers on Project Management - organised by the European Commission and European Union Secretariat General (Ministry for European Union Affairs). Then organizing new trainings for the Ministry personnel who would later develop and manage projects.
  - Ministerial level participation to the working groups of several themes: Teacher training, Basic skills and teaching of foreign languages, ICT in education and training, Increasing tendency to Mathematics and Science, Investment on education, Student mobility and European Cooperation, Distance learning and active citizenship, Motivation for learning.
- Turkey established EURYDICE (database including information on national education systems of all member States) department under the MoNE
  - The law aiming at transposing the directive concerning the education of children of migrant workers was adopted in November 2002. The necessity of this law was mentioned in the progress reports before 2002, and in the end Turkey completed the necessary adaptations as again later reported in the Progress Report of 2002.
  - With the January 2002 Decree of the Council of Ministers, a Department for the European Union Education and Youth Programmes was established within the State Planning Organisation to become a Centre which will act as the future National Agency responsible for the three Community programmes Socrates, Leonardo da Vinci and Youth. The early Progress Reports indicated the necessity of establishment of the National Agency. Turkey has completed the necessary preparatory measures, firstly by establishing the NA, and has been participating fully in the programmes since April 2004. According to the Progress Reports since the start of full participation, the participation level for

the programmes has been indicated as successful representing a high level of participation.

- In the Progress report of 2002, it was recommended to Turkey to review both curricula and teaching methods. Turkey adopted a standard curricula based on the International Standard Classification of Education which cover both the initial, as well as continuing education throughout a person's life, such as formal and non-formal education, which was reported as another development in the Progress Report of 2004.
- The Progress Report of 2005 indicates that the Vocational and Technical Education Faculties should be restructured to allow the implementation of the European Credit Transfer System. Then, Turkey established Vocational Qualifications Authority (Mesleki Yeterlilik Kurumu - MYK), in order to define the basis of vocational and technical qualifications based on national standards; to run inspection, assessment, testing and certification activities. Founding law is Law 5544 in 21 September 2006.
- Turkey has established a working group on the Credit Transfer System for Vocational Education and Training (ECVET) and initiated the establishment of a national qualifications system, which was reported as an important development in the Progress Report of 2007.
- In the Progress Report of 2005, it was noted as an expectation from Turkey that a coherent and comprehensive lifelong learning strategy should be established. In 2010, Turkey adopted Lifelong Learning Strategy Action Plan for 2010-2013.
- Regarding the higher education, Turkey joined Bologna Process in 2001 and continued its participation in a successful way. This development is also reported in the Progress Reports up until by indicating Turkey's advanced level of participation.
- The Ministry of National Education (MoNE) was re-structured in September 2011; among other changes, a Directorate General for Lifelong Learning and a Directorate General for EU and Foreign Affairs were formed, which are reported in the Progress Report 2011 to be established with the aim of pursuing alignment activities. Moreover, Project Management Headships are established to run under several directorate generals, i.e. Directorate General of Primary

Education, Directorate General of Secondary Education. This development can be considered as a step for facilitating a decentralised way of making use of EU funds and support programmes at the ministerial level. Instead of making use of funds and action programmes by a centralised body under the MoNE, Projects Coordination Unit, the Ministry aims to distribute project works to its directorate generals in different sectors.<sup>15</sup>

As seen above, Turkey has fulfilled some legislative and institutional adaptations in order to comply with the EU requirements, most of which are reported in the Commission's progress reports.

Apart from those, The Ministry of National Education, via some official letters and notices facilitated participation to the Community Programmes and several EU-based funds, which reflects Turkey's will to be successful in participating and benefitting from the action programmes. Most of these regulations also reflect the nature of measures taken upon the Accession partnership Documents or Progress Report recommendations. Some important official letters and notices are:

1- The Notice 2004/52 of the Ministry of National Education was an important legislative document for Turkey's full participation of the education, training and youth programmes. With this Notice, the Ministry promoted and facilitated participation to the programmes and projects for school staff and students as well as for the Provincial Directorates. Some important arrangements with the Notice are:

- Declaration of the Ministry's will to facilitate participation in Community Action Programmes with the establishment of the Turkish National Agency
- Promoting ministry staff's participation to the activities
- Defining the official procedures
- Shortening bureaucratic procedures, i.e providing service passports, accelerating official permissions etc.

2- The Ministry Notice 2008/68 dated 26.09.2008 is another important letter which tells Provincial Directorate to set up Research and Development (R&D)

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<sup>15</sup> A reflection of this institutional change will be observed within the re-structuring of Provincial Directorates of National Education. The project Coordination teams in the provinces transfer the projects they run to the related departments upon this new regulation.

departments within their body to carry out some tasks to be passed by the Ministry. The Notice points out that Harmonization works to the EU Acquis constitutes a base to Ministry's educational activities. With this awareness, the Ministry emphasize importance of establishing R&D teams to support implementation and success of the Ministerial projects and tasks (MEB-SGB, 2008). With this regulation, the Ministry tries to bring a solution for the Commission's progress report recommendations of decentralisation of some educational activities.

3- The Notice 2009/15 dated 11.02.2009 is another important official letter which draws detailed and increased job description for the project teams, together with giving a general name and defining its institutional structure in a more systematic way. The Notice mentions the importance of taking part in EU Education and Youth Programmes administered by the National Agency as well as the IPA Projects and the 7th Framework Funds for the schools and other educational institutions to benefit. With this Notice, the project teams in the provincial directorates are given a name "Project Coordination Team" and asked to organise trainings for the teachers within their region as well as developing and managing projects. Again, this regulation reflects the Ministry's efforts for bringing some decentralisation to the educational activities as well as showing its will for facilitation of participation to the action programmes and getting benefit of EU-based funds.

4- The Notice 822/11329 dated 28.12.2007 is about facilitating official works for the Comenius Assistantship and giving brief information about EU Education and Youth Programmes. This Notice gives directives about official permission for the newly-appointed teachers who also were accepted to take part in Comenius Assistantship. This activity required a special notice since it offers a long period of stay abroad for teachers (from 3 to 10 months) which means a Comenius Assistantship teacher will need an official permission for a longer period of time.

To sum up, the legislative and institutional changes and adaptations aim to reflect the Ministry's efforts and will for harmonization process which reflects the position of Turkey as well. Turkey, through those adaptations, pursues the

requirements recommended in the progress reports and accession partnership documents.

#### **4.4.2 Ministry of National Education Strategic Plan**

The Strategic Plan of the Ministry of Education plays an important role for the educational policies and activities of Turkey as it is reflected in the announcement of the Strategic Plan to the public;

*“Together with the legislation which regulates the Turkish education system, the MoNE Strategic Plan is a reference political document that needs to be drafted and issued by the Ministry in harmony with the community expectations of the Ministry’s mission of being pioneer and EU vision of the Ministry” (MEB, 2009, p. 9).*

The Ministry of Education takes over the mission of making strategic planning in order to make effective decisions and make use of the human resources more productively. By developing and adopting a strategic planning, the Ministry aims to improve the quality of education and bring solutions to existing problems. Therefore, the Ministry of Education drafted its most recent Strategic Plan (2010-2014) and published it on its official website by sharing it with all its institutions and stakeholders in 2009.

The Strategic Plan reveals the policy priorities and strategies together with the projects and actions that has been taken or to be taken later. Therefore it is important to investigate in order to understand Turkey’s policy priorities and strategies regarding the EU harmonization in the field of education and training.

The Strategic Plan refers to the general situation in the world and in the EU by mainly focusing on the concept of *lifelong learning*. The Ministry displays its awareness towards the fact that the raising importance of lifelong learning in education has been acknowledged all over the world, as well as in the EU. Moreover, the document refers to the education and training policy priorities of the EU in order to achieve a high quality of education in all of the Member States (MEB, 2009, p. 49).

The Strategic Plan, upon emphasising its awareness on the importance of education in the EU and in the world, states the will to re-structure its educational policy in order to follow the developments and innovations in education, admitting that it is still behind many of the EU Member States. In order to be in line with the developments all over the world and in order to improve educational standards, the Strategic Plan offers below mentioned policies to be adopted and followed by the Ministry (MEB, 2009, p. 50-51):

- Re-structuring the Turkish Education System in such a structure and function that supports effective development of human resources.
- Making all educational opportunity and facilities accessible for all.
- Promoting good quality of education opportunity and facilities.
- Establishing quality assurance system in education

The above mentioned policies display that, Turkey follows the requirements stated by the Commission reports as suggestions, such as increasing access to education for all, improving the quality of education. Moreover, those policies offer that Turkey is aware of necessities of becoming a knowledge-based society and tries to adopt supporting policies.

The Ministry of National Education, in its Strategic Plan, adopted a problem-based approach and defined 10 strategic themes to be dealt with thoroughly. By a problem-based approach, those 10 themes were accepted as strategic fields for which strategic goals and objectives have been set in order to develop the problematic areas. Those strategic fields are: Pre-school Education, Primary Education, Secondary Education, Special Education, Special Education and Guidance, Lifelong Learning and Knowledge-based Society, Improving Institutional Capacity, Audit and Consulting, International Relations and Harmonization to the EU (MEB, 2009, p. 67).

Some of the above mentioned strategic fields reflect how Turkey adopts harmonization to the EU policies in the field of education as well. The strategic objective of creating a knowledge-based society is very familiar target considering the strategic objectives of the EU. As stated in detail in the second chapter, The European Union adopts the aim of creating knowledge based society in order to be



a power all over the world and therefore sets its objectives in educational policies accordingly. ET 2020, like ET 2010, takes over the objectives of creating a knowledge based society with an increasing competence in competitiveness.

Moreover, emphasising on the issue of lifelong learning and creating a society people of which believed in lifelong learning and always improving themselves have been an important topic for the EU since 1990s. It can be observed that Turkey, influenced by the priorities of the Union, shapes her strategic goals in line with the priorities that the Union works on. The Strategic Plan of the Ministry includes the lifelong learning topic among its strategic objectives. By defining related problematic areas under the theme of ‘Lifelong Learning and Knowledge Based Society’, the Strategic Plan reveals how the Ministry tries to be in line with the EU’ objectives and concerns. Below concerns listed in the Strategic plan under ‘Lifelong Learning and Knowledge Based Society’ displays similarity with the ones of the EU (MEB, 2009, p. 69).

*Problematic area - Non-formal education:*

- increasing sensitivity of labour force towards the changing
- developing economy and increasing the quality of life

*Problematic area – Knowledge based society*

- innovation
- knowledge economy
- meeting the human resources needs of knowledge based society and economy

The strategic objectives to bring solution for the problematic areas of are defined as:

Strategic objective - 10: To increase people’s work and life quality by developing their knowledge and employability in cooperation with the public sector, private sector and NGOs in order to meet the human resources needs of knowledge based society and economy.

Strategic objective – 12: To promote knowledge based competences in all stages of education

Strategic objective –13: To set up a human resources system this bases Ministry's personnel planning to future projections and provides a balanced distribution of human resources.

The second related strategic theme, International Relations and Harmonization to the EU, reflects that Turkey, in its educational policy takes harmonization with the EU policies into consideration since the problematic areas involves harmonization issues in some educational areas. The problematic area listed under this theme clearly utters 'Harmonization to the EU' which apparently reveals that the Ministry has in its agenda the harmonization issue in order to increase the standards and quality of education in Turkey.

Problematic area - Harmonization to the EU covers:

- Common vocational training policy with the EU
- Learning society
- High quality of education
- Continuing education
- Equal opportunities in education
- Cooperation in education and vocational orientation
- Exchange of experience

The Strategic objectives attached to those problematic areas are:

Strategic objective – 18: To upgrade the quality of education in cooperation with the Member States within the framework of full membership perspective; to benefit more from the EU funds; make legislative adaptations and develop national language policy.

It is very important to note that the Strategic Plan of the Ministry clearly states Turkey's will to make necessary adaptation and harmonization regarding the educational policy. Being aware of the fact that the EU has no common policy in the field of education but adopts common objectives and targets to achieve those

objectives via cooperation, Turkey, by adopting the same objectives, utters her participation into that cooperation in order to achieve those objectives at home as well. Recalling the ten-year programmes of the Union (ET 2020 is the one which is currently valid), Turkey declares her will to continue taking part in those programmes.

The Strategic Plan remarks that within the framework of ET 2020, there will be strategies to be implemented in the areas below until 2020:

- At least 15% of adults (25-64) participate in lifelong learning;
- The share of 15-year-olds with insufficient abilities in reading, mathematics and science should be less than 15%;
- The share of 30 to 34-year-olds with tertiary educational attainment should be at least 40%;
- The share of early leavers from education and training should be less than 10%;
- At least 95% of children between the age of four and the age for starting compulsory primary education should participate in early childhood education.

The MEB Strategy document, by referring to the Treaties of the European Community, mentions about the articles on education and training which provides a legal basis for the Member States in order to increase quality of education in the Union through supportive activities and cooperation among the Member States for implementation of educational policy and vocational training policy. The document declares that, Turkey, as a candidate country, will go on harmonization with the EU's general education and vocational training policy implementations strategies (MEB, 2009, p. 194).

In the European Union, in the field of vocational education and training, there has been a competence recognition system which is called EUROPASS certification. Europass certification basically includes different certification which provides skills and qualifications to be clearly and easily understood in Europe. These different certificates are Europass Curriculum Vitae, Europass Language Passport, Europass Mobility records, Certificate Supplement and Diploma Supplement. The

Europass activities are carried out by National Europass Centres in each partner country. Therefore, in Turkey, the National Europass Centre started to run under Vocational Qualifications Centre which is also founded during the negotiations process for Turkey's educational policy harmonization. Turkey utters, in her MEB Strategic Plan, the desire to make necessary regulations in order to provide with EUROPASS certificate in vocational secondary education.

Moreover, by recalling one of the main topics of the EU's Lisbon Strategy 'Knowledge-based economy to have a strong competitive economy', Turkey adopts a strategy to have human resources competent enough to compete globally and to build a knowledge-based society (MEB, 2009, p. 194). This displays that Turkey, by following the EU's priorities and strategies, adds in her agenda and work plan of educational policy new objectives and strategies in line with the ones that the EU adopts. In terms of implementations of those adopted objectives and strategies more research should be done to give a realistic result, however, when we look into official strategic documents and what the politician say we clearly see that Turkey does not ignore what EU does in its educational policy and strategies.

#### **4.4.3 Institutions Established during Pre-accession Process**

##### **Turkish National Agency**

National Agencies are founded in order to promote, coordinate, disseminate, and manage EU Education, Training and Youth Programmes all around the country, as well as cooperate and coordinate with the Member States and the European Commission. Upon Turkey's candidacy was declared, Turkey's participation to those programmes were begun as well as alignment works in other policy areas, which brought the establishment of the Turkish National Agency.

The Turkish National Agency – Center For European Union Education and Youth Programmes was established under State Planning Organisation upon the decision of Council of Ministers in January 2002. The establishment of the National

Agency was completed on 6<sup>th</sup> August 2003, and became ready for full participation to the community programmes since 1<sup>st</sup> April 2004<sup>16</sup>.

### **Eurydice National Unit**

Eurydice (Information on Education Systems and Policies in Europe) is a network focusing on the way education in Europe is structured and organised at all levels. The mission of the Eurydice Network is defined in its official website as: *“To provide those responsible for education systems and policies in Europe with European-level analyses and information which will assist them in their decision making”*.

The Eurydice official website is [www.eurydice.org](http://www.eurydice.org).<sup>17</sup> In Turkey, the Eurydice National Unit was established under Board of Research, Planning and Coordination under the Ministry of National Education, in 2003. Today, EURYDICE Turkey Unit goes on its Works under Strategy Development Headship (Strateji Geliştirme Başkanlığı). EURYDICE Turkey Unit runs its works by signing agreements with the European Unit every year. The main objective of the National Unit is to provide data in the name of Turkey for the international works and publications. Moreover, another responsibility of the National Unit is to translate of the resources published by EURYDICE in English and distribute those translations to Universities and other related institutions.

### **Vocational Qualifications Authority**

Upon indications in the Commission’s progress reports, Vocational Qualifications Authority (Mesleki Yeterlilik Kurumu - MYK) was established with the founding law is Law 5544 in 21 September 2006 with the aim of defining the basis of vocational and technical qualifications based on national standards in line with the EU harmonization standards; to run inspection, assessment, testing and certification activities.

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<sup>16</sup> The missions adhered to the National Agency are listed on its official website ([www.ua.gov.tr](http://www.ua.gov.tr)).

<sup>17</sup> The Eurydice official website provides a vast source of information. For detail visit [www.eurydice.org](http://www.eurydice.org).<sup>17</sup>

The main tasks of the MYK is to define vocational standards which will constitute a base while developing education and training programmes according to the needs of the world of work. MYK has published its strategic plan, MYK 2011-2015 Strategic Plan, in February 2012.

### **The Ministry Of National Education – Projects Coordination Center**

The Project Coordination Center (Projeler Koordinasyon Merkez Başkanlığı) was established in 2000 as an independent directorate under the MoNE by combining its two predecessors Board of Projects Coordination and Board of Primary Education Programme Coordination. The Project Coordination Center (PCC) was established with the mission of project development and implementation with national or international funds in order to meet the needs and priorities of Turkey's education system and the Ministry. Today, the Center was abolished due to the restructuring of the Ministry; however it is worth recording the so-far activities of the Center. Some of the main responsibilities of the PCC are:

- To carry out necessary preparations and research in order to develop projects to meet educational needs in the name of the MoNE.
- To implement projects in the name of the MoNE.
- To follow developments in the field of education and training.
- To coordinate relevant departments and teams of the provincial directorates regarding project development and implementation.
- To monitor project activities all over the country.

The funding sources that have been targeted by PCC so far are:

- World Bank Credit Grants
- European Union Grants
- European Investment Bank Credit Grants
- The Seventh Framework Programme Grants (2007-2013)
- Japanese International Cooperation Agency Grants (JICA)

The PCC has developed, implemented and completed several projects by making use of several funds especially the Instrument for Pre-Accession (IPA). The Projects carried out by the PCC with EU funds, mainly with the IPA fund will be

given under the upcoming title “National and regional Projects/Actions Campaigns in line with the EU’s Educational Objectives”.

### **Provincial Directorates of National Education – Project Coordination Teams**

With the Notice 2004/52 of the Ministry of National Education, the Provincial Directorates of National Education were allowed to set up teams or groups who will develop and implement projects as well as train educational staff to develop projects for the Community Programmes. The Notice did not only give a start for project teams in the Provincial Directorates but also facilitated official procedures of participating those programmes, especially for teachers and students. This displays how much attention Turkey pays to the participation of the Community Action programmes and gets benefit of funding opportunities.

Upon Notice 2004/52, all the Provinces started to set up their teams in order to facilitate project activities within their region. In 2009, the MoNE has released another notice, Notice 2009/15 which brought detailed framework for the project teams in the provinces.

The Ministry Notice 2008/68 is another important letter which tells Provincial Directorate to set up Research and Development (R&D) departments within their body to carry out some tasks to be passed by the Ministry. The Notice points out that Harmonization works to the EU Acquis constitutes a base to Ministry’s educational activities. With this awareness, the Ministry emphasize importance of establishing R&D teams to support implementation and success of the Ministerial projects and tasks (MEB - Genelge, 2008).

The Notice 2009/15 enlarged the job description of the project teams in the provinces together with their capacity, which displays the increasing interest of the Ministry in project based activities and EU funds. By recalling a decision taken by the 17<sup>th</sup> Council of National Education (17. Milli Eğitim Şurası) on “Making legal and administrative arrangements in order to promote project development and management”, the Notice provides legal and administrative arrangements for the provinces in order them to increase their project management capacity. The main re-regulation of the Notice is re-structuring the teams under Departments of

Research and Development (R&D) with the title of Projects Coordination Teams. With the new structure and increased job description, the project teams were trained in project development and management.

The legal arrangements via Ministry notices have let the project teams develop several projects for their provinces as well as having organised several trainings for the teachers in their region. Some data from some provinces<sup>18</sup>:

**Table 12: Projects Developed by the Project Teams of the Provinces**

<b>PROVINCES</b>	<b>2007 N° Projects</b>	<b>2008 N° Projects</b>	<b>2009 N° Projects</b>	<b>2010 N° Projects</b>	<b>2011 N° Projects</b>
İSTANBUL	1	2	2	5	10
BURSA	0	0	3	3	4
DİYARBAKIR	2	1	0	2	0
KOCAELİ	0	1	1	5	7

### **The Re-Structuring of MoNE and Projects Coordination Teams**

The Ministry of National Education has started re-organising the structure of the Ministry with the Structure and Tasks of Ministry of National Education Decree published in Official Gazette N° 28054, on 14.10.2011. The re-structuring arrangements required several departments to be combined, renamed, and the responsibilities and tasks of those departments have changed. Within those arrangements the Projects Coordination Unit, once an independent directorate under the MoNE, was renamed and re-located under the Department of European Union and External Affairs, with the title of Projects Coordination Group Directorate. The only change on Projects Coordination Center is not only the title and location of it but also the responsibilities and work areas. The responsibilities under this newly organised section “Projects Coordination Group Headship-

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<sup>18</sup> The data was gathered from Project Coordination Teams of the Provinces.



PCGH' is significantly narrow compared to the previous tasks as well as the personnel allocated. The newly-defined responsibilities of the PCGD are (MEB official website):

- Coordinating projects development and management activities
- Providing guidance for project management in provinces and districts
- Monitoring and assessment of projects

As seen above, the previous responsibilities on project development and implementing in the name of the MoNE is not included to the work areas of this new structure. On the other hand, when the new structure is examined thoroughly, it is observed that the project development and implementation/management activities are assigned to newly-established Projects Group Headships under several Directorate Generals like DG of Primary Education, DG of Secondary Education, and DG of Teachers Professional Development (MEB official website). Moreover, another point to note down is that the heads of some of the Projects Group Headships are people who had worked under the Project Coordination Center. To give an example, head of Projects Group Headship under DG of Primary Education is Serdar Yilmaz who was once a vice director in PCC. Another example is the head of Projects Group Headship under DG of Secondary Education, Yalçın Eraslan, who was once a vice director in PCC. This re-structuring can be regarded as a result of decentralisation purposes, which have been recommended by the Commission several times in the progress reports.

Re-structuring of the MoNE has its further phase as re-structuring the Provincial Directorates. The Provincial Directorates has just been undergoing a re-structuring in parallel with the central structure, and it is first started with the province of İstanbul with the act of the Director of İstanbul Provincial Directorate of National Education (Act N° 900/22031, on 13.02.2012). Within this context, the provincial Directorates have made required adaptations within their body, as renaming and combining the departments and re-distributing tasks in parallel with the changes in the MoNE. However, one challenge is remaining for the provincial directorates, unlike the Ministry, which is that provincial directorates have to abolish their

teams (including project coordination teams) and send teachers who have been working in projects back to their schools.

Since the establishments of the project teams in the provincial directorates, the personnel who will work in those teams are selected among teachers with Governorship assignments according to the directives given by relevant Notices (Notice 2004/52, Notice 4947/68 and Notice 2009/15). Recent developments and Ministerial decisions let the teachers go back to their schools, and the challenge of who will carry out the tasks of the teams is remaining unclear. From the date 29 June 2012, the teacher assignments came to an end and the project teams together with other teams in provinces were dissolved. The Ministry issued an Application Announcement to employ deputy experts to work in the Ministry; however the future of the provincial teams and employment issue remain unclear for a while.

In the case of Istanbul for instance, the Project Coordination Unit was running about 20 international projects, all of which are very recently transferred to the Directorate's departments where no specialised person is available to run the projects. According to the results of interviews with the Istanbul Project Coordination Team, they are worried about the future of those projects, by having to admit the situation. The Ministry and Directorate act as conducting '*wait and see*' policy for the projects.

#### **4.4.4 National and regional Projects/Campaigns in line with the EU's educational objectives**

The Screening report indicates that "Turkey is willing to work on the common indicators and benchmarks and continue its efforts in the areas where its performance is below EU average (such as the reading literacy proficiency, the completion of upper secondary education and the participation in lifelong learning). Through its annual report on indicators and benchmarks, the Commission will be able to follow progress made by Turkey in relation to the EU targets in these fields" (Screening Report, 2006, p.6). Therefore the Ministry of National Education launches various educational projects and/or campaigns in order to meet the needs and achieve national goals to improve quality and

standards in education. Some important projects that are in line with the EU objectives and harmonization issue are given below in detail.

### **Okullar Hayat Olsun Project<sup>19</sup>**

Okullar Hayat Olsun Project is a project that was started in 2011, which contributes to promotion of lifelong learning. The main aim of the project is to transform schools into ‘lifelong learning centres’ for students and adults and make schools ‘living and safe spaces’ which include activities of having fun and having a rest. This project responds to the indications of further improvements in the Screening Report “*to further enhance lifelong learning*” (Screening Report, 2006, p.6). Moreover, the Progress Report 2010 includes a statement for Turkey being “*well below the EU average, in particular for participation of adults in lifelong learning.*” This statement becomes another driving issue for the development of this project in order to facilitate lifelong learning in Turkey.

### **Fatih Project<sup>20</sup>**

Fatih Project is a MoNE project which foresees promotion of providing equal opportunities and effective use of ICT at schools, which seems to be in line with the EU’s educational competencies. In the year 2000, in the EU, e-Europe – An Information Society for All (EU-Bulletin, 12-1999, 1.2.139) was launched to make use of opportunities presented by information society, with the objective “*to bring every citizen, home and school, every business and every administration into the digital age*”. Fatih project has many objectives common with this initiative of the EU. The Fatih project began in 2011 and foresees to equip several schools with ICT facilities in a few years. The progress reports often mention about the deficiency of Turkey regarding the regional gap in educational opportunities and standards. This project, by addressing to providing equal opportunities, also tries to meet the need in this issue.

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<sup>19</sup> MoNE’s official website for the project is <http://www.meb.gov.tr/haberler/2012/okullarhayatolsun/index.html>

<sup>20</sup> MoNE’s official website for the project is <http://fatihprojesi.meb.gov.tr/tr/index.php>

### **Support for Girls to Go to School Campaign (Haydi Kızlar Okula)<sup>21</sup>**

The Ministry of National education, in cooperation with UNESCO, has been running “Support for Girls to Go to School Campaign” in order to increase schooling rate of girls to %100 by preventing school dropouts and absenteeism. It began in 2003 with the protocol signed between Ministry of National Education and UNICEF. This campaign is directly related to the EU’s ET 2020 Benchmarks, one of which is it decrease school dropouts. Moreover, this project is a respond to Commission’s recommendations in its progress reports to increase the rate of access to school for girls. The progress reports developed after this campaign had been launched stated the success of it in increasing girls’ participation to school life. The Progress report of 2005 indicates that as regards reforming the education and training system, there has been impressive progress in the enrolment of girls, particularly in the south-eastern regions and eastern Anatolia.

### **Catch Up Training Programme (Yetiştirici Sınıf Öğretim Programı - YSÖP)<sup>22</sup>**

The MoNE has introduced YSÖP project by emphasising the importance of enabling kids to access education and equal opportunities by addressing the Turkish Constitution Act on the right for education. The project targets to the 10-14 year-old children and pupils who have never been enrolled in school or currently enrolled in primary school but not attending, and students who are 3 school years behind their peers because of class repeating and are belatedly involved in primary education due to various reasons. The progress reports, while assessing the performance of Turkey regarding the EU benchmarks, state that Turkey remains below in some areas like decreasing the rate of early school leavers. This project is in line with the EU’s ET 2020 Benchmark regarding decreasing the rate of school dropouts and low achievers. Moreover, this project, with its objectives, envisages providing equal opportunities, which is often recommended in Commission’s progress reports since reports mention that Turkey lacks behind the Members States in terms of investment in education, and problems in early school leaving.

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<sup>21</sup> The Project website for more details <http://haydikizlarokula.meb.gov.tr/amac.php>

<sup>22</sup> Project website for more details <http://ysop.meb.gov.tr>

### **Hands on Pen Project (Kalem Tutan Eller)**

The Ministry of National Education, Boğaziçi University and Garanti Bank started the project with the first activities to be carried out in Istanbul as a pilot implementation. The project is carried out by Istanbul Provincial Directorate for National Education, under the Guidance and Counselling Services Department. The main aim of the project is to strengthen the ties between schools and children working on the street and convince parents for the importance schooling of their children. Therefore, the project also addresses to providing equal opportunities in education by giving a chance for the pupils at streets.

### **Free Distribution of Books**

In order to abolish the socio-economic gaps and enhance providing equal opportunities, the Government distributes the school books to every student free of charge. This implementation again can be considered as a response to Commission's recommendations to enhance the poor families to send their children. The Progress Report of 2003 notifies this implementation as a good step for enabling families to send their children, especially girls to school, which promotes access for school.

#### **4.4.5 EU Action Programmes and Funds**

Turkey, upon gaining candidate status, has taken part in Action programmes under the EU's education and training policies being a partner in the cooperation in order to reach the common objectives together. Responsible with her own education system, Turkey has been actively involved in the action programmes in order to increase her quality of education and to bring innovation into her educational activities. Moreover, MoNE, participating to IPA programmes, has been submitting projects in order to increase institutional capacity and increase education standards. Therefore, below two parts will cover the state of art of Turkey in both the EU Action Programmes and IPA projects.

#### 4.4.5.1 EU Lifelong Learning Programmes and Projects in Turkey

Upon gaining candidacy status for Turkey for the EU membership, an accession period was started. In 2002, Turkey, by signing Framework Agreement with the European Union, began taking part in Community action programmes for education, training and youth. With the foundation of Turkish National Agency under the name of Center for European Education and Youth Programmes, Turkey has been making use of several action programmes via projects and individual support programmes since April 2004 with the approval of full participation. As the Impact Analysis Report produced by the Turkish National Agency notes

*“since 2004, the educational field in Turkey has experienced tremendous changes. Most significant changes involve internationalization of education in Turkey, which principally entails increased interaction between Turkish and other European teachers, trainers, students, organizations, and regulatory agencies. The European Union Education and Youth Programmes have functioned as an important catalyst in the process”* (LLP Impact Analysis Report – 2009, p.1).

In Lifelong Learning Programmes, since 2004, more than 170.000 individuals were supported with approximately 8.500 projects ((LLP Impact Analysis Report – 2009, p.1). According to the recently-developed LLP Impact Analysis Report (2009) the benefits gained by participating sub programmes of LLP can be listed as:

- Opportunity to obtain international experience
- Personal development
- Cross-cultural awareness and interaction
- Vocational and career development
- Foreign language skills

In Youth Programmes, since 2003, about 10 000 people have benefitted from trainings and informative events regarding the programme. With the light of those trainings, about 2800 projects were developed by the youth NGOs, youth groups or other organisations. Moreover, hundreds of young people have obtained

international experience through EVS-European Voluntary Service (Youth Programmes Impact Analysis Report, 2007-2009).

#### 4.4.5.2 Instruments for Pre-Accession Funds for Turkey as a Candidate Country

Instrument for Pre-Accession Assistance (IPA) is the title of the mechanism which offers assistance to the countries engaged in the accession process to the European Union for the period 2007-2013. The legal basis of IPA is the Council Regulation (EC) No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA). IPA is a financial instrument which provides financial support for the candidate and possible candidate countries during their pre-accession period. The beneficiary IPA countries are Balkan countries, Turkey and Iceland.

The IPA was designed so as to address the needs of the beneficiary countries, in projects based, within the context of pre-accession policy. Its main aim is to support institution-building and the rule of law, human rights, including the fundamental freedoms, minority rights, gender equality and non-discrimination, both administrative and economic reforms, economic and social development, reconciliation and reconstruction, and regional and cross-border cooperation.

The IPA is made up of **five components**

Two components concern all beneficiary countries:

- the “**support for transition and institution-building**” component, aimed at financing capacity-building and institution-building;
- the “**cross-border cooperation**” component, aimed at supporting the beneficiary countries in the area of cross-border cooperation between themselves.

The other three components are aimed at candidate countries only:

- the “**regional development**” component, aimed at supporting the countries' preparations for the implementation of the Community's cohesion policy.

- the “**human resources development**” component, which concerns preparation for participation in cohesion policy and the European Social Fund;
- the “**rural development**” component, which concerns preparation for the common agricultural policy and related policies and for the European Agricultural Fund for Rural Development (EAFRD).

Turkey, being one of the candidate countries, is one of the IPA beneficiary countries. Therefore, according to the IPA objectives, Turkey has been developing and managing projects and thus get benefit from the opportunities it present. In Turkey, projects to IPA can be proposed at ministerial level; therefore several ministries develop projects in order to meet their needs in line with the IPA components. Regarding the educational issues, the Ministry of National Education, so-far through its sub-institution Projects Coordination Center, has developed projects and got funds to meet educational needs and to bring reforms in the field of education.

#### **IPA projects of MoNE so far**

##### Completed projects:

- Human Resources Development through Vocational Education and Training project (İnsan Kaynaklarının Mesleki Eğitim Yolu İle Geliştirilmesi Projesi - İKMEP) <http://ikmep.meb.gov.tr>
- Capacity Building Support for the Ministry of National Education (Millî Eğitim Bakanlığının Kapasitesinin Geliştirilmesi Projesi - MEBGEP) <http://mebgep.meb.gov.tr>
- Strengthening Vocational Education and Training Project (Mesleki Eğitim ve Öğretim Sisteminin Güçlendirilmesi Projesi - MEGEP) <http://megep.meb.gov.tr>
- Support to Basic Education Programme (Temel Eğitime Destek Programı - TEDP) <http://tedp.meb.gov.tr>
- Modernization of Vocational and Technical Education (Mesleki ve Teknik Eğitimin Modernizasyonu - MTEM)



#### Ongoing Projects with EU Funds:

- Strengthening Statistical Capacity of Ministry of National Education (Milli Eğitim Bakanlığının İstatistik Kapasitesinin Güçlendirilmesi - MEBİSTATİSTİK) <http://mebstat.meb.gov.tr>
- Democratic Citizenship and Human Rights Education (Demokratik Vatandaşlık ve İnsan Hakları Eğitimi)
- Strengthening Pre-School Education (Okul Öncesi Eğitimin Güçlendirilmesi Projesi) <http://okuloncesi.meb.gov.tr>
- Strengthening Special Education (Özel Eğitimin Güçlendirilmesi Projesi)
- Increasing Schooling Rate of Especially Girls Project I (Özellikle Kız Çocuklarının Okullulaşma Oranının Artırılması Projesi-I)
- Improving Lifelong Learning (Hayat Boyu Öğrenmenin Geliştirilmesi)

#### New Projects with EU Funds:

- Improving Lifelong Learning in Turkey (Türkiye'de Hayat Boyu Öğrenmenin Geliştirilmesi Projesi-2)
- Increasing Schooling Rate of Girls Project 2 (Kız Çocuklarının Okullulaşmasının Artırılması Projesi 2)
- Violence to Children Project (Çocuğa Yönelik Şiddetle Mücadele Projesi)
- Supporting Gender Equality in Education (Eğitimde Cinsiyet Eşitliğinin Desteklenmesi)
- Preventing School Dropouts and Absenteeism in Primary Education (İlköğretimde Devamsızlık ve Okul Terklerinin Önlenmesi Projesi)
- Improving Quality of Vocational and Technical Education in Turkey - 1 (Türkiye'de Mesleki ve Teknik Eğitimin Kalitesinin Geliştirilmesi Projesi1)
- Improving Quality of Vocational and Technical Education in Turkey - 2 (Türkiye'de Mesleki ve Teknik Eğitimin Kalitesinin Geliştirilmesi Projesi2)

Most of the above listed projects apparently are in line with the EU benchmarks, like decreasing early school leaving, promoting the lifelong learning, supporting early childhood education (see Chapter 3.1.1). Moreover, some projects aim at improving quality of vocational training, which is among the Commission's recommendations in progress reports. Some project, by promoting schooling and providing equal opportunities, also represent a response to the Commission's

recommendations in progress reports regarding the prevention of uneven opportunities among regions and poorer families.

The Commission progress reports mention, several times, the decentralisation of educational management as a recommendation and the project “Capacity Building Support for the Ministry of National Education”, with its one of the objectives to seek for the decentralisation strategy for the MoNE, addresses to that recommendation.

To sum up, all the projects listed above are the projects that the Ministry of National Education has developed so far and almost all the projects address to the EU objectives for its ET policy and/or recommendations for Turkey. This proves us that Turkey takes the EU’s educational objectives and recommendations for granted and tries to make use of available funding opportunities in order to meet the needs in those areas. However, the level of implementation and impact of those projects are needed to be investigated for further research in order to better understand their achievement of the foreseen objectives and contribution to improve the quality of education in Turkey.

## **6. IMPACTS OF CHANGES AND LEVEL OF IMPLEMENTATION: THE CASE OF COMENIUS MULTILATERAL PROJECTS**

In this research, The Comenius Sub-Programme – Multilateral Projects (will be names as Comenius Multilateral Projects) was picked as the case topic of the research. This chapter includes detailed information regarding the programme as well as the case study sample project, which is the AHEAD project. Moreover, the research results and findings are given under this chapter.

### **6.1. Comenius Multilateral Projects - Programme Detail**

Comenius Multilateral projects are larger-scale actions, which foresee cooperation between organisations from different countries in order to develop innovation, and promote and disseminate good practice in the field of school education. This action is managed centrally by the Executive Agency for Education, Culture and Audiovisual (EACEA) in Brussels.

Comenius Multilateral Projects aim to improve the initial or in-service training of teachers and other categories of personnel working in the school education sector. Each project is expected to generate an identifiable outcome - e.g. a new curriculum, training course, methodology, teaching strategy, teaching material - which meets the training needs of a defined group of educational staff, taking account of the realities of each participating country. Under Comenius Multilateral Projects, the following activities may be supported:

- The adaptation, development, testing, implementation and dissemination of new curricula, training courses, or materials for the initial or in-service training of teachers or other school education staff;
- The adaptation, development, testing, implementation and dissemination of new teaching methodologies and pedagogical strategies for use in the classroom and including the development of materials for use by pupils;
- Providing a framework for the organisation of mobility activities for student teachers, including the provision of practical training periods and the recognition of these activities by the institutions concerned.

The table given below is taken from Lifelong Learning Programme Guide - Explanations by action, which is the official programme guide.

**Table 13: LLP-COMENIUS Multilateral Projects**

<b>PROGRAMME</b>	<b>LIFELONG LEARNING</b>
<b>SUB-PROGRAMME</b>	<b>COMENIUS</b>
<b>ACTION CATEGORY</b>	<b>MULTILATERAL PROJECTS</b>
<b>Objectives and description of the action</b>	<p>Comenius Multilateral Projects are undertaken to improve the initial or in-service training of teachers and other categories of personnel working in the school education sector to develop strategies or exchange experiences to improve the quality of teaching and learning in the classroom. Each project is expected to give rise to an identifiable outcome - e.g. a new curriculum, training course, methodology, teaching strategy, teaching material - which meets the training needs of a defined group of educational staff, taking account of the realities of each participating country. The use of all possible methods, including information and communication technologies, for the production and dissemination of training materials to the widest possible audience is encouraged.</p> <p>Dissemination of the good quality results, specific ‘dissemination’ events involving educational authorities or policy makers to raise awareness of the project’s activities and planned outputs should be always included. In addition, participation in Comenius Multilateral Networks events of the same thematic area is encouraged.</p> <p>Within the priorities announced in the Call for Proposals, the following activities may be supported:</p> <ul style="list-style-type: none"> <li>• The adaptation, development, testing, implementation and dissemination of new curricula, training courses (or parts of courses) or materials for the initial or in-service training of teachers or other categories of school education staff;</li> <li>• The adaptation, development, testing, implementation and dissemination of new teaching methodologies and pedagogical strategies for use in the classroom and including the development of materials for use by pupils;</li> <li>• Providing a framework for the organisation of mobility activities for student teachers, including the provision of practical training periods and the recognition of these activities by the institutions concerned.</li> </ul>
<b>Who can benefit</b>	<ul style="list-style-type: none"> <li>• Teacher trainers, counsellors, teachers and all categories of school education staff, teacher students and the pupils;</li> <li>• Institutions or organisations providing initial and/or in-service training</li> <li>• Schools;</li> <li>• Other institutions active in school education (including research centres, training centres active in the field of education management or guidance and counselling, educational authorities and public or private companies);</li> <li>• Authorities, institutions or organisations which are not in themselves educational, but whose action can contribute to developing high-quality education;</li> <li>• Networks, voluntary associations and other not-for-profit organisations and undertakings active in the field of education.</li> <li>• Third country participation is an additional option in an otherwise normal, eligible application and consortium.</li> </ul>
<b>Who can apply</b>	Applicant organisation on behalf of the consortium.
<b>How to apply</b>	Centralised Action. Applications have to be sent to the Executive Agency
<b>Duration</b>	Maximum 3 years
<b>Maximum Grant</b>	<p>150.000 €/year. However, maximum EU contribution to projects will be 300.000€.</p> <p>The maximum grant for all third country partners combined is 25.000 € in addition to the amount specified above.</p>

**Table 13 continued.**

<b>EVALUATION AND SELECTION PROCEDURES</b> The general eligibility criteria for applications in the LLP Programme are outlined in Part I of Programme Guide, Chapter 3. Participating countries: please refer to Part I of this Guide, section "Which countries participate in the Programme?"	
<b>Specific eligibility rules</b>	Applications must be submitted by bodies which are legal entities. Where the institution is a school, it must belong to one of the types of institution specified by the relevant National authorities in their list of eligible school types.( <a href="http://ec.europa.eu/education/programmes/llp/comenius/school_en.html">http://ec.europa.eu/education/programmes/llp/comenius/school_en.html</a> )
<b>Minimum number of Countries:</b>	3 LLP participating countries At least one country must be an EU Member State. Any partners established in a third country are in addition to the minimum number of LLP participating countries specified above.
<b>Minimum number of partners:</b>	3
<b>Award criteria</b>	<b>1. Relevance</b> The grant application and the results foreseen are clearly positioned in the specific, operational and broader objectives of the Programme. The objectives are clear, realistic and address a relevant issue / target group. Where priorities are given in the LLP General Call for Proposals 2011-2013 – Strategic Priorities 2012 for the action concerned, at least one of them must be satisfactorily addressed.
	<b>2. Quality of the Work Programme</b> The organisation of the work is clear and appropriate to achieving the objectives; the work programme defines and distributes tasks / activities among the partners in such a way that the results will be achieved on time and to budget. The work programme includes specific measures for evaluation of processes and deliverables.
	<b>3. Innovative Character</b> The project will provide innovative solutions to clearly identified needs for clearly identified target groups. It will achieve this either by adapting and transferring innovative approaches which already exist in other countries or sectors, or by developing a brand new solution not yet available in any of the countries participating in the Lifelong Learning Programme.
	<b>4. Quality of the Consortium</b> The consortium includes all the skills, recognised expertise and competences required to carry out all aspects of the work programme, and there is an appropriate distribution of tasks across the partners.
	<b>5. European Added Value</b> The benefits of and need for European cooperation (as opposed to national, regional or local approaches) are clearly demonstrated.
	<b>6. The Cost-Benefit Ratio</b> The grant application demonstrates value for money in terms of the activities planned relative to the budget foreseen.
	<b>7. Impact</b> The foreseeable impact on the approaches, target groups and systems concerned is clearly defined and measures are in place to ensure that the impact can be achieved. The results of the activities are likely to be significant.
	<b>8. Quality of the Valorisation Plan (Dissemination and Exploitation of Results)</b> The planned dissemination and exploitation activities will ensure optimal use of the results beyond the participants in the proposal, during and beyond the lifetime of the project.

Some numbers regarding the approved projects under Comenius Multilateral Projects are given below:

**Table 14: Approved projects under Comenius Multilateral Projects**  
([http://eacea.ec.europa.eu/llp/results\\_projects/selection\\_results\\_en.php](http://eacea.ec.europa.eu/llp/results_projects/selection_results_en.php))

	2007	2008	2009	2010	2011
<b>Total</b>	36	43	37	33	34
<b>Turkey</b>	2	1	-	1	1

## 6.2. Case of AHEAD Project

AHEAD is one of the projects approved under Comenius Multilateral Projects in 2009. The project included one Turkish partner, which was a public vocational high school and therefore it was chosen as the case of this research. Detailed information regarding the project is given in the following pages.

**Table 15: Detailed information regarding the AHEAD Project**

PROJECT TITLE	AHEAD – Web based PBL training to improve headmasters skills and promote an ‘innovative school’
REF. NUMBER	502397-LLP-1-2009-1-PL-COMENIUS-CMP
DURATION	24 months
ELIGIBILITY PERIOD	1 <sup>st</sup> October 2009 – 30 <sup>th</sup> September 2011
BUDGET	Euro 349.804,00
EU FUNDING	Euro 262.353,00 (co-financing 75%)
FUNDING PROGRAMME	Lifelong Learning Programme 2007-2013, Sub programme Comenius - Multilateral Projects - Development of Innovation - Call for proposals 2009 (DG EAC/31/08)
PROJECT PARTNERS	PL - ACADEMY OF MANAGEMENT – <i>Applicant</i> IT - FOR.COM. Formazione per la Comunicazione – <i>Coordinator</i> GR - EPAGELMATIKO SECONDARY PUBLIC SCHOOL IT - GIUSTINO FORTUNATO SECONDARY PUBLIC SCHOOL MT - OPPORTUNITIES AID FOUNDATION TR - RÜŞTÜ AKIN ANATOLIAN VOCATIONAL HIGH SCHOOL

### 6.2.1 Project General Information

The AHEAD project aims at providing headmasters with the needed skills (leadership and management) to cope with the European projects management and to build a team in charge of the European projects. By addressing to the fact that school leadership has become a priority in the EU's education policy (OECD-report "Improving School Leadership, 2008), the project stresses on the recent change in schools which is the opportunity to access to public funds (EU Programmes such as the LLP, etc.) that schools can make use of. The project proposal claims that EU schools have vast range of opportunities but often headmasters do not have the necessary skills to manage their staff who participates in EU cooperation initiatives. It is emphasized in the application form that headmasters should have the chance to continually update their practical skills, including self-study tools to autonomously manage their training path. Thus, an in-service training programme for headmasters is needed to develop skills for school management. That's why, AHEAD project aims to meet the above mentioned needs and Comenius priority which was stated in the LLP General Call for Proposal 2008-2010 - *"to develop approaches to provide practical training in leadership skills and school management of high schools headmasters"*.

#### **Project Target Group**

The AHEAD project is addressed to headmasters of European secondary schools. The European schools are in charge of carrying out of several EU research/innovative initiatives thanks to the increased access to public funds. These activities provide headmasters the opportunity to exchange best practices, promote students/teachers mobility, test new methodologies and adopt new learning methods and materials. Via the AHEAD project, the headmasters will access the opportunity to develop their management skills in order to make their schools get benefit of projects and various funds.



### 6.2.2 Lifelong Learning Programme Objectives and Priorities addressed

According to the project application form, the AHEAD project addresses below objectives and priorities of the Lifelong Learning Programme and the specific Action.

#### **The Lifelong Learning Programme Objectives Addressed**

*To support the development of innovative ICT-based content, services, pedagogies and practice for lifelong learning:* The AHEAD project, with the implementation of the web based PBL-Problem-Based Learning model, intends to identify the e-course curriculum for improving headmasters' skills on the building and management of a research team with the support and the development of ICT – based practice.

#### **Specific Objectives of the Action**

*To develop knowledge and understanding among young people and educational staff of the diversity of European cultures and languages and its value:* The project provides EU headmasters with the opportunity to access training using an e-learning path to improve their skills, as well as, to improve the cooperation among different EU countries. The project application form claims that “thanks to the developing of innovative actions teachers and students will have the chance to reinforce their relationship since they will work together in developing EU networks and testing new teaching methods.”

#### **Operational Objectives of the Action**

*To support the development of innovative ICT-based content, services, pedagogies and practice for lifelong learning:* According to the application form, the AHEAD project intends to develop a course through an innovative methodological model combining both theoretical and practical aspects, in order to favour the learning skills based on the study of the real cases thanks to the PBL (Problem Based learning) approach. This model supports also the development of peer training opportunity among headmasters because it allows them to study through other headmasters shared experienced.

*To support improvements in pedagogical approaches and school management:* The project develops, via the e-course and the virtual PBL, the needed skills to effectively lead and manage schools in the EU context. The practice will be experimented through the virtual PBL, a methodology promoting a greater cooperation allowing sharing mutual experiences with the analysis of real cases. Through the PBL headmasters will advance a key managerial skill: the ability to solve problems.

### **Priorities Addressed**

*School management:* The project aim is to develop, test and implement an approach for the headmasters to acquire leadership and school management skills useful for building an integrative staff group within their own school able to develop innovative/research activities at EU level.

### **Other Policies:**

*Education and Training 2010 Work Programme:* The AHEAD project intends to contribute to Education and Training 2010 Work Programme with the achievement of the expected results by:

- promoting the lifelong learning partaking of adults;
- developing of innovative ICT-based tools for the lifelong learning implementation;
- carrying out training methodologies (AHEAD model) and tools (PBL repository and self-training toolkit) based on the peer training approach;
- facilitating school autonomy application providing headmasters with school management skills.

## **6.2.3 Project Methodology and Activities**

### **6.2.3.1 Project methodology**

The AHEAD project intends to develop an online Problem Based Learning-PBL methodology through the e-learning platform and the PBL repository. Therefore, the AHEAD didactic model is based on the combination of two methodologies: web based PBL (Problem Based Learning), peer training with self-learning approaches.

The AHEAD didactic model aim to allow headmasters:

- to develop skills by studying real cases and focusing on the working out of practical problems,
- to exchange experiences promoting the peer training approach and to encourage headmasters self learning thanks to the self-learning toolkit and the PBL repository on line available.

#### ***6.2.3.2 Project Activities***

The key project actions that are: research, experimentation, dissemination of results, arranging of national events for the exploitation of results, participation in international conferences. All these key actions are described and planned under workpackages which cover detailed activities with a foreseen timeline, roles and tasks, and expected deliverables.

### **WORKPACKAGE 1: MANAGEMENT**

The management workpackage (WP) includes activities of Operative and financial management, Plenary and virtual meetings, Monitoring and reporting activity. The WP covers 24 months of the project with the deliverables of handbook of management, four foreseen project meetings, one interim report, one final meeting. According to the final report of the project, one extra meeting and several virtual meetings were organized apart from the foreseen activities.

### **WORKPACKAGE 2: QUALITY AND EVALUATION**

The quality and evaluation workpackage includes activities of external and internal evaluation of the efficacy of management as well as evaluation of the project output which is the AHEAD Didactic Model including assessment of the web based PBL, peer training method and model tools (self-learning toolkit, PBL repository). The expected deliverables are internal strategy plan and evaluation report. Evaluation of the AHEAD Didactic Model efficacy was planned to be carried out through the submission of an expectations questionnaire (before the e-course beginning) and of a customer satisfaction questionnaire (after the e-course end). This WP covers 23 months of the project. As written in the final report, the project deliverables were successfully produced. "Evaluation Plan: was developed

by the Evaluation Team in order to illustrate the quality evaluation strategy and processes, evaluation objectives, and methodologies. Evaluation Report was drawn up to describe the evaluation processes results, including the efficacy of management activity and the project results/outcomes level of achievement, the efficacy of the AHEAD didactic model and further implementation, impact and transferability of the project results,” (Project Final Report – Public Part, p.11).

### **WORKPACKAGE 3: RESEARCH AND DIDACTIC MODEL DEFINITION**

The research workpackage includes tasks of the research aims to define training need analysis of EU high schools and the AHEAD didactic model and curriculum definition with the development of deliverables of needs analysis report, and AHEAD curriculum, AHEAD methodological instruction book. The timeline of the WP activities cover four months. According to the final report of the project, the three deliverables foreseen, Needs Analysis Report, AHEAD Curriculum and AHEAD Methodological Instruction Book, were developed and published in project website.

### **WORKPACKAGE 4: TECHNOLOGICAL DESIGN**

The workpackage includes tasks of developing two deliverables: the technological design of the platform and the drawing up of the Technological Executive Project. The technological design of the platform aims designing the architecture of the e-learning platform that will host the e-course Learning Objects and PBL web based environment. Technological Executive Project represents a practical manual for technicians to set up the platform including the description of the e-learning platform and repository features, the platform's main structure, different sections and individual study/collaborative tools. The WP will cover three months. As written in the final report of the project, the two deliverables foreseen were developed and published in project website.

### **WORKPACKAGE 5: PRODUCTION**

The production workpackage includes tasks of setting up the E-learning platform, development of the E-learning course, and production of Self-learning toolkit, which is, in the end, resulting in with the deliverables of AHEAD e-learning

platform and PBL repository. The WP covers eight months of the project period. According to the final report of the project, the project deliverables, AHEAD e-learning platform and PBL repository, Guideline to develop Learning Objects, E-Learning Course, Self-Learning Toolkit for headmasters were developed successfully.

## **WORKPACKAGE 6: EXPERIMENTATION**

The experimentation workpackage includes tasks of selection of participants, delivery of AHEAD pilot e-course, and implementation of the PBL repository, with one planned deliverable – experimentation plan. The WP covers seven months of the project period. According to the final report of the project, all partners fulfilled the activities of experimentation phase and the partnership has developed foreseen deliverables which were published in the project website.

## **WORKPACKAGE 7: DISSEMINATION**

The dissemination workpackage includes tasks of exploitation/dissemination actions at national and EU level involving all partners. The WP deliverables are valorization plan, AHEAD Website, AHEAD brochure, AHEAD poster, AHEAD e-learning platform demo, Articles, papers, press release, final conference, TV promo, and six e-Newsletters to be developed in every four months of the project. The WP covers 23 months of the project duration. According to the final report of the project, all of the above mentioned deliverables were developed and are available in the project website. (For details see Project Final Report – Public Part).

## **WORKPACKAGE 8: EXPLOITATION**

The exploitation workpackage includes tasks of promotion of results sustainability, peer training implementation, Exploitation Agreement. The WP deliverables are two national exploitation events, Web Based PBL testing session, and Exploitation Agreement. The WP duration covers 14 months in the second half of the project. According to the final report of the project, in each partner country two national events were organized and all the National exploitation event reports are available on the public area of the Project website. Organising Web Based PBL testing

session was realised during national events. The deliverable of Exploitation Agreement was developed including some important rules about the Intellectual Property Rights and the potential commercialization of the e-learning course contents.

#### 6.2.4 Project Results and Deliverables

Project's main outcomes are:

- *AHEAD didactic model* to develop headmasters' practical skills about team building for innovative/research activities; the AHEAD didactic model which combines a virtual PBL approach and a peer training methodology to promote the attainment of practical skills related to leadership and management.
- *AHEAD e-learning platform and PBL repository* as an online collaborative environment for headmasters: It includes an e-learning platform and a PBL repository which, as “training library”, will host the headmasters' cases/scenarios based on their real experiences;
- *Self-learning toolkit* for headmasters to promote their skills' regular updating exploiting the AHEAD model among EU schools and applying a peer-training approach

The project proposal foresees that project results will trigger impacts on EU's educational sector, as follow:

- encouraging the in-service training at schools to keep up headmasters and teachers with new developments
- enhancing the networks among EU schools for promoting formal/informal creation of teams of teachers and headmasters of several schools
- allowing a better use of school funds to improve curricula and carry out innovative actions
- reinforcing schools participation in EU programmes providing headmasters the needed skills

### 6.2.5 Project Final Report

The project final report is composed of two different documents; one is the Public Part and the other is the Confidential Part. The Public Part of the report presents the approach, results and achievements of the AHEAD project, while the Confidential Part includes technical details for the assessment of the Agency. Therefore, in this research mainly the Public Part of the final report was taken into consideration. According to the report, the overall aim of the project was stated as *“to promote the headmasters’ opportunity to access to the practical training developing and testing an e-learning training path devoted to improve the skills needed to carry out research and innovative initiatives at school”* (Project Final Report – Public Part, p. 3).

In terms of project objectives, methodology and approach the final report presents details in line with the project application form which displays that, regarding the objectives, methodology and approach, the project was completed according to what had been planned during the application phase. In terms of project results and outputs it is observed in the final report that all the foreseen deliverables and expected results were achieved. There wasn’t reported any deliverable or expected result which was foreseen but not achieved.

Regarding the context of this research, the main focus is on the contribution of Comenius Multilateral projects to education in Turkey. Within this context, it will be more relevant to look into project evaluation report which is an annex of the final report. The project evaluation report presents the evaluation results of the main project outcomes, i.e. AHEAD didactic model and e-course.

#### *AHEAD Project Evaluation Report*

According to the project evaluation report, AHEAD Didactic Model which was the main project outcome was evaluated through two questionnaires which were applied to the participants of the experimentation phase in all partner countries: ‘Expectations Questionnaire’ at the beginning of the e-course and ‘Customer Satisfaction Questionnaire’ after the e-course have been completed. The results of

the expectation questionnaire give an idea on what was the expectation of the course participants who were school principals or deputy principals.<sup>23</sup>

Regarding the results of the satisfaction questionnaire, the report states that *“Ahead E-course enhanced head masters’ previous knowledge on using an online learning. Headmasters stated that they gained experience on not only using a technological environment, but also a collaboration tool,”* (AHEAD Evaluation Report, p. 36). Moreover, according to the report, the headmasters agree that they gained benefit while sharing experience with the others which shows the success of the methodology in creating an environment for sharing experiences (AHEAD Evaluation Report, p.37). The course participants reflect their gaining from the AHEAD e-course in detail and according to the report considering the satisfaction level among the knowledge and skills they have most gained improvement in Problem solving and conflict resolution techniques (85%) (AHEAD Evaluation Report, p.40)

When looking at the impact level specifically in Turkey, the AHEAD e-course seems to be useful. *“The peer learning over an online environment and discussion of the problems in a highly demanding platform made school headmasters learn new skills and use their expertise to solve the problems.”* (AHEAD Evaluation Report, p. 51)

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<sup>23</sup> Among the specific knowledge and skills, learners mostly expect to improve themselves in Problem Solving and Conflict Resolution Techniques (65%), The Team Leader Role and Leadership Skills (57%), The Teamwork Process and Methodologies (53%) and EU Policies and Funds for Education (48%). Among the benefits learners would get from using Problem Based Learning methodology, most indicated benefits are The Opportunity of Multi-perspective Thinking (60%), To Share Experiences with Other Colleagues (48%), To Develop Deep Problem-solving Skills (46%) and To Learn How to Apply Knowledge in a Working Context (41%); being highly effective in school management (41%) and project management (40%). (AHEAD Evaluation Report, p. 34).



### 6.3. Impact of the Comenius Multilateral Projects Based on Research Findings

The research has been conducted in order to reach some results assessing the impact of the Comenius Multilateral Projects to education in Turkey. The research scope is to reach results regarding impact on personal and professional skills development, impact on institutional cooperation, and impact on institutional capacity building. The research was conducted through interviews with one of the project partners, Rüştü Akın Kız Teknik ve Meslek Lisesi<sup>24</sup> (RATEK). The research participants can be categorised in two groups; one is the project beneficiaries who attended AHEAD e-course – the main project outcome, the other is the project team from RATEK. Therefore, the research findings will be given by clustering in two categories; project beneficiaries (Participants 1-2-3 who have attended the AHEAD e-course, and Participants 4-5, who managed the project as being the project team.

#### 6.3.1 Impact on Personal and Professional Skills Development

In order to reach results regarding the impact on personal and professional skills development, the participants were asked two questions: *Do you think the Project has contributed to your professional development? If 'Yes' What contributions? If 'No' Why?* and *Do you think the Project has contributed to your personal development? If 'Yes' What contributions?, if 'No' Why?*

Regarding contribution to professional development, all of the research participants were agree on the benefit of the project for their own professional development. The research findings are in line with the results in the AHEAD Project Evaluation Report developed based on Satisfaction Questionnaire to course participants. *“The PBL methodology has contributed both professional and personal gain, in the way that it allowed new perspectives in solving matters.”* (AHEAD Evaluation Report, p. 51)

According to the research findings, the project contributed to the professional development of the project beneficiaries since they attended a training course via

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<sup>24</sup> Rüştü Akın Kız Teknik ve Meslek Lisesi is a vocational high school located in Beşiktaş, İstanbul.

the project and they learnt many from that course. The participant 1 states her experience in professional development as *“It brought me in practicality in choosing a path to reach a solution. We had solved problems before but the project activities gave an impetus in finding solutions, because it displays you which steps you should follow.”* The project provided participant the opportunity to develop their management skills, problem solving skills and environment of sharing experience, all of which were helpful for their professional development. As Participant 3 states *“It contributed directly to our management skills...During case studies, some idea was put forward by another colleague of me, which made me aware of different solutions to a problem.”*

Moreover, regarding the development in professional skills, my research findings reveal that the project team from the school that pursued the project management have improved skills in project management. According to the Participant 5

*“This particular project has had uniquely added value in distinguishing a well managed project from a badly managed one... In that sense, if I can consider myself as an efficient working project expert, I would say that I learnt most of it through the experiences I had during the project life time.”*

In terms of contribution to personal development, the research findings show that the project has had benefits to the project beneficiaries as well. All of the research participants, except the Participant 2, stated that they have improved their personal skills thanks to the project.

According to the research findings, the project has contributed participants to develop self- confidence and problem solving skills in their daily life as well as in their professional life.

*“It taught me how to look at the events/cases and gave practical knowledge about how to develop solution proposals. I faced with problems before but to reach a solution I had casual ways. The project included cases/problems and asked us to reach solutions, this made me gain more practice”* (Participant 1).

Moreover, the project had contribution on development of foreign language skills of the participants. The Participant admits the benefit of the project for language development by saying *“It was an advantage to have the course in a foreign language”*. According to the Participant 3, through the reading texts and lecture notes during the e-course, she got benefit of improving English language skills. *“The lessons and resources were in English and so reading and listening to in English improves your English”*. Regarding the development in language skills, despite the contributions of the project, one participant mentions that use of language and international communication remained below her expectations. . *“I wish I had opportunity to meet with school managers from other countries, to know about their problems, and solutions to those problems”* (Participant 1).

According to the research results, the project has had also contribution to development of ICT skills of the participants. The participant 3 states that attending the course has contributed to improving her ICT skill; *“I have never attended an e-course therefore, at first, I had some problems with the web cam or speaker or connection. In time, I get used to each item of the course platform and this helped me to improve my ICT skills in many aspects.”*

Furthermore, the research results include that the project contributed to developing time management skills. The participant 3 thinks that the course contributed her to develop time management skills since the course requires attending some planned online meeting and she feels the need of taking part in those meetings. *“There was video conference (virtual classrooms) schedule and we had to stick to it. We often cannot spare time for ourselves but there we tried to stick to the plan.”*

The participant 2 states that the course has not contributed to his personal development much because he has had Master’s degree on management before. *“The course did not contribute much to me and this is because I have a master’s Degree on management and I have experienced similar problems before in my profession, at schools that I worked before”*. He mentions that he covered some similar topics with his master’s degree field and accepts that he has learnt some during the project through the AHEAD e-course. *“I have master’s degree on management and in AHEAD e-course there were some common topics with my MA. In general I can say that I learnt some things.”* He finds the course educative

and useful especially the practice part of the course, but in general since he was already educated in the field the course did not contributed to him much.

The contribution of the project to the development of personal skills of the school staff who managed the project activities as project team were also positive but different from the project beneficiaries since their project experience was not just attending the AHEAD e-course but managing the project for two years. From this perspective, the impact of the project to Participant 4 and 5 regarding their personal development is observed over project management activities. The Participant 4, by reminding the project's contribution to increasing school's prestige, states she - being the school principal - has got the benefit of having personal satisfaction. She also utters that the contributions of the project brought a change in her approach to the teachers, students and in general education.

The Participant 5 believes in the contribution of the project to her personal development since the project, by providing opportunity to meet colleagues all around Europe, enabled her to see similar problems and concerns that people deal in other countries. Moreover, the participant adds that, thanks to the project, she met new colleagues and make new friends which made her happy. *"I got to meet many new colleagues and make new friends, both at local and international base, which gives me great self satisfaction."*

### **6.3.2 Impact on Institutional Cooperation and Development**

In order to reach results regarding the impact on institutional cooperation, the participants were asked one question: *"Do you think that the Project has contributed to development in institutional cooperation of your school? If 'Yes' What contributions?, if 'No' Why?"*

Regarding development in institutional cooperation, the research findings reveal that the project beneficiaries could not gain much contribution from the project for institutional cooperation since there was no opportunity for interaction with participants from other countries during their attendance to AHEAD e-course. Only Participant 3 thinks that the project contributed to development in institutional cooperation in her school since she learnt some useful hints for

communication with partners in international projects. *“I used the hints for communication with partners and we applied with two projects this year. So I think the course is useful for cooperation.”*

According to the research findings gathered from Participant 4 and 5, the project has contributed to development in institutional cooperation of the school which runs the project management activities. The participant 4 states that by interacting with colleagues from other countries, a relationship based on professional and personal sharing was set. Moreover, the participant points out that the interactions helped abolishing mutual prejudices. *“As we know them and they know us, we see that our points of view are changing, which make us happy.”*

The participant 5 believes in that there has been a contribution of the Project however this contribution remains again at a limited level. *“The project enabled those involved to get into an international network of cooperation and collaboration; meanwhile at institutional level no much change has been observed.”* According to the Participant 5 the school staff involved in project activities improved their skills as well as created themselves new contacts for future cooperation. However, other staff of the school remained unaware of those improvements.

### **6.3.3 Impact on Institutional Capacity Building**

In order to reach results regarding the impact on institutional cooperation, the participants were asked one question: *Do you think that the Project has contributed to development in institutional capacity of your school? If ‘Yes’ What contributions?, if ‘No’ Why?*

According to the research findings, the project contributed to beneficiaries for improving institutional capacity of their school. Since the project aims to empower school administrators the course participants state that they have benefitted from the project and reflected their new learning to their professional life which is the school management. As the Participant 1 notifies that as long as they solve the problems of the school, the satisfaction of your institution increases, which positively impacts on the development of institutional capacity. *“When people see*

*that their problems are solved, they feel more comfortable and this affects the school atmosphere and culture. This reflects to teachers, students, parents and other personnel*". Also the Participant 3 agrees on the contribution of the project to development in institutional capacity by stating that any improvement in her, being the school principal, will reflect upon her school's improvement. *"I took part in this project individually not as school but improvements in my skills reflect to school as well. I believe that the experience and knowledge that I get in terms of problem solving effect on my school."*

The research results display that some participants have used some skills they gained during the course when facing new problems at school like communication, project works, motivation, team works etc. However, only one participant (Participant 2) notifies that the project did not contribute to any improvement in his school since there was not occurred any opportunity to use gained experiences for school activities. *"I have shared some experiences during the course with my colleagues but there haven't done any practical works at school."* Therefore, from this perspective, we can say that when any beneficiary of the project cannot have opportunity to use the new skills and experiences into his/her professional life, the project lacks contributing to improvement of institutional capacity of schools.

Regarding the project contributions to the school that manages the project, the research findings gathered from the project team displays that the project has contributed to the school in terms of development in school's institutional capacity, however at a limited level. According to the Participant 4, thanks to the project they were able to compare different implementations in equivalent institutions. *"I had an opportunity o compare the implementations; how we do the thing and how they do."* Moreover, the Participant 5 thinks that the project has had good contributions because "the project activities enabled a networking facility for head teachers and vice head teachers, in collaborating and cooperating with their peers." The Participant also states that the Project contributed to the involved school staff for *"intellectual and professional development... advancing their management and leadership skills."* However, besides these contributions, there remain some challenges as well. The Participant 5 points out that the contributions remained on individual level restricted with only the staff that was involved in the

project activities not the whole school. Therefore the participant believes that no much change can be observed at institutional level because of *“the lack in the sense of owning the project by all staff of school, where very few of them took part in the Project”*. The reason why the project is not owned by the whole school and only very few took part in the project activities is related to the public perception of such project in Turkey. According to the Participant 5, many people see those projects as a way of travelling; *“if they do not travel which means if they do not benefit from the project, they do not put an effort for other activities as well.”* Moreover, another reason which prevents these projects to impact on development of institutional capacity is the lack of interest by people to put time and effort for self development. As Participant 5 says *“teachers and vice head teachers are usually less interested in professional development if they need to pay extra time and effort, therefore they paid little interest to the project.”*

#### **6.3.4. General Impact of EU Action Programmes Based on Research Findings**

Turkey, since 2004, has been actively involved in EU Education and Youth Programmes and has been benefitting from the programme goals and objectives. In order to draw a general picture regarding the impact of the EU action programmes on education in Turkey, two different questions were directed to the interviewees. These questions aimed to find out about the impact of mobility-based EU projects and product-based EU projects.

##### **6.3.4.1 Impact of Mobility Based Action Programmes**

In order to gather data on impact of the mobility based action programmes on education in Turkey, the interviewees were asked one question: *To give a general explanation, Lifelong Learning Programmes support activities aiming mobility of students, teachers, academicians, and decision-makers. Those mobility actions are considered aiming to promote knowledge and experience sharing and increase individual competences. Do you think that Turkey gets benefit from those activities in line with the programme aims? If ‘Yes’ How?, if ‘No’ Why?*

The research findings based on participants’ answers reveal that mobility based action programmes have had positive impacts on education in Turkey. The

positive impacts can be counted on the areas of comparing systems, observing good practices, increasing motivation to learn foreign language, having opportunity to go abroad and get intercultural experience, motivating teachers for career development, etc. All the participants think that these programmes have contributions over students and teachers and in general over education.

The Participant 1 believes in the benefits of the LLP programmes for Turkey based on her own experiences. Working in a vocational high school as an administrator, she gives the example of transferring what they had observed in kitchen structure in a vocational school in Poland to her own school in Turkey. *“Actually, I transferred feasible and good practices to our school.”* Moreover, she also mentions her own experiences of student mobility actions and states that students who took part in a project abroad came back to school with a great change. Those actions contribute to students in terms of developing awareness, building self-confidence, communication with peers, encouraging for language learning, competitiveness among students and teachers as well.

*“We took abroad very poor students or very naughty ones not only the favourite students and we observed very positive development on those students. Those students passed university exams. I am not sure if this is a coincidence but the students who went abroad get into university; they broaden their horizon and vision.”*

In terms of building self-confidence and increasing communication skills, the participant believes in the benefit of action programmes also on herself as a school administrator.

The participant 2 believes in the benefits of taking part in mobility projects and gives the example of increasing motivation towards learning foreign language by stressing that participating projects motivate students for learning foreign language. *“Although our school is a vocational high school, many students has had tendency towards English language field.”* Moreover, the participant thinks that those programmes help teachers in their career developments. *“Teachers gain professional benefits from those programmes by meeting with their colleagues from abroad or attending an in-service training abroad.”*



The participant 3 strongly believes in the benefits of mobility project under LLP programmes to education in Turkey. *“I have been involved in over ten projects including teacher and student mobility as a project coordinator or manager and I believe that these projects have significant contributions.”* The participant points out that some students who have never been to another city have had opportunity to go abroad and experience international exchange. Moreover the participant states that the mobility actions enable people to compare their own system and conditions, which without travelling you would not be able to do;

*“When you see another region, another country you will be able to compare your own region or country in terms of we are in a good position or bad. Our country has some positive features as well and to observe this is very beneficial in my opinion.”*

Moreover, the participant stresses upon the importance of observing innovative and improved implementations in developed countries. *“Especially regarding observation of new methods, we gained a lot of experience through projects. I have never seen a person who was involved in such project and says he hasn’t gained anything.”* The participant believes in the benefit of the action programmes regarding getting informed about “What is happening outside of country? What are their points of view to life, their life styles, their interests, their cultures, and their history?”

The participant 5 states her belief in the contribution of mobility projects to all actors of education in Turkey. *“I strongly believe that Turkey, the Turkish students, teachers, directors and decision makers have immensely benefited from the mobilities.”* The participant stresses that those mobility actions contribute much to the ones who took part since it is an important step for learning other cultures and people and since it creates change to them. *“I believe change in perception and attitude may be observed in the eyes and speech of every individual who have taken part in a mobility action.”*

#### **6.3.4.2 Impact of Product Based Action Programmes**

In order to gather data on impact of the product based action programmes on education in Turkey, the interviewees were asked one question: *When we*

*remember AHEAD Project again, with a broader perspective, the Lifelong Learning Programmes also support actions for developing innovative tools, techniques and methods via Europe-wide cooperation and knowledge and experience sharing. For instance, a couple of universities and educational institutions can come together and develop an in-service training for teachers based on a need. At this point, do you think that Turkey gets benefit from those activities? If 'Yes' How?, if 'No' Why?*

All the research participants agree on the contribution of product-based project to education in Turkey. Thus, overviews from the perspectives of school principals and teachers who have been involved in projects were drafted through this research question. Within this context, it can be claimed that product based projects have impact on education by contributing in the fields of developing innovative methods, increasing quality of in-service trainings, developing a new tool via cooperation however, in some cases, at a more limited level and scope that expected.

The participant 1 believes in that Turkey benefits from those actions/projects as well. She states that those projects open new horizons based on her own experience in a project of that kind. *"We worked in a project which aims teaching traditional handicrafts to young people through e-learning and increase their employability. We could do this thanks to those action programmes."*

The participant 2, based on his own experiences finds the in-service training system in Turkey ineffective. Therefore he states that, taking part in such programmes including in-service training development will bring contribution to Turkey's in-service training system as well as individual contributions. *"In-service trainings developed through European Union programmes may contribute to development of Turkey's in-service training system and perception."*

The participant 3 believes in the benefit of such projects and states that through those activities/projects make it possible to close the gap between developed countries and developing or under-developed countries. *"Developing a new tool, method or technique is very important in projects. Cooperation starts there."* The participant believes in the significance of projects including development of

innovative tools and methods in education and states that teachers need updating their professional competences and new and innovative tools and methods.

The participant 5, while believing in benefits of these action programmes for improvement in its young population, states that Turkey does benefit from them in a limited level due to the lack of interest of some institutions. *“I believe that most individuals and institutions get involved in such activities to get mobility and fiscal opportunities; whereas project's possible impacts are less looked upon.”*

## **6.4 Challenges for the Expected Impacts**

While defining the impacts of the EU action programmes, specifically in this research the impact of the Comenius Sub-programme – Comenius Multilateral Projects, positive impact on professional and personal development with comparatively less impact on development in institutional capacity building and cooperation was revealed thanks to the interviewees’ reflections. According to the research results, while individual get benefit from the projects’ expected impacts, the reflection of development in personal skills seems to have less impact at the institutional level.

The interview results revealed some challenging issues which constitute a barrier in front of expected impacts of the relevant programme. Earlier in this chapter, the expected impacts, goals, objectives and priorities of the Comenius multilateral projects were given in detail. When a consortium manages a project under this programme, they are expected to contribute some of the programme objectives and priorities which will in the end contribute to education itself. However, the research findings display some challenges exists in Turkey to get benefit of these programmes. According to the research findings, there are two challenging issues; sustainability and the public perception and attitude.

### **6.4.1 Sustainability Issue**

Sustainability is an important issue for the Community Action Programmes, especially for the projects which are product based. AHEAD project is one of the product based projects with a project outcome which is the AHEAD e-course for headmasters to improve their skills. Therefore, sustainability of AHEAD project is

important in order to make good use of the project results after the project's completion. In order to come up with some results, my research focused on sustainability of the project as well. Regarding the sustainability of the project, the research participants were asked one question; *The Project is completed now. What can you say about the sustainability of the Project?*

According to the research findings, it is observed that although the most of the participants are aware of the importance of sustainability of the project, there hasn't been any concrete action to achieve it. Regarding the beneficiaries of the project, the participants, all, admit that the project result (AHEAD e-course) can be applied to other people, colleagues from school or even wider scope to other colleagues, even teachers. However, none has had an attempt to make use of the course after the course ends. The participant 1 states her idea about the sustainability of the AHEAD project as *"this course should be also for teachers not only for school managers."* This shows that the participant seeks for the sustainability of the project by exploiting the results in different target group, in the language of Turkish. As a sustainability proposal, the participant suggests that the school principals who took part in the AHEAD course could be directed to be facilitators and implement the programme within their school for the school teachers. The participant 2 states that the project can be sustained via training with different school principals and managers, moreover by adding different modules. He adds that those kinds of trainings should be related to people's needs. *"By having need analysis for possible participants, new course may be built according to those needs for sustainability."* The participant 3 supports the promotion of the project result (e-course) by spreading it to much more school administrators, with a Turkish version. *"It is necessary to disseminate the course to many other school principals."* She also utters the necessity of adding international dimension to the course at least for the ones who can speak English. *"I believe that it will be useful to have case study virtual classes with school principals from other countries."*

Regarding the project team and the school that has managed the project; the sustainability issue remains untouched as well. The participant 4 points out the significance of using the project results instead of putting them aside. *"If you develop something through a project, you should not do it just for doing."* She

emphasises the importance of sustainability of the project results by stating that the base of the project lies beneath enabling its continuity. *“The positive and negative sides of the results should be criticized and if the result is positive it should be disseminated.”* However, she did not mention any concrete action that the school attempted for the sustainability of the project, which shows us that some things remain as rhetoric and cannot come into implementation.

The participant 5 points out that the sustainability issue is a problematic one since it remained at a limited level. While emphasising the importance and usefulness of the project outcome, the participant thinks that the sustainability of the project would be more successful with more interest by the school administration and staff. *“The sustainability of the project would be efficiently and effectively carried out if only the project had been owned by majority of school staff, as well as school's head teacher herself.”*

Research findings present that sustainability, which is very important to fulfil those programmes objectives, is an issue that is neglected often. Even if people believe in the success and efficacy of the project and its results sustaining the project activities and making good use of project results can hardly be achieved. Therefore, any successful project, when the project is completed, becomes one of many and remains at the dusty shelves of the educational community in Turkey.

#### **6.4.2 Public Perception and Attitude**

According to the research findings, it is revealed that public perception and attitude stands in front of the expected impact of such product based projects as a barrier.

The public perception towards the projects can often reflect a tendency towards the interest in travelling. That is to say, people often expect travelling as a benefit from a project, nothing more and therefore they see the projects as a means of travelling abroad. The activities other than travelling become unimportant for those people. According to the Participant 5, many people see those projects as a way of travelling; *“if they do not travel which means if they do not benefit from the project, they do not put an effort for other activities as well.”* However, in product

based projects, the travels are meetings for planning of the main project activities which are conducting needs analysis work, producing a course with its training materials, implementing a pilot study, conducting evaluation works, etc. The participant 5 states that Turkey does benefit from projects at a limited level due to the lack of interest of some institutions. *“I believe that most individuals and institutions get involved in such activities to get mobility and fiscal opportunities; whereas project's possible impacts are less looked upon.”* Since many people see those projects as a way of travelling; *“if they do not travel which means if they do not benefit from the project, they do not put an effort for other activities as well”*(Participant 5).

Apart from the public perception, another challenging point is the attitude towards the project. Some teachers, head teachers or vice heads are lack of interest in investing time and energy for project activities in their attitude towards the projects. The public perception focusing on travelling has certainly an impact on it. The school staff sometimes chooses to remain unaware of project activities and do not care much for professional development through projects and funds. As Participant 5 says *“teachers and vice head teachers are usually less interested in professional development if they need to pay extra time and effort, therefore they paid little interest to the project.”* Therefore, instead a project would reach to more people and have more impact, due to the lack of interest, the level of impact remain limited with the ones who are interested in professional development.

To sum up the case study, this research conducted this case study in order to investigate the level of implementation and impact level of the Community action programmes in education of Turkey. By picking up one sample project as a case – the AHEAD Project – and by performing interviews and documentary research on this project, an explanation for the level of implementation and impact level of the Community action programmes in education of Turkey was searched for. The case study interviews were focused on assessing the impact of the project in terms of personal and professional development, because the earlier chapters of this research displayed that empowering people and letting them to develop themselves both personally and professionally contributes to ensuring a knowledge based society which is one of the ultimate goals of the Union in its educational policies.

Moreover, the case study questioned impact on institutional capacity building and developing institutional cooperation since empowering institutions is also important for achieving Europe's future goals to create a knowledge driven economy.

To sum up the result of the case study, it is right to say that Comenius Multilateral Projects contribute to personal and professional skills development for the ones who took part in project activities of such projects. Moreover, these projects contribute to institutions regarding development in institutional capacity building and institutional cooperation. However, due to some challenges like lack of interest and public perception the contribution level may remain at limited level in some cases; limited to only the people who are involved in the project.

In general, the action programmes under EU education and training policy has a contribution to education in Turkey. The mobility based projects let people gain unique experience which helps them develop themselves and contribute to their career. On the other hand, the product based projects contribute to increase in quality of education, but sometimes at limited level due to the challenges of lack of interest and misperception. The research results offer that there are two challenges which hinder achieving the expected impact of the projects: Sustainability and public perception.

## CONCLUSION

### Summary

With this research, it has been aimed to define and take stock of changes and rearrangements in Turkey's educational policies in line with the EU's education and training policy since Turkey's candidacy process started in 1999 Helsinki European Council. Within the context of this aim, European Union Education and Training Policy, Implementing the European Union Education and Training Policy, Education Policies of Turkey during the Pre-Accession Process, and Impacts of Changes and Level of Implementation were analysed under different chapters.

In terms of European Union Education and Training Policy, Treaty Base and Chronology of the EU Education and Training Policy, Evolution of the policy from the beginning to today, Open Method of Cooperation as policy implementation method, and institutions, committees, agencies and networks of education and training policy were described in detail.

In terms of implementing the European Union education and training Policy, the strategic framework for European cooperation in Education and Training – (ET 2020), benchmarks for 2020 in comparison with the benchmarks set for 2010, and Community Action Programmes were investigated and described.



Regarding the education policies of Turkey during the Pre-Accession Process, EU – Turkey Relations towards membership, Pre-Accession process for Chapter 26- Education and Culture, and reforms and changes in education policy during the Pre-Accession Process were investigated and described in detail.

In terms of the impact of changes and level of implementation, the case of Sub Programme Comenius - Multilateral Projects was adopted as case study and Comenius Multilateral Projects - programme detail, and case of AHEAD Project funded under Comenius Multilateral Projects were given in detail. Based on the research findings, impact on personal and professional skills development, impact on institutional cooperation, impact on institutional capacity building, general impact of EU Action Programmes, and sustainability and public perception issues as challenges for the expected impact were studied through documentary research and interviews.

### **Concluding Remarks**

The research results show that the European Union education and training policy has an evolving nature which has presented a developing character throughout the history of the Union. Beginning from the founding treaty to the recent treaties of the Union, articles and notices regarding the educational policy has gained a distinguishing significance. As an implementation method, a new method – open method of cooperation – was brought with the European Council in Lisbon in 2000. Today, it is the valid implementation method for the member States in education and training policy of the Union. Several institutions (European Commission, European Parliament), committees (education committee under the institutions), agencies (Executive Agency and national agencies) and networks are working for the educational and training policy.

In order to implement the educational policy, the European Union develops strategic framework for cooperation in the field. The recent and valid strategic framework is called Education and Training 2020 – ET 2020. Together with the updated benchmarks, the Union sets its goals and objectives for the educational policy and shapes its strategic framework in line with these. These educational

objectives serve for the Union's future goals for ensuring to become a *knowledge-based economy, capable of sustainable growth*.

The main implementation tool to achieve the common objectives and benchmarks for the European Union in its educational and training policy is the Community action programmes. The Lifelong Learning Programme with its sub actions (Comenius, Leonardo da Vinci, Erasmus, Grundtvig, Jean Monnet Programme, Transversal) targets the areas in formal education at all levels. Youth in Action Programme covers the areas in non formal education targeting the youth. The research shows that starting from 2014, a new phase for the action programmes will start. The new phase will bring all action programmes under the title *Erasmus for All* and it will cover actions of formal and non formal education areas.

According to the research results, Turkey has a long past in relations with the EU. Within this context, the relations now go on with Turkey's candidacy for the membership, which is called Pre-Accession process for Turkey. Regarding the education policies of Turkey during the Pre-Accession Process, the results display that several legal, institutional, and regulatory arrangements have been made at national level for harmonization to EU's educational policies in line with the Chapter 26 – Education and Culture. Based on the Screening reports, Turkey developed its national plan and started to fulfil required arrangements through legal and institutional changes. Those arrangements and changes can be observed in Commission's progress reports developed every year. Moreover, the research shows that the Strategic Plan of the Ministry of National Education includes several notices in line with the EU's educational goals and objectives, which shows that Turkey tries to apply a policy in line with the Union.

The research findings present that, in order to improve quality of education and meet the educational needs, Turkey has carried out several national projects and campaigns (at ministerial level) which are in line with the EU's educational goals and objectives. Being a part of the Community Action Programmes since 2004, Turkey has been benefitting from several programmes and funds in the field of education and youth. According to the research results, Turkey has an increasing participation rate and thus increasing benefits from those programmes.

Apart from the action programmes, Turkey has made use of funding under the title of Instrument for Pre-Accession (IPA) which is provided to the candidate countries in order to facilitate their harmonization works. By developing projects at the ministerial level, Turkey has been benefitting from IPA in the educational field as well. Several projects have been developed to improve quality of education and meet the educational needs.

The case study results as a part of this research present that the sub programme Comenius – Multilateral projects, which are product based projects with comparatively higher funding, have impact on education in Turkey. According to the research findings, these projects contribute to personal and professional skills development for the ones who took part in project activities of such projects. Moreover, these projects contribute to institutions regarding development in institutional capacity building and institutional cooperation. However, due to some challenges like lack of interest and public perception the contribution level may remain at limited level in some cases; limited to only the people who are involved in the project. That is to say, according to the research results, while individual get benefit from the projects' expected impacts, the reflection of development in personal skills seems to have less impact at the institutional level.

Based on research findings, the action programmes under EU education and training policy has a contribution to education in Turkey. The mobility based projects let people gain unique experience which helps them develop themselves and contribute to their career. On the other hand, the product based projects contribute to increase in quality of education, but sometimes at limited level due to the challenges of lack of interest and misperception.

The research results offer that there are two challenges which hinder achieving the expected impact of the projects. One is the sustainability which is an important issue for the success of the project regarding fulfilling expected impact. It often remains weak since when the project ends the project results has to stay at the closed dossiers and are not used for future activities. The other is the public perception. People consider projects as means of travelling abroad and have lack of interest in investing time and energy for project activities if there is no travel.

To sum up, the research findings present that in the EU-Turkey relations, the educational policy plays its own role for harmonization. While Turkey has been implementing some arrangements, reforms and changes in education, she gets benefit of being a part of the harmonisation works in this area. On the other hand, due to some challenges, the contributions gained from the EU's education and training policy does not reach the desired level. It always can be better but for now, to my belief, the important thing is to go on in this process with more conscious steps and better planning to gain more while keeping the current contributions. With better management, better planning and better coordination starting from the authorities and administrators in the educational field, Turkey will gain more regarding improving the quality of education by catching up with the innovations and technology.

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## APPENDIX A: TEZ FOTOKOPİSİ İZİN FORMU

### ENSTİTÜ

Fen Bilimleri Enstitüsü

☐

Sosyal Bilimler Enstitüsü

☐

Uygulamalı Matematik Enstitüsü

☐

Enformatik Enstitüsü

☐

Deniz Bilimleri Enstitüsü

☐

### YAZARIN

Soyadı : YAĞMURLU

Adı : FİLİZ

Bölümü : AVRUPA ÇALIŞMALARI

**TEZİN ADI :** HOW EDUCATION AND TRAINING POLICY OF THE  
EUROPEAN UNION OPERATES ON EDUCATION IN TURKEY – CASE OF  
SUB-PROGRAMME COMENIUS – MULTILATERAL PROJECTS

### TEZİN TÜRÜ :

Yüksek Lisans

☐

Doktora

☐

1. Tezimin tamamından kaynak gösterilmek şartıyla fotokopi alınabilir.
2. Tezimin içindekiler sayfası, özet, indeks sayfalarından ve/veya bir bölümünden kaynak gösterilmek şartıyla fotokopi alınabilir.
3. Tezimden bir bir (1) yıl süreyle fotokopi alınamaz.

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### TEZİN KÜTÜPHANEYE TESLİM TARİHİ: