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Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 27-Jun-2017 | Report No: PIDISDSC22723



BASIC INFORMATION

A. Basic Project Data

Country Turkey	Project ID P164181	Parent Project ID (if any)	Project Name Re-Engaging At-Risk and Out-of-School Youth in Turkey: Inclusive Education for All (P164181)
Region EUROPE AND CENTRAL ASIA	Estimated Appraisal Date Jan 30, 2018	Estimated Board Date Apr 13, 2018	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Republic of Turkey	Implementing Agency Ministry of National Education - Directorate General for Life Long Learning	

Proposed Development Objective(s)

Strengthening existing services to support out-of-school adolescents to re-enter schooling and increase educational attainment.

Financing (in USD Million)

Financing Source	Amount
European Commission Development Fund - TF	32.00
Total Project Cost	32.00

Environmental Assessment Category C-Not Required	Concept Review Decision Track II-The review did authorize the preparation to continue
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Other Decision (as needed)



B. Introduction and Context

Country Context

- 1. Turkey has become the 17th largest economy, has reduced poverty and seeks to close regional disparities.** Turkey's GDP grew on average by 7.4 percent between 2010 and 2015, dwarfing the growth rates recorded in major peer countries. Turkey's GNI per capita rose from \$3,115 in 2001 to \$11,000 in 2015: poverty incidence more than halved and extreme poverty fell even more dramatically. From 2002 to 2014, the poverty rate fell from 44 percent to 18 percent (under the regional poverty line of US\$5/day). Extreme poverty (US\$2.50/day) fell even more rapidly, from 13 to 3.1 percent.¹ Rural poverty went down from 54 to 33 percent, and urban poverty from 37 to 11 percent in this period. Most regions in the country have seen a reduction in poverty over time, with a general convergence trend occurring: however, the pace of progress has varied depending on the region, especially between the prosperous West and the more challenged Southeast Anatolia. Also, the poorest regions of the south-east now host large numbers of Syrians under temporary protection (SuTP) in Turkey.
- 2. Impacts from the Syrian crisis and exposure to other shocks are imposing significant challenges.** The government of Turkey has provided temporary protection status to more than three million Syrians. Turkey provides SuTPs legal registration, freedom of movement, housing, health and education services and prospects for legal employment, as more than 90 percent of SuTPs live outside camps. This large and fast influx of new beneficiaries is putting pressure on social services and the labor market. At the same time, terrorist activities in Turkey's south-east and in various cities, including Ankara and Istanbul, have disrupted local economies, depressed tourism and discouraged investment. Inflation has remained above 8 percent for the past three years, well above the central bank's 5 percent target. Food prices have increased and the lira has depreciated. The non-agricultural unemployment rate rose from 12.1 percent in January 2016 to 14.3 percent in December 2016.
- 3. Turkey's Long History of Migration.** The Syrian crisis also has refocused the country's attention into its long history of immigration and emigration. In addition to mitigating the spillover effects of the ongoing conflict in Syria, due to its geographical position, Turkey has long been a transit country for irregular migration, especially for asylum seekers from the Middle East intending to reach western and northern countries. Evidence on migration flows into Turkey demonstrate many of these "irregular migrants," "stateless peoples," or "asylum seekers" eventually remain in the country and require access to services including education. These migrants become at-risk communities, along other vulnerable Turkish communities. Various ministries in Turkey—including the Ministry of National Education (MoNE) and the Ministry of Family and Social Policies (MoSP)—have created special departments to build a response relevant for newly arrived populations to Turkey. This pressing need requires long-term and institutionalized strategies for social services delivery.

¹ Poverty and extreme poverty are measured using the thresholds that the World Bank adopts for countries in the Europe and Central Asia (ECA) region. The poverty line is set at US\$ 5.00 per day, and the extreme poverty line at US\$ 2.50 per day, both in terms of 2005 purchasing power parity (2005PPP). An individual is considered (extreme) poor if his/her expenditure per capita per day is below the (extreme) poverty line. For Turkey, expenditure data comes from the Household Budget Survey (HBS), collected by Turkey's national statistics office (TUIK).



- 4. Even within this challenging environment, Turkey’s development foundations remain sound for on-going improvements.** As a bridge between Asia and Europe with a dynamic private sector and young population, Turkey has continued to attract global investors. Nevertheless, Turkey’s seeks to improve its performance in technology absorption and innovation, as well as close regional disparities and correct exiting gaps in educational achievement. Turkey especially aims at building more resilient institutions and be better prepared to respond to natural and human-made shocks. Turkey has recognized that resilient institutions can deliver more relevant and better services, both in crisis and stable times. Emergency preparedness is crucial not only because Turkey is in an earth-quake prone region, but also due to exposure to human-made crisis such as the recent population displacement from Syrian. Turkey’s sound development track is also a foundation to address remaining challenges in disadvantaged communities, such as those in extreme poverty and exposure to ills such as child-labor and internal displacement.

Sectoral and Institutional Context

B. Sectoral and Institutional Context

- 5. Turkey continues to be committed to provide a quality education for all, reaching children and youth most in need.** In Turkey every citizen has the right to free primary and secondary education. Since 2012, twelve years of education are compulsory for boys and girls starting at five and a half years of age. This is divided in three four-year cycles: primary (grades 1-4), lower secondary (grades 5-8), and upper secondary (grades 9-12). Net enrollment rates for each of these levels for 2015-2016 were 94.9%, 94.4% and 79.8%, respectively. Pre-primary education is also offered to children between 3-5 years of age, but is not compulsory. MoNE offers both formal and non-formal education tracks. The latter including a self-paced, open education program, for learners that for a variety of life circumstances cannot attend a regular school program. The academic calendar for formal schooling is from September to June.
- 6. Providing education services to hard-to-reach learners has become difficult in spite Turkey’s almost universal access in primary and lower secondary education.** Basic education completion is a key determinant for socio-economic wellbeing during adulthood. However, even when school spaces are available, various life circumstances prevent school enrollment, engagement and contribute to drop-out. To reach universal basic education, Turkey needs to reach the last 5% of the school age population not enrolled in primary and lower-secondary education. The cost of non-attendance to school is high for the community, and detrimental for a country. An inclusive and positive school engagement support for at-risk learners is especially important during critical life transitions – such as from childhood to adolescence (12-15 year olds). School attendance and re-engagement is a challenge among at-risk Turkish youth living in less prosperous provinces, and for migrants in adverse living situations. Table 1 below shows sub-regions in turkey where rates of primary education completion is below national averages.

Table 1. Sub-regions with relatively high percentage of youth (15 and 16) with incomplete primary education



Sub-Region (Names of Provinces) with % above the national average	% of 15 and 16 year olds with less than primary completed (All)	% of 15 and 16 year olds with less than primary completed (Turkish)*	% of 15 and 16 year olds with less than primary completed (Foreign)*
Hatay (Hatay-Kahramanmaras-Osmaniye)	4.11	4.09	**
Adana (Adana-Mersin)	4.43	3.94	18.74
Erzurum (Erzurum-Erzincan-Bayburt)	4.72	4.74	**
Gaziantep (Gaziantep-Adiyaman-Kilis)	5.23	4.93	48.03
Istanbul (Istanbul)	6.03	5.19	26.09
Mardin (Siirt-Mardin-Batman-Sirnak)	8.96	8.9	21.28
Agri (Kars-Agri-Igdir-Ardahan)	12.19	12.11	**
Van (Van-Mus-Bitlis-Hakkari)	13.79	13.8	**
Sanliurfa (Diyarbakir-Sanliurfa)	22.6	22.18	62.32
Ankara	0.8	0.67	11.97
Konya	2.58	1.32	38.34
Izmir	1.27	0.69	59.56
Average for the country	4.100	4.770	23.74

*Data not statistically representative for this breakdown, but it gives an indication of the issue

- 7. Non-Formal Education provides a flexible pathway for students that cannot attend a structured, full time schooling for lower and upper secondary education.** To mitigate the risk of non-completion of the compulsory education cycle, MoNE has implemented a more flexible, non-formal education offer. Non-formal education in [Turkey](#) is provided through an open education modality, where students have access to on-line material and courses, as well as bi-annual exams to accredit achievement of learning requirements for each grade level. There are also center-based courses provided by a network of community and training centers—including school settings—supervised by MoNE. Non-formal education services help students to continue and finish their basic education as well as to guide them to further education, skills training and employment opportunities. The open education modality is only available for students age 14 and older. They are mostly over-age students that for various reasons could not and cannot attend formal schooling. In addition, in formal primary schools, MoNE – with support of UNICEF and the European Union Delegation – implemented the Catch-Up Education Programme (CEP) from 2008-2013. CEP provided a series of short-term, 8-10 weeks, “catch-up” courses allowing 10-14-year-old students to re-enter a basic education program (grades 3 to 7). MoNE seeks to build on the benefits of its existing non-formal programs—open (distance) and center based—to offer more relevant education services for at risk Turkish and migrants, including the present Syrian population in Turkey.
- 8. Mentorship, psychosocial support and cash-grants are considered good practices for at-risk students, including those at risk of child labor.** As many beneficiaries of non-formal education modalities are exposed to multiple risk and must choose between school and work, MoNE proposes a set of complementary services useful to re-engage the most disadvantaged learners that have already dropped from basic education schools, for a variety of reasons. Rather than designing or importing new



models, MoNE seeks to pull together the good practices of existing non-formal and open education programs for basic education (grades 1-8) in the country, including those provided by international partners. The goal is to incorporate innovative and complementary components to provide ‘second education chances’ to highly disadvantaged youth, both Turkish and migrants, including at times of emergencies. Lessons learned from earlier programs targeting at-risk learners exists, such as the Catch-Up Education and the Child Protection programs in Turkey. In general, at-risk youth require access to education programs that provide flexible access to education, relevant outreach strategies for those most in-need, and complementary support services such as psycho-social-emotional support systems and monetary incentives.

- 9. Turkey’s education sector has faced both natural and human-made shocks, such as population displacement, and seeks to be better prepared to respond.** Turkey is prone to natural disasters, such as earthquakes, and the education sector has invested considerably in refitting its infrastructure and in training and mobilizing education communities (teachers, students and families) on preparedness and response for safer schools. Regarding human-made crisis, Turkey is experiencing one of its most challenging, having provided temporary protection to more than 3 million displaced Syrians. This include almost one million school-age children and youth, for whom displacement has affected school enrollment and who have lost critical years of basic education. As of yet, MoNE has not fully institutionalized programs targeting migrant children and youth with severe education delays (in terms of school years). Foreign students facing shocks such as displacement require psychosocial support, Turkish as second language, and even transitional courses in their own mother tongue. Arabic transition courses are specially needed, during the present crisis. The informal education programs offered by NGOs have limited linkages to formal education recognized and accredited by the MoNE.
- 10. Migration and Emergency Education Strategies of MoNE.** MoNE is developing its long-term approaches to provide relevant education to migrant students, including those in situations of risk. The unit of Migration and Emergency Education (MEE) is entrusted to coordinate MONE’s longer-term education approaches for newly arrived groups in Turkey (including migrants and those forcibly displaced from their country of origin). MEE’s responsibilities include: (i) technical and operational guidance to implement national and educational policies and directives, (ii) internal guidance and support to other MONE departments providing education services to both migrants and host communities, including the Life Long Learning Department where MEE is located; (iii) coordination with international partners and accredited local NGOs providing complementary services for at-risk communities, including displacement; and (iv) establish and coordinate partnerships for research and technical assistance related to migration and emergency education response.
- 11. Formal schooling might not have an environment that is relevant and engaging to accommodate the needs of severely disadvantaged students with educational delays.** MoNE seeks an institutionalized approach (long-term, policy guided, MoNE led and supported by relevant partners) to re-engage and support out-of-school and at risk adolescents, including migrants with different types of status in the country. The goal is to help these students to complete basic education (grade 8) and continue further formal education opportunities. Having in place relevant education programs that support children and youth exposed to multiple risks is useful in emergencies but also in stable situations. Non-conventional educational approaches are needed to reach the last 5% of school age



children not enrolled in basic education in Turkey (as noted before, present net enrollment rates in primary and lower secondary education are approximately 95%).

12. The Ministry of National Education (MoNE) manages the education system, supported by education offices at the provincial and district levels. MoNE is responsible for curricula design, teacher development and training, developing educational materials, designing and building schools, and other education functions. The Supreme Council of National Education oversees MoNE's curricula and other regulations. The provincial Directorates of National Education are appointed by the Minister, and work under the provincial governor. Within MoNE, the Life-Long Learning Directorate General (DG) defines and manages the non-formal education programs, as well as the education offer for migrants and in emergencies. Three departments are specifically in charge of these functions: the Non-Formal Education, Open Education and the Migration and Emergency Education (MEE) Departments. In specific areas, such as provision of services for at-risks populations, MoNE coordinates with other ministries. For example, in the identification of at-risks children, referrals for child-protection and cash transfers, MoNE works with the corresponding departments of the Ministry of Family and Social Policies (MoFSP).

13. The education sector strategic objectives and policies in Turkey include commitments to an inclusive education and support for learners at-risk. Such initiatives are in line with national strategies noted in the National Education Plan 2014-2018, the 10th National Development Plan by the Ministry of Development (MoD), the National Action Plan on Gender Equality by the Office of the Prime Minister, and Turkey policies and directives for Syrians under temporary protection. These strategic documents also emphasize context relevant responses and propose further institutional building within MoNE and other organizations. Given the complexity of services to be provided for learners facing adverse contexts, a clear division of responsibilities and coordination is called across service providers: ministries, schools, non-formal centers, community stakeholders and parents.

Relationship to CPF

14. In the education sector, the CPF proposes to help the Ministry of National Education (MoNE) strengthen its life-long learning and distance education approaches, as well as education in emergencies support. This proposed project is already noted in the CPF, targeting youth who have dropped out and are at risk of low education levels and vulnerable to poverty. Also, IBRD is already supporting the implementation of a (€150 million) project financed by the Facility for Refugees in Turkey (FRiT), which aims to expand education service delivery and targets resources to vulnerable SuTP-affected areas. This program supports the expansion and quality improvements to school infrastructure, to benefit both SuTPs as well as Turkish communities. IBRD is also providing technical support to derive a strategy to integrate immigrant children into the education and vocational system. The targeted areas are those where drop-out rates of Turkish youth is high and where SuTP youth are at risk of never entering school.



C. Proposed Development Objective(s)

Note to Task Teams: The PDO has been pre-populated from the datasheet for the first time for your convenience. Please keep it up to date whenever it is changed in the datasheet.

Strengthening existing services to support out-of-school adolescents to re-enter schooling and increase educational attainment.

Key Results (From PCN)

- (i) Strengthen MoNE's non-formal and open education programs to better serve at-risk students and respond to shocks.
- (ii) Improved coordinated institutional support for psychosocial and protection services in non-formal education programs
- (iii) Developed strategies to support integration of Turkish and migrant students
- (iv) Additional years of schooling in student cohorts supported by project

D. Concept Description

Component 1. Strengthening existing systems for student reengagement support

This component focuses on existing Non-Formal Education systems and services provided by the Life Long Learning Department. Additional investments will improve or adapt these services to better serve at risks adolescents and support re-entering and completing a lower secondary education program.

1.1 Non-Formal Pedagogy for School Re-engagement. This component will support the placement and transition model for at-risk learners by strengthening the existing pedagogical model, materials, and teacher training in MoNE's non-formal education programs. Re-engaged learners will be assessed for placement in an appropriate grade level and will be provided with an individualized learning plan, stating the proposed progression through language courses, academic remedial support, and transition to regular education programs.

1.2. Migrants Support Through Turkish Language Learning and Transitional Curricular Content in Arabic. This sub-component will support the on-going design and implementation of Turkish as second language courses for non-native speakers, helping them to transition successfully to a regular Turkish curriculum. Presently, at risks adolescents may include Syrians under temporary protection, and to avoid further delays in academic learning, a transitional curricular content in Arabic will be provided for 4 foundational courses: math, language, science and social sciences. Both the Turkish as Second Language and Transitional Arabic curricular are already being designed as part of MoNE's offer for foreign students residing in Turkey, and the component will support its adaptation to non-formal and open education modalities, as well as materials and training for its implementation. Given the high demand for Arabic speaking students now in Turkey (due to the Syrian under Temporary Protection, SuTP, policies) Arabic will be the first foreign language for which transition courses will be developed. Based on this experience, other high demand languages will be considered as well).

1.3. Improving and Equipping Non-Formal Learning Environments. This subcomponent will provide complementary investments to improve the learning environments for both non-formal education centers and open/distance education modalities. For the existing non-formal education centers, those in need of improvement will be refurbished and renovated. For the open education modality, investments for the improvement towards on-line platform can be made available.

Component 2. Complementary support for non-formal education services for at-risk learners. This



component supports the complementary services for at-risk children/youth provided by other MoNE Departments and the Ministry of Family and Social Policies, as partners for the Life Long Learning General Directorate. These investments will help key partners to adapt their services for the outreach and protection of at-risk adolescents re-entering a non-formal, lower secondary education program.

2.1. Mentorship, Psycho-social Support (PSS) and Referrals. MoNE's Special Education General Directorate provides psychosocial services, including guidance and school counseling in Turkish schools. The component will support the adaptation of existing programs for teachers, facilitators and other program staff to provide supplemental academic activities along socio-emotional learning (SEL) approaches, including motivation, socio-emotional wellbeing and social harmonization. Individualized learning plans, in practice in special education, will be adapted to support at risk students with academic delays and requiring other types of complementary services and support. Life plans will be prepared with each student to have academic and vocational choices after exiting the program and finalizing basic education (e.g. completion of secondary education through formal or distance-based means or available vocational programs). These complementary services will be delivered mostly through youth clubs, social harmony activities, and art, sports and recreation. Students from both the formal schooling and open education can attend these after school and extracurricular programs. For students in need of specialized support regarding livelihoods, child protection, or more in-depth psychological services, facilitators will be equipped to refer students to various types of external support services (provided by MoNE, MoH, MoFSP, NGOs or others).

2.2. Outreach for At-Risk Communities and Academic Stipend. MoNE will coordinate with the MoFSP the school enrollment outreach interventions for out-of-school and at-risk adolescents, aged 12-15. MoFSP has procedures and systems to identify most vulnerable populations, especially within its social assistance, child protection and migration and emergency departments. MoFSP is also entrusted with managing the different cash transfer programs to support basic needs of beneficiaries living in poverty. MoNE will coordinate with MoFSP to provide a monetary stipend for students living in extremely disadvantaged contexts, especially those exposed to child labor (the amount will be determined jointly with MoNE). These stipends will be conditional on their successful participation in the program, and rewarding them for successful progression. Therefore, two types of stipends will exist: One, monthly stipend conditional on remaining in the program; and two, rewarding achievement at the exam and progression to upper level.

Component 3. Long-term strategies and project management. This component will support the implementation of the project, as well as long-term planning strategies for on-going system building for non-formal education programs for out-of-school and at-risk learners.

3.1. Management and Sustainability of School Re-Engagement Services. First, this component will support MoNE's implementation of project activities. Project management activities to be financed include MoNE planning, consultations, needs assessments, project monitoring and evaluations, as well as any additional fiduciary support (financial management and procurement tasks). Lastly, this component will support coordination activities with other providers of services for out-of-school children and youth (international and local) and will finance outreach efforts to ensure broad awareness of the program in the target communities

3.2 Institutional Building for Inclusive Education and Risks Mitigation. This component will support long-term strategic planning for scaling up of education services aimed at severely disadvantaged children and youth, including within Turkish and migrant communities. Within MoNE, the program will support the Non-Formal Education, Open Education Unit and Migration and Emergency Education Departments, all within the Life-Long Learning DG. Technical assistance for strategic and action planning will help the scaling up and sustainability of the education re-engagement modality for at-risk youth, as well as of general systems to serve both regular and at-risk students (e.g. the improvement of Distance Education Platform; improvement of Public



Education Centers; adapting of mentorship services to target populations). Within MoNE’s longer-term emergency preparedness and response planning, the component will finance strategic plans to help adapt existing programs for migrants and education response to shocks. These would include specialized technical assistance, updating needs assessments, strategic planning, and development of relevant operational tools.

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SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

Proposed location of education services to be decided. No safeguards have been triggered

B. Borrower’s Institutional Capacity for Safeguard Policies

Republic of Turkey have on-going WB supported projects and familiar with safeguard policies and implementation capacity.

C. Environmental and Social Safeguards Specialists on the Team

Arzu Uraz, Social Safeguards Specialist
Esra Arikan, Environmental Safeguards Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	



E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jan 31, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

No safeguards have been triggered. However, this would be re-assessed during preparation and appraisal.

CONTACT POINT

World Bank

Joel E. Reyes
Sr Institutional Dev. Spec.

Borrower/Client/Recipient

Republic of Turkey

Implementing Agencies

Ministry of National Education - Directorate General for Life Long Learning
Life Long Learning DG
Director General
xx@xx.xx

FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: <http://www.worldbank.org/projects>



APPROVAL

Task Team Leader(s):	Joel E. Reyes
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Approved By

Safeguards Advisor:	Nina Chee	07-Jul-2017
Practice Manager/Manager:	Mario Cristian Aedo Inostroza	13-Jul-2017
Country Director:	Johannes C.M. Zutt	01-Aug-2017

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