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VOLUTORING

Desk Research and National Report

TURKEY

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A) Introduction

i. General Information about Adult Education

Education is the process of achieving the desired change in an individual's behaviour through his or her own life and gaining new behaviours. In this sense, education is a process that an individual carries on throughout his / her life and a process that should continue during adulthood following compulsory education.

Adult Education, including the scientific process is defined as Andragogy in literature. Andragogy descends from Greek words “andr” (adult) and “agogos” (leader of) and means “leader of man” or the science and art of helping.

In contrast to many definitions of the concept of adult education, its broadest expression is defined as non-occupational activity organized for adults¹.

The Adult Education Terms Glossary provides a very comprehensive definition of UNESCO adult education²;

Adult education content means that adults considered as adult learners are required to improve their skills, improve their knowledge, improve their technical or professional competence, or take advantage of this ability, regardless of the content, level and method of adult education, whether the extension of primary education applied in schools, universities or apprenticeship is considered, knowledge and competencies and to change their attitudes and behaviours both in terms of personal development and in participation in a balanced and independent social, economic and cultural development.

¹ https://ec.europa.eu/epale/sites/epale/files/yetiskin_egitimi_sunusu_gulcin_yilmaz.pdf.

² <https://unesdoc.unesco.org/ark:/48223/pf0000032265>.

Another international definition has been made by the OECD and according to the OECD (1977), adult education refers to any learning activity or program that is deliberately designed by a providing agent so as to satisfy any learning need or interest that may be experienced by a person who is over the statutory school-leaving age, at any stage of his or her life, and whose principal activity is no longer in education³.

ii. The international definitions of “Migrant”

According to International Regulations there are many types of Migrants’ definitions such as “Refugee”, “Internally Displaced Persons”, “Returnee”, “Asylum Seekers”, “Stateless Persons” and etc. There is no “de facto” definition in international level for Migrant, so those sub-definitions are covering all-out of Migrant Definition as a classification of the persons.

A refugee is someone who has been forced to flee his or her country because of persecution, war, or violence. A refugee has a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership in a particular social group. Most likely, they cannot return home or are afraid to do so. War and ethnic, tribal and religious violence are leading causes of refugees fleeing their countries⁴. When people flee their own country and seek sanctuary in another country, they apply for asylum – the right to be recognized as a refugee and receive legal protection and material assistance. An asylum seeker must demonstrate that his or her fear of persecution in his or her home country is well-founded⁵. A stateless person is someone who is not a citizen of any country. Citizenship is the legal bond between a government and an individual, and allows for certain political, economic, social and other rights of the individual, as well as the responsibilities of both government and citizen. A person can become stateless due to a variety of reasons, including sovereign, legal, technical or administrative decisions or oversights. The Universal Declaration of Human Rights underlines that “Everyone has the right to a nationality.”⁶.

iii. The definitions of Migrants/Refugees in Turkey

All the international definitions vary in Turkey according to the adaptation of the rights of Migrants into Turkish Regulations. Therefore, the migrants and their rights are

³ <https://dergipark.org.tr/download/article-file/472718>.

⁴ <https://www.unrefugees.org/refugee-facts/what-is-a-refugee/>

⁵ <https://www.unrefugees.org/refugee-facts/what-is-a-refugee/>

⁶ <https://www.un.org/en/universal-declaration-human-rights/>

formed accordingly and the status still granted for refugee, conditional refugee, and subsidiary protection.

According to the Turkish Regulations, a refugee is a person who as a result of events occurring **in European countries** and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his citizenship and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country; or who, not having a nationality and being outside the country of his former residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it, shall be granted refugee status upon completion of the refugee status determination process⁷.

According to the Turkish Regulations, a conditional refugee is a person who as a result of events occurring **outside European** countries and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself or herself of the protection of that country; or who, not having a nationality and being outside the country of former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it, shall be granted conditional refugee status upon completion of the refugee status determination process. Conditional refugees shall be allowed to reside in Turkey temporarily until they are resettled to a third country⁸.

Subsidiary protection is mainly used for migrants and the protection would be applied to a foreigner or a stateless person, who neither could be qualified **as a refugee nor as a conditional refugee, shall nevertheless be granted subsidiary protection** upon the status determination because if returned to the country of origin or country of [former] habitual residence would:

- a) be sentenced to death or face the execution of the death penalty;
- b) face torture or inhuman or degrading treatment or punishment;
- c) face serious threat to himself or herself by reason of indiscriminate violence in situations of international or nationwide armed conflict;

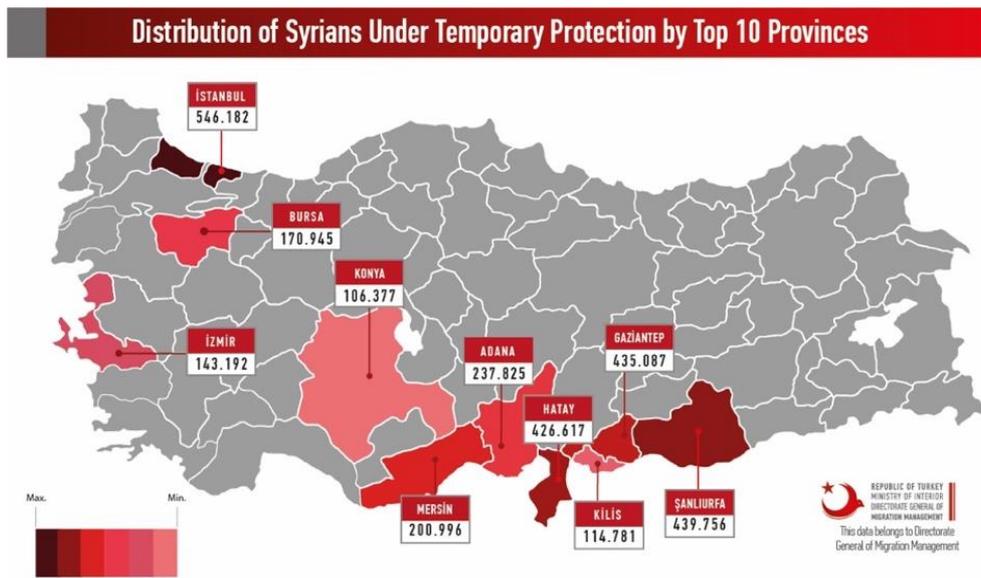
⁷ [http://www.goc.gov.tr/files/files/law%20on%20foreigners%20and%20international%20protection\(2\).pdf](http://www.goc.gov.tr/files/files/law%20on%20foreigners%20and%20international%20protection(2).pdf).

⁸ [http://www.goc.gov.tr/files/files/law%20on%20foreigners%20and%20international%20protection\(2\).pdf](http://www.goc.gov.tr/files/files/law%20on%20foreigners%20and%20international%20protection(2).pdf).

and therefore is unable or for the reason of such threat is unwilling, to avail himself or herself of the protection of his country of origin or country of [former] habitual residence⁹.

iv. Situation of Syrians as the majority of Migrants & Statistics in Turkey

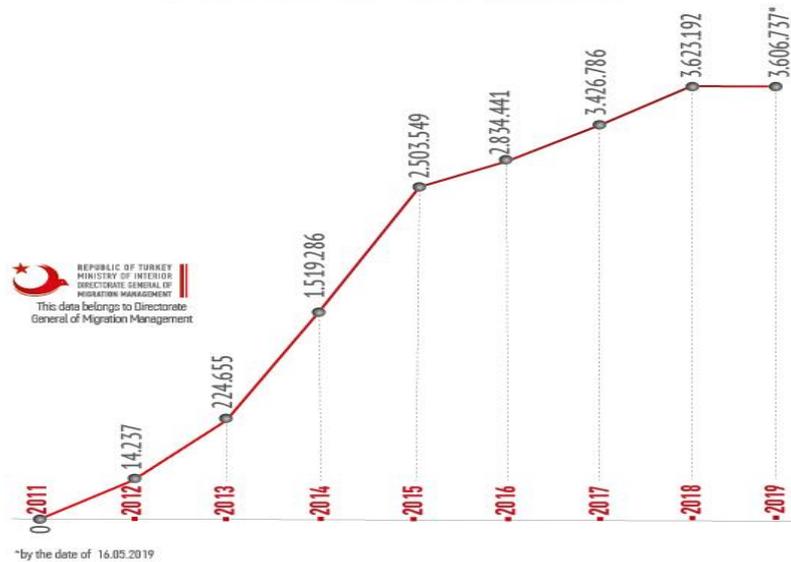
As Civil War in Syria still continues for more than 8 years, it still reflects the Syrians and border countries and European Countries as well. In Turkey, there are more than 4 million refugees, IDPs of Syrians mostly in Southeast region and metropolitan cities such as İstanbul, Ankara, Bursa, Adana, Şanlıurfa, Gaziantep and Mersin:



Government of Turkey has taken so many precaution on a regulative basis of law such as identification of those IDPs as “Syrians Under Temporary Protection (SuTP) and equal opportunities including education. The statistical data for Syrians under Temporary Protection (SuTP) is shown below:

⁹ <http://www.goc.gov.tr/icerik3/types-of-international-protection> 917 1063 5781.

DISTRIBUTION OF SYRIAN REFUGEES IN THE SCOPE OF TEMPORARY PROTECTION BY YEAR

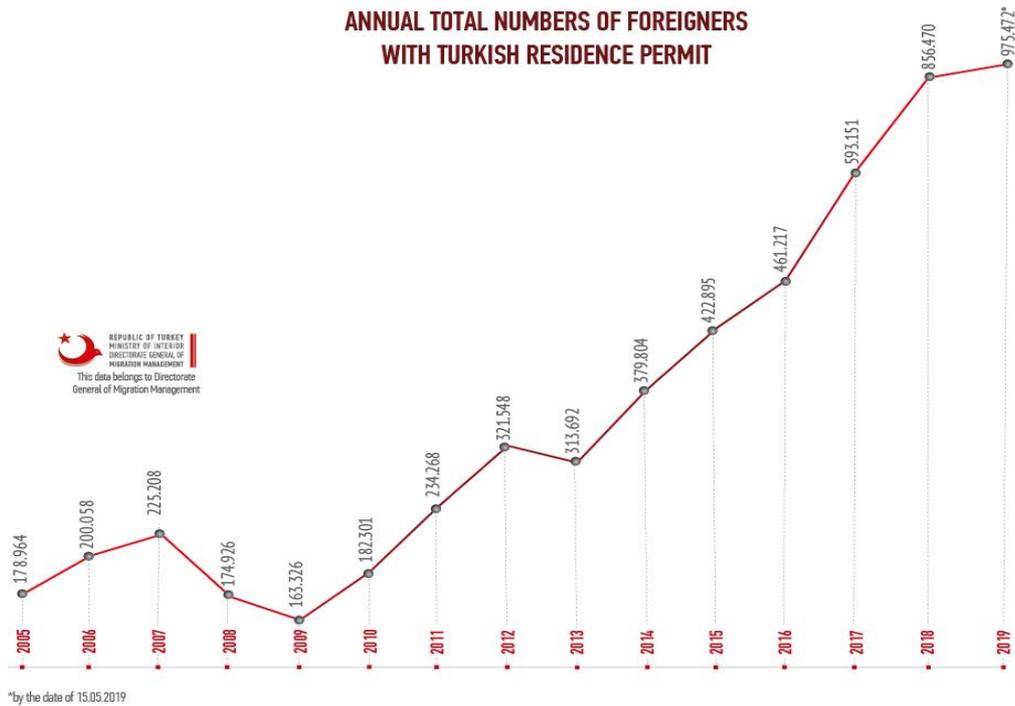


Temporary protection is provided for foreigners including Syrians who have been forced to leave their country, cannot return to the country that they have left, and have arrived at or crossed the borders of Turkey in a mass influx situation seeking immediate and temporary protection.

The actions to be carried out for the reception of such foreigners including Syrians into Turkey; their stay in Turkey and rights and obligations; their exit from Turkey; measures to be taken to prevent mass influxes; cooperation and coordination among national and international institutions and organizations; determination of the duties and mandate of the central and provincial institutions and organizations shall be stipulated in a Directive to be issued by the Council of Ministers¹⁰.

The Turkish Ministry of Interior (MoI) is cooperating with the **UNHCR, IOM and other international organizations and non-governmental organizations & private sector** for issues related to the international protection procedures set out in this Part, within the framework of the Law on the Implementation and Coordination of International Relations No 1173 of 05/05/1969. Approximately 25% of total foreigners are having Turkish Residence permit:

¹⁰ http://www.goc.gov.tr/icerik6/temporary-protection-in-turkey_917_1064_4768_icerik.



B) Migrant Education in Turkey

i. Formal Education

Republic of Turkey, Ministry of National Education is responsible for carrying out all centralized educational activities. Education levels consist of Pre-School, Primary Education, Secondary Education and Higher Education.

Compulsory Education in Turkey has been divided into three levels and increased to 12 years in 2012 – 2013 academic year. The first level is primary education for 4 academic years (1st, 2nd, 3rd and 4th grades). Second level is secondary education for 4 academic years (5th, 6th, 7th and 8th grades). The final level is high school education for 4 academic years (9th, 10th, 11th and 12th grades). Therefore, pre-school, primary, secondary and high schools are also compulsory for children with special needs.

All foreigners are provided with ID numbers once they obtain their residency permits. The ID numbers for foreigners start with “9” and enables all migrants to benefit equally from

health, education, transportation rights. This principle is valid for both compulsory education and non-formal education.

ii. Non-Formal Education System¹¹

According to article 42 of the Constitutional Law of the Republic of Turkey, “no one shall be deprived of educational rights”. Adult education is a right for ever individual and a responsibility of the state. The state fulfils its responsibility for all ages through establishing non-formal educational institutions, programmes or courses through cooperation with public or private organizations.

Adult education in Turkey covers lifelong training, education, production, guidance and implementation activities in various durations and levels and provides economic, social, cultural and technological knowledge with regards to the interests, willingness and skills of individuals who are a part of, have left or completed formal education. The 4th article of the Basic Law of National Education emphasizes that this should be a lifelong process and is applicable to all Turkish citizens as well as foreigners.

Adult education in Turkey provides scientific, entrepreneurial, technological, economic, social and cultural development opportunities and encourages individuals to use their spare time in the best possible ways and develop their skills. Adult Education aims to¹²:

- Teach to read and write and increase literacy rate,
- Conduct vocational education studies to ensure qualified workforce and provide education, training, production, employment and marketing studies with regards to local characteristics and needs.
- Conduct educational studies regarding integration of migrants.

The principles of Adult Education¹³ applied for all persons living in Turkey are, needs oriented, sustainable, valid, innovative and development oriented, lifelong, scientific and integrated, open to cooperation and coordination.

iii. Main responsibility for Adult Education and the Cooperation Models in Turkey

¹¹ http://sgb.meb.gov.tr/eurydice/kitaplar/Turk_Egitim_Sistemi_2017/TES_2017.pdf.

¹² Regulation for Non-Formal Education Institutes (MoNE) article 4, 2010.

¹³ http://hbogm.meb.gov.tr/meb_ivs_dosyalar/2018_04/11093946_MEB_HBO_KURUMLARI_YNETMELIYYI.pdf (11.04.2018 Official Gazette of Turkey, Article no.5).

Adult education in Turkey is realized regardless of age limit, language, religion, race and gender discrimination¹⁴. According to Eurostat criteria, adult education age is 25 to 64.

Adult Education Implementations / Activities in Turkey;

- Public institutes (Activities implemented by MoNE are applied by Public Education Centres (PEC), Vocational Education Centre (VEC), Advanced Technical Schools, Vocational and Technical Education Centres)
- Private Education Institutions (MoNE has the responsibility to monitor and audit¹⁵)
- CSOs ((MoNE has the responsibility to monitor and audit) and
- Unions (MoNE has the responsibility to monitor and audit).

According to the basic approach regarding literacy, general and vocational training courses for adults; all training courses leading to certification in accordance with local needs and national vocational standards delivered in formal and non-formal vocational and technical education institutes are delivered through the responsibility of MoNE- Directorate of Lifelong Learning. In addition, within the context of the cooperation and protocols (*to be reached via <http://hboprojeler.meb.gov.tr/protokol-liste.html>*) signed between of MoNE- Directorate of Lifelong Learning, general vocational, technical and reading writing courses are provided by other institutions.

The main responsible which is MoNE- Directorate of Lifelong Learning has determined Public Education Centers, Vocational Education Centers, Advanced Education Centers and Open Education Centers to be adult education institutions. As of May 2019 total of 3.435.799¹⁶ trainees participated in 177.791 courses.

MoNE has approved **3457 modular courses** regarding adult education. These courses which are accessed through an E-System are continuously updated and the follow up of the beneficiaries are done through this automated system.

C) National Curricula or national/local programs for the training of Migrants in Turkey

A national curricula system has not been differentiated in adult education for migrants. The only precondition is the Turkish Language training provided by the Public

¹⁴ 2014-2018 Strategy Paper of Ministry of National Education – General Directorate of Lifelong Learning, <https://abdigm.meb.gov.tr/projeler/ois/013.pdf>.

¹⁵ 04.07.2007 Prime Ministry Circular, <http://www.resmigazete.gov.tr/eskiler/2007/07/20070704-14.htm>.

¹⁶ <https://e-yaygin.meb.gov.tr/Login.aspx>

Education Centres. As a summary, migrants (SuTPs) in Turkey are able to access 3448 modular courses with a precondition of a specific level of Turkish language knowledge.

Public Education Centres deliver reading writing courses for 3 different groups in different levels:

- a) 06-12 ages (3 language levels)
- b) 13-17 ages (3 language levels)
- c) Turkish for adults (A1 level, 120 hours; A2 level, 160 hours – B1 level, 320 hours)

Turkey aims to reach individuals (including migrants) of all ages located in all geographies through its public and private educational institution network. Looking at the geographical distribution of non-formal educational institutions, it is seen that there is at least one Public Education Centre in all districts. There are also a number of private education institutes providing non-formal education all over Turkey.

It should be noted that all reading writing courses for foreigners are free of charge.

D) Teacher/tutor training for professionals working with migrants in Turkey

Adult education (non-formal education) in Turkey covers all kinds of learning events which include development of individual, social and employment related knowledge, skills and qualifications within the context of lifelong learning for those who are currently a part of education or have left or completed education¹⁷. “Public Education” term used commonly in Turkey has the same meaning with “continuous education” and “lifelong learning” terms which also mean “adult education”¹⁸.

Most of the adult education activities of the public sector are implemented by the Public Education Centres which is a part of the Directorate of Lifelong Learning. These centres provide basic literacy, vocational and general culture courses to mainly adults. In addition, there are a number of private institutions providing adult education services. According to the information provided by MoNE¹⁹, as of 2017, 6 million 623 thousand

¹⁷ MoNE (2018a), *Regulation for Lifelong Learning Institutions*, Ankara.

¹⁸ Penirci, G. (2014), Masters Thesis on “*Adult Education provided in Adult Education Courses and principles and characteristics of adult learners*”, Marmara University, Istanbul.

¹⁹ MoNE (2018b), *National Education Statistics, formal education, 2017-2018*, Ankara.

students have participated in trainings in 991 Public Education Centres. 3787 male and 4836 female teachers have delivered trainings in 5157 classes.

There are 13635 private education institutions in Turkey providing non-formal education. 32656 male and 29399 female teachers (62550 in total) are registered at these institutions. Adult education in Turkey is calculated according to Eurostat criteria of adult education age 25 to 64. According to the micro data of 2018, Adult education participation rate in Turkey is calculated as 6.2²⁰.

Teacher education in Turkey is delivered through general academic lectures and occupational lectures in education faculties. Pre-school, primary, secondary school level pre-service 4-year bachelor degree education is required. Teachers are also obliged to complete pedagogic training model²¹. Therefore, there is no bachelor degree level education to train experts to respond to the needs and characteristics of adults and to provide efficient and productive education for them. All educators serving in public or private institutions are assigned to deliver adult education from schools or private sector businesses (engineers, masters etc.) by hourly payments and yet these educators have no special training on andragogy.

MoNE Directorate General for Teacher Training and Development and General Directorate for Human Resources (centralized) and Provincial Directorates of National Education (localized) prepare annual service education plans for teachers who are adult educators. Through in service training activities, teachers receive adaptation, knowledge update, development trainings and trainings for preparation for higher position, pedagogic formation, foreign language, IT, special education training as well as vocational and personal development trainings²². Ultimately, adult education teachers are teachers of formal education. This situation results from the imposition of formal education approaches on adult education and limits the specificity of the field. For this reason, the preparation and implementation of training programmes aimed at increasing the adult education skills of the educators working in the field of adult education are considered very important.

²⁰ Göçmenler, G. ve Sönmez, G. (2018), *MoNE-DGLLL Monitoring and Evaluation Report*, Ankara.

²¹ Çelik, Z., Bozgeyikli, H. (2019), *Teachers education, employment and vocational development policies in the World and in Turkey*, Focus Group Analyses no.2, EBSAM, Ankara.

²² Eurydice (2019), *Distributon of Responsibilities*.

E) Capacity building programs in Turkey & Good practices of Turkish Institutions/Organisations

Cooperation with public / private institutions and organizations (associations, CSO, NGOs) are developed in order to strengthen and extend vocational and technical education. Within the context of the cooperation protocols signed with the sector, infrastructure of schools is strengthened in accordance with the developing technology and the educators are trained accordingly.

Turkey is funded to support especially SuTPs through EU-FRIT (MADAD Fund) within the context of capacity building programmes for migrants. As of May 2019 the funding has reached 2.7 billion Euros. As per the agreement with the EU, 3 + 3 billion Euros of funding will be provided to Turkey until 2023. 300 + 400 million Euros of this funding will be provided to the Ministry of National Education to be utilized for the education sector regarding migrants.

Ministry of National Education utilizes this fund for the PICTES Project²³. “Promoting Integration of Syrian Children into Turkish Education System - PICTES” Project which aims to facilitate and support the activities of the Ministry of National Education is implemented within the context of “The EU Facility for Refugees in Turkey (FRIT)” agreement signed between The Ministry of National Education and EU Delegation of Turkey. The overall objective of the project is to support Syrian citizens to access Turkish education system and the specific objective is to support Ministry of National Education in the integration of Syrian Children to Turkish Education System.

Activities of the PICTES Project are as below:

- Turkish Language Training
- Arabic Language Training
- Remedial Training
- Supportive Training
- Transportation Services
- Stationary, Workbook and Clothing Support
- Awareness Activities
- Procurement of Training Material
- Turkish Language Testing System

²³ <http://www.pictes.meb.gov.tr>.

- Guidance and counseling activities
- Security and Cleaning Services for Schools and Temporary Training Centers
- Provision of Training Material
- Training of Trainers
- Administrative and other personnel trainings
- Monitoring and Evaluation

Other than programmes implemented by the Ministry, there are more than 100 capacity building programmes implemented by local, national and international CSOs that are mostly involving education and social integration. Most of the projects are implemented in South-eastern Anatolian region where migrant population is high. Pre studies show the existence of voluntary educator training activities regarding migrants.

F) Formal courses for working with migrants / Professional development for teachers/tutors

Most of the educators working in the field of adult education are teachers and administrators of formal education institutions. In other words, most of the educators working in adult education sector hold pedagogical formation certificate. However, considering the characteristics of adult education learners, adult education is rather different than pedagogy. This is why adult educators should be humane, tolerant, conscious, and carries leadership skills, believes in human and human skills, visionary educators. Therefore, adult educators might be dealing with experienced, cultured and adults individuals who have willingly participated in the educational activity²⁴.

The role of the adult educator is mainly to facilitate, as the participants are self-oriented, responsible and individuals aware of their rights²⁵. Therefore, it is important that adult educators have andragogy knowledge together with pedagogic knowledge. Within this context, basic qualifications of an adult educator are; communicative and has team spirit; responsible of a field; applying different methods and techniques, motivator. Specific qualifications regarding differences and group management are; able to determine individual learning needs, able to design learning process, assessor and facilitator, able to

²⁴ Okçabol, R. (2006), *Public Education (Adult Education)*, Ütopya, Ankara.

²⁵ Duman, A. (2007), *Adult Education*, Ütopya, Ankara.

develop programmes, responsible in means of finances; able to provide support in administrative matters, able to manage people, able to facilitate ICT²⁶.

G) Turkish National Qualifications Frameworks (NQF) for Adult Education Sector

Vocational Education programmes are developed in modular structure and depend on market needs analysis, national vocational standards, national qualifications and international standards and classifications, technological and economic developments and through positive feedbacks provided from implementations. They are prepared and updated through cooperation with the sector, CSOs, universities and field specialists. The aforementioned programmes are developed through classifications such as ISCED F and FOED in order to enable national and international comparability which enables provision of broad field and area achievements. A Module is a whole within the education programme of an occupational field, individually a teaching / learning content that can be integrated with other relevant modules to develop a broader vocational functional group and a programme which provides certification to enable employment qualifications when necessary.

Vocational Qualifications Authority (VQA), is responsible for the preparation of National Occupational Standards in technical and professional fields in order to establish and operate an internationally assured national qualification system (IMSC) compatible with the European Union, development, implementation, authorization, supervision, assessment and evaluation of National Qualifications based on national and international occupational standards, ensuring the coordination of certification and EUROPASS documents.

VQA embodies 27 sectoral committees. The Education Sector Committee conducts researches and makes recommendations for the acceptance of the occupational standards as national occupational standards and the qualifications as national qualifications prepared by the institutions and organizations designated by the Vocational Qualification Authority or the established working groups and decides on submission to Board of Directors for approval. The Education Sector Committee became operational in 2016.

As of May 2019, the VQA has published (in the official gazette) 7 Occupational Standards for the education sector:

- a) Corporate Trainer: Level 5,

²⁶ Terzioğlu-Barış, E. (2013), *Qualifications of Adult Educators in TR with in the EU Accession Process*, Eğitim Bilimleri Dergisi, Ankara.

- b) Corporate Trainer: Level 6,
- c) Assessment and Evaluation Expert: Level 7,
- d) Psychological Counselor: Level 6,
- e) Psychological Counselor for Schools: Level 7,
- f) Career Psychological Counselor: Level 7,
- g) Creative Drama Trainer: Level 6.

Unfortunately, the VQA has currently no Vocational Qualifications published for the Education Sector. The reason for this is that standards and qualifications for educational sector workers in Turkey are regulated by law as they are civil servants. And, Voluntary Educator system is not yet having standards or qualifications in Turkey.

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