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ABSTRACT

In 1995, the International Consultative Forum on Education for All commissioned case studies in developing countries as part of a mid-decade review of progress in expanding access to basic education. This paper examines a project in Turkey that provided basic education and health services to the children of seasonal agricultural workers. Between March and October, agricultural workers in southeastern Turkey migrate to the Cukurova region to help with the harvest. Migrant families live in tents without utilities and have little access to educational or health services. Funded by the Ministry of Turkish National Education and the United Nations International Children's Fund, the project provided basic education to a total of 1,136 children between 1991 and 1995. However, the number of children served declined drastically in 1994 and 1995. Interviews with participants, observations in project schools and workers' tents, and a review of project documents examined the initial needs analysis, program structure, curriculum, teacher selection, in-service education, and organizational collaboration. The decline in program effectiveness stemmed from implementation difficulties related to staff turnover, lack of teacher incentives, bureaucratic constraints, lack of follow-up, and the centralized style of government policy. Nevertheless, the program had important impacts on participants: changes in parents' and children's educational and health attitudes, subsequent enrollment of many children in regular school, improved professional skills for teachers, and increased awareness among high-level officials of educational delivery problems among diverse populations. (SV)

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MID-DECADE REVIEW OF PROGRESS TOWARDS EDUCATION FOR ALL

CASE STUDY

TURKEY

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FOREWORD

Five years after the World Conference on Education for All in Jomtien, Thailand 1990, **the International Consultative Forum on Education for All** (the EFA Forum) undertook a review of how far countries have come in their efforts to reach Education for All.

This stocktaking of progress was done by various means. It drew on statistics and reports done by ministries of education all over the world. To complement these governmental reports, the EFA Forum asked a number of independent researchers in developing countries to provide a more in-depth view of Education for All in their countries.

From among these case studies on interesting experiences in providing basic education, we have selected a few for publication. For example, these studies look at the challenges of getting girls to stay in school and complete their primary education even though they are needed in the household economy or the school environment is geared to boys; efforts to provide education in emergency situations due to war and conflict; and the provision of education in the mother tongue of the pupils to promote learning. In short, these case studies deal with some of the current issues in basic education worldwide, and they shed light on the varying conditions in which basic education takes place. The approach and perspective vary between the studies, reflecting the diversity of the actors involved in EFA. We hope you will find these studies interesting reading.

The authors of the case studies have been selected and contracted by field offices of UNDP, UNICEF and UNESCO. These offices also proposed the themes of the studies. The EFA Forum Secretariat wishes to extend its thanks to the authors and the field offices that have provided efficient assistance in carrying out these case studies.

These case studies are written by independent researchers and consultants. The views expressed on policies, programmes and projects are those of the authors and do not necessarily represent the views of the EFA Forum.

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**A CASE STUDY OF THE BASIC EDUCATION PROJECT FOR THE CHILDREN
OF SEASONAL AGRICULTURAL WORKERS IN THE ÇUKUROVA REGION IN
TURKEY**

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A CASE STUDY OF THE BASIC EDUCATION PROJECT FOR THE CHILDREN OF SEASONAL AGRICULTURAL WORKERS IN THE ÇUKUROVA REGION IN TURKEY

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INTRODUCTION

Many national education systems worldwide face a challenge delivering relevant educational services to their diverse populace. To meet this challenge, some education systems have adopted a decentralized structure to make education relevant and accessible to disadvantaged groups. Recently there have been initiatives to provide educational opportunities based on local need for disadvantaged groups in Turkey. This paper will present the case study results of the 'Basic Education Project for the Children of Seasonal Agricultural Workers in the Çukurova Region in Turkey'. This project, which was started in 1990, was jointly sponsored and carried out by the Ministry of Turkish National Education (MONE) and the United Nations International Children's Fund (UNICEF). The main purpose of this project was to provide basic education to the children (ages 6-14) of seasonal agricultural workers from southeastern Turkey living in the Çukurova region and help them continue their education in their hometowns. Additional aims of the project were to provide health and nutrition education for the target group and literacy, childcare, nutrition, health, and family planning courses for their parents (MONE-Basic Education Directorate, 1994).

CHAPTER 1 BACKGROUND

1.1 Country Context

Turkey, a country with a population 62 million people, has sharp regional disparities in educational opportunities. The east and southeast regions of the country have a relatively high rate of population increase and a low level of industrialization and schooling. The majority of the population work in agriculture and

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animal husbandry. The unemployment rate is quite high in this area compared to the national average for two main reasons. First, the bulk of the land available for agriculture is owned by a small group of individuals who employ the rest of the adult population as wage laborers. Secondly, the types of agricultural crops grown in this region are not labour intensive (Koçak, 1991).

As a result of these factors, during the harvest season (between March and October) many people move to the neighboring Çukurova region (main industrial centre, Adana) to work as seasonal agricultural workers² harvesting cotton, vegetables and fruits. Workers from Adıyaman, Urfa, Mardin and Siirt provinces settle in the proximity of the harvest fields by building seasonal tents out of plastic and cardboard. These tents do not have any running water or electricity. Poor sanitation and health conditions exist and children often contract infectious diseases. There is virtually no access to health care for the workers and their children. Furthermore, the children of these workers are not able to attend schools in the area for a variety of reasons.

MONE estimates that there are approximately 400,000 children nationwide who are fully or partly deprived of basic education because of their parents' seasonal migration. In the Çukurova region alone, this number was estimated to be around 100,000 (MONE-Basic Education Directorate, 1994). Consequently, contrary to the constitutional principle that every Turkish citizen is entitled to free and mandatory education³, these children are often deprived of basic education opportunities.

1.2 History of the Project

At the 1990 World Conference on "Education for All" in Jomtien, Thailand, where the Jomtien Declaration and Framework for Action to Meet Basic Learning Needs was made, MONE, the administrative body of the centralized education system of Turkey, was represented by a group of high level Ministry officials. In this conference a declaration was signed to extend and enhance basic education opportunities in Turkey, especially for disadvantaged groups, in co-operation with other participating countries and international organizations such as UNICEF. Turkey, as part of the renewed commitment pledged to basic education, consequently developed 'The Basic Education Project for Children of Seasonal Agricultural Workers in the Çukurova Region' project.

2 The issue of seasonal agricultural workers in the Çukurova region has been previously investigated by social scientists (Seker, 1987).

3 Article 42 of the Turkish Constitution states that 'No one should be deprived of the right for education... Primary education is compulsory for all citizens and education is free in all state schools.'

Although the Basic Education Directorate (BED) of MONE initiated this project in 1990, the need to provide basic education to the children of the seasonal workers in the Çukurova region was voiced in the 1980s by provincial basic education inspectors and organizations such as the Federation of Revolutionary Workers Unions and the Turkish Federation of Workers Unions. The Basic Education Director first became aware of this issue in the 1970s while working as an inspector in the region. In 1985, following his appointment to a high post in BED, he explored ways to provide education to this group of children. However, financial constraints prevented attempts to start an educational project until 1990

1.3 Funding

Initially, the project's financial portfolio was established on a target group of 100,000 children of seasonal agricultural workers, estimated by MONE to be living in the Çukurova region. Based on this figure, UNICEF and MONE agreed to share the some US\$1 million cost for the project equally. UNICEF agreed to finance labour, equipment, administration, and in-service training, while MONE agreed to finance needs assessment research, planning, implementation of child-to-child education, development of educational materials, training of trainees, in-service education, distribution of educational materials, pilot testing and the final evaluation of the project.

However, according to the UNICEF representative in Ankara, as target group of 100,000 children was not found, the project's financial scope was scaled down to a large extent. At the end of the 1994 fiscal year, UNICEF provided a total of US\$96,718 for the project. The Basic Education Directorate of MONE was unable to document its financial contribution for the entire project. However, both MONE and UNICEF officials agreed that as various local institutions and agencies in Adana province had also contributed to the project the financial support of MONE and other benefactors should have amounted to approximately that of UNICEF.

1.4 Project Outline

After securing financial support from UNICEF for the project, BED assigned a team of four officials to assess the educational needs of the target group.

Based on the results of this needs analysis, the project team designed an educational programme offered in five locations (Tuzla, Çakaldere, Büyükmanavgı, Kivrıklı and Çotlu). In 1991, the first year of implementation, 297⁴ children (155

4 All the statistics related to the number of children and teachers involved in the project each year were drawn from the project research and progress reports of the MONE-Basic Education Directorate as listed in the reference section. In some cases, the number of children who participated in the project as

girls and 142 boys) were provided with basic education opportunities.

In 1992, two new locations (Yemişli and Çevretepe), where the seasonal workers had settled in large numbers, were included in the project. As a result, a total of 559 children were offered basic education in 7 project locations by 18 teachers.

In 1993, 137 children were involved in the project in three locations. The other 4 project schools did not operate this year since there were not enough children who could participate in the programme. During this period some of the children who had previously participated in the project transferred to regular daytime schools.

The project continued in 1994 in two project schools and a total of 198 children benefited from the project's basic education activities. In the spring of 1995, 145 children attended one project school in Çevretepe (MONE-Basic education Directorate, 1994). No project related educational activity was reported during the fall of 1995.

Since 1993, there has been a decline in the number of seasonal workers coming to the region for main reasons. First, since 1993 workers have been able to find agricultural work closer to their hometowns as a result of the South East Anatolian Irrigation Project⁵ (MONE and UNICEF officials). Secondly, most employers in the Çukurova region gave up growing cotton and started growing melons and watermelons for which there is a lower demand for workers.

Due to this substantial decline in the number of workers coming to the region, the project had less than 200 students in 1994. If this trend continues, the project will likely no longer be active in the Çukurova region. Most MONE officials stated that the focus of the project should be switched to other regions like the South East Anatolian Project close to Urfa Province, the north east region of the country which is associated with tea harvesting, or the Aegean region which attracts many workers for olive harvesting.

CHAPTER 2 METHODOLOGY

Data was gathered through three principle methods: interviews with project participants, observations in the project site schools and worker's tents, and lastly an extensive review

reported in various MONE documents was not consistent with researchers' own findings during the interviews.

5 This project, which has increased the area of land available for agriculture, takes place in the middle of the four provinces that are the main sources of seasonal migration: Urfa, Mardin, Adýyaman and Siirt.

of project related documents.

2.1 Project Reporting Procedures

A total of four interview schedules were designed to reach the following groups of people:

- MONE and UNICEF representatives (including provincial and township education directors, inspectors and section heads);
- teachers and principals;
- students; and
- parents.

Interviews were conducted with the following thirty-nine constituents involved in the project directly or indirectly: the Director of Basic Education at MONE who initiated the idea and served as the director of the project, one department and one section head at BED who were members of the project team, one former BED department head who served as the project team leader during the initial phase of the project, two UNICEF representatives who closely monitored the project, provided support in preparing curriculum and instructional materials as well as evaluating the project implementation, three inspectors at the Adana Educational Directorate who assisted the project team (e.g. carrying out the diagnostic study, teacher selection, preparation of the curriculum), two township education directors, three section heads, two school principals and eight teachers (representing all three main project sites-Yüređir, Ceyhan and Karatađ), one school custodian, one *elçibaşı*⁶, eight children and five parents.

The interview questions covered the initiation of the project, the level of the participants involvement in the project, co-operation with different organizations, usefulness of basic education opportunities and other services offered, quality of teacher training and performance, problems faced during implementation and project impact.

The researchers traveled to the project sites and seasonal tents where the workers lived and carried out observations of the region's schools and workers' living conditions. In addition, photographs and videotapes were viewed to capture students' reactions to educational opportunities and behavior changes as a result of their involvement in the project.

Teachers prepared reports for each child based on his or her progress in reading and writing as well as classroom behavior and attitude towards learning. On the basis of these reports and their own classroom observations school principals organized and sent weekly or bi-weekly progress reports to the provincial

6 An *elçibaşı* is a mediator between the landowner and the workers. He is perceived as the leader and protector of the workers in many respects such as bargaining for the daily wages with the landowners. He often recruits the workers and organizes them for different kinds of jobs.

educational directorate. Provincial inspectors also reported their findings during classroom observations. The Director of the Provincial Basic Education Inspectorate, based on school and inspector reports, prepared an annual report for BED documenting project activities and progress made in each of the project sites.

2.2 Data Analysis

The review of project related documents included a diagnostic study report, in-service education documents, project guidelines, curriculum documents, implementation plans, correspondence, meeting minutes, student observation and progress reports, lesson plans, weekly or bi-weekly school progress reports, annual inspector reports, information packets, articles, photographs and videotapes. These documents provided information about how the project was initiated and implemented, the level of organizational support, and project statistics (e.g., the number of students involved, and how long they were involved). These documents also showed the project's initial impact on students' progress in literacy, behavior patterns and attitudes towards school.

Data collected through interviews, observations and documents were analyzed and synthesized to assess the overall effectiveness of the project in terms of its initiation, curriculum design, teacher training, organizational collaboration as well as its implementation, impact and design. The main results of these analyses were also used to develop guidelines for future educational programmes and policy directives.

CHAPTER 3 PROJECT IMPLEMENTATION

3.1 Needs Analysis

The main purpose of the needs analysis, carried out by BED officials - in collaboration with provincial level inspectors, administrators, school principals and teachers - was to assess the educational needs of the target group in order to design a relevant educational programme.

In October 1990, the project team - in collaboration with provincial inspectors, township education directors, school principals and teachers - surveyed 7 sites in the region where the majority of the workers had settled. Interviews were held with the workers, their children, landowners, teachers and principals of schools in the proximity, provincial inspectors, township education directors, governors and mayors.

The needs analysis assessed both children's and workers' level of education and educational expectations. This analysis also documented the family structure (e.g., the number and age of children, the financial contribution children made to the family income), the places the workers came from originally, the duration of their stay in the Çukurova region, the places they moved to at the end of the harvest season and their life style

in the tents.

The needs analysis results indicated that the majority of the target group lived in the proximity of three towns: Yüređir, Ceyhan and Karatađ. A large number of children did not attend regular schools due to their domestic responsibilities: they spent most of the day either working with their parents in the fields or looking after younger siblings. Furthermore, some children did not attend school in their hometowns. One main reason for this was that they had not been officially registered and did not have a national identification card, (compulsory Turkish documentation necessary when registering in school, MONE Board of Education Directorate, 1990). Moreover, some of the workers themselves did not hold national identification cards. In most cases, parents of these children were illiterate, and in particular, the illiteracy rate was quite high among mothers (around 80 per cent).

The project team's initial efforts to communicate with the workers were not effective. The team members reported that they were dressed formally and used official vehicles to go to the workers' tents. The workers became suspicious and did not co-operate. The project team used various strategies to cope with this initial resistance.

First, the team identified the *elçibaşı* and conveyed the aims of the project to him. The *elçibaşı* helped the project team understand the cultural values and priorities of the workers. The team's co-operation with the *elçibaşı* was a crucial in persuading the workers to participate in the project.

Secondly, the team involved female teachers and/or teachers with links to the southeastern region (e.g. the teachers either originated from or had teaching experience in this region). These teachers, who were familiar with Kurdish, facilitated communications as the majority of the workers felt comfortable speaking in Kurdish. These teachers also helped initiate a dialogue with the workers for whom certain traditional patterns of behavior were essential. Furthermore, the team made a special effort to socialize with the workers by visiting them in their tents. One of the team members said: 'In such projects, it is imperative to know the region specific culture, values and habits. For example, I had to use tobacco and drink strong Turkish tea (these items are strongly associated with the southeastern region) even though I normally do not do these things, simply because that seemed to be an effective way of establishing communication with them.' Interviews with the project team members and local school principals indicated that these strategies worked well and the workers started co-operating with the needs analysis.

During the needs analysis the project team discovered that parents' objected to sending their school age children to daytime school because of the conflict with the children's domestic responsibilities. Although the project team had planned to offer daytime education, which would have been less costly and more

practical for teachers and other personnel (e.g. inspectors, principals and custodians), it began to explore the idea of providing classes in the evenings.

The workers did not object to sending their children to school in the evenings, but brought up the poor condition of their children in terms of clothing, meals and school specific materials. The team was convinced that evening classes alone would not work unless some other incentives such as meals, clothing, medical check-ups, transportation to school and stationery were provided for the target group. According to MONE officials, teachers, inspectors and UNICEF representatives, these incentives were vital in persuading parents, many of whom were living near poverty, to allow their children to participate in the project.

Not all parents were convinced of the importance of the project in the beginning. Some were still suspicious of these efforts, others simply were not aware of the opportunity provided through the project. Continued communication and invitations to project schools were effective in overcoming some parents' resistance. These strategies dramatically increasing the number of children who came to the evening classes in a short period of time. As one parent remarked about his first experience with the school:

I had always thought that education was not that necessary for people like us. So, I was not interested at all in what the government officials who came to our tents had to say about school, education, opportunities, etc. However, this guy (pointing to the teacher visiting the tents with the researchers) came to me over and over again, and asked me to come to the school one day to see what children were doing there. One day I did it. I went to the school. I had dinner with the children and then sat in a class for one session. I don't know why but I was so impressed with what I saw that evening. The next day I told my three sons, 'You are going to school starting today'.

Through home visits and consultations with the seasonal workers, the project team was able to design an educational programme which was relevant to the target group's life style and needs.

3.2 Programme Structure

Based on the results of the needs analysis, the project team designed basic education classes offered in the evening between 7:20 pm and 9:10 pm which consisted of three half hour instructional sessions separated by two ten minute breaks. Before classroom sessions (between 7:20 and 7:00 pm) the children received an evening meal. Teachers and principals reported that it took approximately two weeks for the children to get accustomed to the rules of having dinner, cleaning the table, going to class and receiving instruction. Teachers, principals,

custodians, and sometimes even the township education directors prepared the meals and helped the children adjust to school rules. Transportation was provided for students in three locations where the workers' tents were approximately four kilometers away from the project school. To encourage attendance, in addition to evening meals, children were provided with stationery, books, school uniforms and clothes purchased through UNICEF, local administration funds, businessmen and other private organizations' donations to the project.

In all project sites, the children were registered in the first grade. Classes were formed based on the students' assessed educational level. Each class consisted of approximately 20 children.

3.3 Curriculum

To guide the basic education activities in the project, a draft curriculum based on the regular curriculum for the months the students spent in the region (April, May, September and October, the beginning and end of the regular academic year) was prepared by the project team and provincial inspectors. As the four month instructional period was considered insufficient to fulfill all the goals in the regular curriculum, only those goals relevant to the children's daily life and helpful in promoting a positive attitude towards education were covered.

According to the weekly school progress reports the project related educational activities were organized under three categories: teaching/learning, health education and nutrition education. Teaching/learning activities focused on psychomotor hand skills (e.g., holding a pencil, drawing), literacy, numeracy and other relevant content in regular subject areas. Health education included information about infectious diseases, washing fruits and vegetables before eating, appropriate body positions to sit, read and write, keeping the environment clean, regular haircuts, brushing teeth, nail care, bathing at least once a week, toilet use, soap and towel use. Nutrition education covered information about adopting a balanced diet and different kinds of fruits and vegetables.

Daily and weekly course plans were designed for teachers. The project team stated that they were not able to spend sufficient time on the curriculum, but simply tried to adapt the regular curriculum to the level of the children.

Since some of the workers did not stay for the entire harvest season, the project focused on health and nutrition education more than teaching/learning activities. Teachers reported that there were children who attended the school only for a week. There were also some children who participated in the program quite late, thereby missing the initial period's basic education activities. In these cases, teachers formed small groups - based on the children's level of education and age - to adapt them to the classroom activities. This high student turnover rate was accepted as a reality of the life style of the

target group and their involvement in the project, even for short periods of time, was perceived as worthwhile.

The project's draft curriculum was revised and further expanded during an in-service education seminar. In 1994, two project related documents, ('The Curriculum for Meeting the Basic Education Needs of Children of Seasonal Agricultural Workers' and 'The Guideline for Establishing and Implementing Basic Education Courses for Children of Seasonal Agricultural Workers') produced by the project team and other participants (e.g. teachers and inspectors), were approved by BED. These documents were distributed to elementary and basic education schools nationwide to be used in similar educational activities.

3.4 Teachers

In the initial stage of the project, 17 teachers from primary schools in Adana were recruited by the project team in collaboration with the provincial inspectors to teach in five project school. Important criteria for selection were teaching experience in the southeastern region and/or understanding of the workers' culture and, to a certain degree, Kurdish language skills. The teachers traveled to the project sites in the evenings to teach the target group, they were reimbursed for their travel expenses and given some extra payment.

In the first year of the project, teachers already teaching in the project site schools were not employed. The project team members justified their selection of teachers from Adana rather than the teachers of the project schools in the initial year of as:

The project needed teachers with a certain level of knowledge and experience working with the seasonal workers as well as patience in dealing with the discipline and language problems they might face in the classroom. Only teachers with this kind of background would be successful in providing meaningful learning activities to the target group as well as convincing the children and the workers of the value of the project. This would make a good start for the initial implementation of the project.

Teachers, principals and administrators at the local level presented a different perception of the initial teacher selection. First, they were not informed of the teacher selection process and the criteria behind it. Secondly, they did not welcome the idea of other teachers coming to their schools to teach. They found this strategy costly and impractical. One township education director complained that the recommendations of the local level administrators were not asked in teacher assignment, and so 'they were expected to co-operate with these teachers selected by someone else.'

In the second year, the first year teachers were replaced by the project site schools' regular teachers. Overall, the initial teacher selection process created uneasiness and

confusion among second year teachers. The arising lack of communication and collaboration with local administrators and teachers could have been avoided had the rationale for the first year teacher selection been clearly communicated by the project team.

Teachers received new teaching techniques and instructional materials at in-service education seminars. These materials were provided to help them to prepare instructional materials and adapt their teaching style to the level of the target group. However, teachers said that they were able to use this material in class only to a limited degree due to time constraints, the high student turnover rate and the difficulty of modifying their existing methodology. Central and provincial MONE officials and UNICEF representatives also accepted that the instructional strategies and approaches promoted in the seminars were not used effectively in the project schools. They attributed this to 'the teachers' traditional way of teaching which made them prefer using lectures only.'

3.5 In-Service Education

During the project the following in-service education opportunities were provided: four in-service education seminars, annual orientation seminars for new teachers and annual programme evaluation meetings.

Teachers and principals of the project site schools received an initial in-service education seminar in May 1991. In this seminar the goals, organization and administration of the project were explained. The results of the initial diagnostic study were discussed (e.g. the number of workers and children living in tents, their living conditions, education levels and their perception of education). In addition, teachers and principals received the draft curriculum to be used in the project. This seminar served as a starting point for the teachers and school principals to implement the project activities in the five project schools.

The second in-service education seminar for teachers, principals and provincial inspectors was held in Ýçel in March 1992. This seminar focused on preparing a curriculum based on the implemented 1991 draft curriculum as well as developing teaching materials and administrative guidelines for project related activities. On the basis of their experience during the implementation stage, the participants discussed goals, topics, activities and evaluation methods needed for the curriculum. MONE collaborated with university professors and UNICEF representatives who served as instructors and mediators for group activities. A curriculum which could be used nationally for similar educational intervention programs was produced in this seminar. This curriculum and guidelines were first examined by a commission comprised of BED representatives, educational specialists, inspectors and teachers and then sent to the Board of Education for approval.

Two additional in-service education seminars sponsored by UNICEF were held in Ankara and Nevşehir in June and August 1992 respectively. Project teachers, principals, inspectors, MONE and UNICEF representatives, university professors and international scholars invited by UNICEF participated in these seminars. The seminar in Ankara focused on active learning. The seminar in Nevşehir focused on developing teaching and learning materials such as the 'Child-to-Child Education'⁷ approach. Both seminars also included presentations on instructional techniques to make the curriculum suitable to the specific needs and educational level of students. Almost all teachers and administrators stated that these seminars were professionally rewarding and well designed in terms of lodging arrangements and content of seminars (e.g. participation of Turkish and international professionals and academicians as lecturers).

Orientation seminars for new teachers and principals were held annually in Adana. The participants felt that these seminars were very rewarding and cited a number of reasons. Firstly, the places where the seminars were held were either MONE's attractive in-service education centres or good quality hotels and therefore, participants felt that their efforts on the project were appreciated. Second, teachers and administrators were provided with the financial assistance for air travel to the seminar locations. Third, professors and international scholars participated in the seminars as instructors. Finally, practical and relevant educational activities were carried out with the teachers' involvement. Overall, according to the teachers and principals, the in-service education seminars strengthened the quality of project.

Conversely, teachers and principals found the annual project evaluation meetings held in Adana for teachers, school administrators, provincial and township educational directorates, provincial inspectors and MONE and UNICEF representatives of limited value. In particular, teachers and principals stated that at these meetings their input was not considered in solving problems faced during implementation at the school level (e.g., timely appropriation of funds, student transportation, lack of sufficient materials).

3.6 Organizational Collaboration

Effective co-operation and collaboration with various local, national and international organizations was achieved during the initial phase of the project.

⁷ Child-to-Child Education Approach focuses on teaching children to share their learning experiences with other children and parents. Other materials developed at this seminar emphasized active learning, protection of the environment, and applying the information they learned in school to their daily lives (e.g. diet, sanitation, clothing and health).

3.6.1 International Organizations

UNICEF's assistance in designing and carrying out in-service education seminars, and annual evaluations as well as developing instructional materials contributed to the project's success. As a MONE official stated, 'the people in MONE have many good ideas but they never get initiated due to bureaucratic constraints. In most cases, you could not get access to the Deputy Under Secretary about these project ideas, but UNICEF can reach them easily and sell your idea.' In addition, UNICEF funds were crucial for purchasing food, clothes, and medicine as well as renting vehicles for the transportation of students. UNICEF funds were also instrumental in financing in-service education seminars and participants' travel to these seminars.

3.6.2 Local Organizations

During the first two years, other organizations or individuals which helped to finance project activities included: the Ministry of Health, mayors' offices, the Provincial Health Directorate, the Directorate for Agriculture, Forestry and Village Affairs, regional labor directorates, voluntary organizations like the Foundation for the Protection and Empowerment of Turkish Women and local businessmen. As of 1993, their contributions decreased mainly due to personnel changes in key administrative positions at the local levels. As these individuals were assigned to other places, the new administrators did not show the same level of enthusiasm for the project. Consequently, the interest of the local organizations and individuals in the project appeared to decline. Participants reported that as a result the effectiveness of the project weakened. Workers also indicated that local civil authorities played an important role in motivating them to participate in the project. This indicates that the commitment and support of local administrators is vital for such projects to be successful and continue.

3.6.3 University Collaboration

Collaboration with universities was also important in planning in-service education seminars, preparing curricula and instructional materials and carrying out annual projects. As one MONE official involved in the project remarked:

This particular project has been important because it was the first educational initiative which was based with a strong search for co-ordination and co-operation with universities and local institutions...Perhaps for the first time, BED gave priority to the professional help of university people in various aspects of the project, especially in the training of teachers and inspectors, assessing the needs and specifying the kinds of services for the target group.

CHAPTER 4 IMPLEMENTATION PROBLEMS

The later stages of the project were less effective in reaching children, empowering teachers, involving outside organizations in the project and solving project related problems due to the implementation difficulties are outlined below.

4.1 Staff Turnover

Many participants stated that sufficient measures were not taken to keep the provincial and township officials as well as teachers in their positions throughout the entire project. All these participants were promised full support by the central education authorities and assured that they would keep their positions for the duration of the project - a necessary condition for the successful continuation of the project. However, neither of these commitments were kept by MONE. First, in 1993, there were teacher dislocations and a bottom-up personnel reshuffle at MONE starting at the provincial level. The new officials assigned to positions which were vital in the implementation of the project did not show the same level of understanding and commitment as their predecessors. This personnel reshuffle impacted lower level administrators and teachers negatively. Furthermore, the support promised to teachers decreased to a minimum.

In the first two years of the project, the pilot locations were visited frequently (sometimes almost every evening) by township educational directorate officials and provincial inspectors. This interest and support was perceived by teachers as an indication of the importance ascribed to the project by MONE. In its initial phase, these visits helped teachers: when they had difficulty teaching or preparing instructional materials, they were able to receive immediate assistance from the inspectors and administration.

Changes in local government posts (e.g. governors and mayors) and MONE positions (e.g. inspectors, department heads, and provincial education directors) weakened the project because the project was very associated with certain individuals' rather than institutions' efforts and commitments.

4.2 Lack of Teachers' Incentives

Lack of sufficient incentives and rewards for teachers were cited by teachers, administrators and high level MONE and UNICEF officials. Although teachers spent approximately four hours daily preparing and taught every evening in addition to their daytime teaching responsibilities, they received only a limited amount of extra payment which was based on the extra hours they worked for the project and a 'Certificate of Appreciation' from the Director of Basic Education.

From the teachers' point of view, they were assigned to the project as part of their regular teaching responsibility. With

regard to the 'Certificate of Appreciation', teachers stated: 'Although it is a sincere act, it is insufficient reward for their efforts - idealism is not always a strong force to push things ahead. You need to give something else as well.' Lack of sufficient monetary rewards apparently lowered the interest and commitment of some teachers in the project.

A MONE official reported that it was almost impossible to provide teachers with certain incentives and rewards because MONE's rigid bureaucratic payment policy did not allow superiors to reward their personnel.

4.3 Bureaucratic Constraints

Many provincial and township level administrators admitted that MONE was not very effective in securing and transferring appropriate funds to operate the project smoothly. In the appropriation of the project funds to the lower administrative levels (both township and school levels), administrators complained that insufficient amounts were allocated and that there were often delays in transferring money. As a result, many teachers and local administrators involved in the project encountered difficulties, there were even quarrels with local suppliers of food, stationery and other goods for the project. To solve this problem, local administrators proposed a lump sum appropriation of funds available to the order of civil local authorities (e.g. township governors).

Many lower level constituents (teachers and local administrators) reported that they were left alone in financial matters - an area most felt incompetent because of their lack of skills in creating resources by utilizing local sources. Even high level MONE officials admitted that educational administrators within the system did not know how to carry out projects with their own resources. 'They are ready to do things if the resources are available and brought to them for use,' remarked a high level Ministry official. Since UNICEF funds are no longer available, the project is not attractive for principals of local schools as well as provincial and township administrators and education directors, who were close to the project sites.

4.4 Lack of Follow Up

Necessary measures were not taken to determine whether the children continued their education in regular schools when they returned to their hometowns. Although the project administrative guidelines specifically instructed local educational directorates in the students' prospective hometowns (e.g., Urfa, Adiyaman, Mardin, Siirt) to track students, and a certain level of correspondence was sent to this effect, this aim was not realized. The long-term impact of the project, for which the children's enrolment in regular schools would be an indicator, remains unclear.

This follow up is not easy to carry out since the target group, seasonal workers, move very often in search of work and education is not one of their priorities. MONE, which is more familiar with carrying out structured, centrally guided educational activities, does not seem accustomed to assessing these conditions and developing strategies in line with the specific context of the target group. MONE officials also indicated that this kind of follow up could not be achieved through bureaucratic channels. If this follow up had been done by MONE in collaboration with universities or other institutions and the resulting information was used to revise the project activities and guidelines, the project would have had a stronger impact on similar future educational efforts.

Furthermore, a cost-benefit analysis of this project has not been done, again perhaps because MONE is not accustomed to carrying out educational activities through projects.

Lastly, the project has not been subjected to any systematic evaluation in terms of its impact on the target group (e.g. improvement in behavioral and cognitive changes, attitude towards education). The children did not receive achievement tests and attitude scales at the end of their participation in the project to determine cognitive and attitudinal changes.

4.5 Central Government Policy

The top-down, centralized organizational style of MONE impacted the flow of the project negatively in a number of ways. First, MONE was slow to revise the curriculum and implementation guidelines developed within the project and have them approved by the Board of Education. When these documents were approved in 1994, three years after the initial implementation stage, the project had already lost its strength and enthusiasm.

To deal with this problem, MONE must alter its traditional approach to carrying out educational projects dealing with disadvantaged groups. These projects should be monitored at local levels and necessary steps be developed by the units close to the target group.

In this project, the project team assigned by BED made most of the decisions and in some cases took actions (e.g. selection of teachers) without consulting the local bodies. To be more effective in future similar intervention efforts, MONE should be a catalyst for lower levels, who would detect and assess needs and to take appropriate steps to strengthen project implementation through contingent incentives and rewards.

CHAPTER 5 PROJECT IMPACT

5.1 Impact on Students

Project participants (especially teachers and inspectors), through their observations and informal contacts with the children and their parents observed a number of changes in the

children's behavior patterns. These included: being more careful about clothing, more conscious about their own health, heightened desire to come to school and sharing learning experiences with their peers. Teachers said, 'the children who were careless and sloppy in school at the beginning, a short while after, started using plastic bags to cover their shoes as they walked to school so that they would not carry mud into the classrooms.' Additional comments indicated that 'while the children were monitored and guided by the teachers to wash their hands before and after dinner, after about two weeks in school, they started doing it by themselves without any close monitoring.' They also showed improvement in a short time in keeping the classroom environment clean and orderly, doing group work, raising hands for permission to talk in class and not rushing to food as they did at the beginning.

Parents said that their children were more careful about their clothing, cleanliness and behavior toward the elderly. Parents also stated that the children had a more positive attitude toward reading and writing following their involvement in the project.

Interviews with the children indicated that they became more aware of the importance of having an identification card and a diploma and perceived education as a means of reaching these ends. They also mentioned the value of the literacy and numeracy skills they had acquired (e.g. being able to read simple traffic signs, doing simple mathematical computations and reading newspapers). One child said, 'Before I learned how to read and write, I had difficulty identifying the right bus to take in order to go to the town. Now, I can do it by myself which makes me feel more independent and secure. Now, I am able to shop more comfortably since I can identify the goods I need.' Other children explained that their improved level of literacy had given them a higher status in the family. As one child stated, 'Now, my father and elder brothers ask me to read the newspaper to them, do some basic calculations and even write letters to our relatives. They can not do all these things, but I can.'

Evident from these findings and admitted by almost all teachers involved in the project, the most important contribution of this project has been in behavioral and attitudinal domains. Students' progress in regular subject areas (e.g. Mathematics, Life Studies and Turkish) has been somewhat weaker because of the short instructional period, of about of eight weeks at the maximum. As planned in the initial aims of the program, within this period only a basic level of skills and knowledge were taught in these subject areas.

Another important impact of the project is that many students in certain locations have transferred to regular daytime education. In these locations, there are no longer any evening classes held. More importantly, many of these children have successfully completed their education in the daytime stream and received their diplomas. This indicated an attitude change towards education - parents were now willing to give up their

children's short term wage contribution to the family income for their long-term educational benefits.

One important goal of the project was to encourage students to continue their basic education upon their return to their hometowns. The project guidelines instructed schools in the participants' hometowns to accept them even if they arrived after the registration period in September. In addition, the project guidelines stated that when the participants returned to their hometowns, their enrolment in regular schools would be tracked by local ministry officials. However, as mentioned earlier, the students' return rate to regular schools was not documented.

5.2 Impact on Parents

Teachers also mentioned behavioral changes in parents. They reported that, a short while after their children started attending evening classes, parents started sending their children to school well groomed and clean. The special care taken for children's appearance is reflected in the classroom pictures taken during the implementation of the project. Teachers explained that before receiving their free school uniforms children were dressed by their parents in clean clothes which were normally used only once or twice a year for ceremonial purposes in the southeastern region.

As evidence of a further positive impact, in one initial project implementation site, Çakaldere of Çeyhan, where the majority of the workers have been coming to the same location since 1990, as soon as they settle in the region, parents contact the principal of the local school to register their children. Though the students in this location have not received any free food, clothing or stationery since 1993, the attendance rate has increased.

Anprovidd another example of the project's impact on parents. The elçibaş explained that he was fifty-five and had never been to school. As part of his responsibilities as he was required to keep lists of the workers' names and wages. However as he was illiterate, he usually had others keep these lists. He proudly told the researchers that his two sons had since received their diplomas and were now responsible for his name and wage list.

The same elçibaş told the researchers one of his experiences with the children in his hometown, reflecting how his children's involvement in the project changed his attitude towards education:

Around a year after my sons started the evening classes, I realized the real utility of education. During that time, I had to go back to my hometown in Urfa. There, I saw a group of unruly school age children playing on the street in my neighborhood. I gave them a speech right away and brought them to the principal of the nearby school. Before I left, I told them, 'this is the place you belong'.

5.3 Impact on Teachers

Most teachers view their participation in the project as an important professional development experience. They mentioned certain learning experiences: dealing with students of different ages in the same classroom, trying new techniques and methods for teaching literacy, promoting positive behavioral changes and communicating with students' parents to convince them of the importance of education. Improved professional skills as well as skills in serving as an agent of social change were the most important impacts of the project on the teachers. One teacher states:

He who is enlightened is important. He who is not knowledgeable is open to any deception. A literate person can serve for the good of society. If I did my part in contributing to this, I would feel satisfied to the fullest and take that worthwhile experience as my reward. Therefore, I would participate without hesitation in such projects if needed. We, the teachers, got involved in this project with a sense of professional spirit and I now find it quite rewarding.

5.4 Impact on MONE

Although the scope of the project decreased after 1993, the project appears to have impacted MONE and its local bodies in a positive way. First, the project represents a good example of a non-traditional education initiative from a highly centralized body. BED officials stated that they had recognized that the long-term success of any educational project depended heavily on continuous support and monitoring by the central organization. According to BED officials, 'MONE has learned the value of exploring sources of collaboration as well as maintaining them throughout the project period'. In the third and fourth years of the project, the level of support and monitoring was less apparent than in the previous years, resulting in implementation problems and a low level of commitment by local administrators and teachers.

In addition, the curriculum, guidelines and instructional materials prepared for the project can easily be adapted for use in other regions to reach various educationally disadvantaged groups. MONE officials expect that these documents will be to be good examples for similar future projects.

The project's initial success impacted on the services provided by MONE's other local bodies. For instance, in Çotlu of Yüreğir, an initial project site, the Adult Education Center in collaboration with the township educational directorate, designed and initiated a course on sewing and tailoring targeted towards young women in the group. As this educational service attracted a great deal of interest, it has been extended to Çevretepe, another project site. Through the efforts of the Adult Education Department Head, necessary raw materials and fabric used in the

programme were donated by local industry, business people and individuals. This programme was an indirect outcome of the project which explored possible sources of support, design and implementation of relevant educational activities.

Overall, this project has been successful in making high level BED officials aware of problems in educational service delivery which arise from the geographical, cultural and economic variations in the country.

CHAPTER 6 CONCLUSION

'The World Declaration On Education For All' gave MONE an opportunity to provide basic education to a disadvantaged group. Though the number of children the project reached dropped sharply between 1993 and 1995, the project accomplished its predefined goals of providing basic education to the target group. Between 1991 and 1995, a total of 1,336 children were provided with basic education. Bringing these children to school, making them and their parents aware of the value of education, teaching them a basic level of literacy, numeracy and life skills (e.g. health, diet) have been the most important contributions of the project.

LIST OF ACRONYMS

BED	Basic Education Directorate
MONE	Ministry of Turkish National Education
UNICEF	United Nations Children's Fund

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