

GIRLS' EDUCATION CAMPAIGN

TURKEY

External Evaluation

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FINAL EVALUATION REPORT

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LIST OF ABBREVIATIONS

AWP	Annual Work Plan
CCT	Conditional Cash Transfer (SRMP)
CDC	Chief Data Collector
CEDAW	Elimination of all Forms of Discrimination Against Women
CFS	Child-Friendly Schools
CRC	Convention on the Rights of the Child
CSC	Central Steering Committee (of GEC)
CSC/TT	Central Steering Committee Technical Team
DP	Development Partner
EC	European Commission
EFA	Education For All
EU	European Union
FDC	Field Data Collectors (N=28 across 14 Provinces)
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GEC	Girls' Education Campaign
GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation Agency)
HKO	Haydi Kızlar Okula
ITL	International Team Leader
M+E	Monitoring and Evaluation
MD	Mean Deviation
MDG	Millennium Development Goals
MoA	Ministry of Agriculture
MoH	Ministry of Health
MoI	Ministry of the Interior
MoLSS	Ministry of Labour and Social Security
MoNE	Ministry of National Education
MTSP	Medium-Term Strategic Plan
NGO	Non-Governmental Organisation
NTL	National Team Leader
SBEP	Support to Basic Education Programme (EU)
SHÇEK	Social Services and Child Protection Agency
SOBAG	The Scientific and Technological Research Council of Turkey
SRMP	Social Risk Mitigation Project (WB)
TA	Technical Assistance
TOR	Terms of Reference
TOT	Training/Trainer of Trainers
TRY	New Turkish Lira
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	US Dollar
WB	World Bank

TABLE OF CONTENTS

	<i>Executive summary</i>	v
1	INTRODUCTION	1
1.1	Background	1
1.2	Framework of this external formative evaluation	1
	1.2.1 <i>Objectives of the evaluation</i>	2
	1.2.2 <i>Organisational design of the evaluation</i>	2
2	METHODOLOGY	3
2.1	Sampling of Provinces	3
2.2	Sampling of schools within selected Provinces	5
2.3	Design of participatory evaluation	5
2.4	Limitations of the evaluation	9
3	OBJECTIVE, RESULTS AND MAIN ACTIVITIES OF THE GEC IN TURKEY	10
3.1	Logical Framework	10
3.2	Campaign approach	11
3.3	Implicit assumptions	12
4	EVALUATION OF THE GIRLS' EDUCATION CAMPAIGN (GEC) ACCORDING TO THE FIVE MAIN EVALUATION CRITERIA	14
4.1	Relevance	15
	4.1.1 <i>Global references</i>	15
	4.1.2 <i>Priorities of national and international partners</i>	15
	4.1.3 <i>GEC in relation to the UNICEF Medium Term Strategic Plan and Corporate Strategies</i>	15
	4.1.4 <i>Primary stakeholders' needs</i>	16
	4.1.5 <i>GEC within the framework of the UNICEF "Child Friendly School" concept</i>	17
4.2	Effectiveness	17
	4.2.1 <i>Awareness raised</i>	22
	4.2.2 <i>Capacity built and inter-agency collaboration increased</i>	23
	4.2.3 <i>Commitment increased</i>	24
	4.2.4 <i>Involvement promoted</i>	27

4.3	Efficiency	28
	4.3.1 <i>Role and contribution of UNICEF and other stakeholders</i>	28
	4.3.2 <i>Project costs versus project scope and project outcomes</i>	30
4.4	Impact	31
	4.4.1 <i>Low education participation of girls from a gender perspective</i>	35
	4.4.2 <i>Limits of the GEC as a sensitisation campaign</i>	36
4.5	Sustainability	37
	4.5.1 <i>Contextual analysis</i>	37
	4.5.2 <i>Assessment of specific contributions made by the GEC</i>	38
	4.5.3 <i>Results-based management issues</i>	38
5	CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE DIRECTIONS OF THE GEC	41
	List of persons contacted	43
	List of documents consulted	46
	Appendices	
	Appendix 1: Terms of Reference for the Mission	
	Appendix 2: Terms of Reference for the National Team	
	Appendix 3: Detailed Agenda of the Mission	
	Appendix 4: Evaluation Manual (for Data Collectors) (English)	
	Appendix 4a: Evaluation Manual (for Data Collectors) (Turkish)	
	Appendix 5: Guidelines for Focus Group Discussions (English)	
	Appendix 5a: Guidelines for Focus Group Discussions (Turkish)	
	Appendix 6: Guidelines for Interviews (English)	
	Appendix 6a: Guidelines for Interviews (Turkish)	
	Appendix 7: Questionnaires (English original)	
	Appendix 7a: Questionnaires (Turkish translation)	
	Appendix 8: Documentation of Workshop for Data Collectors	
	Appendix 9: Statistical Analysis	

EXECUTIVE SUMMARY

Introduction

- (1) In some provinces of Turkey, significant differences exist between boys and girls participating in education. The Ministry of National Education (MoNE) is responsible for ensuring that all children have equal access to education. Since more boys than girls are enjoying basic education, an intervention to address this problem became necessary.
- (2) In recognising the so-called gender gap, the GEC was launched jointly by the UNICEF Executive Director and the Minister of National Education in mid-June 2003. Its objective is to eliminate the gender gap in primary school enrolment and to realise the Millennium Development Goals' (MDGs) target for achieving gender parity in universal primary education.
- (3) Presently, the campaign is entering its second phase of implementation. Under the new Country Programme of Cooperation between the Government of Turkey and UNICEF (2006-2010), this external evaluation represents one of the major evaluation activities. The first phase constitutes one of the most comprehensive campaigns ever launched in the history of Turkish educational system.
- (4) The GEC has developed from a very focussed sensitisation campaign in only 10 provinces of Turkey to a nation-wide campaign covering all 81 provinces. This has certainly contributed to "Girls' Education" becoming a nation-wide issue, and also to providing additional support to the Government's desire to achieve gender equity as soon as possible. Both UNICEF and the Government of Turkey, particularly the Ministry of National Education, need to be commended on this important achievement.

Methodology of this evaluation

- (5) The objectives of this evaluation are (i) to determine the extent to which the campaign objectives were achieved; (ii) to analyse the appropriateness of strategies used in the campaign (giving reasons in case of shortfall); and (iii) to serve as a reference guide for future UNICEF programming.
- (6) In order to maximise the efficiency of inputs (manpower and time) and outputs (evaluation outcomes, i.e. data) in light of the available time and manpower for the data collection in the provinces, the general approach combines representative sampling by categories and randomisation. The representative sampling underwent two stages, i.e. (i) the sampling of provinces, and (ii) the sampling of locations within the province, thus creating an optimum balance of input-output efficiency. The sampling procedure has been part of a consultative process with the Turkish counterparts.
- (7) GEC performance was assessed following the major implementation steps of the Campaign, i.e. from Central level (design and planning of the Campaign) to Provincial and Sub-Provincial level (promotion, organisation, capacity building) and finally down to village level (identification, convincing, follow-up and monitoring).

Relevance of the Campaign

- (8) The GEC contributes to the achievement of both the EFA Dakar Goals and the Millennium Development Goals (MDGs), particularly regarding MDG 2 "Achieve Universal Primary Education" and MDG 3 "Promote Gender Equality and Empower Women". There is also a clear linkage to the Convention of the Rights of the Child (CRC) regarding the "education articles" Articles 28 and 29 and also Articles 12-14 in terms of promoting the child's right to freedom of expression, particularly by referring to the equality of the girl in terms of executing such right.
- (9) The GEC is well embedded into the overarching objective of national partners (MoNE and the inter-sectorally linked ministries) and international development partners (mainly the World Bank and the European Union) to address gender disparity in education. The Turkish government has not yet reached

- the target for MDG 3 to eradicate the gender gap in education, but is continuously committed to achieve gender parity in enrolment as soon as possible.
- (10) The GEC falls within the strategic planning of the UNICEF MTSP Focus Area 2 (Basic Education and Gender Equity) which formulates as its strategic intent that “parents, communities and Governments acquire the capacity and support necessary to fully implement their obligation to ensure the right of all children to free, compulsory quality education“. The GEC also subscribes to the UNICEF MTSP Key Result Area 3, “Equality and Quality Models: Educational quality improved and school retention, completion and achievement rates increased”.
 - (11) The GEC supports core values and purposes of UNICEF, such as the incorporation of a human rights perspective into education (in terms of gender equality and anti-discriminatory approaches to education), the promotion of children’s rights in all situations (here particularly the context of gender equality), the support of capacities of parents in terms of decision making process within the family, including the promotion of families as the fundamental group of society.
 - (12) Learners as primary stakeholders rate the relevance of the Campaign highest, followed by teachers as “educational practitioners”. While administrators also generally confirm the relevance of the Campaign, this changes drastically for the most recently added Provinces. This is much in line with the overall opinions gathered through the interviews and FGDs, when there was a strong opinion that the GEC should focus its attention and activities on those areas with a high gender gap.
 - (13) The Campaign could not unfold its relevance for those potential students still not enrolled due to an inconvincibility of their respective parents. There certainly are pockets of strong traditional and religious beliefs in Turkey, including the belief systems of migrant and minority groups, where a sensitisation campaign per se reaches its limits of unfolding relevance.
 - (14) The GEC contributes to the achievement of parameters covered by UNICEF’s Child Friendly School concept, particularly regarding the criteria relating to (i) rights-based approaches, (ii) child-seeking and inclusive strategies, and (iii) gender-sensitivity. In terms of promoting participatory and quality-based education, the GEC however does not target the improvement of educational quality as such, although it might address it implicitly.

Effectiveness of the Campaign

- (15) The GEC, together with other stakeholders and initiatives, broadly influenced society and its perceptions. Differences between the provinces concentrate on a few issues. The GEC had its strongest impact in provinces with a high gender gap, although sensitisation has not yet trickled down to some villages/communities.
- (16) The degree of effectiveness seems to be negatively related to a variety of factors that characterise “difficult-to-reach” communities. These factors go beyond a lack of awareness of the importance of girls’ education and refer to economic conditions, ethnicity and geographical position. Low participation in the education of girls is more related to the cultural/religious background of the family and to their geographical and economic position than to the province they live in.
- (17) Significant differences can be observed in terms of (i) active involvement in the Campaign (identification, convincing, follow-up, monitoring) and (ii) capacity building, also in terms of training received by the GEC. DC field reports show that most teachers are involved in house visits, with the number and effectiveness of visits substantially varying in problem areas/communities.
- (18) Differences in perceptions on the importance of girls’ education are bigger between the centre (urban) and sub-provinces (within each province) than between provinces, rural families attaching less value to the education of girls than urban families. These differences in perception also emerge within urban areas/cities in provinces with migrant populations. Also, the level of economic development seems to be positively related to the value attached to girls’ education.

- (19) Although all administrators are, to a more or lesser extent, aware about the objective of the campaign and its strategy, not all were actively involved in the implementation of the campaign. The level of involvement decreases when looking at local level results. In some sub-provinces and villages, there are still muhtars and imams who do not consider low participation of girls to be a problem.
- (20) Cultural factors in particular are difficult if not impossible to change with a sensitisation campaign such as the GEC alone. Although nearly all respondents seemed to be aware of the Campaign, this did not mean that they necessarily subscribed to it. While the GEC might have been effective in sensitising, this did not necessarily lead to a corresponding impact in terms of enrolment of children of deprived and marginalised population groups.
- (21) Collaboration between institutions has increased in most urban areas (centres). Such increase was not observed in some sub-provinces and villages. According to the field reports, NGOs did not actively participate in the provinces. Lack of involvement in campaign awareness raising activities (seminars, meetings) may explain the low level of participation of some local authorities in campaign implementation. Especially in these sub-provinces and villages, lack of communication and collaboration between stakeholders was mentioned to be a problem.
- (22) Inter-agency collaboration is particularly important in terms of the campaign's effectiveness when looking at low educational participation of girls from a gender perspective. One of the reasons mentioned most frequently by families and girls for being out-of-school is domestic work. On the other hand, boys are allowed and expected to take decisions, for instance on their sisters' education; and to earn money through economic activities (jobs). When looking at this division of work, some practical gender needs can be determined i.e., day care facilities to free the girls from taking care of their siblings, and clean and nearby water supply. Field reports did not indicate that such practical needs have been addressed, so they continue to hamper girls' enrolment in education, attendance, continuation and/or performance.
- (23) In almost all provinces, house-to-house visits were conducted, out-of-school girls were identified, and parents were told about the importance of sending their daughters to school. It was understood that this approach had the biggest effect when the sensitisation teams included representatives of both the school, the community (muhtars, imams) and higher level administrators such as (deputy)-governors. Effect of awareness raising activities is also enhanced when backed-up by imams (Friday prayers) and muhtars in their role as community advisors/leaders.
- (24) For reaching those communities where gender roles and responsibilities are strictly adhered to (e.g. Ağrı, Bitlis, migrant communities), activities to promote awareness seemed to have been least effective. Some muhtars and imams from these communities still oppose the idea of girls' education, and language barriers hamper communication between school/community representatives and non-Turkish speaking families. Overall, there is too big a difference in values, norms, and behaviour between those community members and representatives from schools and other institutions.
- (25) The Conditional Cash Transfer (CCT) has in some cases a positive and in some cases a negative effect. There seems to be consensus that the provision of financial support without the essential change in mindset on the importance of girls' education has a negative impact on the value attached to education. Enrolment of girls is sometimes seen as a means to gain additional income, not having any impact on educational participation (daughters are kept home after enrolment).
- (26) The bigger the difference is between socio-economic conditions, perceptions, practices, beliefs and value systems of campaign staff and the target group (family with girls out-of-school), the less effective the campaign strategies become. This is also true for the school and community level. The bigger the difference, the more difficult it is for schools to establish a school-family relationship and to overcome distrust and doubts. This situation could be redressed by always including some local personnel in the campaign staff as it already happened in some cases.

Efficiency of the Campaign

- (27) Compared to investments of other development partners in international development cooperation, UNICEF's contributions in terms of financial investment are relatively small. In the case of the GEC, the Campaign managed well to cooperate particularly with the EC Support to Basic Education Project (SBEP), the World Bank's Social Risk Mitigation Project (SRMP) and its Conditional Cash Transfer (CCT) scheme. Such cooperation contributed greatly to the efficiency of the overall intervention when comparing the intervention design with its cost and objectives, especially in the case of cooperation with development partners active in both technical and financial cooperation.
- (28) In the case of sensitisation campaigns and/or projects, their internal efficiency largely depends on the development of multiplier effects through sensitised agents at various levels of society. The GEC incorporated such logic well into its design by putting a strong emphasis on simultaneously addressing central, provincial, sub-provincial and village levels.

Impact of the Campaign

- (29) In the absence of baseline data or a control group, and due to the parallel contributions of other development partners the *specific* impact of the GEC cannot be exactly determined. However, the Campaign made a significant *overall* contribution due to its active role in the Turkish educational and wider socio-political set-up, as has been widely demonstrated by the mass media campaigns and the available internal reports and feedbacks from the field.
- (30) Although Turkey has not yet managed to achieve gender parity, the gender gap has been steadily decreasing from 2003 to 2006 with a relative improvement of 15.51% over this time period. Within the overall framework of giving support to achieving gender parity, MoNE has utilised the GEC to continuously improve the status quo. Naturally, impact differs from province to province, according to the already existing gender gap. There are also indications for a positive impact on the retention of students, both female and male. Although it cannot be analysed to what degree the GEC contributed to such retention, it can be assumed that it played a contributing role at least.
- (31) For future planning and programming, this mission recommends to draw from the experiences of the sensitisation campaign and to move forward to focus on specific interventions for specific hard-to-influence target groups, also in order to avoid negative (unintended) impact. Such negative impact can develop quite rapidly if the need for structural change is ignored and the "success" of the campaign is just being determined by fulfilling indicators in terms of increasing girls' enrolment, without taking into account the social context and the existing capacities.
- (32) Qualitative aspects of education from a gender perspective are gaining importance for the overall impact of the Campaign. Educational participation of girls can be increased if their practical gender needs are addressed, and if characteristics of the education system that cause the exclusion of girls are eliminated. Practical gender needs are related to the condition of girls (and women) and their present workloads and responsibilities. However, addressing practical gender needs are in themselves unlikely to have an impact on unequal aspects of gender relations. Also, if practical needs are not seen in the context of strategic gender interests, addressing them in isolation could actually worsen girls' situation in the long term and could thus create negative impact.

Sustainability of the Campaign

- (33) Within the Turkish education context of national education reforms, the GEC has established itself as a valuable contribution in raising awareness on the gender issue. Since Campaign Coordinators in the provinces are solely MoNE staff, this key field staff has been integrated into MoNE right from the beginning. Applied sensitisation methods and strategies have thus been carried by central and particularly provincial staff alike in concert with UNICEF's support, both technical and financial.

- (34) There are obvious disparities in capacities between (sub-)provincial and village level collaborators, having resulted in the fact that sensitisation activities have not reached stakeholders at village level entirely. Furthermore, whereas the campaign may have raised awareness and, consequently, increased enrolment of girls, some of the newly enrolled girls did not always attend school regularly. A shift in mindset is required for a genuine, and therefore sustainable, change in practices that are heavily influenced by traditional and religious beliefs, norms, and values. However, the mission considers this to be closely related to the limits of any campaign.
- (35) In terms of future sustainability, even after external funding will have come to an end, it will be important to move towards more specific interventions focussing on specific problem areas. Such a development entails a conclusion of a nation-wide sensitisation campaign. Further sensitisation needs to address more structural, strategic and practical issues. Such adaptation of the Campaign will provide ample opportunity for continuing the provision of valuable input to the larger policy debate, and will likewise create direct benefits for stakeholders on the ground. Since girls' education has become a national issue, the mission sees strong possibilities for the Campaign to shift its focus accordingly.

Conclusions and Recommendations

- (36) The strength of the campaign lays in its recognition that the low enrolment and low participation of girls is not solely an educational problem, hence the importance attached to inter-agency collaboration. Collaboration, however, with stakeholders outside the education sector to address causes of low enrolment of girls in education is still at a very initial stage. Best practices and lessons learned from campaign implementation may now be used to further build such partnerships and improve inter-Ministerial cooperation. The campaign has also laid the foundation for a decentralised approach to solving the problem of low girl enrolment and retention, i.e. not one but different interventions each designed to address the specific needs of one distinct target sub-group.
- (37) In order to (re-) gain a stronger intervention focus, the country-wide coverage of the Campaign should be concluded.
- (38) Any follow-up to the GEC needs to be designed in favour of more tailor-made targeting for specific regions which encounter specific problems with specific target groups (i.e. Roma populations in İzmir). This includes a contextualisation of the GEC at sub-province or even village level, thus enhancing relevance for diverse socio-political and socio-economic environments. More specific provincial analyses, based on collected data, could be the starting point for designing bottom-up and needs-based community development strategies. Such strategies need to continue to have a gender equity focus and may go beyond the mere education sector, also addressing, inter alia, the need for creating employment opportunities or environmental issues (health, sanitation).
- (39) There is a need to lobby for structural change wherever such change is needed to improve girls' enrolment, well knowing that implementing change needs to be under the responsibilities of the Government. In (re-)designing the project from a gender perspective, lobbying for addressing structural and practical gender needs has to form part of the project's objectives, including the establishment of catch-up classes for over-aged girls, vocational training programmes, or functional literacy programmes for girls and women.
- (40) Quality issues of and in education represent an important topic also within a gender context, particularly since many families who are facing problems sending their children (especially girls) to school also seem to be concerned about the low educational quality, mainly in village schools. Within a greater child-friendly schools orientation, the development of strategies for changing teacher recruitment and deployment practices may help to solve this problem. Areas to focus on could include, inter alia, (i) the relation between creating child-friendly schools and changing teacher recruitment practices; (ii) the identification and recruitment of teachers coming from the same community/area and being willing to maintain residence there; and (iii) the linking of such change in policy and political thinking to the wider concept of creating and strengthening creating child-friendly schools.

- (41) It is recommended to consider turning the *Campaign* into a specific *Project* under the *Child Friendly Schools* umbrella. In the opinion of this mission, the Campaign has been successful in making a valuable contribution, and has likewise reached the point for making an important new directional shift. It is further recommended for UNICEF and all stakeholders to enter into a detailed planning exercise for such a new phase, including the development of planning tools such as a logical framework with related milestones and indicators.
- (42) As a concrete follow-up to this report, a two-pronged approach is recommended. Firstly, key problems beyond the education sector need to be identified which may initiate possible approaches for structural change. This report, based on the contributions received from the data collectors, has already provided an important initial analysis in this regard. Such bottom-up identification process needs to be done in close consultation with the communities.
- (43) Secondly, it is recommended to conduct a detailed participatory planning workshop for the second phase of the campaign which will be based on the results gathered during community consultations. The workshop will endorse a detailed bottom-up approach for addressing specific areas of targeted intervention. While developing a complete logframe for the second phase, objectives, results and activities will be agreed upon, together with the identification of indicators and milestones. Such workshop can also be utilised to generate trust and a sense of cooperation through the inclusion of relevant stakeholders.

1 INTRODUCTION

1.1 Background

The Girls' Education Campaign – Haydi Kızlar Okula – was launched jointly by the UNICEF Executive Director and the Minister of National Education in mid-June 2003. This is one of the most important campaigns ever launched in Turkey probably after the campaign for literacy that was implemented some 30 years ago.¹

Its objective is to eliminate the gender gap in primary school enrolment and to realise the Millennium Development Goals' (MDGs) target for achieving gender parity in universal primary education. Presently, the campaign is entering its second phase of implementation. Under the new Country Programme of Cooperation between the Government of Turkey and UNICEF (2006-2010), this external evaluation represents one of the major evaluation activities.

The number of target provinces has been steadily increasing since the inception of the Campaign in 2003. With an initial focus on 10 provinces (out of a total number of 81 provinces country-wide), the Campaign has added additional provinces on a yearly basis. Recently, a country-wide coverage has been reached with the last remaining 28 provinces added in 2006.

The Campaign addresses a wide range of stakeholders and places the improvement of school attendance rates for girls and boys in a wide social context. Such context also addresses attitudes of key decision makers in the educational and societal overall system, including

- Government authorities at national and provincial levels;
- civil society and the media;
- school managers;
- school teachers and counsellors;
- children, particularly girls, in and out of school;
- parents;
- local authorities and community leaders (including imams and muhtars).

Apart from political commitment at senior level, the Campaign has already benefited from wide media coverage and mass volunteer action. This has also been reflected in the revision of relevant educational policies and an economic reform in the area of subsidy systems. Based on enrolment figures for the 2004/05 school year, the Campaign shows an upward trend in annual enrolment of up to a 25% success rate (approx. 75,000 additional girls attending school in 2004 with an overall target of 300,000 girls). Experience has already shown that focusing the mobilisation effort on specific provinces and using different approaches yields better returns, both in terms of enrolment of girls and boys.

1.2 Framework of this external formative evaluation

In addition to providing input for UNICEF, MoNE and other stakeholders for the formulation and implementation of the second phase of the Campaign, the evaluation revolves around the five OECD/DAC evaluation criteria, i.e. (i) relevance, (ii) efficiency, (iii) effectiveness, (iv) impact and (v) sustainability. Particular attention will be given to (i) assessing the status of the implementation of the Campaign, (ii) providing detailed analytical information for future planning; (iii) contributing to

¹ Personal communication by Prof. Özcan.

the elaboration of a results-based strategy; (iv) reflecting upon lessons learnt; and (v) strengthening existing synergies between different groups of stakeholders in terms of promoting girls' education. Also, an overall focus on marginalised, vulnerable and hard-to-reach groups will emphasise the social context. This, in turn, determines the current status of girls' education within the prevailing larger social context.

The Campaign has already identified a number of challenges which have been explored and analysed further during the evaluation exercise. Apart from infrastructural issues (such as availability and distribution of schools), these include key social behavioural attitudes of parents and society, resulting in girls not attending school. It is therefore important that the evaluation creates linkages to global references such as human rights and in particular, the Convention of the Rights of the Child (CRC) and the Elimination of All Forms of Discrimination Against Women (CEDAW).

Within the CRC/CEDAW overall framework, gender equity is highlighted in general, in order to ensure that all children's rights are fully respected and monitored. While achieving gender parity in universal primary education, it is also important to empower families with knowledge and skills to enable them to ensure that infants and children are healthy, emotionally secure and able to learn in a safe environment. This eventually will contribute to universal access to quality formal and non-formal education and reduced drop out rates, and will equip both girls and boys with the necessary life-skills to become healthy, active and responsible citizens. The Girls' Education Campaign thus contributes to the reform of existing policies and legislation.

1.2.1 Objectives of the evaluation

The objectives of the evaluation are

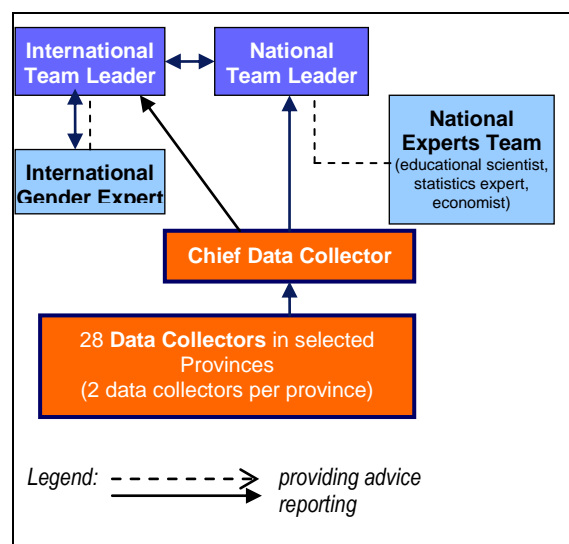
- (i) to determine the extent to which the campaign objectives were achieved;
- (ii) to analyse the appropriateness of strategies used in the campaign (giving reasons in case of shortfall),
- (iii) to serve as a reference guide for future UNICEF programming.

1.2.2 Organisational design of the evaluation

PROMAN has provided the international team leader (ITL) and an additional educationalist cum gender expert.

Further to the ITL, a National Evaluation Team has been recruited, comprising one team leader (sociologist), three national senior experts (educational scientist, statistics expert, economist), one Chief Data Collector and twenty-eight Data Collectors. Throughout the evaluation, the National Evaluation Team played an advisory role and provided their advice regarding the evaluation to both the International and National Team Leader.

The organisational design is visualised in the chart (right).



2 METHODOLOGY

The task of conducting an evaluation on a nationwide scale within a rather limited timeframe (as indicated in the TORs) and a limited budget certainly presented an enormous challenge regarding the evaluation design. In order to maximise the efficiency of inputs (manpower and time) and outputs (evaluation outcomes, i.e. data) in light of the available time and manpower for the data collection in the provinces, the general approach combines representative sampling by categories and randomisation. The representative sampling underwent two stages, i.e. (i) the sampling of provinces, and (ii) the sampling of locations within the province, thus creating an optimum balance of input-output efficiency. The sampling procedure has been part of a consultative process with the Turkish counterparts.

2.1 Sampling of Provinces

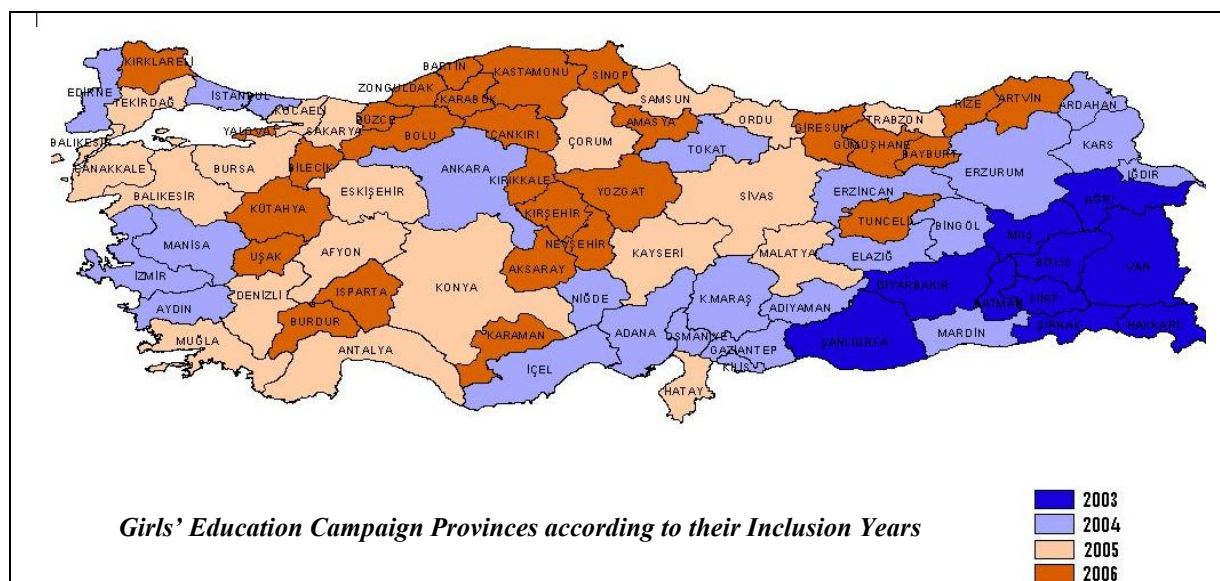
A number of criteria for determining the scope of the evaluation were discussed with key stakeholders. The following factors were then taken into account for the sampling of Provinces to be evaluated:

- Enrolment rates and related gender disparities/gender gaps as documented in statistics available from both MoNE and the Statistical Institute;
- Provincial in-migration, out-migration, net migration and rate of net migration (based on available statistics from the Statistical Institute) in relation to possible impacts on enrolment, attendance and drop-out rates particularly for girls;
- Rank of social and economic development (including per capita GDP by Province) as documented in statistics available from the State Planning Organisation;
- Balanced geographical distribution of the evaluation sample;
- Reference to previous studies based on data from MoNE and the Statistical Institute, such as the Quantitative Evaluation Study (BÜYÜKÖZTÜRK 2005), in order to build upon already available analyses and baselines;
- Qualitative feedback received from the field referring to performance of various Provinces, also incorporating existing studies, e.g. the Needs Assessment for Behaviour Communication Change Strategy regarding Girls' Education (HOŞGÖR 2006) and the Gender Review in Education, Turkey (OTARAN et.al. 2003);
- Additional reference to pertinent issues relating to the successful implementation of the Campaign, as expressed during the participatory workshop, e.g. traditional customs, violence in education and environments).

On the basis of the criteria above, and in line with linking the selection of provinces to their overall time involvement in the campaign, 17.3% of Provinces (N=14) were selected to form part of the overall sample. These sample provinces also represent a balanced composition on the basis of the four implementation phases of the Campaign (inclusion of provinces in 2003, 2004, 2005 and 2006 respectively). Within such a sample, earlier implementation phases were higher represented when compared to more recent phases, since the duration of project activity strongly influences the relevance for the overall evaluation. Provinces were originally selected for inclusion in to the GEC according to the gravity of the problem of gender inequity and have received attention for a considerable period of time.

For the evaluation, provinces were grouped into four groups according to their campaign inclusion years. Then, a sliding percentage rate was applied to determine the number of provinces to be sampled

from each group. Thus, in relative terms, Group 1 (2003) has the highest representation (40%) without dominating the absolute sample (28.6%).



Group	Inclusion Year	N=Provinces included in GEC	N=Provinces selected for evaluation	Relative % Sample	Absolute % Sample
1	2003	10	4	40.0	28.6
2	2004	23	5	21.7	35.7
3	2005	20	3	15.0	21.4
4	2006	28	2	7.1	14.3
TOTALS		81	14		100.0

The following table shows how selected provinces relate to the selection criteria above:

Group	Province	Gender Gap (2004/05)	Net Migration Rate	Rank of Social Development	Geographical Location Vertical/ Horizontal	Change in reducing gender inequality 2003/04-2004/05 (BÜYÜKÖZTÜRK)
Group 1						
1	Ağrı	16.64	-56.45	80	East North	+ not sig.
	Bitlis	17.83	-21.19	79	East Centre	- not sig.
	Şanlıurfa	16.35	-38.90	68	East South	+ not sig.
	Van	17.13	-43.58	75	East Centre	+ not sig.
Group 2						
2	Adıyaman	4.67	-70.23	65	East South	- significant
	Erzurum	8.06	-54.78	60	East North	- not sig.
	Gaziantep	6.15	3.13	20	Centre South	- not sig.
	İstanbul	4.69	46.09	1	West North	- not sig.
	İzmir	4.11	39.88	3	West Centre	+ not sig.
Group 3						
3	Eskişehir	3.59	14.84	6	Centre Centre	
	Hatay	4.16	-33.87	29	Centre South	
	Sakarya	4.03	-23.06	23	West North	
Group 4						
4	Bartın	0.76	-86.78	55	Centre North	
	Kırıkkale	4.42	-32.72	32	Centre Centre	

2.2 Sampling of schools within selected Provinces

GEC performance was assessed following the major implementation steps of the Campaign, i.e. from Central level (design and planning of the Campaign) to Provincial and Sub-Provincial level (promotion, organisation, capacity building) and finally down to village level (identification, convincing, follow-up and monitoring). Since school enrolment and retention represents an important indicator for the success of the GEC, schools served as a starting point for the field visits. School enrolment and retention are also considered important in terms of assessing existing mindsets and general attitudes towards girls' education. It needs to be highlighted that school visits did not evaluate school performance.

In each of the selected Provinces, a matrix was used² to select at least eight different locations (totalling 112 locations for the overall sample) to be visited during the evaluation. As stated above, the central point of a location was a school and included a combination of parameters, i.e. (i) school size in terms of number of students enrolled; (ii) degree of location's development; (iii) location (urban vs. rural); and (iv) distance (in relation of the school to the sub-provincial centre).³

2.3 Design of participatory evaluation

The participatory evaluation has been based on a thorough desk study undertaken at the onset of the evaluation.⁴ Such desk study has been instrumental in formulating the various items of the questionnaires, and also the corresponding topics of focus group discussions and interviews. All items were linked to previous observations, lessons learnt and recommendations, in order to assess probable progress and/or bottlenecks of the Campaign at its various levels of implementation.

Three types of participatory evaluation tools (questionnaires, focus group discussions and interviews) were administered for seven different target groups as presented in the table below:

Target group	Evaluation tool	Minimum output per Province	Evaluation Sheet No.	
Governors MoNE Administrators Other Stakeholders	Interview with governors/ MoNE administrators involved in GEC (1 hour)	1 Governor (Province) 8 Governors, MoNE Adm., other stakeholders ⁵ (Sub-Province)	INT-1	ADM-GEC
	Interview with governors/ MoNE administrators not involved in GEC (1 hour)	1 Governor (Province) 8 Governors, MoNE Adm., other stakeholders (Sub-Province)		ADM- NOGEC
	Questionnaire	1 Governor (Province) 8 Governors (Sub-Province) 8 MoNE Adm. (Sub-Province)	QST-1	ADM-ALL

² For further details please refer to the Evaluation Manual in Appendix 4.

³ The overall representative sampling ensured that every province was equally represented in terms of its main criteria (parameters) relevant to this evaluation. The data for every province therefore need to be seen within the evaluation context, and not be interpreted separately on their own. For example, one needs to be cautious when generalising evaluation findings for the larger provinces like Istanbul. Within the overall context however, provinces are comparable with each other. It needs to be pointed out that the evaluation design did not attempt to generate complete sets of provincial data as they could be found in annual statistical surveys.

⁴ Please refer to the list of documents consulted at the end of this report.

⁵ Stakeholders include Deputy Governors, Administrators of the Sub-Province, Provincial Directors/representatives (National Education, Health, Agriculture, Population and Citizenship, Social Work and Child Protection Institute, Ministry of Labour and Social Security).

Target group	Evaluation tool	Minimum output per Province	Evaluation Sheet No.	
Teachers	FGD with teachers exposed to GEC (1 hr)	8	FGD-1	TEA-GEC
	FGD with teachers not exposed to GEC (1 hr)	8		TEA-NOGEC
	Questionnaire	8 x N(all Teachers)	QST-2	TEA-ALL
Students Gr. 2	Questionnaire (Gr. 2 by means of drawings to be made)	8 x N(Students Gr. 2)	QST-3	STU-GR2
Students Gr. 5	Questionnaire	8 x N(Students Gr. 5)		STU-GR5
Students Gr. 7	Questionnaire	8 x N(Students Gr. 7)		STU-GR7
Families who send their children to school	Guided interview (45 min.)	2x8 = 16	INT-2	FAM-SCHOOL
Families who do not send their children to school	Guided interview (45 min.)	2x8 = 16		FAM-NOSCHOOL
Girls who dropped out of school	FGD (1 hr)	8	FGD-2	GIR-DRO
Girls who never attended school	FGD (1 hr)	8		GIR-NAT
Social leaders	Guided interview with social leaders involved in GEC (1 hr)	8	INT-3	LEA-GEC
	Guided interview with social leaders not involved in GEC (1 hr)	8		LEA-NOGEC
Male members of local communities	FGD/"Coffee House Discussion" (1.5 hrs)	3	FGD-3	CHD

Preparatory Phase

The evaluation commenced with a two-week preparatory phase. During that phase, the ITL met with the UNICEF team and the most relevant national stakeholders in order (i) to clarify the purpose of the evaluation; (ii) to solicit commitment regarding the importance of the evaluation; (iii) to discuss pertinent issues and possible indicators for the evaluation; to (iv) identify existing bottlenecks; and (v) to clarify the role of MoNE and UNICEF in the evaluation. Core outcome of this input were the TORs for the National Evaluation Team which can be found in Appendix 2.

Data Collection Phase

The data collection phase combined the input from the international consultants with the utilisation of local expertise. After the initial training of data collectors, the National Team including the Chief Data Collector (CDC), supported data collection and analysis in selected provinces through a subsequent process of on-the-job supervision and coaching.

At the onset of the data collection phase, Data Collectors were briefed and trained in the specific requirements of data-collection for the study. Such training included a familiarisation exercise for the data collection process. A small field-testing activity was carried out with a small sample of schools within Ankara after completion of the training.

Following the initial training, the National Team (including the CDC) participated in the field visits in order to supervise the Data Collectors and validated the methodology. It was felt to be important for the international consultants to gain first-hand insight into the situation on the ground during data collection and analysis. In consultation with the National Team, they spent one full week in two of the selected provinces, Van (Eastern Turkey) and İzmir (Western Turkey) within a relatively short in-country phase⁶. Data Collectors then administered the evaluation tools according to the Manual and the accompanying data processing guidelines and Excel files provided by the international consultants. At the end of the data collection phase, the collected data were sent to the international consultants through the NTL who received it from the Data Collectors through the CDC.

In total, 11,363 questionnaires were completed by administrators (N=141, including, inter alia, Deputy Governors, Administrators of the Sub-Province, Provincial Directors/representatives of various ministries such as MoNE, Health, Agriculture, Population and Citizenship, Social Work and Child Protection Institute, Ministry of Labour and Social Security), teachers (N=1,691) and students of various grades (N=3,225 for Grade 2; N=3,137 for Grade 5; N=3,169 for Grade 7). All responses were differentiated according to the respondents' gender.

In addition, Focus Group Discussions (FGDs) and interviews were carried out. 255 FGDs were conducted with teachers (144 FGDs), non-attendant school girls (72 FGDs, comprising girls who either dropped out or never attended school) and male members of communities gathering in Coffee Houses (39 FGDs). In-depth semi-structured interviews (N=538) were held with administrators (N=127), mothers (N=168), fathers (N=97) and social leaders (N=146). All responses were differentiated between those having been exposed to GEC and those not having had knowledge of the GEC.

Overall, 12,156 evaluation tools were administered as shown in the following table:

TOTAL of administered Evaluation Tools	QST's - INT's - FGD's														TOTAL
	Adiyaman	Ağrı	Bartın	Bitlis	Erzurum	Eskişehir	Gaziantep	Hatay	İstanbul	İzmir	Kırkkale	Sakarya	Şanlıurfa	Van	
Focus Group Discussions															
FGD-1 TEA-GEC Teachers exposed to GEC	7	1	8	6	4	0	7	3	8	8	1	0	6	8	67
FGD-1 TEA-NOGEC Teachers not exposed to GEC	2	8	0	8	8	8	6	8	1	1	9	8	4	6	77
FGD-2 GIR-DRO Girls who dropped out of school	5	4	0	6	8	3	5	5	4	4	2	1	4	6	57
FGD-2 GIR-NAT Girls who never attended school	0	0	0	5	2	0	1	0	0	4	0	1	0	2	15
FGD-3 CHD Coffee House Discussion with males	3	3	3	3	3	3	3	3	0	3	3	3	3	3	39

⁶ as defined by the UNICEF TORs, please also refer to Appendix 1.

TOTAL of administered Evaluation Tools															
QST's - INT's - FGD's	Adiyaman	Agrı	Bartın	Bitlis	Erzurum	Eskişehir	Gaziantep	Hatay	İstanbul	İzmir	Kırıkkale	Sakarya	Şanlıurfa	Van	TOTAL
Interviews															
INT-1 ADM-GEC Administrators involved in GEC	7	5	3	5	5	5	6	8	7	5	3	4	4	5	72
INT-1 ADM-NOGEC Administrators not involved in GEC	3	4	6	4	4	4	3	1	2	5	6	5	4	4	55
INT-2 FAM-SCHOOL MOTHERS sending children ...	5	2	16	7	5	8	2	9	14	7	9	12	4	10	110
INT-2 FAM-SCHOOL FATHERS sending children ...	4	4	0	8	5	8	0	3	2	5	2	4	6	6	57
INT-2 FAM-NOSCHOOL MOTHERS not sending children ...	5	2	0	8	4	3	6	3	1	6	3	4	2	11	58
INT-2 FAM-NOSCHOOL FATHERS not sending children ...	4	4	0	8	5	2	2	1	2	1	0	1	8	2	40
INT-3 LEA-GEC Social Leaders involved in GEC	4	1	0	3	6	2	4	1	8	8	4	0	1	7	49
INT-3 LEA-NOGEC Social Leaders not involved in GEC	0	14	10	6	5	8	3	7	8	7	9	10	7	3	97
Questionnaires															
QST-1 ADM-ALL All administrators	6	9	9	9	15	9	17	11	9	10	9	9	10	9	141
QST-2 TEA-ALL All teachers	116	127	105	149	87	128	133	120	147	163	80	127	100	109	1,691
QST-3 STU-GR2 Students Grade 2, MALE	108	130	78	129	82	124	161	121	156	99	84	125	133	130	1,660
QST-3 STU-GR2 Students Grade 2, FEMALE	96	116	70	125	71	122	121	133	167	113	82	118	96	135	1,565
QST-3 STU-GR5 Students Grade 5, MALE	113	112	95	91	74	139	166	137	181	92	101	138	112	140	1,691
QST-3 STU-GR5 Students Grade 5, FEMALE	105	93	95	113	68	111	154	108	140	89	78	126	66	100	1,446
QST-3 STU-GR7 Students Grade 7, MALE	137	131	100	119	101	132	124	133	171	116	71	129	156	127	1,747
QST-3 STU-GR7 Students Grade 7, FEMALE	97	83	99	98	87	136	137	120	142	94	71	116	45	97	1,422

TOTAL FGDs	17	16	11	28	25	14	22	19	13	20	15	13	17	25	255
TOTAL Interviews	32	36	35	49	39	40	26	33	44	44	36	40	36	48	538
TOTAL Questionnaires	778	801	651	833	585	901	1,013	883	1,113	776	576	888	718	847	11,363
OVERALL TOTAL of Tools administered	827	853	697	910	649	955	1,061	935	1,170	840	627	941	771	920	12,156

Reporting has been based on quantitative data (referring to the sampling process) and qualitative data which were partly quantified (questionnaires). Regarding the qualitative data collected through Focus Group Discussions and interviews, field reports were prepared by the field data collectors. All field reports were reviewed and summarised by the Chief Data Collector. In utilising the collected data, arguments were developed on the basis of the *written summaries* which have already been aggregated

during the process of summarising. For more detailed information (number and sex of persons talked to, number of households visited, etc.), the original field notes of the DCs can be consulted.

Reporting Phase

On the basis of all inputs, a draft evaluation report was prepared and submitted to UNICEF for discussion with relevant stakeholders, particularly the GEC steering committee. After having had received and incorporated comments, this Final Report has been prepared for submission to UNICEF.

2.4 Limitations of the evaluation

Likewise, the mission team is aware of possible limitations when applying questionnaires in the evaluation, particularly regarding receiving socially desirable and acceptable responses. Although the questionnaires contain opportunities for cross-referencing similar items between target groups, socially desirable responses always pose a certain risk. The analysis of the questionnaires needs also to be seen within the framework of the overall evaluation which placed responses in direct relation to information gathered through interviews, focus group discussions and field visits. This approach ensured the contextualisation of responses, and likewise reduced the risk of over-interpretation of questionnaires.

As observed by the data collectors in their personal notes submitted at the end of the evaluation, it was sometimes difficult to find non-attendant girls particularly in those provinces which experience little or no enrolment problem of girls (i.e. Bartın). For the composition of focus groups, sometimes it was not possible to form a complete focus group (with a minimum of three participants); in such case interviews were conducted instead.

Since media coverage of the GEC has been extensive, it was also not possible to identify a clear-cut control group, neither could the evaluation refer to baseline data since a baseline study was never conducted. Although Bartın for example only has a gender gap of 0.76% (further reduced to a mere 0.05% in the 2005-2006 student numbers), it still cannot be soundly regarded as a type of control group due to other peculiarities (e.g. net migration rate, rank of social development) which do not fulfil the conditions for a control group. In the absence of a control group, the mission put emphasis on the internal comparison between the various samples in order to highlight variations within the overall sample. The grouping of the provinces according to their year of inclusion in the GEC was of particular importance since it can be assumed that the duration of focussed GEC support will have had a bearing on the respective provinces' relation to the Campaign.

Despite the pre-selection questions formulated at the onset of every FGD and interview sheet, the differentiation between those involved in GEC and those not involved in GEC was not always easy, and required an on-the-spot decision by the DCs. The decisive criterion for "involvement" was the degree of *active participation* as opposed to mere knowledge about the general objectives of the GEC. However, the mission is aware that the team's subjective assessment for assigning respondents to "GEC" and "NOGEC" groups respectively might have differed somewhat from team to team.

Comprehension of certain questionnaire items posed a problem to some underperforming students, particularly in Grade 5. As agreed during a team meeting following the initial pre-testing of questionnaires in Ankara, data collectors assisted respondents in such cases. Unclear words and phrases were then explained in detail in front of the whole class. However, the clear majority of respondents managed to work on the completion of the questionnaires independently.

Fortunately, weather conditions did not negatively impact on the evaluation due to the relatively mild temperatures.

3 OBJECTIVE, RESULTS AND MAIN ACTIVITIES OF THE GEC IN TURKEY

3.1 Logical Framework

In some provinces of Turkey, significant differences exist between boys and girls participating in education, although the magnitude of the gender gap varies.⁷ MoNE is responsible for ensuring that all children have equal access to education. Since more boys than girls are enjoying basic education, an intervention to address this problem became necessary. Thus, recognition of the so-called gender-gap has been the starting point of the Girls' Education Campaign (GEC), with the elimination of the gender-gap its overall objective.

To determine how the Campaign was expected to solve the problem of low schooling rates for girls (compared to boys), the evaluation team retroactively compiled the Campaign's logical framework. The framework interrelates activities, expected results and overall objective (see Matrix below). It is based on project documents and has been discussed with field office project staff to verify the team's understanding.

Overall Objective
By the end of 2005, gender equality in primary school enrolment achieved through the provision of quality basic education for all girls in 53 provinces where the schooling rate of girls is lowest (10 provinces in 2003 + 23 provinces in 2004 + 20 provinces in 2005).

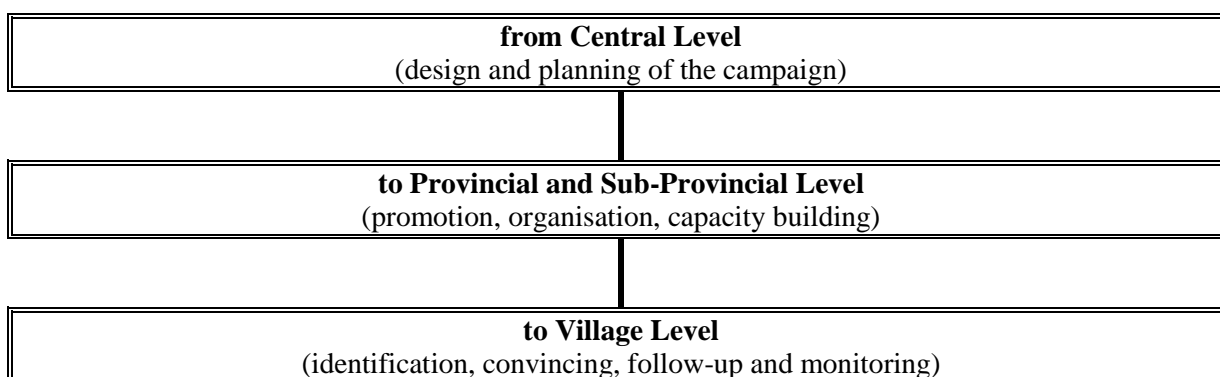
Results and main activities of the GEC	
Results	Main activities (summary of activity areas)
1. Awareness raised on the importance of girls' education among provincial authorities, community leaders, and parents.	1.1. Identify barriers to girls' access to education in project provinces – conduct a situation and needs analysis using segregated data with regard to gender and region.
	1.2. Develop training kits (training manual).
	1.3. Develop and implement a comprehensive communication strategy.
	1.4. Mobilize local authorities: <ul style="list-style-type: none"> • Organise meetings with provincial leaders and directors; • Raise awareness among frontline workers (imams, nurses, teachers, social workers, etc.); • Organise town and village meetings with local opinion leaders (mayors, muhtars, etc.)
	1.5. Raise awareness that child labour can damage the child's intellectual development due to her / his missing out on education.
	1.6. Carry out social mobilisation/sensitization on the importance of girls' education: <ul style="list-style-type: none"> • Develop and produce TV and radio spots and other advocacy materials on girls' education; • Develop, display and distribute posters, leaflets, brochures in centres providing services for children and other prominent public places.

⁷ Such disparities have been instrumental in selecting the samples for the evaluation. Please also refer to section 2.1 and the quantitative data provided there..

Results and main activities of the GEC	
Results	Main activities (summary of activity areas)
2. Capacity of provincial authorities (including governors, mayors, muhtars, imams, etc) in campaign implementation built; regional advocacy and inter-agency collaboration increased.	2.1. Provide assistance to provincial authorities and communities to ensure increased access for girls: <ul style="list-style-type: none"> • Communication skills; • Planning skills; • Inter-personal skills;
	2.2. Organise local training for provincial authorities (governors, mayors, muhtars, imams, etc.): <ul style="list-style-type: none"> • Communication skills; • Planning skills; • Inter-personal skills.
3. Commitment of provincial, village and community leaders' to girls' education increased.	3.1. Promote establishment of community networks for children in need.
	3.2. Support community initiatives in schooling.
	3.3. Advocate for implementation of compulsory education laws.
	3.4. Ensure birth registration.
	3.5. Involve provincial and village leaders and school directors in promoting awareness.
	3.6. Promote active participation of relevant partners in programming for girls education.
4. Community and parental involvement in girls' education promoted.	4.1 Promote active participation of community and parents in girls' education

3.2 Campaign approach

In light of the characteristics of a mass campaign, the GEC was designed in a top-down approach reaching from central to provincial to village level as demonstrated in the chart below:



A key feature of the campaign was the involvement of several ministries and institutions⁸ in its implementation. Under the overall responsibility of MoNE, these institutions were expected to closely cooperate at both central and (sub-) provincial levels. Another key feature was the division of responsibilities across different administrative levels. The central level was responsible for design and planning of the campaign. Promotion, organisation and capacity building were done at (sub-) provincial level, with the village level being responsible for identification, convincing, and following-up. All levels were expected to be involved in and responsible for monitoring GEC progress (or lack thereof). Towards this end, campaign management and coordination systems were strengthened at central, provincial and local levels.

In this evaluation, the mission assessed the performance of the campaign based upon the *objective and results* as mentioned in the logframe, and how these were achieved within the design and framework of the campaign. Therefore, successes of the GEC will be assessed following the main five evaluation criteria which refer to various levels of the campaign design. In carrying out such assessment, this evaluation elaborates on the successes or failures of the Campaign in terms of its *cumulative performance* (including its activities).

3.3 Implicit assumptions

In light of the above the following implicit assumptions of the GEC could be formulated:

Implicit assumptions of the Girls' Education Campaign
Implicit Assumption 1:
A willingness of several Ministries and Institutes at national, provincial and (sub-) district level to cooperate with the Ministry of National Education.
Implicit Assumption 2:
Sufficient monitoring and coordination capacity at all levels of the education and administrative system (data collection, recording, processing, analysis and use).
Implicit Assumption 3:
Timely availability of reliable statistical data for campaign design and monitoring purposes.

Implicit Assumption 1:

Although the Central Steering Committee (including a Technical Team) for the GEC has been set up at national level, concerns were raised at the Technical Team Meeting organised by UNICEF on 19 September 2006. At that meeting, it was intended (i) to share progress on the GEC external evaluation; (ii) to have a common understanding about the importance and the work plan of the external evaluation; (iii) to discuss possible evaluation tools and to identify bottlenecks; and (iv) to clarify the role of the GEC CSC and Technical Team. The main concern related to the changing composition of the technical team, in particular, the decreasing number of senior officers from the various ministries. The CSC/TT made a clear call for maintaining its seniority within the system which is strongly supported by this mission, particularly in light of the fact that the authority of the

⁸ The Ministry of Ministry of Health, Ministry of Agriculture, Population and Citizenship, Social Work and Child Protection Institute, Ministry of Labour and Social Security.

CSC has a direct bearing on the effectiveness of the Campaign also at provincial and (sub-) district levels.

Implicit Assumption 2:

Since the GEC specifically addresses capacity building for provincial authorities in terms of communication skills, planning skills and inter-personal skills, it is already active at various levels of the education and administrative system. This provides a good opportunity for closely monitoring this assumption, and for adapting training strategies according to identified needs.

Implicit Assumption 3:

The availability of reliable statistical data is crucial. The mission acknowledges the availability of such data which enabled them to design a strategy for the sampling of provinces on the basis of sound statistical data stemming from the Statistical Institute, particularly in terms of enrolment, gender gaps, social and economic development, demographic/migrational issues and socio-economical conditions. Such data were also utilised during the previous monitoring activities of the GEC (i.e. field reports, UNICEF 2003-2005). However, the mission also needs to highlight that the lack of baseline data – particularly concerning qualitative and campaign-specific issues beyond the quantitative data mentioned above – made it difficult if not impossible to directly relate possible impact to a pre-campaign situation in terms of the Campaign's results.

4 EVALUATION OF THE GIRLS' EDUCATION CAMPAIGN (GEC) ACCORDING TO THE FIVE MAIN EVALUATION CRITERIA

The following section will assess the performance of the GEC according to five main evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) as outlined below:

Relevance

- Value of the Campaign to address gender disparity in education, in relation to stakeholders needs, national and international policies and priorities;
- Consistency of the Campaign with contextual conditions of girls, overall development policy development and promoting MoNE ownership;
- Degree of support by local institutions and degree of integration into the existing social context;
- Appropriateness of Campaign objectives to the problems that it was supposed to address and to the physical and policy environment within which it operated;
- Assessment of the quality of Campaign preparation and design – i.e. the logic and completeness of the planning process, and the internal logic and coherence of the Campaign design.

Effectiveness

- Degree of achievement of results;
- Discussion of possible reasons for (non-) achievement of objectives including proposals for enhancing overall effectiveness;
- Assessment of the contribution made by results to the achievement of the project objective and how assumptions have affected the project achievements.

Efficiency

- Economical utilisation of existing resources in order to achieve targeted results;
- Adequacy of intervention design versus cost and purpose;
- Assessment of how well inputs and means have been converted into results, in terms of quality, quantity and time, and the quality of the results achieved (this generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted).

Impact

- Analysis of community, educational, and social impact of the Campaign (intended/unintended);
- Degree of beneficiaries' and implementing agents' perception of directly benefiting from the Campaign, also in terms of possible capacity development at Ministerial level;
- Assessment of measurability of changes related to the Campaign;
- Assessment of the effect of the Campaign on its wider environment, and its contribution to the wider (sector) objectives summarised in the Campaign's overall objectives.

Sustainability

- Degree of the Campaign having become (or being in the process of becoming) part of the national education system, also in terms of ownership and financial viability;
- Appropriateness of applied methods and strategies for long-term integration into the MoNE;
- Degree of opportunity for future replication and adaptation of the Campaign;
- Assessment of the likelihood of benefits produced by the project to continue to flow after external funding has ended and with particular reference to factors of ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender equality, appropriate technology, environmental aspects, and institutional and management capacity.

In addition, the evaluation will focus on issues of (i) coverage (of groups having been reached by the Campaign), (ii) coordination (with other stakeholders), (iii) coherence (across policies) and (iv) protection (in terms of adequacy of the Campaign's response to protecting vulnerable groups).

4.1 Relevance

4.1.1 Global references

The GEC needs to be assessed within global references in the field of education; the larger context of national and international priorities/policies; specific UNICEF strategies and policy concerns (including the Child Friendly Schools concept); and – last but not least – primary stakeholders' needs.

As a Government-supported campaign, the GEC contributes to the achievement of both the EFA Dakar Goals and the Millennium Development Goals (MDGs), particularly regarding MDG 2 "Achieve Universal Primary Education" and MDG 3 "Promote Gender Equality and Empower Women". There is also a clear linkage to the Convention of the Rights of the Child (CRC) – not only as far as the "education articles" Articles 28 and 29 are concerned, but also regarding Articles 12-14 in terms of promoting the child's right to freedom of expression, particularly by referring to the equality of the girl in terms of executing such right. Since the GEC also addresses poverty issues (as one of the barriers preventing children from schooling), it likewise makes reference to the concerns of the most vulnerable and disadvantaged children.

4.1.2 Priorities of national and international partners

Like the GEC, its national partners (MoNE and the inter-sectorally linked ministries) and international development partners (mainly the World Bank and the European Union)⁹ also aim to address gender disparity in education. The Turkish government has not yet reached the target for MDG 3 to eradicate the gender gap in education, but is continuously committed to achieve gender parity in enrolment as soon as possible. The GEC has clearly made a valuable contribution to making girls' education a national issue. Where the Campaign promotes gender equality on a qualitative level, WB and EU primarily focus on "educational hardware" such as school infrastructure or direct cash support in terms of CCTs. The specific value of the GEC lies in its direct access to discussing and impacting upon educational quality issues in parallel to increasing enrolment of girls. This is a potential of the Campaign which needs to be further utilised, preferably with very specific targets at an overall reduced geographic scope.¹⁰

4.1.3 GEC in relation to the UNICEF Medium Term Strategic Plan and Corporate Strategies

Based on the EFA Dakar Goals (except for adult literacy), the GEC falls within the strategic planning of the UNICEF MTSP Focus Area 2 (Basic Education and Gender Equity) which formulates as its strategic intent that "parents, communities and Governments acquire the capacity and support necessary to fully implement their obligation to ensure the right of all children to free, compulsory quality education". The GEC also subscribes to the UNICEF MTSP Key Result Area 3, "Equality and Quality Models: Educational quality improved and school retention, completion and achievement rates increased" (cf UNICEF 2005:63-70)

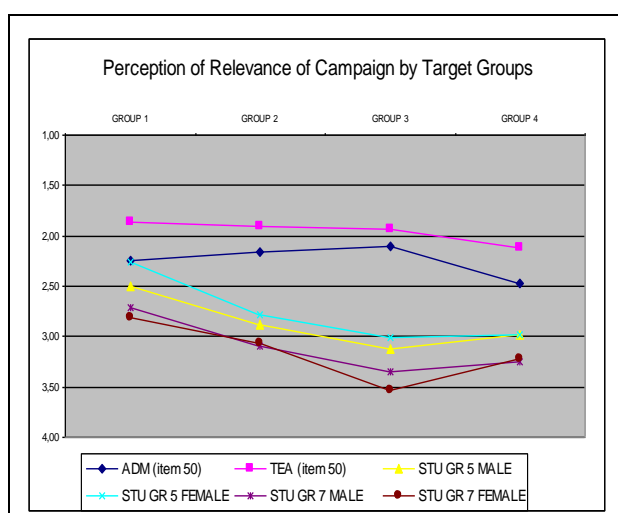
⁹ EU Support to Basic Education Programme (SBEP); World Bank Social Risk Mitigation Project (SRMP) including the Conditional Cash Transfer (CCT) scheme.

¹⁰ This will also be phrased as a recommendation in Chapter 5 – Recommendations for future directions of the GEC.

GEC supports core values and purposes of UNICEF, such as the incorporation of a human rights perspective into education (in terms of gender equality and anti-discriminatory approaches to education), the promotion of children's rights in all situations (here particularly the context of gender equality), the support of capacities of parents in terms of decision making process within the family, including the promotion of families as the fundamental group of society.¹¹

In line with UNICEF's guiding principles, it will be important for the GEC management team to continue close collaboration with MoNE and its intersectoral partners, also establishing and/or utilising functioning collaboration networks with other national and international (existing and prospective) supporters. Such a strategy will also exploit intrinsic synergies to the fullest potential.

4.1.4 Primary stakeholders' needs



The questionnaires give a good indication on the perception of the GEC's relevance by the various target groups. The graph on the left summarizes the mean responses given to Questionnaire # 13 (students) and # 50 (administrators and teachers). Teachers and administrators in all four groups agree with the statement whereas students in Grade 5 and Grade 7 do not agree with it. Actually it is hard for the fifth and seventh graders to observe students affected by the campaign in their class since the campaign was launched later than they started schooling. Increasing disagreement in the second, third and fourth groups indicates relative lack of girls not going to school in those provinces.

Although not surprising, it is interesting to note that the teachers as “educational practitioners” who have a direct day-to-day experience with the situation on the ground rate the relevance of the Campaign highest, followed by administrators and students in the 5th grade. Relevance of the Campaign changes drastically for the most recently added Provinces. All stakeholders in the fourth group perceive the campaign less relevant. This is much in line with the overall opinions gathered through the interviews and FGDs, when there was a strong opinion that the GEC should focus its attention and activities on those areas with a high gender gap.

Understandably, the GEC in its design concentrated first on the whole non-enrolled potential school population as a whole, while simultaneously raising awareness about the gender gap in education and women's rights. Using the positive experiences from the first phase in 2003 when only 10 provinces were included, the GEC gradually moved forward to encompass the whole of Turkey. With reference to the primary stakeholders' needs, such expansion might have had a tendency to disturb the Campaign's overall coherence which now aimed at *convincing the convinced* in provinces with a rather low gender gap. In terms of relevance, and in line with the needs of the primary stakeholders, it will now be beneficial to specifically address existing barriers and mindsets of those target groups which cannot be convinced by arguments alone. Reaching these groups requires specific interventions and assistance outside the mere educational realm. This will likewise facilitate a strong integration of the GEC into the existing social context which obviously varies significantly within Turkey.

¹¹ cf also UNICEF 2005:13-14.

Subsequently, such *contextualisation* of the GEC will also enhance the relevance for the diversity of Turkey's socio-political environments even further.

4.1.5 GEC within the framework of the UNICEF “Child Friendly School” concept

The GEC contributes to the achievement of parameters covered by UNICEF's Child Friendly School concept, particularly regarding the criteria relating to (i) rights-based approaches, (ii) child-seeking and inclusive strategies, and (iii) gender-sensitivity. In terms of promoting participatory and quality-based education, the GEC however does not target the improvement of educational quality as such, although it might address it implicitly.

According to the Child-Friendly School framework, five quality issues are being matched with four child-friendly issues in order to assess the extent to which schools meet the characteristics (criteria) of the UNICEF concept of a child-friendly school. The following matrix applies these criteria to general characteristics of the GEC objectives and analyses the relevance of the GEC *at school level* in terms of “Child-Friendliness”:

Assessment of the GEC's contribution in terms of “Child-Friendliness” at school level				
Child-friendly issues Quality issues	Inclusive / gender-sensitive	Healthy / safe / protective	Effective	Involved with the community
Learners	Yes	Potentially (cooperation with MoH), although no specific strategy in place	Partly, addressed in GEC training manuals	Yes
Content	Potentially, in cooperation with ongoing curriculum reform and development	Potentially, through inter-sectoral design and management of the Campaign	Potentially, in cooperation with ongoing curriculum reform and development	Potentially, needs broadening of GEC focus to directly address issues of (i) quality and relevance in the curriculum; (ii) community participation in teaching and learning
Teaching/learning processes	Partly, addressed in GEC training manuals	Potentially (cooperation with MoH and other sectors addressing child protection)	Partly, addressed in GEC training manuals	Yes
Environments	Yes			
Outcomes	Yes		Partly (refer to section 4.2 below)	Yes, to a degree (refer to section 4.2 below)

Overall, the GEC demonstrates relevance for making a *quality* contribution within the framework of a UNICEF concept of a Child-Friendly School, with a strong potential for expanding its focus to directly address quality aspects in education in a community-based approach.

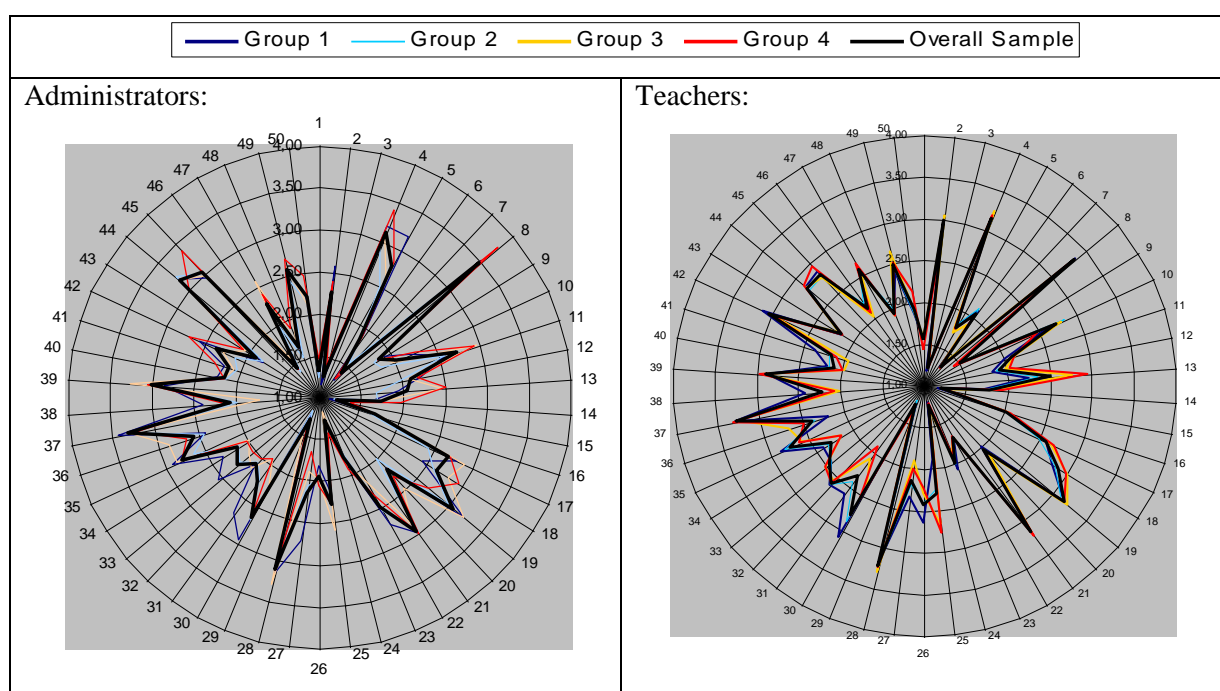
4.2 Effectiveness

To achieve “*gender equality in primary school enrolment*“, the campaign had:

- to raise the awareness on the importance of girls' education among provincial authorities, community leaders and parents;
- to build capacity of provincial authorities (including governors, mayors, muhtars, imams, etc.) in campaign implementation;

- to increase regional advocacy and inter-agency collaboration;
- to increase commitment of provincial, village and community leaders' to girls' education;
- to promote community and parental involvement in girls' education.

In order to assess the extent to which the GEC's objective has been achieved in terms of effectiveness of outcomes, the evaluation team took into account all qualitative responses received through (i) guided interviews with administrators, families with girls going to school and girls not going to school, and social leaders; (ii) focus group discussions with key stakeholders (female pupils, teachers, parents, community members) at selected sub-provinces; and (iii) questionnaires with administrators, teachers and students¹². When comparing the overall responses given in the questionnaires across all questionnaire items, it becomes evident that the differences between the sample groups (grouped in 4 groups according to their date of inclusion in the campaign¹³) and the whole sample concentrate on a certain number of key areas. This is illustrated below for administrators and teachers, while a similar analysis will be done for students when analysing impact in Section 4.4.



Generally, the corresponding tendency among respondents to the various items across the whole sample indicates that differences between the provinces concentrate on a number of issues. Therefore, it could be said that the GEC had a specific impact in specific provinces. However, it is more likely that – as a nationwide Campaign – the GEC variably influenced society and society's perceptions together with other stakeholders and initiatives.¹⁴ The following table lists all items (issues) where both administrators and teachers differ significantly among the province groups along with differences between administrators and teachers themselves. Overall, administrators in different province groups exhibited significant stands on nine items whereas teachers in differed province groups varied on 24 items. Just by looking at the number of items they differ it is possible to say that

¹² All questionnaires are presented in detail in Appendix 7.

¹³ Group 1, included in the Campaign in 2003 – Ağrı, Bitlis, Şanlıurfa, Van; Group 2, included in the Campaign in 2004 – Adıyaman, Erzurum, Gaziantep, İstanbul, İzmir; Group 3, included in the Campaign in 2005 – Eskişehir, Hatay, Sakarya; Group 4, included in the Campaign in 2006 – Bartın, Kırıkkale.

¹⁴ See also Stakeholder Analysis in Section 4.3.1.

there is more agreement among the administrators in different province groups than the teachers about the campaign in general.

Significant Differences¹⁵ for Administrators and Teachers by Province Groups and Significant Differences¹⁶ between Administrators and Teachers

Items	ADM. by prov. groups	TEA by Prov. groups	ADM vs. TEA
I am familiar with the aims and objectives of the Haydi Kızlar Okula Campaign	0.413	0.025	0.000
I have received training provided through the Haydi Kızlar Okula Campaign	0.361	0.000	0.000
I know my pupils well and also know where their particular problems are	0.002	0.063	0.000
Female pupils and male pupils can equally share their problems with me	0.833	0.000	0.009
Boys learn better than girls	0.294	0.756	0.012
I encourage boys and girls in my class to work together with their classmates in mixed groups	0.916	0.205	0.000
I am familiar with the Haydi Kızlar Okula Teachers' Handbook	0.273	0.000	0.000
As a result of the Campaign, I teach differently and recognise that boys and girls have different needs	0.281	0.091	0.000
The age difference among pupils in a big problem in some classes	0.472	0.002	0.002
I know about many pupils who got enrolled in this school because of the Haydi Kızlar Okula Campaign	0.000	0.000	0.000
I wish there would be more advanced training on Haydi Kızlar Okula since I would like to learn more	0.534	0.005	0.758
I talk a lot with my pupils about what it means to be a boy or a girl	0.912	0.637	0.000
It is easier for a girl to be taught by a female teacher	0.366	0.002	0.012
Outside school, boys should be with boys, and girls should be with girls	0.958	0.809	0.007
I think my pupils are happy with the way I teach them	0.017	0.820	0.000
I have a lot of contact with the parents/communities of my pupils	0.631	0.001	0.014
Sometimes my pupils are kept at home because there is too much to do at their homes, so that they are needed by their families	0.225	0.000	0.880
The imam/mukhtar speaks about how important it is for girls to be in school	0.749	0.000	0.000
The number of male and female pupils is almost equal in my classes	0.000	0.000	0.703
Parents are generally very interested in what is happening in class	0.001	0.000	0.177
Girls do not leave schools after Grade 5	0.000	0.000	0.320
I visit parents' homes if a child does not attend school	0.887	0.362	0.000
Boys are more often non-attendant than girls	0.015	0.137	0.021
Together with the parents, I find solutions for most non-attending students	0.345	0.000	0.051
The reasons for non-attendance are the same for boys and girls	0.637	0.000	0.343
Parents of girls believe that bad things can happen to their daughter if they send her to school	0.114	0.000	0.070
Fathers used to decide if the daughter was sent to school or not. Now, in many families both mother and father decide	0.003	0.000	0.036
In my school children share worries and fears with the teachers or the guidance teacher	0.893	0.000	0.307
I often organise meetings with the parents of my pupils	0.458	0.000	0.886
The school community (mothers, fathers, imams, mukhtars) often approaches me because they are very interested in what the Haydi Kızlar Okula Campaign is all about	0.024	0.065	0.000
In the lesson, there is much more interaction "on task" between the boys and girls	0.443	0.764	0.001
I could not tell an outsider what the idea of the Haydi Kızlar Okula Campaign is all about	0.615	0.375	0.000
As teacher, I have all the power in the classroom	0.257	0.005	0.002
Girls and boys at my school respect and help each other	0.859	0.001	0.000
I am making home visits to follow up on non-attendant students	0.048	0.204	0.000
Girls benefit strongly from the Haydi Kızlar Okula Campaign	0.205	0.401	0.000
It is more difficult for a girl than for a boy to find a job after school	0.869	0.000	0.254
The Haydi Kızlar Okula Campaign is not really adequate for the situation my country is in	0.438	0.004	0.000

¹⁵ Results of One-Way ANOVA overall F test.

¹⁶ Results of T-test.

Significance levels do highlight items which deviate noticeably across the various groups and which thus show relevance for a deeper analysis. The following key areas evolving from the table for administrators are taken as an example and will also be further commented upon in the relevant sections below, when evaluating the DCs' field reports and qualitative feedback (based on interviews and FGDs).

Administrators:			
No.	Item	Observation	Interpretation
Awareness of parents			
13	"I know many pupils who got enrolled in schools because of the GEC"	Highest agreement in Groups 1 (1.95) and 2 (1.69), lowest in Groups 3 and 4 (2.46 and 2.5)	The GEC has had its strongest impact in provinces with a high gender gap; other provinces did not benefit that much from the Campaign.
30	"Parents are generally very interested in what is happening at school"	Disagreement highest in Group 1 (2.95), falling to 2.67 and 2.20 in Groups 2 and 3, rising again to 2.65 in Group 4	Sensitisation has not yet trickled down to some villages (Group 1); in areas with little or no problems to girls out of school, interest of parents remains rather low (Group 4).
31	"Girls do not leave school after Grade 5"	Disagreement highest in Group 1 (2.70), falling continuously down to 1.92 in Group 4	In problematic areas, girls still seem to leave school earlier.
Community and parental involvement:			
33	"Boys are more often non-attendant than girls"	Highest disagreement in Group 1 (2.55), gradually turning into agreement up to 2.02 in Group 4	Girls are more often non-attendant than boys in Group 1 provinces, showing a need for continuing efforts to establish the needs of girls and family decision-makers.
38	"Fathers used to decide if the daughter was sent to school or not. Now, in many families both mother and father decide"	Highest disagreement in Group 1 (2.37) as opposed to agreement in the other groups	Fathers are still the main decision makers in Group 1 when compared to the other groups; parental involvement needs to focus more on the inclusion of mothers in provinces with a high gender gap.

The following table provides similar considerations for teachers. Significant differences can be observed when looking at items dealing with (i) active involvement in the Campaign (identification, convincing, follow-up, monitoring) and perceptions of its impact; and (ii) capacity building, also in terms of training received by the GEC.

Higher disagreement of teachers on the item about imams and muhtars (26) could be interpreted as an inclination to underplay the role assumed by imams and muhtars in the campaign. Some teachers might have a tendency to consider themselves as the most important contributor in the campaign.

Teachers			
No.	Item	Observation	Interpretation
Active involvement in the GEC (identification, convincing, follow-up, monitoring), also in terms of perceptions regarding its impact:			
26	“The imam/muhtar speaks about how important it is for girls to be in school”	Teachers tend to rather disagree (2.46) and administrators agree (1.95)	Perceptions at provincial level do not necessarily correspond with the reality situation in the villages.
46	“Girls and boys at my school respect and help each other” <i>(“Girls and boys at school need to respect and help each other” in the item for the Administrators)</i>	Teachers agree to some extent (2.12), while administrators strongly agree (1.42)	Given the fact that setting an example in the teachers' own classroom is the best promotion for the GEC, this impact is encouraging. However, there still seems to be a gap between the objective and the actual practice.
Capacity building:			
2	“I have received training provided through the GEC”	Teachers disagree (2.98) and administrators agree (2.26)	Administrators seem to have been the main focus of the GEC so far which is understandable due to the start-up process; however, this makes it difficult to sensitise at village level. Also, the fact that administrators were sensitised did not necessarily result in active involvement.
10	“I am familiar with the GEC handbook”	Teachers disagree (2.73) and administrators agree (2.01)	

Rather unexpected disagreement of teachers on “having received training” may be explained by the fact that those teachers who received the training got transferred to a different province. Subsequently, they were replaced by new teachers who might not have had the training. This could be particularly true for village teachers who are young and after serving a few years, would like to be located in urban areas. This also explains disagreement of the teachers on the next item which is about being familiar with the GEC handbook.

It is also interesting to compare the overall responses of administrators with those of teachers as illustrated in the above table. In total, administrators and teachers differ on 29 items out of 50 probed in the questionnaire. Apparently, teachers and administrators do not make a homogeneous group in terms of their participation and contribution to the campaign. Again higher mobilization of teachers can explain to a certain extent the lack of similarity with the administrators which also hamper continuity of the campaign work.

While analysing all available data from the field, it became apparent that differences in perceptions on the importance of girls' education are bigger between the centre (urban) and sub-provinces (within each province) than between provinces, rural families attaching less value to the education of girls than urban families. These differences in perception also emerge within urban areas/cities in provinces with migrant populations. Also, the level of economic development seems to be positively related to the value attached to girls' education.

Determining factors for the educational participation of girls include the awareness of the importance of girls' education of parents and, consequently, their interest and involvement in the education of their daughter(s). However, the value attached to education and, thus, the decision whether or not to enrol and keep a girl in school is also influenced by families' socio-economic and cultural situation,

and to issues related to accessibility, quality and relevance of education. The effectiveness of the campaign has, therefore, also been analysed in relation to the economic, social, and cultural situation of the girls (and boys) as well as in relation to educational issues.

4.2.1 Awareness raised

To raise the awareness on the importance of girls' education among provincial authorities, community leaders and parents, a variety of activities have been conducted in each province including:

- Mobilisation of local authorities;
- Development of training kits (training manual);
- Development and implementation of a comprehensive communication strategy;
- Social mobilisation/sensitization activities on the importance of girls' education (development and production of television and radio spots);
- Identification of barriers to girls' access to education.

According to the qualitative reports from the DCs, in all provinces stakeholders including parents had heard about the campaign (although to a varying extent) as the result of sensitization activities, in particular through television spots. According to the field reports, the majority of provincial and local authorities were knowledgeable about the campaign. In two provinces (Bartın, Hatay), administrators stated that a GEC was not necessary in their province because there was no problem with unequal access to education. In these provinces, no house-to-house visits were made.

Although all administrators are, to a more or lesser extent, aware about the objective of the campaign and its strategy, not all were actively involved in the implementation of the campaign. The level of involvement decreases when looking at local level results. In some sub-provinces and villages, there are still muftars and imams who do not consider low participation of girls to be a problem. It was pointed out after the completion of the fieldwork that imams encountered in the field work were probably the ones selected by people not appointed by the Directorate of Religious Affairs. Fieldwork coincided with Pilgrim Time for Muslims. It is probable that the regular imams were away for the Pilgrimage at the time of the fieldwork and fieldworkers talked to replaced imams whose representation of religious men is questionable. It also needs to be pointed out that the Directorate of Religious Affairs was one of the most influential stakeholders in the campaign.

It was understood from the field reports that collaboration between and involvement of provincial and local authorities in campaign activities, next to school level staff, had a positive effect on the results of, for instance, the house-to-house visits.

Factors affecting the schooling of girls have been identified through a qualitative study (HOŞGÖR 2006) and can be summarised as being closely related to (i) socio-economic characteristics, (ii) cultural factors (including traditional/religious belief systems), (iii) demographic factors, and (iv) rural/urban and regional disparities. These barriers to education have been confirmed by previous surveys (i.e. UNICEF 2006; UNICEF Ankara 2004, 2005; UNICEF Turkey Country Office 2005, 2006, 2006a; UNICEF Turkey Field Reports 2003-2005) and also by the DCs' field reports.

However, the DCs stressed the fact that cultural factors in particular were difficult if not impossible to change with a sensitisation campaign such as the GEC alone. Although nearly all respondents seemed to be aware of the Campaign, this did not mean that they necessarily *subscribed* to it. While the GEC

might have been effective in sensitising, this did not necessarily lead to a corresponding impact in terms of enrolment of children of deprived and marginalised population groups.¹⁷

As part of an effective communication strategy, the existing training manuals (HAYDİ Kızlar Okula 2005, 2005a) certainly provide a good starting-point. It would certainly be beneficial to build on that foundation and provide additional trainings particularly for teachers who showed a strong desire in that respect. In order to extend the GEC's effectiveness to educational quality issues, the educational games presented in the annex to the training manuals provide a good opportunity to expand the teachers' methodology and skills in interactive methodology *without incurring further cost* for the schools or the teacher.

4.2.2 Capacity built and inter-agency collaboration increased

The provision of technical assistance and of local training was expected to build capacity of provincial authorities (including governors, mayors, muhtars, imams, etc) in campaign implementation and to increase regional advocacy and inter-agency collaboration.

In several provinces, people from rural areas migrate to the cities either permanently or for seasonal work. Migrants differ from city residents in terms of importance attached to girls' education. In communities which oppose to girls/women doing paid work, expectations of girls' education are limited – “girls only need to learn how to read and write”. Although local authorities and other stakeholders are aware of these differences, DC field report information indicated that local authorities did not always have the knowledge or skills how to address these issues adequately, also due to the fact that their socio-economic and cultural background (including language) differed too much from the target group. Teachers were mentioned most frequently by family members as key in establishing a relation between school and home. Next to the degree of importance a family attaches to (girls') education (which seems to be related to families' socio-economic conditions), the effect of the efforts of the teachers during house-to-house visits seems to depend to a large extent on their capacity to gain the trust and respect of the family, including mothers. Thus, effective communication skills of campaign stakeholders may increase its effectiveness.

In only three DC field reports (Adıyaman, İstanbul, Sakarya) it is specifically stated that training in communication skills was provided to teachers, guidance teachers, and/or student counsellors. Awareness raising activities could be even more effective in future if communication skills *of all campaign staff* will be enhanced.

The majority of the provinces state that the collection and recording of educational data was not a problem. It is unclear if this is the result of capacity building activities or because educational data collection and recording is already part of the responsibilities of (sub)-provincial MoNE staff.

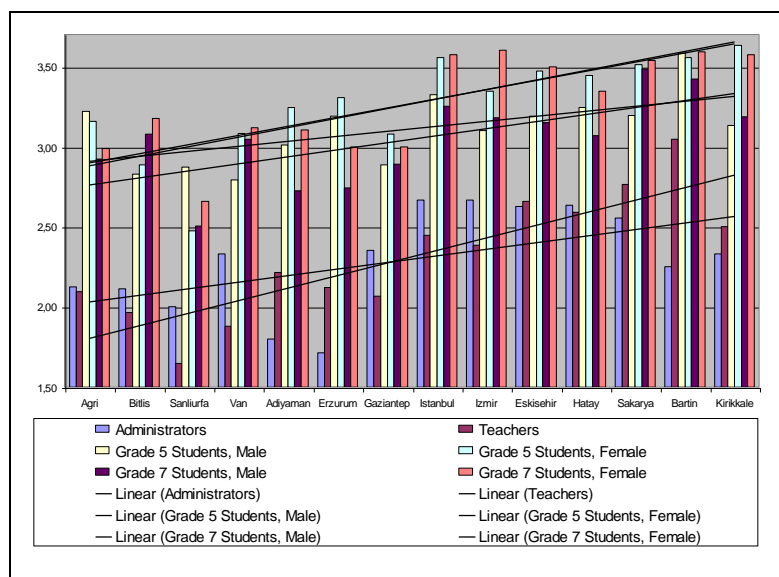
As with awareness raising activities, the collaboration between institutions has increased in most urban areas (centres). Such increase was not observed in some sub-provinces and villages. According to the DC field reports, NGOs did not actively participate in the provinces. Lack of involvement in campaign awareness raising activities (seminars, meetings) may explain the low level of participation of some local authorities in campaign implementation. Especially in these the sub-provinces and villages, lack of communication and collaboration between stakeholders was mentioned to be a problem.

¹⁷ See also Section 4.4 on impact.

In six field reports (Şanlıurfa, Adıyaman, Erzurum, İstanbul İzmir, Sakarya), examples of inter-agency collaboration were given. There, increased collaboration resulted in, inter alia, (i) sharing of population and health records with MoNE for the identification of out-of-school girls; (ii) providing school uniforms and educational materials to female pupils; (iii) conducting arts courses for seasonal workers to broaden their employment opportunities; (iv) organising parental education activities by Public Training Centres to address problems related lack of education; and (v) organising catch-up classes for children of migrant workers.

Inter-agency collaboration is particularly important in terms of the campaign's effectiveness when looking at low educational participation of girls from a gender perspective. One of the reasons mentioned most frequently by families and girls for being out-of-school is domestic work. According to this division of work girls are expected and allowed to help their mothers with housework; look after their siblings; work on the field (sugar beet); fetch water; and herd cattle. Addressing practical gender needs of girls, such as ensuring clean and nearby water supply or affordable day care facilities, would decrease girls' workload and increase their chances of education participation. The provision of water supply and day-care does not fall under the responsibility of MoNE. Hence, the importance of inter-agency cooperation.

On the other hand, boys are allowed and expected to take decisions, for instance on their sisters' education; and to earn money through economic activities (jobs). When looking at this division of work, some practical gender needs can be determined, i.e., day care facilities to free the girls from taking care of their siblings, and clean and nearby water supply. Field reports do not indicate that such practical needs have been addressed, so they continue to hamper girls' enrolment in education, attendance, continuation and/or performance.



This table shows responses to Item 25, dealing with the question if pupils are kept at home due to house work and family requirements. It is interesting to note that there is a linear tendency from 2003 provinces (high gender gap) to 2006 provinces (low gender gap), demonstrating the importance of the issue particularly for Group 1 provinces. Also, teachers and administrators seem to view the situation in a much more serious light than the students whose perception might have been influenced by parents not really sensitised to the issue.

4.2.3 Commitment increased

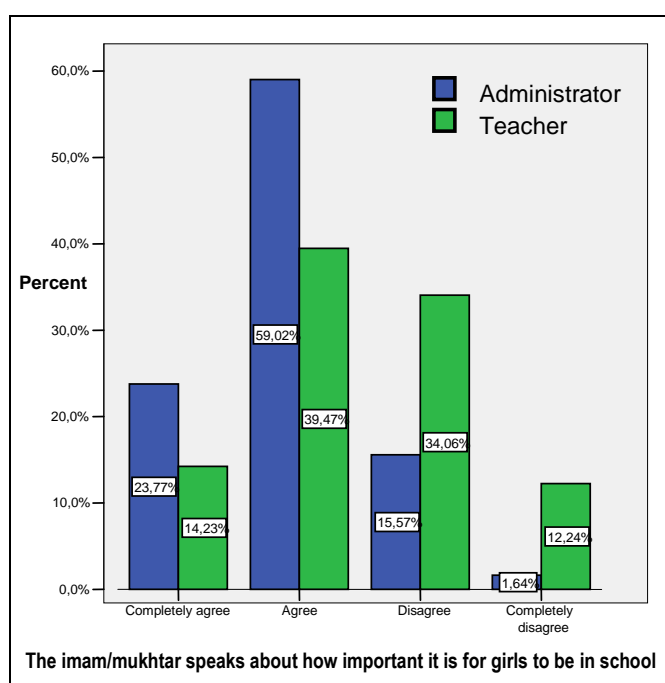
Commitment of provincial, village and community leaders' to girls' education was expected to be increased through:

- Promoting the establishment of community networks for children in need;
- Supporting community initiatives in schooling;

- Advocating for implementation of compulsory education laws;
- Ensuring birth registration;
- Involving provincial and village leaders and school directors in promoting awareness;
- Promoting active participation of relevant partners in programming for girls education.

DC field reports include information on only three out of the six campaign activities meant to increase commitment of provincial and local level leaders. Most administrators and community leaders do relate increase in enrolment of girls to the introduction of compulsory education. All provinces further report on activities to ensure birth registration, and on increased involvement of provincial and village leaders in promoting the importance of girls' education. In almost all provinces, house-to-house visits were conducted, out-of-school girls were identified, and parents were told about the importance of sending their daughters to school. However, despite having conducted house-to-house visits in almost all provinces, hard-to-reach groups were not comprehensively covered.

House-to-house visits had the biggest effect when the sensitisation teams included representatives of both the school, the community (muhtars, imams) and higher level administrators such as (deputy) governors. Effect of awareness raising activities is also enhanced when backed-up by imams (Friday prayers) and muhtars in their role as community advisors/leaders.



For reaching communities **where gender roles and responsibilities are strictly adhered to**¹⁸, (i) a few muhtars and imams still oppose the idea of girls' education¹⁹; (ii) language barriers may hamper communication between school and community representatives and non-Turkish speaking families; (iii) there is too big a difference between background (values, norms, behaviour) between community members and representatives from schools and other institutions.

According to the DC field reports, GEC activities to promote awareness seemed to have been least effective in communities with strong traditional gender biases. This has been confirmed by responses to item 26 of all questionnaires.

The chart above illustrates that 46% of teachers and 17% of administrators disagree while 54% of teachers and 83% of administrators agree with the given statement "The imam/muhtar speaks about how important it is for girls to be in school". Thus, perceptions at provincial level do not necessarily correspond with the reality situation in the villages.

¹⁸ Meaning, it is inappropriate for girls/women to have a paid job; girls have to be obedient; protecting family honour is more important than education

¹⁹ For instance, in Bitlis parents want their daughters to wear a headscarf to school, an issue which is not being addressed by imams, or imams refusing to send their own daughters to school.

One field report (Erzurum) explicitly states that information and data were shared between MoNE, MoH and MoA provincial offices as a result of the campaign. This collaboration seems especially important since all provinces report on problems in education participation as a result of (late) birth registration of girls. If girls were registered late and, therefore, were enrolled late, they are legally not able to finish primary education because of the age restriction for primary schools. Over-aged girls stated that they did not feel comfortable having much younger classmates causing them to drop-out. Late enrolment also hampers girls to enjoy eight years of primary education because families consider them too old to go to school (puberty, family honour, early marriage).

Families can be roughly divided in families (communities) which oppose education of girls and families that acknowledge the importance of girls' education. In both cases, however, gender roles determine whether a girl will be enrolled in school, at what age, and for how long. Such gender roles seem to be most fiercely safeguarded by deprived, hard-to-reach communities/families and the older family members (grandparents).

Gender roles that hamper girls' participation in education include the belief that girls should marry early, that girls have to become a house wife ("a girl does not need education to learn housework"), and that girls are not expected to provide for or contribute to the family income. These perceived gender roles also explain why many families consider 3 years of education ("a girl only has to learn how to read and write") enough for girls. Another much prevailing gender role with a negative impact on girls' education is that girls "have to ensure the family honour". Although there is a general indication that retention after Grade 5 has been achieved to a certain extent (see radar chart in section 4.4), this is not necessarily the case for hard-to-reach target groups. Most field reports state that for these families the education of girls does not continue after Grade 5 (village schools only offering 5 years of primary education) because it is not considered appropriate for a girl to use a school bus together with boys or to stay in a mixed sex boarding school.

The DC field reports mention a number of causes as possible reasons for dropping-out. These include (i) shortage of education materials and equipment; (ii) a mismatch between the social reality of pupils and the new curriculum content and textbooks, aggravated by lacking science and computer labs in light of the new curriculum's requirements; and (iii) a mismatch between required and existing levels of understanding and language proficiency. Some field reports (i.e. İstanbul) mention that the new curriculum requires additional books (to be bought privately) and other resources such as computers or libraries for children to be able to conduct their project and research assignments. Some parents considered it necessary to send their children to extra private courses in order to pass the national examination. DC field reports indicate that these additional requirements further hamper educational opportunities for girls coming from economically weak, rural families.

Many parents opposing girls' education do not see the relevance of education, "even university graduates cannot find a job" and "the difference between a high school and primary school graduate is not that different in terms of employment" (Eskişehir, Bitlis, Hatay). Since the solution for the problem of unemployment is beyond the scope of the campaign, it is not surprising that the campaign has not been successful in changing these views.

The Conditional Cash Transfer (CCT)²⁰ has, according to the field reports, in some cases a positive and in some cases a negative effect. There seems to be consensus that the provision of financial

²⁰ According to the World Bank-funded Social Risk Mitigation Project (SRMP), the CCT is now functional in all 81 provinces of Turkey, reaching 2.3 million children as of March 2006, some 76% higher than the appraisal target of 1.30 million. Data on eligibility – e.g. school attendance and participation in health programmes – are being confirmed by local level entities of MoNE and MoH respectively. The target group is

support without the essential change in mindset on the importance of girls' education, has a negative impact on the value attached to education. Enrolment of girls is seen as a means to gain additional income, not having any impact on educational participation (daughters are kept home after enrolment).

4.2.4 Involvement promoted

In İstanbul and İzmir parents mentioned the possibility of becoming a member of the “school-family union”, and the Roma community organised themselves and got actively involved in family visits. Most field reports indicate that the bigger the difference is between socio-economic conditions, perceptions, practices, beliefs and value systems of campaign staff and the target group (family with girls out-of-school), the less effective the campaign strategies become. This is also true for the school and community level. The bigger the difference, the more difficult it is for schools to establish a school-family relationship and to overcome distrust and doubts.²¹

However, the campaign paid special attention to include some local personnel in the fieldwork to redress this bottleneck.

Although the campaign has not yet been able to change this limited interpretation of parental and community involvement completely, there is good potential if future planning takes into account the specific conditions and needs of “hard-to-convince” target groups. While closely cooperating with such communities on the ground, the GEC will be put in a position to carefully solicit opinions and establish a trust-based relationship with stakeholders of both schools and families.

During the data collection, some DCs have demonstrated a very high ability to communicate most appropriately with members of highly problematic target groups, such as Roma children avoiding school and being highly afraid of governmental control. Being an international NGO with a strong reputation of taking the needs of the disadvantaged seriously, outside the context of governmental structures and control mechanisms, UNICEF has a strong advantage here.

The promotion of community and parental involvement has been rightfully put as the fourth result of the GEC since it incorporates the preceding three. Based on a raised awareness and an increased capacity (and sensitisation/understanding) of provincial authorities, it will be possible to also increase the commitment of provincial, village and community leaders. If then, at community level, the GEC manages to facilitate openness through trust, it will also be important to closely monitor the implicit assumptions²² particularly in terms of Ministerial cooperation and monitoring/coordination capacity. In this context, the suspension of the school registration law²³, in order to allow late registrations of girls for a limited time period without being liable for punishment (meaning that pupils can still be registered for two years even if they are too old), is a good step forward for promoting community involvement, openness and trust also with respect to governmental authorities.

being identified by using the proxy-means test scoring formula with stringent criteria (a lower score) to determine the poorest 6% of the population.

²¹ For example, the DC field reports mentioned that parents and pupils expressed feelings of discrimination and stated that “schools organise parent meetings only to ask for money”.

²² Cf Section 3.2.

²³ Law on Population Services, Law No. 5490. Date of Adoption 25 April 2006. Published in Official Gazette No. 26153, 29 April 2006.

4.3 Efficiency of the GEC

In assessing efficiency, it will be important to ascertain how the most value can be generated from UNICEF's initial investment. Compared to investments of other development partners in international development cooperation, UNICEF's contributions in terms of financial investment are relatively small. Therefore, UNICEF needs to utilise her economical resources in the most cost-effective way, preferably by creating as many synergetic effects as possible with other stakeholders.

In the case of the GEC, the Campaign managed well to cooperate particularly with the EC Support to Basic Education Project (SBEP), the World Bank's Social Risk Mitigation Project (SRMP) and its Conditional Cash Transfer (CCT) scheme. Such cooperation contributed greatly to the efficiency of the overall intervention when comparing the intervention design with its cost and objectives, especially in the case of cooperation with development partners active in both technical and financial cooperation. The GEC managed to put girls' education on the national agenda, which also refers to issues debated at consultation meetings such as SBEP's management meetings.

In the case of sensitisation campaigns and/or projects, their internal efficiency largely depends on the development of multiplier effects through sensitised agents at various levels of society. The GEC incorporated such logic well into its design by putting a strong emphasis on simultaneously addressing central, provincial, sub-provincial and village levels. With regard to some shortcomings in terms of effective implementation, the previous section has already put forward suggestions on how to address effectiveness deficiencies, and on how to enhance the efficiency of such strategy even further.

4.3.1 Role and contribution of UNICEF and other stakeholders

In order to guarantee a maximum of efficiency, it is important to take into account the characteristics of key stakeholders, and to incorporate elements of their specialised focal areas into the overall intervention design. The GEC has succeeded in establishing a varied network of stakeholder interaction, as will be demonstrated in the following matrix which analyses the stakeholders who are crucial for enhancing efficiency of the GEC.

The following definitions are used in this analysis:

Stakeholders

Individuals or institutions that may affect or may be affected by the outcomes of the action.

Beneficiaries

Those who benefit from the action.

- a) target groups: groups/identity directly affected by the main action at the project purpose level;
- b) final beneficiaries: those who benefit from the project at the long term at the level of society/sector at large.

Project partners

Those who implement the action in the country.

Indirect project partners:

Indirect project partners will neither be implementing, nor cooperating, direct or indirect, since they themselves are employed by the project partners in order to deliver specific services as per their respective job descriptions. In that role, however, they will be important agents of the project partners, and need to be considered strongly for the successful implementation of the proposed intervention. This particularly refers to the need for building up their specific capacities of service delivery.

Stakeholder Analysis – Key players for the creation of synergetic effects with the GEC					
Entities	Main focus within the framework of GEC	Stakeholder	Beneficiary		Project partner
			Target group at objectives level	Final beneficiary	
Ultimate target group (OBJECTIVES LEVEL)					
Learners of Turkey, particularly girls	Learners of Turkey are affected directly by increased access to primary school, particularly non-attending girls and boys who do not attend due to existing barriers to schooling.	yes	yes	yes	
Ministries and Governmental Institutions					
GD Primary Ed., Ministry of National Education	To achieve EFA and MDG goals, particularly regarding MDG 2 and MDG 3, to expand pre-school and secondary education enrolment, to strengthen data collection and monitoring.	yes			yes
Ministry of the Interior	To address Girls' Education as a national issue and a national priority.	yes			yes
GD Population and Citizenship, Ministry of the Interior	To establish an effective system of birth registration, parenting education programmes, to participate in data collection and monitoring.	yes			yes
Ministry of Health	To ensure safe and healthy environment in schools, to support the establishment of child friendly schools standards.	yes			yes
Ministry of Agriculture	To monitor, analyse and improve gender differences in status, occupations and sectoral distribution in Turkey, particularly regarding women and girl workers in the unpaid family worker category in agriculture.	yes			yes
Ministry of Labour and Social Security	To involve duty bearers and rights holders so as to assure institutionalized social security and economic sustainability, also in the light of regional/seasonal migration and its impacts on the socioeconomic environment.	yes			yes
Social Services and Child Protection Agency (SHÇEK)	To ensure that all socially excluded groups are covered by the campaign.	yes			yes
Prime Ministry DG on the Status of Women	To contribute to the empowerment of women and girls in public life, including equal access to and opportunities in education.	yes			yes
Prime Ministry DG of Social Assistance and Solidarity	To provide social assistance to vulnerable citizens, to ensure fair income distribution and to promote social solidarity, to conduct public information and promotion campaigns about the Conditional Cash Transfers through the SRMP.	yes			yes
Presidency of Religious Affairs	To facilitate exchange on educational issues including the GEC across provinces and districts inside Turkey.	yes			yes

Stakeholder Analysis – Key players for the creation of synergetic effects with the GEC					
Entities	Main focus within the framework of GEC	Stakeholder	Beneficiary		Project partner
			Target group at objectives level	Final beneficiary	
Other Stakeholders					
Willows Foundation	To accelerate social mobilization for girls' education, to build capacities of low-educated women (UNICEF partnership in 5 cities), to volunteer individuals in the respective provinces, to develop capacity to convince parents of out of school girls' to send them to school.	yes			yes
World Bank	To strengthen social protection for vulnerable groups through new social assistance initiatives such as the CCTs through the SRMP.	yes			yes
EC	EC Support to Basic Education Programme, provision of pre-fabricated schools.	yes			yes
Teachers Unions	To facilitate exchange on educational issues including the GEC among teachers country-wide.	yes			potentially
Provincial and sub-provincial authorities	To participate in GEC activities referring to promotion, organisation and capacity building (e.g. Deputy Governors, Administrators of sub-provinces).	yes			yes, indirect
Village level authorities	To participate in GEC activities referring to identification, convincing, follow-up and monitoring (e.g. imams, muhtars, other social leaders).	yes			yes, indirect
School staff and school managers	To implement GEC at school level (e.g. principals, teachers, counsellors), to receive/participate in GEC training.	yes		partly	yes, indirect
Civil society	To act collectively around shared interests in education, leading to the achievement of the GEC objectives.	yes		partly	yes, partly indirect
NGOs	To support the objectives of the GEC among NGO-specific target groups	potentially			potentially
Media	To disseminate information about GEC. to contribute to awareness raising.	not necessarily			yes

4.3.2 Project costs versus project scope and project outcomes

The GEC is part of UNICEF Turkey's overall involvement in promoting a child-friendly learning environment which consists of three sub-projects, i.e. (i) "Child-Friendly School" (2003-05); (ii) "Psychosocial School Project" (2004-05); and, (iii) "Catch-up Education" (2006). Budget titles for monitoring and evaluation can be found under each sub-project and also as a separate Sub-Project itself.

The following table summarises UNICEF's budget allocations for the years 2003-2006 based on the Annual Work Plans (AWPs) within the framework of the *Turkish Republic – UNICEF Programme of Cooperation*.

Budget and Budget Titles for Sub-Project “Girls' education” according to Annual Work Plans (AWPs)					
(in USD)					
Budget Title	2003	2004	2005	2006	Total
Advocacy Campaign of Girls' Education	115,000	200,000			315,000
"Each One, Teach One" Campaign	25,000				25,000
Expanding Open Primary Education Learning Centres for Girls	10,000				10,000
Teachers Training		50,000			50,000
Measures to meet the immediate needs of classrooms		150,000			150,000
Strategic plan development			15,000		15,000
Training and Development of Personnel			87,000	120,000	207,000
Social Mobilisation			131,000		131,000
Monitoring and Evaluation			50,000	50,000	100,000
Betterment of Education Policy, Planning and Administration				116,238	116,238
Providing financial and technical support to MoNE for social mobilisation				132,464	132,464
GRAND TOTAL:	150,000	400,000	283,000	418,702	1,251,702

Taking into account the magnitude of the Campaign and the importance of creating gender equality in the Turkish education system, the mission considers the project costs to be justified (also in light of international benchmarks for similar projects and/or Campaigns). An alternative approach could have been for the Campaign to remain within the original 10 provinces, thus operating more in terms of a pilot project with lower cost, but the undoubtedly beneficial comparison with the situation in other provinces would not had been achieved then. Also, important lessons learnt, while executing a nationwide coverage, will enable the project team to design future involvement in girls' education according to the outcomes of this evaluation and the recommendations outlined in Chapter 5.

4.4 Impact

In the absence of baseline data or a control group, and due to the parallel contributions of other development partners (particularly the WB) it will not be possible to exactly determine *which* impact *specifically* the GEC had. Also, measurement of changes can only be done in a wider context, assuming that the Campaign made a significant contribution in terms of supporting policy discussions on the basis of hands-on field experience. However, the mission does not consider this to be problematic as long as the primary target group benefits, and as long as it can be reasonably supported that the Campaign played an active role in the Turkish educational and wider socio-political set-up. This is certainly the case, as is widely demonstrated by the mass media campaigns and the available internal reports and feedbacks from the field.

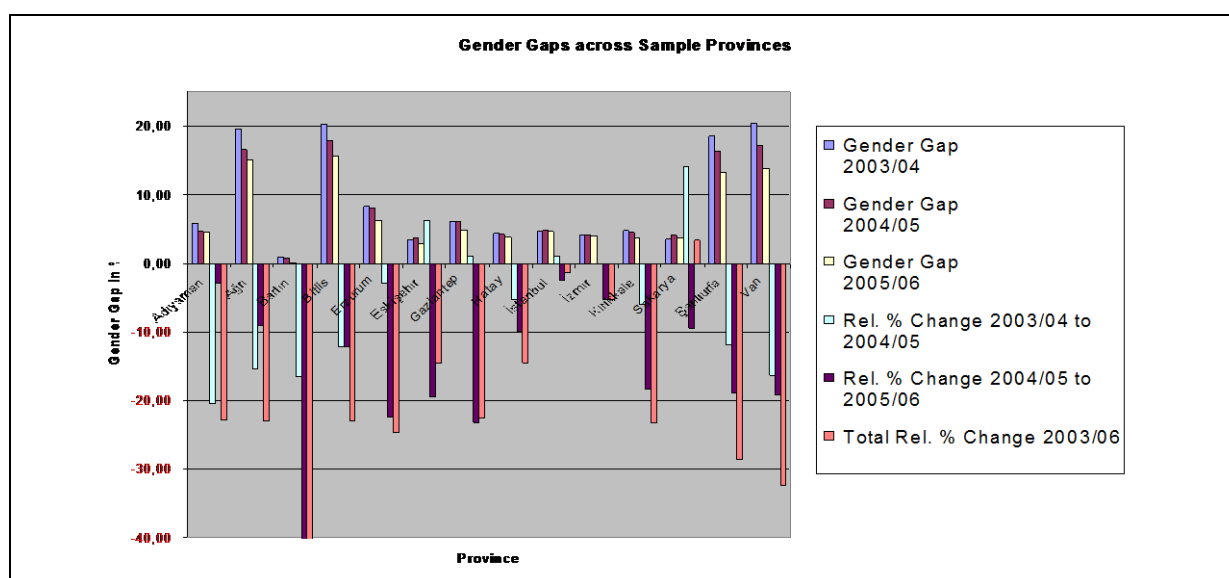
Although Turkey has not managed to achieve gender parity yet (with the GEC also having been over-ambitious in terms of having achieved “gender equality in primary school enrolment[...] by the end of 2006”), the gender gap has been steadily decreasing from 2003 to 2006 with a relative improvement of 15.51%. As has already been mentioned above, there are limits to what a campaign as such can achieve. Within the overall framework of giving support to achieving gender parity, the GEC together with the efforts of MoNE has continuously managed to improve the status quo.

Gender Gaps across Sample Provinces						
Province	Gender Gap 2003/04	Gender Gap 2004/05	Rel. % Change 2003/04 to 2004/05	Gender Gap 2005/06	Rel. % Change 2004/05 to 2005/06	Total Rel. % Change 2003/06
Adıyaman	5,87	4,67	-20,44	4,53	-3,00	-22,83
Ağrı	19,65	16,64	-15,32	15,14	-9,01	-22,95
Bartın	0,91	0,76	-16,48	0,05	-93,42	-94,51
Bitlis	20,30	17,83	-12,17	15,65	-12,23	-22,91
Erzurum	8,31	8,06	-3,01	6,26	-22,33	-24,67
Eskişehir	3,38	3,59	6,21	2,89	-19,50	-14,50
Gaziantep	6,09	6,15	0,99	4,72	-23,25	-22,50
Hatay	4,39	4,16	-5,24	3,75	-9,86	-14,58
İstanbul	4,64	4,69	1,08	4,58	-2,35	-1,29
İzmir	4,11	4,11	0,00	3,89	-5,35	-5,35
Kırıkkale	4,70	4,42	-5,96	3,61	-18,33	-23,19
Sakarya	3,53	4,03	14,16	3,65	-9,43	3,40
Şanlıurfa	18,56	16,35	-11,91	13,26	-18,90	-28,56
Van	20,47	17,13	-16,32	13,84	-19,21	-32,39
Overall Turkey	5,93	5,65	-4,72	5,01	-11,33	-15,51
Sample Average	7,76	7,18	-1,89	6,02	-14,02	-15,44

Source: Statistical Institute

The mission is fully aware that enrolment is no guarantee of attendance, but it is one crucial element in an important strategy which UNICEF enriches with its focus on out-of-school populations. The following table shows the gender gaps across the provinces of this evaluation's sample which are very much in line with the national development, up to a nearly identical relative overall improvement of 15.44% (sample) and 15.51% (overall Turkey) respectively.²⁴

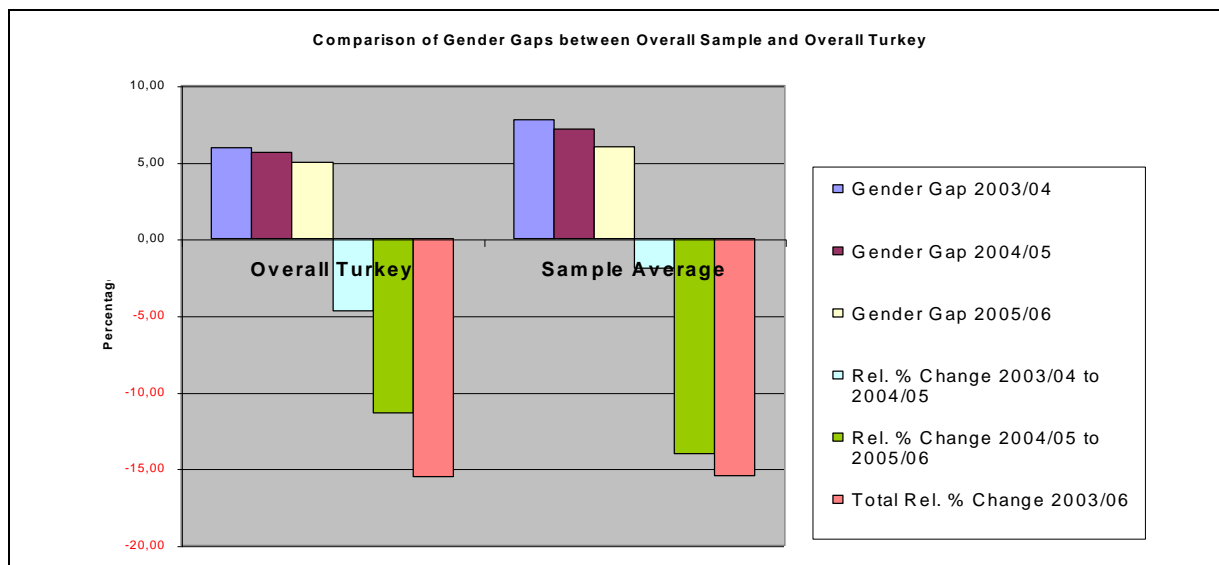
Naturally, impact differs from province to province, according to the already existing gender gap, as illustrated in the diagram below:²⁵



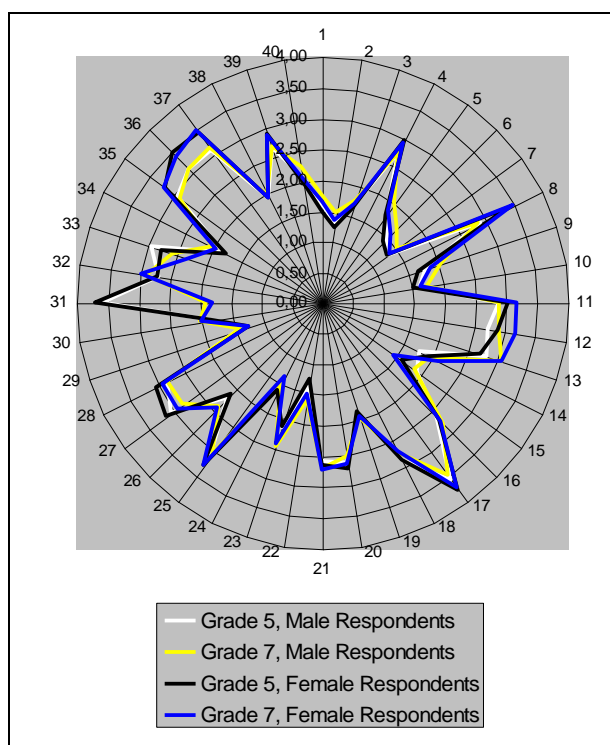
²⁴ A fact which further supports the validity of the sampling procedure for the selected provinces.

²⁵ Bartın's graph shortened in order to avoid statistical distortion due to the extreme *relative* % change on the basis of a rather insignificant *absolute* % change.

The sample for this evaluation produces similar impact values when compared to the whole of Turkey:



It is also worthwhile to look more closely at how beneficiaries themselves perceive the impact of the GEC. The chart (right) illustrates the distribution of consent values across all questionnaire items for students in both Grades 5 and 7, differentiated by gender. As already observed in the cases of responses given by administrators and teachers, at first sight there seems to be general correspondence between the responses. However, there are some noticeable differences, particularly for item 31, but also for items 8, 15, 13, and 35-37. Mean values of these and other items which are indicative of impact of the campaign are also given in the following table by gender and province groups. Significant differences by province groups are indicated by highlighting the items. Items that are mentioned in a different context such as Item 13 are not presented here to prevent repetition.



GEC is known uniformly by girls and boys which is the most obvious success and to some degree impact of the campaign. Since the focus of the campaign is to reduce the gender gap in schooling, knowledge of the campaign means that they know at least the problem of gender inequality and a need to correct it. Gender inequality in learning is rejected by both sexes where girls' rejection is higher than boys. Similarly, different treatment of boys and girls in the class is rejected by both sexes where girls have again higher averages across province groups. All students except the girls of the second group provinces agree about the need for more training for their teachers. Well-educated girls seem to be the ideal for both sexes where girls indicate higher agreement with the statement. Idea of girls taught by female teachers is not acceptable to both sexes.

Items ²⁶	Gender							
	Male				Female			
	Group 1	Group 2	Group 3	Group 4	Group 1	Group 2	Group 3	Group 4
1 The slogan Haydi Kızlar Okula is well known in my school	1.59	1.71	1.75	1.69	1.53	1.61	1.58	1.62
8 Boys learn better than girls	2.86	2.86	2.82	2.83	3.43	3.40	3.50	3.46
11 Boys and girls are treated differently in my class	2.86	2.90	2.84	2.86	3.11	3.12	3.10	3.07
14 I wish my teachers would receive more training to help us learning	1.81	1.91	1.85	1.80	1.97	2.09	1.99	2.05
15 It is important to have well-educated girls in society	1.87	1.89	1.86	1.80	1.55	1.55	1.43	1.49
18 It is easier for a girl to be taught by a woman	2.75	2.82	2.79	2.79	2.80	2.75	2.82	2.79
24 I am looking forward to being in Grade 7 in two years time	1.52	1.53	1.46	1.44	1.44	1.45	1.47	1.49
28 It is more difficult for a girl to perform well in school	2.78	2.78	2.84	2.94	2.91	2.87	3.06	3.16
31 I will leave school after Grade 5	2.74	2.40	2.69	2.75	2.81	2.67	2.65	2.78
36 If girls attend school, bad things can happen to her	2.93	3.01	3.13	3.27	3.26	3.37	3.49	3.58
37 It is more difficult for an educated girl to find a husband	2.97	3.06	3.16	3.15	3.33	3.41	3.52	3.60
39 Schools can not do much if a girl drops out	2.65	2.62	2.57	2.66	2.89	2.88	2.81	2.87

One of the items which clearly show impact of the campaign is the perception of girls (and boys) to continue with their education. All students alike indicate determination to be in the seventh grade in two-year time which is quite important. Moreover, girls seem to be more determined to continue with their education. Complementarily they all disagree with the statement that they will leave school after the fifth grade. This is a clear indication for having achieved *retention* of students, both female and male. Although it is difficult to measure to which degree exactly the GEC contributed to having achieved such retention, it can be assumed that in concert with other partners it played an important role.

The idea that girls' having difficulty in performing well in school is rejected by both sexes alike. Again, they all disagree with the idea that bad things can happen to school attending girls. When the perception of students are compared to that of the parents it is seen that parents are not as comfortable as students which might be due to the protective feeling stemming from parenthood. Similarly they reject the idea that educated girls will have difficulty in finding a husband. Averages for the last two items are much higher than the others in the table indicating the degree of disagreement with the items.

²⁶ Highlighted items are the ones that indicate statistically significant differences among province groups.

Item 39 indicates how much confidence both boys and girls have about their school's ability to help them in case a girl dropping out. Girls compared to boys rest higher confidence in their school in case of dropping out. Efforts of teachers to convince parents, which is observed by all including the students themselves might have created such a confidence in schools.

4.4.1 Low education participation of girls from a gender perspective

Especially within the context of GEC's inter-agency collaboration, aspects of low education participation of girls from a gender perspective are gaining importance for the overall impact of the Campaign. In this perspective, educational participation of girls can be increased if their practical gender needs as well as their strategic interests (elimination of characteristics of the education system that cause the exclusion of girls) are addressed.

Practical gender needs arise from the roles and tasks of girls and boys (and women and men) based on the existing division of work and do not effect this division. Practical gender needs are related to the condition of girls (and women) and their present workloads and responsibilities. The most obvious practical gender needs (derived from the roles and tasks of girls mentioned in the DC field reports) include clean and nearby water supply, affordable day care facilities, community health centres, or mobile schools so that the continuation of education for girls (and boys) of seasonal migrant families can be ensured.

Yet, addressing practical gender needs are in themselves unlikely to have an impact on unequal aspects of gender relations. If practical needs are not seen in the context of strategic gender interests, addressing them in isolation could actually worsen girls' situation in the long term and could thus create negative impact. Most DC field reports state that the education of girls stops after Grade 5 (village schools only offering 5 years of primary education) and it is not considered appropriate for a girl to use a school bus together with boys or to stay in a mixed sex boarding school. Village schools offering full primary education (8 Grades) would address this practical gender need.

Strategic gender interests are derived from the wish to change the unequal relation between boys and girls (and women and men) in order to improve the position of girls and women. These needs may include getting rid of institutionalised discrimination in the areas of labour and education, measures to eradicate male violence against girls and women (family honour killings), eradicate early marriage practices, and reconsidering legislation prohibiting enrolment in primary education above a certain age, forcing late enrolled girls into adult education programmes and blocking access to secondary and tertiary education.

Families sending their daughters to school seem to be concerned about the low educational quality, especially in village schools. Reasons given for low performance of students included the low quality and lack of involvement of teachers (inexperienced, not motivated, some only teaching in rural areas to fulfil their military service); high turnover of teachers ("teachers want to get out of here as quickly as possible"), pupils find it difficult to adapt to new teachers so frequently. An indication of low quality mentioned most is the fact that students fail for the University entrance examinations. Low quality of and, thus, low performance in basic education combined with a highly selective system for entering tertiary education causes a circle of exclusion of girls (and boys) from deprived areas/backgrounds. Breaking this circle would require new teacher recruitment and deployment practices and a rethinking of existing university selection mechanisms (entry exams).

Strategic gender interests can only be specified following an analysis of the situation in which boys and girls find themselves. Addressing the strategic interests of girls requires long-term planning and changes in the attitudes of boys and men.

It goes without saying that both practical and strategic gender needs require the assistance of a variety of Ministries because they can not be taken up by MoNE alone. Strategic interests beyond the scope of MoNE are regional economic development plans and family planning programmes.

4.4.2 Limits of the GEC as a sensitisation campaign

It needs to be stressed again that any sensitisation campaign has its limits *per se*. There are in principle two basic reasons for this.

Firstly, whenever individuals are strongly attached to deeply-rooted mindset and belief systems which define their life, self-definition and value system, the individuals concerned will simply not be prepared to change. Such change would not only upset their world view, but would also create conflict with their internal and external (contextual, social) structure. This explains why the GEC has had little if no impact on children coming from economically deprived families and/or from rural areas, since their families are not willing to subscribe to a formal definition of “education”. However, this does not imply that education would not be regarded as important; the issue at hand is the definition of education, its context and implicit value system. Likewise, strong traditional and religious beliefs cannot be overcome by repeating the same arguments over and over again. Sensitisation reaches its limits when the target groups are aware of the arguments which however continue to create conflict with their own world view. In such a case, it will become necessary to understand the existing barriers from the target group’s perspective which – within the belief system of the target group – will make perfect sense although they will most likely clash with a predetermined understanding of the existing sensitisation campaign. A solution to this dilemma could be to build an access to education on the target group’s needs from their own perspective, even if that means to change existing concepts of “formal” education. The GEC could venture, for example, into exploring alternative approaches to education, such as community education, flexible (seasonal) school rosters, or mobile schools for migrant populations.

Secondly, there might be need for structural change first. If parents simply cannot afford education, if schools are too far away, if crime poses a threat to school children (which was repeatedly mentioned in the DC field reports), if the quality of education does not appear attractive to parents, then a sensitisation campaign might sensitise parents to the importance of education, but will not achieve impact in terms of parents actually making a decision in favour of enrolling their children. If there is a need for structural change, a sensitisation campaign such as the GEC can only lobby for such change, but needs to be aware that the campaign itself will not be able to implement it; and, consequently, cannot be accused of not having achieved overall impact.

Taking these two limitations into account, the GEC has most definitely succeeded in achieving impact in as much as could be achievable. For future planning and programming, this mission recommends to draw from the experiences of the sensitisation campaign and to move forward to focus on specific interventions for specific hard-to-influence target groups, also in order to avoid achieving even *negative (unintended) impact*. Such negative impact can develop quite rapidly if the need for structural change is ignored and the “success” of the campaign is just being determined by fulfilling indicators in terms of increasing girls’ enrolment, without taking into account the social context and the existing capacities. Regards the GEC, the DC field reports mention a number of examples for negative impact: (i) overcrowded classrooms (up to 150) during seasonal work in Şanlıurfa; (ii) lack of discipline because of Roma children “bringing their home culture into the school” (without neither the school environment nor the teachers adequately trained to adjust to this new situation); and, (iii) lack of equipment (musical instruments, etc.) and multi-functional classrooms to cater for education needs of children of hard-to-reach groups and migrants. Also, areas with high success rates of girls’

participation in primary school may need to start paying attention to future problems in continuation of education in terms of secondary and higher education for girls.

4.5 Sustainability

Girls' education has become a national issue in Turkey as can be observed from previous evaluation reports (i.e. UNICEF 2006; UNICEF Ankara 2004, 2005; UNICEF Turkey Country Office 2005, 2006, 2006a; UNICEF Turkey Field Reports 2003-2005) and also the Government-supported GEC media campaign. Currently, there are discussions underway of the Government taking over the CCTs from its own budget. In discussions with MoNE officials, there was widespread consensus that girls' education and the reduction of gender gaps – thus achieving the MDG 2 target – need to be high on the agenda, as is also reflected in the steady decrease of existing gender disparities.²⁷

4.5.1 Contextual analysis

The overall sustainability of the GEC is determined by three main factors: (i) the methodology of its initial design in terms of addressing key issues which might impact on its overall sustainability, (ii) the specific context of the Campaign within larger educational reforms and capacities of MoNE and inter-sectoral collaborators, and (iii) the capacities of stakeholders at provincial, sub-provincial and village level. All these factors constitute the *context* within which the intervention is placed and have direct bearing on the degree of future sustainability.

Within the Turkish education context of national education reforms, the GEC has established itself as a valuable contribution in raising awareness on the gender issue, given the limitations outlined in section 4.4.1 above. Since Campaign Coordinators in the provinces are solely MoNE staff, this key field staff has been integrated into MoNE right from the beginning. Applied sensitisation methods and strategies have thus been carried by central and particularly provincial staff alike in concert with UNICEF's support, both technical and financial.

There are obvious disparities in capacities between (sub-)provincial and village level collaborators, having resulted in the fact that sensitisation activities have not reached stakeholders at village level entirely. Furthermore, whereas the campaign may have raised awareness and, consequently, increased enrolment of girls, field reports indicate that the effect did not sustain. It has been reported that some of the newly enrolled girls did not attend school regularly. A shift in mindset is required for a genuine, and therefore sustainable, change in practices that are heavily influenced by traditional and religious beliefs, norms, and values. However, the mission considers this to be closely related to the limits of any campaign.

The relevance of the GEC's future targeted interventions will directly affect its justification and sustainability. Even after external funding will have come to an end, it will be important now to move towards such specific interventions focussing on specific problem areas. Such a development entails a conclusion of a nation-wide sensitisation campaign, since sensitisation most likely has achieved the achievable. Further sensitisation needs to address more structural, strategic and practical issues as outlined when discussing impact, including the structural limits of any campaign *per se*. Such adaptation of the Campaign will provide ample opportunity for continuing the provision of valuable input to the larger policy debate, and will likewise create direct benefits for stakeholders on the ground. Since girls' education has become a national issue, the mission sees strong possibilities for the Campaign to shift its focus accordingly.

²⁷ See also Section 4.4.

4.5.2 Assessment of specific contributions made by the GEC

The strength of the campaign lays in its recognition that the low enrolment and low participation of girls is not solely an educational problem, hence the importance attached to inter-agency collaboration. Collaboration, however, with stakeholders outside the education sector to address causes of low enrolment of girls in education is still at a very initial stage. Best practices and lessons learned from campaign implementation may now be used to further build such partnerships and improve inter-Ministerial cooperation. The campaign has also laid the foundation for a decentralised approach to solving the problem of low girl enrolment and retention i.e., not one but different interventions each designed to address the specific needs of one distinct target sub-group.

Summarising, as a specific contribution of the campaign, administrators and local authorities have been sensitised, house-to-house visits were made, girls registered and enrolled. However, not all target groups and beneficiaries have been reached yet. It seems that the campaigns' strategies were least effective for economically deprived target groups with a rural background, and a strict division between gender roles and responsibilities (as expressed through their values, beliefs and norms). Thus, a continuation of efforts to bridge the existing gender gap in primary education is necessary, although with a renewed focus.

4.5.3 Results-based management issues

Based upon the previous analyses of relevance, efficiency, effectiveness, impact and sustainability, this section will explore some underlying questions as to how the campaign was managed, to what information stakeholders at different levels had access to, and how they used such information to take key decisions in design and implementation. This also refers to the participatory process of this evaluation itself.

Project implementation and monitoring

At the onset of the Campaign, the non-availability of a specific result-based logframe (including result-oriented objectives) consequently caused a lack of specific indicators for monitoring Campaign performance. While this mission retroactively compiled a logframe based on stakeholder consultations (particularly UNICEF country office and field staff) and the available project documentation (shown in Section 3.1 above), it certainly made implementation of the Campaign more difficult for the country office from a management perspective. However, monitoring was done regularly, although progress reports show some inconsistency in terms of the campaign objectives which can be directly related to the non-availability of an initial campaign logframe. That is why it is of extreme importance to undergo a thorough planning phase before formulating a possible second phase of the campaign with a more targeted focus. This should include the development of planning tools such as logframe and results-oriented indicators.

Assessment of degree of stakeholder participation in the evaluation

The mission considered it of utmost importance to include stakeholders from all levels in the implementation, including those responsible for the management of the campaign. Entities participating in the evaluation therefore included (i) primary stakeholders being the learners (particularly girls) of Turkey, both those enrolled in school and those having dropped-out or never having attended; (ii) secondary stakeholders such as teachers, parents, community members, and (iii) partners in overall management, i.e. ministries, provincial and sub-provincial authorities, development partners, etc.

Stakeholder participation in the GEC evaluation							
Entities	Degree of participation						
	Questionnaire	Interview	Focus-group	Testing of tools	Liaison with evaluation team	Part of evaluation team	Training
Preparation phase							
UNICEF Country Office					✓ (ITL)		
UNICEF Geneva					✓ (ITL)		
MoNE					✓ (ITL)		
CSC Technical Team ²⁸					✓ (ITL)		
EC					✓ (ITL)		
World Bank					✓ (ITL)		
Willows Foundation					✓ (ITL)		
Education Reform Initiative					✓ (ITL)		
Teachers' Unions					✓ (ITL)		
Data Collection phase							
Learners	✓			✓			
Teachers	✓		✓	✓			
Parents		✓					
Community members			✓				
Non-attending girls		✓	✓				
School managers	✓	✓					
Provincial authorities	✓	✓					
Sub-provincial authorities	✓	✓					
Village level authorities		✓					
Social leaders		✓					
GD Primary Ed., MoNE					✓ (NTL)		
National Team Leader				✓		✓	✓
National Team Members				✓		✓	✓
Chief Data Collector				✓		✓	✓
Field Data Collectors				✓		✓	✓
UNICEF Geneva					✓ (ITL)		
UNICEF Country Office					✓		
Reporting phase							
National Team Leader						✓	
National Team Members						✓	
Chief Data Collector						✓	
Field Data Collectors					✓ (CDC)		
UNICEF Country Offices					✓		

During the data collection phase of the evaluation, the degree of participation varied between (i) the provision of data by means of questionnaires, (ii) the direct consultation through interviews or focus-group discussions, (iii) direct liaison with the evaluation team, and (iv) being integral part of the evaluation team (i.e. taking active part in the team's consultations with stakeholders). Occasionally members of the evaluation team had different tasks as indicated (in the case of ITL, NTL and CDC). Any entity having participated in the evaluation should receive a copy of the evaluation report through the UNICEF Country Office. In the case of learners, teachers and parents, such information could include the outcomes of the questionnaires which were completed by them, and could be channelled through the respective Campaign Coordinator's offices.

²⁸ Comprising representatives of MoNE, MoI, MoA, MoLSS, SHÇEK, Prime Ministry DG on the Status of Women, Prime Ministry DG of Social Assistance and Solidarity, Presidency of Religious Affairs.

The effectiveness and the level of stakeholder cooperation differed from province to province. The role of the NGOs in general was found short of expectations. Ağrı and Van suffered to some degree from a lack of cooperation among administrators although they provided full support individually. In Urfa, the local authorities, social leaders, imams, village teachers and muhtars were the ones that were mostly “heard” by the people. Even the police was influential in some closed societies to persuade parents after threatening with the deposition of muhtars and the application of the law 222 which legally instructs parents to send their children to school. The Campaign even motivated some local companies to provide economical support to the parents who were persuaded to send their daughters to school.

On the other hand there were many provinces where the stakeholders were considered to have worked both efficiently and in good cooperation between them. Eskişehir, İzmir, Bitlis, Adıyaman, Hatay, Gaziantep are in this category. Stakeholders in Sakarya and Kırıkkale seemed to have been relatively uninvolved since gender disparity in schooling was not considered a problem and they therefore did not see the campaign relevant for their provinces.

Finally, İstanbul and Bartın represent two special cases in the campaign evaluation in terms of stakeholder participation and effectiveness. In İstanbul, the stakeholders faced most problems in districts with immigrants where continuous influx of migrants did not even allow for having complete records of the girls who dropped out of school. In Bartın, on the other hand, practically all families were sending their children to school.

5 CONCLUSIONS AND RECOMMENDATIONS FOR FUTURE DIRECTIONS OF THE GEC

- (i) The GEC has developed from a very focussed sensitisation campaign in only 10 provinces of Turkey to a nation-wide campaign covering all 81 provinces of Turkey. This has certainly contributed to “Girls’ Education” becoming a nation-wide issue, and also to providing additional support to the Government’s desire to achieve gender equity as soon as possible. Both UNICEF and the Government of Turkey, particularly the Ministry of National Education, need to be commended on this important achievement.
- (ii) It needs to be recognised that any sensitisation campaign has its limits *per se*. Although quite successful at provincial level, the campaign has been *less effective* in increasing awareness and commitment of some social and religious leaders or of a few parents at sub-provincial, village and family level. Within the “families with primary school-age girls”, the campaign has not been able to reach all specific sub-groups, such as, seasonal workers, rural families having migrated to urban areas, marginalised communities and ethnic minorities which is difficult to locate. .
- (iii) The degree of effectiveness seems to be negatively related to a variety of factors that characterise “difficult to reach” communities. These factors go beyond a lack of awareness of the importance of girls’ education. Key factors include economic conditions (poverty, unemployment, migration), ethnicity (beliefs, norms, value systems, language, hierarchical organisation), and geographical position (rural, isolated, strong social control). It can be concluded that low participation in the education of girls is more related to the cultural/religious background of the family and to their geographical and economic position (rural, underdeveloped) than to the province they live in.
- (iv) In order to (re-) gain a stronger intervention focus, the country-wide coverage of the Campaign should be concluded.
- (v) Any follow-up to the GEC needs to be designed in favour of more tailor-made targeting for specific regions which encounter specific problems with specific target groups. This includes a contextualisation of the GEC at sub-province or even village level, thus enhancing relevance for diverse socio-political and socio-economic environments. More specific provincial analyses, based on collected data, could be the starting point for designing bottom-up and needs-based community development strategies. Such strategies need to continue to have a gender equity focus and may go beyond the mere education sector, also addressing, inter alia, the need for creating employment opportunities or environmental issues (health, sanitation).
- (vi) In terms of extended sensitisation, the project should also lobby for *structural change* wherever such change is needed to improve girls’ enrolment, well knowing that implementing change needs to be under the responsibilities of the Government. In (re-)designing the project from a gender perspective, lobbying for addressing structural and practical gender needs has to form part of the project’s objectives, including the establishment of catch-up classes for over-aged girls, vocational training programmes, or functional literacy programmes for girls and women.
- (vii) Quality issues of and in education represent an important topic also within a gender context, particularly since many families who are facing problems sending their children (especially girls) to school also seem to be concerned about the low educational quality, mainly in village

schools. Within a greater child-friendly schools orientation, the development of strategies for changing teacher recruitment and deployment practices may help to solve this problem. Areas to focus on could include, inter alia, (i) the relation between creating child-friendly schools and changing teacher recruitment practices; (ii) the identification and recruitment of teachers coming from the same community/area and being willing to maintain residence there; and (iii) the linking of such change in policy and political thinking to the wider concept of creating and strengthening creating child-friendly schools.

- (viii) In light of the above, it is recommended to consider turning the *Campaign* into a specific *Project* under the *Child Friendly Schools* umbrella. In the opinion of this mission, the Campaign has been successful in making a valuable contribution, and has likewise reached the point for making an important new directional shift. It is further recommended for UNICEF and all stakeholders to enter into a detailed planning exercise for such a new phase, including the development of planning tools such as a logical framework with related milestones and indicators.
- (ix) In such a new project/intervention, it will be important to address the needs of “difficult-to-convince” populations, and to specifically address existing barriers and mindsets of those target groups which cannot be convinced by arguments alone. This entails a deeper understanding based on the group’s own context and belief/value systems, in order to develop in a *bottom-up approach* specific interventions and assistance. Strategies will follow the inter-ministerial approach of the GEC in order to consider specific interventions and assistance also outside the educational realm.
- (x) As a concrete follow-up to this report, a two-pronged approach is recommended. *Firstly*, key problems beyond the education sector need to be identified which may initiate possible approaches for structural change. This report, based on the contributions received from the data collectors, has already provided an important initial analysis in this regard. Such bottom-up identification process needs to be done in close consultation with the communities.
- (xi) Secondly, it is recommended to conduct a detailed participatory planning workshop for the second phase of the campaign which will be based on the results gathered during community consultations. The workshop will endorse a detailed bottom-up approach for addressing specific areas of targeted intervention.²⁹ While developing a complete logframe for the second phase, objectives, results and activities will be agreed upon, together with the identification of indicators and milestones. Such workshop can also be utilised to generate trust and a sense of cooperation through the inclusion of relevant stakeholders.³⁰

²⁹ During the workshop, the detailed field reports should be included as resource material.

³⁰ An indication of which stakeholders to invite has already been outlined in the list of persons consulted.

LIST OF PERSONS CONTACTED

AKAY, Sinem, Project Assistant, UNICEF, Ankara.

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BASAN, Adilan, Roman Federation, Karşıyaka, Izmir.

BAŞARAN, Murat Ayhan, Team member: Campaign Steering Committee Technical Team, Section Head, Ministry of Labour, Ankara.

BERKTAY, Neyyir, Education Reform Initiative (Tele-Conference), İstanbul.

BİLER, Mehmet Nuri, Director of Education, Gürpınar, Van.

BİLİCİ, Mehmet, Principal, Cumhuriyet İlköğretim School, Van.

CAN, Hatice, Expert, Directorate General on the Status and the Problems of Women, Ankara.

ÇELİK, Salih, Deputy Undersecretary, MoNE, Ankara.

ÇELİKCAN, Müge, GEC Technical Team, MoNE.

CERRAH, Nazan, Psychologist, General Director of the Special Education and Psychological Counselling, MoNE, Ankara.

CORRADINI, Milena, Operations Department, European Training Foundation, Torino (Italy), in Ankara during time of mission.

COŞKUN, İrfan, Genral Secretary: Education and Social Work, MoNE, Ankara.

DÜZER, Meltem, GEC Technical Team, MoNE.

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KÖKEN, Hayrullah, Department Head, Presidency of Religious Affairs, Ankara.

KORKMAZ, Nevzat, Team member: Campaign Steering Committee Technical Team, Department Head, Ministry of Interior, Ankara.

LEVENT, Bergin, Special Education, Guidance and Counselling Services, MoNE, Ankara.

LÖNNQVIST, Anders, Team Leader, Support to Basic Education Programme, MoNE, Ankara.

LÜERS, Gerd, GTZ Consultant (Turkey), Stuttgart (Germany), in Ankara during time of mission.

McLOUGHNEY, Edmond, Representative, UNICEF, Ankara.

MERİÇ, Dilek A., Willows Foundation (Tele-Conference), İstanbul.

OTARAN, Dr. Nur, Assistant General Manager: Human Resources Department, Central Bank of the Republic of Turkey, Ankara.

ÖZCAN, Şuayip, President, Türk Eğitim-Sen, Ankara.

ÖZDEMİR, Prof. Dr. Servet, Former DG: Primary Education, MoNE.

ÖZDEMİR ULUÇ, Fatma, Assistant Project Officer: Education, UNICEF, Ankara.

ÖZDEN, Prof. Dr. Yüksel, Director General: Primary Education, MoNE, Ankara.

ÖZKAN, Mehmet Ali, District Governor, Gürpınar, Van.

PIETERS, Lila, Programme Coordinator, UNICEF, Ankara.

ŞAD, Fırat, Campaign Liaison Officer, Van.

ŞAHİN, Selahattin, Former Deputy DG: Primary Education, MoNE, Ankara.

SCHUKAT, Philipp, Special Task Officer, GTZ Programme Office for Social and Ecological Standards, Eschborn (Germany), in Ankara during time of mission.

ŞİMŞEK, Emirali, General Secretary, Education and Science Laborer's Union, Ankara.

TORTOP, Özgül, Co-Director, Support to Basic Education Programme, MoNE, Ankara.

YAVUZCAN, Mine, Administrative Officer, Support to Basic Education Programme, MoNE, Ankara.

YİDEN, Zeki, Campaign Coordinator, Izmir.

YILDIZ, Yahya, Provincial Director of National Education, Van.

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Date	Author(s)	Target locations
2003:		
23 February-25 February	Melissa Ekin Kızıldemir	Batman, Siirt
2004:		
29 February-05 March	Yakut Temüroğlu	Mersin, Osmaniye
23 February-27 February	Melissa Ekin Kızıldemir	Batman, Siirt
01 March-05 March	Melissa Ekin Kızıldemir	Kars, Ardahan, Eryurum
01 March-05 March	Melissa Ekin Kızıldemir	Mardin, Şırnak, Bitlis
08 March-12 March	Yakut Temüroğlu	Kahramanmaraş, Gaziantep, Kilis
15 March-19 March	Melissa Ekin Kızıldemir	Hakkari, Iğdır, Ağrı
05 April-09 April	Melissa Ekin Kızıldemir	Mardin
11 April-20 April	Yakut Temüroğlu	Bingöl, Muş, Van
12 April-16 April	Melissa Ekin Kızıldemir	Ağrı, Erzurum
19 April-23 April	Melissa Ekin Kızıldemir	Batman, Siirt
26 April-28 April	Melissa Ekin Kızıldemir	Şırnak
27 April-28 April	Yakut Temüroğlu	Tokat
28 September-01 October	Yakut Temüroğlu	Muş, Bulanık, Malazgirt
02 October-08 October	Yakut Temüroğlu	Van, Ozalp, Gecas, Ercis, Muradiye
2005:		
23 March-09 April	Yakut Temüroğlu	Mersin, Osmaniye, Kahramanmaraş, Gaziantep, Batman, Diyarbakir, Mardin
09 May-13 May	Yakut Temüroğlu	Siirt, Bitlis, Muş, Bingöl
22 June-24 June	Yakut Temüroğlu	Hatay